## Oregon Department of ENERGY

Energy Facility Siting Council Meeting

Inn at Cross Keys Station 66 NW Cedar Street Madras

November 14, 2024





## Opening Items:

- Call to Order
- Roll Call
- Announcements



## Announcements:

- Reminder to Council and to anyone addressing the Council to please remember to state your full name clearly, and no not use the speakerphone feature, as it will create feedback.
- You may sign up for email notices by clicking the link on the agenda or the Council webpage.
- You are also welcome to access the online mapping tool and any documents by visiting our website.



# Announcements continued:

- Please silence your cell phones
- Please use the "Raise Your Hand" feature in Webex to speak during the public comment period, or press \*3 to raise your hand if you are participating by telephone.
- Energy Facility Council meetings shall be conducted in a respectful and courteous manner where everyone is allowed to state their positions at the appropriate times consistent with Council rules and procedures. Willful accusatory, offensive, insulting, threatening, insolent, or slanderous comments which disrupt the Council meeting are not acceptable. Pursuant to Oregon Administrative Rule 345-011-0080, any person who engages in unacceptable conduct which disrupts the meeting may be expelled.

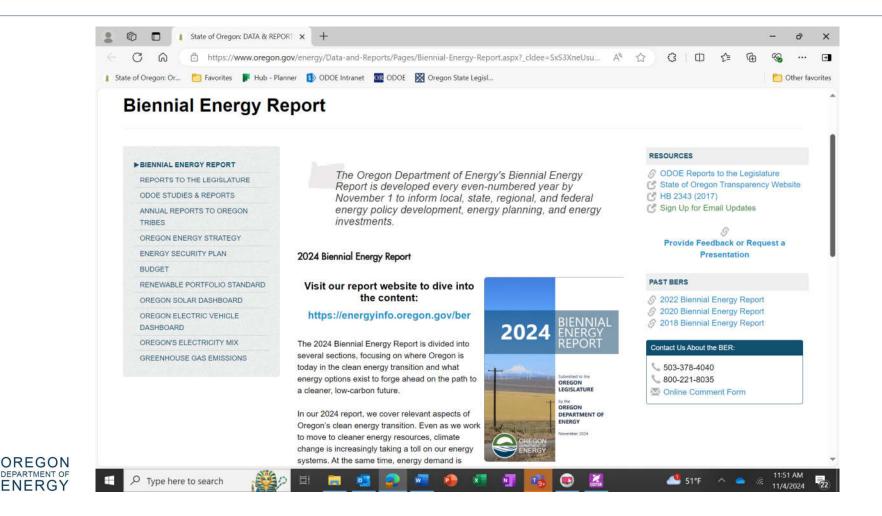


## 2025 Meeting Dates

- January 16-17
- February 21-21
- March 20-21
- April 10-11
- May 15-16
- June 12-13

- July 17-18
- August 21-21
- September 18-19
- October 23-24
- November 20-21
- December 18-19

## 2025 Biennial Energy Report



## Agenda Item A (Action Item & Information Item)

### **Consent Calendar**

- September Council Meeting Minutes
- Council Secretary Report

November 14, 2024



Agenda Item B (Action Item)

