



**DLCD**

Department of  
Land Conservation  
& Development



**OCMP**

Oregon Coastal  
Management Program



## **OREGON OFFSHORE WIND ENERGY ROADMAP ROUNDTABLE** **MAY 15 MEETING PACKET**

1. May Roundtable Meeting Agenda
2. Oregon Offshore Wind Energy Roadmap Discussion Concept Draft
3. April 15th Roundtable Meeting Summary





**AGENDA: Floating Offshore Wind Roadmap Roundtable**

**Thursday, May 15 from 9:00 AM - 5:00 PM**

**Southwest Oregon Community College- Brookings Campus**

**96082 Lone Ranch Pkwy, Brookings, OR 97415**

**ZOOM:**

<https://us02web.zoom.us/join/96082LoneRanchPkwyBrookingsOR97415>

**Objectives for May Meeting # 7:**

- Welcome and provide & updates
- Introduce a DRAFT Discussion Concept–Reflecting the Roundtable feedback so far
- Fill in gaps in the Concept with focused conversations

|          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|----------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 9:00am   | <b>Arrival, Welcoming</b> <ul style="list-style-type: none"><li>• Providing a moment for participants to join and settle in.</li></ul> <i>Coffee, hot tea, and water will be provided.</i>                                                                                                                                                                                                                                                                                           |
| 9:15am   | <b>Overview of the DRAFT Roadmap Discussion Concept</b> <ul style="list-style-type: none"><li>• What is the Discussion Concept for?</li><li>• Which parts came from the Roundtable? What did DLCD include from elsewhere? What was not included? And why?</li><li>• General questions on what the document is and is not, and what happens next?</li></ul>                                                                                                                           |
| 10:00 am | <b>Breakouts: Sections I and II</b><br><b><i>(Background, Goals, Principles, Alternative Futures)</i></b> <ul style="list-style-type: none"><li>• What, if anything, needs to change about the Goals for the Roadmap?</li><li>• What, if anything, needs to change about the Principles for the Roadmap?</li><li>• Should the Roadmap include alternative futures? If yes, why? If yes, which alternative futures should be used to inform Roadmap strategies and actions?</li></ul> |
| 10:45 am | <b>Full group report and discussion: Sections I and II</b><br><b><i>(Background, Goals, Principles, Alternative Futures)</i></b> <ul style="list-style-type: none"><li>• Reports</li><li>• Discussion</li></ul>                                                                                                                                                                                                                                                                      |

|          |                                                                                                                                                                                                                                                                                                                                                                             |
|----------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 11:15 am | <b>Full group discussion: Section III (full group)</b> <ul style="list-style-type: none"> <li>• Re-orientation to the engagement steps by phase of OSW development</li> <li>• Look at Section III. What are the “meaningful engagement” recommendations at each stage of OSW development?</li> </ul>                                                                        |
| 12:15 am | <b>Public Comment Part I</b>                                                                                                                                                                                                                                                                                                                                                |
| 12:30 pm | <b>Lunch Break (provided)</b>                                                                                                                                                                                                                                                                                                                                               |
| 1:30 pm  | <b>Breakouts: Section V part 1</b><br><b>(Objectives, Strategies, and Actions)</b> <ul style="list-style-type: none"> <li>• Meaningful Engagement</li> <li>• Support Communities</li> <li>• New Economic Opportunities</li> <li>• Workforce</li> </ul> <p>Each breakout discusses the 4 objectives for 40 min. Then report outs for 20 min</p>                              |
| 2:30pm   | <b>Breakouts: Section V part 2</b><br><b>(Objectives, Strategies, and Actions)</b> <ul style="list-style-type: none"> <li>• Cultural and Archaeological Resources</li> <li>• Protect the Environment</li> <li>• Achieve Energy Objectives</li> <li>• Optimize Permitting</li> </ul> <p>Each breakout discusses the 4 objectives for 40 min. Then report outs for 20 min</p> |
| 3:30pm   | <b>Break</b>                                                                                                                                                                                                                                                                                                                                                                |
| 3:45 pm  | <b>Full group: Strategic Conversations</b> <ul style="list-style-type: none"> <li>• Themes that emerged from today that need more work (What did the discussion draft get right, what needs to change)</li> <li>• If ready/needed, look over revised diagrams</li> </ul>                                                                                                    |
| 4:15pm   | <b>Directions to DLCD and others before June 17</b> <ul style="list-style-type: none"> <li>• Focused conversations to have</li> <li>• Other work hoped for</li> </ul>                                                                                                                                                                                                       |
| 4:30 pm  | <b>Public Comment Part II</b>                                                                                                                                                                                                                                                                                                                                               |
| 4:45pm   | <b>Closing &amp; next steps</b>                                                                                                                                                                                                                                                                                                                                             |
| 5:00pm   | <b>Adjourn</b>                                                                                                                                                                                                                                                                                                                                                              |

## Oregon Offshore Wind Energy Roadmap Discussion Concept Draft





**DLCD**

Department of  
Land Conservation  
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Oregon Coastal  
Management Program



**OREGON  
CONSENSUS**

# **Oregon Offshore Wind Energy Roadmap**

## **Conceptual Discussion Draft**

### **May 2025**



#### **Reviewer Guide**

This conceptual draft prepared by DLCD staff represents progress toward development of the Oregon Offshore Wind Roadmap based on conversations between November 2024 and April 2025. This draft reflects a moment in time in development and is likely to undergo significant expansion and change as the conversations among the Offshore Wind Roadmap Roundtable, Tribes, affected communities, agencies, the offshore wind industry, and the public continue through 2025 and 2026.

**Oregon Offshore Wind Energy Roadmap**  
**DISCUSSION CONCEPT – REVISED 4/30/25**

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**COVER ART & TITLE PAGE**

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# 1 BACKGROUND AND INTRODUCTION

## Reviewer Guide

The elements below are from the last version of the Roadmap outline we discussed. Between June and December, DLCD will complete Section 1 consistent with the Roadmap outline described in the December Roundtable packet. We would appreciate general feedback if there are other elements for the background and introduction to include.

### 1. Purpose and Background

This section will describe the overall scope of the Roadmap—What it does and does not cover. This section will make clear that the Roadmap is not deciding whether Oregon will pursue offshore wind or establish specific offshore wind policies. The Roadmap provides a framework for a future for Oregon that could include offshore wind, including policy recommendations, actions the state can take, and clear expectations and “waypoints” along the path to responsible offshore wind development for Oregon. This Roadmap identifies potential strategies for offshore wind in Oregon that would involve decision-makers at multiple levels.

### 2. Current Status of Offshore Wind in Oregon

This section will be designed as a short primer on what has happened to date with offshore wind in Oregon, and the nature of the offshore wind industry and market globally, nationally, and on the West coast. The section will provide a common foundational understanding of the current state energy goals, role of renewables, and the potential role for offshore wind (and maybe other marine renewables) in that mix. This will be drawn from the State Energy Strategy. This section will also discuss the current state of transmission grid infrastructure, Oregon-centric power economics, relevant energy/climate policies and goals, and the dynamics of increasing energy demand and implications for offshore wind.

The section will also provide a primer on the main regulatory and other policy frameworks Oregon has to shape offshore wind decisions and ensure benefits and minimize impacts. This will include the various parties and associated processes already in motion, and some of the challenges and opportunities already known.

### 3. Existing research and information relevant to Oregon Offshore Wind

This section will point to the most relevant information sources important to planning for offshore wind in Oregon. It will summarize some of the known data gaps and ongoing research efforts to fill those gaps. The discussion on information will discuss how offshore wind technology is likely to interact with current marine systems (ecological, social, and economic) and how climate change may affect those same systems

### 4. Lessons learned in other states about successful processes

This section will recognize that Oregon is not an island, and can cooperate with neighbors in California and Washington, and learn lessons from those states and other states that are considering or have implemented offshore wind projects.

### 5. Oregon definitions of success for the Roadmap regarding offshore wind direction-setting

Chapter 1 will close with some definition of success for the Roadmap itself. Not for a successful offshore wind project (see objectives in Chapter 5 below), but as a guide to different possible future for Oregon.

## 2 PRINCIPLES & ALTERNATIVE FUTURES FOR OFFSHORE WIND IN OREGON

### **Reviewer Guide**

The language below is starter language intended to reflect the high points of a full Roadmap draft. Between June and December, DLCD will expand this section with additional citations and policy references.

This Chapter has not gotten a lot of explicit conversation at the Roundtable. We have heard a lot of feedback about the utility of including goals, principles, and a broader set of alternative futures that both guide the Roadmap, but also recognize the Roadmap is about “keeping options” open, but being clear about what the paths are to those various options.

We could most use feedback on A) Are these generally useful to include in the Roadmap or not helpful?, and B) if helpful, what are some specifics you would like to so and/or conversations you would like to have at the Roundtable to flesh out this Chapter?

### 2.1 Oregon Goals & Principles Guiding the Offshore Wind Roadmap

Oregon is one of six western states with a 100% clean energy mandate. HB 2021 mandates that Oregon’s investor-owned utilities (IOUs) reduce greenhouse gas emissions associated with electricity sold to Oregon consumers to 80% below baseline emissions levels by 2030, 90% below baseline emission levels by 2035, and 100% by 2040 [cite]. Additionally, the Oregon coast is recognized as an area of the state that faces grid reliability and resiliency challenges, for which grid investment and new electricity generation sources west of the Coast Range are expected to bring system stability benefits and support community resiliency [cite]. Oregon also sees the potential opportunity for economic growth and job creation for coastal communities and manufacturing areas along the Columbia River that could result from the establishment of a new Oregon-based industry such as offshore wind [cite and include any available estimates].

Globally, offshore wind industry is growing and continues to improve its technological capabilities, power output, and scientific knowledge concerning the environmental effects of offshore wind installations. Additionally, the electrical grid in the US West is considering options for greater regional integration and market sharing, which opens new opportunities for states beyond Oregon to benefit from meeting their energy demands via carbon-free sources in Oregon or offshore [cite]. Considered together, Oregon is interested in pursuing the option of offshore wind development in federal waters off the coast, if it can be achieved consistent with Oregon policies, goals, and principles.

The state of Oregon is interested to better define, through this Offshore Wind Energy Roadmap, the conditions, process, and standards under which the state might responsibly utilize its offshore wind resource to benefit local communities, state climate responsibilities and energy resilience objectives, and strengthen efforts to decarbonize the entire western electricity grid. This Roadmap recognizes that the decision to travel the path toward offshore wind development has not been made, but it is important to clearly articulate what the path looks like, what strategic steps are necessary for the state to be ready for offshore wind and to attract development investment, and what standards are necessary to protect Oregon and Oregon residents’ interests.

House Bill 4080 in the 2024 legislature builds on an informal discussion that began in 2023 around the question of offshore wind in Oregon’s future<sup>1</sup>. HB 4080 identified the key topical areas that Oregon standards for offshore wind must support, including:

- Effective stakeholder engagement;
- Local and regional coastal communities;
- The creation of economic opportunities and sustainment of existing local and regional economies;
- The creation of an offshore wind energy workforce that is local, trained, housed and equitable;
- Protection of Tribal cultural and archaeological resources, culturally significant viewsheds and other interests of Indian Tribes;
- Protection of the environment and marine species; and
- Achievement of state energy and climate policy objectives, including energy resource diversity, reliability and resilience of state and regional energy systems.

This Roadmap describes objectives within each of these topic areas and identifies the policies, processes, strategic opportunities, and actions necessary to achieve those objectives consistent with values and interests of the state and affected communities.

### 2.1.1 Principles for Responsible Decision-Making around Offshore Wind

#### **Reviewer Guide**

This is new content, informed by Roundtable discussions. How well does this reflect general principles?

- Based on the best available science, with forward-looking plans to manage uncertainty and risk.
  - Precautionary
  - Adaptive in a thoughtful manner (i.e., not “seat of our pants” management)
  - Utilizing the mitigation hierarchy
- Features clear and enforceable accountability measures and memorialized agreements with affected communities to provide assurances that standards will be upheld, interests are preserved, and benefits balance with costs.
- Recognizes and incorporates Tribal sovereignty, treaty rights, cultural and resource interests, consultation obligations, and the importance of free, prior, and informed consent.
- Is based on sufficient information to demonstrate consistency with Oregon’s statutes, rules, statewide planning goals, and other relevant state and local policies.
- Adheres to Statewide Planning Goal 1: Citizen Involvement, which calls for, “the opportunity for citizens to be involved in all phases of the planning process,” and embodies this value in the permitting and consenting process for any offshore wind project.

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<sup>1</sup> [https://oregonconsensus.org/wp-content/uploads/2024/04/Considerations\\_Oregon-FOSW-Roadmap-with-Exit-Ramps\\_04262024\\_final.pdf](https://oregonconsensus.org/wp-content/uploads/2024/04/Considerations_Oregon-FOSW-Roadmap-with-Exit-Ramps_04262024_final.pdf)

- Considers and integrates all phases of offshore wind development, including Siting, Leasing, Permitting, Construction, Operations and Maintenance, and Decommissioning.
- Considers all aspects of offshore wind development as an interdependent system, including port infrastructure development, transmission needs, workforce development, and community support services.

### 2.1.2 Characteristics of an Offshore Wind Path Forward that Provides Clarity for Development

Throughout the Roundtable process, there has been a request for clarity in the steps that might be taken for a viable offshore wind energy project. This Roadmap does not say whether offshore wind energy is viable or not, but it can articulate the steps along that path, and the Roadmap can describe some of the characteristics of those steps that might increase clarity along the way:

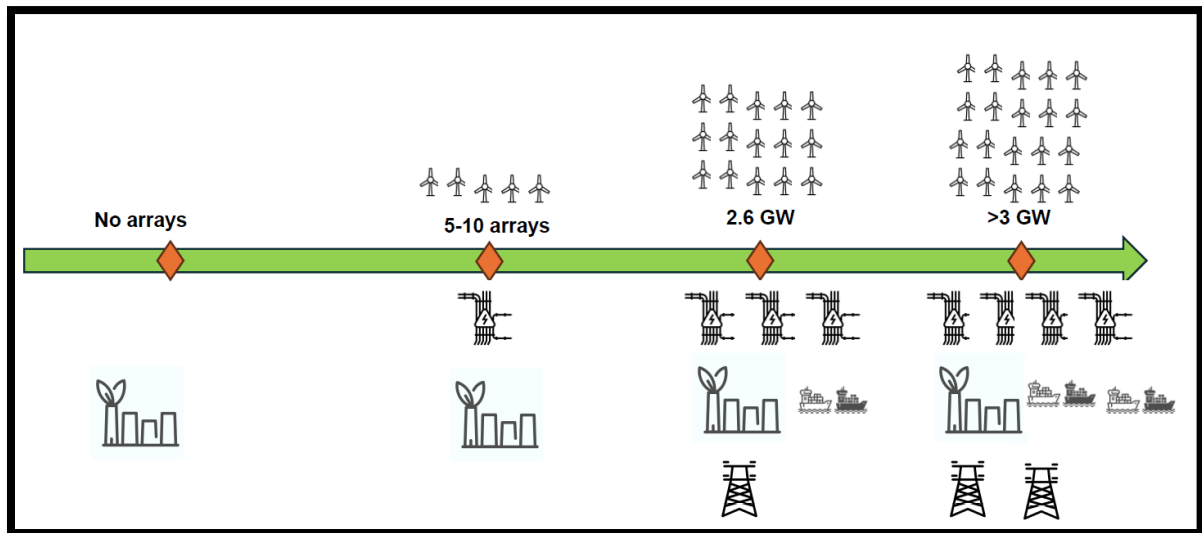
- Regulatory certainty is more likely to bring investment. Greater clarity and stability regarding expectations for information, mitigation measures, and community agreements will increase regulatory certainty.
- Market certainty brings investment. Offshore wind is a long lead-time investment that may necessitate market signals from the state to attract and sustain interest. Signals may include policies, incentives, financing, or procurement mechanisms. For the state to offer these signals, the value of offshore wind to Oregon's energy system, climate goals, community benefit, and/or economic development needs to be clearly articulated.
- Offshore wind in Oregon cannot happen without shoreside support infrastructure and port development. These developments need to be planned in advance, including consistency with state and local policies and regulations.
- The siting of offshore wind arrays significantly affects the cost and feasibility of a project, affecting everything from offshore and onshore cable routes, viewshed effects from shore, access to ports for installation and maintenance, and project permitting viability due to the ability to avoid space-use conflicts or environmental effects. Careful and comprehensive siting can identify issues early and provide certainty that a project is viable.
- Offshore wind development requires a trained workforce that has adequate access to housing and other services.
- Offshore wind is a regional opportunity for the west coast. An efficient industry requires regional cooperation with California and Washington regarding transmission infrastructure, supply chain development, and port capabilities.
- State investment may be required in communities, research, and infrastructure to support the integrated system that would be needed to realize an offshore wind industry that is consistent with Oregon's interests and values.

