

Exhibit R

Scenic Resources

Wagon Trail Solar Project
January 2022

Prepared for



Prepared by



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Table of Contents

1.0	Introduction	1
2.0	Analysis Area	1
3.0	Identification of Significant or Important Scenic Resources.....	1
3.1	Counties	5
3.1.1	Morrow County.....	5
3.2	Municipalities.....	5
3.2.1	City of Ione	5
3.2.2	City of Lexington.....	6
3.3	State.....	6
3.3.1	Oregon Department of State Lands.....	6
3.3.2	Oregon Natural Heritage Areas Program – Lindsay Prairie Preserve.....	7
3.4	Tribes	7
3.5	Federal.....	7
3.5.1	Bureau of Land Management	7
3.5.2	Department of Defense.....	8
3.5.3	National Park Service	9
3.5.4	U.S. Forest Service.....	10
4.0	Impact Assessment.....	10
5.0	Mitigation.....	11
6.0	Monitoring.....	11
7.0	Submittal Requirements and Approval Standards	11
7.1	Submittal Requirements	11
7.2	Approval Standards	12
8.0	References	12

List of Tables

Table R-1. Inventory of Important Scenic Resources	3
Table R-2. Submittal Requirements Matrix	11
Table R-3. Approval Standard	12

List of Figures

Figure R-1. Analysis Area for Scenic Resources
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Acronyms and Abbreviations

Applicant	Wheatridge East Wind, LLC c/o NextEra Energy Resources, LLC
BLM	Bureau of Land Management
CMP	Comprehensive Management and Use Plan
Facility	Wagon Trail Solar Project
NTSA	National Trails System Act
NWSTF	Naval Weapons Systems Training Facility
OAR	Oregon Administrative Rules
ODSL	Oregon Department of State Lands
ONHT	Oregon National Historic Trail
REAMP	Real Estate Asset Management Plan
RMP	Resource Management Plan
RNA	Research Natural Area
TNC	The Nature Conservancy
VRM	Visual Resource Management

1.0 Introduction

Wheatridge East Wind, LLC c/o NextEra Energy Resources, LLC (Applicant) proposes to construct and operate the Wagon Trail Solar Project (Facility), a solar energy generation facility and related or supporting facilities in Morrow County, Oregon. This Exhibit R was prepared to meet the submittal requirements in Oregon Administrative Rules (OAR) 345-021-0010(1)(r).

2.0 Analysis Area

The analysis area for scenic resources is defined in the Project Order as “the area within and extending 10 miles from the site boundary” (ODOE 2021). The site boundary is defined in detail in Exhibits B and C. The analysis area is shown on Figure R-1.

3.0 Identification of Significant or Important Scenic Resources

OAR 345-021-0010(1)(r) An analysis of significant potential impacts of the proposed facility, if any, on scenic resources identified as significant or important in local land use plans, tribal land management plans and federal land management plans for any lands located within the analysis area, providing evidence to support a finding by the Council as required by OAR 345-022-0080, including:

- (A) A list of the local, tribal and federal plans that address lands within the analysis area.*
- (B) Identification and description of the scenic resources identified as significant or important in the plans listed in (A), including a copy of the portion of the management plan that identifies the resource as significant or important.*
- (E) A map or maps showing the location of the scenic resources described under (B).*

This section inventories scenic resources identified as significant or important in local, tribal, and federal land use plans within the analysis area, as required to demonstrate compliance with the approval standard in OAR 345-022-0080. Per the Project Order, “local” includes state, county, and city planning documents or inventories (ODOE 2021). The analysis area includes part of one Oregon county, two Oregon municipalities, one State Natural Heritage Area, two parcels and part of a third parcel owned by the Oregon Department of State Lands (ODSL), and federal land administered by the Bureau of Land Management (BLM), National Park Service, and Department of Defense (Figure R-1). In addition, the U.S. Forest Service provides management guidance for a scenic byway that crosses the analysis area.

Based on a review of applicable land management plans, the Applicant concludes that there are no significant or important scenic resources identified by any applicable plan within the analysis area. The following sections describe the applicable jurisdictions, their applicable land use plans, and the determination as to whether visual resources in the analysis area are designated as significant or important. These descriptions are summarized in Table R-1.

