

BEFORE THE WYOMING DEPARTMENT OF ENVIRONMENTAL QUALITY
INDUSTRIAL SITING DIVISION

STATE OF WYOMING

IN THE MATTER OF THE INDUSTRIAL)
SITING PERMIT APPLICATION OF) DOCKET NO. DEQ/ISC 08-03
WAMSUTTER, LLC)
ECHO SPRINGS GAS PLANT)

FINDINGS OF FACT, CONCLUSIONS OF LAW AND ORDER

THIS MATTER came before the Industrial Siting Council (Council) on October 29, 2008, for evidentiary hearing and the record was closed on that date. Council members present at the hearing included Dave Dunham, Chairman, Darrell Offe, Peter Brandjord, Sandy Shuptrine, Shawn Warner and Gregg Bierei. Council member Jim Miller was unable to attend the evidentiary hearing. Bridget Hill, Senior Assistant Attorney General, was also present on the Council's behalf. Deborah A. Baumei from the Office of Administrative Hearings served as the Hearing Examiner in the proceeding. The Applicant, Wamsutter, LLL Echo Springs Gas Plant (Wamsutter, LLC) appeared by and through its counsel, Jennifer E. Scoggin. The Industrial Siting Division (Division) appeared by and through its counsel, Senior Assistant Attorney General, John S. Burbridge. Three other parties participated in the October 29, 2008 evidentiary hearing including Cindy DeLancey on behalf of Carbon County, Thomas Thompson on behalf of the Town of Wamsutter, and Doug Thomas for the Wyoming Building and Construction Trades Council. Echo Springs's Exhibits 1 through 7 and the Division's Exhibits 1 and 2 were admitted for purposes of the evidentiary hearing. The Council also received a limited appearance statement from the Town of Baggs, Wyoming. The Council has considered the evidence and argument of the parties, and finds as follows:

I. JURISDICTION

Wyo. Stat. Ann. § 35-12-106(a) (LEXIS 2008) provides that, “No person shall commence to construct a facility, as defined in this chapter, in this state without first obtaining a permit for that facility from the council.”

At all times relevant to this matter, “Industrial facility” or “facility” means any industrial facility with an estimated construction cost of at least one hundred seventy million three hundred thousand dollars (\$170,300,000.00). Wyo. Stat. Ann. § 35-12-102(a)(vii) (LEXIS 2008).

Wyo. Stat. Ann. § 35-12-110(d) (LEXIS 2008) provides that upon receipt of an application for a permit, the director shall conduct a review of the application to determine if it contains all the information required by W.S. 35-12-109 and the rules and regulations.

Wyo. Stat. Ann. § 35-12-110(f) (LEXIS 2008) provides that not more than ninety (90) days after receipt of an application for a permit, the director shall:

- (i) Schedule and conduct a public hearing, provided that no hearing shall be held until the state engineer has submitted a preliminary and final opinion as to the quantity of water available for the proposed facility pursuant to W.S. 35-12-108;
- (ii) Notify the applicant and local governments of the hearing;
- (iii) Cause notice of the hearing to be published in one (1) or more newspapers of general circulation within the area to be primarily affected by the proposed facility; and
- (iv) Hold the hearing at a community as close as practicable to the proposed facility. The provisions of W.S. 35-12-111, 35-12-112 and 35-12-114 apply to the hearing.

Wyo. Stat. Ann. § 35-12-113(a) (LEXIS 2008) provides that within forty-five (45) days from the date of completion of the hearing the council shall make complete findings, issue an opinion and render a decision upon the record, either granting or denying the application as filed,

or granting it upon terms, conditions or modifications of the construction, operation or maintenance of the facility as the council deems appropriate.

On July 31, 2008, Wamsutter, LLC submitted an application with the Division for a permit to allow construction of the Echo Springs Gas Plant TXP4 Expansion Project in Carbon County near Wamsutter, Wyoming. The total construction cost is in excess of \$170,300,000.00, the jurisdictional amount at the time the Application was filed. Therefore, this Council has jurisdiction to hear and decide this matter.

II. STATEMENT OF THE CASE

Wamsutter, LLC currently operates the Echo Springs Gas Plant in Carbon County. The gas plant processes field gas from regional producers and creates pipeline quality natural gas and natural gas liquids, which is shipped to the end users via interstate pipelines. On July 31, 2008, Wamsutter, LLC submitted its initial application for an industrial siting permit requesting a permit to allow construction and operation of additional processing facilities at the Echo Springs Gas Plant. The application contained details of a project proposed to be constructed in 2009 and operational in 2010.

The Division's staff subsequently determined that Wamsutter, LLC's application was complete and in full compliance with Wyoming law and is ready to issue a permit for the Echo Springs Gas Plant Expansion Project. Three separate entities filed notices to become a party to these proceedings. Although all parties expressed various concerns about the impact of the project, all parties were in favor of issuing the permit.

III. ISSUES AND CONTENTIONS

The sole issue in this case is whether Wamsutter, LLC has proven, by a preponderance of the evidence, that the industrial siting permit application regarding the Echo Springs Expansion Project meets the requirements of the Wyoming Industrial Development Information and Siting Act, Wyo. Stat. Ann. § 35-12-113 (LEXIS 2008) and the Industrial Development Information and Siting Rules and Regulations, Chapter 1, Section 9(a) (Division's Rules) governing the proposed gas plant expansion project. If the Council decides to issue the industrial siting permit, it must also decide what, if any, conditions to place on the permit.

