



# Oregon

Kate Brown, Governor

## Department of State Lands

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April 10, 2019

RL600/60697

JORDAN COVE ENERGY PROJECT, L.P.  
ATTN DERIK VOWELS  
111 SW 5TH AVE, STE. 1100  
PORTLAND OR 97204

Re: DSL Removal-Fill Permit Application No. 60697-RF  
Jordan Cove Energy Project, Multiple Counties

Dear Mr. Vowels:

The Oregon Department of State Lands' (Department) 60-day public review period has closed for the above-referenced permit application. Public comments submitted and other investigative work by the Department have raised various issues for which the Department needs additional information.

## Overview of Decision Process and Need for Additional Information

Specific applicable portions of the Department's Oregon Administrative Rules (OAR) in the narrative below in order to help Jordan Cove Energy Project, L.P. (Jordan Cove) understand the Department's permit decision process and why we additional information is needed.

OAR 141-085-0550 addresses the level of documentation used by the Department to make decisions:

- Section (4) provides that "The applicant is responsible for providing sufficient detail in the application to enable the Department to render the necessary determinations and decisions. The level of documentation may vary depending upon the degree of adverse impacts, level of public interest and other factors that increase the complexity of the project."
- Section (7) provides that "The Department may request additional information necessary to make an informed decision on whether or not to issue the authorization."

The Department analyzes a proposed project using the factors and determination criteria set forth in Oregon Revised Statute (ORS) 196.825 and OAR 141-085-0565. The applicant bears the burden of providing the Department with all information necessary for the Department to consider the factors and make the determinations.

- Section (1) of the OAR provides that "The Department will evaluate the information provided in the application, conduct its own investigation, and consider the comments submitted during the public review process to determine whether or not to issue an individual removal-fill permit."
- Section (2) of the OAR provides that "The Department may consider only standards and criteria in effect on the date the Department receives the complete application or renewal request." This application was deemed complete for public review and comment on

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December 6, 2018. OAR 141 Division 85 contains the standards and criteria that will be considered throughout the review of this application.

- Section (3) of the OAR provides that "The Department will issue a permit if it determines the project described in the application:
  - (a) Has independent utility;
  - (b) Is consistent with the protection, conservation and best use of the water resources of this state as specified in ORS 196.600 to 196.990, and
  - (c) Would not unreasonably interfere with the paramount policy of this state to preserve the use of its waters for navigation, fishing and public recreation."
  
- Section (4) of the OAR provides that "In determining whether to issue a permit, the Department will consider all of the following:
  - (a) The public need for the proposed fill or removal and the social, economic or other public benefits likely to result from the proposed fill or removal. When the applicant for a permit is a public body, the Department may accept and rely upon the public body's findings as to local public need and local public benefit;
  - (b) The economic cost to the public if the proposed fill or removal is not accomplished;
  - (c) The availability of alternatives to the project for which the fill or removal is proposed;
  - (d) The availability of alternative sites for the proposed fill or removal;
  - (e) Whether the proposed fill or removal conforms to sound policies of conservation and would not interfere with public health and safety;
  - (f) Whether the proposed fill or removal is in conformance with existing public uses of the waters and with uses designated for adjacent land in an acknowledged comprehensive plan and land use regulations;
  - (g) Whether the proposed fill or removal is compatible with the acknowledged comprehensive plan and land use regulations for the area where the proposed fill or removal is to take place or can be conditioned on a future local approval to meet this criterion;
  - (h) Whether the proposed fill or removal is for stream bank protection; and
  - (i) Whether the applicant has provided all practicable mitigation to reduce the adverse effects of the proposed fill or removal in the manner set forth in ORS 196.600."
  
- Section (5) of the OAR provides that "The Department will issue a permit only upon the Department's determination that a fill or removal project is consistent with the protection, conservation and best use of the water resources of this state and would not unreasonably interfere with the preservation of the use of the waters of this state for navigation, fishing and public recreation. The Department will analyze a proposed project using the criteria set forth in the determinations and considerations in sections (3) and (4) above (OAR 141-085-0565). The applicant bears the burden of providing the Department with all information necessary to make this determination."

