

**PUBLIC UTILITIES COMMISSION OF NEVADA
MEMORANDUM**

DATE: September 30, 2026

TO: The Commission
Via: Anne-Marie Preisach, DRO

FROM: Ryan Sinclair, P.E., Regulatory Engineer, Engineering Division

SUBJECT: Agenda No 19-26; Item No. 6C; Docket No. 26-06017;
Application of Estuary Development Partners LLC, under the provisions of the Utility Environmental Protection Act, for a permit to construct the Coyote Energy Project consisting of a 1200 MW photovoltaic solar electric generating facility, a 500 kV on-site substation, an up to 4800 MWh battery energy storage system, and associated facilities to be located on approximately 8,177 acres of private land in Lincoln County, Nevada.

I. Summary of Application

Pursuant to the provisions of the Utility Environmental Protection Act (“UEPA”) and Nevada Revised Statutes (“NRS”) 704.820 through NRS 704.900, on June 17, 2026, Estuary Development Partners LLC (“Estuary”) filed with the Public Utilities Commission of Nevada (“Commission”) an Application for a Permit to Construct the Coyote Energy Project consisting of a 1200 mega-watt (“MW”) photovoltaic (“PV”) solar electric generating facility, a 500 kilo-volt (“kV”) on-site substation, an up to 4800 MWh battery energy storage system (“BESS”), and associated facilities to be located on approximately 8,177 acres of private land in Lincoln County, Nevada (the “Project”).¹

Estuary requests that the Commission grant the request for a UEPA permit, in eight separate phases, authorizing it to commence construction of the Project as outlined above. The Project will consist of the following: an up to 1200 MW solar photovoltaic energy generating facility; an on-site substation with high side voltage of 500 kV, and associated facilities, including a BESS with a capacity of up to 4800 megawatt hours (“MWh”).² A legal description of the proposed location for the Project is provided in Exhibit A attached hereto. As required by NRS 704.870(1) and Nevada Administrative Code 703.423, the Application contains an Environmental Statement (“ES”) prepared by Terracon Consultants, Inc. and an Environmental Impact Statement (“EIS”) prepared by the U.S. Fish and Wildlife Service (“USFWS”), U.S. Army Corps of Engineers (“ACOE”), and U.S. Bureau of Land Management (“BLM”).

¹ The Project itself does meet the “Utility facility” definition pursuant to NRS 704.860 because the Electric Generating Plant has a nameplate capacity above 70 MW.

² The Project appears to be proposed to be constructed in two separate blocks of 600 MW each.

The Regulatory Operations Staff of the Commission (“Staff”) has completed its investigation and recommends that the Commission grant the Application and issue an order authorizing the construction of the Project as outlined herein.

II. Analysis and Investigation

Facilities, Water Use and Employment

The Project will disturb approximately 6,800 acres within the approximately 8,177-acre Project site located in unincorporated Lincoln County, Nevada. The Project site is generally located approximately 6.5 miles north of the Lincoln and Clark County border and 3.5 miles east of U.S. Route 93. The 8,177-acre Project site is located entirely on private land. The Project will deliver energy via the Transmission Line, which is the subject of a forthcoming UEPA application to be filed with the Commission in Docket No. 25-09016, which is still under federal review. At full build-out, the Project would consist primarily of an up to 1200 MW alternating current solar PV Generating Facility; an on-site Project Substation with high side voltage of 500 kV; and a BESS with a capacity of up to 4800 MWh. Additionally, the Project will require civil infrastructure, including access roads and fencing.

Estuary stated water consumption during construction will be primarily for dust suppression, and is anticipated to be approximately 400 to 800 acre-feet annually ("AFA") depending on the construction phase. Water necessary for construction and operation of the Project will be sourced from a nearby well, and brought to the Project site by truck. Once operational, water use will be limited to panel washing and the potential for periodic dust control and maintenance applications. Panel rinsing is expected to be conducted up to two times annually, but may be conducted less frequently depending on site events and conditions. Thus, the Applicant anticipates that the Project's operational water needs will be nominal—approximately 10 AFA.

Estuary expects the Project will generate employment of approximately 800 jobs at peak construction, with an average workforce of approximately 400 construction workers. The Project will also employ approximately 15 permanent employees during operations at full build-out.