## 2.2 Alternative Futures

### Reviewer Guide

This is new content, informed by Roundtable discussions. We can start over, or adjust. But it seems that people want more than just “no wind” or “lots of wind” scenarios. Future revisions would work on a graphical depiction of scenarios, and a summary table of future considerations, and what those alternative futures should really be that the Roadmap considers.

Figure 2.2 Alternative Futures



### 2.2.1 Path 1: Oregon hosts an offshore wind industry

Under this future, at least one offshore wind array would exist off the coast of Oregon. This scenario would also include port upgrades to accommodate a turbine integration facility and other support facilities, invite supply chain and manufacturing opportunities, and support transmission upgrades as needed.

#### Markers of Success (Benefits):

### Reviewer Guide

The lists below are included for discussion. Future revision of the Roadmap will discuss these in narrative form.

- An investment in clean energy creates additional investment that helps increase local jobs.
- Workforce development and education creates generational benefits.
- Upgraded transmission and grid to improve energy resiliency and support new generation from OSW.
- Ports are expanded, updated, and electrified.

- Offshore wind industry achieves coexistence with conservation, fisheries, and other uses.
- Development is limited to an appropriate amount considering cumulative impacts to the California Current Large Marine Ecosystem and coastal communities.
- Decommissioning leaves no trace with clear responsibilities.
- Scientific monitoring for offshore wind projects leads to a co-benefit of a better understanding of the ocean system.
- Oregon's addresses its responsibilities to clean energy and climate change mitigation by contributing to decarbonization of the future energy mix.
- Cultural resources are protected and affected Tribal communities are engaged and empowered with decisions.

#### Considerations/Consequences/Tradeoffs:

- Potential for effects to state coastal resources and uses that would need to be evaluated against Oregon policies.
- State public investments may be required to attract and support an offshore wind industry.
- Cost of power to Oregon ratepayers may rise if such costs are determined to be prudent by Oregon energy regulators

### 2.2.2 Path 2: Oregon participates in activities related to offshore wind (e.g., supply chain; transmission upgrades) but does not host an offshore wind array

Under this future, Oregon invests in developing and investing in business opportunities and system upgrades ancillary to an offshore wind presence in Oregon, but does not elect to pursue or support the presence of offshore wind arrays off Oregon's coast (for either Oregon ratepayer use or interstate use).

#### Markers of Success:

- Oregon benefits from economic growth while avoiding potential detrimental effects to state coastal resources or uses that may result from the presence of an offshore wind installation and associated support facilities on the Oregon coast.
- Upgraded transmission and grid to improve energy resiliency and support new generation from OSW.
- If Oregon eventually decides to pursue or support offshore wind generation off the coast, less time will be required to build out the necessary infrastructure and support facilities.

#### Considerations/Consequences/Tradeoffs:

- It is unclear whether sufficient opportunity exists from the California projects for Oregon supply chain businesses given CA and WA are already signaling investments in their own supply chain development.

- Absent an intent to locate wind turbines off the Oregon coast, the need and value of port upgrades is unsupported by current information.
- State public investments may be required to attract and support an offshore wind supply chain opportunity.

### 2.2.3 Path 3: Oregon pursues a pilot scale offshore wind project

Under this future, Oregon invests in one or more pilot offshore wind arrays. The pilot offers some ability to test new technologies or approaches, permitting processes, etc.

#### Markers of Success:

- May attract federal research funding under future administrations
- The Territorial Sea Plan states a preference for pilot scale or phased development projects in cases where there is a lack of data available about the effect of the project on marine uses and resources. A pilot would allow direct measurement of effects
- Visual resource effects could be directly measured, and Oregonians would have an opportunity to experience the visual effect on a smaller scale before considering a larger project.
- A pilot project could potentially navigate the state and federal permitting process with greater ease and provide an example for future full-scale projects.

#### Considerations/Consequences/Tradeoffs:

- California's development would likely already serve the same research and experiential function as a pilot array.
- A small collection of turbines would not necessarily answer effect questions related to a larger array.
- The industry has stated that they are not interested in investing in a project less than 1GW in capacity due to the large costs and risks. The state may need to be an investor to reduce project risk.
- Cost of power from a smaller array would be higher than a large array. Power procurement may not be consistent with state ratepayer protection policies absent legislative direction.

### 2.2.4 Path 4: Oregon does not participate in offshore wind in any way

Under this future, Oregon makes the decision not to attract offshore wind industry elements on the ocean or on the land.

#### Markers of Success:

- Oregon has found other sources of renewable energy to meet its climate goals
- Oregon continues to collaborate with California and Washington on regional energy supply and demand issues, and monitoring changes to the California Current Ecosystem

### Considerations/Consequences/Tradeoffs:

- The sustainable development and environmental protection needs for existing ocean uses remain
- The economic development and jobs from offshore wind are located elsewhere
- Oregon may have less control over the types of energy sources it accesses to meet its climate goals and future energy needs

# 3 THE PATHWAYS TO OREGON’S OFFSHORE WIND

## FUTURES

### **Reviewer Guide**

This chapter will show and describe the Waypoint Diagrams built by the Roundtable and with conversations with Tribes, fishing community, and coastal communities through summer and fall. The diagrams will be cleaned up with a graphic designer.

As the waypoints are described, the text will be linked back to the diagrams with icons and explained in further detail and whether they connect to enforceable policies or exit ramps.

The best feedback right now is just on the structure of this Chapter. Any considerations? Things missing? Chapter 5 will have objectives, strategies, and actions.

### 3.1 Framing the Pathways Ahead

As an early exercise of the Oregon Offshore Wind Roadmap Roundtable participants were asked to imagine two alternative futures:

- A future with wind turbines off the Oregon coast; and
- A future without wind turbines off the Oregon coast.

For both futures, Roundtable members were asked to identify the characteristics of each future where they would have “no regrets”. Roundtable members were asked to set their positions or current concerns aside, and imagine both futures that could line up with their interests. Roundtable members were then asked to start designing an “infographic” of a Roadmap that described the key conversations, policies, and actions that were necessary for the state to attain those futures (e.g., the pitfalls avoided, questions answered at critical junctures, necessary agreements, protections secured, and questions deferred to a post-permit adaptive management phase).

The resulting “waypoints” were further refined throughout the course of Roadmap development and provided a frame for discussion of process, policy, and action needs. The following subsections describe the “waypoint path” as an overview of how Oregon might responsibly achieve a future with offshore wind that is consistent with state policies, values, and interests. These waypoints appear again in later sections of the Roadmap focused on the specific topic areas identified in HB 4080.

## 3.2 Waypoints on the Path to Federal Siting and Planning

### Reviewer Guide

This is a placeholder graphic based on the April Roundtable version. The figures will be updated based on feedback from the Roundtable, Tribes, public, and other affected communities. DLCD is also seeking help from a graphic designer to better present this information visually.

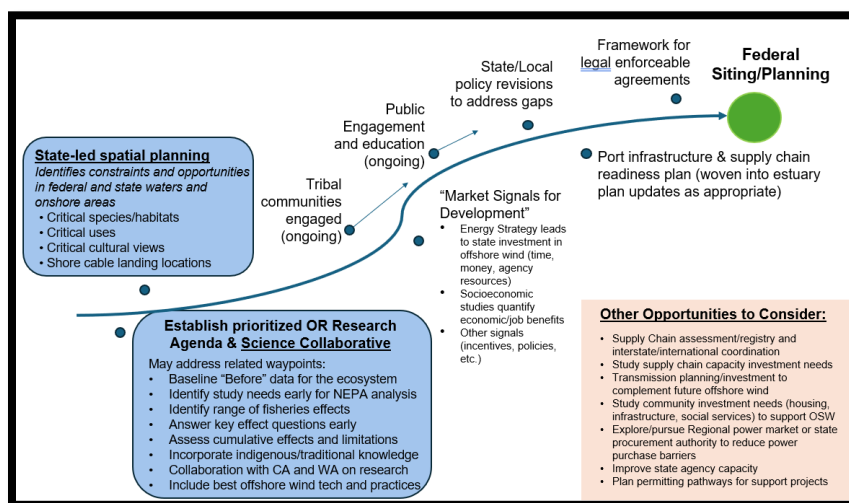


Figure 1. Waypoints on the Path to Federal Siting and Planning

### 3.2.1 Waypoint Descriptions in this Phase

[Future revision of this section will describe the waypoints on the diagram in greater detail.]

### 3.2.2 Dilemmas in this Phase

- Funding of a research agenda and collaborative is uncertain
  - It may not be feasible to identify and fully know what the effects to fisheries might be too early in the process. In California for example, despite five leases having been sold to developers and survey work currently being underway, it is still not known to what extent different types of fishing activities might be affected by eventual project designs. The negotiation of agreements between the fishing communities and developers is proceeding during the leasing phase under the 7C Fisheries Working Group, which was established under California statute and required as a condition of the state's Federal Consistency review.
- Alternatives:
- Follow the negotiations in California and obtain a better understanding of fisheries effects from the final proposed project designs once applicants submit their Construction and Operation Plans to the Bureau of Ocean Energy Management (BOEM) (typically required within five years of lease issuance).

- Address fisheries effects more generally through an Oregon-specific research agenda and collaborative, drawing from research around the world to improve local understanding of the range of possible effects.
- Do not move forward to leasing

### 3.2.3 Exit Ramps in this Phase

[To be completed]

## 3.3 Waypoints on the Path to Federal Leasing of the Outer Continental Shelf for Offshore Wind Exploration

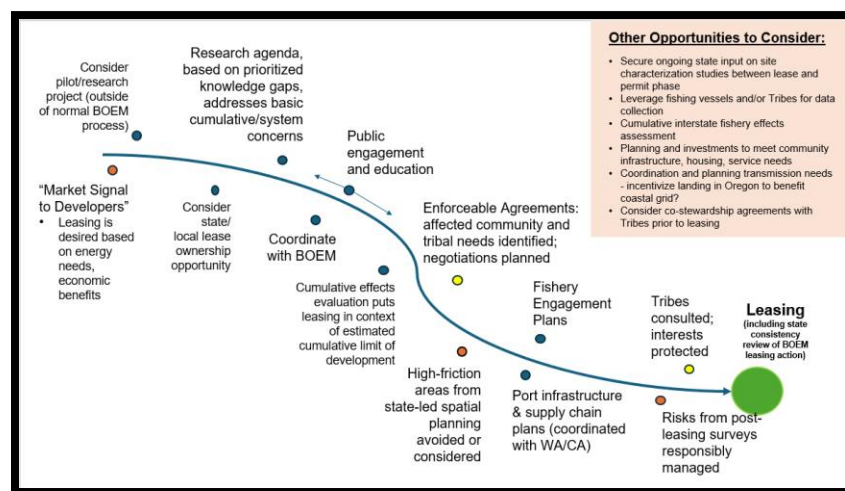


Figure 2. Waypoints on the path to Federal Leasing of the Outer Continental Shelf for Offshore Wind Exploration

### 3.3.1 Waypoint Descriptions in this Phase

[Future revision of this section will describe the waypoints on the diagram in greater detail.]

### 3.3.2 Dilemmas in this Phase

- Funding of a research agenda and collaborative
- Timing of a programmatic/cumulative assessment – NEPA analysis vs. outcome of research agenda work and purpose of the cumulative assessment for purposes of informing leasing vs. in later NEPA analysis associated with a permit.
- Timing and expectations for coordinating community conversations around agreements and benefits: typically a developer would need to be a key convener of community agreements, but until a lease is issued there is no developer to take on this role. It would be inefficient and confusing for multiple developers without leases to begin these conversations too early. The Roadmap needs to clarify who would be responsible for organizing and convening affected

communities to begin the process of negotiating agreements and provide an overview of the timing and objectives of the conversations at different stages of development (i.e., before vs. after leasing).

### 3.3.3 Exit Ramps in this Phase

[To be completed]

## 3.4 Waypoints on the Path to Permitting a Specific Offshore Wind Project

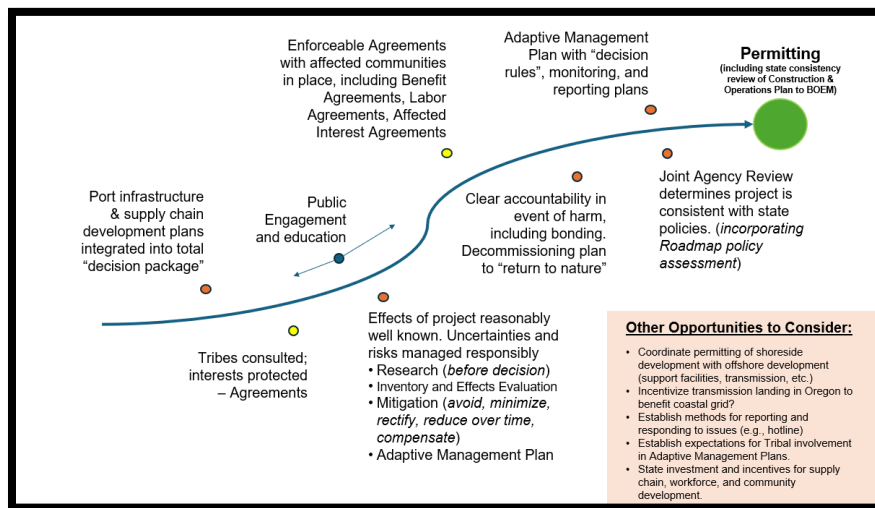


Figure 3. Waypoints on the path to Permitting a Specific Offshore Wind Project

### 3.4.1 Waypoint Descriptions in this Phase

[Future revision of this section will describe the waypoints on the diagram in greater detail.]

