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INDIAN WELLS VALLEY WATER DISTRICT

SUPERIOR COURT OF THE STATE OF CALIFORNIA
FOR THE COUNTY OF ORANGE, CIVIL COMPLEX CENTER

MOJAVE PISTACHIOS, LLC; et al.,

Plaintiffs,

v.

INDIAN WELLS VALLEY WATER
DISTRICT; et al.,

Defendants.

Case No. 30-2021-01187275-CU-OR-CJC
*[Indian Wells Valley Groundwater
Adjudication]*

Assigned For All Purposes To:
The Honorable William Claster, Dept. CX101

**TECHNICAL WORKING GROUP
PARTIES' OBJECTION TO STATE
WATER RESOURCES CONTROL
BOARD'S SPECIAL MASTER
CANDIDATE FOR PHASE 2 TRIAL
RECOMMENDATION ON SAFE YIELD**

RELATED TO ROA 1959, 2122

INDIAN WELLS VALLEY WATER
DISTRICT,

Complaint Filed: November 19, 2019
Phase 1 Trial Date: April 28, 2025
Phase 2 Trial Date: June 8, 2026

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Cross-Complainant,
v.
ALL PERSONS WHO CLAIM A RIGHT TO EXTRACT GROUNDWATER IN THE INDIAN WELLS VALLEY GROUNDWATER BASIN NO. 6-54 WHETHER BASED ON APPROPRIATION, OVERLYING RIGHT, OR OTHER BASIS OF RIGHT, AND/OR WHO CLAIM A RIGHT TO USE OF STORAGE SPACE IN THE BASIN; et al.,
Cross-Defendants.
SEARLES VALLEY MINERALS INC.,
Cross-Complainant,
v.
ALL PERSONS WHO CLAIM A RIGHT TO EXTRACT GROUNDWATER IN THE INDIAN WELLS VALLEY GROUNDWATER BASIN NO. 6-54 WHETHER BASED ON APPROPRIATION, OVERLYING RIGHT, OR OTHER BASIS OF RIGHT, AND/OR WHO CLAIM A RIGHT TO USE OF STORAGE SPACE IN THE BASIN; et al.,
Cross-Defendants.

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1 The Indian Wells Valley Water District (“District”), Searles Valley Minerals Inc.¹
2 (“Searles”), and the Meadowbrook Dairy entities² (collectively, “TWG Parties”) respectfully object
3 to Samuel Boland-Brien—the candidate recommended by the State Water Resources Control Board
4 (“State Board”)—serving as the special master for the phase 2 trial.

5 The TWG Parties have proposed three qualified candidates, while the Indian Wells Valley
6 Groundwater Authority (“IWVGA”), the City of Ridgecrest (“City”), and the United States have
7 proposed none. Given the absence of agreement among the parties and the TWG Parties’ objection
8 to Mr. Boland-Brien, the TWG Parties respectfully request the Court appoint one of the three
9 candidates proposed by the TWG Parties.

10 **I. INTRODUCTION**

11 The Court has determined it will appoint a special master to review the Phase 2 Trial record
12 and recommend his or her best estimate of the safe yield for the Indian Wells Valley Groundwater
13 Basin (“Basin”). The recommendation will include “identifying the evidentiary basis” and “citing
14 to principal testimony, evidence, assumptions, methodologies, and factual findings relied upon.”
15 Although the Court will retain “exclusive authority to determine all factual and legal issues,” the
16 neutrality of the special master is vital. (Order Requesting the State Water Resources Control Board
17 to Recommend Special Master Candidates (C.C.P. § 845(c)) (ROA 2109), PDF p. 6.)

18 The TWG Parties’ objections are deliberately focused. They do not rest solely on Mr.
19 Boland-Brien’s employment by the State Board, his general experience implementing SGMA, or

20 ¹ On October 21, 2026, Searles moved this Court to substitute 5E SVM Operations Company, LLC
21 (“5E”) for Searles for all purposes in this action and related cases. On October 1, 2026, Searles
22 and 5E entered into a Water Assets Assignment Agreement whereby Searles assigned and
23 transferred all of its water rights, including those water rights in the Indian Wells Valley
24 Groundwater Basin, to 5E. The United States Bankruptcy Court for the District of Delaware
25 approved the sale by order entered September 21, 2026, in Case No. 26-10966-BLS. Searles’
undersigned legal counsel will continue to represent 5E in this action. A hearing is set on Searles’
motion for substitution on November 20, 2026. Until that motion is resolved, Searles remains the
named party in all filings in this action.

