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8	BEFORE THE CALIFORNIA STATE WATER RESOURCES CONTROL BOARD
9	
10	HEARING IN THE MATTER OF DEPARTMENT OF WATER RESOURCES' OBJECTIONS TO
11	RESOURCES AND UNITED STATES TESTIMONY AND EXHIBITS
12	BUREAU OF RECLAMATION REQUEST SPORTFISHING PROTECTION ALLICANCE, CALIFORNIA WATER
13	DIVERSION FOR CALIFORNIA WATER IMPACT ALLIANCE AND AQUALLIANCE (GROUP 31) AND
14	MOTION TO STRIKE
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### INTRODUCTION

California Department of Water Resources ("DWR") submits these objections<sup>1</sup> to the Part 1B testimony and exhibits (cases-in-chief) submitted by Group 31 comprised of California Sportfishing Protection Alliance ("CSPA"), California Water Impact Network ("C-WIN"), and AquAlliance (collectively "CSPA et al.") in the matter of DWR and U.S. Bureau of Reclamation's (collectively "Petitioners") Request for a Change in Point of Diversion for California Water Fix. DWR also concurrently moves to strike the same written testimony and exhibits. Where applicable, DWR cites to its concurrently-filed Objections to Protestants' Cases-In-Chief Collectively ("Master Objections"), which also provides a common Statement of Facts and Legal Standards for DWR's separate responses to Protestants' cases-in-chief.

### **OBJECTIONS**

I. AquAlliance Submitted Exhibits for Which There is No Sponsoring Testimony and Which, Therefore, Lack Foundation and Demonstrated Relevance

Many of the exhibits submitted by AquAlliance are not referenced in any testimony of CSPA et al.'s witnesses. There is no witness providing testimony as to the authenticity,<sup>2</sup> reliability, or provenance of these exhibits or any testimony establishing the relevance of these exhibits to the proceeding. As such, these exhibits lack any foundation as well as any demonstrated relevance and should be excluded from Part 1 of this proceeding. Exhibits lacking any "sponsoring" testimony are the following: AQUA-34, AQUA-35, AQUA-36, AQUA-45, AQUA-46, AQUA-47, AQUA-48, AQUA-49, AQUA-50, AQUA-51, AQUA-52, AQUA-53, AQUA-54, AQUA-55, AQUA-56, AQUA-57, AQUA-58, AQUA-59, AQUA-60, AQUA-61, AQUA-63, AQUA-64, AQUA-65, AQUA-66,

<sup>&</sup>lt;sup>1</sup> DWR reserves the right to make additional evidentiary/procedural objections to evidence and exhibits submitted by Protestants in support of their cases-in-chief.

<sup>&</sup>lt;sup>2</sup> In fact, CSPA et al. provides no testimony for any of its referenced exhibits stating that such exhibits are "true and correct copies."

### II. Testimony of Arve Sjovold (C-WIN-2) and Accompanying Analysis (C-WIN-3)

1. Economic Cost Benefit Analyses of the California WaterFix are Outside the Scope of Part 1.

Mr. Sjovold's expert testimony largely summarizes an economic affordability study of the "Twin Tunnels" conducted by C-WIN and submitted as exhibit C-WIN-3. However, economic considerations of the Cal WaterFix including projected costs or financial solvency or prudence of the project are outside the narrowly-defined scope of Part 1, which focuses on impacts to legal users of water and other human uses of water. (See October 30, 2015 Notice of Hearing, p. 11-12; see also DWR's Master Objections.) This larger issue includes sub-issues on whether the proposed changes in points of diversion will alter water flows or water quality in a manner that causes injury to municipal, industrial, or agricultural uses of water. (*Id.*) Because testimony on WaterFix's economic cost-benefit analysis and purported impact on Santa Barbara ratepayers falls outside the scope of Part 1, Mr. Sjovold's testimony, C-WIN-2, pages 1-6, and the accompanying report at C-WIN-3, should be excluded as irrelevant.

## B. Mr. Sjovold's Testimony Contains Assertions Regarding Modeling Validity that Lack Foundation

Mr. Sjovold also makes a number of conclusory statements in his "Concluding Remarks" section critiquing Petitioners' modeling that appear to have no adequate bases or foundation. (See C-WIN-2, p. 6.) These include assertions that because the Water Year Index purportedly lacks merit, "the use of those designations in the model CALSIM II, invalidates any use of CALSIM II until better characterizations of Sacramento River hydrology can be developed and validated." He goes on to broadly conclude that:

In turn, because CALSIM II is required to provide boundary values for the exercise of DSM2, the DWR model used to analyze salinity variations in the Delta, its results are also invalid. Also, DSM2 model results cannot purport to provide objective evaluations as long as it depends on an uncalibrated CALSIM II model. In addition, because SWRCB regulations use the Water Year Type to set flow standards throughout the Delta, they too cannot purport to provide objectively derived requirements for flows.

(See C-WIN-2, p. 6.) Mr. Sjovold's testimony that any use of CALSIM II under current hydrologic inputs is invalidated lacks explanation or support in his testimony. Mr. Siovold's conclusory testimony on page 6 regarding modeling, should be excluded for lack of foundation.

#### III. Testimony of Ed Whitelaw (C-WIN-5) and Accompanying Report (C-WIN-6)

### Α. Mr. Whitelaw's Testimony and Accompanying Report are Impermissible Legal Argument Not Useful to the Trier of Fact.

