		11	
		ORIC	GINAL O
	1	Case No. CV 39524	FILED FIFTH JUDICIAL DISTRICT
	2	Dept. No. 2	DEC 1 0 2018
	3		Electronically Filed
	4 5		- Dec 21 2018 02 56 9 hn. Elizabeth A. Broweputy Clerk of Supreme Court
	6	IN THE FIFTH JUDICIAL DISTRI	CT COURT OF THE STATE OF NEVADA
	7	IN AND FOR T	HE COUNTY OF NYE
	8		- COUNT OF NIE
	9	PAHRUMP FAIR WATER, LLC., a Nevada limited liebility	
	0	a Nevada limited-liability company; STEVEN PETERSON, an individual; MICHAEL LACH, an individual;	
1		BRUCE JABEOUD	
1:		GERALD SCHULTE, an individual; and	NOTICE OF APPEAL
13		Petitioners,	
14 15		VS.	
10		ASON KING, P.E., Nevada State Ingineer, DIVISION OF WATER	
10	ΠĈ	RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES,	
18		Respondent.	
19			ng, P.E., the State Engineer, in his capacity as
20	th	in Stude Engineer, Department of	Conservation and Noture I D
21		incounces (nerealter "State En	gineer"), by and through
22	11	y Lonoral Haam Faul Laxalt and	Deputy Attorney Concret T
23	11	s appeare to the Nevada Supreme Cou	rt from this Court's Orden a
24		the by this Court on]	December 6 2018 Notice of E
25	wa	s served on December 6, 2018. A copy of	of said Notice of Entry of Order is attached
26	hei	reto as Exhibit 1.	or Lindy of Order is attached
27	///		
28	///		

.

,			
1	AFFIRMATION		
2	The undersigned does hereby affirm that the preceding Notice of Appeal does not		
3	contain the social security number of any person.		
4	DATED this 7th day of December, 2018.		
5	ADAM PAUZ LAXALT		
6	Attorney General		
7	By: (Bar No. 14156)		
8	By: for JAMES N. BOLOTIN (Bar No. 14156) Deputy Attorney General State of Nevada		
9	Office of the Attorney General		
10	100 North Carson Street Carson City, Nevada 89701-4717 Tol: (775) 684 1891		
11	Tel: (775) 684-1231 Fax: (775) 684-1108 Email: IBolotin@common		
$\frac{12}{13}$	Email: JBolotin@ag.nv.gov Attorney for Respondent, State Engineer		
13	State Engineer		
14			
16	CERTIFICATE OF SERVICE		
17	I certify that I am an employee of the State of Nevada, Office of the Attorney		
18	General, and that on this 7th day of December, 2018, I served a true and correct copy of		
19	the foregoing NOTICE OF APPEAL, by placing said document in the U.S. Mail, postage prepaid, addressed to:		
20			
21	Paul G. Taggart, Esq. David H. Rigdon, Esq. TAGCAPTI a microsoft		
22	TAGGART & TAGGART, LTD. 108 North Minnesota Street		
23	Carson City, Nevada 89703		
24	Dorene G. Winght		
25	Dorene A. Wright		
26			
27			
28			
	-2-		

,

	INDEX OF EXHIBITS		
3	EXHIBIT No.	EXHIBIT DESCRIPTION	NUMBER OF PAGES
4	1.	Notice of Entry of Order	15
5			
6			
7			
8			
10			
11			
12			
13			
14			
15			
6			
2			
3			
4			
5			
6			
7			
8			
		-3-	

l



EXHIBIT 1

EXHIBIT 1

. •	•		
	:	IAGGART & TAGGART, LTD. 108 North Minnesota Street Carson City, Nevada 89703 (775) 882-9900 – Telephone (775) 883-9900 – Facsimile Attorneys for Petitioners IN THE FIFTH JUDICIAL DISTRICT	OFFICE OF THE ATTORNEY GENERAL CARSON CITY, NEVADA DEC 06 2018 BUREAU OF GOVERNMENT AFFAIRS GNR/BL/APPELLATE
	10	IN AND FOR THE	E COUNTY OF NYE
Taggart & Taggart, Ltd. 108 North Minnesou Sizer Carson City, Nevada 8703 (775)882-9000 - Telephone	11 12 13 13 14 14 15 16 17 18 19 20	* PAHRUMP FAIR WATER, LLC, a Nevada limited-liability company; STEVEN PETERSON, an individual; MICHAEL LACH, an individual; PAUL PECK, an individual; BRUCE JABEOUR, an individual; and GERALD SCHULTE, an individual, Petitioners, Vs. JASON KING, P.E., Nevada State Engineer, DIVISION OF WATER RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES, Respondent.	* * Case No. 39524 Dept. No. 2
	21	NOTICE OF ENT	
	22 23	PLEASE TAKE NOTICE that on December	6, 2018, the above-entitled Court entered its Order
	24	Granting Petition for Judicial Review in the above-ca as Exhibit 1.	ptioned matter, a copy of which is attached hereto
	25	///	
		///	
	_	/// /// 1	

I

. •		
	1	AFFIRMATION Pursuant to NRS 239B.030(4)
	2	The undersigned does hereby affirm that the preceding document does not contain the social
	3	security number of any persons
	4	DATED this day of December, 2018.
	5 6	TAGGART & TAGGART, LTD. 108 North Minnesota Street
	7	Carson City, Nevada 89703
	8	(775) 882-9900 – Telephone (775) 883-9900 – Facsimile
	9	1
	10	By: PAUL G. TAGGART, ESQ.
	11	Nevada State Bar No. 6136 DAVID H. RIGDON, ESQ.
	12	Nevada State Bar No. 13567 TIMOTHY D. O'CONNOR, ESQ.
gart, Ltd sota Street da 89703 felephone Facsimile	13	Nevada State Bar No. 14098 Attorneys for Petitioners
& Taggart, Minnesota Str 3, Nevada 897 3900 - Telepho 9900 - Facsimi	14	
Taggart & 108 North 108 North Carson Ci (775)882-1	15	
Ta	16	
	17	
	18	
	19	
	20	
	21	
	22	
	23	
	24	
	25	
	26	
:	27	
:	28	
		2







ι.

EXHIBIT 1

1 2 3 4 5 6 7	ZOIS DEC -6 P 2: 34 NYE COULTY CLAR BY DEPUTY		
8	IN THE FIFTH JUDICIAL DISTRICT COURT OF THE STATE OF NEVADA		
9	IN AND FOR THE COUNTY OF NYE		
10			
11	PAHRUMP FAIR WATER, LLC, a Nevada limited-liability company; STEVEN PETERSON,		
12	an individual; MICHAEL LACH, an individual; PAUL PECK, an individual; BRUCE JABEOUR, Case No. 39524		
13	an individual; and GERALD SCHULTE, an Dept. No. 2		
14	Petitioners,		
15	vs.		
16 17 18	JASON KING, P.E., Nevada State Engineer, DIVISION OF WATER RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES,		
19	Respondent.		
20	ORDER GRANTING PETITION FOR JUDICIAL REVIEW		
21	THIS MATTER comes before the Court on Petitioners' Petition for Judicial Review of		
22	Respondent's Amended Order 1293A. Petitioners filed their Opening Brief on September 11, 2018.		
23	Respondent filed his Answering Brief on or around October 8, 2018. Petitioners filed their Reply Brief		
24	on November 1, 2018. The Court heard oral argument on November 8, 2018, in Pahrump, Nevada.		
25	Petitioners are represented by Paul G. Taggart, Esq. and David H. Rigdon, Esq., of Taggart & Taggart,		
26	Ltd. Respondent is represented by Attorney General Adam P. Laxalt and Deputy Attorney General		
27	James N. Bolotin.		
28			
	l		

•

•





This Court, having reviewed the record on appeal and Petitioner's Supplemental Record on 1 Appeal, and having considered the parties' arguments, the applicable law, State Engineer Amended 2 Order 1293A, and all pleadings and papers on file herein, hereby GRANTS Petitioners' Petition for 3 Judicial Review based upon the following findings of fact and conclusions of law. 4

5

14

L

Facts and Procedural History

6 On December 19, 2017, the State Engineer issued Order 1293 (the "Order") wherein he restricted 7 the drilling of new domestic wells on existing parcels of land within the Pahrump basin. Despite the fact that the average domestic well in Pahrump uses less than 0.5 acre-feet of water per year, Order 1293 8 required a property owner to obtain two acre-feet of existing water rights, and relinquish those rights to 9 the State Engineer, in order to drill a domestic well. Prior to issuing Order 1293, the State Engineer did 10 not provide any notice to affected property owners, nor did he provide any opportunity for those property 11 owners to provide comments or submit evidence in opposition to the Order. While it is still unclear 12 exactly how many parcels are directly affected by the Order, the Order could affect as many as 8,000 13 existing residential lots within the basin that are currently unbuilt.

15 Petitioner, PFW timely filed a Petition for Judicial Review of Order 1293. PFW filed its Opening Brief in that appeal on July 6, 2018. On July 12, 2018, without providing any notice to the Court or 16 opposing counsel, the State Engineer issued Order 1293A (the "Amended Order"). On July 18, 2018, 17 the State Engineer filed a motion to dismiss PFW's appeal of Order 1293, claiming that the issuance of 18 Order 1293A rendered the appeal moot. The State Engineer stated in the motion to dismiss that "Order 19 1293A supersedes any legal force and effect of Order 1293" and therefore "Order 1293 is no longer 20 legally valid or enforceable." Like Order 1293, Order 1293A was issued without providing any notice 21 to affected property and without providing an opportunity for affected persons to provide comments or 22 challenge the evidence the State Engineer relied upon. In substance and effect, Order 1293A is nearly 23 identical to Order 1293. The only difference is that Order 1293A provides two additional exemptions 24 to the drilling restriction. Of these exemptions, one allows individuals who filed a notice of intent to 25 26 drill a domestic well before the issuance of Order 1293, and who had those notices subsequently rejected 27 by the State Engineer, to refile the notices and drill their wells.





On August 8, 2018, the parties entered into a settlement agreement whereby PFW agreed to
 voluntarily dismiss the appeal of Order 1293 and file a new petition for judicial review of Order 1293A.
 In exchange, the State Engineer agreed to an expedited briefing schedule and to expedite the scheduling
 of a hearing on the new appeal. On August 10, 2018, the parties filed a stipulation requesting dismissal
 of the previous appeal. On that same day, PFW submitted a new petition for judicial review of Order
 1293A to the Court and served the same on the State Engineer.

During briefing, Petitioners argued that Respondent did not have legal authority to restrict 7 drilling of domestic wells, Respondent violated constitutional due process in the issuance of the 8 Amended Order, the Amended Order is unsupported by substantial evidence, and that the Amended 9 Order amounts to an unconstitutional taking of private property without just compensation. Respondent 10 argued that he does have the required legal authority to issue the Amended Order and that the Amended 11 Order was based on substantial evidence, the Amended Order does not violate due process protections, 12 Petitioners improperly alleged a taking claim, no taking resulting from the Amended Order occurred, 13 and that Petitioners lack legal standing to bring the instant action. In their reply brief, Petitioners 14 reasserted Respondent's lack of legal authority to issue the Amended Order, the violation of basic 15 constitutional due process in issuing the Amended Order, the lack of substantial evidence in the record 16 to support the Amended Order, the unconstitutionality of the Amended Order, and their constitutional 17 18 and statutory right to bring this action.