### 3.4.2 Dilemmas in this Phase

- Funding of a research agenda and collaborative
- It is unclear whether all of the support projects (e.g., onshore transmission upgrades or shoreside facilities) would be reviewed at the same time as the permit for an offshore wind array. There may not be a clear mechanism for considering the entire system as a single "decision package".

### 3.4.3 Exit Ramps in this Phase

[To be completed]

## 3.5 Waypoints on the Path to Construction of a Permitted Offshore Wind Project

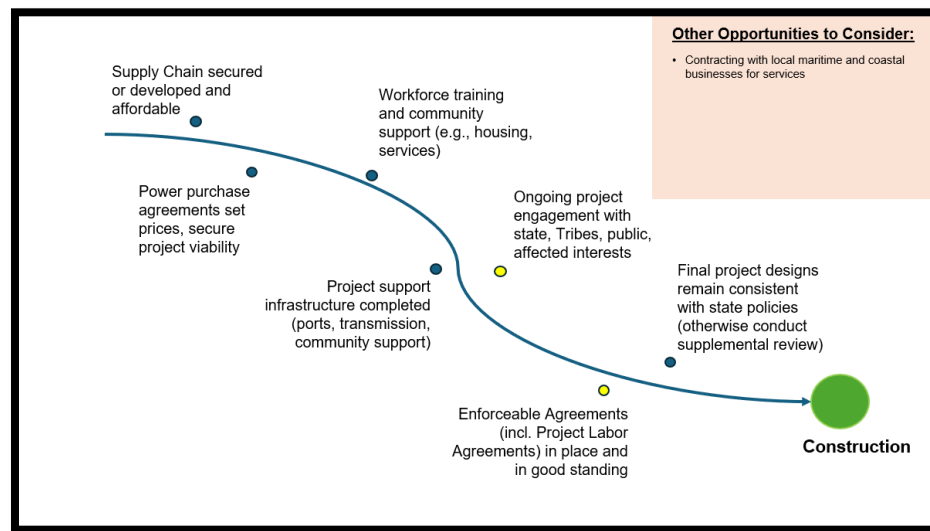


Figure 4. Waypoints on the path to Construction of a Permitted Offshore Wind Project

### 3.5.1 Key Waypoint Descriptions in this Phase

[Future revision of this section will describe the waypoints on the diagram in greater detail.]

### 3.5.2 Dilemmas in this Phase

- The state does not have a formal regulatory method to retain authority over activities that occur after the federal consistency review, unless those activities relate to a permit issued by the state for activities occurring within the state's jurisdictional coastal zone. The Roadmap contains suggestions for methods the state may employ to retain an ongoing role, including:
  - Adaptive Management Plans that contain prescribed agreed-upon actions as conditions of state concurrence
  - A requirement for enforceable agreements, where those agreements may be required as evidence of consistency with a state enforceable policy (e.g., fisheries protection standards in Part Five of the Territorial Sea Plan). The gap assessment in [Section X](#) discusses potential policy gaps that, if addressed, could potentially allow the state to require other types of enforceable agreements for community benefits, labor agreements, and other areas of interest to affected communities.

### 3.5.3 Exit Ramps in this Phase

[To be completed]

## 3.6 Waypoints During Operation of an Offshore Wind Project

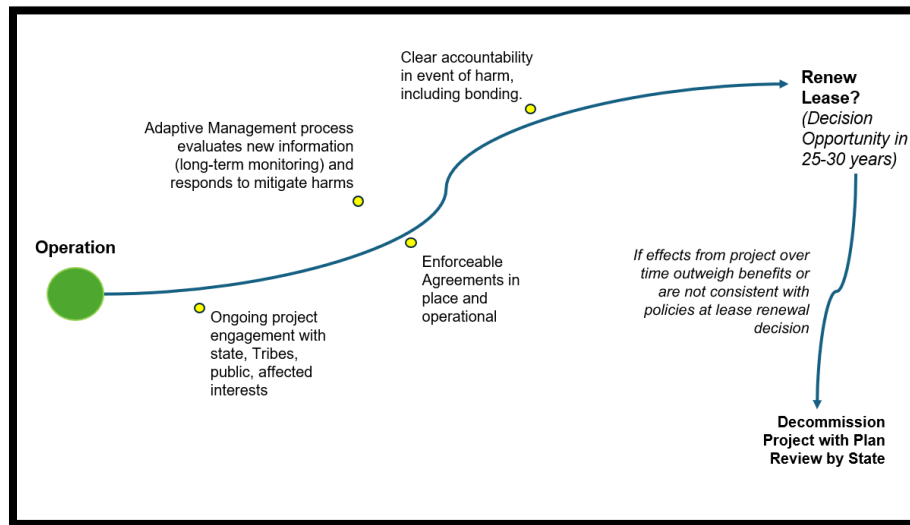


Figure 5. Waypoints During Operation of an Offshore Wind Project

### 3.6.1 Waypoint Descriptions in this Phase

[Future revision of this section will describe the waypoints on the diagram in greater detail.]

### 3.6.2 Dilemmas in this Phase

- Clear accountability in event of harm: Under the federal regulations, the Bureau of Safety and Environmental Enforcement (BSEE) is the lead agency responsible for directing the response to unexpected project failures, harm, or emergency situations. The state should have clear lines of communication and procedures to coordinate with BSEE in the event that unexpected situations intersect with state areas or interests. BSEE and BOEM [cite] are also responsible for ensuring offshore wind projects have adequate financial assurance (e.g., bonds) to cover project decommissioning, disaster/liability events, and the risk of default.
- Adaptive Management Process: If designed based on best practices in the permitting phase, an Adaptive Management process provides a way for the state to maintain an ongoing role in learning from monitoring data, revising the understanding of effects of the project, and taking action when necessary to mitigate any unexpected outcomes. Essential to a successful process is a documented and agreed-upon framework for state participation alongside federal partners, clearly prescribed monitoring measures in the permitting phase, and prescribed response measures that provide options to adjust the project if needed.

The adaptive management process and associated data must also be accessible to the public.

### 3.6.3 Exit Ramps in this Phase

- It is unlikely that, once installed and operational, the discovery of new information during Adaptive Management would have the ability to result in removal of the project before the ~30-year lease period is complete. At the end of the lease period, the state would have an opportunity to review any lease renewal decision against state enforceable policies, using its federal consistency authority. If the information collected during the operating years suggests that renewal of the project would be inconsistent with state policies, the state would have the opportunity to object to lease reissuance. It will be important for the state to consider during the permitting and adaptive management phases whether potential effects are likely to be reversible if the project is removed after a period of years.

## 4 POLICY ASSESSMENT: ADDRESSING EFFECTS AND SEIZING OPPORTUNITIES

### **Reviewer Guide**

This chapter will summarize the outcome of the Enforceable Policy Assessment required by HB 4080. The Roundtable has provided a lot of input into this assessment through our effects, policies, and gaps discussions.

The list of gaps included in this draft is still a work in progress, as discussions with local governments and agency partners are ongoing and we are still researching policy questions behind the scenes. In future revisions of this chapter, DLCD will have completed a third-party and legal review of the policy gap assessment, so some of the items here might change. We will also build the list of gaps into a gap strategy table that discusses options or challenges to consider.

The full Enforceable Policy Assessment will be included as an appendix to the final Roadmap.

As part of fulfilling the requirements of HB 4080, DLCD conducted an assessment of the state enforceable policies that may be used in the federal consistency review of offshore wind energy leasing decisions and any other actions related to offshore wind energy development off of the Oregon coast.

The purpose of the assessment is twofold:

1. To assist in the identification of relevant enforceable policies for future offshore wind project reviews. This information may be informative to prospective developers, project applicants, or federal agencies.
2. To identify gaps in existing policies or potential new policies that the state may wish to address through new rulemaking or legislative action prior to conducting a potential future offshore wind project review.

[callout box – Enforceable Policies Primer – see November Roundtable meeting packet]

### 4.1 Key Effects to State Coastal Resources and Uses

#### **Reviewer Guide**

Future revisions of this section will include additional narrative discussing the items in the effects list we built together in the Roundtable. The most recent version of the effects list can be found in the Roundtable February Meeting Packet on the DLCD Roadmap website.

The policy assessment was structured around a compilation of effects to coastal resources and uses that are either reasonably anticipated or uncertain but possible to be evaluated as part of a future review. The term “effect” can mean either an event or occurrence that should be avoided or a benefit that the state or a community may want to capture as a result of offshore wind development.

[callout box – effects coastal resources and uses in the context of state regulatory review]

The list of effects was developed from the following sources:

- Effects identified during the PacWave permit scoping process (with amendments to be applicable to offshore wind instead of wave energy devices)
- Effects identified in public and agency comments during the BOEM leasing federal consistency review in 2024
- Section 3 of the Offshore Wind Roadmap Considerations document (2023)
- Responses to the Roadmap Roundtable online survey conducted in December 2024
- Individual staff conversations and research into potential offshore wind effects, in support of future federal consistency reviews.
- Interviews with local government planning staff

The initial list of effects was refined over the course of several months through conversations with the Offshore Wind Roadmap Roundtable, attendees of three public meetings along the Oregon coast [pending], engagement efforts with fishing industry representatives [pending], consultation with Oregon Federally Recognized Tribes (Tribes) [pending], and community focus group engagement conversations [pending].

DLCD staff compared these effects against existing enforceable policies of the Oregon Coastal Management Program and identified areas where policy gaps may exist to address those gaps in future offshore wind permit reviews. DLCD shared the results of this analysis with the Roundtable for initial feedback and engaged the services of an independent third-party reviewer of the policy assessment.

The full Enforceable Policy Assessment may be found in Appendix X of the Roadmap [under development]. The identified gaps and opportunities are summarized in the following sections.

*[To include in future revisions: narrative summaries of effects of concern and benefits to capture.]*

## 4.2 Summary of Identified Policy Gaps and Strategies to Address

### **Reviewer Guide**

The compilation of gaps is still under development and subject to review.

**Table: Policy Gap Strategy Table** *[under development]*

| Potential Gap                                                                                                                                                                                                                                                                                    | Notes                                                                                                                                                                         |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Protecting the Environment and Species</b>                                                                                                                                                                                                                                                    |                                                                                                                                                                               |
| Improve the geographic reach of the ecological protection policies. Currently they are described based on spatial zones delineated within the Territorial Sea. If made more general or based on resource types found in the area, the criteria may be more broadly applicable in federal waters. | Territorial Sea Plan Part Five                                                                                                                                                |
| Revisit policies within Part Five that were not approved for use in federal consistency reviews by the NOAA Office for Coastal Management, to determine whether modifications to policy language may render them more likely to be approved for use.                                             | Territorial Sea Plan Part Five                                                                                                                                                |
| Explore whether Part Five can include the protection of cultural practices, and whether there are gaps in the protection of natural resources as cultural resources that can be addressed in Part Five.                                                                                          | Territorial Sea Plan Part Five                                                                                                                                                |
| Vessel operations associated with energy facility activities (e.g., traffic corridors, speed limits, mammal avoidance procedures).                                                                                                                                                               | Territorial Sea Plan Part Five                                                                                                                                                |
| Protection standards could be strengthened to include survey activities, so there is continuity in obtaining survey information essential to fisheries management and natural resource protection.                                                                                               | Territorial Sea Plan Part Five                                                                                                                                                |
| Expand the scope of Part Five to also cover site characterization activities between the leasing and permitting stage, including surveys, geotechnical exploration, and buoys (e.g., prevent anchors being left behind)                                                                          | Territorial Sea Plan Part Five                                                                                                                                                |
| Explicitly mention seabirds and migratory species in the ecological protection policy                                                                                                                                                                                                            | Territorial Sea Plan Part Five                                                                                                                                                |
| Consider whether protection standards should have seasonal/migratory considerations explicitly                                                                                                                                                                                                   | Territorial Sea Plan Part Five                                                                                                                                                |
| Define the role of mitigation and adaptive management in the definition of "Significant Adverse Effect for Ecological Resource Protection"                                                                                                                                                       | Territorial Sea Plan Part Five                                                                                                                                                |
| Standards related to siting in areas of geologic instability                                                                                                                                                                                                                                     | Territorial Sea Plan Part Five                                                                                                                                                |
| Waste disposition plan to support feasibility of decommissioning plans                                                                                                                                                                                                                           | Territorial Sea Plan Part Five                                                                                                                                                |
| Guidance on what constitutes best available data and when to acquire it                                                                                                                                                                                                                          | Territorial Sea Plan Part Five                                                                                                                                                |
| Other potential statutory/rule additions or amendments to clarify applicability of language                                                                                                                                                                                                      | Wildlife conservation strategies, Marine Protected Areas, Food Fish Management Policy, sensitive species rule, threatened and endangered list, geologic hazard area avoidance |

| Potential Gap                                                                                                                                                                                                                                                                                                                                                                                                                     | Notes                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Improve the DEQ rules for oil spill response to account for small facilities. Oil rules in OAR 340-141 have a 10k gallon limit to be a "facility" and don't consider multiple smaller turbine facilities (also ORS 468b). Some ambiguity there.                                                                                                                                                                                   | Rules haven't been amended since 1991. Renewable hydraulic oil has a lower threshold: "or any other renewable product."                                                                                                                                                                                                                                                                                 |
| Expand ODFW rules to prohibit introduction of invasive species in waters of the state that includes the territorial sea and estuaries.                                                                                                                                                                                                                                                                                            | Oregon Department of Fish and Wildlife implements rules to prohibit introduction of invasive species in freshwater systems but the risk of invasive species being introduced at sea and estuaries appear to be lacking. This includes risks offshore from vessel operations and structural components and onshore from construction/ disturbance in terrestrial, riparian, wetland, freshwater systems. |
| Include additional energy facility siting standards as enforceable policies so they are applicable to the offshore wind energy project (onshore components). Existing standards for onshore energy facilities and support components include fish and wildlife mitigation habitat, threatened and endangered species, waste minimization, scenic corridors, recreation, wildfire, historic, cultural and archeological resources. | OAR 345 (siting standards) are on deck to be added to the state's set of enforceable policies. To be further clarified is whether any of the energy siting standards might adapted or applied for offshore components of projects.                                                                                                                                                                      |
| Strengthen the enforceability of the labor standards in HB 4080 for use in federal consistency review or other enforceable state review mechanisms.                                                                                                                                                                                                                                                                               | DLCD working with third-party legal consultants and labor member legal experts on recommendations.                                                                                                                                                                                                                                                                                                      |
| <b>Supporting Local Government and Coastal Communities</b>                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                         |
| Cable landing policies and standards in local jurisdictions (some jurisdictions have them while others do not)                                                                                                                                                                                                                                                                                                                    | Local Comprehensive Plans and codes implementing Statewide Planning Goal 18                                                                                                                                                                                                                                                                                                                             |
| Economic development or community benefit policies: Explore the potential to create a policy stating that net benefits must outweigh costs to affected communities, which could provide the legal basis for enforceable community benefit agreements being a requirement for federal consistency review of an offshore wind project Construction and Operations Plan or potentially a shoreside port infrastructure improvement.  |                                                                                                                                                                                                                                                                                                                                                                                                         |
| Clarify how the visual resource policies would apply to an offshore wind turbine array. The existing visual standards and viewshed classification system are based on a wave energy device measuring three meters tall. Additionally, the classification system does not currently include viewsapes of Tribal cultural significance, and the Project Review Criteria should be revisited with offshore wind arrays in mind.      | Territorial Sea Plan Part Five most likely; explore role of Statewide Planning Goal 5 and OPRD Ocean Shores policies; explore potential role of Energy Facility Siting Standards related to scenic resources.                                                                                                                                                                                           |
| Decommissioning plans and processes for a renewable energy projects need to be defined and incorporated into various offshore and onshore policies.                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                         |
| Consider the need for port space protection policies for boating.                                                                                                                                                                                                                                                                                                                                                                 | Referring to examples such as the California Coastal Act Section 39234, "Facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. Existing commercial fishing and recreation boating harbor space shall not be reduced unless the                                                                                                |

