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12 LTD., and CALPORTLAND COMPANY

13 **SUPERIOR COURT OF THE STATE OF CALIFORNIA**
14 **COUNTY OF RIVERSIDE - CENTRAL DISTRICT**

15 CITY OF BARSTOW, et al,

16 Plaintiff,

17 vs.

18 CITY OF ADELANTO, et al,

19 Defendants.

20 _____
21 AND RELATED CROSS ACTIONS

) Case No. CIV208568

)
) **MITSUBISHI CEMENT**
) **CORPORATION, ROBERTSON’S**
) **READY MIX, LTD., and**
) **CALPORTLAND COMPANY**
) **OPPOSITION/RESPONSE TO**
) **MOJAVE WATERMASTER MOTION**
) **FOR ORDER REQUIRING THE**
) **COUNTY OF SAN BERNARDINO TO**
) **CONSIDER ALL APPLICATIONS FOR**
) **PERMITS TO CONSTRUCT WATER**
) **WELLS WITHIN THE MOJAVE**
) **BASIN ADJUDICATED BOUNDARIES**
) **AREA AS REQUIRING**
) **DISCRETIONARY**
) **DETERMINATIONS**

)
) Assigned for All Purposes to:
) Hon. Craig G. Reimer
) Dept: 1

)
) **Date: December 4, 2023**
) **Time: 8:30 a.m.**
) **Dept: 1**

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25 **MITSUBISHI CEMENT CORPORATION (“Mitsubishi”), ROBERTSON’S**
26 **READY MIX, LTD. (“Robertson’s”), and CALPORTLAND COMPANY (“CalPortland”),**
27 collectively “Responding Parties” by and through their attorneys of record, Fennemore LLP,
28

1 hereby submit this Opposition/Response to *Mojave Watermaster Motion For Order Requiring*
2 *the County of San Bernardino to Consider All Applications for Permits to Construct Water Wells*
3 *Within the Mojave Basin Adjudicated Boundaries Area As Requiring Discretionary*
4 *Determinations* (“Motion”) in the above-captioned matter. Responding Parties reserve the right
5 to supplement this filing in response to further briefing or arguments of other parties, including at
6 the hearing.

7 **II. INTRODUCTION**

8 Through its Motion, the Mojave Watermaster seeks an order of this Court directing the
9 County of San Bernardino “to consider all applications for permits to construct water wells
10 within the Mojave Basin Area (as defined in the January 10, 1996 Judgment entered in this
11 proceed [sic]) as requiring ‘discretionary’ determinations.” (Motion, 1:5-7.) The Watermaster
12 insists that “any government action that may directly or indirectly cause a physical change to the
13 environment is a ‘project’ under CEQA”; and that “the issuance of permits for construction of
14 additional water wells in this over drafted Basin may cause harmful physical environmental
15 changes, and reduce the effectiveness of the Judgment’s Physical Solution.” (Motion, 1:3-16.)

16 While the Motion boldly demands what the County should do, the Motion fails to
17 consider, address or clarify the ramifications of those demands. First, the Motion fails to
18 distinguish and exempt replacement wells that Parties may need to exercise their adjudicated
19 water rights. The Motion instead broadly demands CEQA review for “all applications for permits
20 to construct additional water wells in the Mojave Basin Area.” (Motion, 1:17-18). Second, the
21 Motion fails to explain how the County would perform a CEQA review (if necessary) in a
22 manner that does not improperly duplicate or encroach upon the responsibilities of the
23 Watermaster and the Court in managing the Basin. How, for example, would the County
24 determine whether an additional water well would “interfere with the Judgment’s physical
25 solution”? (*See* Motion, 4:25). Moreover, the forceful directives sought by Motion may interfere
26 with the separation of powers doctrine, as reflected in the County of San Bernardino’s
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1 Opposition to the Motion filed on November 16, 2023. Third, the Motion is silent and does not
2 attempt to explain what significance thresholds under CEQA the County would be required to
3 consider when reviewing well applications and considering their impact on the “environment”,
4 or how those thresholds would comply with the Judgment and Physical Solution.

5 The Responding Parties object to the Motion as presented and request that the Court
6 order the Watermaster to submit a more detailed supplemental briefing and analysis to address
7 these questions before the Court rules on the Watermaster’s Motion.