Petitioners claim certain undisputed facts are present in this proceeding. Petitioners claim these undisputed facts include that the Pahrump basin is not currently being over-pumped, groundwater pumping in Pahrump has declined since 1969, as a result of this reduction in pumping, water levels in some portions the basin have leveled off or significantly rebounded (in some cases by as much as 45 feet), and the Amended Order contains no scientific analysis of whether the drilling of additional domestic wells impact existing wells in the basin.

II. <u>Standard of Review</u>

25

Under NRS 533.450, a party aggrieved by a State Engineer's order or decision is entitled to have
the order or decision reviewed in the nature of an appeal. The role of the reviewing court is to determine
if the State Engineer's decision was arbitrary, capricious, an abuse of discretion, or is otherwise affected

 \bigcirc



by prejudicial legal error.¹ A decision is arbitrary if it was made "without consideration of or regard for facts, circumstances, fixed rules, or procedures."² A decision is capricious if it is "contrary to the evidence or established rules on law."³ With regard to factual findings, the Court must determine whether substantial evidence exists in the record to support the State Engineer's decision.⁴ Substantial evidence is "that which 'a reasonable mind might accept as adequate to support a conclusion."⁵

In Revert v. Ray, the Nevada Supreme Court articulated the procedural safeguards the State
Engineer must employ prior to issuing an order or decision.⁶ First, the State Engineer must provide
affected parties with a "full opportunity to be heard" and "must clearly resolve all the crucial issues
presented.⁷⁷ Next, the State Engineer's order or decision must include "findings in sufficient detail to
permit judicial review.⁸ Finally, if such procedures are not followed and "the resulting administrative
decision is arbitrary, oppressive, or accompanied by a manifest abuse of discretion," a court should not
hesitate to intervene and block the enforcement of the order or decision.⁹

Here, the State Engineer provided no notice that he was intending to issue the Amended Order, 13 nor did he hold any hearing or seek any comments from affected property owners. Accordingly, unlike 14 with other appellate-type proceedings, there is little to no record below for the Court to review. While 15 the State Engineer has provided an ostensible "record on appeal" for the Court's consideration, this 16 record consists of only the documents the State Engineer claims he relied on in making his decision. 17 None of the documents have been authenticated or validated, nor have the authors of the documents 18 been required to testify in a formal hearing or been subjected to cross-examination. In addition, no one 19 from the State Engineer's office has provided any testimony or evidence supporting his claim of reliance 20 on these documents. Accordingly, none of the processes and procedures which are designed to ensure 21

22 23

Pyramid Lake Painte Tribe of Indians v. Washoe Cty., 112 Nev. 743, 751, 918 P.2d 697, 702 (1996) (citing Shetakis Dist. v. State, Dep't of Taxation, 108 Nev. 901, 903, 839 P.2d 1315, 1317 (1992)).
 ² BLACK'S LAW DICTIONARY 125 (10th ed. 2014) (definition of "arbitrary").

²⁵ BLACK'S LAW DICTIONARY 125 (10th ed. 2014) (definition of "arbitrary"). BLACK'S LAW DICTIONARY 254 (10th ed. 2014) (definition of "capricious").

²⁶ Revert v. Ray, 95 Nev. 782, 786, 603 P.2d 262, 264 (1979).

 ²⁶ Bacher v. State Eng'r, 122 Nev. 1110, 1121, 146 P.3d 793, 800 (2006) (quoting State, Emp. Sec. Dep't v. Hilton Hotels
 ²⁷ Id. Rouset, 606, 608, 729 P.2d 497, 498 (1986)).

²¹ 6 Revert, 95 Nev. 782, 603 P.2d 262.

⁷ Revert, 95 Nev. at 787, 603 P.2d at 264-65.

⁸ *Revert*, 95 Nev. at 787, 603 P.2d at 265.





a full and fair opportunity to challenge evidence before a decision, or to verify that evidence submitted to the Court is relevant and accurate have been followed.

The State Engineer claims "[d]ecisions of the State Engineer are entitled not only to deference 3 with respect to factual determinations, but also with respect to legal conclusions."¹⁰ The Nevada 4 Supreme Court has clearly and unambiguously held that "[w]hile the State Engineer's interpretation of 5 a statute is persuasive, it is not controlling"¹¹ and that a reviewing court is required to "decide pure legal 6 questions without deference to an agency determination."¹² The latter of these holdings was issued this 7 year and reflects the Nevada Supreme Court's current thinking. The State Engineer asserts that this 8 Court should adopt a Chevron-like standard of review to the State Engineer's legal conclusions.¹³ The 9 State Engineer initially cites NRS 533.450 as the basis for his assertion. However, NRS 533.450 10 establishes no such standard, either expressly or by implication, and the Nevada Supreme Court has 11 never adopted the Chevron standard for purely legal questions. In fact, in Town of Eureka, the Supreme 12 Court held just the opposite - that a "district court is free to decide purely legal questions . . . without 13 14 deference to the agency's decision."14

15

1

2

III. The State Engineer Exceeded His Statutory Authority,

The language of NRS 534.030(4) is plain and unambiguous. The statute grants the State 16 Engineer general supervisory power over all groundwater wells in Nevada except domestic wells. The 17 history of this particular provision, and of the groundwater law in general, demonstrate that the 18 Legislature purposely intended to exempt domestic wells from the State Engineer's regulatory authority 19 except in certain limited circumstances inapplicable to the present case. Accordingly, the Amended 20 Order is an invalid exercise of authority that the State Engineer does not possess.

22 Two separate and distinct protections for domestic wells are provided in NRS 534.180(1) and NRS 534.030(4) which are exemptions from the State Engineer's general regulatory control. Under NRS 534.180(1), domestic wells are exempt from the State Engineer's permitting process while NRS

25

21

23

¹⁰ Answering Brief at 8:20-21 (citing State v. State Eng'r, 104 Nev. 709, 713, 766 P.2d 263, 266 (1988)). 26

Town of Eureka v. Office of State Eng'r, State of Nev., Div. of Water Res., 108 Nev. 163, 165-66, 826 P.2d 948, 950 (1992). 12 Felton v. Douglas Cty., 134 Nev. Adv. Op. 6 at 3, 410 P.3d 991, 994 (2018) (emphasis added). 27

¹³ See Chevron, U.S.A. v. Nat. Res. Def. Council, Inc., 467 U.S. 837, 844, 104 S. Ct. 2778, 2782 (1984) (establishing a deferential standard of review for federal courts reviewing legal determinations of federal agencies). 28

¹⁴ Town of Eureka, 108 Nev. at 165, 826 P.2d at 949 (citing Jones v. Rosner, 102 Nev. 215, 217, 719 P.2d 805, 806 (1986)) (emphasis added).



534.030(4) separately exempts them from the State Engineer's general supervisory control.
 Accordingly, the State Engineer is wrong when he claims that "NRS 534.030(4) specifically exempts
 domestic wells from the permitting process."¹⁵ Instead, as shown above, it is NRS 534.180(1) that
 exempts domestic wells from the permitting process while NRS 534.030(4) provides an additional
 exemption that removes domestic wells from the State Engineer's general supervisory control.

Because domestic wells are afforded an exemption from the State Engineer's regulatory purview, 6 the only way he can issue a regulation governing them is if he can point to a specific statute that overrides 7 the general exemption and authorizes him to do so. With respect to the Orders in question, no specific 8 statutory authority exists to justify the Orders. The Legislature must be presumed to mean what it says, 9 and say what it means.¹⁶ When the Legislature has seen fit to apply specific provisions of the water law 10 to domestic wells, it has done so with unambiguous language and clear intent. Where, as here, the 11 Legislature has not clearly expressed such intent in a statute, it cannot be presumed to intend that 12 outcome. Accordingly, the State Engineer is not authorized by the general language in NRS 534.120(1) 13 14 to place the restrictions contained in NRS 534.110(8) on domestic wells.

15

IV. The State Engineer Should Have Provided Notice To Property Owners.

The State Engineer issued Order 1293 on December 19, 2017, without any prior notice or 16 publication and without holding a hearing. Order 1293A was issued while the appeal over Order 1293 17 was pending. The State Engineer issued Order 1293A without any prior notice or publication. These 18 facts are a matter of public record and are undisputed. The Nevada Supreme Court has ruled that prior 19 to issuing a regulation affecting an interest in real property a regulatory body must provide personal 20 notice to each affected property owner.¹⁷ Said notice must include the content of the regulation so that 21 affected parties can adequately prepare to oppose it.¹⁸ Finally, the regulatory body must hold a hearing 22 and allow affected property owners the opportunity to provide testimony and evidence related to the 23 regulation.¹⁹ A failure to follow these steps is a constitutional due process violation that renders the 24 regulation invalid. Because the Orders impair a vested property right, and because the State Engineer 25

- 26 27
- ¹⁵ Answering Brief at 12:21-22.

10 Id.

¹⁶ Conn. Nat'l Bank v. Germain, 503 U.S. 249, 253-254, 112 S. Ct. 1146, 1149 (1992).

^{1&}lt;sup>17</sup> Bing Const. Co. of Nev. v. Cty. of Douglas, 107 Nev. 262, 266, 810 P.2d 768, 770-71 (1991). 18 Id.





failed to provide notice or hold a hearing before issuing the Orders, the Orders are hereby deemed invalid.

Substantial Evidence Does Not Support Order 1293A. v.

4 Even if the State Engineer had the authority to apply NRS 534.110(8) to domestic wells, before he can do so he must demonstrate that additional wells will unduly interfere with wells that already exist. 5 In his Answering Brief, the State Engineer makes the conclusory statement that "[i]t is clear that if 6 existing pumping rates will lead to well failures, an increase in the number of wells and therefore an 7 increase in pumping will accelerate the problem · undoubtedly causing an undue interference with 8 existing wells."²⁰ However, there is a major problem with this statement – it is not backed by any 9 evidence or facts in the record and the State Engineer provides no citation to any evidence. 10

Here, the State Engineer did not perform a full conflicts analysis or make a determination about 11 how, specifically, the restrictions in Order 1293A will benefit existing wells. Instead, the State Engineer 12 relied exclusively on a groundwater model that was never designed to determine whether new wells 13 would cause undue interference with existing wells.²¹ Instead, the model was designed to determine the 14 likelihood of well failures resulting from the pumping of existing wells in the basin. 15

16 The State Engineer also did not make any determination or employ any objective standards regarding what constitutes an "undue" interference with an existing well. Under NRS 534.110(4), all 17 18 appropriations of groundwater must allow for a "reasonable lowering of the static water level at the appropriator's point of diversion." Nowhere in the Orders does the State Engineer set an objective 19 standard for determining whether predicted declines in the water table are reasonable. This is an 20 important pre-requisite for any conflicts analysis because if the declines caused by existing or new wells 21 are reasonable then, by definition, such declines cannot be said to unduly interfere with existing wells. 22 111

23

111

1

2

- 24
- 25 26

¹⁰ Answering Brief at 10:27-11:2.

²⁷ ²¹ Notably the State Engineer fails in his Answering Brief to address any of the criticisms of the groundwater study raised by Petitioners' in their Opening Brief. Such failure should be deemed an admission that Petitioners' arguments are meritorious 28 and that the groundwater study is fundamentally flawed and, therefore, cannot be considered substantial evidence supporting the issuance of the Orders.