| Potential Gap                                                                                                                                                                                                                                                                                                                                                                                                           | Notes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                                                                                                                                                                                                                                                                                                                         | demand for those facilities no longer exists or adequate substitute space has been provided."                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| The presence of offshore wind development effects to/from other subsea cables (e.g., telecommunications) resulting from competition for landing areas onshore and cable routes offshore.                                                                                                                                                                                                                                | Territorial Sea Plan Parts Four and Five                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| Standards related to siting in areas of geologic instability including onshore and offshore components.                                                                                                                                                                                                                                                                                                                 | Territorial Sea Plan Part Five                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Include additional energy facility siting standards as enforceable policies so they are applicable to the offshore wind energy project (onshore components). Existing standards for land-based energy facilities and support components include fish and wildlife mitigation habitat, threatened and endangered species, waste minimization, scenic corridors, recreation, cultural and tribal resources, and wildfire. |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| "Energy Storage Facility" is not clearly defined if established on resource lands. Definition may be lacking elsewhere in ORS and OAR.                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| <b>Creating Economic Opportunities and Sustainment of existing economies</b>                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Exploring local, state and regional socioeconomic benefits and challenges related to developing offshore wind energy. This includes workforces, social services, education and training, housing for low-income and marginalized community members.                                                                                                                                                                     | HB 2021 and HB 4080 contain labor standards, however, are not acknowledged enforceable policies by NOAA. DLCD is working with a third-party consultant to address this gap. Also, determining whether the Regulations of Energy Facilities and Energy Facility Siting Standards could be used with offshore wind energy development (on or offshore components) as it relates to other things addressed here. Other applicable policies may include the Food Fish Policy, but it could be strengthened similar to other states for protection of fisheries uses. Tribal Employment Rights Ordinances may be a mechanism for Tribes to consider. |
| Considering the potential benefits to tourism, including nature-based tourism (e.g., whale watching, kayaking) of lost or altered recreation and associated opportunities.                                                                                                                                                                                                                                              | Territorial Sea Plan Part 5, Recreational Resources Standards, and local or regional plans and policies may contribute to this opportunity.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Based on feedback from fishing communities, consider adding specificity to the fisheries protection standards to better describe mitigation measures, the content and structure of agreements, or other identified opportunities.                                                                                                                                                                                       | Territorial Sea Plan Part Five                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>Protecting Tribal Interests</b>                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Examining and acknowledging the effects on tribal uses and/or resources located within any offshore wind project area.                                                                                                                                                                                                                                                                                                  | Territorial Sea Plan Part 5 and programs to achieve Statewide Planning Goal 5 (applicable to onshore environment). Numerous local plans and codes in addition to State Lands regulations.                                                                                                                                                                                                                                                                                                                                                                                                                                                       |

| Potential Gap                                                                                                                                                                                                                                                                                                                                   | Notes                                                                                                                 |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------|
| Recognizing the effects to tribal lifeways, including sacred views (cultural viewsheds); commercial and subsistence activities, important foods, degraded environment, natural resources as cultural resources.                                                                                                                                 | Territorial Sea Plan Part 5, Statewide Planning Goal 19, Oregon Wildlife Policy, and Food Fish Policy are applicable. |
| <b>Oregon Energy Goals</b>                                                                                                                                                                                                                                                                                                                      |                                                                                                                       |
| Exploring the effects on local, regional, and state energy resiliency and grid reliability including the destination of generated energy, suggesting a need for clearer regulatory frameworks to ensure local benefits and community resilience from offshore wind projects.                                                                    |                                                                                                                       |
| Exploring the potential for amendment to Oregon energy policies to encourage greater investment in long lead-time resources, including offshore wind. One example might be an increase to the cap for direct access procurement. [to be expanded]                                                                                               |                                                                                                                       |
| Exploring the potential for the state to have a power procurement authority, as has been implemented in Maine, California, and other states. This would provide greater investment certainty for development and allow the state to place additional expectations alongside power purchase (e.g., research funding, community agreements, etc.) |                                                                                                                       |

## 5 OBJECTIVES, STRATEGIES AND ACTIONS

### **Reviewer Guide**

This chapter lays out strategies and actions aligned with each of the priority topic areas included in HB 4080, plus a few other topic areas that have emerged as important to include based on the Roundtable conversations. These topic areas are currently articulated as seven objectives. Within each objective, there are strategies, and under each strategy there are recommended actions. The strategies and actions have derived from a number of places, including Roadmap meeting conversations, written feedback from members or the public, individual discussions and focus group conversations, and examples from other recent state Roadmaps.

Future revisions of the Roadmap will expand on the objectives, strategies, and actions here to discuss how they connect to Oregon policies and values and how they connect to the future visions described in Chapter 2. For this version, the focus was on compiling the concepts so we could discuss what might be missing or need adjustment.

Since time immemorial, the ocean ecosystem, marine resources, and viewsheds have held the utmost significance to the cultural identity for many of the native people who live and travel along Oregon's coast. For all communities, the environment, people, livelihoods, and human wellbeing are all interconnected. Those connections are important to understand and protect. Generally, it is important for any OSW development to occur with a good understanding of possible cumulative impacts, a sensitivity to the spatial and temporal dynamics of cultures, ecosystems, and local economies, and a recognition that the ocean is dynamic and potential impacts may not be fully understood for some time. Within Oregon's current enforceable policies, there are important gaps when, if filled, could better protect these connections between people, the environment, and the economy (see [Section 4](#)). As OSW is considered, there are also important opportunities to create good and lasting jobs for Oregon communities while sustaining existing coastal economies and community values.

Taken together, the objectives, strategies, and actions within this chapter represent the Oregon standards and strategic actions that can support the topic areas in HB 4080 and articulate a path to the future for offshore wind that makes the most of the opportunities available to Oregon in this moment while staying consistent with the policies, interests, and values of Oregon and our communities.

### 5.1 Objective: Practice Meaningful Engagement with Communities and the Public

By actively engaging coastal communities, and centering decisions about OSW energy in the views of Oregon's diverse communities, this Roadmap aims to not only minimize any negative impacts of OSW energy but also maximize community participation in the benefits offered by OSW energy. Transparent communication and inclusivity are key, ensuring communities are

involved from the ground up in OSW energy development. This approach can address community concerns and foster a sense of ownership and shared benefits, paving the way for a collaborative and positive future.

Meaningful engagement with all affected parties should be defined by two-way communication that allows for information and ideas to be shared with a broad range of constituencies, knowledge holders, and rights holders. Meaningful engagement relies on trust and good faith. Every Oregon resident should have an opportunity to engage, but particular attention should be given to those most affected by OSW (e.g., Tribes, coastal communities, and existing ocean users).

Opportunity for engagement should occur throughout the OSW lifecycle from planning to construction to decommissioning. Many communities have engaged already, and any future work should honor what Tribes, communities, and others have shared in past comments.

**Figure: Principles for an inclusive, community-centered process for OSW development**

1. Committing to be data-driven and transparent
2. Understanding that uncertainties will remain and cannot all be eliminated
3. Applying a definition of equity that is consistent with related state and federal initiatives
4. Align federal and state goals
5. Create more accessible opportunities for communities to be involved, over time, in ways that cultivate mutual respect (e.g., in multiple engagement formats and languages)
6. Include voices from the entire Oregon coast across generations from youth to elders
7. Consult meaningfully with federally recognized Tribes and cultivate long-term relationships
8. Support community visioning and planning processes
9. Provide ongoing and accessible community education

### 5.1.1 Strategy: State-Led Community Outreach and Engagement Across Multiple Phases of Offshore Wind Development

The State of Oregon should be central in leading engagement efforts, inclusive of the entire coast and spanning multiple phases of offshore wind development beginning before leasing and continuing after permitting and construction of projects.

Any engagement effort should:

- Provide high quality information, in accessible language with visuals as much as possible, so people engage with a similar understanding of the problem to be solved and potential solutions – consider an FAQ developed by a trusted third party;
- Be coordinated with federal agencies, developers, local governments and others with engagement responsibilities so engagement is efficient, effective, and accountable;
- Be clear on why engagement is happening, and what level of decision authority is being shared (or not shared) with the people engaging;

- Provide early and transparent information on when engagement is occurring, who can participate, how feedback will be used, and when key decisions are being made—so people can plan and make informed decisions on when and how to participate;
- Include diverse modes of engagement to be as inclusive and accessible as possible—tailor specific approaches to specific project stages and community needs to be flexible and intentional;
- Create the space for multiple perspectives to be offered and listened to by the State of Oregon and others;
- To the extent possible, weave engagement into existing community gatherings and venues;
- Be clear about what is known and unknown, and how unknown information will be brought into the process in the future;
- Be timely and accountable in providing responses, and demonstrate that feedback has been received. Document which ideas were not advanced and why.

5.1.1.1 Action: Identify resource needs to support state-led ongoing engagement

5.1.1.2 Action: Coordinate with federal agencies and developers on outreach and engagement efforts to retain state involvement and reflect state interests in community engagement

5.1.1.3 Action: Seek to build community engagement partnerships with other agencies, local government staff, and non-governmental organizations to combine resources and facilitate consistency in messages to communities

5.1.1.4 Action: Clarify community participation expectations in Joint Agency Review Teams and other regulatory processes at the state and local level, and document these opportunities in policy or guidance

5.1.1.5 Action: For state-led engagement activities, establish and consult an ongoing body/steering committee to guide engagement

## 5.1.2 Strategy: Ongoing Engagement with Tribes

### **Reviewer Guide**

This section will be developed in consultation with Tribes as part of a separate Tribal group discussion currently underway. A Tribal Table has begun to meet and will continue through the summer and fall. DLCD welcomes and expects to engage in consultation with the federally recognized Tribes of Oregon in the development of the Roadmap.

### **Oregon’s responsibility for Government-to-Government consultation with Tribes**

The State of Oregon must operate consistent with state law and policy related to consultation with Oregon’s nine Federally Recognized Tribes. The Oregon Coastal Management Program included conditions in its Federal Consistency decision for the proposed BOEM leasing action requiring developers to notify and involve Tribes in the exploration of offshore and onshore areas with potential to contain cultural or archaeological resources. A condition also required

BOEM to require lessees to make all reasonable efforts to demonstrate two-way dialogue with Federally Recognized Tribes that could be affected by future offshore wind development, including multiple specific provisions. These conditions should be retained in future actions and further discussed with Tribes for any additions or amendments over time.

State engagement should also remain consistent with The White House. (November 30, 2022).<sup>2</sup>

*Throughout a consultation, the head of each agency, or appropriate representatives, shall recognize and respect Tribal self-government and sovereignty; identify and consider Tribal treaty rights, reserved rights, and other rights; respect and elevate Indigenous Knowledge, including cultural norms and practices relevant to such consultations; and meet the responsibilities that arise from the unique legal relationship between the Federal Government and Tribal governments. The head of each agency should ensure that agency representatives with appropriate expertise and, to the extent practicable, decision-making authority regarding the proposed policy are present at the consultation. The head of each agency should consider conducting the consultation in a manner that prioritizes participation of official Tribal government leaders.” Consultation also, “requires that information obtained from Tribes be given meaningful consideration, and agencies should strive for consensus with Tribes or a mutually desired outcome.*

## 5.2 Objective: Support Coastal and Regional Communities

[text to be added]

### 5.2.1 Strategy: Protect and sustain coastal communities and existing local and regional uses of the coastal zone, including fishing, recreation, tourism, and aesthetic and spiritual enjoyment

#### 5.2.1.1 Action: Update Oregon’s visual resource inventory and further study community and Tribal values surrounding visual resource effects

Oregon should update its visual/scenic resource inventory in a way that tries to balance identifying large enough areas for viable OSW development, an emphasis on protecting viewsheds important to Tribes, and the “wildness” and scenic value that draws people from around the world to live and play on Oregon’s coast. This may be integrated with the TSP Part Five amendment action.

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<sup>2</sup> Memorandum on Uniform Standards for Tribal Consultation. Accessed at <https://www.whitehouse.gov/briefing-room/presidential-actions/2022/11/30/memorandumon-uniform-standards-for-tribal-consultation/#:~:text=Throughout%20a%20consultation%2C%20the%20head,cultural%20norms%20and%20practices%20relevant.>

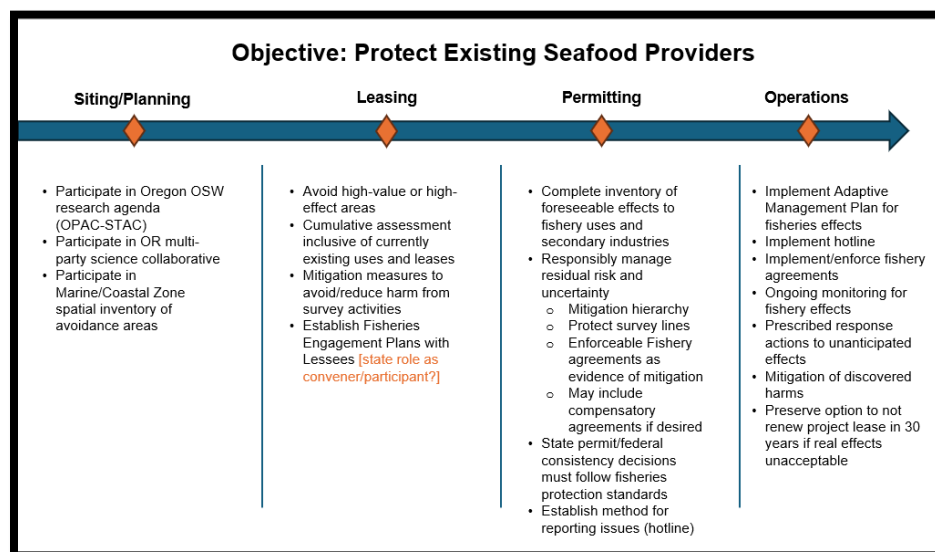
5.2.1.2 Action: Conduct socioeconomic studies to better articulate the potential effect of offshore wind development to recreation, tourism, and local economies resulting from offshore wind development in Oregon

5.2.1.3 Action: Assess community needs to support offshore wind development (e.g., housing, infrastructure, social services)

## 5.2.2 Strategy: Protect and Maintain Optimum Management and Uses of Oregon's Fisheries

### Reviewer Guide

This section is in early draft form, in recognition that the Roadmap development process has not yet conducted extensive engagement with fishing communities. This engagement work will proceed through the summer and fall leading into the next draft of the Roadmap. Included in this section is an overall structure to the conversation with fishing community members and the questions we hope to answer through strategies and actions in the Roadmap.