IV. FINDINGS OF FACT

1. The Williams Companies, Inc. (Williams) is an affiliate of Wamsutter, LLC and is often the entity with whom the public is most familiar. Williams Partners L.P. was formed by Williams in 2005 and is a publicly traded limited partnership. Williams Partners was created to own, operate and acquire a diversified portfolio of complementary energy assets. Williams Partners is primarily engaged in the business of gathering, transporting and processing natural gas as well as fractionating and storing natural gas liquids. Williams has conducted business in the State of Wyoming for the last 50 years. *Applicant's Exhibit 1, pp. 2-1 and 2-2; Transcript of Proceedings (hereinafter Tr. of Proc.), p. 22.*

2. In 2007, Williams Partners acquired ownership interests in Wamsutter, LLC. Wamsutter, LLC currently operates the Echo Springs Gas Plant in Carbon County, Wyoming. The gas plant processes field gas from regional producers and creates pipeline quality natural gas and natural gas liquids, which are shipped to the end users via interstate pipelines. Currently, the existing plant is at capacity, which processes 395 million standard cubic feet per day (MMscfd).

Wamsutter, LLC is seeking a permit to build an expansion at its Echo Springs Gas Plant to allow an increase in the processing capacity. *Applicant's Exhibit 1; Tr. Of Proc., p. 16.*

3. Prior to Wamsutter, LLC filing its application in this matter, Wamsutter, LLC and the Division conducted a jurisdictional meeting on April 24, 2008. The Division reviewed the financial budget for the project and determined that the cost would exceed the statutory dollar threshold of \$170,300,000.00. Therefore, Wamsutter, LLC is statutorily required to obtain an industrial siting permit for the project expansion prior to construction. *Applicant's Exhibit 1, p. ES-1.*

4. On July 31, 2008, Wamsutter, LLC submitted its application to the Division requesting a permit to allow construction and operation of the Echo Springs Gas Plant/TXP4 Expansion Project. The project site is located at the existing Echo Springs Gas Plant in Carbon County, Wyoming, approximately eight miles southeast of the Town of Wamsutter. The TXP4 Expansion Project (Project) will occur within the existing fenced boundaries of the Echo Springs Gas Plant and will also require a 10-acre temporary laydown area located adjacent to the southwest corner of the existing facility. The Project site will be accessed using Interstate 80 (I-80) and the State of Wyoming Highway 789. A four to five mile private fee land, gravel access road owned and maintained by Wamsutter LLC will be used as the primary access point off of Highway 789 and to the Project site. *Applicant's Exhibit 1, p. 2-3; Tr. of Proc. pp. 18, 28.*

5. All of the material constituting the filing of the application was received by the Division on August 11, 2008. On September 10, 2008 Wamsutter, LLC filed an addendum to the application to provide additional information and clarification. Thereafter, the Division's staff studied the content of the application, its appendixes and addendum and determined the application was complete. *State's Exhibit 1, p. 3.*

6. The Division's staff transferred the case to the Office of Administrative Hearings on August 11, 2008. Subsequently, the Division's staff published notice of the October 29, 2008 contested case hearing regarding Wamsutter LLC's application for an industrial siting permit in the Rawlins Daily Times on August 19 and 20, 2008 and in the Casper Star Tribune on August 17 and 18, 2008. *State's Exhibit 1, pp. 3 and 4.*

7. The Division received three requests to become parties in this matter. All three requests were granted and those parties included the Wyoming Building and Construction Trades Council, the Town of Wamsutter and Carbon County.

8. The Council received one written statement in support of the project which qualified as a limited appearance statement, from the Town of Baggs, Wyoming. Although the Town of Baggs supported the Project, it also asserted the Town of Baggs should have been included as an impacted area and should have received impact assistance funds because the Project is located 47 miles from Baggs and seven Williams employees and their families currently live in Baggs. The limited appearance statement was received at the October 29, 2008 hearing and considered by this Council in deciding the request for permit.

9. The initial application sought approval to construct the fourth Turbo Expander Train (TXP4) to increase the Echo Springs Gas Plant's throughput from 395 MMscfd to 745 MMscfd for an increase in 350 MMscfd. The TXP4 expansion will be constructed within the facility's current fenced property on private land. *Applicant's Exhibit 1, p. ES-1*

10. Casey Jensen (Jensen), Project Manager, testified that construction on the Project will begin in June 2009 and continue through October 2010. Currently, 53 full-time employees report to the Echo Springs Gas Plant. 23 of those employees are field workers who report to the plant and go throughout the field and gather lines and dehydration. 21 employees work inside

the plant in operations and maintenance. Nine employees are management and support personnel. As a result of the Project, it is anticipated that seven new full-time positions will be created. *Tr. of Proceedings, pp. 19 and 20.*

11. The application reflected a peak workforce of 175 employees in the month of May 2010. The Project will vary from a low of 15 at commencement of construction activities as early as March 2009 to the peak of 175 construction tradesmen during April and May 2010. Wamsutter, LLC will encourage its plant contractors to use local workers to the extent practicable. *Tr. of Proc., p. 24; Applicant's Exhibit 1, p. ES-3.*

12. As Project Manager, Jensen believed that the Project would not substantially impair the health, safety or welfare of the inhabitants of nearby communities. Jensen also testified that the Project would not pose a threat to the environment or the socioeconomic condition of the nearby communities.