VI. <u>Petitioner's Claim That Order 1293A Is An Unconstitutional Taking.</u>

Petitioners argue that Order 1293A is an unconstitutional taking of private party without just compensation. They allege that the requirement to purchase and forever relinquish water rights to the State Engineer is a per se taking of that property. They further allege that the ban on the drilling of a new domestic well on an existing parcel is also a regulatory taking. Respondent alleges that NRS Chapter 37 provides the exclusive means to bring an action for a taking and that the issue is not ripe for adjudication at this time.

The Court has already determined that the Respondent (1) did not have legislative authority to issue Order 1293A, (2) violated due process in the issuance of Order 1293A, and (3) issued Order 1293A without substantial evidence to support it. Because of this Oder 1293A is invalid. Accordingly, the Court finds that there is no need at this time to make a determination with respect to whether Order 1293A is an unconstitutional taking of private property without just compensation.

13 V

1

2

3

4

5

6

7

8

9

10

11

12

14

15

16

17

VII. Respondent's Claim That Pahrump Fair Water, LLC Lacks Standing.

Respondent argues that Petitioner PFW has no standing to file or participate in this action.²² The Court finds that this argument is without merit. PFW has both statutory and constitutional standing to assert the interests of its members because it is an association that was formed for the express purpose of doing so.²³

In Citizens for Cold Springs v. City of Reno,²⁴ the Court reviewed the grant of statutory standing contained in NRS 268.668 regarding annexation decisions. In that case, the Court held that an association of property owners that would be affected by an annexation decision had standing to challenge that decision.²⁵ The Court interpreted the language of NRS 268.668 which grants standing to "any person or city claiming to be adversely affected by such proceeding."²⁶ Since the statute says that any person claiming to be adversely affected may bring an action, in the "tradition of [its] long-standing jurisprudence," the Court found that standing rights under NRS 268.668 are broader that what

 ²² Answering Brief at 29:8-12.
 ²³ SROA 858:22-859:1.
 ²⁴ Citizens for Cold Springs v. City of Reno, 125 Nev. 625, 218 P.3d 847 (2009).
 ²⁵ Id., 125 Nev. at 634, 218 P.3d at 853.
 ²⁶ Id., 125 Nev. at 629, 218 P.3d at 850.





constitutional standing allows.²⁷ The Court specifically focused on the NRS 268.668 grant of standing
 to any person claiming to be aggrieved.²⁸ Based on that language the Court held that even property
 owners who do not have constitutional standing because they did not own property in the area of
 annexation at issue do have standing under NRS 268.668.²⁹

Further, an association has standing to bring suit on behalf of its members when (1) its members 5 would otherwise have standing to sue in their own right, (2) the interests it seeks to protect are germane 6 to their organization's purpose, and (3) neither the claim asserted, nor the relief requested, requires the 7 participation of individual members in the lawsuit.³⁰ Here, PFW has members that would otherwise 8 have the right to bring this action on their own. Also, because PFW was formed for the express purpose 9 of fighting the Orders,³¹ this challenge is germane to its purpose, and it is not necessary to have 10 individual members participate in the lawsuit. Finally, the participation of the individual members of 11 PFW is not required in order to resolve the issues raised in PFW's Petition because only declarative and 12 13 injunctive relief is being sought.

/// 14 $\parallel \mid$ 15 16 /// 17 /// 18 III 19 111 $\parallel \mid$ 20 111 21 22 /// 23

22 /// 23 /// 24 /// 25 ///

<sup>26
27</sup> Id., 125 Nev. at 630-31, 218 P.3d at 851.
28 Id., 125 Nev. at 631, 218 P.3d at 851.
28 I⁹ Id., 125 Nev. at 631, 218 P.3d at 851.
¹⁰ Hunt v. Wash. State Apple Advert. Comm'n, 432 U.S. 333, 343, 97 S. Ct. 2434, 2441 (1977).
¹¹ SROA 858:22-859:1.

٠		
1	ORDER	
2	UPON CONSIDERATION, and good cause appearing therefore, the Court hereby finds that	
3	Amended Order 1293A was arbitrarily and capriciously issued and orders that Amended Order 1293A	
4	be reversed.	
5	IT IS HEREBY ORDERED that Petitioners' Petition for Judicial Review is GRANTED.	
6	IT IS HEREBY FURTHER ORDERED that Respondent's Amended Order 1293A is	\$
7	REVERSED.	
8	IT IS HEREBY FURTHER ORDERED that Respondent shall issue an order noticing the	,
9	reversal of Amended Order 1293A within five (5) days of the signing of this order.	
10	IT IS SO ORDERED.	
11	DATED this 3 day of December, 2018.	
12	he in Colice	
13 14	DISTRICT COURT JUDGE	
15	Respectfully submitted by:	
	TAGGART & TAGGART, LTD.	
17	108 North Minnesota Street	
18	Carson City, Nevada 89703 (775) 882-9900 – Telephone	
19	(775) 883-9900 - Facsimile	
20		
21	By: PAUL G. TAGGART, ESQ.	
22	Nevada State Bar No. 6136	
23	DAVID H. RIGDON, ESQ. Nevada State Bar No. 13567	
24	Attorneys for Petitioners	
25		
26		
27		
28		
	10	
	·	

.

. .

n		\bigcirc	
		GINAL FILED	
1	Case No. CV 39524	FIFTH JUDICIAL DISTRICT	
2	Dept. No. 2	DEC 102018	
3		Nye County Clerk	
4		Deputy	
5			
6	IN THE FIFTH JUDICIAL DISTRIC	T COURT OF THE STATE OF NEVADA	
7	IN AND FOR TH	IE COUNTY OF NYE	
8			
9	PAHRUMP FAIR WATER, LLC., a Nevada limited-liability company:		
10	a Nevada limited-liability company; STEVEN PETERSON, an individual; MICHAEL LACH, an individual;		
11	BRUCE JABEOUR, an individual;		
12	GERALD SCHULTE, an individual,	CASE APPEAL STATEMENT	
13	Petitioners,		
14			
15 16	JASON KING, P.E., Nevada State Engineer, DIVISION OF WATER		
16	RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES,		
18	Respondent.		
10 19	1. Name of appellant filing this case appellant	nool statement.	
20		al capacity as the Nevada State Engineer, the	
21			
22	Nevada Department of Conservation and Natural Resources, Division of Water Resources.		
23	2. Identify the judge issuing the decision	n, judgment, or order appealed from	
24	The Honorable Senior Judge S		
25		and address of counsel for each appellant:	
26		King, P.E., in his official capacity as the	
27	Nevada State Engineer, the Nevada Department of Conservation and		
28			
		-1-	
		_	

•		
1		Natural Resources, Division of Water Resources (hereafter "State
2		Engineer").
3		b. The attorneys for the State Engineer:
4		Adam Paul Laxalt, Attorney General
5		James N. Bolotin, Deputy Attorney General Nevada Bar No. 13829 100 North Carson Street
6		Carson City, Nevada 89701-4717 T: (775) 684-1231
7		1. (75) 084-1251
8	4.	Identify each respondent and the name and address of appellate counsel, if known,
9		for each:
10		a. The respondents are Pahrump Fair Water, LLC, a Nevada limited-
11		liability company, and individuals Steven Peterson, Michael Lach,
12		Paul Peck, Bruce Jabeour, and Gerald Schulte (collectively
13		"respondents").
14		b. Upon information and belief, the following attorneys will represent
15		respondent in the appeal:
16		Paul G. Taggart, Esq. Nevada Bar No. 6136
17		David H. Rigdon, Esq. Nevada Bar No. 13567
18 19		Taggart & Taggart, Ltd. 108 North Minnesota Street
20	5.	Carson City, Nevada 89703
20	υ.	Indicate whether any attorney identified above in response to questions 3 or 4 is
21		not licensed to practice law in Nevada and, if so, whether the district court granted
23		the attorney permission to appear under SCR 42 (attach a copy of any district court order granting such permission):
24		
25		The attorneys identified above in response to questions 3 and 4 are licensed to practice law in Nevada.
26	111	practice rain mi meraua.
27	111	
28	111	
		0
		-2-
11		

•

•		
1	6.	Indicate whether appellant was represented by appointed or retained counsel in
2		the district court:
3		Appellant was represented by the Office of the Attorney General before the
4		district court.
5	7.	Indicate whether appellant is represented by appointed or retained counsel on
6		appeal:
7		Appellant is represented by the Office of the Attorney General on appeal.
8	8.	Indicate whether appellant was granted leave to proceed in forma pauperis, and
9		the date of entry of the district court order granting such leave:
10		Appellant did not seek leave to proceed in forma pauperis and was not
11		granted leave to proceed in forma pauperis.
12	9.	Indicate the date the proceedings commenced in the district court ($e.g.$, date
13		complaint, indictment, information, or petition was filed):
14		A petition for judicial review of State Engineer's Amended Order No. 1293A
15		was served and filed on or about August 10, 2018.
16	10.	Provide a brief description of the nature of the action and result in the district
17		court, including the type of judgment or order being appealed and the relief granted
18		by the district court:
19		The State Engineer is appealing the district court's decision to grant
20		respondents' Petition for Judicial Review, reversing and overturning the
21		State Engineer's Amended Order No. 1293A, prohibiting the drilling of new
22		domestic wells in the Pahrump Basin without relinquishment of 2 acre-feet
23		annually of water rights to the State Engineer to serve the new domestic
24		well. Following a full briefing on the issue from both parties, and oral
25		argument held November 8, 2018, the District Court ruled from the bench,
26		granting respondents' Petition for Judicial Review, finding that the State
27		Engineer exceeded his statutory authority, the record was deficient, that
28		respondents should have been provided notice and a hearing, and that the

. .

, x	
1 2 3 4 5 6 7 8 9 10 11 12 13	 entity Pahrump Fair Water, LLC, had standing. That decision is being appealed by the State Engineer. 11. Indicate whether the case has previously been subject of an appeal to or original writ proceeding in the Supreme Court and, if so, the caption and Supreme Court docket number of the prior proceeding: No, this case has not been the subject of an appeal to or original writ proceeding in the Supreme Court. 12. Indicate whether this appeal involves child custody or visitation: This appeal does not involve child custody or visitation. 13. If this is a civil case, indicate whether this appeal involves the possibility of settlement: Based upon the nature of the appeal, and the arguments that will be raised therein, it is unlikely that this case involves the possibility.
14	therein, it is unlikely that this case involves the possibility of settlement. AFFIRMATION
15	The undersigned does hereby affirm that the preceding Case Appeal Statement
16	does not contain the social security number of any person.
17	DATED this 7th day of December, 2018.
18	ADAM PAUL LAXALT
19	Attorney General
20	By: (Bar No. 14156)
21	for JAMES N. BOLOTIN (Bar No. 13829) Deputy Attorney General
22	State of Nevada Office of the Attorney General 100 North Carson Street
23	Carson City, Nevada 89701-4717 Tel: (775) 684-1231
24	Fax: (775) 684-1231 Email: JBolotin@ag.nv.gov
25	Attorney for Respondent, State Engineer
$\begin{array}{c c} 26 \\ 27 \end{array}$	
27	
20	
	-4-

e		
1	CERTIFICATE OF SERVICE	
2	I certify that I am an employee of the State of Nevada, Office of the Attorney	
3	General, and that on this 7th day of December, 2018, I served a true and correct copy of	1
4	the foregoing CASE APPEAL STATEMENT, by placing said document in the U.S. Mail,	
5	postage prepaid, addressed to:	
6	Paul G. Taggart, Esq.	
7	Paul G. Taggart, Esq. David H. Rigdon, Esq. TAGGART & TAGGART, LTD. 108 North Minnesota Street.	
8	Carson City, Nevada 89703	
9	Dorene G. Wright	
10	Dorene A. Wright	:
11		
12		
13		
14		
15		
16		
17 18		
19		
20		
21		
22		
23		
24		
25		
26		
27		
28		
	-5-	

Run: 12/18/18 08:35:44

Case #: CV-0039524

Judge: ELLIOTT, STEVEN P

Date Filed: 08/17/18 Department: 02

Case Type: JU/APP JUDICIAL REVIEW/APPEAL - OTHER

Title/Caption: PAHRUMP FAIR WATER, LLC; STEVEN PETERSON MICHAEL LACH, PAUL PECK; BRUCE JABBOUR; GERALD SCHULTE VS. JASON KING, P.E., NEVADA STATE ENGINEER, DIVISION OF WATER RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES

Comments: FILE IN PAHRUMP RELATED TO CV38972

Defendant(s) KING, JASON

Defendant(s) DIVISION OF WATER RESOURCES

Defendant(s) Attorney(s) DEPT OF CONSERVATION & NATURAL BOLOTIN, JAMES N

Plaintiff(s)
PAHRUMP FAIR WATER, LLC

Plaintiff(s) PETERSON, STEVEN

Plaintiff(s) LACH, MICHAEL

Plaintiff(s) PECK, PAUL

Plaintiff(s) JABBOUR, BRUCE

Plaintiff(s) SCHULTE, GERALD Attorney(s) TAGGART, PAUL G.