### Reviewer Guide

Each objective has a placeholder figure (from the April Roundtable meeting) to indicate our intent to have a summary figure for each objective showing how associated actions might fit into the different stages of OSW development. These figures will be updated as the strategies and actions get refined.

Oregon's enforceable policies protect traditional ocean uses [discuss TSP Part Five]. Any OSW development needs to be consistent with Oregon policies for protecting commercial, cultural, and recreational fish species availability and abundance, and access to enough productive fishing grounds to remain viable as a fishing community and industry. Any potential impacts to fishing should also consider impacts to secondary and support industries, such as seafood processing and commercial fishing suppliers.

- Reflect concerns we've heard through the OSW processes so far, including: Squeeze; Area exclusion; Safety/radar; Science/survey effects; Gear loss; Port space; Spatial planning didn't account for all the important areas; How to respond if the fish move into OSW areas later; Others?
- Discuss policies and options at the state level to address fishing interests
  - Fisheries protection standards in statute and the Territorial Sea Plan that we believe can be applied to a project in federal waters
  - Additional marine spatial planning and analysis to account for important areas BOEM might have missed (recommendation under consideration)
  - Various methods that may be available as concurrence conditions to avoid or minimize harm (e.g., transit corridors, setting maximum areas for any given array, etc.)
  - Compensation or agreements that can be required in order to obtain state concurrence
- Additional questions to discuss through additional planned engagement:
  - What might coexistence look like between offshore wind and fisheries? What are some key ingredients?
  - When there is friction, what do you want to have happen and how do you want the state to have your back?
  - Are there effects or mitigation ideas we haven't thought of yet?
  - What actions should the state take in the next 5-10 years to better address fishing community concerns around offshore wind? (actions to take, information to get, etc.)

### 5.2.3 Strategy: Recognize the Effects of Shoreside Development as an Essential Component of an Offshore Wind Presence in Oregon

*[Still to be discussed in the Roundtable.]*

### 5.2.4 Strategy: Support Coastal Communities through Benefit Agreements

#### **Reviewer Guide**

This strategy and associated actions are the subject of the Community Benefit and Other Enforceable Agreements Working Group, which is still holding discussions and developing recommendations. Additionally, DLCD is working with a third-party consultant to explore enforceable policy concepts and opportunities related to community benefits, which will inform this section.

Community benefits from offshore wind development can take multiple forms depending on the community affected, the needs and interests of that community, and the nature and scale of effects that benefits are intended to mitigate. It is important to recognize that community benefit agreements focused on financial compensation or investment are just one tool for addressing and securing community interests, and agreements can also address other aspects of an offshore wind project such as protective measures and commitments or monitoring/mitigation measures not otherwise required under a permit or policy.

Compensation is a last resort after the State of Oregon has determined that A) meaningful effort has been made to avoid and minimize impacts consistent with its enforceable policies, and B) the benefits of OSW outweigh the costs consistent with its enforceable policies. It is also important to incorporate the concept that projects with generational impact should have generational oversight and benefit.

The discussion and negotiation of community benefits requires ample time, broad participation, good information, and resources to organize and support community participation. The state can play an important role in convening and supporting these conversations.

*[Still to discuss: Role of the state and third parties in benefit agreement conversations, definition of community, process and timing for organizing benefit conversations, enforceable mechanisms, types of agreements and benefits (e.g., non-monetary).]*

#### 5.2.4.1 Action: Explore creation of new enforceable policies to require large-scale coastal development have a net benefit to coastal communities

The State of Oregon should update its enforceable policies and take other actions to ensure OSW benefits the communities most impacted by OSW development. This includes:

- Expectations that community benefit, or similar enforceable agreements be negotiated with impacted communities and how those agreements should be negotiated;
- Labor standards with preferences for local employment, wages, and other elements consistent with similar land-side energy development; and
- Expectations that Tribal benefit, or similar enforceable agreements be negotiated with impacted Tribes and how those agreements should be negotiated.

#### 5.2.4.2 Action: Promote and Pursue Enforceability and Accountability for Community Agreements

##### **Reviewer Guide**

This strategy and associated actions are the subject of the Community Benefit and Other Enforceable Agreements Working Group, which is still holding discussions and developing recommendations. Additionally, DLCD is working with a third-party consultant to explore enforceable policy concepts and opportunities related to community benefits, which will inform this section.

*[To discuss in this section: What it means to be an enforceable agreement; legal ability to require enforceable agreements under state federal consistency review authority; other potential authorities that could enable enforceable mechanisms in agreements; types of enforceable agreements and structures/processes for ongoing engagement in agreements; limitations of enforceable agreements; policy options to strengthen the role of enforceable agreements.]*

## 5.3 Objective: Support the Creation of New Economic Opportunities from Offshore Wind—Whether there are turbines off the coast or not

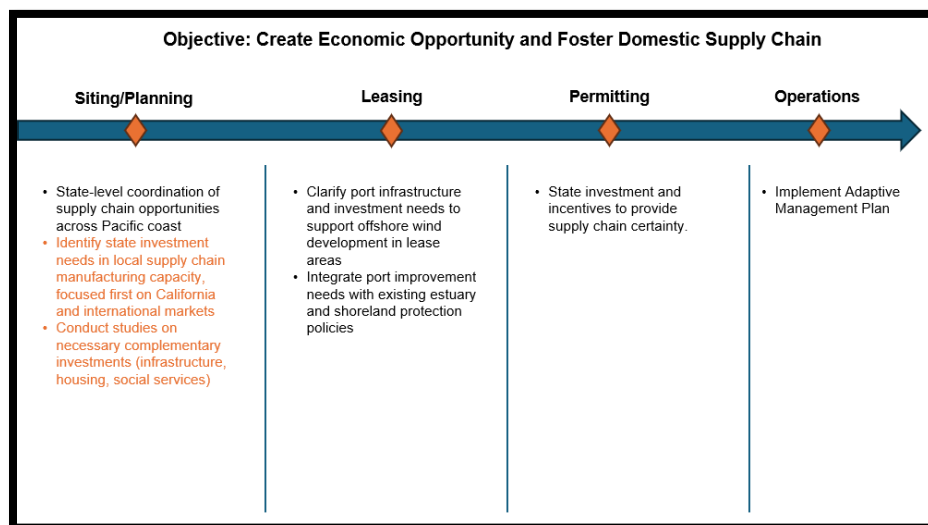
### Reviewer Guide

This section is still under development. Next steps are to

- Hold a workforce topic in the May Roundtable meeting;
- review strategies and actions from other state roadmaps to identify opportunities that fit the current federal direction and the specific factors relevant to Oregon
- Hold additional conversations with CA and WA staff and officials to better understand the strategic opportunities for coordination.
- Conduct additional research and focus group conversations with the OSW industry, port officials, supply chain manufacturers, and business development agencies and organizations

Oregonians should benefit to the greatest extent possible from the economic opportunities associated with OSW development and generation, including opportunities from manufacturing components and vessels, providing maintenance and operations offshore, portside services, and supporting power and utility operations onshore. Oregon should also thoughtfully plan for the additional investments in infrastructure, housing, and social services that will be required in Oregon’s coastal communities to support a new OSW energy industry.

[To discuss: Projected supply chain needs and known development plans in CA and WA; opportunities and challenges considering current federal direction and the status of offshore wind on the Pacific Coast]



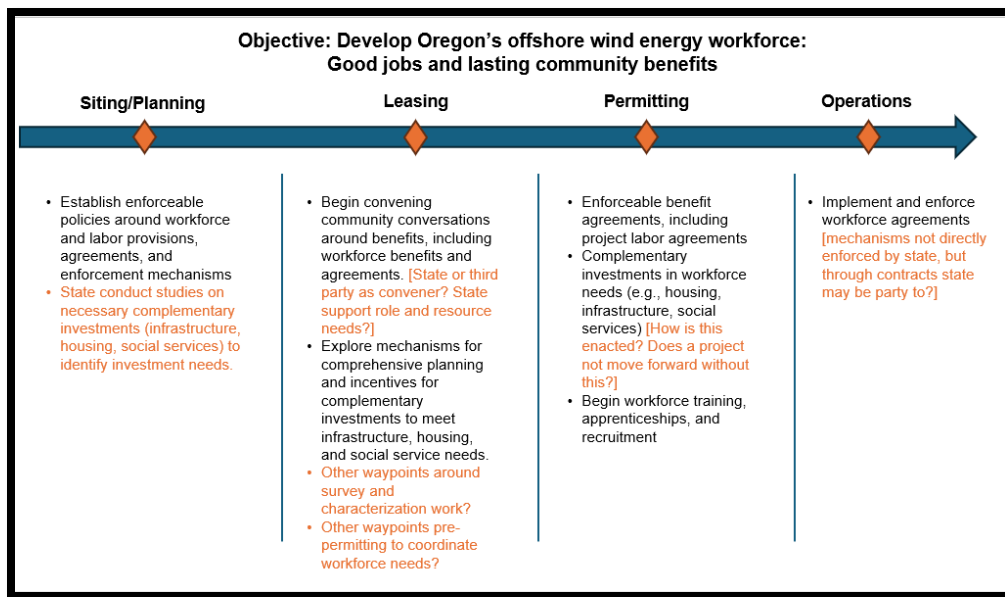
### 5.3.1 Strategy: Articulate and Develop the Supply Chain Opportunity for Oregon

- 5.3.1.1 Action: Senior state official to coordinate with California and Washington regarding supply chain fulfillment for the west coast
- 5.3.1.2 Action: State-led supply chain market opportunity assessment, inclusive of California and international markets
- 5.3.1.3 Action: As identified in the supply chain market opportunity assessment, promote relationships between Oregon businesses and interstate or international markets
- 5.3.1.4 Action: Create an Oregon Offshore Wind Supply Chain Registry to identify firms with readiness to provide manufacturing, vessel, and support services to the offshore wind industry

### 5.3.2 Strategy: Understand and Prepare for Future Port Development Needs to support Offshore Wind

- 5.3.2.1 Action: Develop a Port Readiness Plan that identifies investment needs related to supply chain development in concert with other port needs to support offshore wind assembly, manufacturing, installation, and maintenance
- 5.3.2.2 Action: Coordinate with other west coast states on a coastwide port development plan to meet the potential future needs of the offshore wind industry, considering different build-out scenarios
- 5.3.2.3 Action: Explore coordination opportunities with other development proposals for Coos Bay, e.g., the PCIP project, to align future needs

## 5.4 Objective: Position Oregon to have an Offshore Wind Workforce that is Housed, Trained, and Equitable



#### Reviewer Guide

A future revision of the Roadmap will expand this section to describe the scale of the workforce opportunity related to offshore wind and the process and requirements that already exist in Oregon related to workforce development, apprenticeships, training, and support.

### 5.4.1 Strategy: Strengthen and Enforce Labor and Safety Standards

5.4.1.1 Action: Strengthen the enforceability of the labor standards in HB 4080

5.4.1.2 Action: Ensure consistency of workforce safety and labor standards at sea with those on land

### 5.4.2 Strategy: Match Workforce Development with Workforce Needs

5.4.2.1 Action: Assess community policy and investment needs to support a future offshore wind workforce, including housing, infrastructure, and social support services

5.4.2.2 Action: Workforce development and training plan? When is the time right for this to occur?

5.4.2.3 Action: Assess the compatibility of Port and Supply Chain readiness needs with local policies and estuary plans and seek solutions

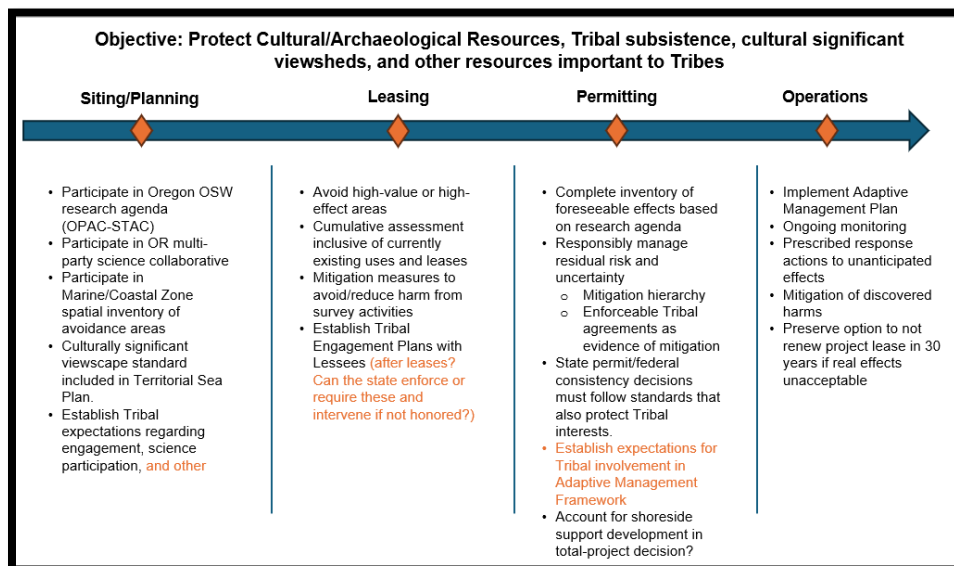
5.4.2.4 Action: Role for the Pacific Offshore Wind Consortium (POW-C)?

## 5.5 Objective: Protect Tribal Cultural and Archaeological Resources, Culturally Significant Viewsheds, and other Interests of Tribes

The ocean is a source of life and subsistence for Tribes, and the ocean represents creation for many Tribal people. Any OSW development would need to be consistent Oregon's enforceable policies meant to protect both A) the physical, cultural resources, gravesites, historic sites, and B) the locations that support cultural practices such as gathering first food and spiritual and religious sites. Federal and state governments have an obligation to establish meaningful consultation and collaboration with Tribal governments in the development of federal and state policies that have Tribal implications to strengthen the Government-to-Government relationships with Tribes.