### **Sunstone Solar Project**

### Council Review of Proposed Order and Possible Final Decision on Application for Site Certificate

### Christopher M. Clark, Senior Siting Analyst, ODOE

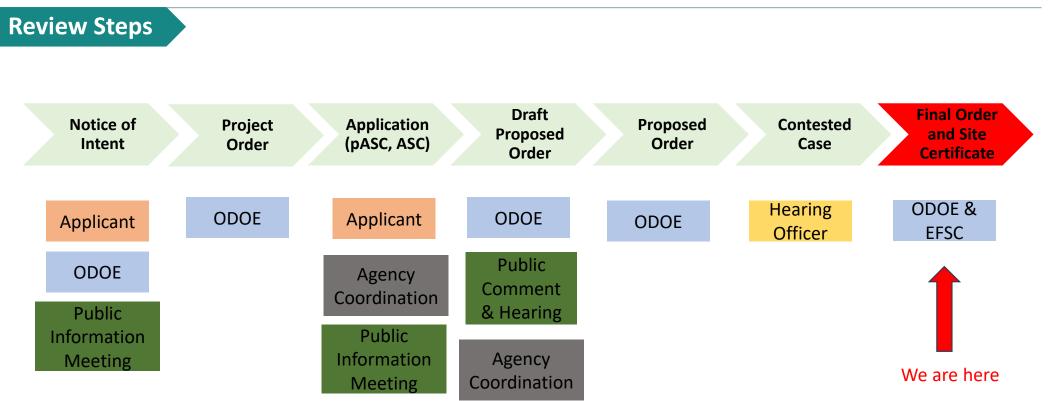
November 14, 2024



**AGENDA ITEM OVERVIEW** 

- Procedural history
- Overview of proposed facility, location, and applicant
- Review of Proposed Order on ASC
- Material Change Hearing (if Council makes substantive changes)







#### FACILITY OVERVIEW

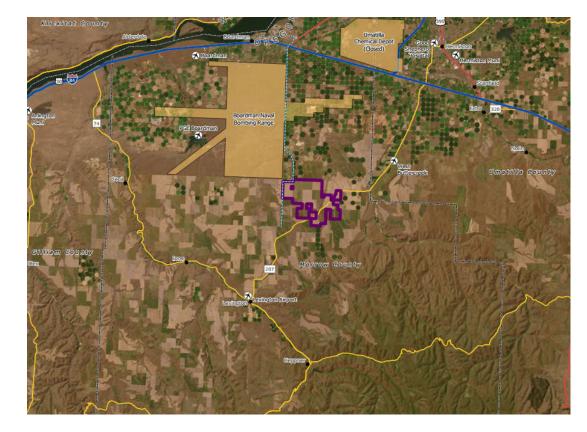
<u>Applicant</u>: Sunstone Solar, LLC, a subsidiary of Pine Gate Renewables, LLC.

#### **Proposed Facility**:

- 1,200 MW of solar PV arrays
- 7,200 MWh of battery storage
- 6 collector substations
- 4 O&M buildings
- 9.5 miles OH 230-kv Transmission
- Panel Storage
- Laydown yards
- Roads, fencing, etc.

Location/Site Boundary: The facility would occupy up to 9,442 acres within a 10,960-acre site in Morrow County.





### Summary of DPO Comments (Section II.D., P. 5-11)

Commenter	Comment Summary	Applicant Response	Changes in Proposed Order
Multiple	General support for project	No specific response	None
County	Support for weed plan/need for enforcement	Applicant will comply with requirements to minimize noxious weed impacts.	None
County	Support for Road Use Agreement	No specific response	None
TC Energy	GTN pipeline Right-of-Way access	No specific response	None



### Summary of DPO Comments (Section II.D., P. 5-11)

Commenter	Comment Summary	Applicant Response	Changes in Proposed Order
Applicant/ County	Goal 3 exception/support for economic benefits reason	N/A	Recommended denial of local economic benefits reason partially reversed.
County	Request for reporting of workforce housing outcomes	Agrees to report aggregate data on housing outcomes	Recommended Public Services Conditions amended with more specific reporting requirements.
@tenpeaksj ournal	Lithium-ion battery safety issues	No specific response	Draft Wildfire Mitigation Plans amended with specific coordination and training requirements.
County	Request for local coordination on Wildfire Mitigation Plans	Agrees to collaborate but requests the Council not delegate final approval.	



#### Standards with no Substantive Changes

- General Standard of Review (Section IV.A., p. 30-•
  38)
- **Organizational Expertise** (Section IV.B., p. 38-47)
- Structural Standard (Section IV.C., p. 47-55)
- Soil Protection (Section IV.D., p. 55-61)
- Protected Areas (Section IV.F., p. 131-143)
- Retirement and Financial Assurance (Section IV.G., p. 143-152)
- Fish and Wildlife Habitat (Section IV.H., p. 152 169)
- Threatened and Endangered Species (Section IV.I., p. 169-173)
- OREGON DEPARTMENT OF ENERGY

