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EXHIBIT 4

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20	DISTRICT COURT		
21	CLARK COUNTY, NEVADA		
22	PETITION FOR JUDICIAL REVIEW)	CASE NO.	
23	OF NEVADA STATE ENGINEER) ORDER 1309)	DEPT. NO.	
24	COYOTE SPRINGS INVESTMENT,	PETITION FOR JUDICIAL REVIEW OF	
25	LLC	NEVADA STATE ENGINEER ORDER 1309	
26) Petitioner,)		
27	v.)		
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TIM WILSON, State Engineer, State of Nevada, Department of Conservation and Natural Resources, Division of Water Resources,	
Respondent.	

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1. Petitioner Coyote Springs Investment, LLC ("CSI"), by and through the undersigned counsel, hereby petitions this Court for judicial review of a June 15, 2020 decision entitled "Order # 1309 DELINEATING THE LOWER WHITE RIVER FLOW SYSTEM HYDROGRAPHIC BASIN WITH THE KANE SPRINGS VALLEY BASIN (206), COYOTE SPRING VALLEY BASIN (210). A PORTION OF BLACK MOUNTAINS AREA BASIN (215), GARNET VALLEY BASIN (216), HIDDEN VALLEY BASIN (217), CALIFORNIA WASH BASIN (218), AND MUDDY RIVER SPRINGS AREA (AKA UPPER MOAPA VALLEY) BASIN (219) ESTABLISHED AS SUB-BASINS, ESTABLISHING A MAXIMUM ALLOWABLE PUMPING IN THE LOWER WHITE RIVER FLOW SYSTEM WITHIN CLARK AND LINCOLN COUNTIES, NEVADA, AND RESCINDING INTERIM ORDER 1303" by Tim Wilson, Nevada State Engineer ("Order 1309"). A true and correct copy of Order 1309 is attached as Exhibit "A".

2. In Order 1309, Nevada State Engineer ("State Engineer"), Tim Wilson, ordered the delineation of six, and part of a seventh, previously separately delineated hydrographic basins, into a single hydrographic basin called the "Lower White River Flow System", and ordered designated a maximum quantity of 8000 acre-feet-annually of groundwater that may be pumped from the Lower White River Flow System Hydrographic Basin, and ordered that the 8000 acre-foot maximum may be reduced if it is determined that pumping adversely affects the Moapa dace, and ordered that the previously issued moratorium regarding any final subdivision submitted to the State Engineer for review set forth in State Engineer Interim Order 1303 dated January 11,

2019 ("Rescinded Order 1303") be terminated, and ordered that all other matters set forth in Rescinded Order 1303 that are not specifically addressed in Order 1309 were rescinded.

JURISDICTION AND PARTIES

- This Court has jurisdiction to address this petition pursuant to N.R.S. 533.450(1), 3. which provides that "any person feeling aggrieved by any order or decision of the State Engineer, . . . may have the same reviewed by a proceeding for that purpose, insofar as may be in the nature of an appeal, which must be initiated in the proper court of the county in which the matters affected or a portion thereof are situated. . . . " Coyote Springs Investment LLC, master developer of the Coyote Springs Development, which is subject to the State Engineer's June 15, 2020 decision, has over 21,000 acres of feeowned land for development in Lincoln County, Nevada, and holds a leasehold interest to over 7,500 acres of conservation land in Lincoln County, Nevada; and over 6,800 acres of fee-owned land for development in Clark County, Nevada, and holds a leasehold interest to over 6,200 acres of conservation land in Clark County, Nevada.
- CSI is a limited liability company, formed under the laws of the State of Nevada, and is the original developer of Coyote Springs Development in both Lincoln and Clark Counties, Nevada.
- Tim Wilson is, as of the date of this Petition, the State Engineer, Nevada Division 5. of Water Resources, is an agent of the State of Nevada, and is appointed by and responsible to the Director of the State Department of Conservation and Natural Resources ("Department"). NRS 532.020. The State Engineer issued the June 15, 2020 decision, Order 1309, which is the subject of this Petition.