Mr. Whitelaw's testimony and accompanying report describe his "analysis of the claim by the Department of Water Resources and U.S. Bureau of Reclamation (the "Petitioners") that their petition to change the point of diversion for the State Water Project and for the Central Valley Project would not injure legal users of water." (C-WIN-5, p. 1). Mr. Whitelaw's "testimony" is nothing short of a legal brief in which Mr. Whitelaw opines on what constitutes a "legal injury" under the "no injury rule" and then, in a conclusory fashion, applies "law to facts" to claim in two paragraphs that Petitioners' testimony failed to show that the proposed change would meet the no injury rule. For example, Mr. Whitelaw concludes:

Based on our review of petitioner's testimony submitted in this matter, I find they failed to show the proposed change would meet the no injury. To be clear, they failed because they provided no analysis of the effects of their proposal on the other legal users of water in the Delta region. To address the [no injury] rule's requirement to show that the proposal would spare all legal users of water from injury, the petitioners should have described the proposal's causal sequence of effects and substantiated the underlying explanations of the effects. Moreover, they should have evaluated these effects on all of the other legal users in the Delta region.

(C-WIN-5, p. 3.) Mr. Whitelaw goes on to fault Petitioners for failing to use the "tools" of economics in their analysis of injury. (See C-WIN-5, pp. 3-4.) Mr. Whitelaw also claims that Petitioners have failed to meet the Kelly-Frye standard for "evaluating expert testimony," a standard that does not apply in administrative proceedings before the Board. (See C-WIN-5, p. 4; see March 18, 2016 Ruling in WSID CDO/BBID ACL

Hearings, p. 3.)

Testimony that is merely conclusory legal assertions, essentially legal argument, is not helpful to a trier of fact. Further, the manner in which the law should apply to particular facts is a legal question and is not subject to expert opinion. (*Downer v. Bramet* (1984) 154 Cal.App.3d 837, 841; see also DWR Master Objections.) Here, by purporting to determine what constitutes an injury to a legal user of water and making an analysis of whether Petitioners have met their burden, Mr. Whitelaw has usurped the role of the Water Board. Because Mr. Whitelaw's testimony (C-WIN-5) and accompanying analysis (C-WIN-6) is largely legal argument, it should be excluded.

B. Mr. Whitelaw's Testimony Concluding that Petitioners Failed to Heed the 'No Injury" Rule Lacks Foundation.

Finally, Mr Whitelaw's conclusion that Petitioners failed to heed the "no injury" rule consists of assertions that lack bases or citation to supporting evidence. (C-WIN-5, p. 3.) For example, in addition to the testimony quoted in the previous section, Mr. Whitelaw concludes that "[w]e find, however, no evidence that they evaluated the effects of their proposal on even one – let alone all – legal users of water in the Delta region." "An expert opinion has no value if its basis is unsound." (*In re Lockheed Litigation Cases* (2004) 115 Cal.App.4th 558, 564.) "Expert opinion based on speculation or conjecture is inadmissible." (*Id.*) Section IV.B. of Mr. Whitelaw's testimony should be entirely excluded on the grounds that it lacks adequate foundation.

### IV. Testimony of Bill Jennings (CSPA-2)

A. Mr. Jennings' Incorporation of Extensive Comments into His Testimony Constitutes Impermissible Surprise Testimony.

As part of his testimony, Mr. Jennings incorporates, "as if contained herein," an additional approximately 59 pages of comments prepared to the EIR/EIS and RDEIR/SDEIS. It is the policy of the Water Board to discourage the introduction of surprise testimony and exhibits. (23 CCR 648.4(a).) The incorporation of so many additional pages of testimony constitutes impermissible surprise testimony because it is

impossible to determine exactly which parts of the incorporated testimony Mr. Jennings actually intends to use as his direct testimony, and what additional conclusions he intends to make. The focus of the incorporated comments is the adequacy of the environmental review under CEQA, an issue not identified for hearing in this proceeding. So presumably, Mr. Jennings intends to pick and choose content from the incorporated comments. To avoid impermissible surprise testimony, the portion of Mr. Jennings' testimony incorporating CSPA's comments (CSPA-2, p. 10) should be stricken, and such practices disallowed.

## B. Mr. Jennings Submits Testimony Outside the Scope of Part 1 That Should be Excluded

Despite clear rulings establishing the scope of Part 1, Mr. Jennings, on behalf of CSPA et al., submits 31 pages of testimony, much of which addresses issues outside of the scope of Part 1. (See DWR Master Objections.) The October 30, 2015 Notice of Hearing established that Part 2 of the hearing would focus on effects of the Petition on fish and wildlife and recreational uses, including what appropriate Delta flow criteria should be included in any project approval, and public interest considerations. The Hearing Officers also made clear that issues related to the adequacy of the EIR/EIS under CEQA/NEPA are not an issue for this proceeding. (January 15, 2016 Ruling.) Finally, the Hearing Officers have ruled that other regulatory processes such as the finalization of the EIR/EIS under CEQA/NEPA, the Board's update of the Water Quality Control Plan, and the ESA/CESA consultation process need not conclude prior to proceeding with Part 1 of the proceeding. (See February 11, 2016 Ruling, pp. 3-9.)

Section IV of Mr. Jennings testimony, however, concerns the "proper" standard for the "no injury" rule primarily in the context of environmental concerns, discussing the decline of fish species, restoration of the Delta ecosystem, and protection of public trust resources. (See CSPA-2, pp. 3-7.) These are purported "injuries" or impacts that are outside the scope of Part 1, which focuses on legal users of water and other human uses of water. (October 30, 2015 Notice of Hearing, pp. 11-12; February 11, 2016

Ruling.)

Similarly in Section VI, Mr. Jennings provides testimony concerning updates to the Water Quality Control Plan, the Delta Reform Act, and the establishment of flow criteria, all of which are also irrelevant to Part 1 of the proceeding. (CSPA-2, pp. 12-13.) In Section VIII, Mr. Jennings testifies that the public trust is pertinent to Part 1 of this hearing despite Water Board rulings to the contrary. (See CSPA-2, pp. 24-26.) Finally, in Section IX, Mr. Jennings provides a list of critiques of the Petitioners' case-in-chief much of which involves Part 2 issues or parallel regulatory proceedings, which are outside the scope of Part 1. (See CSPA, pp. 26-30 [see numbered critiques 1, 2, 3, and 4, 9 and 10 on pages 27-28 and the discussion of CEQA/NEPA compliance on pages 28-29].)