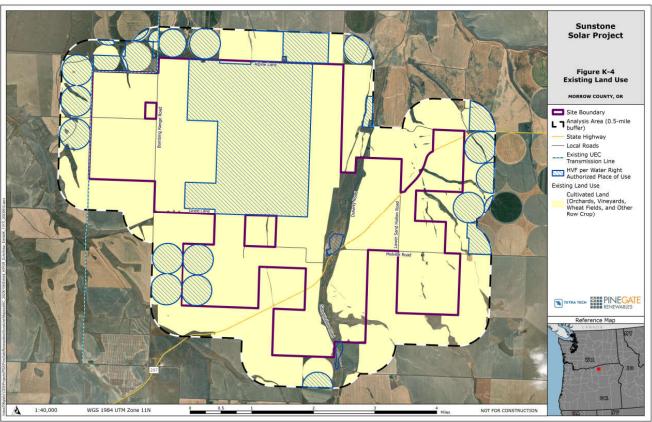
- Scenic Resources (Section IV.J., p. 173-180)
- Historic, Cultural, and Archeological Resources (Section IV.K., p. 180-190)
- **Recreation** (Section IV.L., p. 190-197)
- Waste Minimization (Section IV.O., p. 231-235)
- Siting Standards for Transmission Lines (Section IV.P., p. 235-239)
- Noise Control (Section V.A., p. 239-247)
- Removal-Fill (Section V.B., p. 247-248)

### Land Use – Goal 3 Exception (Section IV.E.1.3., P. 121-127)

- The proposed facility would occupy up to 9,442 acres of predominantly cultivated EFU land.
- The applicant requests that the Council authorize an exception to acreage standards to comply with Statewide Land Use Planning Goal 3.

OREGON DEPARTMENT OF

ENERGY



\* Reasons Department recommended Council accept as justifying exception in DPO

### Land Use – Goal 3 Exception (SECTION IV.E.1.3., P. 121-127)

- The applicant provided 6 reasons to support its request for an exception:
  - Locational dependence on existing infrastructure\*
  - Minimal impacts to irrigated crops and high-value soils due to water-challenged site\*
  - 3. Preservation of water supply in the Butter Creek Critical Ground Water Area

- 4. Creation of local economic benefits
- Minimal impacts to resources protected by Council Standards\*
- 6. Responsiveness to state and local goals and priorities.
- The DPO recommended locational dependance, use of water-challenged site, and minimal impacts to other resources reasons justify taking an exception to Goal 3.



### Land Use – Goal 3 Exception (Section IV.E.1.3., P. 121-127)

- The DPO recommended that other reasons, including local economic benefit reason, be rejected and that proposed Agricultural Mitigation Plan be considered under ORS 469.502(2)(c)(B)and OAR 345-022-0030(4)(c)(B) [EESE Analysis], rather than as reason.
- During DPO public hearing the applicant and Morrow County disagreed with the recommended denial of the economic benefits reason, arguing:
  - Agricultural Mitigation Plan would go beyond mitigation and would result in net economic benefit to the local agricultural economy
  - Denial was inconsistent with other Council decisions.



### Land Use – Goal 3 Exception (Section IV.E.1.3., P. 121-127)

- Agricultural Mitigation Plan is intended to address indirect impacts of removal of farmland from production on local agricultural economy and support long-term viability and resilience of local wheat farms and supporting organizations.
- Under the plan:
  - Applicant will contribute \$1,179 per acre of farmland occupied by the facility to an agricultural mitigation fund administered by the County.
  - Funds will be used to support programs that benefit dryland wheat producers, marketers, and suppliers.
- EcoNorthwest modeling of representative programs suggests benefits will exceed contribution, resulting in net economic benefit.



### Land Use – Goal 3 Exception (Section IV.E.1.3., P. 121-127)

- Proposed Order recommends Council find that projects that would be supported by Agricultural Mitigation Fund are reasonably likely to generate a net economic benefit to the local agricultural economy and recommends Council grant the local economic benefit reason based on this net benefit.
- Proposed Order recommends Council maintain rejection of general economic benefits (job creation, revenue generation, lease payments) as a reason for an exception.