## Summary of Substantive Public Comments

DSL has reviewed all the comments received concerning Jordan Cove application for a removal-fill permit. The Department's summary of the substantive comments (below) is not exhaustive. Jordan Cove should review and address the substantive comments that relate directly to the proposed removal and fill or that relate to the potential impacts of the proposed removal and fill. All substantive comments received are provided [here](#).

**Jordan Cove failed to demonstrate the project is in the public interest, Jordan Cove failed to demonstrate a public need. (ORS 196.825(3)(a)):** Comments received on this topic

stressed that the Department must affirmatively determine that the project would address a public need consistent with *Citizens for Resp. Devel. In the Dalles v. Walmart* 295 Or App 310 (2018). With a privately-sponsored project of this scale and complexity, the Department must consider public need in a transparent and comprehensive analysis that weighs all the relevant impacts and alleged benefits of the project.

**Jordan Cove failed to demonstrate the project is consistent with the protection, conservation, and best use of Oregon's waters. (ORS 196.825(1)(a)):** Commenters are concerned that the project would likely do unnecessary harm and damage to water quality in Oregon and suggest the applicants have failed to demonstrate that the project is consistent with the protection, conservation and best use of the water resources of this state. The proposed project will likely impair designated beneficial uses, threatening drinking water supplies and fish habitat. It will also likely further degrade stream segments in which water quality is already impaired for temperature, dissolved oxygen, pH, turbidity, mercury, and sedimentation.

**The project does not conform to sound policies of conservation and will likely interfere with public health and safety (ORS 196.825(3)(e)):** The Department received comments with concerns that the applicant has failed to demonstrate that the project will not interfere with public health and safety. Potential risks to public health and safety include natural hazards, such as floods, tsunamis, wildfires, landslides, and earthquakes, identified under Statewide Planning Goal 7. The potential for high-flow events that expose the pipeline or inadvertent drilling fluid releases (frac-outs) during construction at proposed stream crossings may result in increased risks to public health and safety. Failure at any of the major waterbody crossings claiming avoidance by using either Hydraulic Directional Drill (HDD) method, conventional bore or direct pipe method would have detrimental impacts to waters of the state and potentially contaminate state waters. Several risks to public health and safety were raised during public review that need to be addressed by the applicant, such as the list provided below. Please address these adverse impacts of this project:

- An accidental explosion of a fully loaded Liquefied Natural Gas (LNG) ship or at the terminal, including the worst-case scenario for the immediate area;
- How are the Federal Aviation Administration (FAA) presumed hazard determinations being addressed by Jordan Cove;
- Tsunami risks increasing from the project dredging activities;
- Improper facility siting, Society for International Gas Tanker and Terminal Operators (SIGTTO) standards not followed (i.e., on the outside bend of the navigation channel, near other terminal users, near population centers);
- Impacts on municipal drinking water sources, private wells, irrigation sources and agricultural uses;
- Increased wildfire risks as construction season coincides with the in-water work period which also coincides with fire season; and
- Impacts of massive scale clearing and grubbing with pipeline installation on water quality, land stability, erosion and turbidity of doing these activities during the rainy winter seasons, all water flows downhill.

**The project would interfere with navigation, fishing, and public recreation:** Comments received on this topic addressed that the Department must conduct a weighing of the public benefits of the project against interference with factors including navigation, fishing, and public recreation (See *Citizens for Resp. Devel. In the Dalles v. Walmart*, 295 Or App 310 (2018)). As part of this weighing of public benefits, the Oregon Legislature has clearly demonstrated that it

is the State's "paramount policy" to preserve Oregon waters for navigation, fishing, and public recreation. ORS 196.825(1).

The comments indicate that the applicant has failed to demonstrate that the project will not unreasonably interfere with navigation, fishing, and public recreation in this application.