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FACTS

6. From water rights purchased in 1998, CSI owns 4600 acre feet annually ("afa") of certificated and permitted Nevada water rights in the Coyote Spring Valley Hydrographic Basin. CSI's groundwater rights in the Coyote Spring Valley are evidenced as follows: CSI owned 1500 afa under Permit 70429 (Certificate 17035) of which 1250 afa was conveyed to the Clark County Coyote Springs Water Resources General Improvement District ("CS-GID") to be used for the Coyote Springs Development, with the remaining 250 afa still owned by CSI. CSI also owned 1000 afa under Permit 74094 of which 750 afa were conveyed to the CS-GID to be used for the Coyote Springs Development, with the remaining 250 afa still owned by CSI. CSI also owned 1600 afa under Permit 70430 of which 460 afa was relinquished as approved and permitted by the State Engineer and accepted by the United States Fish and Wildlife Service ("USFWS") as required mitigation arising from the Coyote Springs Development and for the protection of the Moapa dace fish, thus leaving 1140 afa that continues to be owned by CSI. Further, CSI continues to own 500 afa under Permit 74095. Thus, the total amount of water permits held by CSI as of the date of this Petition is 2140 afa, and the total amount of water rights held by the CS-GID is 2000 afa all of which is to be used for the Coyote Springs Development¹, with 460 afa relinquished by CSI for protection of the endangered Moapa dace. CSI also owns a few additional rights in the LWRFS Hydrographic Basin outside of the Coyote Springs Valley. Furthermore, through a purchase and option agreement dated October 17, 2005, and as amended from time to time ("KS-Agreement"), CSI purchased from Lincoln County Water District ("LCWD")

¹ And pursuant to that certain Amended and Restated Coyote Springs Water and Wastewater Multi-Party Agreement, dated July 7, 2015, regarding operation and management of the CS-GID, if the Coyote Springs Development ceases to develop, then the water rights revert to CSI. Meaning, the CS-GID executes deeds and other related instruments necessary to effectuate that reversion.

- and Vidler Water Company ("Vidler") 246.96 acre feet of permitted water rights in Kane Springs Valley and a contractual commitment from Lincoln County Water District to provide CSI with 253.04 afa that CSI purchased and dedicated to Lincoln County Water District (for an available total quantity of water equal to 500 afa) as evidenced by Permits 72220 and 72221. Further subject to the KS-Agreement, CSI holds an option to purchase from Vidler, an additional 500 afa of permitted Kane Springs Valley water rights.
- 7. Directly relevant to CSI's interests, the total amount of water rights affected by the State Engineer's decision is 4140 afa in Coyote Spring Valley and 1000 afa in the Kane Spring Valley, in Clark and Lincoln Counties, Nevada, respectively.
- The Southern Nevada Water Authority ("SNWA"), USFWS, CSI, Moapa Band of Paiutes, and the Moapa Valley Water District ("MVWD") entered into a Memorandum of Agreement dated April 20, 2006 and as amended from time to time (as amended, the "2006 MOA") as a result of the State Engineer's Order 1169 and their respective proposed development needs. The purpose of the 2006 MOA was to protect Muddy River's flow rates for protection of the Moapa dace initially during the Order 1169 pump test and then beyond. The 2006 MOA set forth certain rights and obligations of the parties to the agreement. Among other things, CSI agreed to dedicate ten percent of its initial water rights (4600 afa), which was a quantity of 460 afa, to the survival and recovery of the Moapa dace pursuant to Section 3(a) of the MOA. The Biological Opinion issued by USFWS described in File Nos. 84320-2008-F-0113 and 84320-2008-I-0499, dated October 22, 2008] confirm CSI's obligation to dedicate this water as appropriate mitigation for any take of the Moapa dace related to the development of Coyote Springs community. USFWS determined that the best use of this 460 afa of dedicated water would be for it to remain in the groundwater system in reliance on the premise that the water makes its way in the underground system to the Muddy River

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9. Since just before the year 2000, over 20 years ago, CSI commenced development efforts of its property in the Coyote Spring Valley. CSI's first development agreement in Clark County was dated September 2004, and since that time CSI has prepared and processed permits and approvals for community infrastructure, maps and plans, and recorded maps. CSI's development efforts include zoning entitlements for golf course, resort, residential, multi-family, commercial, industrial, gaming enterprise, among others. These efforts include recorded large parcel, parent final maps for purpose of subsequent residential subdivision maps, all of which were for the development of the community and master plan known as the Coyote Springs Development. These efforts were engaged with many agencies, including, without limitation, Clark County, Lincoln County, the Las Vegas Valley Water District ("LVVWD"), Lincoln County Water District, Clark County Water Reclamation District, Nellis Air Force Base, Nevada Department of Wildlife, USFWS, US Army Corp. of Engineers, Bureau of Land Management, Clark County Regional Flood Control District, Nevada Department of Transportation, Nevada Division of Environmental Protection, Department of Air Quality, Southern Nevada Water Authority, Southern Nevada Health District, and the State Engineer. CSI holds and has been issued, a variety of permits, entitlements, bonds, improvements, maps and plans.