13. Jensen further testified that Echo Springs Gas Plant personnel go through first responder training. Emergency Medical Technicians are called out of the Town of Wamsutter if necessary. Wamsutter, LLC has a policy to fight incipient stage fires only, which includes putting out a fire with a hand fire extinguisher. If that is not successful, the facility is shut down and evacuated. No local fire department would be asked to extinguish a fire. *Tr. of Proc., pp. 35-36.*

14. A socioeconomic analysis and environmental review were conducted as they pertain to the Industrial Siting Act and the Division's Rules. The analysis included housing, transportation, sewer and water facilities, solid waste facilities, police and fire facilities, educational facilities, health and hospital facilities and water supply. Based upon the analysis, Wamsutter, LLC determined that the Project would not pose a threat of serious injury to the

social or economic condition of the inhabitants, nor would the project impair the health, safety or welfare of the inhabitants of nearby communities. *Applicant's Exhibit 1, pp. 4-1 through 4-151 and 5-1 through 5-33.*

15. Andrea Walton (Walton) is the regulatory specialist for engineering and construction for Williams Field Services, LLC. Walton applied for all applicable permits relative to the proposed Echo Springs Expansion Project. In addition to the industrial siting permit, Walton secured or is in the process of securing an air quality permit, spill prevention control and countermeasure permit, Carbon County building permit, risk management plan, Wyoming pollution discharge elimination system permit, used oil storage permit and Wyoming Department of Transportation port of entry permits. Additionally, Walton asserted all hazardous waste would be disposed of at permitted facilities and stored pursuant to regulations. Walton also agreed that the State's proposed Conditions 1 through 12 were appropriate and acceptable to Wamsutter, LLC. *Tr. of Proc., pp. 55-56, 60; Applicant's Exhibit 1, Section 3.7.*

16. Jerry Fiore (Fiore) is the Senior Project Manager with CH2M Hill and managed the preparation of the Echo Springs Expansion Project application. Fiore confirmed that the Project is 8 miles from Wamsutter and 40 miles from Rawlins. The site of influence or impact was narrowed to 50 miles east and west along the I-80 corridor. Fiore described the available housing and the housing plan he prepared for the Project. Fiore surveyed all hotels in the area, including the rates and availability and the willingness to commit to the Project. Fiore discovered over 200 committed rooms in the area. Apartment complexes and RV Parks were also studied although Fiore discovered that apartment complexes were not available and had reached 100 percent capacity in the area. Some hotels, motels and RV parks provided

documentation forecasting that rooms would be available during the construction phase of the Project. *Tr. of Proc.*, pp. 80 through 84; see *Applicant's Exhibits 4 and 6*.

17. Although not required because the proposed expansion project is on private land, Fiore also confirmed that cultural resource and environmental surveys were conducted. Fiore evaluated impacts to wetlands, plant vegetation, sage grouse, and air and noise impacts. Wyoming Game and Fish also reviewed the biological assessment. No adverse impacts were discovered. Fiore also opined that based upon his analysis and studies conducted, the Project would not pose a threat of serious injury to the social or economic conditions of the inhabitants of nearby communities, nor will it impair the health, safety or welfare of the inhabitants in the area. *Tr. of Proc.*, pp. 84 through 87; p. 93.

18. The Division's Staff's recommendation for the distribution of impact assistance funds is as follows: Carbon County – 10.7%; City of Rawlins – 43.8%; Sweetwater County – 10.7%; and Town of Wamsutter – 34.8%. This distribution was based upon utilization of a standardized computer model consisting of three spreadsheets that are weighted against each other. The spreadsheets forecast residency for the in-migrating work force, identifies deficiencies in local government services and infrastructure, and various tax revenues. Together they are weighted and resulted in the impact assistance funds recommendation in State's Exhibit 1. See *State's Exhibit 1, p.11; Tr. Of Proc.*, pp. 122 through 126.

19. Dr. Tom Schroeder (Dr. Schroeder), Program Principal for the Industrial Siting Division, Department of Environmental Quality, receives and processes applications for permits by the Industrial Siting Council. Dr. Schroeder reviewed and processed Wamsutter LLC's July 31, 2008 application in this matter. On September 10, 2008, Dr. Schroeder also received an addendum to the permit application responding to a number of questions posed by Dr. Schroeder.

including but not limited to when construction would be 90 percent complete, what was the estimated construction cost, and why municipalities were not include in the recommended Area of Site Influence. Dr. Schroeder was satisfied with Wamsutter, LLC's responses to all of his concerns. Dr. Schroeder also testified regarding a proposed Condition #13 as a result of a concern expressed by the State Historic Preservation Office (SHPO). Dr. Schroeder proposed a condition be added to the permit to address his concerns. The proposed condition appears in *State's Exhibit 1, Condition #13* and would require Wamsutter, LLC to halt construction if any cultural materials were discovered during the construction phase of the Project. Dr. Schroeder withdrew his recommendation for proposed Condition #13 at the October 29, 2008 contested case hearing, based upon testimony and evidence admitted at the hearing. *State's Exhibit 1, p. 9; Tr. of Proc., pp. 115 through 116; Applicant's Exhibit 7.*

20. According to Dr. Schroeder, the proposed application concerning the turbo expander and associated work complied with the applicable law for an industrial siting permit. Dr. Schroeder believed the Project did not pose a threat of serious injury to the environment or to the social and economic conditions of the area. The proposed Project also would not substantially impair the health, safety or welfare of the local inhabitants. Dr. Schroeder also presented a list of twelve recommended permit conditions as reflected in *State's Exhibit 2. See Transcript of Proceedings, pp. 126 through 128.*

21. All findings of fact set forth in the following conclusions of law section shall be considered a finding of fact and are fully incorporated into this paragraph.