26 ² Meadowbrook Dairy Real Estate, LLC, a California Limited Liability Company; Big Horn
27 Fields, LLC, a California Limited Liability Company; Brown Road Fields LLC, a California
28 Limited Liability Company; Highway 395 Fields, LLC, a California Limited Liability Company;
and The Meadowbrook Mutual Water Company, a California corporation (collectively,
“Meadowbrook”).

1 policy views held by State Board personnel. Nor do the objections rely solely on technical
2 disagreement, standing alone, as bias. The objections are based on concrete, candidate-specific
3 contact with the Basin, and on material unanswered questions concerning the process that resulted
4 in Mr. Boland-Brien as the State Board's only recommended candidate.

5 The State Board's recommendation identifies no candidate pool, candidate screeners,
6 comparative selections criteria, a protocol that was used to identify and evaluate possible conflicts
7 of interest, or any process that was used to determine whether candidates had conducted prior work
8 in connection with the Basin, including whether the candidate had communicated with any of the
9 parties. (See Request for Judicial Notice ("RJN"), Exh. A.) These omissions matter because
10 California law disqualifies any person with a nexus to the matter being decided. A neutral
11 decisionmaker must be free from any interest in the case, prior opinions about any disputed matter
12 in the case, personal knowledge of disputed facts, and any circumstances that may shed reasonable
13 doubt as to the decisionmaker's impartiality. (See Code Civ. Proc., §§ 641, subs. (e)–(g), 170.1,
14 subs. (a)(1)(A), (a)(2)(C), (a)(6)(A)(iii); Cal. Rules of Court, rule 3.924; Code Jud. Ethics, canon
15 6D(3), 6D(5).)

16 Substantial evidence disqualifies Mr. Boland-Brien from serving as the special master.

17 First, in March 2017, while Mr. Boland-Brien managed the State Board's Groundwater
18 Management Program, Meadowbrook sent him a detailed request for assistance concerning the
19 SGMA process for the Basin, exclusion of private pumpers from that process, and disputed
20 technical claims that the Basin was being pumped three to four times its safe yield. Mr. Boland-
21 Brien never responded to Meadowbrook. (Declaration of Anita Imsand ("Imsand Decl."), ¶¶ 2–3,
22 Exh. C.)

23 Second, in December 2020, the State Board submitted a technical comment letter
24 concerning the Indian Wells Valley Groundwater Sustainability Plan. The letter was not written by
25 or directed to Mr. Boland-Brien; however, the letter itself confirms that the State Board personnel
26 who authored the letter consulted with the Division of Water Rights in preparing those comments.
27 (RJN, Exh. D, p. 1.) At that time, Mr. Boland-Brien supervised technical staff in the Division of
28 Water Rights as its Supervising Water Resources Control Engineer. (RJN, Exh. A, p. 2.)

1 Third, in January 2025, a lobbyist for the Indian Wells Valley Groundwater Authority
2 (“IWVGA”) sent an email to California legislative staff seeking an author for proposed legislation
3 that would later become Assembly Bill 1413. AB 1413 would have prohibited courts from
4 establishing a basin’s safe yield that exceeds the sustainable yield determined in that basin’s GSP.
5 (Assem. Bill No. 1413 (2025–2026 Reg. Sess.) as amended Jun. 30, 2025, §§ 1(d), 9.) The
6 lobbyist’s letter represented that the State Board, among others, had “worked with IWVGA on
7 language” for the “IWVGA-sponsored proposal” and saw it “as a solution to the problem” of
8 adjudications interfering with SGMA. (Declaration of James A. Worth (“Worth Decl.”), ¶¶ 2–5,
9 Exh. B.)

10 Finally, the State Board attorney who signed and submitted Mr. Boland-Brien’s
11 recommendation previously testified publicly before the State Senate Committee on Natural
12 Resources and Water, where she questioned the propriety of a court determining a basin’s safe yield
13 that differs from the sustainable yield determined in that basin’s GSP. (Informational Hearing, Sen.
14 Comm. on Natural Resources & Water, Mar. 11, 2025, 56:25–58:09, 59:19–1:00:20, available at
15 <https://www.senate.ca.gov/media-archive?page=7> (last visited Oct. 7, 2026).)