The Application contains supporting documentation for the Project, including:

Exhibit A	Project Location Map
Exhibit B	Legal Description of the Property
Exhibit C	Site Plan Drawings, Vicinity Maps, & Routing Maps
Exhibit D	Layout Diagrams
Exhibit E	Scaled Diagrams of Utility Structures
Exhibit F	Environmental Statement
Exhibit G	Environmental Impact Statement
Exhibit H	Copy of Public Notice
Exhibit I	Affidavit of Publication
Exhibit J	Proof of Submittal to Nevada State Clearinghouse
Exhibit K	Permitting List
Exhibit L	Draft Notice

Staff's investigation and analysis of the Application reflects the UEPA statutes and, in particular, the pertinent provisions of NRS 704.890(1) and (2),³ which require the Commission to make certain findings and determinations regarding the environmental effect, need, other required permits, and whether the Project is in the public interest. Each of those statutorily required findings are addressed below.

NRS 704.890(1)(a) (Environmental Effects): The Application contains an ES and an EIS that were prepared by Terracon Consultants, Inc and the USFWS, ACOE, and BLM. The ES analyzed potential impacts on a variety of resources by evaluating the applicability to the Project of the potential impacts evaluated and mitigation measures developed in the EIS, which analyzes a broader area encompassing the Project site. Together, the ES and relevant portions of the EIS identified minimal environmental impacts that will occur during Project construction and operations. The ES concludes that the Project will not substantively impact the environment, and that Project-specific mitigation measures will otherwise serve to mitigate any material adverse impacts on the environment.

NRS 704.890(1)(b) (Greenhouse Gas Emissions/Effect on Reliability of Service): The Commission is not required to find and determine the extent to which the Project is needed to ensure reliable service to customers in Nevada because the Project does not emit greenhouse gases. However, the Project will assist the State of Nevada in developing reliable renewable resources of energy and displacing conventional thermal power generation by supporting the construction of a solar electric generating facility. The Project will provide a reliable local and regional source of power, producing up to approximately 3,600,000 MWh of clean, emissions-free power each year. In doing so, the Project will fulfill a need for reliable and affordable clean

³ NRS 704.890 (1) and (2) provide:

“(1) . . . [T]he Commission may not grant a permit for the construction, operation and maintenance of a utility facility, either as proposed or as modified by the Commission, to a person unless it finds and determines:

- (a) The nature of the probable effect on the environment;
- (b) If the utility facility emits greenhouse gases and does not use renewable energy as its primary source of energy to generate electricity, the extent to which the facility is needed to ensure reliable utility service to customers in this State;
- (c) That the need for the facility balances any adverse effect on the environment;
- (d) That the facility represents the minimum adverse effect on the environment, considering the state of available technology and the nature and economics of the various alternatives;
- (e) That the location of the facility as proposed conforms to applicable state and local laws and regulations issued thereunder and the applicant has obtained, or is in the process of obtaining, all other permits, licenses, registrations and approvals required by federal, state, and local statutes, regulations and ordinances;
- (f) That the surplus asset retirement plan filed pursuant to NRS 704.870:
 - (1) Complies with federal, state and local laws;
 - (2) Provides for the remediation and reuse of the facility within a reasonable period; and
 - (3) Is able to be reasonably completed under the funding plan contained in the application; and
- (g) That the facility will serve the public interest.

(2) If the Commission determines that the location of all or a part of the proposed facility should be modified, it may condition its permit upon such a modification. If the applicant has not obtained all the other permits, licenses, registrations and approvals required by federal, state and local statutes, regulations and ordinances as of the date on which the Commission decides to issue a permit, the Commission shall condition its permit upon the applicant obtaining those permits and approvals.”

energy in Nevada pursuant to Nevada's Renewable Portfolio Standard. The Project also includes an energy storage component that will facilitate grid reliability by providing energy delivery during peak demand periods. The first 600 MW block from the Project is proposed to be sold to NV Energy via a power purchase agreement outlined in NV Energy's most recent integrated resource plan filing, Docket No. 26-05007, thereby providing energy and capacity benefits to Nevada ratepayers.

NRS 704.890(1)(c) (Balancing Need and Environmental Effect): The need for the Project balances any adverse effects on the environment. Estuary states that the Project can produce approximately 3,600,000 MWh of clean, emissions-free power each year, which is helpful to fulfill both the environmental and statutory requirements for reliable and affordable clean energy in Nevada.