### Public Service – Housing (Section IV.M.2.8., P. 205-206)

- Applicant estimates that there will be 682 workers/day on site on average and 950 workers/day during peak construction periods. Recommended Public Services Conditions 3 and 4 require a temporary housing plan that identifies strategies to minimize housing impacts.
- During public hearing on DPO, Morrow County requested modification of conditions to require applicant to collect and report data on workforce housing outcomes. Applicant responded that supported recommendation if data is reported in aggregate to protect worker privacy.
- The Proposed Order revises the conditions to require the applicant to collect and report aggregate data on construction workforce housing outcomes, including the type and location of housing used by workers.



### Public Services – Housing (Section IV.M.2.8., P. 205-206)

#### **Recommended Public Services Condition 4:**

Prior to and dDuring construction, the certificate holder shall report to the Department the outcomes of the work completed under the temporary housing plan required under PRE-PS-02., The report shall be included in the construction progress report required under CON-OE-02, and shall include, at a minimum: including but not limited to the following tasks.

a. Outcome of coordination with construction contractors to identify housing options based on an ongoing evaluation of patterns of uses and potential shortages or housing demand for incoming workers, including aggregate data on the location (i.e. city) and type of housing used by workers.

b. Outcome Documentation of coordination with local officials such as the Morrow County Planning Department, nearby cities and towns such as Lexington and Ione, the Lexington Community Development Group, the Ione Community Agri-Business Organization, the Boardman Community Development Association, the Willow Creek Valley Economic Development Group, and other housing providers on the housing plan, ensuring that to identify housing options and strategies to minimize impacts to available housing resources are minimized local housing supply.



Public Services – Housing (Section IV.M.2.8., P. 205-206)

#### **Recommended Public Services Condition 3:**

At least 180-days prior to construction of any phase, the certificate holder shall provide to the Department and Morrow County a temporary housing plan for the construction workforce. The plan shall <u>provide for include</u> coordination with contractors and local officials on housing options <u>and strategies to that</u> minimize impacts to local housing supply <u>based on an ongoing evaluation of patterns of uses and potential shortages or changes in housing demand</u>.



### Wildfire Mitigation Plans (Section IV.N.2., P. 224-231)

- During public hearing on DPO:
  - @TenPeaksJournal raises concerns about the potential use of lithium-ion battery technology for the proposed BESS.
  - Morrow County recommended Wildfire Plans be approved by the County Emergency Manager and reiterated the importance of including the Emergency Manager in plan review.
- Department provided draft Wildfire Plans to County Emergency Manager for comment prior to Proposed Order issuance. Emergency Manager recommended plans "include the appropriate placards and labels for all areas where hazardous materials are stored and utilized for First Responders."



### Wildfire Mitigation Plans (Section IV.N.2., P. 224-231)

- Recommended Wildfire Prevention and Risk Mitigation Conditions 1 to 4 require applicant to finalize and implement Construction and Operational Wildfire Mitigation Plans.
- Based on comments on the record, and comments provided during implementation of other wildfire plans, the Proposed Order modifies the draft Wildfire Mitigation Plans to:
  - Require the applicant to identify and provide maps of primary access points, facility components, and important safety features or hazards such as shut-offs and hazardous material storage areas to local fire and emergency management agencies prior to construction and operation of the facility, respectively.
  - Require the applicant to provide annual training to local first responders on how to safely respond to electrical fires or fires involving BESS components during Operations.



Water Rights (SECTION V.C.1., P. 249-252)

- During its review of the DPO, the Council raised concerns about the adequacy of conditions to protect water resources within the Butter Creek Critical Ground Water Area.
- The Proposed Order revises Recommended Water Rights Conditions 1 and 2 to require the applicant to provide better documentation of water source and use during construction.



#### WATER RIGHTS (SECTION V.C.1., P. 249-252)

Recommended Water Rights Condition 1: Prior to construction of the facility or phase, as applicable, the certificate holder shall:

a. Identify all water-related needs and estimate daily and annual water demand for each construction phase, as applicable.

b. Provide excerpts of agreements or other similar conveyance from the water providing entity, to the Department, a contract or purchase agreement demonstrating that <u>adequate</u> water supply to meet construction demand has been secured from sources with valid water <u>rights</u>construction activities will be adequately and legally served by service providers or third-party permits.



