

**NYPA Renewables  
Conferral Report: 2025 Written Comments**

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### **Comments on New York Power Authority's Renewables Conferral Process**

Gary Abraham, Benjamin Wisniewski and I participated in the NYPA conferral process last year, and we produced extensive oral and written comments to the same four questions that are being re-posed to conferral participants this year. Rather than continue as lone lawyers advocating by ourselves for a sane, effective, affordable and environmentally sound energy policy for New York State generally and NYPA, specifically, we have merged forces with thousands of other legal and engineering professionals, interested citizens groups and other concerned individuals, by joining "Stop Energy Sprawl" ("SES") a significant coalition of like-minded advocates, to provide this year's comments. Our ranks continue to grow by the week, as more and more rural upstate communities find themselves targeted by predatory wind and solar developers—aided by New York State and its unrealistic, fantastical and fiscally unsound energy plan.

NYPA's conferral questions have not changed, and neither have the answers. Thus, I have attached last year's written comments to this 2025 letter. The comments remain on point and salient and focus on the need for nuclear build out, and the need to minimize the development of wind and solar.

The one small bright light in NYPA's current strategic plan, appears to be the recognition (finally) that nuclear deserves a place at the table (from our perspective, it deserves the lion's share of room at the table) when it comes to pursuing energy that has some hope of meeting New York's voracious and growing electricity needs, stabilizing the grid and achieving an emissions free future.

An additional note on affordability--under the current NYPA strategic plan, which unduly focuses on solar and wind--energy poverty will continue to expand in New York. New York has the sixth most expensive electricity prices for residential customers of any state in the U.S. mainland, according to U.S Energy Information Administration data. An increasingly strained grid will require a 255% increase in transmission infrastructure between New York and New England to support mandated clean energy development, the U.S. Department of Energy also found in 2023. The cost of building new energy infrastructure in New York is significant. The New York State Energy Research and Development Authority approved a slate of land-based renewable projects in 2023 for about \$95 per megawatt hour. That is more than double the market price for electricity as of 2024, according to the New York Independent System Operator.

I attended hearings held by NYPA on its strategic plan. The large number of uniformed, thoughtless speakers parroting lines clearly scripted by allegedly "independent" interest groups (that are absolutely financially supported by the wind and solar lobby) to the tune of "15GW of wind and solar buildout now to save the earth" and "solar and wind are the least expensive forms of energy," was simply mind boggling, very sad, and demonstrates the general prevalence of energy system ignorance. The costs of attempting to integrate intermittent renewables into the

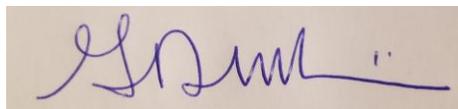
current power system will be astronomical. No one has meaningfully assessed the emissions reduction attributable to renewables. In order to truly understand the cost, a life cycle assessment must be insisted upon. Once that is done, the environmental case for renewables quickly disappears. Frankly, it may be impossible to offset the emissions generated to create renewable energy projects, with the apparent low-emissions electricity generated.

Continuing the path towards buildout of more solar and wind will make a mockery of the following stated NYPA goal: *“With the opportunity to become a leader in responsible development of new renewable generation, NYPA aims to expeditiously build affordable projects, staying grounded in our commitment to the communities in which we operate now and in the future, all while ensuring fair and family-sustaining worker wages.”* One does not “sustain” a family with wages from building a wind or solar project, which is only temporary construction work, work which is most often awarded to out-of-town builders employed by the solar and wind developers, project after project, state by state. When complete, solar installations *at best* provide one or two full-time jobs. When completed, wind projects provide a handful of jobs. After promising to employ local labor on the construction of the reviled Alle-Catt wind project, it is now clear to my constituents (who are hosting hordes of out of state workers) that the developer’s promise of utilizing local labor, was nothing short of fraudulent. Contrast the meager full-time permanent jobs created by wind and solar installations, to that of nuclear plants, which plants provide for hundreds of jobs, at top wages and benefits, for *generations*.

Nuclear is the path that NYPA must heavily champion. Advanced nuclear power is not only essential to achieving New York’s climate goals, but it is also crucial to providing abundant reliable energy that is mission-critical to future economic growth and prosperity, supporting energy intensive manufacturing and data centers, and further expanding a skilled and well-compensated workforce. By serving as part of the backbone of an efficient electric system rather than simply backup to intermittent sources, advanced nuclear will ensure that New York meets its climate and economic objectives with minimal impacts to land and natural resources.

Thank you for the opportunity to comment. If you should have any questions, please do not hesitate to telephone or email me.

Respectfully Submitted,



Ginger D. Schroder

Representing over 15,000 IBEW Utility Workers in NYS

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## Submitted via NYPA Strategic Plan Comment Portal

### Re: Public Comment on Draft NYPA Renewables Updated Strategic Plan (July 29, 2025)

On behalf of the International Brotherhood of Electrical Workers (IBEW), representing close to 15,000 utility and energy workers across New York State, we appreciate the opportunity to submit comments on the Draft NYPA Renewables Updated Strategic Plan (the “Updated Strategic Plan”). Our members work at the frontlines of New York’s energy system, ensuring safe, reliable, and affordable electricity for all New Yorkers. As such, we have a direct interest in ensuring that New York’s clean energy transition under the Climate Leadership and Community Protection Act (CLCPA) succeeds while delivering family-sustaining, high-road union careers statewide.

Below, we provide our comments on four key areas requested in the public comment process.