NRS 704.890(1)(d) (Minimum Adverse Effect-Mitigation): The ES and an EIS determined that potential impacts will be reduced with the use of best management practices and mitigation measures. Examples of the mitigation measures described in the ES and EIS include:

- **Air Quality Mitigation Measures:** Required under the Nevada Bureau of Air Pollution Control's (BAPC) Surface Area Disturbance Permitting Program, for which permits are required for all projects disturbing more than 20 acres.
- **Cultural Resources Mitigation Measures:** Cultural resources are known to occur on the CSI lands. The 2006 Class III archaeological survey revealed 23 new archaeological sites across the entire CSI EIS area in addition to the four revealed in the literature review. Numerous artifacts, mostly flakes, are located within the Area of Potential Effect (APE) but not contained within designated site boundaries. A small percentage of these artifacts can be defined as formal tools, including bifaces (58 total), projectile points (3 total), scrapers (17 total), and ground stone (14 total). If other paleontological or cultural resources are discovered during project construction, mitigation measures would require workers to stop work and ensure the resources are appropriately protected until they are properly evaluated. However, changes in paleontological or cultural resources since the original Environmental Impact Statement are not anticipated.

NRS 704.890(1)(e) (Other Permits): In addition to the Commission's UEPA Permit to Construct, additional local permits, state permits, and approvals are required for the Project. Prior to the issuance of the UEPA Permits to Construct, Staff recommends that Estuary be ordered to file with the Commission the following, as compliance items, if not already included in the filing:

Phase One: Fencing for Block 1

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Two: Site Prep, Access Roads and Block 1 of Generating Facility

- a. Federal Aviation Administration – No Hazard Determination
- b. Nevada Division of Environmental Protection – Stormwater General Permit
- c. Nevada Division of Environmental Protection – Surface Area Disturbance
- d. Lincoln County – Building Permit

- e. Lincoln County – Grading Permit

Phase Three: Block 1 of the BESS

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Four: Project Substation for Block 1

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Five: Fencing for Block 2

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Six: Site Prep, Access Roads and Block 2 of Generating Facility

- a. Federal Aviation Administration – No Hazard Determination
- b. Nevada Division of Environmental Protection – Stormwater General Permit
- c. Nevada Division of Environmental Protection – Surface Area Disturbance
- d. Lincoln County – Building Permit
- e. Lincoln County – Grading Permit

Phase Seven: Block 2 of the BESS

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Eight: Project Substation for Block 2

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

NRS 704.890(1)(f) (Surplus Asset Retirement Plan): A surplus asset retirement plan is not required for the Project since it does not meet the definition of a “surplus” for purposes of surplus assets as defined in NRS 704.7337.

NRS 704.890(1)(g) (Public Interest): Estuary has demonstrated in its Application that the Project will serve the public interest. Specifically, the Project will provide diversification of electricity sources, which is known to bring stability to the markets that serve consumers; thus, the clean, emissions-free power generated by the Project each year will be beneficial to the residents of Nevada.

III. Notice and Subsequent Action

Estuary published a Notice of Application for a Permit to Construct in the Lincoln County Record, on June 5, 2026.

On June 25, 2026, the Commission issued a Notice of Application for Utility Environmental Protection Act Permit to Construct Utility Facilities, establishing a deadline of July 22, 2026, for notices of intervention, petitions for leave to intervene, and notices of intent to be a party pursuant to NRS 704.885(1), or to make a limited appearance in the proceeding pursuant to NRS 704.885(2). The Notice was published in the Lincoln County Record on July 3, 2026. No requests for interventions or comments were filed with the Commission.

The Nevada State Clearinghouse did not request comments from state agencies regarding the Application for a Utility Environmental Protection Act Permit to Construct Utility Facility.

Conclusion and Recommendations

Estuary Development Partners LLC's Environmental Statement and Environmental Impact for the Project identifies the nature of the probable effect on the environment and the required mitigation measures. Estuary Development Partners LLC is in the process of obtaining all permits, licenses and approvals required by state and local statutes, regulations, and ordinances.