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Table R-1. Inventory of Important Scenic Resources

Jurisdiction	Plan	Scenic Resources Specified in Plan	Significant or Important Scenic Resources Identified in Analysis Area	Name of Scenic Resource	Location of Scenic Resources Discussed in Plan
Counties					
Morrow County	Morrow County Comprehensive Plan and Zoning Ordinance, as updated through 2018	No	No	N/A	Goal 5 Natural Resources Element
Cities					
City of Ione	City of Ione Comprehensive Plan, as referenced in City of Ione (1999) and Zoning Ordinance #158	No	No	N/A	Section 5
City of Lexington	City of Lexington Comprehensive Plan (City of Lexington 1979)	No	No	N/A	Section IV
State					
Oregon Department of State Lands	Real Estate Asset Management Plan (2012)	Yes	No	N/A	Chapter 2, Land Classification, Special Stewardship Lands
The Nature Conservancy – voluntarily registered State Natural Heritage Area	Oregon Natural Heritage Areas Program (2020), Oregon Parks and Recreation Department	Yes	No	N/A	Chapter 3, Natural Area Conservation (site/designation-specific)
Tribal					
None applicable	None	-	-	-	-
Federal					
Bureau of Land Management	Baker Resource Management Plan (BLM 1989)	Yes	No	N/A	Chapter 2, Visual Resources; Management Guidance for applicable Geographic Units; Map 5
Department of Defense	Integrated Natural Resource Management Plan and Integrated Cultural Resource Management Plan for Boardman Bombing Range (Naval Weapons System Training Facility) (U.S. Navy 2012a, 2012b)	No	No	N/A	N/A; scenic resources not addressed in plan
National Park Service	Management and Use Plan Update, Oregon National Historic Trail and Mormon Pioneer National Historic Trail (NPS 1999)	No	No	N/A	Historic Routes and Significant Resources Chapter
U.S. Forest Service/ Oregon Department of Transportation	Blue Mountain Scenic Byway Interpretive Guide (USFS 1993)	Yes	No	N/A	Section II Resource Inventory

3.1 Counties

3.1.1 *Morrow County*

The Morrow County Comprehensive Plan was originally acknowledged as compliant with State of Oregon planning goals in 1986 and was last amended in 2018 (Morrow County 2018). The Applicant reviewed the collection of Morrow County documents that comprise the updated plan for references to scenic resources or sites identified as significant or important.

The Natural Resources Element includes a table with a summary of Goal 5 resource designations; the table entry for “Scenic Views; Sites” states: “Addressed in plan (p. 69) but none identified” (Morrow County 2018). No further information on scenic views or sites is provided in the document. Morrow County acknowledges in the text that due to amendments adopted in 2013 to the Natural Resources Element, which focused on aggregate and mineral resource protections, text pages are known to be out of order, and updated OAR standards will be applied to other resource categories in the future (Morrow County 2018).

Based on review of the applicable documents, the Applicant concludes that the Morrow County Comprehensive Plan does not identify any scenic resource as significant or important for inclusion in this exhibit.

3.2 Municipalities

3.2.1 *City of Ione*

Ione is a small, incorporated community located in the west-central part of Morrow County, with a population of approximately 330 residents (Portland State University 2020). The Applicant was unable to obtain or review a copy of the City of Ione Comprehensive Plan. The City of Ione Transportation System Plan (City of Ione 1999) indicates that the comprehensive plan and implementing regulations were approved in 1979 and have been subsequently amended several times, including in 1987. Section 5 of the Plan establishes Plan Goals and Policies for a series of topical areas corresponding to the statewide planning goals. Section 5 states a policy for Open Spaces, Scenic and Historic Areas, and Natural Resources to “Examine any publicly owned lands including street rights-of-way for their potential open space use before their disposition; and conserve the area’s natural resources and protect open space and natural resources which should be preserved from urban development.”

The Ione zoning ordinance (Ordinance #158, as amended) implements the Comprehensive Plan (City of Ione n.d.). The ordinance defines land use districts and establishes corresponding standards for the districts, along with other development standards. Section 2 of the ordinance establishes 10 zoning classifications, including a Permanent Open Space (O) zone. Section 3.85 states that no permanent structures may be built in the O zone; identifies permitted uses as farming, natural

areas, outdoor recreational facilities and wildlife management and habitat enhancement; and includes no reference to scenic views or sites (City of Ione n.d.).