Mr. Jennings' testimony raising issues outside the scope of Part 1 should be excluded, in particular CSPA-2, pp. 3-7, 12-13, 24-26, and 26-30.

C. Mr. Jennings Testimony on the Proper Standard for "Injury" Is Pure Legal Argument Not Helpful to the Trier of Fact.

Mr. Jennings' testimony on pages 3-8 concerns what should be, according to CPSA et al., the "acceptable standard to demonstrate injuries to legal users of water" in the Delta under the Porter-Cologne Water Quality Control Act, 2009 Delta Reform Act, the Clean Water Act, and various publications. As noted above, the testimony in this section encompasses not just injury to human uses of water, Part 1 issues, but also "injury" in the context of ecosystem health in particular fisheries and wildlife.

After running through what he considers the applicable law, Mr. Jennings concludes: "In a highly degraded and impaired ecosystem where beneficial uses and public trust resources have already been identified by state and federal agencies as not being protected, simply maintaining the status quo or complying with existing inadequate requirements cannot be the acceptable standard to demonstrate no injury to legal users of water." (CSPA-2, p. 7.) Mr. Jennings' legal argument on these issues does not aid in understanding his testimony. Rather, it is conclusory legal argument not useful to the

trier of fact and should be excluded.

## D. Mr. Jennings' Statements Regarding Adaptive Management and Impacts of the Proposed Changes Lack Foundation.

In his testimony, Mr. Jennings makes a number of unsupported conclusory statements regarding the impacts of the proposed changes that are unsupported by adequate bases or citation to supporting evidence. Statements that lack support in Mr. Jennings' testimony include:

The present degraded quality water adjacent to our land and the prospect of further degradation has delayed our decision on how best to use CSPA's property. (CSPA-2, p. 2.)

The proposed North Delta diversion project would reduce outflow and further degrade water quality adjacent to our property and restrict our ability to put our property to the best use. (CSPA-2, p. 3.)

The upstream diversion of millions of acre-feet of the best quality water entering the Delta will facilitate saltwater intrusion and increase the concentration of existing pollutants. (CSPA-2, p. 30.)

CWF's reliance upon TUCP's to weaken flow and water quality criteria during drought scenarios has the potential to injure water users because, if granted, relaxed flow and water quality criteria will degrade water quality and cause injury. (CSPA-2, p. 30.)

Mr. Jennings points to no evidence that water quality at CSPA's property will be degraded or that the North Delta points of diversion would reduce outflow and facilitate saltwater intrusion or that TUCPs granted in the future will cause injury.

Mr. Jennings also critiques the adaptive management program proposed by Petitioners claiming that adaptive management is an excuse to defer difficult decisions. (See CSPA-2, pp. 19-24.) Mr. Jennings' testimony also contains unsupported opinions regarding adaptive management in the Delta including that:

Managers and decision makers have routinely rejected the "adaptive" recommendations made by scientists. Resources and regulatory agencies have failed to adopt and implement recommended criteria and failed to enforce existing criteria. (CSPA-2, p. 23.)

It's not that the scientific community doesn't understand what needs to be done: it's that agency heads and regulators refuse to implement them. (CSPA-2, p. 24.)

When an expert's opinion is purely conclusory because it does not connect the

relevant facts to the ultimate conclusion, the opinion has no evidentiary value. (*Jennings v. Palomar Pomerado Health Systems, Inc.* (2003) 114 Cal.App.4th 1108, 1117.)

Because Mr. Jennings' statements identified above are unsupported, they have no evidentiary value and should be excluded or stricken from Mr. Jennings' testimony.

### E. Mr. Jennings Lacks the Qualifications to Provide Expert Opinion Testimony on Petitioners' Modeling Analysis and Modeling Results on Water Quality

Mr. Jennings statement of qualifications at CSPA-1 demonstrates that Mr. Jennings, as Chairman/Executive Director of CSPA, has a long history of participation in water and environmental proceedings. His statement of qualifications, however, provides no information on his technical training, education, or experience with models, in particular the CALSIM or DSM2 models. Despite this lack of expertise, Mr. Jennings provides extensive testimony regarding the use and limitations of these models. (See CSPA-2, pp. 10-19.)

Generally, expert testimony is required when related to a "subject that is sufficiently beyond the common experience that the opinion of an expert would assist the trier of fact." (Evidence Code § 801; see also Miller, 8 Cal.3d at 702.) Here, expert testimony is necessary to assess the sufficiency and proper use of the complex models used in the Delta, CALSIM II and DSM2, which were utilized by Petitioners in support of the Petition. There is no indication, however, that Mr. Jennings has personal expertise or experience with modeling generally or with these particular models. Nor does Mr. Jennings appear to have any actual technical training that would enable him to draw these conclusions. Nonetheless Mr. Jennings reaches a conclusion that the modeling performed by Petitioners was technically deficient and was not based on the best available science. (See CSPA-2, pp. 10-19.) Along the way to this conclusion, he propounds on what constitutes the best available science, the most representative hydrology, appropriate consideration of climate change, and limitations of the models. (Id.) Mr. Jennings lacks the necessary expertise to provide expert opinion testimony on these topics that would

make his testimony useful to the triers of fact in this proceeding. For this reason, Mr. Jennings' testimony at CSPA-2, pp. 10-19 regarding modeling should be excluded.