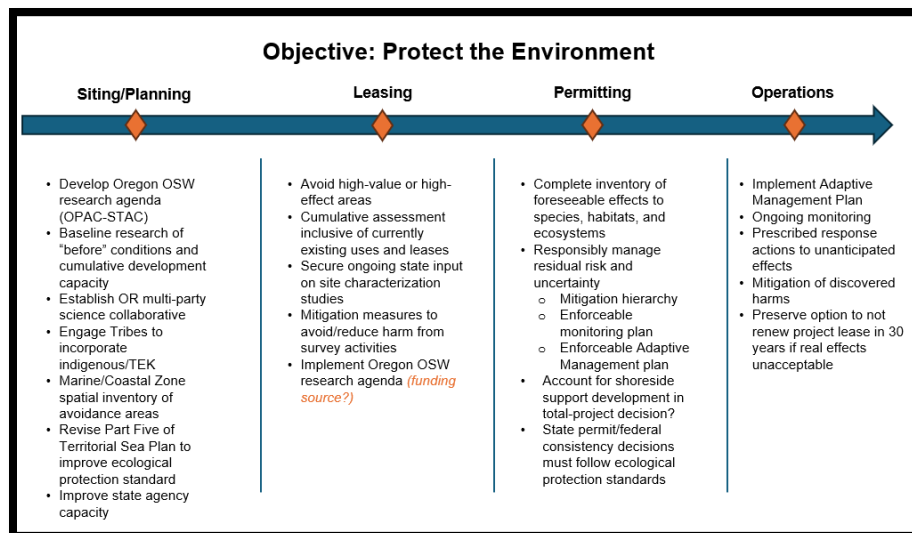
### Reviewer Guide

This section will be developed in consultation with Tribes as part of a separate Tribal group discussion currently underway. A Tribal Table has begun to meet and will continue through the summer and fall. DLCD welcomes and expects to engage in consultation with the federally recognized Tribes of Oregon in the development of the Roadmap.



## 5.6 Objective: Protect the Environment and Species (Marine, Terrestrial, Estuarine, Freshwater)

Any OSW development would need to be consistent Oregon's enforceable policies meant to conserve wildlife (e.g., birds, fish, invertebrates, marine mammals, etc.), their habitats (e.g., sand, reefs, corals, essential fish habitats, etc.), and the ocean processes that are fundamental to food webs and larger atmospheric cycles.



## 5.6.1 Strategy: Strengthen State and Local Government Policies, Processes, and Capacity to Address Environmental Effects from Offshore Wind

*[language describing this strategy will be included in a future revision]*

### 5.6.1.1 Action: Amend Oregon's Territorial Sea Plan [and other policies as applicable] to Address Gaps

To discuss within this action: expanding reach of ecological protection policies; focus on updating visual resource protection policies to account for offshore wind (including the dilemma discussions from the February Roundtable meeting); integration of cultural practices; other gaps identified in the gap list elsewhere in this draft.

### 5.6.1.2 Action: Support Local Governments in Amending comprehensive plans and codes to address identified Gaps

### 5.6.1.3 Action: Support Agency Capacity for Building Expertise in Offshore Wind Effects

*[To discuss within this section: Agency capacity assessment work by DLCD.]*

### 5.6.1.4 Action: Identify Suitable Sea Space for Development Led by State Interests and Policies

#### Reviewer Guide

A recommendation for Marine/Coastal Zone Spatial Planning is currently under review by the Roundtable. An abbreviated version of the recommendation is included below.

The BOEM-led offshore wind siting process from 2019-2024 attempted to incorporate different interests, perspectives, and sources of information available at the time to identify two Wind Energy Areas offshore Oregon. The process ultimately failed to proceed to leasing. The Offshore Wind Energy Roadmap Roundtable sees an opportunity to pursue a state-led integrated spatial planning process that could encourage and include new information, widen the scope of site suitability analysis to the entire Oregon coast, integrate offshore and onshore suitability considerations (including federal waters), and identify early in the process those areas that

would face potential or likely inconsistency with state enforceable policies later in the permitting process. The benefits of this effort would be greater regulatory certainty for developers and a stronger emphasis on avoidance as a means to address effects of concern. Another benefit may be to identify applicable policies currently in place as well a potential additional policies needed to secure the state's interests and move forward responsibly, should offshore wind energy be proposed off Oregon in the future.

DLCD should convene, guide, and/or drive an effort to update spatial planning information for the entire Oregon coast, inclusive of:

- Federal waters;
- The territorial sea; and
- Onshore and estuarine areas (e.g., for infrastructure, transmission, navigation or port utilization, habitat mitigation needs).

Marine/Coastal Zone spatial planning should identify areas of the ocean where Floating Offshore Wind energy (FOSW) infrastructure are: A) less suitable or inconsistent with state policies, B) potentially consistent based on meeting conditions and further review, and C) likely consistent with state policies and goals. A desired outcome of the effort would be to reveal areas that are viable for development, areas where the state would require additional information, and areas where development may be more challenging when accounting for applicable state standards. BOEM retains leasing authority on the Outer Continental Shelf in federal waters, but information from the state regarding anticipated future constraints is an important input to federal risk-based decisionmaking.

A spatial planning effort may be combined with a process to update content and standards in Parts Four and Five of the Territorial Sea Plan, which may include spatially applicable standards that could be proactively projected into areas of federal waters within the state's review jurisdiction. Rather than constitute a "zoning" process for federal waters, the output of the Marine/Coastal Zone spatial planning process may constitute more of an "inventory" of policy-based suitability risks based on the current research and information available.

This effort will require resources from government, nonprofit, and business sectors. It is estimated that an effort may cost:

- Budget range
- Dedicated FTE over X months (includes multiple agencies)

In order to successfully identify suitable sea space, the spatial planning process should explicitly define a goal of finding an amount of space suitable for 3 GW of energy production capacity. The process should be limited to a duration of approximately 18 months. The process should make every attempt to include OSW industry participation and expertise to identify feasibility needs and constraints. The process should be inclusive of multiple forms of knowledge (government, university, and private business information; traditional knowledge; and lived experiences from traditional ocean users) and coordinated with planning efforts in California and Washington.

## 5.6.2 Strategy: Responsibly Manage Uncertainty and Risk

### Reviewer Guide

This section will be expanded. Early draft language follows.

Embedded in Oregon’s enforceable policies [Goal 19 and TSP 5] is a precautionary approach<sup>3</sup>, recognizing that where there is a reasonable threat of irreversible harm to an irreplaceable resource, such actions should be treated with caution, and it is the responsibility of the proponent of an action to prove the absence of harm. Multiple enforceable policies in Oregon [cite] also articulate a mitigation hierarchy, starting with the foremost principle of avoiding harm and then being well prepared to avoid, minimize, rectify, reduce or eliminate over time, and finally compensate for remaining unavoidable impacts. OSW development would need to be consistent with Oregon’s enforceable policies for the mitigation hierarchy.

Territorial Sea Plan Part Five contains extensive information and inventory requirements to assess the potential individual and cumulative effects of marine renewable energy projects. However, Part Five also recognizes that perfect certainty is not possible, and that an adaptive management approach may be a viable way to address irreducible uncertainties that may only be answered when a project is installed in the water.

Although the state’s review role of a federal Construction and Operations Plan ends once concurrence is given that the COP is consistent with state enforceable policies, the state has an opportunity to establish conditions on its concurrence for any aspects of the project where additional actions or information are needed to demonstrate consistency with the policies. Oregon could use this mechanism of conditions to require and prescribe an adaptive management plan and framework that defines monitoring requirements and prescribes the response an applicant or federal agency needs to take if the information emerging once the project is operating indicates unexpected conditions or effects.

### 5.6.2.1 Action: Develop and Pursue a Research Agenda for Oregon

*[To discuss within this action: OPAC-STAC research agenda work; baseline data collection; integration of multiple types of knowledge; incorporating research needs and interests of Tribes, fishing communities, and others; funding and resource needs; programmatic cumulative assessment to inform future leasing and limits of development; stay abreast of offshore wind technology advancements relevant to Oregon.]*

### 5.6.2.2 Action: Establish a Research Collaborative to build Oregon-specific scientific consensus and coordinate with other west coast states

*[Under discussion within the Research Agenda and Coordination Working Group; recommendation still under development.]*

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<sup>3</sup> National Oceanic and Atmospheric Administration. (2024). Precautionary Approach. Accessed at <https://www.noaa.gov/precautionary-approach>.

### 5.6.2.3 Action: Define a Framework for Monitoring and Adaptive Management Specific to Offshore Wind

#### 5.6.2.4 Action: Clarify Accountability Measures

Enforceable policies should be updated so that any emergency response jurisdictions, actions, and post-emergency remedies are clear. That accountability between the State of Oregon, Tribes, OSW developers, and communities need to consider construction, maintenance, decommissioning, and waste management throughout. Oregon should establish a clear grievance procedure that is consistent with the Bureau of Safety and Environmental Enforcement and other federal agencies. Enforceable Agreements and accountability measures are further discussed in **Section X**.

#### 5.6.2.5 Action: Involve State Agencies Early in Site Characterization Activities, Looking Ahead to Uncertainty Management Needs

The state should be involved early in any post-leasing data collection plans with developers, to increase the likelihood that the information collected may meet the requirements in the Territorial Sea Plan and other state enforceable policies.

*[Include discussion of the Federal Consistency conditions from the 2024 BOEM lease review that included a state involvement and review process for characterization activities as a model for how this action should be implemented.]*

#### 5.6.2.6 Action: Role for POW-C?

The Pacific Offshore Wind Consortium (POW-C) is a joint effort between three research centers: the Schatz Energy Research Center at Cal Poly Humboldt, the Pacific Marine Energy Center at Oregon State University, and the Center for Coastal Marine Sciences at Cal Poly San Luis Obispo. Together, these universities are housed in and support the coastal communities in California and Oregon which are anticipated to host floating offshore wind development.

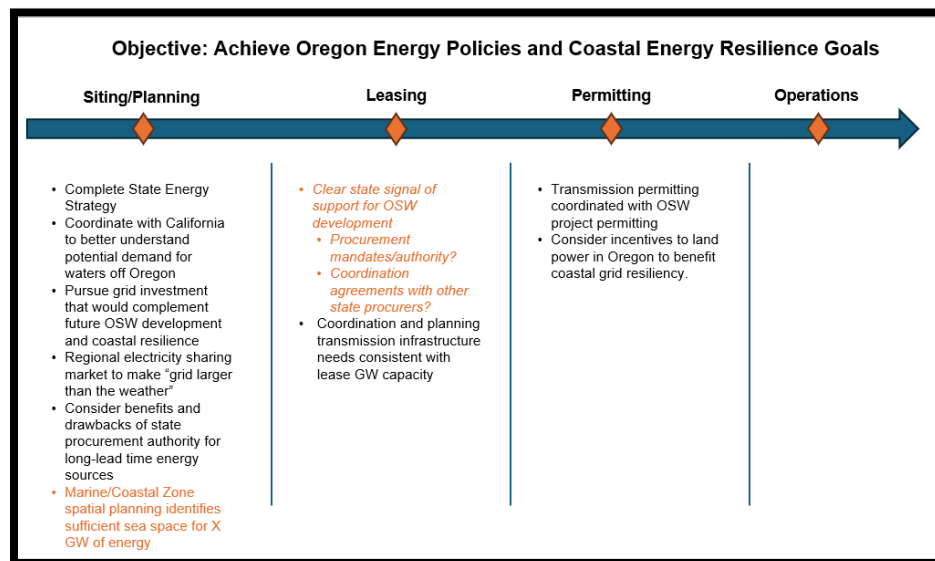
*[To discuss: what can/should the Roadmap include regarding the potential role for POW-C in resolving uncertainty and risk?]*

### 5.6.3 Strategy: Recognize the Effects of Shoreside Development as an Essential Component of an Offshore Wind Presence in Oregon

*[Still to be discussed in the Roundtable.]*

## 5.7 Objective: Achieve State Energy and Climate Policy Objectives, Including Energy Resource Diversity, Reliability and Resilience of State and Regional Energy Systems (Clarify the Paths to Development)

Oregon is one of six western states with a 100% clean energy mandate. HB 2021 mandates that Oregon’s investor-owned utilities (IOUs) reduce greenhouse gas emissions associated with electricity sold to Oregon consumers to 80% below baseline emissions levels by 2030, 90% below baseline emission levels by 2035, and 100% by 2040. Utilities have predicted Oregon’s energy demand will increase by over 20% over the next five years. This increase in demand will result in challenges in meeting clean energy mandates and force the state to think critically about the costs to customers.



### 5.7.1 Strategy: Articulate the Value of Offshore Wind to the State and Set the Stage for Future “Market Signals” that Oregon is Interested in Pursuing Offshore Wind

- 5.7.1.1 Action: Complete coastal and state-wide socioeconomic studies to quantify and articulate the economic benefits and job opportunities from offshore wind for Oregon
- 5.7.1.2 Action: Continue to refine the Oregon Energy Strategy in future iterations to account for changing conditions related to offshore wind and the regional energy market
- 5.7.1.3 Action: Evaluate energy infrastructure needs and see what role OSW and other renewables can play, with a focus on energy resilience and reliability.

### 5.7.2 Strategy: Prepare Oregon’s Energy System for Offshore Wind Potential

- 5.7.2.1 Action: Support investments and planning for grid infrastructure to increase resilience and facilitate the option of future offshore wind generation (coordinate with OSES)
- 5.7.2.2 Action: Coordinate with California and Washington on supply chain opportunities, regional power market opportunities, and transmission planning related to offshore wind
- 5.7.2.3 Action: Coordinate with California regarding regional power markets and the potential for Oregon offshore wind to satisfy California offshore wind generation goals while providing grid resilience benefits to Oregon coastal communities. Consider how this scenario would relate to Oregon Renewable Portfolio Standards
- 5.7.2.4 Action: Explore potential economic incentives, energy planning policies, procurement frameworks and authorities, or other amendments to Oregon energy policy that might attract and facilitate long lead-time resources such as offshore wind.
- 5.7.2.5 Action: Consider policies to derisk transmission investment related to wildfire and siting.

### 5.7.3 Strategy: Identify Investment and Planning Needs

- 5.7.3.1 Action: Clarify port infrastructure development needs and integrate with existing estuary management plans and other applicable enforceable policies
- 5.7.3.2 Action: Assess community complementary investment needs (e.g., housing, infrastructure, social services) to identify investment needs under different scenarios
- 5.7.3.3 Action: Study the opportunities and challenges associated with differing models of offshore wind ownership (investor-owned vs. public-owned vs. community-owned vs. other)
- 5.7.3.4 Action: Conduct Supply Chain and Workforce Assessment and Planning (relates to actions in another section of the Roadmap)

## 5.8 Objective: Optimize the Offshore Wind Permitting Process

### Reviewer Guide

This objective was not listed in HB 4080 topic areas, but it emerged as an important topic during development of the Roadmap outline in December. DLCD has met with other state agencies to begin the discussion of permitting process improvement. This section will be further developed for the September draft of the Roadmap.

The permitting process for an offshore wind project or related shoreside development is a complex, multi-scale endeavor that represents high risk for developers, significant investment of state and local staff resources, and high expectations from the public relating to meaningful engagement.

To be developed: An overview of the offshore wind permitting process at the federal, state, and local level. Special emphasis is given to the state-specific processes for individual permits, a Joint Agency Review Team required under Parts Four and Five of the Territorial Sea Plan, and the state Federal Consistency Review.

Strategies in this section will focus on:

- Public engagement improvements
- Science and uncertainty management in state decisions
- Local government involvement in decision-making
- State relationship with federal agencies concerning offshore wind

### 5.8.1 Strategy: Promote Meaningful Public Engagement in State Permitting Processes

5.8.1.1 Action: Engage in continual public information sharing early in the process and throughout all phases of development

5.8.1.2 Action: Clarify the public's role in the Joint Agency Review Team required in Parts Four and Five of the Territorial Sea Plan

- 5.8.2 Strategy: Clarify and Strengthen Science and Uncertainty Management in State Review Decisions for Offshore Wind
- 5.8.3 Strategy: Support Local Government Involvement in Offshore Wind Review and Decision-making Processes
- 5.8.4 Strategy: Establish clear expectations and understanding regarding state-federal coordination and communication concerning offshore wind permitting

## 6 NEXT STEPS

### 6.1 Conversations that remain

The Roundtable suggested some Key Conversations they would like to have. Below is DLCD and Oregon Consensus' proposal for when to host these conversations.