10. Based on those permits, entitlements, bonds, and approved plans, CSI constructed significant infrastructure improvements to support the Coyote Springs

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- 11. The Golf Course opened in May 2008, and has operated since opening at a monetary loss, and operations at a loss continue to the present. The Golf Course has just over 25,000 rounds of golf played per year. Prior to COVID-19 over 60 full time employees were employed; post-COVID-19, there remain just 25 personnel employed in connection with the Coyote Springs Golf Club and the Coyote Springs Development. Many more employees would be activated and employed if CSI were allowed to proceed with its entitled and permitted development efforts.
- 12. CSI's many improvements for the Coyote Springs Development include the \$40,000,000 Jack Nicklaus Signature Golf Course; a 325 acre flood control detention basin (subject of a dam permit issued and renewed by the State Engineer); a groundwater treatment plant permitted by Nevada Department of Environmental Projection and to specifications required by the LVVWD and the CS-GID which includes two 1,000,000 gallon water storage tanks designed and constructed to culinary water standards; a wastewater treatment plant permitted by the Nevada Department of Environmental Protection and to specifications required by the LVVWD and the CS-GID and initial package treatment plant; and a 3-megawatt electrical substation and appurtenant equipment operated by Lincoln County Power District.
- 13. The Coyote Springs Development drilled and operated four groundwater production wells, two of which are fully equipped to LVVWD and CS-GID standards,

municipal water wells, all of which have been overseen, approved, and permitted by the State Engineer. The two wells equipped to municipal standards were done so at a cost greater than Twenty Million Dollars (\$20,000,000). Based on, and in reliance on these approvals, and other approvals by the relevant government agencies, including the State Engineer, CSI constructed miles of roadways, curbs, and installed associated underground utilities, including water, sewer, gas and electricity in the Coyote Springs Development. The total cost of construction and acquisitions for these improvements and associated processing is well over Two Hundred Million Dollars (\$200,000,000).

- 14. CSI relied upon the approvals granted by the relevant agencies, some of which are listed above, but most particularly the State Engineer, to proceed with these construction projects. CSI, in particular has relied on the approvals of the State Engineer recognizing that CSI must use its certificated and permitted water rights in the Coyote Springs Development in order to support operation of the existing and operating golf course and related facilities, and all of its residential subdivision development and construction efforts in order to open a homebuilding center to the public and sell residential homes, among other customary southern Nevada master planned community commercial and public facility support amenities.
- 15. Eighteen years ago, prior State Engineer Hugh Ricci issued an order which held in abeyance certain applications pending or to be filed for additional water rights in the Coyote Spring Valley Basin 210 (and other basins), known as Order 1169 ("Order 1169"). At the time of Order 1169, various parties, including CSI, MVWD, SNWA, among others, had water right applications pending for determination. The State Engineer determined there was insufficient information and data concerning the deep carbonate aquifer underlying the hydrographic basins in question. Based on the need for additional information and data, the State Engineer exercised his authority under NRS 533.368 to order a hydrological study of the basins in question. In taking this step,

the State Engineer studied available water to issue a permit for pending applications, and in so doing the State Engineer determined that certain applicants, including CSI, already had a vested interest in water rights permitted from the carbonate aquifer system, thereby acknowledging the existence and validity of CSI's 4600 afa referenced in paragraph 6 above. The study requested was to occur over a five-year period and fifty-percent (50%) of the water rights then permitted in the Coyote Springs Valley Basin were to be pumped for at least two consecutive years. The applicants, which included CSI, were to pay for the studies and were to file a report with the State Engineer within 180 days of the end of the fifth (5th) consecutive year following commencement of the test.