Water Rights (Section V.C.1., P. 249-252)

Recommended Water Rights Condition 2: <u>During construction</u>:

a. All water used for construction activities shall be appropriated and used in accordance with the applicable provisions of ORS chapter 537 and OAR chapter 690.

b. The certificate holder shall report the source and amount of water used during each month of construction under Condition CON-OE-02. The certificate holder shall maintain records adequate to substantiate reports (e.g., written logs and photographs of well meter readings, copies of invoices from water sources) and make such records available to the Department upon request.

c. During construction, i<u>If</u> a water right, limited water use license or water rights transfer is needed and would not be obtained by a third-party, the certificate holder shall submit and obtain approval of the applicable water permit through the site certificate amendment

process.



# Council Options

Option 1 - Recommended	Option 2	Option 3
Approve the Proposed Order as Final Order	Approve the Proposed Order as Final Order with changes	Reject the Proposed Order and issue a Final Order, with amended findings of facts and conclusions of law



# **Council Deliberation**



## Agenda Item C (Information Item)

## **PUBLIC COMMENT**

### **Items Closed for Public Comment**

- Buckley Solar Facility Notice of Intent
- Mist Underground Natural Gas Storage Facility Amendment #13 Draft Proposed Order

**Time Limit** – 7 minutes per commentor



# How to Raise Your Hand in Webex:

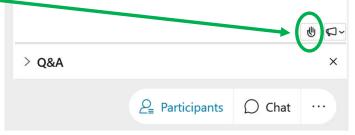
### Webinar Participants

The bottom right of the main window is a set of icons:

Click on "Participants"

The bottom right of the participant window is a hand icon, click on the hand:

Clicking on it again will lower your hand.



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### **Phone Participants**

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Press \*3 again on your telephone keypad to lower your hand.







## Agenda Item D (Public Hearing)

## Madras Solar Energy Facility Request for Amendment 1 Public Hearing on the Draft Proposed Order

### Chase McVeigh-Walker, Senior Siting Analyst, Oregon Department of Energy

November 14, 2024



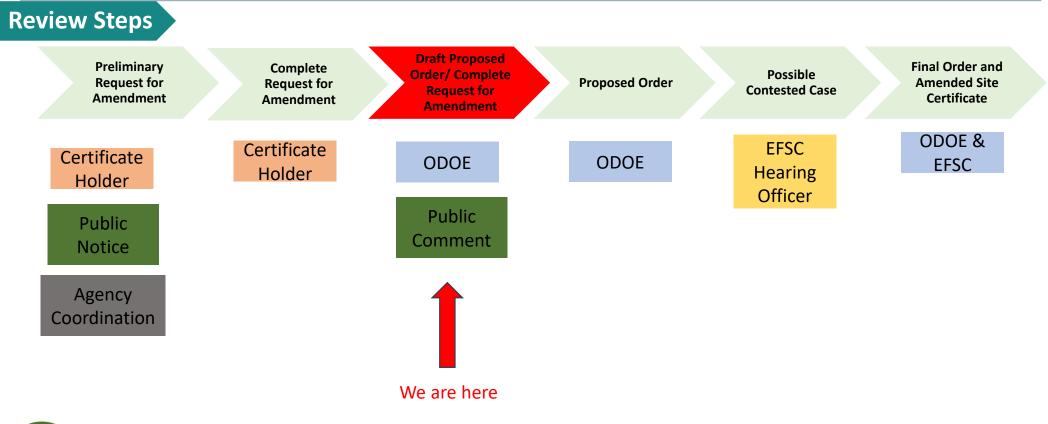
## Madras Solar Energy Facility RFA1 Draft Proposed Order

### Agenda Item Overview

- 1. <u>Facility Overview</u>: Department overview of the siting process, approved facility components and location, the amendment request, and Draft Proposed Order.
- 2. <u>Public Hearing Overview</u>: Presiding Officer (EFSC Chair) will explain the legal requirements for providing comments on the record and will facilitate the hearing.
- 3. <u>Public Hearing</u>:
  - a. The certificate holder will be provided an opportunity to provide/present on anything in the Draft Proposed Order and/or may submit additional information/evidence to supplement the record.
  - b. Members of the public will be provided an opportunity to comment on the Draft Proposed Order and/or the Request for Amendment 1.
  - c. Council will be provided an opportunity to make comments about any concerns they have related to the Draft Proposed Order and/or the Request for Amendment 1.
  - d. The certificate holder will be provided an opportunity to respond to any comments prior to the close of the public hearing tonight. They also may request that the Department extend the time they have to respond to comments.