Potential conflicts include but are not limited to:

- Crabbing, fishing and all types of recreational uses in and around Coos Bay;
- Safe bar passage issues/LNG tanker bar crossings only at high tides conflict with recreational fishers and the commercial fleets that also cross the bar at high slack tides for safety reasons should be evaluated;
- Exclusion zones required around LNG tankers while the LNG tanker is in transit will impact the recreating public crabbing via the ring method. This is reportedly the most common recreational crabbing method in Coos Bay. High slack tides are optimum for crabbing and if an LNG tanker must transit only at high tides, given the security and exclusion zones, there is interference with existing recreational uses within Coos Bay; and
- Impacts on the commercial fisheries uses of Coos Bay and adjacent ocean resources.

**Jordan Cove failed to demonstrate independent utility (OAR 141-085-0565(3)(a)):**

Commenters assert that the project is connected to the Coos Bay Channel Modification (CBCM) Project. The applicant would be the primary benefactor from the proposed widening and deepening of the federal navigation channel as part of the CBCM project or similar efforts to expand the navigation channel. Further, there are serious questions about the feasibility of LNG vessels transiting the federal navigation channel under the dredging currently proposed as part of this application. Oregon Department of Fish and Wildlife (ODFW) contends that the Jordan Cove Energy Project and Port of Coos Bay Channel Modification project are connected actions and should be evaluated that way. The applicant has failed to demonstrate that the project has independent utility as required under OAR 141-085-0565(3)(a).

**Jordan Cove failed to demonstrate a comprehensive analysis of alternatives to the project (OAR 141-085-0550(5), ORS 196.825(3)(c) and (d)):** Commenters outline that the applicant has failed to demonstrate a comprehensive analysis of alternatives to the project, and therefore, the Department does not have the information to consider the availability of alternatives both for the project and for proposed fill and removal sites. Also, the Department was not able to determine that the project is the practicable alternative with the least adverse impacts on state water resources. Comments detail that through a flawed, overly-narrow purpose and need statement, the resulting biased alternative analysis prevents the Department from considering a reasonable range of alternatives to the project.

**Navigation Reliability Improvements (NRI) Dredging:** Comments indicate that there is no documented need for the 590,000 cubic yards to dredge the four corners outside the existing Federal Navigation Channel (FNC). Comments also state that Jordan Cove can export 99.5% of the anticipated annual output of the LNG facility (7.8 million tons) without the NRI dredging, which leaves the question, is there a 'need' to excavate 590,000 cubic yards of material for a nominal gain in transport capacity to allow Jordan Cove to travel at higher wind speeds than the current channel configuration could safely allow. Comments further suggest this minor economic benefit to only Jordan Cove does not equate to a 'need' to impact trust resources of the State of Oregon. The adverse impacts are understated or not explained in terms of the salinity impacts and hydrologic changes that will result from widening the existing navigational channel. The potential tsunami run-up impacts are not well explained either, nor are any hydrodynamic changes that would likely result or any analysis on potential increases to bank erosion adjacent to the proposed NRI channel improvements. The need should be substantiated, and a robust alternatives analysis prepared to address these issues and justify

the dimensions and depths needed with supporting documentation in the form of simulation modelling showing that the current channel is insufficient for Jordan Cove.

**Pile Dike-Rock Apron:** Comments raised concerns that no alternatives were presented regarding the proposed 6,500 cubic yards (cy) of rock riprap proposed to protect the existing pile dike against erosion from the slip and access channel location, depth and dimensions. With no alternatives presented on the dimensions or design alignment of the slip and access channel, no reasonable range of alternatives can be considered. There is no discussion on impact avoidance, minimization, and/or mitigation to offset any adverse impacts to waters of the state. Please address:

- Why 6,500 cy?
- Why not more?
- Why not less?
- Why any at all?

**Dredged Material Disposal (DMD) transfer of materials to APCO 1 & 2 from the NRI dredging:** Comments received raised the following questions, please answer:

- How will the rock be excavated and transferred to the DMD site? Vague alternatives analysis presented, leaves more questions than answers.
- What types of equipment will be used to excavate the NRI's?
- Which works best in what type of materials (bedrock, rock, sand or silts), which has least environmental impacts depending on the material encountered?
- How will the rock be dredged? Different equipment?
- Can rock be transferred to a DMD site via slurry line as the application states? Inadequate discussion on alternatives, leaving the details to the contractor is insufficient.