### V. Testimony of Chris Shutes (CSPA-4)

## A. Mr. Shutes' Testimony on CEQA Compliance is Outside the Scope of the Proceeding.

Though the Hearing Officers have expressly ruled that compliance with CEQA is not part of the current proceeding (Parts 1 or 2), Mr. Shutes submits testimony regarding the sufficiency of the environmental document under CEQA. (See January 15, 2016 Ruling, p. 5; see also DWR Master Objections, pp. 14-15.) In Section III.A, Mr. Shutes concludes that the 2013 DEIR and 2015 RDEIR do not meet the basic requirements of CEQA to describe and analyze both baseline and proposed reservoir operations, under a standard he independently derives from the *Amador v. El Dorado* decision. (CSPA-4, pp. 6-7.) Because CEQA compliance is not within the scope of this proceeding, this section should be excluded as irrelevant.

## B. Mr. Shutes Testimony on Expiration of Water Rights is not Within the Issues Noticed for Hearing and Should be Excluded as Irrelevant.

Mr. Shutes argues that the water rights permits of DWR for the State Water Project ("SWP") and Bureau of Reclamation for the Central Valley Project ("CVP"), including the permits at issue in this proceeding, expired years ago and that the Petitioners should be required to apply for a new water right for the WaterFix project. (CSPA-4, pp. 4-5, 22-24.) This "issue" of whether DWR or Reclamation have current water rights, apparently the subject of CSPA petition protests in 2009, is distinct from the issue identified for Part 1 of the hearing, which narrowly asks whether the changes in points of diversion proposed in the Petition in effect initiate a new water right. (See October 30, 2015 Notice of Hearing, p. 11.) Because it is outside the scope of the pending proceeding, Mr. Shutes' testimony alleging that the water rights permits of DWR and Reclamation expired years ago, CSPA-4, pp. 4-5, 22-24, should be excluded as irrelevant.

## C. Mr. Shutes Lacks the Necessary Expertise to Provide Testimony on Modeling of Reservoir Operations.

Mr. Shutes, a self-taught fisheries and water rights advocate, provides testimony on Petitioners' modeling of reservoir operations, matters well outside the experience of a lay witness. (Evidence Code § 801 et seq.) Mr. Shutes has no relevant education, training, or direct work experience with such models or reservoir operations but, as he describes it, has developed over time good working relationships with engineers and modelers who do have such experience. (See CPSA-3.) As Mr. Shutes admits, he lacks the expertise to analyze the model outputs for the WaterFix provided by Petitioners (CSPA-4, p. 10). Yet, he provides testimony on the modeling analysis based on his review of the testimony and underlying environmental review documents. (See CSPA-4. pp. 9-13.) Mr. Shutes concludes that the "CalSim II modeling should have treated reservoir storage as a variable and not a constant" to model a range of reservoir operations scenarios since project reservoir operations are not constrained by the defined rules in the CalSim II model to maintain storage. (CSPA-4, p. 11-12.) Due to his admitted lack of expertise, however, Mr. Shutes' expert opinion testimony on Petitioners' modeling of reservoir operations is not useful, largely lacks foundation as described below, and even if marginally probative, the value of the testimony is far outweighed by the probability that the testimony will necessitate an undue consumption of time. (Government Code § 11513(f).)

## D. Based Largely on Conjecture, Mr. Shutes' Testimony Regarding Future Reservoir Operations Lacks Foundation.

The overall conclusion of Mr. Shutes' 25 pages of testimony is that the WaterFix will provide opportunities and incentives for managers of the CVP and SWP to manage reservoir operations in a more risky manner and that the Board and legal users of water cannot rely on the judgment and decisions of DWR and Reclamation in reservoir operations, which will not protect legal users of water. (See CSPA-4, p. 25.) Note he alleges no actual injury to a legal user of water or other human uses of water. Instead, he posits through a couple steps in logic that risky behavior to increase exports will reduce the availability of stored water to meet in-Basin uses, which will in turn injure

legal users of water. (CSPA-4, p. 2.) A quick read of Mr. Shutes' testimony demonstrates that he primarily relies on his own unsupported conjecture for his conclusions providing no basis for his opinions or citation to supporting evidence.

For example, as part of this theory, Mr. Shutes states that it is reasonable to assume that DWR and Reclamation will work to minimize constraints on project operations and that SWP and CVP contractors will also advocate to weaken operational constraints. (CSPA-4, p. 4.) He then suggests that a number of factors including recent reservoir operations, ongoing political and economic pressure to increase exports, and climate change will make reservoir operations increasingly risky. (CSPA-4, pp. 13-18.) Continued risk taking to increase exports, he further concludes, will increase the frequency of TUCPs to the potential injury of legal users of water. (CSPA-4, pp. 20-22.) Despite extensive testimony, however, Mr. Shutes never provides any actual evidence to support his ultimate conclusion that the proposed changes in the Petition will result in reservoir operations that injure legal users of water. Lacking an adequate bases, Mr. Shutes' testimony on injury to legal users of water from future reservoir operations under the WaterFix should be excluded as unsupported information on which a responsible person would not rely in the conduct of serious affairs. (Government Code § 11513(c).)

### VI. Testimony of G. Fred Lee (CSPA-6)

A. Dr. Lee's Incorporation of Numerous Reports and Comments into His Testimony Constitutes Impermissible Surprise Testimony.

Throughout his testimony, Dr. Lee cites certain exhibits which he also "incorporates" into his testimony. (See e.g., CSPA-6, pp. 3, 4, 6, 8, 13, 15, 16, 18 and 19.) As noted above, it is the policy of the Board to discourage the introduction of surprise testimony and exhibits. (23 CCR 648.4(a).) The incorporation of a couple hundred pages of additional pages, not all of which were authored by Dr. Lee, as testimony constitutes impermissible surprise testimony because it is impossible to determine exactly which parts of the incorporated testimony Dr. Lee actually intends to use as his direct testimony, and what additional conclusions he intends to make. It is

also improper to adopt wholesale the writings of another person as your sworn testimony. For this reason, Dr. Lee's testimony incorporating particular exhibits (CSPA-58, CSPA-60, CSPA-62, CSPA-63, CSPA-66, CSPA-67, CSPA-73, CSPA-75, CSPA-76, CSPA-77, CSPA-80, and CSPA-82) should be stricken, and such practice disallowed.