- 16. CSI, SNWA, MVWD, among others, thereafter performed the required pump tests on the wells in the Coyote Springs Valley Basin from 2010 to 2012 and filed their reports in 2013.
- 17. On January 29, 2014, State Engineer Jason King issued Ruling 6255 ("Ruling 6255") out of the Order 1169 pump tests. In Ruling 6255, the State Engineer ruled that pumping groundwater in Coyote Spring Valley Basin for new applications would decrease flows at existing springs and could impact existing water rights held by parties such as CSI's then existing 4600 afa of permitted water rights. The State Engineer also found that the Muddy River and Muddy River Springs were fully appropriated and pumping of groundwater could, in the future, potentially reduce flows in the Muddy River that might cause a conflict with existing water rights. The State Engineer decided this conflict with existing rights was not in the public interest and allowing appropriation of additional groundwater resources could impair protection of springs and the habitat of the Moapa dace that lives in the headwaters of the Muddy River. Based on those findings, the State Engineer denied the then-pending new water right applications. Ruling 6255 protects existing water rights (such as CSI's then owned 4600 afa) from

- 18. CSI's existing water rights in what is now designated "Lower White River Flow System Hydrographic Basin" are part of the rights the State Engineer ruled <u>must be protected</u> in Ruling 6255. CSI has historically pumped, and continues to pump, between 1400 afa and 2000 afa from its wells in the Coyote Spring Valley Basin. Golf Course operations use, on average, 1100 afa, and beyond that water is used to support construction activity in the Coyote Springs Development. Irrigation of Golf Course Operations and other landscaping areas will be replaced by grey-reclaimed water in the future after residential development is underway.
- 19. Through the specific plan, development agreement, entitlement and zoning process, and creation of the CS-GID, CSI adopted aggressive water conservation plans that it stands ready to implement. These plans include reuse of groundwater once it makes its ways through the residential infrastructure, including grey-water use on golf courses, common areas, and public parks. Coyote Springs Development's water conservation target is for each equivalent-residential-unit to achieve 0.36 afa. Treated effluent from CSI's wastewater treatment plant will be recycled within the development and any portion not reused is designed to recharge the aquifer and flow to the Muddy River and ultimately to Lake Mead.
- 20. Of the 4140 afa CSI has available for immediate development of the Coyote Springs Development, CSI intends to support its existing entitled residential units within its subdivisions, plus related resort, commercial and industrial development. Return flows from the subdivision and effluent from its treatment plants will be returned to the aquifer or recycled.
- 21. As CSI processed the final governmental approvals of what would be its first residential subdivision map for 575 units in "Village A" of the Coyote Spring

Development, on May 16, 2018, State Engineer Jason King sent a letter to LVVWD regarding Coyote Spring Valley Basin Water Supply, with a copy to CSI's representative, Mr. Albert Seeno III.² The State Engineer stated that the pump tests from Order 1169 through the present clearly indicate that pumping at the level during the two year pump test caused unprecedented declines in groundwater levels.

22. In the State Engineer's May 16, 2018 letter, he stated (for the first time), that any groundwater to be pumped across a *five-basin area* [emphasis in original] would be limited to ensure no conflict with Muddy River Springs or the Muddy River as they are the most senior rights in the then-identified five-basin area. The State Engineer further said that carbonate pumping will be limited to a fraction of the 40,300 acre feet already appropriated in the identified five-basin area. Following that sweeping statement, the State Engineer specifically addressed the purpose of the then instant letter by stating:

Therefore, specific to the question raised in your November 16, 2017, letter, considering current pumping quantities as the estimated sustainable carbonate pumping limit, <u>pursuant to the provisions found in Nevada Revised Statutes Chapter 278, 533 and 534, the State Engineer cannot justify approval of any subdivision development maps based on the junior priority groundwater rights currently owned by CWSRGID (sic)[Coyote Springs Water Resources General Improvement District] or CSI unless other water sources are identified for development. (emphasis in original.)</u>

This May 16, 2018 letter went on to close with a desire that the water rights holders in the area plus the Nevada Division of Water Resources work together to reach a resolution for the entirety of the five basin area.

23. Subsequently, in communications by email between Albert Seeno III with the State Engineer, on May 17, 2018, the State Engineer advised that he would neither

² The May 16, 2018 letter was rescinded pursuant to a settlement agreement between CSI and the State Engineer. See paragraph 26 below.

sign-off nor approve any subdivision map submitted by CSI if they were based on water rights CSI owned or had dedicated to the CS-GID.