### Madras Solar Energy Facility RFA1 Draft Proposed Order





## Madras Solar Energy Facility RFA1 Draft Proposed Order

### Approved Facility Overview

### **Certificate Holder:**

Madras PV1, LLC., a wholly owned subsidiary of Ecoplexus Inc.

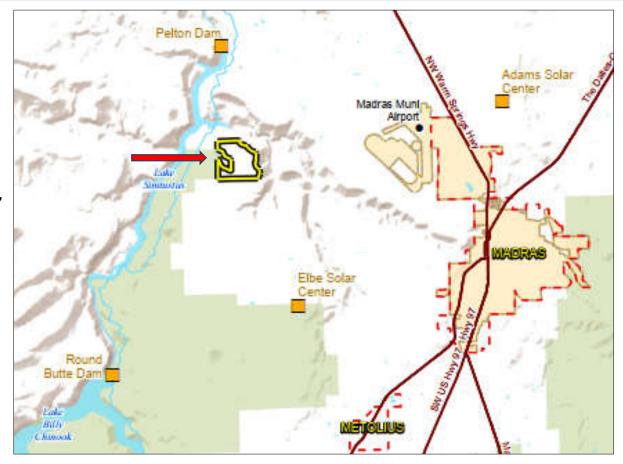
### Location/Site Boundary:

284-acre site boundary in Jefferson County,5.5 miles west of the City of Madras.

### **Facility Details**: [Not yet Constructed]

- Up to 63 MW of solar PV energy generation
- EFSC Site Certificate issued on July 16, 2021.





#### Approved Facility Overview

#### **Energy Facility**:

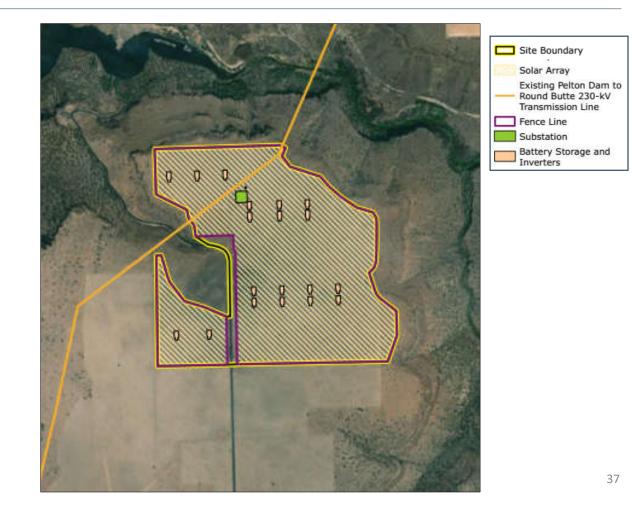
Solar Components

- modules
- posts
- cabling
- Power conversion stations

#### **Related or Supporting Facilities:**

- Battery energy storage system
- 34.5 kV collector lines
- 230 kV transmission line
- Substation and switching station
- Operation and maintenance building
- Access, perimeter and service roads
- Perimeter fencing
- Temporary construction areas





# Madras Solar Energy Facility RFA1

**RFA1** Proposed Changes

RFA1 requests a three-year extension to both the construction commencement and completion deadlines, making the new construction commencement deadline June 25, 2027, and new completion deadline 18 months after construction commences.