Based on the content of the available planning documents and regulations described above, the Applicant concludes that the City of Ione has not identified any significant or important scenic resources for inclusion in this exhibit.

3.2.2 City of Lexington

Similar to Ione, Lexington is a small, incorporated community in the west-central part of Morrow County, with a population of approximately 265 residents (Portland State University 2020). The City of Lexington Comprehensive Plan (City of Lexington 1979) establishes a series of goals and policies corresponding to the applicable statewide planning goals. The plan includes a policy goal “to conserve open space and protect natural and scenic resources.” This is followed by an objective “to identify open spaces, scenic and historical areas, and natural resources which should be preserved from urban development.” Section IV of the plan provides a summary of findings, and includes the statement, “No scenic views, wilderness areas, recreational trails or scenic waterways were identified.” Implementing measures listed in the Comprehensive Plan related to scenic resources include the use of an Open Space zoning district; however, there are no areas in the City of Lexington to which that designation has been applied.

Based on the content of the Comprehensive Plan, the Applicant concludes that the City of Lexington does not identify any significant or important scenic resources for inclusion in this exhibit.

3.3 State

3.3.1 Oregon Department of State Lands

ODSL manages its land-based assets through the strategy set out under the 2012 Real Estate Asset Management Plan (REAMP; ODSL 2012). The REAMP classifies the agency's lands into seven categories: Forestlands, Agricultural Lands, Rangelands, Industrial/Commercial/Residential lands, Special Stewardship Lands, Waterways, and Mineral and Energy Resources. Specific scenic source areas are not identified by the REAMP; however, Special Stewardship Lands are managed to ensure the protection of “scenic, natural resource, cultural, educational and recreation values,” (ODSL 2012, 12). No other land classification is identified as having a scenic resource purpose.

In the analysis area, no Special Stewardship Lands are present. The two parcels and a small portion of a third parcel shown on Figure R-1 are all designated as Agricultural Lands (ODSL 2012), and are currently in irrigated agricultural use (ODSL 2021).

Based on the information provided through the REAMP (2012), the Applicant concludes that ODSL does not identify any significant or important scenic resources for inclusion in this exhibit.

3.3.2 Oregon Natural Heritage Areas Program – Lindsay Prairie Preserve

The Oregon Natural Heritage Areas Program was established under the Natural Heritage Act of 1979 (Oregon Revised Statutes 273.561-591), with the first Oregon Natural Heritage Plan published in 1981. A key goal of natural areas is to protect high-quality native ecosystems and rare plant and animal species. Private individuals or organizations are able to voluntarily designate their property as a natural area, with approval by the Parks Commission. The Lindsay Prairie Preserve, owned and managed by The Nature Conservancy (TNC), was registered as part of the Oregon State Register of Natural Heritage Resources in 1988 (Oregon Natural Heritage Areas Program 2020).

The purpose of the Lindsay Prairie Preserve as one of TNC's natural areas is "to conserve the lands and waters on which all life depends" (Oregon Natural Heritage Areas Program 2020). While there are scenic areas included in the Oregon Natural Heritage Areas Program, conserving scenic values within or around the Lindsay Prairie Preserve is not an identified purpose of that site. Furthermore, the Preserve is fenced, the access gated and locked, and there are no signs, trails, or facilities of any kind. TNC reports that the Preserve receives no known public use and is only occasionally visited by TNC staff (personal communication between Kristen Gulick, Tetra Tech, and Kelly Wallis, TNC, January 27, 2021).

Based on the information available through the Oregon Natural Heritage Areas Program (2020) and from TNC, the Applicant concludes that the State of Oregon does not identify any significant or important scenic resources for inclusion in this exhibit. However, the Lindsay Prairie Preserve is considered a protected area and potential visual impacts are evaluated in Exhibit L.

3.4 Tribes

There are no tribal lands located within the analysis area; therefore, this exhibit does not address any tribal land management plans.