V. CONCLUSIONS OF LAW

A. Principles of Law

22. Wamsutter, LLC bears the burden of proof in the proceedings herein. "The general rule in administrative law is that, unless a statute otherwise assigns the burden of proof, the proponent of an order has the burden of proof." *JM v. Department of Family Services*, 922 P.2d 219, 221 (Wyo. 1996) (citation omitted); *Penny v. State ex rel. Wyoming Mental Health Prof. Licensing Board*, 120 P.3d 152, (Wyo. 2005).

23. Wyo. Stat. Ann. § 35-12-109(a) (LEXIS 2008) provides that an application for a permit shall be filed with the Division and contain the following information:

- (i) The name and address of the applicant, and, if the applicant is a partnership, association or corporation, the names and addresses of the managers designated by the applicant responsible for permitting, construction or operation of the facility;
- (ii) The applicant shall state that to its best knowledge and belief the application is complete when filed and includes all the information required by W.S. 35-12-109 and the rules and regulations, except for any requirements specifically waived by the council pursuant to W.S. 35-12-107;
- (iii) A description of the nature and location of the facility;
- (iv) Estimated time of commencement of construction and construction time;
- (v) Estimated number and job classifications, by calendar quarter, of employees of the applicant, or contractor or subcontractor of the applicant, during the construction phase and during the operating life of the facility. Estimates shall include the number of employees who will be utilized but who do not currently reside within the area to be affected by the facility;
- (vi) Future additions and modifications to the facility which the applicant may wish to be approved in the permit;
- (vii) A statement of why the proposed location was selected;

(viii) A copy of any studies which may have been made of the environmental impact of the facility;

(ix) Inventory of estimated discharges including physical, chemical, biological and radiological characteristics;

(x) Inventory of estimated emissions and proposed methods of control;

(xi) Inventory of estimated solid wastes and proposed disposal program;

(xii) The procedures proposed to avoid constituting a public nuisance, endangering the public health and safety, human or animal life, property, wildlife or plant life, or recreational facilities which may be adversely affected by the estimated emissions or discharges;

(xiii) Preliminary evaluations of or plans and proposals for alleviating social, economic or environmental impacts upon local government or any special districts which may result from the proposed facility, which evaluations, plans and proposals shall cover the following:

(A) Scenic resources;

(B) Recreational resources;

(C) Archaeological and historical resources;

(D) Land use patterns;

(E) Economic base;

(F) Housing;

(G) Transportation;

(H) Sewer and water facilities;

(J) Solid waste facilities;

(K) Police and fire facilities;

(M) Educational facilities;

(N) Health and hospital facilities;

(O) Water supply;

(P) Other relevant areas.

- (xiv) Estimated construction cost of the facility;
- (xv) What other state or federal permits and approvals are required;
- (xvi) Compatibility of the facility with state or local land use plans, if any;
- (xvii) Any other information the applicant considers relevant or required by council rule or regulation;
- (xviii) A brief description of the methods and strategies the applicant will use to maximize employment and utilization of the existing local or in-state contractors and labor force during the construction and operation of the facility.

24. Wyo. Stat. Ann. § 35-12-110(b) (LEXIS 2008) requires that the division shall obtain information and recommendations from the following state agencies relative to the impact of the proposed facility as it applies to each agency's area of expertise:

(i) Wyoming department of transportation;

(ii) Public service commission;

* * *

(iv) Game and fish department;

(v) Department of health;

(vi) Department of education;

(vii) Office of state engineer;

* * *

(ix) Wyoming state geologist;

(x) Wyoming department of agriculture;

(xi) Department of environmental quality;

* * *

(xiv) The University of Wyoming;

(xv) Department of revenue; and

(xvi) The Wyoming business council.

25. Wyo. Stat. Ann. § 35-12-110(c) (LEXIS 2008) provides the information required by subsection (b) of this section shall be provided by the agency from which it is requested not more than sixty (60) days from the date the request is made and shall include opinions as to the advisability of granting or denying the permit together with reasons therefore, and recommendations regarding appropriate conditions to include in a permit, but only as to the areas within the expertise of the agency. Each agency which has regulatory authority over the proposed facility shall provide to the council a statement defining the extent of that agency's jurisdiction to regulate impacts from the facility, including a statement of the agency's capability to address cumulative impacts of the facility in conjunction with other facilities. The statement of jurisdiction from each agency is binding on the council.

26. Wyo. Stat. Ann. § 35-12-110(d) (LEXIS 2008) provides that upon receipt of an application, the director shall conduct a review of the application to determine if it contains all the information required by W.S. 35-12-109 and the rules and regulations. If the director determines that the application is incomplete, he shall within thirty (30) days of receipt of the application notify the applicant of the specific deficiencies in the application. The applicant shall provide the additional information necessary within thirty (30) days of a receipt of a request for additional information from the director.