Attorney(s)

Attorney(s)

BOLOTIN, JAMES N

BOLOTIN, JAMES N

Attorney(s) TAGGART, PAUL G.

Filings:

Date	Pty	Filing
8/17/18		PETITION FOR JUDICIAL REVIEW 245 00
	P	NOTICE OF APPEAL OF NEVADA STATE ENGINEER AMENDED ORDER245.00#1293A150.00
	С	ORDER OF RECUSAL (JUDGE LANE)
8/22/18	С	STIPULATION AND ORDER REGARDING BRIEFING SCHEDULE
8/29/18	Ð	SUMMARY OF RECORD ON APPEAL VOLUME II
8/29/18	D	SUMMARY OF RECORD ON APPEAL VOLUME III
8/29/18		SUMMARY OF RECORD ON APPEAL VOLUME IV
8/29/18	D	SUMMARY OF RECORD ON APPEAL VOLUME V
8/29/18	D	SUMMARY OF RECORD ON APPEAL VOLUME VI

Run: 1 C	L2/18/:)8:35:4	18Page 244Case SummaryDC210C
8/29/ 8/29/	18 D 18 D 18 D	SUMMARY OF RECORD ON APPEAL VOLUME VII SUMMARY OF RECORD ON APPEAL VOLUME VIII SUMMARY OF RECORD ON APPEAL VOLUME IX SUMMARY OF RECORD ON APPEAL VOLUMES 1-IX (SE ROA 1-3574) ORDER GRANTING STIPULATION AND ORDER REGARDING BRIEFING
9/04/ 9/04/	18 P	SCHEDULE PEREMPTORY CHALLENGE OF JUDGE (CHANGE OF SENIOR JUDGE, 450.00 WILLIAM MADDOX)
9/11/		NOTICE OF DEPARTMENT REASSIGNMENT (ASSIGNED TO SENIOR JUDGE WILLIAM MADDOX, AND TO BE DETERMINED TO SENIOR ASSIGNED JUDGE)
9/11/		NOTICE OF TRANSMITTAL OF RECORD ON APPEAL STATE ENGINEER'S PEREMPTORY CHALLENGE OF JUDGE (NO FEE PAID)
9/11/	TO L	PEILIONERS OPENING BRIEF
9/11/	18 P	SUPPLEMENTAL RECORD ON APPEAL (PART 1 & 2) · (IN A BOX #2)
9/21/	TO L	REQUEST TO SET HEARING DATE
10/12/		RESPONDENT STATE ENGINEER'S ANSWERING BRIEF
10/29/ 10/31/		ORDER SETTING HEARING
11/01/		
11/26/		PETITIONERS' REPLY BRIEF
11/20/	10 1	(PROPOSED) ORDER GRANTING PETITION FOR JUDICIAL REVIEW
12/06/3	18 C	((PROPOSED) ORDER ATTACHED AS EXHIBIT, NOT YET SIGNED) ORDER GRANTING PETITION FOR JUDICIAL REVIEW
12/07/		NOTICE OF ENTRY OF ORDER
12/10/:	18 D	NOTICE OF APPEAL
12/10/:		CASE APPEAL STATEMENT
12/10/:	18 D	
		APPEAL
12/10/:	18 D	GRANTING PETITION FOR JUDICIAL REVIEW AND REVERSING STATE
12/10/1	L8 D	ENGINEER'S AMENDED ORDER NO. 1293A PENDING APPEAL MOTION FOR STAY OF ORDER GRANTING PETITION FOR JUDICIAL REVIEW AND REVERSING STATE ENGINEER'S AMENDED ORDER
12/10/1	L8 D	NO. 1293A PENDING APPEAL ON ORDER SHORTENING TIME MOTION FOR STAY OF ORDER GRANTING PETITION FOR JUDICIAL REVIEW AND REVERSING STATE ENGINEER'S AMENDED ORDER
12/10/1	.8 D	NO. 1293A PENDING APPEAL ON ORDER SHORTENING TIME PROPOSED ORDER GRANTING MOTION FOR STAY OF ORDER GRANTING PETITION FOR JUDICAL REVIEW AND REVERSING STATE ENGINEERIG
12/12/1	.8 P	AMENDED ORDER NO. 1293A PENDING APPEAL REQUEST FOR SUBMISSION OF EXPARTE MOTION FOR ORDER SHORTENING TIME

Run: 12/18/18 08:35:58

Case Summary

Page 1 DC2100

Case #: CV-0039524

Judge: ELLIOTT, STEVEN P

Date Filed: 08/17/18 Department: 02

Case Type: JU/APP JUDICIAL REVIEW/APPEAL - OTHER

Title/Caption: PAHRUMP FAIR WATER, LLC; STEVEN PETERSON MICHAEL LACH, PAUL PECK; BRUCE JABBOUR; GERALD SCHULTE VS. JASON KING, P.E., NEVADA STATE ENGINEER, DIVISION OF WATER RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES

Comments: FILE IN PAHRUMP RELATED TO CV38972

Defendant(s) KING, JASON

Defendant(s) DIVISION OF WATER RESOURCES

Defendant(s)Attorney(s)DEPT OF CONSERVATION & NATURALBOLOTIN, JAMES N

Plaintiff(s) PAHRUMP FAIR WATER, LLC

Plaintiff(s) PETERSON, STEVEN

Plaintiff(s) LACH, MICHAEL

Plaintiff(s) PECK, PAUL

Plaintiff(s) JABBOUR, BRUCE

Plaintiff(s) SCHULTE, GERALD Attorney(s) TAGGART, PAUL G.

Attorney(s)

Attorney(s)

BOLOTIN, JAMES N

BOLOTIN, JAMES N

Attorney(s) TAGGART, PAUL G.

Hearings:

Date Time Hearing Reference 11/08/18 10:00 HEARING (SENIOR JUDGE ELLIOTT - D2P) GERIE JUDGE: STEVEN P ELLIOT CLERK: DEBRA BENNETT BAILIFF:DEPUTY SWEET COURT REPORTER: DEBBIE HINES APPEARANCES: DAVID H. RIGDON ESQ AND PAUL TAGGART ESQ FOR THE PLAINTIFF; JAMES N. BOLOTIN DEPUTY ATTORNEY GENERAL PRESENT ON BEHALF OF THE DEFENDANTS; MICHELINE FAIRBANK DEPUTY ADMINISTRATOR OF DIVISION OF WATER RESOURCES WITH DEFENDANTS. JASON KING, STATE ENGINEER/DEFENDANT PRESENT. COURT BRIEFS CASE. MR RIGDON PRESENTS ORAL ARGUMENTS /POWER POINT

PRESENTATION CONCERNING PETITION REGARDING THE STATE ENGINEERS REPORT, CONCERNING DOMESTIC WELLS. MR TAGGERT BRIEFS COURT AND CONTINUES ORAL ARGUMENT ON BEHALF OF PLAINTIFFS. THE INTERPRETATION OF STATUTE IS THE CRUX OF THIS CASE. MR. TAGGERT CONCLUDES PRESENTATION.COURT ORDERS A SHORT RECESS. COURT BACK IN SESSION.MR RIGDON CONTINUES THE ORAL ARGUMENT AND PRESENTATION FOR THE PLAINTIFFS.MR RIGDON STATES #1293 SHOULD BE DECLARED AN INVALID ORDER AND CONLUDES HIS PRESENTATION. COURT ADJOURNS FOR LUNCH.COURT BACK IN SESSION. MR BOLOTIN PRESENTS HIS CASE FOR THE DEFENSE. POWERPOINT PRESENTATION.ASKING COURT TO AFFIRM ORDER 1293A.STATE ENGINEER HAS AUTHORITY, ORDER 1293A DOES NOT AFFECT EXISTING DOMESTIC WELLS, DOES NOT VIOLATE DUE PROCESS AND WILL PROTECT EXISTING WELLS. PFW LACKS STANDING. MR.BOLOTIN REQUESTS PLAINTIFFS PETITION BE DENIED AND STATE ENGINEERS REPORT BE AFFIRMED.MR. BOLOTIN CONCLUDES HIS ORAL ARGUMENT AND PRESENTATION. COURT ADDRESSES MR BOLOTIN IN REGARDS TO THE THE DESIGNATED AREAS OF THE BASIN.MR TAGGERT CONDUCTS HIS REBUTTAL.STATE ENGINEER DOES NOT HAVE AUTHORITY OVER DOMESTIC WELLS. PFW IS AGGRIEVED AND HAS STANDING. MR TAGGERT STATES HE HAS NOTHING FURTHER.MR BOLOTIN CONDUCTS HIS REBUTTAL.STATE ENGINEERS REPORT IS SUPPORTED BY EVIDENCE IN THE REPORT.MR BOLOTIN CONCLUDES HIS REBUTTAL.COURT PROCEEDS WITH SOLILOQUY.COURT STATES PFW HAS STANDING. STATE ENGINEERS REPORT HAS SOME FLAWS.COURT GRANTS PETITIONERS RELIEF REQUESTED.MR RIGDON WILL PREPARE THE ORDER.COURT IS ADJOURNED.