16 These combined circumstances disqualify Mr. Boland-Brien. They identify specific conflict
17 issues involving prior Basin contact, possible same-matter technical participation, extra-record
18 knowledge, a lack of independence in the selection process, and even raise the risk of whether the
19 candidate could become a percipient witness in these or other proceedings concerning the Basin.
20 Nothing requires the Court to accept Mr. Boland-Brien. The least disruptive course is to select a
21 qualified person who has no prior Indian Wells Valley involvement. At a minimum, the Court
22 should defer appointment and obtain recommendations from the parties.

23 **II. RELEVANT BACKGROUND**

24 **A. The State Board Provided a “List” of One Candidate.**

25 On July 31, 2026, the Court entered an order requesting the State Board to recommend
26 special master candidates. The order indicated that the Court “will be appointing a special master
27 who will be asked to recommend to the Court his or her best estimate of safe yield for the Basin,
28 including identifying the evidentiary basis for his or her recommendation and citing to principal

1 testimony, evidence, assumptions, methodologies, and factual findings relied upon in making his or
2 her recommendation.” (7/31/26 Order, PDF p. 6.) Citing Code of Civil Procedure section 845(c),
3 the order requested the State Board to submit “a list of candidates (‘Candidates List’) that the State
4 Board recommends for appointment as a special master to assist the Court.” (*Ibid.*)

5 In response to the Court’s order, the State Board submitted a September 3, 2026 letter
6 recommending one candidate, while acknowledging that the Court requested “a list of ‘candidates’
7 (plural).” (RJN, Exh. A, p. 1.) The State Board recommended Samuel Boland-Brien “after careful
8 consideration of expertise and objectivity, as well as [the author’s] personal knowledge of the
9 candidate’s reputation, qualifications, and willingness to take on the task.” (*Ibid.*) According to the
10 State Board, Mr. Boland-Brien is “in the Administrative Hearings Office (AHO),” which is “an
11 independent unit of the [State] Board created in 2019 to conduct neutral, fair and efficient hearings
12 on water-right matters.” (*Ibid.*)

13 Notably, the State Board’s letter does not identify other candidates considered, the people
14 who screened candidates, the selection criteria, a protocol that was used to identify and evaluate
15 possible conflicts of interest, or any process that was used to determine whether candidates had
16 conducted prior work in connection with the Basin, including prior communications with any of the
17 parties. (See *ibid.*)

18 **B. The Court Contemplated a Comparative, Referee-Style Candidate Process.**

19 As the Court indicated at trial, “I think ultimately if you can’t agree, I’ll probably request
20 three names from each of you, and we’ll figure out as we would with a referee, maybe I’ll have you
21 rank them and we’ll see where we go from there.” (Declaration of Douglas J. Evertz (“Evertz Decl.”),
22 ¶ 4, Exh. I [10 Reporter’s Transcript of Phase 2 Trial 2183:15–18].) That contemplated process is
23 consistent with the Court’s later request for a list of candidates and with the need to compare technical
24 qualifications, judicial-process experience, conflicts, and prior Basin involvement.

1 **III. GOVERNING LAW**

2 **A. Code of Civil Procedure Section 845 Preserves the Court’s Exclusive Control**
3 **Over Selection of a Special Master; the State Board’s Recommendation is**
4 **Advisory Only.**

5 The Court “may appoint one or more special masters whose duties may include . . .
6 [i]nvestigating technical and legal issues . . . , [c]onducting joint factfinding . . . , and [p]erforming
7 other tasks the court deems appropriate.” (Code Civ. Proc., § 845, subd. (a).) To assist the Court in
8 identifying a special master, the Court “may request” the State Board or DWR “to recommend
9 candidates for appointment as a special master or to review the qualifications of candidates.” (Code
10 Civ. Proc., § 845, subd. (c).)

11 The language in section 845 is discretionary. The Court “may” appoint a special master, and
12 the Court “may” request a recommendation from the State Board or DWR. Regardless, section 845
13 preserves the Court’s exclusive, independent control over the selection of a special master. Nothing
14 in section 845 makes a recommendation from the State Board or DWR presumptively correct.