8 **II. ARGUMENT**

9 Responding Parties acknowledge that unmitigated groundwater production outside of the
10 Judgment is by definition harmful to the Basin. (Judgment, paragraph 12 [“...any Production
11 outside the framework of the Judgment and Physical Solution will contribute to an increased
12 Overdraft, potentially damage the Mojave basin area public interests in the Basin area, injure the
13 rights of all Parties and interfere with the Physical Solution.”]). However, an order directing the
14 County to consider all additional wells discretionary and evaluate potential environmental
15 impacts under *CEQA*—without any direction or guidance from the Watermaster or the Court on
16 how to harmonize that directive with the *Judgment*—could lead to significant unintended,
17 unmitigated negative impacts on the Parties and the Judgment.

19 **A. The County Must Not Interfere with Parties’ Water Rights Under the**
20 **Judgment or Parties’ Need to Install Replacement Wells**

21 The Motion would require the County to “consider all applications for permits to
22 construct new water wells” as requiring “discretionary” determinations.” (Motion, 3:19-21.) As a
23 threshold matter, Responding Parties share the concerns raised in the County of San
24 Bernardino’s Opposition to the Motion regarding the separation of powers doctrine and the
25 Watermaster’s attempt to direct the County’s regulatory processes. Further, the Motion is vague
26 and does not define the meaning of “new” or “additional” wells. Producers with adjudicated
27 water rights, such as the Responding Parties, must not be improperly restricted by the County in
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1 their ability to exercise their water rights under the Judgment. The County must not, for example,
2 limit a party's ability to develop a *replacement* well necessary to exercise a Party's water rights.

3 **B. The Motion Does Not Adequately Describe the Watermaster Consultation**
4 **Process or How County CEQA Review Would Avoid Encroaching Upon the**
5 **Watermaster and the Court's Responsibilities to Manage the Basin**

6 The Motion provides *examples* of potential conditions that the Watermaster would have
7 the County impose on new wells. Those *examples* include a requirement to install flow meters or
8 other measuring devices, and an obligation to require all well permit applicants to submit certain
9 notifications to the Watermaster prior to commencing well construction. (Motion, 7:13-21.)

10 Responding Parties consider these potential requirements to be reasonable *in concept*.

11 The Motion, however, does not explain how the "consultation" process between the
12 County and the Watermaster would occur "as to possible interference with the Judgment's goals
13 and objectives." (Motion, 8:16-17.) A clear coordination process is necessary in this adjudicated
14 groundwater basin to avoid duplicative or inconsistent processes and standards. Similarly, the
15 effect of a court order on an agency's discretion to require CEQA review for a project was
16 addressed in *California Am. Water v City of Seaside* (2010) 183 Cal.App.4th 471. The court held
17 that a water district considering an application for a water distribution permit could not require
18 an EIR on the effects of extracting water from a groundwater basin that is subject to a court order
19 imposing a physical solution for management of groundwater use. Because the court order
20 governed the rights of all of the parties to produce groundwater from the basin, the court
21 concluded that an EIR covering the project's impacts on water production from the basin would
22 improperly involve the agency in decisions about issues that are governed by the court's order.

23 The Watermaster does not address or explain how the Motion is consistent with
24 principles in *California Am. Water v City of Seaside*. The Motion is not clear how the County
25 would, if required, implement "... at least minimal consideration of the cumulative impacts of
26 additional water wells on this over drafted Basin, and the means by which such projects, if
27 allowed, may be shaped so as to minimize the adverse environmental impacts and not interfere

1 with the Judgment’s Physical Solution.” (Motion, 5:12-14.) This again underscores concerns
2 raised under the separation of powers doctrine.

3 Additionally, the Motion fails to explain how the County’s “consultation” with the
4 Watermaster would apply in the context of CEQA. CEQA contemplates that while the lead
5 agency prepares the CEQA document, there may be other agencies who have an interest in the
6 project or be responsible for certain subject matter areas covered by the review document.
7 Responsible agencies are agencies, other than the lead agency, which have some discretionary
8 authority to carry out or approve a project. (Cal. Code Regs., tit. 14, §15381.) Responsible
9 agencies generally are required to rely on the information in the EIR or negative declaration
10 prepared by the lead agency and ordinarily are not allowed to prepare a separate EIR or negative
11 declaration. (*Bakman v Department of Transp.* (1979) 99 Cal.App.3rd 665, 678; Cal. Code
12 Regs., tit. 14, §15096(a).)