/	,		
	14 15 16 17 18 19 20 21 22 23 24 25 26 27	Nevada State Bar No. 6136 DAVID H. RIGDON, ESQ. Nevada State Bar No. 13667 TIMOTHY D. O'CONNOR, ESQ. Nevada State Bar No. 14098 TAGGART & TAGGART, LTD. 108 North Minnesota Street Carson City, Nevada 89703 (775) 882-9900 – Telephone (775) 883-9900 – Facsimile Attorneys for Petitioners IN THE FIFTH JUDICIAL DISTRICT IN AND FOR THE * PAHRUMP FAIR WATER, LLC, a Nevada limited-liability company; STEVEN PETERSON, an individual; MICHAEL LACH, an individual; PAUL PECK, an individual; BRUCE JABEOUR, an individual; and GERALD SCHULTE, an individual, Petitioners, Vs. JASON KING, P.E., Nevada State Engincer, DIVISION OF WATER RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES, Respondent. <u>NOTICE OF ENT</u>	6, 2018, the above-entitled Court entered its Order
	11		

/

AFFIRMATION 1 Pursuant to NRS 239B.030(4) 2 The undersigned does hereby affirm that the preceding document does not contain the social 3 security number of any persons DATED this <u>l</u> day of December, 2018. 4 5 TAGGART & TAGGART, LTD. 6 108 North Minnesota Street Carson City, Nevada 89703 (775) 882-9900 - Telephone 7 (775) 883-9900 - Facsimile 8 9 By: 10 PAUL G. TAGGART, ESQ. Nevada State Bar No. 6136 DAVID H. RIGDON, ESQ. 11 Nevada State Bar No. 13567 TIMOTHY D. O'CONNOR, ESQ. 12 & Taggart, Ltd 108 North Minnesola Street Carson City, Nevada 89703 (775)882-9900 ~ Telephoro (775)883-9900 ~ Facsimile Nevada State Bar No. 14098 Attorneys for Petitioners 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 2







.

.

EXHIBIT 1

1 2 3 4		ZOIB DEC -6 P 2: 34 NYE COUNTY OF LAN BY DEPUTY			
5					
6					
7 8	IN THE FIFTH JUDICIAL DISTRICT COURT OF THE STATE OF NEVADA				
9	IN AND FOR THE	IN AND FOR THE COUNTY OF NYE			
10 11 12 13 14	* * PAHRUMP FAIR WATER, LLC, a Nevada limited-liability company; STEVEN PETERSON, an individual; MICHAEL LACH, an individual; PAUL PECK, an individual; BRUCE JABEOUR, an individual; and GERALD SCHULTE, an individual,	* Case No. 39524 Dept. No. 2			
15	Petitioners,				
16 17 18	JASON KING, P.E., Nevada State Engineer, DIVISION OF WATER RESOURCES, DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES,				
19	Respondent.				
20	ORDER GRANTING PETITIO	N FOR HIDICIAL DEVIEW			
21		on Petitioners' Petition for Judicial Review of			
22	Respondent's Amended Order 1293A. Petitioners t	filed their Opening Brief on September 11, 2019			
23	Respondent filed his Answering Brief on or around C	October 8, 2018. Petitioners filed their Reply Brief			
24	on November 1, 2018. The Court heard oral argum	on November 1, 2018. The Court heard oral argument on November 8, 2018, in Pahrump, Nevada.			
25	Petitioners are represented by Paul G. Taggart, Esq. a	Petitioners are represented by Paul G. Taggart, Esq. and David H. Rigdon, Esq., of Taggart & Taggart,			
26	td. Respondent is represented by Attorney General Adam P. Laxalt and Deputy Attorney General				
27	ames N. Bolotin.				
28					
	1				

••

•

This Court, having reviewed the record on appeal and Petitioner's Supplemental Record on
 Appeal, and having considered the parties' arguments, the applicable law, State Engineer Amended
 Order 1293A, and all pleadings and papers on file herein, hereby GRANTS Petitioners' Petition for
 Judicial Review based upon the following findings of fact and conclusions of law.

5 6

7

8

9

10

11

12

13

14

I.

Facts and Procedural History

On December 19, 2017, the State Engineer issued Order 1293 (the "Order") wherein he restricted the drilling of new domestic wells on existing parcels of land within the Pahrump basin. Despite the fact that the average domestic well in Pahrump uses less than 0.5 acre-feet of water per year, Order 1293 required a property owner to obtain two acre-feet of existing water rights, and relinquish those rights to the State Engineer, in order to drill a domestic well. Prior to issuing Order 1293, the State Engineer did not provide any notice to affected property owners, nor did he provide any opportunity for those property owners to provide comments or submit evidence in opposition to the Order. While it is still unclear exactly how many parcels are directly affected by the Order, the Order could affect as many as 8,000 existing residential lots within the basin that are currently unbuilt.

15 Petitioner, PFW timely filed a Petition for Judicial Review of Order 1293. PFW filed its Opening Brief in that appeal on July 6, 2018. On July 12, 2018, without providing any notice to the Court or 16 17 opposing counsel, the State Engineer issued Order 1293A (the "Amended Order"). On July 18, 2018, the State Engineer filed a motion to dismiss PFW's appeal of Order 1293, claiming that the issuance of 18 19 Order 1293A rendered the appeal moot. The State Engineer stated in the motion to dismiss that "Order 1293A supersedes any legal force and effect of Order 1293" and therefore "Order 1293 is no longer 20 legally valid or enforceable." Like Order 1293, Order 1293A was issued without providing any notice 21 to affected property and without providing an opportunity for affected persons to provide comments or 22 challenge the evidence the State Engineer relied upon. In substance and effect, Order 1293A is nearly 23 24 identical to Order 1293. The only difference is that Order 1293A provides two additional exemptions to the drilling restriction. Of these exemptions, one allows individuals who filed a notice of intent to 25 drill a domestic well before the issuance of Order 1293, and who had those notices subsequently rejected 26 by the State Engineer, to refile the notices and drill their wells. 27

On August 8, 2018, the parties entered into a settlement agreement whereby PFW agreed to
 voluntarily dismiss the appeal of Order 1293 and file a new petition for judicial review of Order 1293A.
 In exchange, the State Engineer agreed to an expedited briefing schedule and to expedite the scheduling
 of a hearing on the new appeal. On August 10, 2018, the parties filed a stipulation requesting dismissal
 of the previous appeal. On that same day, PFW submitted a new petition for judicial review of Order
 1293A to the Court and served the same on the State Engineer.

During briefing, Petitioners argued that Respondent did not have legal authority to restrict 7 drilling of domestic wells, Respondent violated constitutional due process in the issuance of the 8 Amended Order, the Amended Order is unsupported by substantial evidence, and that the Amended 9 Order amounts to an unconstitutional taking of private property without just compensation. Respondent 10 argued that he does have the required legal authority to issue the Amended Order and that the Amended 11 Order was based on substantial evidence, the Amended Order does not violate due process protections, 12 Petitioners improperly alleged a taking claim, no taking resulting from the Amended Order occurred, 13 and that Petitioners lack legal standing to bring the instant action. In their reply brief, Petitioners 14 reasserted Respondent's lack of legal authority to issue the Amended Order, the violation of basic 15 constitutional due process in issuing the Amended Order, the lack of substantial evidence in the record 16 to support the Amended Order, the unconstitutionality of the Amended Order, and their constitutional 17 and statutory right to bring this action. 18

Petitioners claim certain undisputed facts are present in this proceeding. Petitioners claim these undisputed facts include that the Pahrump basin is not currently being over-pumped, groundwater pumping in Pahrump has declined since 1969, as a result of this reduction in pumping, water levels in some portions the basin have leveled off or significantly rebounded (in some cases by as much as 45 feet), and the Amended Order contains no scientific analysis of whether the drilling of additional domestic wells impact existing wells in the basin.

II. <u>Standard of Review</u>

25

Under NRS 533.450, a party aggrieved by a State Engineer's order or decision is entitled to have
the order or decision reviewed in the nature of an appeal. The role of the reviewing court is to determine
if the State Engineer's decision was arbitrary, capricious, an abuse of discretion, or is otherwise affected
by prejudicial legal error.¹ A decision is arbitrary if it was made "without consideration of or regard for 1 facts, circumstances, fixed rules, or procedures."² A decision is capricious if it is "contrary to the 2 evidence or established rules on law."³ With regard to factual findings, the Court must determine 3 whether substantial evidence exists in the record to support the State Engineer's decision.⁴ Substantial 4 evidence is "that which 'a reasonable mind might accept as adequate to support a conclusion.""5 5

In Revert v. Ray, the Nevada Supreme Court articulated the procedural safeguards the State 6 Engineer must employ prior to issuing an order or decision.⁶ First, the State Engineer must provide 7 affected parties with a "full opportunity to be heard" and "must clearly resolve all the crucial issues 8 presented."7 Next, the State Engineer's order or decision must include "findings in sufficient detail to 9 permit judicial review."⁸ Finally, if such procedures are not followed and "the resulting administrative 10 decision is arbitrary, oppressive, or accompanied by a manifest abuse of discretion," a court should not 11 hesitate to intervene and block the enforcement of the order or decision.9 12

Here, the State Engineer provided no notice that he was intending to issue the Amended Order, 13 nor did he hold any hearing or seek any comments from affected property owners. Accordingly, unlike 14 with other appellate-type proceedings, there is little to no record below for the Court to review. While 15 the State Engineer has provided an ostensible "record on appeal" for the Court's consideration, this 16 record consists of only the documents the State Engineer claims he relied on in making his decision. 17 None of the documents have been authenticated or validated, nor have the authors of the documents 18 been required to testify in a formal hearing or been subjected to cross-examination. In addition, no one 19 from the State Engineer's office has provided any testimony or evidence supporting his claim of reliance 20 on these documents. Accordingly, none of the processes and procedures which are designed to ensure 21

- 22
- 23

- ² BLACK'S LAW DICTIONARY 125 (10th ed. 2014) (definition of "arbitrary"). ³ BLACK'S LAW DICTIONARY 254 (10th ed. 2014) (definition of "capricious"). 25
- Revert v. Ray, 95 Nev. 782, 786, 603 P.2d 262, 264 (1979).

¹ Pyramid Lake Paiute Tribe of Indians v. Washoe Cty., 112 Nev. 743, 751, 918 P.2d 697, 702 (1996) (citing Shetakis Dist. 24 v. State, Dep't of Taxation, 108 Nev. 901, 903, 839 P.2d 1315, 1317 (1992)).

²⁶

⁵ Bacher v. State Eng'r, 122 Nev. 1110, 1121, 146 P.3d 793, 800 (2006) (quoting State, Emp. Sec. Dep't v. Hilton Hotels Corp., 102 Nev. 606, 608, 729 P.2d 497, 498 (1986)). 27 6 Revert, 95 Nev. 782, 603 P.2d 262.

⁷ Revert, 95 Nev. at 787, 603 P.2d at 264-65.

²⁸ Revert, 95 Nev. at 787, 603 P.2d at 265. °*I*d.

a full and fair opportunity to challenge evidence before a decision, or to verify that evidence submitted
 to the Court is relevant and accurate have been followed.

The State Engineer claims "[d]ecisions of the State Engineer are entitled not only to deference 3 with respect to factual determinations, but also with respect to legal conclusions."¹⁰ The Nevada 4 Supreme Court has clearly and unambiguously held that "[w]hile the State Engineer's interpretation of 5 a statute is persuasive, it is not controlling"¹¹ and that a reviewing court is required to "decide pure legal 6 questions without deference to an agency determination."¹² The latter of these holdings was issued this 7 year and reflects the Nevada Supreme Court's current thinking. The State Engineer asserts that this 8 Court should adopt a Chevron-like standard of review to the State Engineer's legal conclusions.¹³ The 9 State Engineer initially cites NRS 533.450 as the basis for his assertion. However, NRS 533.450 10 establishes no such standard, either expressly or by implication, and the Nevada Supreme Court has 11 never adopted the Chevron standard for purely legal questions. In fact, in Town of Eureka, the Supreme 12 Court held just the opposite - that a "district court is free to decide purely legal questions . . . without 13 14 deference to the agency's decision."14

15

III. The State Engineer Exceeded His Statutory Authority.

The language of NRS 534.030(4) is plain and unambiguous. The statute grants the State Engineer general supervisory power over all groundwater wells in Nevada *except* domestic wells. The history of this particular provision, and of the groundwater law in general, demonstrate that the Legislature purposely intended to exempt domestic wells from the State Engineer's regulatory authority except in certain limited circumstances inapplicable to the present case. Accordingly, the Amended Order is an invalid exercise of authority that the State Engineer does not possess.