15 Here, section 845 recognizes the Court’s discretion to request special master candidate
16 recommendations from the State Board; it does not require acceptance of the only name provided.
17 The Court has full discretion to decline the State Board’s recommended candidate; nothing
18 obligates the Court to appoint him as the special master.

19 **B. California’s Referee and Judicial-Disqualification Rules Supply Persuasive**
20 **Neutrality Benchmarks.**

21 Section 641 permits any party to object to a proposed referee who has an interest in the
22 event or main question involved in the action, has formed or expressed an unqualified opinion as to
23 the merits of the action, or has a state of mind evincing enmity against or bias toward a party. (Code
24 Civ. Proc., § 641, subds. (e)–(g).) Likewise, section 170.1 disqualifies any judge where he or she
25 has “personal knowledge of disputed evidentiary facts concerning the proceeding;” he or she served
26 as an officer of a public agency that is a party to the proceeding and personally advised the public
27 agency concerning the factual or legal issues in the proceeding; or a “person aware of the facts
28

1 might reasonably entertain a doubt that the judge would be able to be impartial.” (Code Civ. Proc.,
2 § 170.1, subds. (a)(1)(A), (a)(2)(C), (a)(6)(A)(iii).)

3 Moreover, the rules governing court-ordered referees impose additional requirements to
4 ensure a referee’s neutrality. A “referee must certify in writing that he or she consents to serve as
5 provided in the order of appointment and is aware of and will comply with applicable provisions of
6 canon 6 of the Code of Judicial Ethics and with the California Rules of Court.” (Cal. Rules of
7 Court, rule 3.924(a)(1).) A referee must also make certain disclosures to the parties, including
8 disclosures regarding any “significant personal or professional relationship the referee has or has
9 had with a party, attorney, or law firm in the current case.” (Cal. Rules of Court, rule 3.924(b); see
10 Code Jud. Ethics, canon 6D(3), 6D(5).)

11 **C. Due Process Requires a Reasonably Impartial, Noninvolved Reviewer.**

12 Generally, administrative adjudicators are presumed impartial absent a financial or other
13 personal interest. Violation of due process can be demonstrated not only by proof of actual bias, but
14 also by showing a particular combination of circumstances creating an unacceptable risk of bias.
15 (*Morongo Band of Mission Indians v. State Wat. Res. Control Bd.* (2009) 45 Cal.4th 731, 737, 741;
16 e.g., *Nasha v. City of Los Angeles* (2004) 125 Cal.App.4th 470, 483–485 [unacceptable probability
17 of bias when decisionmaker advocated against the very project later under consideration].) The
18 combination of functions within a single agency is not, by itself, disqualifying, provided the agency
19 maintains case-specific internal separation between advocates and decision makers. (*Morongo*,
20 *supra*, at pp. 737–741.) However, when the same individual within an agency served as
21 investigator in a matter, and is then assigned to decide it, disqualification of that individual is
22 required. (See Gov. Code, §§ 11425.10, subds. (a)(4), (a)(5), 11425.30, subd. (a), 11425.40, subds.
23 (a), (b), 11512, subd. (c).)

24 **IV. ARGUMENT: GROUNDS FOR OBJECTION**

25 **A. The State Board Provided Very Limited Information about Mr. Boland-Brien**
26 **and Nothing to Demonstrate his Neutrality.**

27 Mr. Boland-Brien appears deeply rooted in the State Board’s administration of SGMA. His
28 résumé, included with the State Board’s letter, identifies him as “a licensed civil engineer” with a

1 focus on “hydrology, groundwater management, and quasi-adjudicative proceedings.” (RJN, Exh.
2 A, p. 2.) He does not identify as a hydrologist, hydrogeologist, or groundwater modeler. Instead,
3 he has “14 years of experience in water rights administration.” (*Ibid.* [emphasis added].) He has
4 spent his entire career at the State Board, including as “leader of the program responsible for
5 implementing the State [] Board’s role in SGMA.” (*Ibid.*)

6 The State Board also offers no information supporting Mr. Boland-Brien’s neutrality.
7 Neither his résumé nor the State Board’s letter discloses his contact with parties to this case;
8 communications between the State Board and any party to this case regarding the Basin; Mr.
9 Boland-Brien’s work on the groundwater sustainability plan for the Basin or prior work in
10 connection with the Basin; the State Board’s efforts to support Assembly Bill 1413, including the
11 State Board’s communication with parties to this case; prior opinions concerning the Basin held by
12 Mr. Boland-Brien or the State Board; or the State Board’s selection process.