# B. Dr. Lee's Testimony Concerning the Legal Standard for Adverse Water Quality Impact is Legal Argument Not Helpful to the Trier of Fact

On pages 1 to 2, Dr. Lee provides a legal opinion, based on his interpretation of applicable statutes, that the "water quality impact" evaluation by Petitioners did not meet the standards of the Porter Cologne Water Quality Control Act and did not meet the requirements for the Board to approve a change petition under the Water Code. Such testimony is an improper legal opinion that is not helpful to a trier of fact in this proceeding and impinges on the role of the Board to apply the law to the facts of the proceeding. (See Downer v. Bramet (1984) 152 Cal.App.3d 837, 841 [the manner in which the law should apply to particular facts is a legal conclusion and is not subject to expert opinion].) For this reason, Dr. Lee's testimony on pages 1-2 is irrelevant to the proceeding and should be excluded. Similarly, corresponding statements from Mr. Lee's PowerPoint presentation, CSPA-56, slides 2-4, are irrelevant and should be excluded.

## C. Parts of Dr. Lee's Water Quality Testimony are Outside the Scope of Part 1 of the Proceeding.

The primary focus of Dr. Lee's testimony is the levels of actual water quality constituents in the Central and South Delta, as opposed to water-quality related impacts to legal users of water and other human uses of water. Dr. Lee speaks generally about water quality-related impacts to uses of water but does not limit his testimony to human uses of water, the scope of Part 1 of the proceeding, but more broadly mentions other uses of water including recreational uses and fish and wildlife uses. (CSPA-6; See October 30, 2015 Notice of Hearing.)

For example, on pages 16-17, Dr. Lee generally discusses the potential impacts of dissolved phosphorus and its effects on phytoplankton biomass stating that water uses

adversely impacted by reductions in dilution of phosphorus concentrations can include fishing, boating, swimming, aesthetic quality of water, odors, low dissolved oxygen, plugging of agricultural intake screens, sediment toxicity, floating scum, and other effects of phosphorus and low flow alterations. On pages 17-19, Dr. Lee discusses past sampling for dissolved oxygen levels and a connection to fish kills in the South Delta. Because Dr. Lee's testimony encompasses issues identified for both Part 1 and Part 2 of the proceeding, Dr. Lee's testimony should be narrowed to admit only testimony that pertains to the issues identified for Part 1, injury to legal users of water and impacts on other human uses of water. (See DWR Master Objections.) For the same reasons, the following corresponding slides should be struck or excluded from Dr. Lee's PowerPoint presentation: CSPA-56, slides 24-29.

### D. Statements in Dr. Lee's Testimony Lack Adequate Support.

Dr. Lee provides no support or specific cite to evidence for his conclusion that:

[O]peration of the proposed WaterFix northern intake diversion of Sacramento River will reduce the volume flow of Sacramento River presently available to dilute pollutants derived from the SJWDWSC water that enters the Central Delta. The net result is that with the proposed WaterFix north diversion, the pollutants in Turner Cut will have an increased adverse impact on Central Delta water quality beneficial use.

(See CSPA-6, p. 12.) There is also no cite to evidence or analysis substantiating the conclusion that "[t]he DWR/USBR evaluation of 'water quality impacts' of the proposed WaterFix project fails to discuss the fact that the tunnel diversion will at time deprive the Central Delta of thousands cfs of Sacramento River water that currently dilutes the SJR flow and its pollutant load that enters the Central Delta at Turner and Columbia Cuts." (CSPA-6, p. 12.) Though he reports on current water quality levels in the Delta, Dr. Lee makes no specific, independent analysis of the impact of the North Delta Diversion intakes on flows or water quality, nor does he reference such an analysis specifically looking at impacts of the proposed points of diversions. Dr. Lee's statements fail to fully connect the facts cited by Dr. Lee regarding current water quality parameters in the Central and South Delta to his ultimate opinions regarding the actual impacts of the

proposed changes. Such ultimate opinions are conclusory and have no evidentiary value.

Later in his testimony, Dr. Lee states without citation or explanatory bases that "[i]t is well known that relying only on exceedances of a limited number of water quality objectives, as has been done by the DWR and USBR in evaluating the impact of the North Delta Sacramento River diversions, is highly unreliable for evaluating the impact of the diversion on water quality/beneficial uses of the Delta" referring to "unrecognized and unregulated pollutants." (CSPA-6, p. 19.)

Though Dr. Lee cites a lot of supporting studies and reports, the statements identified above at CSPA-6, pp. 12 and 19 are conclusory, lacking an adequate foundation, and should be excluded from his testimony. Corresponding statements in Dr. Lee's Power Point presentation, CSPA-56, slides 22, 24, 35 and 39 should likewise be excluded.

### VII. Testimony of Thomas Cannon (CSPA-8)

A. Mr. Cannon's Testimony is Replete with Unsupported Statements That Lack Evidentiary Value as Expert Opinion Testimony.

Mr. Cannon's testimony contains a number of assertions regarding CVP/SWP operations, but very few of his statements and conclusions, including references to specific facts, numbers, or even DWR's testimony, are supported by any citations to supporting evidence. (CSPA-8) Generally, expert testimony is required when related to a "subject that is sufficiently beyond the common experience that the opinion of an expert would assist the trier of fact." (Evidence Code § 801; see also Miller, 8 Cal.3d at 702.) Testimony unsupported by an adequate bases, however, has little evidentiary value.