Two separate and distinct protections for domestic wells are provided in NRS 534.180(1) and NRS 534.030(4) which are exemptions from the State Engineer's general regulatory control. Under NRS 534.180(1), domestic wells are exempt from the State Engineer's permitting process while NRS

^{26 1} Answering Brief at 8:20-21 (citing State v. State Eng 'r, 104 Nev. 709, 713, 766 P.2d 263, 266 (1988)).

Town of Eureka v. Office of State Eng'r, State of Nev., Div. of Water Res., 108 Nev. 163, 165-66, 826 P.2d 948, 950 (1992).
 Felton v. Douglas Cty., 134 Nev. Adv. Op. 6 at 3, 410 P.3d 991, 994 (2018) (emphasis added).
 See Chevron U.S.A. v. Net. Res. Def. Co. 6 at 3, 410 P.3d 991, 994 (2018) (emphasis added).

See Chevron, U.S.A. v. Nat. Res. Def. Council, Inc., 467 U.S. 837, 844, 104 S. Ct. 2778, 2782 (1984) (establishing a deferential standard of review for federal courts reviewing legal determinations of federal agencies).
 Town of Eureka, 108 Nev. at 165, 826 P 2d at 949 (citing Jonann Pornen 102 Nev. at 165, 826 P 2

¹⁴ Town of Eureka, 108 Nev. at 165, 826 P.2d at 949 (citing Jones v. Rosner, 102 Nev. 215, 217, 719 P.2d 805, 806 (1986)) (emphasis added).

534.030(4) separately exempts them from the State Engineer's general supervisory control.
 Accordingly, the State Engineer is wrong when he claims that "NRS 534.030(4) specifically exempts
 domestic wells from the permitting process."¹⁵ Instead, as shown above, it is NRS 534.180(1) that
 exempts domestic wells from the permitting process while NRS 534.030(4) provides an additional
 exemption that removes domestic wells from the State Engineer's general supervisory control.

Because domestic wells are afforded an exemption from the State Engineer's regulatory purview, 6 the only way he can issue a regulation governing them is if he can point to a specific statute that overrides 7 the general exemption and authorizes him to do so. With respect to the Orders in question, no specific 8 statutory authority exists to justify the Orders. The Legislature must be presumed to mean what it says, 9 and say what it means.¹⁶ When the Legislature has seen fit to apply specific provisions of the water law 10 to domestic wells, it has done so with unambiguous language and clear intent. Where, as here, the 11 Legislature has not clearly expressed such intent in a statute, it cannot be presumed to intend that 12 outcome. Accordingly, the State Engineer is not authorized by the general language in NRS 534.120(1) 13 to place the restrictions contained in NRS 534.110(8) on domestic wells. 14

15

IV.

The State Engineer Should Have Provided Notice To Property Owners.

16 The State Engineer issued Order 1293 on December 19, 2017, without any prior notice or publication and without holding a hearing. Order 1293A was issued while the appeal over Order 1293 17 was pending. The State Engineer issued Order 1293A without any prior notice or publication. These 18 facts are a matter of public record and are undisputed. The Nevada Supreme Court has ruled that prior 19 to issuing a regulation affecting an interest in real property a regulatory body must provide personal 20 notice to each affected property owner.¹⁷ Said notice must include the content of the regulation so that 21 affected parties can adequately prepare to oppose it.¹⁸ Finally, the regulatory body must hold a hearing 22 and allow affected property owners the opportunity to provide testimony and evidence related to the 23 regulation.¹⁹ A failure to follow these steps is a constitutional due process violation that renders the 24 regulation invalid. Because the Orders impair a vested property right, and because the State Engineer 25

26

27

28

19 Id.

¹⁵ Answering Brief at 12:21-22.

¹⁶ Conn. Nat'l Bank v. Germain, 503 U.S. 249, 253-254, 112 S. Ct. 1146, 1149 (1992).

¹⁷ Bing Const. Co. of Nev. v. Cty. of Douglas, 107 Nev. 262, 266, 810 P.2d 768, 770-71 (1991). ¹⁸ Id.

failed to provide notice or hold a hearing before issuing the Orders, the Orders are hereby deemed 1 invalid. 2

3

V.

Substantial Evidence Does Not Support Order 1293A.

Even if the State Engineer had the authority to apply NRS 534.110(8) to domestic wells, before 4 5 he can do so he must demonstrate that additional wells will unduly interfere with wells that already exist. In his Answering Brief, the State Engineer makes the conclusory statement that "[i]t is clear that if 6 existing pumping rates will lead to well failures, an increase in the number of wells and therefore an 7 increase in pumping will accelerate the problem - undoubtedly causing an undue interference with 8 existing wells."²⁰ However, there is a major problem with this statement – it is not backed by any 9 10 evidence or facts in the record and the State Engineer provides no citation to any evidence.

Here, the State Engineer did not perform a full conflicts analysis or make a determination about 11 how, specifically, the restrictions in Order 1293A will benefit existing wells. Instead, the State Engineer 12 relied exclusively on a groundwater model that was never designed to determine whether new wells 13 would cause undue interference with existing wells.²¹ Instead, the model was designed to determine the 14 likelihood of well failures resulting from the pumping of existing wells in the basin. 15

16 The State Engineer also did not make any determination or employ any objective standards regarding what constitutes an "undue" interference with an existing well. Under NRS 534.110(4), all 17 appropriations of groundwater must allow for a "reasonable lowering of the static water level at the 18 19 appropriator's point of diversion." Nowhere in the Orders does the State Engineer set an objective standard for determining whether predicted declines in the water table are reasonable. This is an 20 important pre-requisite for any conflicts analysis because if the declines caused by existing or new wells 21 are reasonable then, by definition, such declines cannot be said to unduly interfere with existing wells. 22 23 ///

24 25 Ш

²⁰ Answering Brief at 10:27-11:2.

²⁷ ²¹ Notably the State Engineer fails in his Answering Brief to address any of the criticisms of the groundwater study raised by Petitioners' in their Opening Brief. Such failure should be deemed an admission that Petitioners' arguments are meritorious 28 and that the groundwater study is fundamentally flawed and, therefore, cannot be considered substantial evidence supporting the issuance of the Orders.

1 2 3

4

5

6

7

8

9

10

11

12

14

15

16

17

19

21

22

23

24

VI. Petitioner's Claim That Order 1293A Is An Unconstitutional Taking.

Petitioners argue that Order 1293A is an unconstitutional taking of private party without just compensation. They allege that the requirement to purchase and forever relinquish water rights to the State Engineer is a per se taking of that property. They further allege that the ban on the drilling of a new domestic well on an existing parcel is also a regulatory taking. Respondent alleges that NRS Chapter 37 provides the exclusive means to bring an action for a taking and that the issue is not ripe for adjudication at this time.

The Court has already determined that the Respondent (1) did not have legislative authority to issue Order 1293A, (2) violated due process in the issuance of Order 1293A, and (3) issued Order 1293A without substantial evidence to support it. Because of this Oder 1293A is invalid. Accordingly, the Court finds that there is no need at this time to make a determination with respect to whether Order 1293A is an unconstitutional taking of private property without just compensation.

VII. 13

Respondent's Claim That Pahrump Fair Water, LLC Lacks Standing.

Respondent argues that Petitioner PFW has no standing to file or participate in this action.²² The Court finds that this argument is without merit. PFW has both statutory and constitutional standing to assert the interests of its members because it is an association that was formed for the express purpose of doing so.23

In Citizens for Cold Springs v. City of Reno,²⁴ the Court reviewed the grant of statutory standing 18 contained in NRS 268.668 regarding annexation decisions. In that case, the Court held that an 20 association of property owners that would be affected by an annexation decision had standing to challenge that decision.²⁵ The Court interpreted the language of NRS 268.668 which grants standing to "any person or city claiming to be adversely affected by such proceeding."²⁶ Since the statute says that any person claiming to be adversely affected may bring an action, in the "tradition of [its] long-standing jurisprudence," the Court found that standing rights under NRS 268.668 are broader that what

¹² Answering Brief at 29:8-12. 27

²³ SROA 858:22-859:1.

¹⁸ Citizens for Cold Springs v. City of Reno, 125 Nev. 625, 218 P.3d 847 (2009). 28

²⁸ Id., 125 Nev. at 634, 218 P.3d at 853. ¹⁶ Id., 125 Nev. at 629, 218 P.3d at 850.

constitutional standing allows.²⁷ The Court specifically focused on the NRS 268.668 grant of standing 1 to any person claiming to be aggrieved.²⁸ Based on that language the Court held that even property 2 owners who do not have constitutional standing because they did not own property in the area of 3 annexation at issue do have standing under NRS 268.668.29 4

Further, an association has standing to bring suit on behalf of its members when (1) its members 5 would otherwise have standing to sue in their own right, (2) the interests it seeks to protect are germane б to their organization's purpose, and (3) neither the claim asserted, nor the relief requested, requires the 7 participation of individual members in the lawsuit.³⁰ Here, PFW has members that would otherwise 8 have the right to bring this action on their own. Also, because PFW was formed for the express purpose 9 of fighting the Orders,³¹ this challenge is germane to its purpose, and it is not necessary to have individual members participate in the lawsuit. Finally, the participation of the individual members of 11 PFW is not required in order to resolve the issues raised in PFW's Petition because only declarative and injunctive relief is being sought.

- 15 III
- 16

- 14

10

1	3	

///

18

19

20

21

22

23

24

25

17 $\parallel \mid$

12

///

///

III

111

III

111

///

111

111

26

27 Id., 125 Nev. at 630-31, 218 P.3d at 851. 27 24 Id.

29 Id., 125 Nev. at 631, 218 P.3d at 851. 28

³⁰ Hunt v. Wash. State Apple Advert. Comm'n, 432 U.S. 333, 343, 97 S. Ct. 2434, 2441 (1977). ³¹ SROA 858:22-859:1.