27. Wyo. Stat. Ann. § 35-12-110(f) (LEXIS 2008) provides that not more than ninety (90) days after receipt of an application for a permit, the director shall:

(i) Schedule and conduct a public hearing, provided that no hearing shall be held until the state engineer has submitted a preliminary and final opinion as to the quantity of water available for the proposed facility pursuant to W.S. 35-12-108;

(ii) Notify the applicant and local governments of the hearing;

(iii) Cause notice of the hearing to be published in one (1) or more newspapers of general circulation within the area to be primarily affected by the proposed facility; and

(iv) Hold the hearing at a community as close as practicable to the proposed facility. The provisions of W.S. 35-12-111, 35-12-112 and 35-12-114 apply to the hearing.

28. Pursuant to Wyo. Stat. Ann. § 35-12-111 (a) (LEXIS 2008), the parties to a permit proceeding include:

(i) The applicant;

(ii) Each local government entitled to receive service of a copy of the application under W.S. 35-12-110(a)(i);

(iii) Any person residing in a local government entitled to receive service of a copy of the application under W.S. 35-12-110(a)(i) and any nonprofit organization with a Wyoming chapter, concerned in whole or in part to promote conservation or natural beauty, to protect the environment, personal health or other biological values, to preserve historical sites, to promote consumer interests, to represent commercial and industrial groups, or to promote the orderly development of the areas in which the facility is to be located. In order to be a party the person or organization must file with the office a notice of intent to be a party not less than twenty (20) days before the date set for the hearing.

(b) Any party identified in paragraph (a)(iii) of this section waives his right to be a party if he does not participate orally at the hearing. Any party identified in paragraph (a)(ii) of this section waives its right to be a party unless the local government files a notice of intent to be a party with the office not less than twenty (20) days before the date set for the hearing.

(c) Any person may make a limited appearance in the proceeding by filing a statement in writing with the council prior to adjournment of the hearing. A statement filed by a person making a limited appearance shall become part of the

record and shall be made available to the public. No person making a limited appearance under this subsection is a party to the proceeding.

(d) No state agency other than the industrial siting division shall act as a party at the hearing. Members and employees of all other state agencies and departments may file written comments prior to adjournment of the hearing but may testify at the hearing only at the request of the council, the industrial siting division or any party.

(e) Any person described in W.S. 35-12-111(a)(ii) or (iii) who participated in the public hearing under W.S. 35-12-107 may obtain judicial review of a council decision waiving all or part of the application requirements of this chapter.

29. Pursuant to Wyo. Stat. Ann. § 35-12-113 (LEXIS 2008), the council shall:

(a) Within forty-five (45) days from the date of completion of the hearing the council shall make complete findings, issue an opinion and render a decision upon the record, either granting or denying the application as filed, or granting it upon terms, conditions or modifications of the construction, operation or maintenance of the facility as the council deems appropriate. The council shall not consider the imposition of conditions which address impacts within the area of jurisdiction of any other regulatory agency in this state as described in the information provided in W.S. 35-12-110(b), unless the other regulatory agency requests that conditions be imposed. The council may consider direct or cumulative impacts not within the area of jurisdiction of another regulatory agency in this state. The council shall grant a permit either as proposed or as modified by the council if it finds and determines that:

(i) The proposed facility complies with all applicable law;

(ii) The facility will not pose a threat of serious injury to the environment nor to the social and economic condition or inhabitants or expected inhabitants in the affected area; and

(iii) The facility will not substantially impair the health, safety or welfare of the inhabitants.

(b) No permit shall be granted if the application is incomplete.

(c) If the council determines that the location of all or part of the proposed facility should be modified, it may condition its permit upon that modification, provided that the local governments, and persons residing therein, affected by the modification, have been given reasonable notice of the modification.

(d) The council shall issue with its decision, an opinion stating in detail its reasons for the decision. If the council decides to grant a permit for the facility, it shall

issue the permit embodying the terms and conditions in detail, including the time specified to commence construction, which time shall be determined by the council's decision as to the reasonable capability of the local government, most substantially affected by the proposed facility, to implement the necessary procedures to alleviate the impact. A copy of the decision shall be served upon each party.

(e) A permit may be issued conditioned upon the applicant furnishing a bond to the division in an amount determined by the director from which local governments may recover expenditures in preparation for impact to be caused by a facility if the permit holder does not complete the facility proposed. The permit holder is not liable under the bond if the holder is prevented from completing the facility proposed by circumstances beyond his control.

(f) Within ten (10) days from the date of the council's decision, a copy of the findings and the council's decision shall be served upon the applicant, parties to the hearing and local governments to be substantially affected by the proposed facility and filed with the county clerk of the county or counties to be primarily affected by the proposed facility. Notice of the decision shall be published in one (1) or more newspapers of general circulation within the area to be affected by the proposed facility.

30. The Industrial Siting Rules and Regulations, Chapter 1 provide:

Section 7. **Application information to be submitted.** In accordance with W.S. 35-12-109, the application shall contain the information required by the act with respect to both the construction period and online life of the proposed industrial facility and the following information the council determines necessary:

(a) The application shall state the name, title, telephone number, and post office address of the person to whom communication in regards to the application shall be made.