- 24. On May 18, 2018, in a conversation with Albert Seeno III, the State Engineer advised CSI not to spend one dollar more on the Coyote Springs Development Project and that processing of CSI's maps had stopped. The State Engineer stated that he was going to prepare a new draft order that would supersede or dramatically modify Order 1169 and Ruling 6255, in approximately 30 days. The State Engineer admitted to Albert Seeno III that this was unchartered territory and further, that his office has never granted rights and then just taken them away.
- 25. Following his conversation with State Engineer Jason King, on May 18, 2018, Albert Seeno III emailed Jason King and asked if anyone had filed an impairment claim or any type of grievance with regard to CSI's and/or CS-GID's water rights and/or the pumping CSI had performed over the prior 12 years. On May 21, 2018, the State Engineer responded that no one had asserted a conflict or impairment regarding CSI's pumping of the CS-GID and CSI's water rights.
- 26. On June 8, 2018, CSI filed a Petition for Review of the State Engineer's May 16, 2018, letter challenging the State Engineer's decision to place a moratorium on processing CSI's subdivision maps. After a court-ordered settlement meeting on August 29, 2018,, the parties agreed to settle and dismiss the case. In that settlement agreement dated August 29, 2018, the State Engineer agreed to rescind his May 16, 2018, letter and to process CSI's subdivision maps without prejudice.
- 27. Thereafter, the State Engineer began a public workshop process to review the water available for pumping in an area that the State Engineer began calling the Lower White River Flow System ("LWRFS") which includes the Coyote Spring Valley

hydrographic basin³. This public process included public workshops, a working group of stakeholders, and included facilitation of a meeting of the Hydrologic Review Team ("HRT") established pursuant to that certain 2006 Memorandum of Agreement among some of the parties involved in the new LWRFS process.⁴

- 28. On September 7, 2018, the Office of the State Engineer issued two conditional approvals of subdivision maps submitted for review by CSI. The first conditional approval was for the Large Lot Coyote Springs—Village A, consisting of eight lots, common area, and rights of way totaling approximately 643 acres in Clark County and requiring the statutory 2.0 afa per lot, for a total of 16 afa. The second conditional approval was for the Coyote Springs—Village A subdivision map, consisting of 575 lots, common areas and rights of way for approximately 142.71 acres in Clark County and requiring an estimate demand of 408.25 afa of water annually based on .71 afa per residential unit. The two subdivision maps were conditionally approved subject to a showing by CSI (or its agent) that sufficient water was available without affecting senior water rights in the Muddy River and the Muddy River Springs.
- 29. Following this brief public input process, the State Engineer issued a draft order at a public workshop held on September 19, 2018. The September 19, 2018, draft order contained a preliminary determination that there were 9,318 afa of water rights with a priority date of March 31, 1983, or earlier, that could be safely pumped from five-basins composing the initial-LWRFS basins without affecting the flows in the Muddy

³ The Lower White River Flow System as so named, was identified colloquially prior to January 2019, and in Rescinded Order 1303 dated January 11, 2019 these same hydrographic basins were identified as a single administrative unit, and then even further, in his June 15, 2020 Order#1309 the State Engineer specifically named and identified the Lower White River Flow System Hydrographic Basin which is fully described in this

⁴ On July 24, 2018, the State Engineer held a Public Workshop and on August, 23, 2018 facilitated the meeting of the HRT.

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River and without affecting the endangered Moapa dace fish. The draft order included a moratorium on processing of subdivision maps unless demonstrated to the State Engineer's satisfaction that an adequate supply of water was available "in perpetuity" for the subdivision proposed to be mapped.