1	ORDER	
2	UPON CONSIDERATION, and good cause appearing therefore, the Court hereby finds that	
3	Amended Order 1293A was arbitrarily and capriciously issued and orders that Amended Order 1293A	
4	be reversed.	
5	IT IS HEREBY ORDERED that Petitioners' Petition for Judicial Review is GRANTED.	
6	IT IS HEREBY FURTHER ORDERED that Respondent's Amended Order 1293A is	
7	REVERSED.	
8	IT IS HEREBY FURTHER ORDERED that Respondent shall issue an order noticing the	
9	reversal of Amended Order 1293A within five (5) days of the signing of this order.	
10	IT IS SO ORDERED.	
11	DATED this 3_ day of <u>December</u> , 2018.	
12	la seption	
13 14	DISTRICT COURT JUDGE	
15	Respectfully submitted by:	
16	TAGGART & TAGGART, LTD.	
17	108 North Minnesota Street Carson City, Nevada 89703	
18	(775) 882-9900 – Telephone (775) 883-9900 – Facsimile	
19	(775) 663-990 Tracsmille	
20		
21	By: PAUL G. TAGGART, ESQ.	
22	Nevada State Bar No. 6136 DAVID H. RIGDON, ESQ.	
23	Nevada State Bar No. 13567 Attorneys for Petitioners	
24	Association a controllers	
25		
26		
27		
28		
	10	

ŕ			
1 2 3 4 5 6		2018 DEC -6 P 2: 34 NYE COARTY CLERK BY DEPUTY	
7			
8	IN THE FIFTH JUDICIAL DISTRICT	COURT OF THE STATE OF NEVADA	
9	IN AND FOR THE	COUNTY OF NYE	
10	* PAHRUMP FAIR WATER, LLC, a Nevada	* *	
11	limited-liability company; STEVEN PETERSON, an individual; MICHAEL LACH, an individual;		
12	PAUL PECK, an individual; BRUCE JABEOUR, an individual; and GERALD SCHULTE, an	Case No. 39524	
13	individual,	Dept. No. 2	
14	Petitioners,		
15 16	vs.		
17	JASON KING, P.E., Nevada State Engineer, DIVISION OF WATER RESOURCES,		
18	DEPARTMENT OF CONSERVATION AND NATURAL RESOURCES,		
19	Respondent.		
20	ORDER GRANTING PETITIC	ON FOR JUDICIAL REVIEW	
21	f 5	on Petitioners' Petition for Judicial Review of	
22	Respondent's Amended Order 1293A. Petitioners		
23	Respondent filed his Answering Brief on or around (October 8, 2018. Petitioners filed their Reply Brief	
24	on November 1, 2018. The Court heard oral argument on November 8, 2018, in Pahrump, Nevada.		
25	Petitioners are represented by Paul G. Taggart, Esq.		
26	Ltd. Respondent is represented by Attorney Gener	al Adam P. Laxalt and Deputy Attorney General	
27	James N. Bolotin.		
28			

This Court, having reviewed the record on appeal and Petitioner's Supplemental Record on Appeal, and having considered the parties' arguments, the applicable law, State Engineer Amended Order 1293A, and all pleadings and papers on file herein, hereby **GRANTS** Petitioners' Petition for Judicial Review based upon the following findings of fact and conclusions of law.

5

I.

1

2

3

4

6

7

8

g

10

11

12

13

14

Facts and Procedural History

On December 19, 2017, the State Engineer issued Order 1293 (the "Order") wherein he restricted the drilling of new domestic wells on existing parcels of land within the Pahrump basin. Despite the fact that the average domestic well in Pahrump uses less than 0.5 acre-feet of water per year, Order 1293 required a property owner to obtain two acre-feet of existing water rights, and relinquish those rights to the State Engineer, in order to drill a domestic well. Prior to issuing Order 1293, the State Engineer did not provide any notice to affected property owners, nor did he provide any opportunity for those property owners to provide comments or submit evidence in opposition to the Order. While it is still unclear exactly how many parcels are directly affected by the Order, the Order could affect as many as 8,000 existing residential lots within the basin that are currently unbuilt.

15 Petitioner, PFW timely filed a Petition for Judicial Review of Order 1293. PFW filed its Opening Brief in that appeal on July 6, 2018. On July 12, 2018, without providing any notice to the Court or 16 17 opposing counsel, the State Engineer issued Order 1293A (the "Amended Order"). On July 18, 2018, 18 the State Engineer filed a motion to dismiss PFW's appeal of Order 1293, claiming that the issuance of 19 Order 1293A rendered the appeal moot. The State Engineer stated in the motion to dismiss that "Order 20 1293A supersedes any legal force and effect of Order 1293" and therefore "Order 1293 is no longer 21 legally valid or enforceable." Like Order 1293, Order 1293A was issued without providing any notice 22 to affected property and without providing an opportunity for affected persons to provide comments or 23 challenge the evidence the State Engineer relied upon. In substance and effect, Order 1293A is nearly identical to Order 1293. The only difference is that Order 1293A provides two additional exemptions 24 to the drilling restriction. Of these exemptions, one allows individuals who filed a notice of intent to 25 26 drill a domestic well before the issuance of Order 1293, and who had those notices subsequently rejected 27 by the State Engineer, to refile the notices and drill their wells.

On August 8, 2018, the parties entered into a settlement agreement whereby PFW agreed to voluntarily dismiss the appeal of Order 1293 and file a new petition for judicial review of Order 1293A. In exchange, the State Engineer agreed to an expedited briefing schedule and to expedite the scheduling of a hearing on the new appeal. On August 10, 2018, the parties filed a stipulation requesting dismissal of the previous appeal. On that same day, PFW submitted a new petition for judicial review of Order 1293A to the Court and served the same on the State Engineer.

During briefing, Petitioners argued that Respondent did not have legal authority to restrict 7 drilling of domestic wells, Respondent violated constitutional due process in the issuance of the 8 Amended Order, the Amended Order is unsupported by substantial evidence, and that the Amended 9 Order amounts to an unconstitutional taking of private property without just compensation. Respondent 10 argued that he does have the required legal authority to issue the Amended Order and that the Amended 11 Order was based on substantial evidence, the Amended Order does not violate due process protections, 12 Petitioners improperly alleged a taking claim, no taking resulting from the Amended Order occurred, 13 and that Petitioners lack legal standing to bring the instant action. In their reply brief, Petitioners 14 reasserted Respondent's lack of legal authority to issue the Amended Order, the violation of basic 15 constitutional due process in issuing the Amended Order, the lack of substantial evidence in the record 16 to support the Amended Order, the unconstitutionality of the Amended Order, and their constitutional 17 and statutory right to bring this action. 18

Petitioners claim certain undisputed facts are present in this proceeding. Petitioners claim these undisputed facts include that the Pahrump basin is not currently being over-pumped, groundwater pumping in Pahrump has declined since 1969, as a result of this reduction in pumping, water levels in some portions the basin have leveled off or significantly rebounded (in some cases by as much as 45 feet), and the Amended Order contains no scientific analysis of whether the drilling of additional domestic wells impact existing wells in the basin.

II. Standard of Review

25

1

2

3

4

5

6

Under NRS 533.450, a party aggrieved by a State Engineer's order or decision is entitled to have
the order or decision reviewed in the nature of an appeal. The role of the reviewing court is to determine
if the State Engineer's decision was arbitrary, capricious, an abuse of discretion, or is otherwise affected

by prejudicial legal error.¹ A decision is arbitrary if it was made "without consideration of or regard for 1 facts, circumstances, fixed rules, or procedures."² A decision is capricious if it is "contrary to the 2 evidence or established rules on law."³ With regard to factual findings, the Court must determine 3 whether substantial evidence exists in the record to support the State Engineer's decision.⁴ Substantial 4 evidence is "that which 'a reasonable mind might accept as adequate to support a conclusion.""5 5

In Revert v. Ray, the Nevada Supreme Court articulated the procedural safeguards the State б Engineer must employ prior to issuing an order or decision.⁶ First, the State Engineer must provide 7 affected parties with a "full opportunity to be heard" and "must clearly resolve all the crucial issues 8 presented."7 Next, the State Engineer's order or decision must include "findings in sufficient detail to 9 permit judicial review."⁸ Finally, if such procedures are not followed and "the resulting administrative 10 decision is arbitrary, oppressive, or accompanied by a manifest abuse of discretion," a court should not hesitate to intervene and block the enforcement of the order or decision.9

Here, the State Engineer provided no notice that he was intending to issue the Amended Order, 13 nor did he hold any hearing or seek any comments from affected property owners. Accordingly, unlike 14 with other appellate-type proceedings, there is little to no record below for the Court to review. While 15 the State Engineer has provided an ostensible "record on appeal" for the Court's consideration, this 16 record consists of only the documents the State Engineer claims he relied on in making his decision. 17 None of the documents have been authenticated or validated, nor have the authors of the documents 18 been required to testify in a formal hearing or been subjected to cross-examination. In addition, no one 19 from the State Engineer's office has provided any testimony or evidence supporting his claim of reliance 20 on these documents. Accordingly, none of the processes and procedures which are designed to ensure 21

22 23

11

¹ Pyramid Lake Paiute Tribe of Indians v. Washoe Cty., 112 Nev. 743, 751, 918 P.2d 697, 702 (1996) (citing Shetakis Dist. 24 v. State, Dep't of Taxation, 108 Nev. 901, 903, 839 P.2d 1315, 1317 (1992)).

² BLACK'S LAW DICTIONARY 125 (10th ed. 2014) (definition of "arbitrary"). 25 ³ BLACK'S LAW DICTIONARY 254 (10th ed. 2014) (definition of "capricious").

⁴ Revert v. Ray, 95 Nev. 782, 786, 603 P.2d 262, 264 (1979). 26

⁵ Bacher v. State Eng'r, 122 Nev. 1110, 1121, 146 P.3d 793, 800 (2006) (quoting State, Emp. Sec. Dep't v. Hilton Hotels Corp., 102 Nev. 606, 608, 729 P.2d 497, 498 (1986)). 27

⁶ Revert, 95 Nev. 782, 603 P.2d 262.

⁷ Revert, 95 Nev. at 787, 603 P.2d at 264-65. 28

⁸ Revert, 95 Nev. at 787, 603 P.2d at 265. 9 Id.

a full and fair opportunity to challenge evidence before a decision, or to verify that evidence submitted to the Court is relevant and accurate have been followed.

The State Engineer claims "[d]ecisions of the State Engineer are entitled not only to deference 3 with respect to factual determinations, but also with respect to legal conclusions."¹⁰ The Nevada 4 Supreme Court has clearly and unambiguously held that "[w]hile the State Engineer's interpretation of 5 a statute is persuasive, it is not controlling"¹¹ and that a reviewing court is required to "decide pure legal 6 questions without deference to an agency determination."¹² The latter of these holdings was issued this 7 year and reflects the Nevada Supreme Court's current thinking. The State Engineer asserts that this 8 Court should adopt a Chevron-like standard of review to the State Engineer's legal conclusions.¹³ The 9 State Engineer initially cites NRS 533.450 as the basis for his assertion. However, NRS 533.450 10 establishes no such standard, either expressly or by implication, and the Nevada Supreme Court has never adopted the Chevron standard for purely legal questions. In fact, in Town of Eureka, the Supreme 12 Court held just the opposite - that a "district court is free to decide purely legal questions . . . without deference to the agency's decision."14

15

22

23

24

25

13

14

11

1

2

III. The State Engineer Exceeded His Statutory Authority.

16 The language of NRS 534.030(4) is plain and unambiguous. The statute grants the State 17 Engineer general supervisory power over all groundwater wells in Nevada except domestic wells. The 18 history of this particular provision, and of the groundwater law in general, demonstrate that the 19 Legislature purposely intended to exempt domestic wells from the State Engineer's regulatory authority except in certain limited circumstances inapplicable to the present case. Accordingly, the Amended 20 21 Order is an invalid exercise of authority that the State Engineer does not possess.