1. Protecting fisheries (May 15)
2. Needed port infrastructure (May 15)
3. Cultural resources and Tribal engagement (June 17)
4. Good, local jobs (May 15)
5. Community benefits (June 17)
6. Recreation and tourism (May 15)
7. Supply chain (raw materials, manufactured components and parts, fabricated components) (Summer industry group, RT in Fall)
8. Regulatory and permitting process and improvements (Summer agency group, RT in Fall)
9. Really doing a full social cost/benefit analysis for FOSW (Fall)
10. Crystalizing environmental effects and uncertainty management (Fall)
11. Transmission needs (Summer brownbag).
12. Alternative futures/Design scenarios for end goal of FOSW energy production (May 15)
13. Principles to use at each step of development (Fall)

### 6.2 What to expect from the final Roadmap

Between June and September 2025, DLCD will be working to conduct additional engagement outside the Roadmap Roundtable and to develop this conceptual draft into a full Draft Roadmap for discussion. During the summer, DLCD plans to:

- Bring in additional information from recent reports, either as support for existing strategies or to support new strategies and actions.
- Expand and describe the strategies and actions listed in this draft document.
- Complete the Section 1 Introduction of the Roadmap
- Complete review drafts of the Enforceable Policy Assessment and Agency Capacity Assessment required under HB 4080
- Integrate the Research Agenda being led by OPAC-STAC
- Continue to convene the Research Agenda & Coordination Working Group toward development of more specific recommendations to include in the Roadmap.
- Continue to convene the Community Benefits and Other Enforceable Agreements Working Group toward development of more specific recommendations to include in the Roadmap.
- Cross-check the actions in the Roadmap draft against actions identified in other state Roadmaps to look for additional opportunities.
- Conduct engagement with the fishing community to better understand how their interests may be enacted through policy and process recommendations in the Roadmap.

## **OFFSHORE WIND ENERGY ROADMAP ROUNDTABLE**

### **APRIL 15 ROUNDTABLE MEETING SUMMARY**



## Offshore Wind Energy Roadmap Roundtable

Tuesday, April 15, 2025 from 10:00 AM - 2:30 PM

Roundtable Meeting

Virtual Meeting

### DRAFT Meeting Summary

**Meeting Recording:** [Offshore Wind Energy Roadmap Roundtable Meeting 6, 4/15/2025](#)

**Meeting Slides:** [https://www.oregon.gov/lcd/OCMP/Documents/OSW-Roadmap\\_April\\_Slides.pdf](https://www.oregon.gov/lcd/OCMP/Documents/OSW-Roadmap_April_Slides.pdf)

#### RT members via Zoom:

Mike Graybill (public); Ranfis Giannettino Villatoro (BlueGreen Alliance); John Bragg (Friends of South Slough); Natalya Stranadko (DSL); Julia B. DeGraw (National Wildlife Federation); Bill Gorham (public); Jenny Jones (public); Joe Liebezeit (Bird Alliance of Oregon); Jena Carter (The Nature Conservancy); Susan Chambers (West Coast Seafood Processors Association); Dean Apostol (Scenic resource and environmental planning); Delia Kelly (ODFW); Nate Stokes (International Union of Operating Engineers Local 701); Robert Westerman (IBEW Local Union 932/OSAEW); Kevin Howard (public); Angela Sondenaa (Confederated Tribes of Siletz Indians); Rick Eichstaedt (CTCLUSI- Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians); Ashley Audycki (Rogue Climate); Ann Vileisis (Kalmiopsis Audubon Society); Karie Silva; Annie Merrill (Oregon Shores Conservation Coalition); Charlie Plybon (Surfrider Foundation); Nicole Hughes (Renewable Northwest); Marcus Hinz (tourism); Joshua Basofin (Climate Solutions); Karina Nielsen (SeaGrant); Karlen Yallup (Columbia River Inter-Tribal Fish Commission); Lorne Bulling (Ironworkers Local 29); Jason Busch (Climate change and blue economy); Laurel Hillmann (OPRD)

**Department of Land Conservation and Development staff:** Jeff Burrright, Cynthia Smidt, Lisa Phipps, Brett Estes, Eva Krukowski; Alexis Hammer

**Oregon Consensus Facilitators:** Bobby Cochran, Sofia Castellanos, Trevor Hildebrand

### I. Executive Summary

| Action Item                                                                                                                                                                   | Who        | Date   |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|--------|
| <b>DLCD will request feedback</b> from RT members on: <ul style="list-style-type: none"><li>The updated <b>roadmap diagram</b></li><li>The <b>exit ramps matrix</b></li></ul> | RT members | 5/2/25 |

|                                                                                                            |         |         |
|------------------------------------------------------------------------------------------------------------|---------|---------|
| <ul style="list-style-type: none"> <li>• A <b>survey link to RSVP</b> for the Brookings meeting</li> </ul> | DLCD/OC | 4/17/25 |
|------------------------------------------------------------------------------------------------------------|---------|---------|

## II. Welcome and Agenda Overview – Bobby

- Bobby opened the meeting by welcoming Roundtable (RT) members and sharing that the agenda would be divided into two parts: a morning session and an afternoon session. He explained the reasons behind some recent changes in the process based on feedback received from the group:
  - There is now more time for RT members to turn feedback into written recommendations that are thoughtful and well-crafted.
  - The timeline has been adjusted to allow more time to engage Tribes and communities in a meaningful way, without rushing, and to support building shared knowledge.

### Upcoming Meetings – April, May, and June

- Bobby shared an update on the ongoing work:
  - The work groups have met several times. Some of them are already in the process of building recommendations, while others are still exploring their roles. More updates on this would be shared later in the day.

### Diagrams and Key Content

- Jeff continued the welcome and introduced the focus of the morning session. He encouraged RT members to review the draft diagrams and participate in a collaborative effort to refine them together.

## III. DLCD Updates and Activities Since February Presentation

- Jeff began by reminding RT members about the question box, which he and the team check regularly (Here is the link: <https://forms.gle/Mg14vhn4VYa8YEwYA>). He encouraged members to keep using it to submit articles, reports, and any concerns they may have. He referenced a recent report shared by an RT member about the BOEM process and its effects on local communities, noting that this kind of input is very helpful and can be brought back to the group for discussion.
- DLCD has engaged a new consulting firm (Environmental Law Institute; <https://www.eli.org/>) to support additional community engagement efforts, including conducting focus groups.

- Jeff also shared that DLCD is organizing public meetings, with one scheduled next week in Seaside. The goal of these meetings is to:
  - Share what the Roundtable has been discussing
  - Help the public understand the broader story of offshore wind in Oregon
  - Explain the purpose of the RT's work
  - Communicate the shared future vision that RT members have been forming for offshore wind
- The diagrams that RT members are working on have also been part of DLCD's efforts. Additionally, the DLCD team has been working on the policy analysis side of the project, reviewing what policies currently exist and identifying gaps.
- Jeff continues to look for ways to bring more information into the process to support RT members in their conversations. He's been reaching out to individuals who are interested in providing input.
- He invited RT members to attend the upcoming public meeting and share their own experiences and insights from participating in the RT conversations.
- Jeff also mentioned he has been engaged in new discussions around port development, and he looks forward to integrating that topic into the RT table conversations and the offshore wind roadmap.
- He also expressed interest in hearing ideas from RT members about the supply chain, and how this section of the roadmap might evolve based on their input.
- Lastly, Alexis Hammer shared that House Bill 3963 will be one to watch in terms of extending the due date for the Roadmap, (here is a link <https://olis.oregonlegislature.gov/liz/2025R1/Measures/Overview/HB3963>). .

#### IV. Full Group: Work Group Reports

Jeff began by reminding everyone about the role of the Work Groups (WGs) and confirmed that they have been actively meeting.

The group then received brief updates on the following work areas:

- **Marine Spatial Planning Recommendations**
- **Enforceable Agreements Update**
- **Research Update**

Bobby highlighted the upcoming RT meetings scheduled for:

- May 15 in Brookings
- June 17 in Florence
- He also shared that after the June meeting, there will be a summer break, and the group will reconvene in September 2025 to review and respond to an initial draft of the

roadmap proposal from DLCD.

- The plan is for DLCD to begin synthesizing all the feedback received from RT members before June 30 and start drafting a rough draft of the Roadmap document to work on with the RT from Fall to Spring.
- Today's meeting includes space for RT members to discuss and give input on this next step, essentially, whether DLCD should move forward with drafting based on the conversations and input so far. The tentative new end date for the entire roadmap process completion is July 2026.

### *Comments and Questions*

- John Bragg asked about how Tribal consultation is being organized and planned. He wanted to understand DLCD's approach to engaging Tribes.
  - Jeff responded that a dedicated Tribal workgroup conversation is being planned for May. Input from that session will be incorporated into the roadmap. Jeff also clarified that sensitive topics and information will have a reserved space in the roadmap, ensuring those discussions are respected and protected.
  - John appreciated the clarification, especially since he had previously assumed that Tribal engagement would be a separate intergovernmental process. He was glad to hear that Tribal engagement is being considered part of the RT table's roadmap development process.
- Delia asked about fisheries engagement and where that fits within the overall timeline.
  - He is considering how best to plan this, including connecting with the commodity commission. Delia emphasized the importance of making sure fisheries stakeholders are included and available for that engagement.
- Karlen asked whether DLCD would be willing to hold one-on-one meetings with individual Tribes, recognizing that some Tribes are currently short-staffed and may find it difficult to participate in broader consultation sessions.
  - Yes, DLCD is willing to talk one-on-one with Tribes and other groups
  - Jeff and Bobby responded that some of the materials being prepared for Tribal engagement may include sensitive content, and DLCD will need to ask Tribal representatives for permission before sharing those materials with RT members.
- Bobby raised a question to the group about the proposed timeline extension. He asked if RT members support the new timeline and whether it still meets their needs.
- Julia DeGraw responded positively, saying the new structure and timeline provide space for more detailed and meaningful conversations. She appreciated that the proposed schedule allows for deeper discussions, which in turn support the development of a strong, thoughtful roadmap. She noted that RT conversations so far have been productive, and this new approach builds on that.
- Bobby invited additional feedback on the updated process and timeline to ensure full support from RT members.
- Chief Doug Barrett asked DLCD and meeting organizers to be mindful of Tribal ceremonies scheduled in May, June, and August. He noted that June 17 falls just one day before a scheduled ceremony, which should be fine, but it's important to remain

aware of the calendar.

- Mike made a comment in chat and he referenced the GAO report and noted that in addition to fisheries, there are other key interest groups, such as the military and navigation safety, that should be considered. He asked whether those concerns have been adequately reflected in the process updates.

## V. Workgroup Updates: Enforceable Agreements, Research, and Marine Spatial Planning

- Both the Enforceable Agreements and Research Workgroups have each met twice and are making progress in their discussions.
- The Research Workgroup, led by Karina, has begun identifying next steps to develop recommendations that will eventually be shared with RT members.
- The Enforceable Agreements Workgroup is also moving forward. They are gathering comparative information and exploring how lessons learned from other places might help inform this work in Oregon. Their goal is to support the development of practical and informed recommendations for DLCD to consider in the roadmap.
- The purpose of these workgroups is to develop clear and concise recommendations that DLCD can consider incorporating into the offshore wind roadmap.
- Jeff gave an update on the Marine/Coastal Zone Spatial Planning Workgroup. This group has made progress in:
  - Defining key areas
  - Identifying policy inconsistencies
  - Highlighting areas where further information is needed
  - This group has already produced a draft document with recommendations that could be considered by DLCD for inclusion in the roadmap.
- DLCD is working on a policy inventory to assess what policies currently exist and how they could be adapted or applied in federal waters, where BOEM leads development.
  - For example, they are looking at visual impact policies.
  - A recommendation also emerged to engage with other federal agencies, such as NOAA, and to coordinate with states like California to incorporate best practices that might benefit Oregon.
- Chief Doug Barrett highlighted the importance of culturally significant areas for Tribes, noting that while Tribes have engaged with BOEM about protecting these areas, clear answers have not yet been provided.
- Bobby reminded the group that the draft documents from the workgroups are proposals and remain open for feedback from RT members. He asked for ideas on how best to collect feedback from the group.
- Susan shared a resource in the chat:
  - [California SB 605 Wave Energy Sea Space Study Consultant Report \(includes potential areas beyond state waters\)](#)

### *Other Questions and Comments*

- Nicole shared concerns based on past experiences with similar mapping processes. She said these processes can feel like they're working against people, especially for those who have been involved in them before. She noted that sometimes good projects end up in "red zones," which can stop them from moving forward and cause long-term problems.
  - On timing, Nicole stated that meaningful industry engagement is unlikely before 2029, due to turnover in the offshore wind sector and rapid changes in technology. Industry stakeholders are waiting to better understand market needs before joining long-term planning conversations like this one.
  - She emphasized the need to align the process timeline more closely with Oregon's readiness, especially around when the state plans to move forward with leasing. The uncertainty tied to the current federal administration's future adds another layer of complexity.
  - Nicole argued that, at this stage, offshore developers and industry leaders are not likely to engage meaningfully in Oregon's roadmap process. She pointed out that similar red/yellow/green mapping efforts in other states have been problematic and have created barriers.
  - Her suggestion: Pause the current process instead of pushing ahead without industry buy-in or clear market signals. She noted that interest and funding from European renewable energy partners has declined, and there may not be strong market interest in offshore wind development in Oregon, or the U.S., for the next four years.
- Ranfis acknowledged that the initial recommendations are useful and offer a potential path forward. He encouraged the group to use this moment to find common ground, while also recognizing the importance of market dynamics and incentives to keep the Roundtable conversations moving forward.
- Robert Westerman added in the chat that his main concern with the current spatial planning recommendations is that they may not account for available wind resources in different areas.
- Ranfis Giannettino Villatoro followed up in the chat, suggesting it would be helpful for the next spatial planning update to include examples of what falls under each of the three categories currently used in the mapping framework.