**Slip and Access Channel:** Comments raised the concern of a lack of discernable alternative analysis for the precise dimensions and location of the slip and access channel. The slip and access channel are designed for a ship class of 217,000 cubic meters, yet the Coast Guard Waterway Suitability Analysis recommends allowing ships no larger than 148,000 cubic meters. Please answer the following questions and concerns:

- Why design a slip to accommodate a ship class that is not currently allowed nor physically capable of navigating into Coos Bay given the constraints of the Coos Bay bar and currently authorized limitations of the federal navigation channel?
- The application claims the stated depth needed for the slip and access channel is to maintain 'underkeel clearance' while an LNG ship is at dock. This is misleading as an LNG ship can only safely navigate the current channel at a high tide advantage, above 6ft tides to get through the channel to the slip before the tide recedes which would strand the vessel if it is not safely docked in the slip. Any LNG ship, 148,000 cubic meter class ship, would not be able to transit Coos Bay except periods of high tide, there would be no way for a ship to exit the slip at any lower tidal elevation as the ships draft would exceed navigational depth of the channel which could pose huge safety concern in the event of a tsunami.
- Water quality concerns from the 'sump effect' of having the proposed 45ft Mean Low Low Water (MLLW) deep slip and access adjacent to and on the outside bend of the 37ft MLLW navigation channel need to be addressed.
- What are the sedimentation impacts, salinity impacts, temperature and dissolved oxygen impacts that would likely result from a deep-water pocket created for the slip?

Questions were raised over whether the access channel dimensions can change, as no alternatives discussion exists, it is just one option, take it or leave it. Any reduction in the size of the slip or access channel would reduce water impacts and reduce the required mitigation. Any reduction in size or depth would also reduce adverse impacts associated with this project. The

need should be substantiated, and a robust alternatives analysis prepared to address these issues.

**DMD Alternatives:** Commenters would also like to know why Jordan Cove will move 300,000 cubic yards of sand to the Kentuck site when other alternatives exist that would have less impact than transferring a line all the way across Coos Bay to Kentuck slough. The log spiral bay could accommodate more than 300,000 cubic yards, it is much closer to the dredge sites and would have significantly less impacts than the Kentuck proposal, yet it is dismissed. Please explain more thoroughly the alternatives that were considered and why those alternatives were dismissed within the greater DMD plan.

**APCO DMD Site:** Commenters have concerns over the capacity of the APCO site. Does this site have the capacity for the initial dredging and maintenance dredging over the lifespan of this project? Commenters also have site stabilization and liquefaction concerns over a mountain of sand piled up adjacent to Coos Bay in an earthquake and tsunami zone. There is safety, engineering, project feasibility, and water resources concerns that must all be addressed.

**The project does not conform with existing land use laws (ORS 196.825(3)(g)):**

Commenters indicate that the applicant has failed to demonstrate that the project conforms with existing land uses designated in the applicable comprehensive plan and land use regulations. They also mentioned that the applicant has failed to provide the Department with the information necessary to make the determinations required by ORS 196.825(3)(g) that the applicant's proposed fill or removal is compatible with the requirements of the comprehensive plan and land use regulations for the area in which it will take place. Current, up-to-date Land Use Consistency Statements are required for all parts of this project in all jurisdictions with an explanation of the current status, pending or resolved local issues, processes, or appeals status.

Further, commenters are concerned the applicant has failed to obtain land use permits for the project in Coos Bay. Because of the reasons adopted by the Land Use Board of Appeals (LUBA) in remanding the prior land use application are directly related to the inconsistency of the proposed dredge and fill in wetlands and in the Coos Bay Estuary with the Coos Bay Estuary Management Plan, the project cannot be conditioned on a future land use approval to meet this criterion.

In January 2019, the Douglas County Circuit Court Judge reversed the Douglas County extensions from December 2016 and 2017 that approved the Pacific Connector Gas Pipeline as a conditional use. Because the pipeline will require a new application for conditional use permit and utility facility necessary for public service, the applicant has not met its burden to demonstrate to the Department that the project conforms to Douglas County's acknowledged comprehensive plan and land use regulations.