3.5 Federal

This section reviews the federal land management plans that apply to lands within the Facility's analysis area (Figure R-1). The plans pertain to resources within the Boardman Bombing Range, the Oregon Trail and its significant sites, and interpretation associated with the Blue Mountain National Scenic Byway.

3.5.1 Bureau of Land Management

There is one small parcel of land managed by the BLM located towards the northeast edge of the analysis area (Figure R-1).

The Federal Land Policy and Management Act of 1976 requires the BLM to protect the quality of scenic values on public lands (43 United States Code 1701). The BLM manages scenic resources on the federal lands under its jurisdiction through application of the Visual Resource Management (VRM) system. BLM-administered lands in Morrow County are within the Baker Resource Area of

the Vale District; the current Resource Management Plan (RMP) for the Baker Resource Area was adopted in 1989 (BLM 1989). The RMP assigns the lands within the Baker area of the district to 14 geographic areas or planning units; the parcel is within the Blue Mountain planning unit.

The RMP assigns VRM classifications to all BLM lands within its scope; lands are placed within VRM Classes I, II, III, or IV depending on their existing visual quality and the management objectives relative to the amount of visual change that would be allowed to occur within those lands. The specific VRM classification for the parcel is unclear; however, it can be confirmed that it is not assigned to VRM Class I or II¹. Furthermore, the parcel is identified on Map 11 of the RMP as part of the livestock grazing program, though an unleased area (BLM 1989). Current BLM data do not identify the parcel as part of a grazing allotment or other form of special management area (BLM 2020).

The Applicant understands that the Oregon Department of Energy considers BLM-administered lands managed as VRM Class I and II to be important scenic resources, based on the level of visual resource protection afforded to those lands. Based on the assignment of the BLM-managed land within the analysis area to VRM Class III or IV, the Applicant concludes that there are no scenic resources identified as significant or important by the BLM's Baker RMP for inclusion in this Exhibit.

3.5.2 Department of Defense

Literature search activities conducted for the Facility's scenic resource assessment indicate the U.S. Navy has not prepared an overall land or resource management plan for the Naval Weapons Systems Training Facility (NWSTF) Boardman (formerly the Boardman Bombing Range). The Navy has developed an Integrated Natural Resources Management Plan for NWSTF Boardman (U.S. Navy 2012a, U.S. Navy 2012b). This plan addresses wildlife and plant species and their habitats but does not address scenery or other non-ecological natural resources. Similarly, the Navy has also developed an Integrated Cultural Resources Management Plan for the NWSTF Boardman (U.S. Navy 2012a, U.S. Navy 2012b). This plan addresses historic and archaeological resources; however, it does not address scenery or other non-cultural aspects of the human environment.

The Boardman Research Natural Area (RNA) is located entirely within NWSTF Boardman, and thus is not accessible to the public. It was established in September 1978 as part of the federal system of RNAs, and falls under Navy administration (Mayfield and Kjelmyr 1984). The site is protected for preservation of native vegetation and wildlife and is visited only occasionally by The Nature Conservancy staff doing monitoring or maintenance activities (personal communication between Thomas Kruger, Tetra Tech, and Jeff Rosier, The Nature Conservancy, March 9, 2015).

¹ Geographic Information System data obtained from BLM do not include VRM classifications for most of the northern half of the Vale District. The inholding is managed as part of the Blue Mountain planning unit. The Baker Resource Area RMP indicates that there are no areas within the Blue Mountain planning unit that are assigned to VRM Class I. Map 5 of the RMP identifies "areas of high visual quality" which are assigned to VRM Class II; none of these areas coincide with the location of the parcel. Because it is definitively not assigned to VRM Class I or II, the inholding parcel is managed either as VRM Class III or IV.

Based on the available documents for NWSTF Boardman and Boardman RNA, the Applicant concludes that the Navy does not identify any scenic resources as significant or important for inclusion in this exhibit.

3.5.3 National Park Service

The analysis area includes a portion of the Oregon National Historic Trail (ONHT), which received federal designation as a “historic trail” under the National Trails System Act (NTSA) in 1978. The purpose of the historic trail designation on federal lands is to protect the historic route and any associated artifacts. Specifically, the purpose is described in the NTSA as follows:

National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water based components of an historic trail which are on federally owned lands and which meet the national historic trail criteria established in this chapter are included as Federal protection components of a national historic trail....