#### **Compliance with Council Standards**

In the DPO, the Department recommends the changes proposed in RFA1 would not necessitate new or amended site certificate conditions for the following applicable standards/requirements:

- <u>Structural</u> (DPO Section III.C., pg: 18-20)
- <u>Soil Protection</u> (DPO Section III.D., pg: 20-21)
- Land Use (DPO Section III.E., pg: 21-27)
- <u>Protected Areas</u> (DPO Section III.F., pg: 27-35)
- <u>Threatened and Endangered Species</u> (DPO Section III.I., pg: 46-47)
- <u>Scenic Resources</u> (DPO Section III.J., pg: 48-54)
- <u>Historic, Cultural, and Archeological Resources</u> (DPO Section III.K., pg: 54-57)

- <u>Recreation</u> (DPO Section III.L., pg: 57-62)
- <u>Waste Minimization</u> (DPO Section III.O., pg: 84-86)
- <u>Siting Standards for Transmission Lines</u> (DPO Section III.P., pg: 86-87)
- <u>Noise Control Regulations</u> (DPO Section IV.A., pg: 86-95)
- <u>Removal Fill</u> (DPO Section IV.B., pg: 95-96)
- <u>Water Rights</u> (DPO Section IV.C., pg: 95)



#### **Compliance with Council Standards**

The Department recommends amended site certificate conditions for the following standards that are generally standardized changes based on the scope of RFA1 (construction commencement/completion extension):

- General Standard of Review (DPO Section III.A., pg: 11-14)
   Recommended Amended General Standard Condition 1 (GEN-GS-01)
- Organizational Expertise (DPO Section III.B, pg: 14-17)
   Recommended Amended Organizational Expertise Condition 5 (GEN-OE-04)
- Retirement and Financial Assurance (DPO Section III.G., pg: 35-42)
   Recommended Amended Retirement and Financial Assurance Condition 4 (PRE-RF-01)
- Fish and Wildlife Habitat (DPO Section III.H., pg: 42-46)
   Recommended Amended (<u>Deletion of</u>) Fish and Wildlife Condition 1 (GEN-FW-01)



The following slides will cover a selection of standards with recommended new or substantively amended conditions based on changes proposed in RFA1.

Public Services (DPO Section III.M., pg: 62-68)

**Recommended New Public Services Condition 5 (PRE-PS-02)** - New condition to ensure the water source and provider's legal ability to meet the construction water usage needs are identified, prior to construction.

**Recommended Amended (Deletion of) Public Services Condition 4 (GEN-PS-03)** - Removal of this condition because the measures and substantive elements of Public Services Condition 4 are now incorporated into the construction Wildfire Mitigation Plan (WMP) which is attached to the DPO as Attachment F-1.



Wildfire Prevention and Risk Mitigation Standard (DPO Section III.N, pg: 68-84)

This standard was adopted after the facility was approved in 2021. Below are key findings in the DPO:

- Approximately 13% of the site boundary has a "very high overall fire risk rating", and approximately 40% that includes a "high overall fire risk rating".
- Areas within the site boundary with heightened wildfire risk and high-fire consequence areas are the areas with existing infrastructure, including transmission lines (i.e. the existing Pelton Dam to Round Butte 230 kV transmission line), roads, and residences.
- The Jefferson County 2020 Community Wildfire Protection Plan indicates the facility site is located within a high wildfire risk area (the lowest risk on their scale).

**Recommended New Wildfire Prevention and Risk Mitigation Conditions 1 and 2 (PRE-WF-01, CON-WF-01)** - New conditions to ensure finalization and implementation of the construction WMP.

**Recommended New Wildfire Prevention and Risk Mitigation Conditions 3 and 4 (PRO-WF-01, OPR-WF-01)** - New condition to ensure finalization and implementation of the operational WMP.



**Staff Recommendation in Draft Proposed Order on Request for Amendment 1** 

The Oregon Department of Energy recommends that the Energy Facility Siting Council (Council) find that Madras PV1, LLC demonstrates that the preponderance of evidence on the record supports the conclusion that the facility, with the proposed Request for Amendment 1 changes, complies with the applicable laws and Council standards that protect a resource or interest that could be affected by the proposed changes.



# Public Participation at DPO Phase – Type A

#### • Threshold for a contested case for a Type A Amendment:

• Council must find that the request raises a significant issue of fact or law that is reasonably likely to affect the Council's determination whether the facility, with the change proposed by the amendment, meets the applicable laws and Council standards.