## VI. Full Group: Revisiting the Roadmap “Waypoint Path” Diagrams from Florence

- Jeff provided an overview of the updated Waypoint Path diagrams and shared how he and his team have been collecting feedback from Roundtable (RT) members. That input has been incorporated into the revised diagrams. He walked through each slide, giving a detailed explanation of the updates and inviting RT members to think about how they might want to further refine the diagrams.  
The first path he explained focused on Federal Siting. In the chat, Bobby added that PEIS (Programmatic Environmental Impact Statement) is a tool used to assess cumulative effects of multiple projects. This point was added as clarification for the Federal Siting slide.
- Jeff continued to describe the dots (waypoints) shown in the Federal Siting section, explaining the steps and stages included in this part of the roadmap.
- In the chat, RT member Mike Graybill commented:  
“As Oregon considers the 'need' for using the ocean to produce renewable energy, let us not forget that wind is not the only way to use the ocean to produce energy. This planning process should consider other forms of renewable ocean energy production as part of the decision-making process.”
- Also in the chat, RT member Nataliya Stranadko asked:  
“I am wondering if we should use ‘Programmatic Environmental Impact Assessment’ or if it's better to use the internationally recognized term ‘Strategic Environmental Assessment’ (SEA)? SEA refers to a process to evaluate the potential environmental impacts of policies, plans, and programs before they are implemented.”
- Leasing Path: Jeff explained that community engagement has now been added as part of the process before leasing begins.
  - After leasing, the roadmap moves to the permitting phase. Jeff emphasized that this stage involves several key responsibilities, including:
    - Port development
    - Education and outreach to communities and Tribes
    - Enforceable agreements
- Jeff noted that after the permitting stage, the state’s formal role ends, but there may still be opportunities for the state to stay involved before construction begins. Following construction, the roadmap enters the operations phase, which Jeff also explained with its key waypoints. He gave a draft explanation of the color-coded dots in the roadmap, noting that it's still a tentative idea and not fully defined yet:
  - Blue: Represents a general waypoint in the process
  - Orange: Suggests the process can’t move forward at that point (could be an exit ramp)
  - Yellow: Highlights areas where there may be a chance to pause, reconsider, or make changes to the process
- Karina commented that the group would benefit from having a legend explaining the meaning of the different waypoints and color codes before discussing the diagrams

further.

- Nicole asked whether the document is intended as a tool to guide the conversation, or if it's simply meant to be a reference for RT members.

## VII. Public Comment: Part I

- Susana (from Astoria) shared that she hasn't heard much local discussion about earthquake risks in the areas where such events are expected. She asked whether PacWave has provided any insights from their outreach to fisheries communities.
  - She also raised a question about the leasing process, noting that it is a lengthy and complex process, and asked why a company would choose to enter into a lease agreement.
  - Lastly, Susana expressed concern about large energy users, such as AI companies or corporations like Google, potentially dominating or "hijacking" the process. She worried that this could shift the direction of offshore wind development in favor of powerful economic groups, rather than ensuring benefits for local communities.
- Amy Jester brought up the topic of energy clusters and how those are being integrated into the offshore wind industry. She asked how community investment needs tied to these clusters will be acknowledged and incorporated into the planning process.

## VIII. Breakout Groups: Detailing the Diagram – Destinations, Waypoints, and Exit Ramps

During the breakout session, groups worked on reviewing and refining Version 2.0 of the Roadmap diagram. The focus was on identifying key improvements to destinations, waypoints, and exit ramps.

Groups were guided by the following prompts:

- Do the destinations (the long-term goals or outcomes we're aiming for) feel accurate and complete? Are any missing?
- Do the steps or waypoints in the diagram make sense? Are they placed in the right order or phase?
- What changes or additions would make this version more useful, understandable, or actionable?
- What still needs to be figured out or clarified in the roadmap process?

Participants were also asked to consider:

- Which waypoints may require critical conversations, but do not need to be go/no-go decision points?
- Which points may need to be identified as Exit Ramps?
- Which steps might require the development of enforceable policies in order to move from a general planning guideline to a firm go/no-go decision?

### IX. Report Out: Full Group – Detailing the Diagram: Destinations, Waypoints, and Exit Ramps

As the full group reconvened, members discussed key themes, similarities, and remaining questions from the breakout sessions focused on Version 2.0 of the roadmap diagram.

Discussion Prompts Included:

- Where were there similarities or differences in group feedback?
- What do we still need to figure out to improve the diagram?

#### **Group 1 Report – Shared by Julia. Moderator: Brett**

- The group emphasized the importance of language and semantics in the roadmap graphic.
- Specifically, the term “no-go” was seen as too rigid and not solution-oriented.
- The group suggested reframing this language to better reflect what still needs to happen to move forward, reinforcing the idea of the roadmap as an iterative process, not a series of hard stops.
- There was strong agreement with earlier feedback (such as from Nicole) that some waypoints or decision points are not single events, but rather ongoing or cyclical processes.
- The group recommended updating the diagram to better reflect this non-linear, iterative nature.
- Another recommendation was to be more specific about what’s required to move through key gates or checkpoints.
- Instead of showing only a timeline or label, the diagram should clarify what constitutes “readiness” at each stage—for example, a specific report, data product, or decision from a stakeholder.

### **Group 2 Report – Shared by Bill. Moderator: Sofia**

- The group discussed the importance of considering the federal government landscape and how changes in federal administrations and policies could impact the direction and design of the roadmap. Tracking these changes will be important to anticipate shifts in offshore wind development.
- They agreed that Oregon should keep moving forward with its offshore wind planning, even if things are uncertain at the federal level. It's better to stay prepared and keep building on the work already done.
- The group expressed strong support for including cumulative effects assessments early in the roadmap process and carrying that work forward throughout the process. While BOEM initially resisted this approach, its use in California's offshore wind planning has now set a useful precedent.
- The group also said the roadmap should think about how Oregon can work with nearby states like California and Washington, especially when it comes to supply chains and building up local industries.
- Emphasized that cumulative effects assessments should help answer broad questions early on, such as how many projects are expected, where they may be located, and what the potential impacts are, so that gaps can be identified and addressed proactively.
- A key challenge raised was how to represent ongoing or repeating processes like cumulative impact assessments in a roadmap that is currently designed to flow linearly from left to right. While the current slide-based format is helpful, it does not fully capture work that spans across multiple phases.
- They noted that the current diagram, while useful, has limitations as a tool. The group suggested exploring alternative visual formats, such as Gantt charts or layered timelines, to better reflect the overlapping and evolving nature of certain components in the process.
  - Bill suggested using diagrams to show how different parts of the process connect to each other. This can help people see the full picture, especially for science and environment planning.
- They said it's important that everyone working on the roadmap is on the same page—people need to agree on the process and what happens next.

### **Group 3 Report – Shared by Karlen and Ranfis. Moderator: Cynthia**

- **Several participants emphasized that the roadmap should not be presented as a strictly linear process. Instead, it should reflect the circular and iterative nature of**

**engagement, especially given evolving technology and emerging information.**

- The group noted that it's unclear where public commenting fits into the roadmap. It currently appears to happen after Tribal consultation, and the group questioned whether public comment should take place earlier in the process.
- There is a need for clearer expectations around how BOEM and state agencies engage with Tribes, including:
  - Understanding of treaty rights
  - Providing support for Tribal capacity during consultation efforts
- While the roadmap mentions Tribal engagement, consultation, and co-stewardship, it does not include Tribal consent.
- Discussion of whether the State of Oregon is a driver, co-driver, referee, or moderator in the roadmap process continued.
- Chief Barrett and others called for Tribal governments to be treated as equal partners in decision-making—"co-traffic cops" alongside the state.
- The group expressed interest in exploring:
  - Whether Tribal consent is part of consultation or a separate process
  - How Tribal consent can be meaningfully included in the roadmap
- The roadmap references "avoidance areas" identified through state-led planning, which led to interest in how similar approaches could be taken with Tribal perspectives.
- The group raised a broader question about the state's role in the roadmap process:
  - Is Oregon acting as a driver, co-driver, referee, or moderator?
- Mike Graybill raised that other forms of ocean renewable energy should be considered in addition to offshore wind (OSW). The roadmap's current focus could be expanded to reflect a broader ocean energy strategy.
- The group emphasized the need to align port infrastructure readiness planning with updates to local estuary plans, especially in places like Coos Bay.
- The group emphasized the importance of clearly distinguishing between consultation and consent, and finding ways to integrate both concepts meaningfully at each stage of the roadmap process.
- Ranfis raised that supply chain readiness is not necessarily dependent on OSW development happening on the coast. There may already be existing readiness in other parts of the state, such as Portland.

***Comment from Susan:***

- Susan reflected on the comparison between wave energy and offshore wind. She noted that during the wave energy surge in 2007–2008, there was a kind of "gold rush" to claim near-shore spaces, which created conflicts—especially with fisheries. Offshore wind doesn't appear to have the same rush for space, but there are still similarities worth exploring. She suggested that planners consider overlapping uses, like combining offshore wind with aquaculture, and encouraged the group to think creatively about how different ocean uses might coexist and support one another.

**Group 4 Report – Shared by Dawn. Moderator: Trevor**

- The group raised questions about the meaning of the question marks in the diagram. They asked whether the question marks are intended for Roundtable members to answer, or if they represent questions that must be resolved before moving on to the next waypoint.
- There was discussion about how to communicate that the roadmap is not a fully linear process. Many steps happen simultaneously or overlap, rather than following a strict sequence.
  - It was suggested that the roadmap should be communicated as a flexible guide—"Here is what we want considered"—rather than a prescriptive set of steps, to allow adaptability.
  - The issue of audience: how different stakeholders (e.g., public vs. agencies) might interpret the diagram differently, and how the level of detail or terminology might need to change depending on the audience.
- A call was made for clearer and more precise language, particularly around terms like "surveys", which could be interpreted differently depending on the audience (e.g., biological field surveys vs. community feedback surveys).
- The group suggested including more information about identifying and addressing data gaps:
  - Identifying data gaps might occur during or before the leasing phase.
  - Filling data gaps could happen during permitting or later phases.
- Adaptive management was recognized as an important part of the process, especially during the construction and operations phases. The group emphasized that adaptive management relies on effective monitoring and reporting, and recommended that monitoring be highlighted more clearly in the diagram as a key component.

#### **Group 5 Report – Shared by Lisa and Jason Sierman. Moderator: Lisa**

- The group agreed that the key waypoints in the diagram made sense at a high level, but emphasized that the more complex and meaningful conversations happened when digging into the details and tradeoffs.
- They highlighted the need for clear process guidance, especially on how to bring together different perspectives, evaluate tradeoffs, and make decisions effectively throughout the roadmap process.
- There was discussion around the language used in the roadmap, particularly the terms "exit ramp" vs. "off-ramp", which can carry very different meanings depending on the audience. The group suggested clarifying such terms to avoid confusion.
- The group raised questions about energy needs and market signals, such as:
  - Do we actually need the power from offshore wind?
  - Or are there other drivers, like job creation, port upgrades, or economic development, that justify moving forward with offshore wind?
- The group discussed the potential for the state to take more initiative if federal partners are unreliable, reflecting Oregon's leadership in climate response and the need to act regardless of federal momentum.
- The group encouraged broadening the concept of "need" in the roadmap, not just

focusing on energy supply, but also on job creation, port development, and supporting regional decarbonization goals.

- They discussed how offshore wind and wave energy follow different paths.
  - Offshore wind is currently seen as more proven at scale, bringing opportunities through infrastructure and investment.
- The scale of offshore wind was described as both the main opportunity and the primary challenge. While it can bring economic benefits like jobs and funding, it also raises concerns about environmental and community impacts.
- Participants noted limitations in the prescriptive nature of the roadmap and the lack of guidance for navigating complex decisions during the process.
- Participants said the roadmap should show that many decisions will be made over time, not all at once. It needs to stay flexible as things change and new information comes up

#### **Group 6 Report – Shared by David and Rick. Moderator: Eva**

- The group highlighted that Oregon has a unique opportunity to lead in ocean data collection, particularly through the use of LIDAR buoys. These buoys can monitor:
  - Changes in ocean conditions
  - Fish and whale migration
  - Water column dynamics
  - Avian flight patterns. This data would benefit not only offshore wind development, but also broader environmental research and management across the state.
- With NOAA's budget cut by 27%, David stressed the importance of having a state-led data collection effort, especially given ongoing federal uncertainty under the current administration.
- He noted that other countries—such as Ireland, Spain, and France—are already using LIDAR buoys, and that the technology is available and proven. Oregon just needs to take the next step to engage in this kind of data gathering.
- Rick raised concerns about the Programmatic Environmental Impact Statement (PEIS) process, particularly related to how cumulative impacts are analyzed. He expressed frustration with BOEM's approach, especially following recent changes to NEPA regulations, which he feels have weakened the environmental assessments.
- Rick recommended that a comprehensive cumulative effects analysis be conducted outside of the federal process, potentially led by the state of Oregon or done in partnership with Tribal governments to ensure a more thorough and community-responsive evaluation.
- This group highlighted onshore infrastructure gaps, particularly around port leasing, siting, and transmission planning, which are often overlooked compared to offshore considerations.
- This group identified a need for clear definitions around cultural and traditional resources, including the distinction between Tribal cultural resources and traditional ocean user practices. There was a request to create a shared definitions list for key terms.

- There was a call to ensure Tribal consultation is clearly included in all roadmap processes, with some members suggesting these elements be flagged as policy gaps.
- Participants raised the importance of enforceable community benefit agreements, including mechanisms to ensure accountability and long-term community investment from developers.

## X. Public Comment: Part II

No public comment was offered during this portion of the meeting.

## XI. Full Group: Framing the Exit Ramps Conversation

The group came together to begin framing the conversation around “exit ramps” in the roadmap process.

- Delia shared that she had not yet reviewed the exit ramps document but raised a question about the distinction between different “reasons” for exit ramps.
  - Jeff posed a broader question to the group: What are your expectations for how we should hold the exit ramp conversation?
- Bill suggested that it would be helpful for members to first work individually on reviewing or responding to the exit ramps content, and then come back together as a group to provide feedback and have a broader discussion.
- Jason asked a question about how specific issues are addressed, how they would be evaluated, and how to determine what falls within the scope (sideboards) of an exit ramp.
- Jeff presented the exit ramps matrix, which outlines:
  - The exit mechanisms tied to different issues
  - How each issue could be addressed
  - Suggestions for how the process could allow for re-entry once issues are resolved
- Jeff explained that the matrix builds on the 2023 “considerations document,” which introduced the concept of exit ramps, situations where the process may need to pause or stop due to issues such as:
  - Inadequate consultation
  - Lack of agreements
  - Unanswered or unacceptable environmental impacts
- He described two main ways to think about exit ramps:
  - Red flags or pause points: When missing information or unacceptable impacts mean the project can’t yet move forward.
  - Phase gates: Before moving into a new phase, all critical items or “waypoints” must be addressed, regardless of order.
- Regarding Tribal Consultation, Jeff raised the question of who determines whether consultation has been “adequate,” and whether the state has the authority to pause the process in such

cases.

- The overall takeaway: While some exit ramps have clear legal mechanisms, others, like assessing community benefits or the adequacy of consultation, may require: new policies, voluntary agreements, or a stronger use of the roadmap as a tool for setting expectations even when enforcement mechanisms don't yet exist.

## XII. Next Steps and Action Items

- DLCD will request feedback from RT members on:
  - The updated roadmap diagram
  - The exit ramps matrix
- RT members are welcome to mark up the diagrams directly. A shared link will be sent to ensure everyone is working from the same version.
- **Upcoming Roundtable Meetings:**
- April 24 – Public Meeting in Seaside  
5:30 PM at the Chisholm Public Center
- May 15 – Roundtable Meeting in Brookings  
Location: Southwestern Oregon Community College
- A survey link to RSVP for the Brookings meeting will be sent out soon.