(b) A description of the specific, geographic location of the proposed industrial facility. The description shall include the following:

(i) Preliminary site plans at an appropriate scale indicating the anticipated location for all major structures, roads, parking areas, on-site temporary housing, staging areas, construction material sources, material storage piles and other dependent components;

(ii) The area of land required by the industrial facility and a land ownership map covering all the components of the proposed industrial facility.

(c) A general description of the major components of the proposed industrial facility such as boilers, steam generators, turbine generators, cooling facilities, production equipment, and dependent components.

(d) A description of the operating nature of the proposed industrial facility, the expected source and quantity of its raw materials, and energy requirements. The description shall include, but is not limited to, the following:

(i) The proposed on-line life of the industrial facility and its projected operating capacity during its on-line life and, for transmission lines exceeding one hundred fifteen thousand (115,000) volts included as part of the proposed industrial facility, a projection indicating when such lines will become insufficient to meet the future demand and at what time a need will exist to construct additional transmission lines to meet such demands;

(ii) Products needed by facility operations and their source.

(e) A statement that shall be a reasonable estimate of the calendar quarter in which construction of the industrial facility will commence, contingent upon the issuance of a permit by the council.

(f) A statement that shall be a reasonable estimate of the maximum time period required for construction of the industrial facility and an estimate of when the physical components of the industrial facility will be ninety (90) percent complete, and the basis for that estimate.

(g) The applicant shall identify what it deems to be the area of site influence and the local governments primarily affected by the proposed industrial facility as defined in sections 2(b) and (c), respectively, of these regulations. The immediately adjoining area(s) and local governments shall also be identified with a statement of the reasons for their exclusion from the list of area(s) or local governments primarily affected by the proposed industrial facility.

(h) The estimated number of employees needed to complete the construction and operation of the facility by the applicant, its contractors and subcontractors to include job classifications by calendar quarter. The estimate should also include:

(i) Seasonal fluctuations and the peak employment during both construction and operation;

(ii) Annual payroll;

(iii) Expected benefits, if any, to be provided including housing allowances, transportation allowances, and per diem allowances.

(i) An evaluation of the social and economic conditions in the area of site influence. The social and economic conditions shall be inventoried and evaluated as they currently exist, projected as they would exist in the future without the proposed industrial facility and as they will exist with the facility. Prior to submitting its application, each applicant shall confer with the administrator to define the needed projections, the projection period and issues for socioeconomic evaluation. The evaluation may include, but is not limited to:

(i) Land use designation of the site location, including whether or not the use of the land by the industrial facility is consistent with state, intrastate, regional, county and local land use plans, if any. The analysis shall include the area of land required and ultimate use of land by the industrial facility and reclamation plans for all lands affected by the industrial facility or its dependent components;

(ii) A study of the area economy including a description of methodology used. The study may include, but is not limited to, the following factors:

- (A) Employment projections by major sector;
- (B) Economic bases and economic trends of the local economy;
- (C) Estimates of basic versus non-basic employment;
- (D) Unemployment rates;

(iii) A study of the area population including a description of methodology used. The study may include, but is not limited to, an evaluation of demographic characteristics for the current population and projections of the area population without the proposed industrial facility;

(iv) An analysis of housing facilities by type, including a quantitative evaluation of the number of units in the area and a discussion of vacancy rates, costs, and rental rates of the units. The analysis should include geographic location, including a quantitative evaluation of the number of units in the area required by the construction and operation of the proposed industrial facility and a discussion of the effects of the proposed

industrial facility on vacancy rates, costs, and rental rates of the units. Specific housing programs proposed by the applicant should be described in detail;

(v) An analysis of transportation facilities containing discussion of roads (surface, type), and railroads (if applicable). An analysis of effects on transportation facilities including effects on service levels of roads, haul routes for materials and supplies, increased rail traffic at grade crossings, and intersection of new access roads with existing roads;

(vi) Public facilities and services availability and needs, which may include, but are not limited to:

(A) Facilities required for the administrative functions of government;

(B) Sewer and water distribution and treatment facilities including the capability of these facilities to meet projected service levels required due to the proposed industrial facility. Use of facilities by the proposed industrial facility should be assessed separately from population related increases in service levels;

(C) Solid waste collection and disposal services including the capability of these facilities to meet projected service levels required due to the proposed industrial facility. Use of facilities by the proposed industrial facility should be assessed separately from population related increases in service levels;

(D) Existing police and fire protection facilities including specific new demands or increases in service levels created by the proposed industrial facility;

(E) An analysis of health and hospital care facilities and services;

(F) Human service facilities, programs and personnel, including an analysis of the capacity to meet current demands and a description of problems, needs, and costs of increasing service levels;

(G) An analysis of user-oriented community recreational facilities and programs and urban outdoor recreational opportunities including descriptions of recreational resources, locations of the recreational resources, and the

types of recreational resources and an analysis of outdoor, resource-oriented recreational opportunities including locations and types of the recreational resources;

(H) Educational facilities, including an analysis based upon enrollment per grade, physical facilities and their capacities and other relevant factors with an assessment of the effect that the new population will have on programs and facilities;

(I) Problems due to the transition from temporary, construction employees to operating workforces should be addressed. Changes in levels of services required as a result of the proposed industrial facility should specifically be addressed. Cumulative impacts of the proposed industrial facility and other developments in the area of site influence should be addressed separately. This assessment should examine increased demands associated with the construction and operational phases of the proposed industrial facility, as well as effects on the level of services as the construction or operational workforces decline;

(J) A copy of any studies that may have been made of the social or economic impact of the industrial facility.