The comments received indicate that the applicant has not met their burden to demonstrate to the Department that the project conforms to Jackson County's acknowledged comprehensive plan and land use regulations.

**Insufficient Mitigation-Kentuck Compensatory Wetland Mitigation (CWM) Site:** Concerns were raised about the lack of a discernable alternative analysis on many components of the Kentuck mitigation proposal to see what alternatives were considered and on what basis were

rejected. The mitigation proposal itself is the largest wetland impact in this project proposal. Please answer the following questions:

- Why import 300,000 cubic yards of sand?
- Why not more or less materials?
- Why not use more suitable materials native to the area?
- Why sand vs. native cohesive clay soils for use as fill?
- What are the alternatives to move the sand to the site?
- Why were upland routes dismissed without reasonable justification?
  - Trucking the materials is a viable option with no impact to waters of the state.
- What other mitigation sites or options have you looked at addressing the following concern?
- The Kentucky site is already a freshwater wetland and has increased its functions in the past 10 years to the point that the current mitigation strategy might be inappropriate to offset functional losses. Please answer these questions as well:
  - Why is the dike so big, long, and wide?
  - Why is there no justification given to support dimensions of the proposed dike?
  - Why are there no alternatives are presented to evaluate the adverse effects of the dike and mitigation strategy?
  - Address the landowner concerns regarding the Kentucky Mitigation proposal and the Saltwater Intrusion impacts on adjacent lands.
  - Further address the concerns of flooding and impacting agricultural activities and existing farm uses.
  - Why is the pipeline proposed under a proposed mitigation site?
  - Where is the avoidance and/or impact minimization, especially given that each impact reduces the overall size of the mitigation project, therefore diminishing its potential function and values? Concerns were raised about the suitability of having a pipeline under the mitigation site that is supposed to be protected in perpetuity.

**Insufficient Mitigation-Eelgrass CWM Site:** Comments raised concerns about the lack of a discernable alternative analysis on many components of the eelgrass mitigation proposal. The CWM citing was found not to be in-kind or in proximity mitigation which would replace similar lost functions and values of the impact site. Disturbing existing mudflats and adjacent eelgrass beds is likely to have additional adverse impacts from construction. The proposal is inconsistent with ODFW Habitat Mitigation Policy. Alternatives should be considered, in consultation with ODFW, that favor impact avoidance to adjacent high value habitats (mudflats and adjacent eelgrass beds) and seek out appropriate in-kind, in proximity mitigation. The project impacts are to eelgrass beds adjacent to deep water habitats, while the proposed mitigation is near the airport runway and in shallow water habitats a considerable distance from deep water habitats. There are likely unforeseen FAA issues with the proximity of the mitigation site to the airport runway, this should be explored in detail with the FAA. The location of the eelgrass CWM site is situated in a portion of the Coos Bay Estuary classified as "52-Natural Aquatic" in the Coos Bay Estuary Management Plan where dredging is not allowed. This issue needs to be clarified by Coos County with respect to land use consistency.

**Insufficient Mitigation-Stream Impacts:** Comments assert that the project will impact many waterways' beneficial uses, water quantity and quality will be further impaired from construction of this project. Potential impacts include but are not limited to increased water temperatures, dissolved water oxygen, turbidity, etc. from riparian shade removal in 303(d) listed waterways and other waters. Disruption of fluvial processes, increased erosion and downstream

sedimentation and turbidity from construction activities, impacts on spawning and rearing habitats, impacts on fish migration and passage.

Many people have raised concerns that Federal Energy Regulatory Commission (FERC) procedures are vague and will not provide assurances that water quality/quantity standards will be protected. Stream risk analysis, alternative ways to avoid and minimize impacts for each water crossing are not possible on properties with denied access. How are any reasonable alternatives considered if access is denied and unattainable without a FERC Order granting condemnation authority? Alternatives are not fully explored or explained to avoid and minimize impacts at every opportunity.