Thus, the NTSA and its related protections apply only where the ONHT is on federal lands. In addition, the focus of the NTSA is on historic preservation, not management of scenic resources.

The NTSA indicates that specific locations along a historic trail can be identified as “high-potential” sites or trail segments. High-potential sites and trail segments are described as those locations that provide an opportunity to interpret the historic significance of the trail during its major use. As identified in the Comprehensive Management and Use Plan – Oregon National Historic Trail and Mormon Pioneer National Historic Trail (CMP; NPS 1999), the portion of the ONHT within the analysis area includes one high-potential site, the Oregon Trail Wells Springs Interpretive Site, as well as the 12 mile-long high-potential trail segment that passes through the southern end of the Boardman Bombing Range (Figure R-1). The Oregon Trail Wells Springs Interpretive Site is located along the southern boundary of the Boardman Bombing Range.

The CMP was developed to comply with the requirements of the NHTA and to manage preservation of the ONHT. The CMP explains that the purposes of the ONHT are “to identify, preserve, and interpret sites, route, and history of the Oregon Trail” and “to commemorate the westward movement of emigrants to the Oregon country as an important chapter of our national heritage.” Thus, the ONHT is managed for historical significance and not primarily as a scenic resource. The CMP’s focus on the historic significance of the ONHT and not management of scenic resources is consistent with Energy Facility Siting Council findings in Section IV.3(d) of the Final Order on the Shepherds Flat Wind Farm, dated July 25, 2008, as well as Section IV.J of the Final Order on the Wheatridge Wind Energy Facility and Section III.J of the Final Order for Request for Amendment 4 for the Wheatridge Wind Energy Facility (ODOE 2017, 2019). The scenic value connected with the ONHT is focused on the view of visible trail remnants and ruts, along with their immediate surroundings. Therefore, the high-potential sites and segment of the ONHT identified in the CMP and located in the analysis area are significant or important historic resources but are not specifically identified as scenic resources (NPS 1999).

Although the ONHT high-potential trail segment and a high-potential site are important historic resources, they are neither considered nor managed as significant or important scenic resources. However, they are considered important recreational resources and potential visual impacts are evaluated in Exhibit T.

3.5.4 U.S. Forest Service

Although the Blue Mountain Scenic Byway is a designated state (not federal) scenic byway, the only “management plan” for this byway is the Blue Mountain Scenic Byway Interpretive Guide (USFS 1993), prepared by the U.S. Forest Service, Umatilla National Forest (a significant portion of the route is along U.S. Forest Service roads). This management plan is focused on means to enhance wayfinding and visitor experience in the many towns along the byway route, which includes Oregon Route 74 within the analysis area. It is not a land management plan, a transportation plan, or a highway management plan, but is instead a plan for enhancing tourism. The plan does not grant or imply authority for land management outside of the Umatilla National Forest, which is outside of the analysis area.

The plan identifies a few specific views such as views of the Blue Mountains from a particular highway turnout; however, none of the identified viewpoints are located within the Facility analysis area. No specific scenic resources are identified in the area where the Facility would be near to, or potentially visible from, Oregon Route 74. Therefore, this plan does not identify any significant or important scenic resources for the purposes of this analysis. Although not included in the scenic resource analysis of this exhibit, the Blue Mountain Scenic Byway is addressed as a recreation resource in Exhibit T.

4.0 Impact Assessment

OAR 345-021-0010(1)(r)(C) A description of significant potential adverse impacts to the scenic resources identified in (B), including, but not limited to, impacts such as:

- (i) Loss of vegetation or alteration of the landscape as a result of construction or operation; and*
- (ii) Visual impacts of facility structures or plumes.*

The inventory in Section 3.0 demonstrates that no scenic resources have been identified as significant or important in local land use plans, tribal land management plans, and federal land management plans for any lands located within the analysis area. Therefore, there are no scenic resources to analyze potential adverse impacts of the Facility pursuant to OAR 345-021-0010(1)(r)(C). The potential visual impacts of the Facility to protected areas and important recreational opportunities are analyzed in Exhibit L and Exhibit T, respectively.