Two separate and distinct protections for domestic wells are provided in NRS 534.180(1) and NRS 534.030(4) which are exemptions from the State Engineer's general regulatory control. Under NRS 534.180(1), domestic wells are exempt from the State Engineer's permitting process while NRS

¹⁰ Answering Brief at 8:20-21 (citing State v. State Eng'r, 104 Nev. 709, 713, 766 P.2d 263, 266 (1988)). 26

¹¹ Town of Eureka v. Office of State Eng r, State of Nev., Div. of Water Res., 108 Nev. 163, 165-66, 826 P.2d 948, 950 (1992). 12 Felton v. Douglas Cty., 134 Nev. Adv. Op. 6 at 3, 410 P.3d 991, 994 (2018) (emphasis added). 27

¹³ See Chevron, U.S.A. v. Nat. Res. Def. Council, Inc., 467 U.S. 837, 844, 104 S. Ct. 2778, 2782 (1984) (establishing a deferential standard of review for federal courts reviewing legal determinations of federal agencies). 28

¹⁴ Town of Eureka, 108 Nev. at 165, 826 P.2d at 949 (citing Jones v. Rosner, 102 Nev. 215, 217, 719 P.2d 805, 806 (1986)) (emphasis added).

534.030(4) separately exempts them from the State Engineer's general supervisory control. 1 Accordingly, the State Engineer is wrong when he claims that "NRS 534.030(4) specifically exempts 2 domestic wells from the permitting process."¹⁵ Instead, as shown above, it is NRS 534.180(1) that 3 exempts domestic wells from the permitting process while NRS 534.030(4) provides an additional 4 exemption that removes domestic wells from the State Engineer's general supervisory control. 5

Because domestic wells are afforded an exemption from the State Engineer's regulatory purview, 6 the only way he can issue a regulation governing them is if he can point to a specific statute that overrides 7 the general exemption and authorizes him to do so. With respect to the Orders in question, no specific 8 statutory authority exists to justify the Orders. The Legislature must be presumed to mean what it says, 9 and say what it means.¹⁶ When the Legislature has seen fit to apply specific provisions of the water law 10 to domestic wells, it has done so with unambiguous language and clear intent. Where, as here, the 11 Legislature has not clearly expressed such intent in a statute, it cannot be presumed to intend that 12 outcome. Accordingly, the State Engineer is not authorized by the general language in NRS 534.120(1) to place the restrictions contained in NRS 534.110(8) on domestic wells.

15

IV.

13

14

The State Engineer Should Have Provided Notice To Property Owners.

The State Engineer issued Order 1293 on December 19, 2017, without any prior notice or 16 publication and without holding a hearing. Order 1293A was issued while the appeal over Order 1293 17 was pending. The State Engineer issued Order 1293A without any prior notice or publication. These 18 facts are a matter of public record and are undisputed. The Nevada Supreme Court has ruled that prior 19 to issuing a regulation affecting an interest in real property a regulatory body must provide personal 20 notice to each affected property owner.¹⁷ Said notice must include the content of the regulation so that 21 affected parties can adequately prepare to oppose it.¹⁸ Finally, the regulatory body must hold a hearing 22 and allow affected property owners the opportunity to provide testimony and evidence related to the 23 regulation.¹⁹ A failure to follow these steps is a constitutional due process violation that renders the 24 regulation invalid. Because the Orders impair a vested property right, and because the State Engineer 25

26 27

19 Id.

¹⁵ Answering Brief at 12:21-22.

¹⁶ Conn. Nat'l Bank v. Germain, 503 U.S. 249, 253-254, 112 S. Ct. 1146, 1149 (1992).

¹⁷ Bing Const. Co. of Nev. v. Cty. of Douglas, 107 Nev. 262, 266, 810 P.2d 768, 770-71 (1991). 28 ¹⁸ Id.

failed to provide notice or hold a hearing before issuing the Orders, the Orders are hereby deemed invalid.

V. <u>Substantial Evidence Does Not Support Order 1293A.</u>

Even if the State Engineer had the authority to apply NRS 534.110(8) to domestic wells, before he can do so he must demonstrate that additional wells will unduly interfere with wells that already exist. In his Answering Brief, the State Engineer makes the conclusory statement that "[i]t is clear that if existing pumping rates will lead to well failures, an increase in the number of wells and therefore an increase in pumping will accelerate the problem – undoubtedly causing an undue interference with existing wells."²⁰ However, there is a major problem with this statement – it is not backed by any evidence or facts in the record and the State Engineer provides no citation to any evidence.

Here, the State Engineer did not perform a full conflicts analysis or make a determination about how, specifically, the restrictions in Order 1293A will benefit existing wells. Instead, the State Engineer relied exclusively on a groundwater model that was never designed to determine whether new wells would cause undue interference with existing wells.²¹ Instead, the model was designed to determine the likelihood of well failures resulting from the pumping of existing wells in the basin.

The State Engineer also did not make any determination or employ any objective standards regarding what constitutes an "undue" interference with an existing well. Under NRS 534.110(4), all appropriations of groundwater must allow for a "reasonable lowering of the static water level at the appropriator's point of diversion." Nowhere in the Orders does the State Engineer set an objective standard for determining whether predicted declines in the water table are reasonable. This is an important pre-requisite for any conflicts analysis because if the declines caused by existing or new wells are reasonable then, by definition, such declines cannot be said to unduly interfere with existing wells.

- 24 ///
- 25

26

²⁰ Answering Brief at 10:27-11:2.

Patiswering Brief at 10.27-112.
 ²¹ Notably the State Engineer fails in his Answering Brief to address any of the criticisms of the groundwater study raised by Petitioners' in their Opening Brief. Such failure should be deemed an admission that Petitioners' arguments are meritorious and that the groundwater study is fundamentally flawed and, therefore, cannot be considered substantial evidence supporting the issuance of the Orders.

Petitioner's Claim That Order 1293A Is An Unconstitutional Taking. VI.

Petitioners argue that Order 1293A is an unconstitutional taking of private party without just compensation. They allege that the requirement to purchase and forever relinquish water rights to the State Engineer is a per se taking of that property. They further allege that the ban on the drilling of a new domestic well on an existing parcel is also a regulatory taking. Respondent alleges that NRS Chapter 37 provides the exclusive means to bring an action for a taking and that the issue is not ripe for adjudication at this time.

The Court has already determined that the Respondent (1) did not have legislative authority to issue Order 1293A, (2) violated due process in the issuance of Order 1293A, and (3) issued Order 1293A without substantial evidence to support it. Because of this Oder 1293A is invalid. Accordingly, the Court finds that there is no need at this time to make a determination with respect to whether Order 1293A is an unconstitutional taking of private property without just compensation.

13

1

2

3

4

5

6

7

8

9

10

11

12

14

15

16

17

19

20

21

22

23

24

Respondent's Claim That Pahrump Fair Water, LLC Lacks Standing. VII.

Respondent argues that Petitioner PFW has no standing to file or participate in this action.²² The Court finds that this argument is without merit. PFW has both statutory and constitutional standing to assert the interests of its members because it is an association that was formed for the express purpose of doing so.²³

18 In Citizens for Cold Springs v. City of Reno,²⁴ the Court reviewed the grant of statutory standing contained in NRS 268.668 regarding annexation decisions. In that case, the Court held that an association of property owners that would be affected by an annexation decision had standing to challenge that decision.²⁵ The Court interpreted the language of NRS 268.668 which grants standing to "any person or city claiming to be adversely affected by such proceeding."²⁶ Since the statute says that any person claiming to be adversely affected may bring an action, in the "tradition of [its] long-standing jurisprudence," the Court found that standing rights under NRS 268.668 are broader that what

²² Answering Brief at 29:8-12. 27 23 SROA 858:22-859:1. 24 Citizens for Cold Springs v. City of Reno, 125 Nev. 625, 218 P.3d 847 (2009). 28 ²⁵ Id., 125 Nev. at 634, 218 P.3d at 853. ²⁶ Id., 125 Nev. at 629, 218 P.3d at 850.

constitutional standing allows.²⁷ The Court specifically focused on the NRS 268.668 grant of standing
 to any person claiming to be aggrieved.²⁸ Based on that language the Court held that even property
 owners who do not have constitutional standing because they did not own property in the area of
 annexation at issue do have standing under NRS 268.668.²⁹

Further, an association has standing to bring suit on behalf of its members when (1) its members 5 would otherwise have standing to sue in their own right, (2) the interests it seeks to protect are germane 6 to their organization's purpose, and (3) neither the claim asserted, nor the relief requested, requires the 7 participation of individual members in the lawsuit.³⁰ Here, PFW has members that would otherwise 8 have the right to bring this action on their own. Also, because PFW was formed for the express purpose 9 of fighting the Orders,³¹ this challenge is germane to its purpose, and it is not necessary to have 10 individual members participate in the lawsuit. Finally, the participation of the individual members of 11 PFW is not required in order to resolve the issues raised in PFW's Petition because only declarative and 12 13 injunctive relief is being sought.

- 14 ///
- 15 ///
- 16 ///

|||

|||

17

18

- 21 ///
- 22 ///

///

Ш

///

23

24

25 26

²⁹ Id., 125 Nev. at 631, 218 P.3d at 851.

^{27 27} Id., 125 Nev. at 630-31, 218 P.3d at 851.

³⁰ Hunt v. Wash. State Apple Advert. Comm'n, 432 U.S. 333, 343, 97 S. Ct. 2434, 2441 (1977). ³¹ SROA 858:22-859:1.

4 × * 4	
1	ORDER
2	UPON CONSIDERATION, and good cause appearing therefore, the Court hereby finds that
3	Amended Order 1293A was arbitrarily and capriciously issued and orders that Amended Order 1293A
4	be reversed.
5	IT IS HEREBY ORDERED that Petitioners' Petition for Judicial Review is GRANTED .
6	IT IS HEREBY FURTHER ORDERED that Respondent's Amended Order 1293A is
7	REVERSED.
8	IT IS HEREBY FURTHER ORDERED that Respondent shall issue an order noticing the
9	reversal of Amended Order 1293A within five (5) days of the signing of this order.
10	IT IS SO ORDERED.
11	DATED this <u>3</u> day of <u>Decempber</u> , 2018.
12	
13	Sum P. Char
14	DISTRICT COURT JUDGE
15	Respectfully submitted by:
16	TAGGART & TAGGART, LTD. 108 North Minnesota Street
17	Carson City, Nevada 89703
18	(775) 882-9900 – Telephone (775) 883-9900 – Facsimile
19	
20	By:
21 22	PAUL G. TAGGART, ESQ. Nevada State Bar No. 6136
22	DAVID H. RIGDON, ESQ.
23	Nevada State Bar No. 13567 Attorneys for Petitioners
25	
26	
27	
28	
	10
	10

OFFICE OF THE NYE COUNTY CLERK SANDRA L. MERLINO

Tonopah Office Nyc County Courthouse P.O. Box 1031 101 Radar Road Tonopah, Nevada 89049 Phone (775) 482-8127 Fax (775) 482-8133



Pahrump Office

Government Complex 1 520 East Basin Avenue Pahrump, Nevada 89060 Phone (775) 751-7040 Fax (775)751-7047

December 18, 2018

SENT VIA E-FILE

Supreme Court Clerk 201 South Carson Street, Suite 201 Carson City, Nevada 89701-4702

> Re: CV39524 PAHRUMP FAIR WATER, LLC. Appellant, vs. JASON KING P.E.Nevada State Engineer, Respondent. Et Al.

Dear Clerk of Court:

I am submitting an appeal packet for an appeal filed December 10, 2018 in the above referenced matter. As this was filed by the State of Nevada Attorney General's office no fees were collected.

Please feel free to contact me with any questions or concerns.

Sincerely,

SANDRA L. MERLINO NYE COUNTY CLERK By

Terri Pemberton Deputy Clerk, Pahrump

cc: Paul G Taggert (Attorney for Appellant) James N. Bolotin Deputy Attorney General (Attorney for Respondent) The Honorable Senior Judge Steven P Elliot