Staff recommends that the Commission issue an order granting the request of Estuary Development Partners LLC for the issuance of a UEPA Permit for construction of the Project as defined hereinabove, contingent upon Estuary Development Partners LLC obtaining and filing with the Commission as compliance items, if not already included in the filing, the following permits, licenses, and approvals:

Phase One: Fencing for Block 1

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Two: Site Prep, Access Roads and Block 1 of Generating Facility

- a. Federal Aviation Administration – No Hazard Determination
- b. Nevada Division of Environmental Protection – Stormwater General Permit
- c. Nevada Division of Environmental Protection – Surface Area Disturbance
- d. Lincoln County – Building Permit
- e. Lincoln County – Grading Permit

Phase Three: Block 1 of the BESS

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Four: Project Substation for Block 1

- a. Nevada Division of Environmental Protection – Stormwater General Permit

- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Five: Fencing for Block 2

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Six: Site Prep, Access Roads and Block 2 of Generating Facility

- a. Federal Aviation Administration – No Hazard Determination
- b. Nevada Division of Environmental Protection – Stormwater General Permit
- c. Nevada Division of Environmental Protection – Surface Area Disturbance
- d. Lincoln County – Building Permit
- e. Lincoln County – Grading Permit

Phase Seven: Block 2 of the BESS

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Phase Eight: Project Substation for Block 2

- a. Nevada Division of Environmental Protection – Stormwater General Permit
- b. Nevada Division of Environmental Protection – Surface Area Disturbance
- c. Lincoln County – Building Permit

Once Estuary Development Partners LLC has obtained and filed with the Commission a copy of the outstanding permits needed for the Project, Staff recommends that the UEPA Permit setting forth a description of the Project be issued to Estuary Development Partners LLC.

Staff recommends that the order contain a provision that if Estuary Development Partners LLC does not file with the Commission all the compliances set forth hereinabove within five years of the effective date of the order, the order will be deemed to be vacated without further action by or order of the Commission.

Staff also requests that the Commission include an ordering paragraph in its order which states: “No construction may commence on any utility facilities that are the subject of this Application for a UEPA Permit to Construct until after the Commission has issued the Permit to Construct for the applicable phase of the Project.”

Staff further recommends that the Commission’s order include findings and conclusions that:

- 1) Accept and incorporate the findings and conclusions in Estuary Development Partners LLC’s Environmental Statement and Environmental Impact Statement for the Project;
- 2) In Environmental Statement and Environmental Impact Statement for the Project, Estuary Development Partners LLC determined the nature of the probable effect of the Project on the environment;

- 3) The need for the Project balances any adverse effect on the environment;
- 4) The Project represents the minimum adverse effect on the environment, considering the state of available technology and the nature and economics of the various alternatives;
- 5) Estuary Development Partners LLC has obtained or is in the process of obtaining all other permits, licenses and approvals required by federal, state and local statutes, regulations and ordinances; and
- 6) The Project will serve the public interest.



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September 29, 2026

VIA EMAIL

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**Re: Docket No. 26-06017 - Estuary Development Partners LLC's Response to
Staff Data Request No. 1-1**

Dear Ms. Osborne:

Enclosed and transmitted herewith is Estuary Development Partners LLC's response to Staff Data Request No. 1-1 in the above-referenced docket. Pursuant to the instructions in your Data Request, we are transmitting the response to the data request electronically. Any questions regarding the transmittal of this response should be directed to me at (775) 327-3166 or by email at alrudnick@hollandhart.com.

Sincerely,

/s/ Amber L. Rudnick

Amber L. Rudnick
Associate
For Holland & Hart LLP

ALR:cpm
Enclosures

Public Utilities Commission of Nevada

Application of Estuary Development Partners LLC, under the provisions of the Utility Environmental Protection Act, for a permit to construct the Coyote Energy Project consisting of a 1200 MW photovoltaic solar electric generating facility, a 500 kV on-site substation, an up to 4800 MWh battery energy storage system, and associated facilities to be located on approximately 8,177 acres of private land in Lincoln County, Nevada.

ESTUARY DEVELOPMENT PARTNERS LLC'S RESPONSE TO STAFF'S DATA REQUEST

DOCKET NO. 26-06017 **REQUEST DATE:** September 25, 2026

REQUEST NOS.: Staff 1-1 **RESPONDER:** Madeleine Lehner

REQUESTER: Sinclair

REFERENCE: Legal Description

STAFF 1: Please provide an electronic copy (in Microsoft Word, paragraph form) of the legal description for the entire Project that Estuary Development Partners LLC would like contained in the Permit to Construct a Utility Facility, including metes and bounds if necessary.