13 **B. Mr. Boland-Brien Was a Direct Addressee of a 2017 Basin-Specific Request**
14 **from Meadowbrook for Assistance on the Issues Now to be Reviewed by the**
15 **Special Master.**

16 In February 2017, David Ceppos of the Center for Collaborative Policy specifically
17 identified Mr. Boland-Brien as one of the State Board’s “key SGMA leaders” and provided his
18 contact information to Meadowbrook. (Imsand Decl., ¶ 2, Exh. C, pp. 11–12.) At that time, Mr.
19 Boland-Brien was serving as the Program Manager for the State Board’s Groundwater Management
20 Program. (RJN, Exh. A, p. 2.)

21 On March 31, 2017, Meadowbrook sent Mr. Boland-Brien a detailed email describing
22 concerns with the early phases of SGMA implementation in the Indian Wells Valley. (Imsand
23 Decl., ¶ 2, Exh. C, pp. 1–11.) Meadowbrook’s email described how private pumpers were being
24 excluded from the development of the GSA and GSP, despite their repeated requests for meaningful
25 participation. It also raised concerns about Kern County relying on studies that targeted agriculture
26 and incorrectly claimed the Basin was being pumped three to four times the safe yield.³

27 _____
28 ³ One of those reports was the 2014 Todd Report, which was admitted at the Phase 2 Trial as Exhibit 614.

1 Meadowbrook specifically asked Mr. Boland-Brien and other State Board and DWR representatives
2 for assistance and guidance concerning the Indian Wells Valley's SGMA process. (*Ibid.*)

3 Meadowbrook's email placed Mr. Boland-Brien on notice of Meadowbrook's concerns
4 regarding the GSP process, the exclusion of agricultural pumpers, and the technical assumptions
5 that would later, in fact, be used by the IWVGA in developing its GSP and its sustainable yield.
6 Yet, in recommending Mr. Boland-Brien, the State Board did not disclose whether he received or
7 reviewed the email; whether he responded, forwarded it, discussed it, or opened any attachments;
8 whether he formed or expressed any views; or whether he later participated in State Board or
9 interagency work concerning the same or similar subjects.

10 Mr. Boland-Brien's failure to respond does not necessarily prove bias, but, in light of other
11 circumstances, it does call into question his ability to be impartial. He is now being proposed by
12 the State Board to evaluate the safe yield evidence presented by Meadowbrook's designated expert,
13 Eddy Teasdale, and evidence of the other TWG Parties' experts on safe-yield issues brought
14 directly to his attention years ago.

15 C. **A 2020 State Board Comment Letter on the Basin's GSP Raises Questions**
16 **About Mr. Boland-Brien's Participation.**

17 On December 8, 2020, the Chief of the State Board's Groundwater Management Program—
18 the same Program previously led by Mr. Boland-Brien through 2019—submitted a detailed letter to
19 DWR providing technical comments on the Basin's GSP. (RJN, Exh. D.) Many of those comments
20 addressed technical issues that were the subject of testimony and evidence at the Phase 2 Trial,
21 including, but not limited to, groundwater storage, evapotranspiration, mountain-front recharge,
22 projected pumping, and the GSP's water budget. (*Id.* at pp. 1–4.) Although the comments identified
23 uncertainties and requested additional explanation, the State Board evaluated those issues within the
24 SGMA framework and accepted the GSP's basic premise that continued pumping reductions and
25 management actions were necessary to bring the basin into balance. (See *ibid.*)

26 The State Board's comment letter was not written by or directed to Mr. Boland-Brien.
27 However, it states that the State Board personnel who authored the letter consulted with the State
28 Board's Division of Water Rights in preparing those comments. (*Id.* at p. 1.) At that time, in

1 December 2020, Mr. Boland-Brien supervised technical staff in the Division of Water Rights as its
2 Supervising Water Resources Control Engineer. (RJN, Exh. A, p. 2.)

3 The Court has made clear that the Special Master will consider only the testimony and
4 evidence admitted at the Phase 2 Trial. Given Mr. Boland-Brien's roles for the State Board in 2019
5 and 2020, the State Board's technical comment letter strongly suggests that Mr. Boland-Brien's
6 prior experience includes work specifically involving the Indian Wells Valley. It also creates a
7 specific issue of bias that the State Board failed to address, including disclosure of his conclusions
8 reached, prior communications concerning the Basin, and a relationship between that work and the
9 evidence he would now be asked to evaluate.