#### • Council Options on Requests for a Contested Case:

- Hold a contested case -properly raised issue(s) could affect the Council's determination
- Remand Proposed Order to Department properly raised issue(s) could be addressed through new findings and/or conditions
- Deny request does not include properly raised issue(s)
- **Contested Case Youtube Video** A ten-minute video describing the Type A Amendment Contested Case threshold is available, and the link was included in the Public Notice.



Agenda Item D (Hearing Portion)

### Madras Solar Energy Facility Request for Amendment 1 Public Hearing on Draft Proposed Order

**Presiding Officer – Kent Howe, Chair, EFSC** 

November 14, 2024



Consideration of Issues that Justify a Contested Case

A person who intends to raise any issue that may be the basis for a contested case must raise an issue:

- That is within the jurisdiction of the Council;
- In person at the hearing or in a written comment submitted to the Department of Energy before the close of the public hearing;
- With sufficient specificity to afford the Council, the Department of Energy and the certificate holder an adequate opportunity to respond, including a statement of facts that support the person's position on the issue.



Order of Oral Testimony and Comments for this Public Hearing

- 1. Certificate Holder (testimony or additions to record)
  - Members of Council may ask clarifying questions.
- 2. Members of the Public (will be called on in the following order):
  - Oral in-person testimony
  - Oral testimony via WebEx
  - Oral testimony via phone
- 3. Members of Council
- 4. Certificate Holder's Responses to Comments (optional)



#### Testimony

#### Prior to Testifying, state the following:

- Full name with spelling
- Name of organization or group if you are representing one
- Physical mail or email address if you wish to receive notice of the Proposed Order which includes a description of how to submit a request for contested case

<u>Please Note</u>: If you do not wish to provide your mailing or email address in this format, you may email it to the Department at <u>chase.mcveigh-walker@energy.oregon.gov</u> or call (971) 600-5323 and provide the information, including spelling, in a voicemail.



#### **Certificate Holder**

The certificate holder may provide/present on anything in the Draft Proposed Order and/or may submit additional information/evidence to supplement the record.

Presiding Officer or Council Members may ask clarifying questions.



#### Written Comments

Written comments on the Request for Amendment 1 and/or the Draft Proposed Order and may be submitted until the close of this Hearing. Written comments may be submitted prior to the close of this hearing:

- Via online siting comment portal: <u>https://odoe.powerappsportals.us/en-US/SitingPublicComment/</u>
- Via email: <u>chase.mcveigh-walker@energy.oregon.gov</u>
- Hand delivery to one of the staff members or by mail to: Oregon Department of Energy; 550 Capitol St. NE; Salem, OR, 97301



#### **Public Testimony**

Members of the public may comment on the Draft Proposed Order and/or the RFA1.

7 Minute Time Limits

Presiding Officer or Council Members may ask clarifying questions.



# How to Raise Your Hand in Webex:

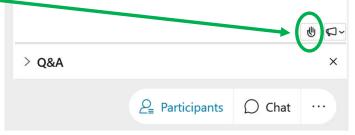
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The bottom right of the participant window is a hand icon, click on the hand:

Clicking on it again will lower your hand.



 $\mathcal{P}$  Participants  $\bigcirc$  Chat

#### **Phone Participants**

Press \*3 on your telephone keypad to raise your hand.

Press \*3 again on your telephone keypad to lower your hand.



#### **Request for Extension to Comment Deadline**

A written comment was received from the Confederated Tribes of the Warm Springs Reservation of Oregon for a comment deadline extension to comment on the Draft Proposed Order.



#### Council Options for Motion on Comment Deadline Extension Request

**Option 1** 

Approve the Request for good cause

**Option 2** 

**Deny the Request** 



# **Council Deliberation**



### Council

Council may comment about any concerns they have related to the Draft Proposed Order and/or the RFA1



### **Certificate Holder's Responses to Comments**

The certificate holder may respond to any comments by:

- Providing oral responses
- Submitting additional information/evidence to supplement the record
- Requesting that the Presiding Officer extend the record to submit additional information/evidence to supplement the record



# Public Hearing Closed



# ADJOURN





### Sunstone Solar Project: Material Change Hearing

Applicant opportunity to comment on any material changes from the Proposed Order to the Draft Final Order (based on EFSC review of Proposed Order)