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14 Further, while the lead agency is responsible for considering all environmental impacts of
15 the project before approving it, a responsible agency has a more specific charge: to consider only
16 those aspects of a project that are subject to the responsible agency’s jurisdiction. (See Pub. Res.
17 Code, §§21104, 21153(c), 21069. See *We Advocate Through Env’t Review v City of Mt. Shasta*
18 (2022) 78 Cal.App.5th 629, 635, 638–39; *RiverWatch v Olivenhain Mun. Water Dist.* (2009) 170
19 Cal.App.4th 1186, 1201.)

20
21 Responsible agencies have two different sets of responsibilities under CEQA. First,
22 responsible agencies respond in a timely fashion to lead agency requests for information or
23 comments at various stages of the lead agency’s process in deciding whether to prepare an EIR
24 or a negative declaration and in the preparation of the document. (*See* Cal. Code Regs., tit. 14,
25 §15096; and *see generally* Pub. Res. Code, §21080.3.) The agency’s second set of
26 responsibilities revolves around its role in approving or acting on a project.

1 The Watermaster’s Motion does not address any of these processes or the role
2 Watermaster would have in them, if any. The Responding Parties request that the Court direct
3 the Watermaster to supplement its briefing to explain in far greater detail how it would envision
4 the CEQA review process to occur, including whether Watermaster would consider itself a
5 responsible agency. The Watermaster should also clarify how it would propose to resolve
6 conflicts should the County analyze impacts in a manner that the Watermaster considers to be
7 inconsistent with the Judgment.

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9 **C. The Motion Fails to Address What Significance Thresholds Would Apply**
10 **Under CEQA and How Those Thresholds Would be Consistent with the**
11 **Judgment and Physical Solution**

12 CEQA case law provides that the lead agency is responsible for determining whether an
13 adverse environmental effect identified in an EIR should be classified as “significant” or “less
14 than significant.” (Cal. Code Regs., tit. 14, §15064(b)(1).) Under §15064(b)(1), “the significance
15 of an activity may vary with the setting”; as a result, an inflexible definition of significant effects
16 is not possible. The lead agency generally has the discretion to formulate standards of
17 significance for use in an EIR, which requires the agency to make a policy judgment
18 distinguishing adverse impacts deemed significant from those deemed not significant. (*King &*
19 *Gardiner Farms, LLC v County of Kern* (2020) 45 Cal.App.5th 814, 884.) The Motion fails to
20 explain the standards by which the County would classify an impact to be “significant” and how
21 such standards would conform to requirements of the Judgment and Physical Solution.

22 **III. CONCLUSION**

23 The Responding Parties recognize the importance of metering and reporting requirements
24 for groundwater production in the Mojave Basin Area. The Motion, however, casts a much
25 broader—and likely improper—reach in demanding the County deem “all” well applications
26 “discretionary” without adequately describing or proposing a framework for implementation to
27 ensure consistency with the Judgment and with Parties’ water rights. The Motion raises
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1 significant concerns under the separation of powers doctrine, as articulated by the County of San
2 Bernardino in its Opposition. The Motion also does not answer necessary questions on how
3 CEQA review would be implemented in practice. As such granting the Motion as-is would create
4 more problems than it solves. Responding Parties therefore object to the Motion as presented and
5 respectfully request the Court direct the Watermaster to provide a much clearer and more
6 detailed proposal that addresses the questions raised in this Opposition.

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9 Dated: November 17, 2023

FENNEMORE LLP

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12 By: 

Derek R. Hoffman

Darien Key

Attorneys for MITSUBISHI CEMENT
CORPORATION, ROBERTSON'S READY
MIX, LTD., and CALPORTLAND
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PROOF OF SERVICE

STATE OF CALIFORNIA, COUNTY OF SAN BERNARDINO

Re: City of Barstow v. City of Adelanto, et al.;
Riverside Superior Court Case No.: CIV208568

I am employed in the County of Fresno, State of California. I am over the age of 18 years and not a party to the within action; my business address is: 8080 North Palm Ave. Third Floor, Fresno, CA 93711. On November 17, 2023, I served copies of the within documents described as **MITSUBISHI CEMENT CORPORATION, ROBERTSON’S READY MIX, LTD., and CALPORTLAND COMPANY OPPOSITION/RESPONSE TO MOJAVE WATERMASTER MOTION FOR ORDER REQUIRING THE COUNTY OF SAN BERNARDINO TO CONSIDER ALL APPLICATIONS FOR PERMITS TO CONSTRUCT WATER WELLS WITHIN THE MOJAVE BASIN ADJUDICATED BOUNDARIES AREA AS REQUIRING DISCRETIONARY DETERMINATIONS** on the interested parties in this action in a sealed envelope addressed as follows:

See attached Service List

BY MAIL - I am “readily familiar” with the firm’s practice of collecting and processing correspondence for mailing. Under that practice, it would be deposited with the United States Postal Service on the same day in the ordinary course of business, with postage thereon fully prepaid at San Bernardino, California. I am aware that on motion of the party served, service is presumed invalid if postal cancellation date or postage meter date is more than one day after date of deposit for mailing in affidavit.

BY PERSONAL SERVICE - I caused such envelope to be delivered by hand to the offices of the addressee pursuant to C.C.P. § 1011.

BY EXPRESS MAIL/OVERNIGHT DELIVERY - I caused such envelope to be delivered by hand to the office of the addressee via overnight delivery pursuant to C.C.P. § 1013(c), with delivery fees fully prepaid or provided for.

BY FACSIMILE - I caused such document to be delivered to the office of the addressee via facsimile machine pursuant to C.C.P. § 1013(e). Said document was transmitted to the facsimile number of the office of the addressee from the office of Gresham Savage Nolan & Tilden, in San Bernardino, California, on the date set forth above. The facsimile machine I used complied with California Rules of Court, Rule 2003(3) and no error was reported by the machine. Pursuant to California Rules of Court, Rule 2009(i), I caused the machine to print a record of the transmittal, a copy of which is attached to this declaration.

BY ELECTRONIC/EMAIL - Pursuant to the party’s express consent to receive electronic service, I caused such document to be delivered to the office of the addressee via electronic e-mail pursuant to C.C.P. §1010.6(a)(2)(A)(ii). Said document was transmitted to the email address of that office which is listed on the attached Service List. Said document was served electronically and the transmission was reported as complete and without error.

FEDERAL - I am employed in the office of a member of the bar of this court at whose direction the service was made.

1 I declare under penalty of perjury under the laws of the State of California that the
2 foregoing is true and correct. Executed on November 17, 2023, at Fresno, California.

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4 KELLY RIDENOUR

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SERVICE LIST

Re: City of Barstow v. City of Adelanto, et al.;
Riverside Superior Court Case No.: CIV 208568

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PROOF OF SERVICE

STATE OF CALIFORNIA }
COUNTY OF SAN BERNARDINO}

I am employed in the County of the San Bernardino, State of California. I am over the age of 18 and not a party to the within action; my business address is 13846 Conference Center Drive, Apple Valley, California 92307.

On November 27, 2023, the document(s) described below were served pursuant to the Mojave Basin Area Watermaster's Rules and Regulations paragraph 8.B.2 which provides for service by electronic mail upon election by the Party or paragraph 10.D, which provides that Watermaster shall mail a postcard describing each document being served, to each Party or its designee according to the official service list, a copy of which is attached hereto, and which shall be maintained by the Mojave Basin Area Watermaster pursuant to Paragraph 37 of the Judgment. Served documents will be posted to and maintained on the Mojave Water Agency's internet website for printing and/or download by Parties wishing to do so.

Document(s) filed with the court and served herein are described as follows:

MITSUBISHI CEMENT CORPORATION, ROBERTSON'S READY MIX, LTD., and CALPORTLAND COMPANY OPPOSITION/RESPONSE TO MOJAVE WATERMASTER MOTION FOR ORDER REQUIRING THE COUNTY OF SAN BERNARDINO TO CONSIDER ALL APPLICATIONS FOR PERMITS TO CONSTRUCT WATER WELLS WITHIN THE MOJAVE BASIN ADJUDICATED BOUNDARIES AREA AS REQUIRING DISCRETIONARY DETERMINATIONS

 X (STATE) I declare under penalty of perjury under the laws of the State of California that the above is true and correct.

Executed on November 27, 2023 at Apple Valley, California.



Jeffrey D. Ruesch

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Mojave Basin Area Watermaster Service List as of November 27, 2023

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Mojave Basin Area Watermaster Service List as of November 27, 2023

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Mojave Basin Area Watermaster Service List as of November 27, 2023

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Mojave Basin Area Watermaster Service List as of November 27, 2023

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