**ODFW Habitat Mitigation Policy Inconsistencies:** Commenters expressed that the applicants should work with ODFW to appropriately categorize each wetland and waterway impact from start to end along the proposed pipeline route. Once the appropriate habitat category has been assigned in agreement with ODFW, appropriate mitigation can be discussed based on resources impacted. Currently, temporary impacts mitigation is insufficient and inconsistent with the ODFW Habitat Mitigation Policy for streams and wetlands crossed by the pipeline.

**Fish Passage-Coastal Zone Management Act (CZMA) and Non-CZMA Streams:**

Comments expressed concern that fish passage has not been addressed by the applicant. According to ODFW, applications for fish passage have not been submitted and this is critical to the Department for impact analysis determinations yet to be made. Fish passage applications may need to include a contingency method for crossing each waterway. For instance, if any of the HDD's fail, what is next, certainly not open trench, wet cut methods that are not currently being evaluated as alternative crossing methods under consideration.

**Wetland Delineations/Concurrence:** Public comments point out that some of the wetland delineation reports have either expired or are about to expire, see C4, C5, C9 and C10 of the application.

## **Additional Information Requested by the Department**

**Delineation-status for JCEP/PCGP:** To allow adequate review time of the wetland delineation report in order to meet the decision deadline, please submit the following data requests by the dates requested.

- 1) By April 17, 2019: GIS shape files of the new routes and re-routes so DSL can finish the initial review and provide any additional review comments in time to address this summer (involving additional field work, if needed);
- 2) End of April 2019: Responses to the initial delineation review questions and delineation maps (prototype subset of each map series for completeness review);
- 3) June 7, 2019: Responses to GIS review questions;
- 4) Last week of June 2019: Site visits (possible); and
- 5) August 9, 2019: Everything due: responses to all remaining requests for information based on site visits, GIS review responses and follow-up review requests, all final delineation maps, and all supporting materials for the concurrence.

**Bonding Requirements:** Prior to any permit issuance, a performance bond should be negotiated and put in place for the Eelgrass and Kentuck CWM projects. Bonds are required for non-public agencies that have permanent impacts greater than 0.2 acre. Proposed financial instruments need to demonstrate consistency with OAR 141-085-0700.

**Administrative Protections Required for Eelgrass and Kentuck CWM projects:**

Administrative protection instruments need to demonstrate consistency with OAR 141-085-0695.

**Oregon Department of State Lands, Land Management Issues:** Any proposed uses or activities on, over, or under state owned lands requires Department proprietary authorizations.

**Extensive Comments-Detailed response requested.** The Department requests that the applicant respond to all substantive comments. Certain commenters provided extensive, detailed comments. The Department would like to call these comments to the applicant's attention to ensure that the applicant has time to sufficiently address them.

- Mike Graybill;
- Jan Hodder;
- Rich Nawa, KS Wild;
- Stacey Detwiler, Rogue Riverkeepers;
- Jared Margolis, Center for Biological Diversity;
- Jodi McCaffree, Citizens Against LNG;
- Walsh and Weathers, League of Womens Voters;
- Wim De Vriend;
- The Klamath Tribes, Dawn Winalski;
- Tonia Moro, Atty for McLaughlin, Deb Evans and Ron Schaaf;
- Regna Merritt, Oregon Physicians for Societal Responsibility;
- Oregon Women's Land Trust;
- Sarah Reif, ODFW;
- Margaret Corvi, CTLUSI;
- Deb Evans and Ron Schaaf;
- Maya Watts; and
- Steve Miller.

All comments received during the public review of this application were previously provided to Jordan Cove by the Department via [Dropbox](#) and should be responded to as well. Please submit any responses to the Department and copy the commenting party if contact information was provided.

The Department asks that any responses be submitted in writing within 25 days of the date of this letter to allow adequate time for review prior to making a permit decision. If Jordan Cove wishes to provide a response that will take more than 25 days to prepare, please inform me as soon as possible of the anticipated submittal date.

The Department will make a permit decision on your application by September 20, 2019, unless Jordan Cove requests to extend that deadline. Please call me at (503) 986-5282 if you have any questions.

Sincerely,



Robert Lobdell  
Aquatic Resource Coordinator  
Aquatic Resource Management