For example, Mr. Cannon states his opinion that "WaterFix demands may aggravate the already compromised Oroville and Folsom water supplies" and that the "potential effects on beneficial uses in these two rivers from the Water are likely underestimated" but nowhere does he explain what he means by these statements or

the facts on which he bases his opinion. (See CSPA-8, pp. 4-5.) In his section titled "Statement on Delta operations of the CVP/SWP," Mr. Cannon provides an explanation of how the WaterFix will purportedly operate citing bypass requirements and export limits, among other parameters, but nowhere does he provide any cites for the sources of such facts on which he bases his conclusions. (See CSPA-8, pp. 5-6.) The same is true for the final section, "Statement on Delta outflow to the Bay," which is replete with factual assertions but, again, little to no supporting bases or evidence. (CSPA-8, pp. 6-7.) The following excerpt provides a perfect example of the unsupported statements and conclusions that exemplify most of Mr. Cannon's testimony:

In these drier years, 80% of more of Valley rain and snowmelt into Valley reservoirs is stored for summer use. Most of the remaining 20% reaches the Bay comes in with winter-rain snowmelt pulses from Valley streams that have no reservoirs. The runoff from the uncontrolled sources in winter pulses make up half of the annual outflow to the Bay. Today about two-thirds reaches the Bay because of winter-spring BO export restrictions. The Water Fix will reduce that commitment to the Bay to less than half – outflow will fall below 50% of the Valley's annual supply. The State Board's own assessment found that a healthy estuary needs at least 75% of its water. Outflow would be only about 40% with the WaterFix in over half of the future years. DWR's own testimony shows that in one of the wetter dry years, 2016, the Water Fix would allow taking over 25% of the "excess outflow" to the Bay.

(CSPA-8, pp. 6-7.) It appears that most of these facts are based on underlying data. Unfortunately, Mr. Cannon provides no evidentiary support for these facts rendering his expert opinions of little evidentiary value because it lacks foundation. Unsupported expert opinion, particularly on technical matters, is not the type of evidence on which responsible parties rely in the conduct of serious affairs. (Government Code § 11513(c).) On these grounds, Mr. Cannon's testimony should be excluded because it lacks foundation.

## B. Mr. Cannon's General Conclusions Regarding SWP/CVP Operations Are not Relevant to the Part 1 Proceeding.

Part 1 of the hearing focuses on whether the proposed changes will cause injury to legal users of water, including impacts on other human uses of water. Unfortunately, Mr. Cannon's rather general testimony adds little to the understanding of the issues before

### Scope of this Proceeding.

Ms. Vlamis' testimony in Part 1 of this proceeding focuses primarily on her allegations that the environmental review for the BDCP/WaterFix was inadequate and does not comply with CEQA. (See AQUA-1, pp. 2, 3, 5, 6, 8, 10, 13, and 14). Among other CEQA claims, Ms. Vlamis asserts that the NEPA/CEQA documents ignored groundwater conditions in the watershed (pp. 3, 5), failed to consider that increased groundwater extractions for water transfers might impact groundwater quality (p. 6), that impacts from cumulative transfers were not considered (p. 8), that cumulative impacts of other projects on groundwater and surface water resources were not included (p. 10), and that subsidence was not addressed (p. 13). At the end of her testimony, she concludes "[a]s demonstrated in our testimony, there is a great deal omitted from the WaterFix NEPA and CEQA documents." (AQUA-1, p. 17.)

The adequacy of DWR's EIR for the WaterFix Project for purposes of CEQA is not a key hearing issue in this proceeding. (January 15, 2016 Ruling, p. 5; see also DWR Master Objections, pp. 14-15.) In the January 15, 2016 ruling, the Hearing Officers indicated that the adequacy of the EIR for CWF for purposes of CEQA compliance is not a key hearing issue, and the parties should not submit evidence or argument on this issue and the parties will be permitted to submit evidence and argument concerning the document only if the evidence or argument relate to the key hearing issues. (January 15, 2016 Ruling, p. 5) Because Ms. Vlamis' testimony overwhelmingly concerns CEQA compliance, her testimony should be excluded from the proceeding in its entirety.

## B. Ms. Vlamis' Testimony Concerning Groundwater Conditions and the Impacts of Groundwater Transfers is Not Relevant.

Though Ms. Vlamis' testimony concerns the adequacy of environmental review under CEQA, it is clear that one of her primary concerns is that the WaterFix project may increase groundwater transfers causing groundwater decline and other associated effects in the Northern Sacramento Valley. (AQUA-1, pp. 6-10.) However, though she points to testimony acknowledging that the WaterFix might increase system capacity to implement water transfers, Ms. Vlamis' points to no evidence that the proposed changes

will injure users of groundwater. As a result, without evidence of a causal connection, her testimony regarding groundwater conditions is not relevant to the issues of Part 1.

### C. Ms. Vlamis' Relies on Hearsay Evidence.

In her testimony, Ms. Vlamis repeatedly relies, and often quotes, unpublished and undisclosed documents, which constitutes hearsay evidence. (AQUA-1, pp. 4 n.11, 7 n. 23, and 12 [quoting a panelist at a workshop].) While hearsay evidence is admissible and may be used to supplement or explain other evidence, over timely objection it shall not be sufficient in itself to support a finding unless admissible over objection in a civil action. (Government Code § 11513(d).) DWR hereby provides its timely objection to Ms. Vlamis' testimony that constitutes hearsay evidence.

### IX. Testimony of James Brobeck (AQUA-3)

A. Mr. Brobeck's Testimony Raising Concerns Regarding Increases in Groundwater Substitution Transfers due to Water Fix is Redundant Testimony.

Mr. Brobeck's testimony raising general concerns regarding the potential impact of the WaterFix project on groundwater transfers is largely redundant to Ms. Vlamis' testimony discussed in the previous section. Both AquAlliance witnesses testify that the WaterFix will increase opportunities for groundwater substitution transfers. (AQUA-3, pp. 4-5.) Because both testimonies raises the same issue, either Mr. Brobeck's or Ms. Vlamis' testimony on this point should be excluded.