10 **D. An Email from an IWVGA Lobbyist Raises Questions about State Board**
11 **Support for Legislation that would have Prevented the Phase 2 Trial.**

12 A January 22, 2025 email from Michael McKinney of Capitol Core, "a lobbyist for
13 [IWVGA]," to California legislative staff sought an author for an "IWVGA-sponsored proposal"—
14 proposed legislation that would a month later become Assembly Bill 1413. (Worth Decl., ¶¶ 2–5,
15 Exh. B, p. 1.) The email explained that the proposal would amend the Water Code to make a
16 validation action the sole judicial proceeding for reviewing a GSP. (*Ibid.*) In this way, the
17 IWVGA's proposal would close a "loophole" that "allows for a de novo review by the courts in an
18 adjudication without deference to the technical findings of the [GSA] and the review/approval by
19 [DWR]." (*Ibid.*)

20 Notably, the email expressly represented:

21 DWR, the State Water Resources Control Board, and the
22 Department of Justice recognize the issue, have worked with
23 IWVGA on language, and recognize the proposal as a solution to
24 the problem (everything short of endorsement).

25 (*Ibid.* [emphasis added].)

26 The State Board was not merely observing a general legislative debate or offering neutral
27 technical assistance. According to IWVGA's own lobbyist, the State Board worked directly with
28 the IWVGA and the United States on the language of AB 1413. The proposal described

1 independent judicial review as a “loophole” and sought to make the administrative SGMA process
2 controlling over the judicial process.

3 The significance of the email cannot be overstated. The State Board worked closely with a
4 party to this case on legislation intended to prevent the very Phase 2 Trial itself.

5 **E. The Signatory on the State Board’s Letter Publicly Testified in Favor of**
6 **Deferring to a GSP on Sustainable Yield.**

7 Tina Cannon Leahy, who is an Attorney Supervisor in the Office of Chief Counsel for the
8 State Board, signed and submitted the State Board’s September 3rd letter recommending Mr.
9 Boland-Brien. (RJN, Exh. A, p. 1.) Indeed, the State Board’s recommendation rests, in part, on
10 Ms. Leahy’s “personal knowledge” of Mr. Boland-Brien. (*Ibid.*)

11 At a March 11, 2025 informational hearing before the State Senate Committee on Natural
12 Resources and Water, Ms. Leahy testified as the State Board’s “Supervising Attorney.” (RJN, Exh.
13 G [3/11/25 Committee Agenda].) Discussing the relationship between a GSP’s sustainable yield
14 and a different safe yield ruling in an adjudication, Ms. Leahy testified:

15 So, an adjudication is a determination of all of the rights. So that’s
16 a determination and a quantification of the rights. . . . And then the
17 Groundwater Sustainability Plan is a management plan for the
18 basin. So those things are not inherently in conflict. I think what
19 we’re seeing and that is concerning is that if there is a different
20 safe yield is usually what’s used in a groundwater adjudication. If
21 there’s a different safe yield number in the adjudication than the
22 sustainable yield number in the Groundwater Sustainability Plan,
23 then there’s a potential conflict because the Groundwater
24 Sustainability Agency is still required under the law to manage
25 sustainably. And then you have a court process that ends up in a
26 decree that could have a watermaster and there’s no guarantee in
27 the law that the watermaster would be the Groundwater
28 Sustainability Agency.

1 (Informational Hearing, Sen. Comm. on Natural Resources & Water, *supra*, at 56:25–57:23,
2 [emphasis added].)

3 Ms. Leahy went on to testify that adjudications are “not supposed to interfere with the
4 ability of the Groundwater Sustainability Agency, the Department of Water Resources, or the State
5 Water Resources Control Board to implement” SGMA, and suggested that when a court makes a
6 safe yield determination that differs from a GSP’s sustainable yield determination, the court’s ruling
7 interferes with SGMA implementation because the court has declined “to defer to the Groundwater
8 Sustainability Plan.” (*Id.* at 57:24–58:09.) She closed her remarks favoring the SGMA process for
9 determining sustainable yield over the adjudication process for determining safe yield:

10 [G]roundwater adjudications are a very closed process. So that’s a
11 pay to play process. And only the people that can be involved in
12 that process are the people who can afford to actually be in an
13 adjudication. . . . So, an adjudication is a very closed process.
14 SGMA, on the other hand, includes all users. It’s an open process
15 and people can be involved. In fact, groundwater sustainability
16 agencies, they’re required to have an interested persons list and to
17 provide that information to those people. So, when they’re
18 determining a sustainable yield number, they’re actually including
19 the community in that. That is very different than an adjudication.