- 30. On October 5, 2018, CSI submitted a series of comment letters to the State Engineer regarding the September 19, 2018, draft order. CSI commented on the total lack of technical information necessary to perform a comprehensive review of the State Engineer's conclusions in the draft order. CSI requested that the State Engineer provide public access to the cited 30,000 pages of documentation used to support his conclusions in the draft order.
- 31. In the October 5, 2018 CSI comment letters from CSI and its qualified expert, CSI also pointed out to the State Engineer that his use of the 9318 afa limit for pumping in the basin was not supported by substantial evidence and that the State Engineer's own data supported a figure of at least 11,400 afa that could be pumped without any effect on the flows in the Muddy River or any effects on the Moapa dace. CSI also criticized reliance on only three-years of pump data to establish the limitation of 9318 afa when data from more than three years was available.
- 32. On October 23, 2018, CSI provided additional comments on the September 19, 2018 draft order. CSI noted again that the State Engineer's own data supported a determination that the correct amount of pumping that could be sustained in the LWRFS was at least 11,400 afa and not 9,318 afa. However, even assuming that 9,318 afa was the correct number, CSI was still entitled to at least 1,880 afa of water for its subdivisions.
- 33. On January 11, 2019, State Engineer Jason King issued Rescinded Order 1303.
- On May 13, 2019 the State Engineer amended Rescinded Order 1303. In
 Rescinded Order 1303, the State Engineer declared that Coyote Spring Valley, Muddy

River Springs Area, Hidden Valley, Garnet Valley, California Wash, and the northwestern part of the Black Mountains Area were designated as a joint administrative unit for purposes of administration of water rights, known as the Lower White River Flow System or the Six-Basin Area. Rescinded Order 1303 also declared a temporary moratorium on approvals regarding any final subdivision or other submissions concerning development and construction submitted to the State Engineer for review. According to Rescinded Order 1303, any such submittal shall be held in abeyance pending the conclusion of the public process to determine the total quantity of groundwater that may be developed within the Lower White River Flow System. Rescinded Order 1303 did provide an exception to the moratorium, that the State Engineer could review and grant approval if a showing of an adequate and sustainable supply of water to meet the anticipated "life of the subdivision" was made to his satisfaction.

- 35. Rescinded Order 1303 raised five questions for stakeholders to review and to which they could respond with technical, scientific data: (a) the geographic boundary of the LWRFS, (b) aquifer recovery subsequent to the Order 1169 aquifer test, (c) the long-term annual quantity and location of groundwater that may be pumped from the LWRFS, (d) the effect of movement of water rights between alluvial and carbonate wells within the LWRFS and (e) any other matter believed to be relevant to the State Engineer's analysis (the "Five Topics Noticed for Determination").
- 36. In issuing Order 1309, the State Engineer went well beyond the scope of issues within the Rescinded Order 1303's Five Topics Noticed for Determination.
 - 37. Former State Engineer Jason King retired the same day that Rescinded Order 1303 was issued, January 11, 2019. Thereafter, Tim Wilson was appointed as Acting State Engineer; and on December 12, 2019, Tim Wilson was appointed as the full State Engineer.

38. On June 13, 2019, CSI submitted two-maps for signature and approval subject to the exception written into Rescinded Order 1303: (i) its previously described Large Lot Coyote Springs—Village A, consisting of eight lots, common area, and rights of way totaling approximately 643 acres in Clark County and on the face of the map requiring the statutory 2.0 afa per lot, for a total of 16 afa, and (ii) its Coyote Springs—Village A subdivision map, consisting of 575 lots, common areas and rights of way for approximately 142.71 acres in Clark County and requiring an estimate demand of 408.25 afa of water annually based on .71 afa per residential unit. These maps were accompanied by a cover letter describing a request approval based on an attached technical report which evidenced support for approval and identifying the technical and hydrogeologic analysis supporting CSI's request for 2000 afa to be approved and assigned to these maps for development within the Coyote Springs master planned community.

- 39. The State Engineer held several workshops and meetings regarding Rescinded Order 1303, on February 6, March 22, April 23, and July 24, 2019. These meetings were workshops and held in anticipation and preparation for the scheduled hearing on Rescinded Order 1303 scheduled for the end of September, early October, 2019.
- 40. The State Engineer identified dates for a hearing to be held on Rescinded Order 1303, to allow all interested parties to submit technical reports and studies in response to the five questions raised by the State Engineer in Rescinded Order 1303, and cross examine the others' experts, following which the State Engineer would take under advisement all of the reports and testimony and render a decision in a new order.
- 41. Expert reports by interested parties were due July 3, 2019, and rebuttal reports were due on August 16, 2019. CSI filed expert scientific, geophysical, hydrologic, and hydrogeologic reports, and related rebuttal reports; all of which are reflected on the