## B. Large Parts of Mr. Brobeck's Testimony Are Either Irrelevant or Outside the Scope of Part 1.

Mr. Brobeck's testimony contains information regarding the importance of trees to the Central Valley landscape (p. 3) and the importance of salmon and salmon streams (pp. 4-5). Neither topic is relevant to the issues in Part 1 of the Proceeding regarding effects of the proposed change on human uses of water. This testimony should be excluded as irrelevant to the issues of Part 1 of the proceeding.

C. Mr. Brobeck's Conclusions Regarding the Impacts of the WaterFix Lack Foundation.

Mr. Brobeck makes three conclusory pronouncements that entirely lack adequate support. First, Mr. Brobeck concludes that "[t]he Water Fix fails to clearly identify the risks to a balanced Northern Sacramento Valley aquifer system that is presented by the emerging market that intends to employ groundwater substitution water transfers to fill the giant tunnels that require this water right change petition. (AQUA-3, p. 2) He next states that "[t]he Water Fix promises to reduce fishery constraints on Delta exports and thereby increase demand on Sacramento Valley water systems, including aquifer systems." (AQUA-3, p. 4.) Finally, he testifies that "[i]mplementing the Water Fix will increase opportunities for irrigation district to participate in these groundwater substitution water sales." (AQUA-3, p. 5.) Because these conclusory statements are not supported by any bases or evidence, they are not evidence on which a responsible person would rely in the conduct of serious affairs and should be excluded.

### X. Testimony of Kit Custis (AQUA-5)

A. Mr. Custis' Incorporation of his "Letters" into His Testimony Constitutes Impermissible Surprise Testimony.

As part of his testimony, Mr. Custis incorporates, "[a]s part of my testimony," an additional approximately 3,700 pages of "letters" written by Mr. Custis to AquAlliance (Exhibits AQUA-29 through 33). (AQUA-5, p.5.) It is the policy of the Water Board to discourage the introduction of surprise testimony and exhibits. (23 CCR 648.4(a).) The incorporation of several thousands of additional pages of testimony constitutes impermissible surprise testimony because it is impossible to determine exactly which parts of the incorporated testimony Mr. Custis actually intends to use as his direct testimony, and what additional conclusions he intends to make. For this reason, the portion of Mr. Custis' testimony incorporating these letters into his testimony, AQUA-5, p.5, should be excluded, and such practices disallowed.

B. Mr. Custis' Testimony Regarding Potential Indirect Impacts of the Proposed Changes on Groundwater and Surface Water Resources In Northern California Lacks Relevance.

Mr. Custis' testimony on potential impacts to surface and groundwater from

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increased water transfers hinges on an assumption that implementing the Water Fix Project will increase or facilitate an increase in the amount of groundwater substitution and crop idling water transfers and that the increase in these types of water transfers will then have an adverse impact on groundwater and surface water resources in the Sacramento Valley and Delta that then, in turn, will have an adverse impact on beneficial uses of these water resources. (See AQUA-5, pp. 2, 5, 11 18.) This is not a direct impact or injury caused by the proposed changes on a municipal, industrial or agricultural use of water, the proper scope of Part 1. Rather, this is a broader, more attenuated theory that relies on a number of assumptions, which may or may not hold true, but also a myriad of intervening controlling factors such as the conditions and management of surface water resources in the Sacramento Valley, which are managed and utilized by a large number of entities and the impacts of other projects using such water resources. (AQUA-5.) Such potential, but uncertain cumulative impacts of unrelated projects are best addressed in the environmental review process pursuant to CEQA, as discussed in Mr. Custis' testimony. (See AQUA-5, pp. 2-5.) Here, in contrast, there is no evidence that WaterFix will have any impact on any particular water transfer. themselves each individually subject to environmental review, or that ground and surface water resources would be impacted.

Mr. Custis' speculative testimony provides no evidence regarding an actual impact or injury of the WaterFix to legal users of water or impacts on other human uses of water, adding little to the understanding of the issues identified for Part 1 of the proceeding. On relevance grounds, Mr. Custis' testimony should be excluded. Further, admission of Mr. Custis' testimony will necessitate an undue amount of hearing time that far outweighs the value of his testimony. (Government Code § 11513(f).)

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III

### CONCLUSION

For the foregoing reasons, DWR respectfully requests that the Board exclude the identified exhibits and testimony. To aid the Board in its decision, given the large number of exhibits and testimony submitted by CSPA et al., attached hereto is a chart summarizing the objections made above to CSPA et al.'s testimony and exhibits.