(vii) A fiscal analysis over the projection period for all local governments and special districts identified by the applicant as primarily affected by the proposed industrial facility, including revenue structure, expenditure levels, mill levies, services provided through public financing, and the problems in providing public services. The analysis may include, but is not limited to:

(A) An estimate of the cost of the industrial facility subject to sales and use taxes and expected payments by quarter for the construction period. This estimate should include a breakdown by county if the components of the industrial facility will be located in more than one county. The estimate will also include projections of the impact assistance payments available under W.S. 39-6-411(c) and W.S. 39-6-512(d) generated by the proposed industrial facility through the sales and use tax payments;

(B) An estimate of the cost of components of the industrial facility which will be included in the assessed value of the industrial facility for purposes of ad valorem taxes for both the construction and operations periods. This estimate

should include a breakdown by county if the components of the industrial facility will be located in more than one county.

(j) An evaluation of the environmental impacts. The items shall be noted and evaluated as they would exist if the proposed industrial facility were built. Each evaluation should be followed by a brief explanation of each impact and the permit issued that regulates the impact. If the impact is not regulated by a state regulatory agency or federal land management agency, the application must include plans and proposals for alleviating adverse impacts. Cumulative impacts of the proposed industrial facility and other projects in the area of site influence should be addressed separately.

(k) The applicant shall describe the procedures proposed to avoid constituting a public nuisance, endangering the public health and safety, human or animal life, property, wildlife or plant life, or recreational facilities which may be adversely affected by the proposed facility, including:

(i) Impact controls and mitigating measures proposed by the applicant to alleviate adverse environmental, social and economic impacts associated with construction and operation of the proposed industrial facility;

(ii) Monitoring programs to assess effects of the proposed industrial facility and the overall effectiveness of impact controls and mitigating actions.

B. Application of Principles of Law

31. Wamsutter, LLC has shown, by a preponderance of the evidence, that it filed a completed application with the Division regarding the Echo Springs Gas Plant TXP4 Expansion Project and included the requirements in Wyo. Stat. Ann. § 35-12-109(a) (LEXIS 2008) and Chapter 1, Section 7 of the Rules and Regulations and that the Project complies with all applicable law. *See for example testimony of Casey Jensen, Andrea Walton, Jerry Fiore and Dr. Tom Schroeder; Wamsutter, LLC's Exhibits 1 through 7; State's Exhibit's 1 and 2.*

32. Wamsutter, LLC has shown, through testimony and exhibits, that the proposed expansion Project will not pose a threat of serious injury to the environment nor to the social and economic condition or inhabitants in the affected area. *See above Findings of Fact and Exhibits.*

33. Finally, through the testimony of all its witnesses, as well as the exhibits submitted, Wamsutter, LLC has demonstrated the proposed Project will not substantially impair the health, safety or welfare of the inhabitants of nearby communities. *See above Findings of Fact and Exhibits.*

34. With the proposed conditions set forth in *State's Exhibit 2*, this Council is satisfied that the conditions will assure compliance with the statutes and rules at issue in this matter.

DECISION

Pursuant to the authority vested in the Industrial Siting Council by WYO. STAT. ANN. § 35-12-113 (LEXIS 2008), this Council hereby **grants** the Industrial Siting Permit Application filed by Wamsutter, LLC to construct and operate the Echo Springs Gas Plant TXP4 Expansion Project to be located at the existing Echo Springs Gas Plant in Carbon County, Wyoming near the Town of Wamsutter, Wyoming.

Further, pursuant to its authority, this Council specifically accepts and adopts the impact assistance funds distribution ratio as set forth in *State's Exhibit 1*.

Finally, pursuant to its authority, this Council places the following terms and conditions upon the permit as set forth in *State's Exhibit #2*:

Condition #1. Wamsutter, LLC (Permittee) will obtain and maintain all required State and local permits and approvals in accordance with W.S. 35-12-109(a)(xv), 35-12-113(a) (i) and 35-12-115 during the term of this permit.

Condition #2. Construction must commence within two years following the date of the award of this permit.

Condition #3. Before engaging in any activity over which the Industrial Siting Council (ISC) has jurisdiction which could significantly affect the environment external to Permittee's permit area, or the social and economic conditions of the area of site influence and which

was not evaluated in the permit process, the Permittee shall prepare and file an evaluation of such activity with the Industrial Siting Division (ISD). When in the opinion of the Director of the Department of Environmental Quality (Director), the evaluation indicates that such activity may result in significant adverse impacts that were not considered in the permit the Permittee shall file a permit amendment in accordance with W. S. 35-12-106.

Condition #4. The Permittee shall develop a written compliance plan and program to ensure compliance with voluntary commitments of this Permit, testimony, agreements with local governments, and these permit conditions. A compliance coordinator shall be designated and identified to the ISD prior to the onset of construction. This individual shall present himself/herself and meet with the ISD staff before construction commences and review the permit requirements with the ISD staff. This coordinator shall assume the responsibility for assuring that contractors and subcontractors are aware of and meet all permit requirements.