CONFIDENTIAL: No.

ATTACHMENTS CONFIDENTIAL: No.

RESPONSE: Attached to this response is an electronic copy (in Microsoft Word, paragraph form) of the legal description for the Project for which Estuary Development Partners LLC has requested a Permit to Construct a Utility Facility in this proceeding.

Attachment: Estuary Development Partners LLC's Legal Description.docx

Request Date: 9/25/2026

Response Due: 10/9/2026

**Attachment: Estuary Development Partners LLC's Legal
Description**

**PORTIONS OF APN: 008-201-03, 008-201-06, 008-201-28
AND ALL OF APN: 008-201-27
OWNER: COYOTE SPRINGS INVESTMENT**

EXHIBIT "A"

EXPLANATION: THIS DESCRIPTION REPRESENTS AN APPROXIMATE OPTION AREA
IN SUPPORT OF THE "COYOTE SPRINGS SOLAR" PROJECT.

DESCRIPTION

OPTION AREA

PORTIONS OF SECTIONS 20, 21 AND 22 AND ALL OF SECTIONS 27, 28, 29 AND 34,

**TOGETHER WITH THE WEST HALF (W1/2) AND THE WEST HALF (W1/2) OF THE EAST
HALF (E1/2) OF SECTION 23,**

**ALSO TOGETHER WITH THE WEST HALF (W1/2) AND THE WEST HALF (W1/2) OF THE
EAST HALF (E1/2) OF SECTION 26,**

**ALSO TOGETHER WITH THE EAST HALF (E1/2) AND THE EAST HALF (E1/2) OF THE
NORTHWEST QUARTER (NW1/4) OF SECTION 33,**

**ALSO TOGETHER WITH THE WEST HALF (W1/2) AND THE WEST HALF (W1/2) OF THE
EAST HALF (E1/2) OF SECTION 35, TOWNSHIP 11 SOUTH, RANGE 63 EAST, M.D.M.,
LINCOLN COUNTY, NEVADA;**

**EXCEPTING THEREFROM A 200 FOOT WIDE BUREAU OF LAND MANAGEMENT RIGHT-
OF-WAY GRANT PER LEGACY SERIAL NUMBER NVN-018686 (ALSO KNOWN AS KANE
SPRINGS ROAD), AND ALL PARCELS OF LAND LYING NORTHERLY OF SAID RIGHT-OF-
WAY WITHIN SECTIONS 20, 21 AND 22, TOWNSHIP 11 SOUTH, RANGE 63 EAST, M.D.M.,
LINCOLN COUNTY, NEVADA;**

AND

ALL OF SECTIONS 3 AND 10,

TOGETHER WITH THE WEST HALF (W1/2) OF SECTION 2,

**ALSO TOGETHER WITH THE NORTHEAST QUARTER (NE1/4) AND THE EAST HALF OF
THE SOUTHEAST QUARTER (SE1/4) OF SECTION 4,**

ALSO TOGETHER WITH THE WEST HALF OF SECTION 11,

**ALSO TOGETHER WITH THE EAST HALF (E1/2) AND THE NORTHWEST QUARTER (NW1/4)
AND THE EAST HALF (E1/2) OF THE SOUTHWEST QUARTER (SW1/4) OF SECTION 15,
TOWNSHIP 12 SOUTH, RANGE 63 EAST, M.D.M., LINCOLN COUNTY, NEVADA;**

**TOTAL AREA: CONTAINING 8,177.4 +/- ACRES.
(PORTION OF 008-201-03: 1981.2 +/- ACRES)**

(PORTION OF 008-201-28: 3514.6 +/- ACRES)
(PORTION OF 008-201-06: 790.5 +/- ACRES)
(ALL OF 008-201-27: 1891.1 +/- ACRES)

CERTIFICATE OF SERVICE

I hereby certify that I am an employee of Holland & Hart LLP and on October 8, 2026, I caused to be served a true and correct copy of the foregoing document to the following:

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/s/Cecilia Martin
Cecilia Martin, Legal Secretary
an employee of Holland & Hart LLP