Dated: September 21, 2016

CALIFORNIA DEPARTMENT OF WATER **RESOURCES** 

Tripp Mizell

Office of the Chief Counsel

# California WaterFix hearing California Department of Water Resources and U.S. Bureau of Reclamation

The Public Hearing will commence on

### Thursday, October 20, 2016

PARTICIPANT: CSPA et al.'s

Exhibit Identification Number	Exhibit Description		Objections			
Table: Objections to CSPA et al.'s Exhibits and Testimony						
Exhibit	Exhibit Description		Objections			
AQUA-1	Vlamis Testimony	Relevance/Scope of Part 1: AQUA-1 Relevance: AQUA-1, pp. 6-10 Hearsay				
AQUA-3	Brobeck Testimony	Redundant Testimony: AQUA-3 Relevance/Scope of Part 1: AQUA-3. pp. 3-5 Lacks Foundation: AQUA-3. pp. 2, 4 and 5				
AQUA-5	Custis Testimony	Impermissible Surprise: AQUA-5, p. 5 Relevance: AQUA-5				
AQUA-7	Custis Powerpoint	See written objections to testimony				
AQUA-34	Report: SYSTEM-WIDE CONJUNCTIVE WATER MANAGEMENT	Lacks Foundation and Relevance due to lack of testimony				
AQUA-35	Third Party Effects and Asymmetric Externalities in Groundwater Exctraction, Siwa Msangi	Lacks Foundation and Relevance due to lack of testimony				
AQUA-36	Memo: VWPA Substantiation of Damages, Gilbert & Dunn	Lacks Foundation	and Relevance due to lack of testimony			
AQUA-45	USGS Surface Water Records	Lacks Foundation	and Relevance due to lack of testimony			
AQUA-46	BDCP EIS/R, Environmental Consequences	Lacks Foundation	and Relevance due to lack of testimony			
AQUA-47	Draft LTO, EIS, Chapter 5	Lacks Foundation	and Relevance due to lack of testimony			
AQUA-48	N. Sac Valley IRWMP, Minutes	Lacks Foundation	and Relevance due to lack of testimony			
AQUA-49	Cal GAMA Monitoring, Sac Valley	Lacks Foundation and Relevance due to lack of testimony				
AQUA-50 Letter re Aquifer Performance Testing, Karen Hoover Lac		Lacks Foundation	and Relevance due to lack of testimony			
AQUA-51	GAMA, Domestic Well Project, Tehama	Lacks Foundation and Relevance due to lack of testimony				
AQUA-52 BASE OF FRESH GROUNDWATER IN THE SACRAMENTO VALLEY, Lacks Foundatio		and Relevance due to lack of testimony				

Attachment A – Objections to Protestant LAND et al Exhibits to Part 1B

Exhibit Identification Number	Exhibit Description		Objections
	CALIFORNIA		
AQUA-53	Email re Summary of Assurances-Water Funds	Lacks Foundation	and Relevance due to lack of testimony
AQUA-54	2009 Drought Water Bank FONSI	Lacks Foundation	and Relevance due to lack of testimony
AQUA-55	EWA EIS/R	Lacks Foundation	and Relevance due to lack of testimony
AQUA-56	Draft LTO, EIS, Chapter 7	Lacks Foundation	and Relevance due to lack of testimony
AQUA-57	68 Federal Register 150	Lacks Foundation	and Relevance due to lack of testimony
AQUA-58	SLDMWA Agenda and Resolution	Lacks Foundation	and Relevance due to lack of testimony
AQUA-59	Prop 13 Groundwater Loans and Grants	Lacks Foundation	and Relevance due to lack of testimony
AQUA-60	ACID IRWMP EA/IS	Lacks Foundation	and Relevance due to lack of testimony
AQUA-61	Cal Water Service, 2010 Urban Water Management Plan	Lacks Foundation	and Relevance due to lack of testimony
AQUA-63	Report: Renewed Rapid Subsidence in the San Joaquin Valley	Lacks Foundation	and Relevance due to lack of testimony
AQUA-64	Groundwater Substitution Transfer Impact Analysis, CH2M Hill	Lacks Foundation	and Relevance due to lack of testimony
AQUA-65	Peer Review of Sacramento Valley Finite Element Grounwater Model	Lacks Foundation	and Relevance due to lack of testimony
AQUA-66	Long-Term Water Transfer EIS/R Section 3.3	Lacks Foundation	and Relevance due to lack of testimony
AQUA-67	2008 DWR/USBR Sacramento Valley	Lacks Foundation	and Relevance due to lack of testimony
AQUA-68	DRW Letter re GPS		and Relevance due to lack of testimony
AQUA-69	Vlamis Powerpoint	See written object	tions to testimony
AQUA-70	Chico's Heritage Tree Program	ž	and Relevance due to lack of testimony
AQUA-71	Intermittent Streams as Rearing Hbitat for Chinook		and Relevance due to lack of testimony
AQUA-72	Sacramento Valley Water Resource Monitoring, Data Collection and Evaluation Framework	Lacks Foundation	and Relevance due to lack of testimony

Exhibit Identification Number	Exhibit Description		Objections
CSPA-2	Bill Jennings Testimony	Impermissible Surprise: CSPA-2, p. 10 Relevance/Scope of Part 1: CSPA-2, pp. 3-7, 12-13, 24- 26, and 26-30. Impermissible Legal Argument: CSPA-2, pp. 3-8 Lacks Foundation: CSPA, pp. 2-3, 19-24, 30. Lacks Expert Qualifications: CSPA-2, pp. 10-19	
CSPA-4	Chris Shutes Testimony	Relevance/Scope of Part 1: CSPA-4, pp. 4-7, 22-24 Lacks Expert Qualifications: CSPA-4, pp. 9-13 Lacks Foundation: CSPA-4	
CSPA-6	G. Fred Lee Testimony	Impermissible Surprise: CSPA-6, pp. 3, 4, 6, 18, 13, 15, 16, 18 and 19 Impermissible Legal Argument: CSPA-6, pp. 1-2 Relevance/Scope of Part 1: CSPA-6, pp. 16-19 Lacks Foundation: CSPA-6, pp. 12 and 19	
CSPA-8	Thomas Cannon Testimony	Lacks Foundation Relevance/Scope	n: CSPA-8 of Part 1: CSPA-8
CSPA-56	Lee Testimony PowerPoint	See written object	tions to testimony
CWIN-2	Arve Sjovold Testimony	Relevance/Scope Lacks Foundation	of Part 1: CWIN-2, pp. 1-6 n: C-WIN-2, p. 6
CWIN-3	Santa Barbara Report	Relevance/Scope	of Part 1: CWIN-2, pp. 1-6
CWIN-5	Ed Whitlaw Testimony	Impermissible Le Lacks Foundation	egal Argument: C-WIN-5 n: C-WIN-5, p. 3
CWIN-6	ECONorthwest Report on Change in Point of Diversion and No Injury Rule	Impermissible Le	gal Argument: C-WIN-5