Condition #5. The ISC may review any adverse social, economic or environmental impacts either within or outside the area primarily affected are attributed to the Permittee:

- a. Which adversely affect the current level of facilities or services provided by the local community;
- b. Which cannot be alleviated by financing through ordinary sources of revenue, given due consideration to bonding history and capacity of the jurisdiction involved;
- c. Which were not evaluated or foreseen at the time the permit was granted and can be attributed in whole or in part to the permitted facility; and
- d. Which are not or cannot be resolved by voluntary measures by industrial representatives in the community,

Then by order issued in accordance with the Wyoming Administrative Procedures Act, the ISC may require additional mitigation by the Permittee in cooperation with other basic industries (existing and future) provided that:

- a. A local government has requested mitigation assistance; and
- b. Such adverse impacts were determined to be a result of the activities of the Permittee.

Permittee shall be required to assist in mitigating any impacts that result from construction or operation of the proposed Project, including those resulting from direct and indirect employment. For purposes of determining additional mitigation measures by the Permittee, consideration shall be given to previous mitigation efforts. However, in any event, Permittee shall not be required to provide mitigation in excess of the proportion that the Permittee's activities are contributing to the total impacts within the impacted area (as defined by W. S. 35-12-102).

Condition #6. The Permittee shall notify the Industrial Siting Division when construction commences on the project.

Condition #7. The Permittee shall notify the Industrial Siting Division when the physical components of the identified project are 90 percent complete.

Condition #8. As a means of adhering to W. S. 35-12-109 (a) (xviii) to provide preference for local and resident hiring, the Permittee, contractors and subcontractors shall follow these hiring guidelines:

- a. Procedures to foster local hiring shall be incorporated into the compliance plan.
- b. Job postings shall be filed with the local Workforce Center.

Condition #9. The Permittee shall submit an annual report to ISC for the years or portion of a year that includes construction and again for the first year of operation of the facility for each phase. The annual report shall include:

- a. Efforts to assure compliance with voluntary commitments, mitigation agreements with local governments, and conditions contained in this permit;
- b. The extent to which construction has been completed in accordance with the approved schedule;
- c. Any revised time schedules or time tables for construction, operations, and reclamation, and a brief summary of the construction, reclamation, and other activities that will occur in the next one-year period; and
- d. Demonstration of compliance with permit conditions.

Condition #10. In order that the ISD may monitor Permittee's performance, the Permittee shall institute the following monitoring program that shall be recorded on a monthly basis and reported to the ISD on a quarterly basis through the construction period of each phase and the for first year of operation following a phase. Monthly data shall include:

- a. The average and peak number of employees for the Permittee, contractors and subcontractors.
- b. Employee city and state of residency at the time of hire and the employee city and state while employed and type of residence while employed.
- c. The number of new students enrolled by grade level and school district who are related to Permittee employees, identified as either local (no change of residence) and in-migrants.
- d. Wyoming resident versus non-resident mix of workforce.

e. An updated Figure 3-1 as found on page 3-3 of the *Echo Springs Gas Plant TXP4 Expansion Project Application*.

Condition #11. The Permittee shall notify the ISD of proposed changes to the scope, purpose, size or schedule of the project. The Director may authorize such changes if he or she finds that:

- a. The change should not result in any significant adverse environmental, social, and economic impacts in the area of site influence; and
- b. The Director has provided public notice of the proposed change and his intent to approve the request; and
- c. No party nor Council Member has requested that the matter be heard before the Council in accordance with the permit procedures of W. S. 35-12-106 (c) (d).

Condition #12. The Permittee will notify the ISD and provide updates to *Section 4.4.3 Housing Impact Analysis* and all other pages of the Application where changes have or are expected to occur if:

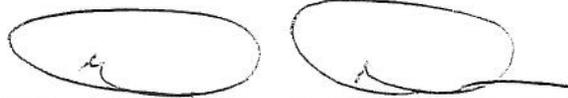
- a. Actual on-site workforce during construction exceeds the peak number estimated in the Application by more than fifteen percent (15%).
- b. The Permittee obtains details from the plant general contractor about lodging type and location, but not later than the start of construction; or when the plant general contractor makes changes in his lodging plan.

If the Director determines that there is potential for significant adverse impacts, a permit amendment will be required.

ORDER

IT IS THEREFORE ORDERED that the Industrial Siting Permit Application as submitted by Wamsutter, LLC, and modified by this Council as set forth above in Conditions 1 through 12 be and is hereby granted.

DONE this 2 day of Dec, 2008.



Dave Dunham, Chairman
Industrial Siting Council
Herschler Building, Fourth Floor West
122 West 25th Street
Cheyenne, Wyoming 82002
(307) 777-7170

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CERTIFICATE OF SERVICE

I hereby certify that the original of the foregoing document was served upon the Department of Environmental Quality, Industrial Siting Division and a true and correct copy was served upon the parties by mailing same, postage prepaid, on the 4th day of December 2008, addressed to the following:

Office of Administrative Hearings
State of Wyoming
Cheyenne, Wyoming 82002

John Burbridge - Attorney for Industrial Siting Division
Assistant Attorney General
123 Capitol Building
Cheyenne, Wyoming 82002

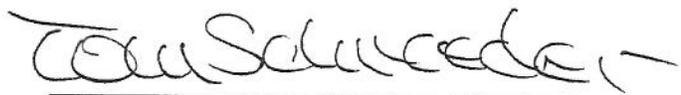
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Industrial Siting Council