20 (*Id.* at 59:19–1:00:20.)

21 Ms. Leahy’s remarks reveal resistance to the possibility of an adjudication determining the
22 safe yield for a basin that differs from the sustainable yield determined through that basin’s GSP.
23 Here, the Court-appointed special master will be presented with that very possibility: to evaluate the
24 Phase 2 Trial record and recommend his or her best estimate of safe yield, where the Basin’s GSP
25 determined 7,650 AFY while the TWG Parties’ experts opine that the safe yield is at least 14,300
26 AFY. Mr. Boland-Brien’s appointment would implicate substantial conflict concerns about the
27 core issue of whether the safe yield of the Basin can differ from the sustainable yield set forth in the
28 Basin’s GSP.

1 **F. The AHO’s Own Screening Criteria Disqualify the State Board’s Candidate.**

2 The State Board neglected to follow its own AHO’s screening criteria in recommending Mr.
3 Boland-Brien. The AHO’s May 31, 2024 Memorandum entitled, “Procedures to Maintain
4 Separation of Functions and to Avoid Conflicts of Interest or the Appearance of Bias Arising from
5 Prior Employment,” “establishes screening procedures to prevent a conflict of interest or
6 appearance of bias of AHO hearing officers and other employees of the AHO who participate in the
7 decision-making process for any adjudicative proceeding conducted in whole or in part by the
8 AHO.” (RJN, Exh. H, p. 1.) The AHO recognizes that a person may not preside after serving as
9 investigator, prosecutor, or advocate in the same proceeding or its pre-adjudicative stage; that staff
10 in those roles must be screened; and that prior advocacy or consulting in the same proceeding can
11 produce permanent exclusion. (*Id.* at pp. 1–3.)

12 The State Board invoked the AHO’s independence in support of its recommendation of Mr.
13 Boland-Brien, but he does not appear to satisfy the AHO’s own same-matter screening principles.

14 **V. THE TWG HAS PROPOSED THREE QUALIFIED CANDIDATES; THE IWVGA,**
15 **THE CITY, AND THE UNITED STATES HAVE PROPOSED NONE.**

16 On September 16, 2026, the TWG Parties provided the IWVGA and the United States with
17 a list of three qualified candidates. (Evertz Decl., ¶ 2, Exh. F.) Before that, on July 9, 2026, the
18 IWVGA had already represented that it “accepted” one of these three candidates but stated that it
19 “would like to see the State Board’s list” before committing. (Evertz Decl., ¶ 3, Exh. E, p. 1.)

20 On October 5, 2026, counsel for all active Phase 2 parties participated in “interviews” of the
21 three candidates proposed by the TWG Parties. (Evertz Decl., ¶ 5.) Following the interviews, the
22 candidates provided information on their backgrounds, colleagues who may assist the candidate and
23 their backgrounds, rates, and contacts with any of the parties, counsel, or witnesses to Phase 2.
24 (Evertz Decl., ¶ 5.) Concurrently submitted with these objections, the TWG Parties are providing to
25 the Court this information on the candidates proposed by the TWG Parties.

26 Neither the IWVGA, the City, nor the United States have proposed any candidates. In fact,
27 when asked whether they would propose any other candidates, counsel for the City, who also
28 currently serves as acting counsel for the IWVGA, responded that they did not believe they needed

1 to propose any other candidates because the TWG Parties have proposed “reasonable” candidates.
2 (Evertz Decl., ¶¶ 5, 7.)

3 **VI. CONCLUSION**

4 The TWG Parties respectfully object to the special master candidate recommended by the
5 State Board, Samuel Boland-Brien, for the reasons set forth above and request that the Court
6 appoint one of the three candidates proposed by the TWG Parties, who are neutral and non-biased.

7
8 Dated: October 23, 2026

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25 WATER COMPANY
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