5.0 Mitigation

OAR 345-021-0010(1)(r)(D) The measures the applicant proposes to avoid, reduce or otherwise mitigate any significant adverse impacts.

As described in Section 3.0, there are no significant or important scenic resources in the analysis area. Consequently, no mitigation measures are proposed.

6.0 Monitoring

OAR 345-021-0010(1)(r)(F) The applicant's proposed monitoring program, if any, for impacts to scenic resources.

Because construction and operation of the Facility will have no significant adverse impacts on significant or important scenic resources in the analysis area, and no mitigation specific to scenic resources is warranted or proposed, no monitoring program for scenic resources is proposed.

7.0 Submittal Requirements and Approval Standards

7.1 Submittal Requirements

Table R-2. Submittal Requirements Matrix

Requirement	Location
OAR 345-021-0010(1)(r) An analysis of significant potential impacts of the proposed facility, if any, on scenic resources identified as significant or important in local land use plans, tribal land management plans and federal land management plans for any lands located within the analysis area, providing evidence to support a finding by the Council as required by OAR 345-022-0080, including:	-
(A) A list of the local, tribal and federal plans that address lands within the analysis area.	Section 3.0
(B) Identification and description of the scenic resources identified as significant or important in the plans listed in (A), including a copy of the portion of the management plan that identifies the resource as significant or important.	Section 3.0
(C) A description of significant potential adverse impacts to the scenic resources identified in (B), including, but not limited to, impacts such as:	Section 4.0
(i) Loss of vegetation or alteration of the landscape as a result of construction or operation; and	Section 4.0
(ii) Visual impacts of facility structures or plumes.	Section 4.0
(D) The measures the applicant proposes to avoid, reduce or otherwise mitigate any significant adverse impacts.	Section 5.0
(E) A map or maps showing the location of the scenic resources described under (B).	Figure R-1

Requirement	Location
(F) The applicant's proposed monitoring program, if any, for impacts to scenic resources.	Section 6.0

7.2 Approval Standards

Table R-3. Approval Standard

Requirement	Location
OAR 345-022-0080 Scenic Resources	
(1) Except for facilities described in section (2), to issue a site certificate, the Council must find that the design, construction and operation of the facility, taking into account mitigation, are not likely to result in significant adverse impact to scenic resources and values identified as significant or important in local land use plans, tribal land management plans and federal land management plans for any lands located within the analysis area described in the project order.	Sections 3.0 through 5.0
(2) The Council may issue a site certificate for a special criteria facility under OAR 345-015-0310 without making the findings described in section (1). However, the Council may apply the requirements of section (1) to impose conditions on a site certificate issued for such a facility.	N/A

8.0 References

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Portland State University. 2020. Preliminary Population Estimates. Portland State University, Population Research Center. Portland, Oregon. Available online at: <https://www.pdx.edu/population-research/>

USFS (U.S. Forest Service). 1993. Blue Mountain National Scenic Byway Interpretive Guide. Umatilla National Forest, USDA Forest Service. November 1993. Available online at: <https://www.co.morrow.or.us/planning/page/blue-mountain-scenic-byway>

U.S. Navy. 2012a. Naval Weapons Systems Training Facility Boardman Environmental Impact Statement. August 2012.

U.S. Navy. 2012b. Environmental Assessment, Integrated Natural Resources Management Plan for Naval Weapons Systems Training Facility Boardman, Boardman, Oregon. U.S. Navy, naval Facilities Engineering Command Northwest and Naval Air Station Whidbey Island.

Figures

Wagon Trail Solar Project

Figure R-1
Analysis Area for
Scenic Resources

MORROW COUNTY, OREGON

- Site Boundary
- Analysis Area (10-mile Buffer)
- National Register Historic Place
- Oregon Trail
- Blue Mountain National Scenic Byway
- State Natural Heritage Area
- Bureau of Land Management (BLM)
- State Lands
- Boardman Bombing Range
- City/Town
- Interstate Highway
- US Highway
- State Highway
- County Boundary
- State Boundary

 **TETRA TECH**  **NextEra ENERGY** RESOURCES

Data Sources	Reference Map
NextEra-Project Infrastructure; USDA-Aerial Imagery; ESRI- County Boundaries	