#### 1. Thoughts on the State’s Progress Toward CLCPA Goals

The Updated Strategic Plan demonstrates meaningful progress toward achieving the CLCPA’s 70% renewable energy by 2030 mandate and the 2040 zero-emission electricity standard. Notable successes include:

- A. **Transmission Upgrades:** Completion of Smart Path, Central East Energy Connect, and Smart Path Connect has unlocked renewable delivery capacity, reduced congestion, and lowered emissions.

- B. **Renewable Pipeline Growth:** NYPA has identified 61 renewable projects and 152 distributed energy storage projects totaling nearly 7 GW of potential capacity statewide.
- C. **Affordability & Equity:** The Renewable Energy Access and Community Help (REACH) program will provide bill credits for low-income households, ensuring the clean energy transition benefits all New Yorkers.

However, interconnection bottlenecks, transmission permitting timelines, and the lack of a coordinated workforce transition strategy remain significant challenges. Without binding workforce standards and accelerated siting reforms, CLCPA targets could be delayed despite current progress.

## **2. How NYPA Can or Should Support CLCPA**

IBEW urges NYPA to use its public power model to ensure the CLCPA's success while upholding affordability, reliability, and strong labor standards:

- **Labor & Workforce Protections:**
  - A. Mandate prevailing wage and apprenticeship utilization on all NYPA renewable projects.
  - B. Create a Utility Worker Just Transition Fund to retrain fossil fuel and legacy utility workers for emerging clean energy roles in operations, maintenance, and grid modernization.
- **Transmission Leadership:**
  - A. Expedite Clean Path Transmission Project and other priority lines to eliminate renewable curtailments and interconnection backlogs.
  - B. Work with NYISO, PSC, and labor to conduct reliability studies before each fossil plant retirement to prevent adverse reliability or emissions impacts.
- **Public Power Expansion:**
  - A. IBEW believes NYPA should focus on its core competencies in transmission, grid operations, and enabling renewable development rather than direct ownership and operation of generation assets. The private sector has demonstrated superior capability in developing, financing, and operating renewable projects at scale and speed. NYPA's role should be facilitating this development through transmission investments, interconnection services, and strategic partnerships while ensuring strong labor protections through project labor agreements and workforce transition programs.

### 3. What NYPA Is Already Doing to Support CLCPA

IBEW commends NYPA for the following achievements outlined in the Updated Strategic Plan:

- A. **Workforce Development:** Up to \$25 million annually in workforce training, including the EV Workforce Program, NYCHA Clean Energy Academy, and the P-TECH Scholars Program, demonstrates real investment in a skilled energy workforce.
- B. **Community Solar & EJ Initiatives:** NYPA's commitment to community solar gardens and environmental justice programs ensures disadvantaged communities directly benefit from renewable investments.
- C. **Project Financing Innovations:** Creation of NYPA's subsidiary (NYRED) and its local development corporation expands financing capacity while protecting NYPA's credit strength.

These efforts align labor, equity, and climate goals, but must be scaled up and codified to ensure long-term workforce security and project delivery certainty.

### 4. Additional Comments for the Record

Finally, we urge NYPA and the State of New York to adopt the following priorities:

- A. **Guarantee Worker Protections:** Make prevailing wage binding requirement for all projects receiving NYPA support or financing.
- B. **Codify Workforce Transition Planning:** The legislature enacted clear statutory language in S. 4006-C/A. 3006-C requiring NYPA to enter into memoranda of understanding with bona fide labor organizations for the operation and maintenance of renewable energy projects, with preference given to transitioning workers from non-renewable generation facilities. However, the critical implementation gap lies not in the MOU framework itself, but in the complete absence of meaningful worker training programs to prepare fossil fuel generation workers for renewable energy careers. Gas plant operators, maintenance technicians, and other skilled utility workers cannot simply transition to operating wind farms, solar installations, or battery storage systems without comprehensive retraining. The statute requires the Department of Labor to maintain and provide lists of transitioning workers to NYPA ninety days prior to project development, yet DOL has failed to establish any systematic training infrastructure to prepare these workers for renewable energy positions. This represents a fundamental failure to implement the legislature's intent. While NYPA's workforce development investments are commendable, they focus primarily on new entrants to the energy sector rather than retraining experienced utility workers whose skills and institutional

knowledge are invaluable. The state must immediately develop specialized training programs that bridge the gap between traditional utility operations and renewable energy systems, ensuring that experienced workers can successfully transition rather than being displaced by clean energy transformation.

- C. **Accelerate Siting & Interconnection Reform:** Streamline permitting under Article 10 and PSC processes while maintaining labor and environmental safeguards.
- D. **Expand Federal & State Funding Partnerships:** Maximize IRA tax credits, DOE loans, and state bonding authority to lower costs and reinvest savings into workforce training and energy affordability.
- E. **Ensure Grid Reliability:** Coordinate closely with NYISO to ensure fossil plant retirements do not compromise system stability or result in localized emissions increases.

## **Conclusion**

The IBEW supports NYPA's efforts to meet New York's climate and energy goals while protecting workers, ratepayers, and reliability. By embedding labor standards, accelerating transmission development, and ensuring a just workforce transition, NYPA can deliver a clean energy future built on good union jobs and affordable, reliable power for all New Yorkers.

We look forward to continuing collaboration as NYPA finalizes the Updated Strategic Plan.

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August 14, 2024

## **Comments on New York Power Authority's Renewables Conferral on behalf of Gary A. Abraham, Esq.; Benjamin E. Wisniewski, Esq.; and Ginger D. Schroder, Esq.**

The undersigned are attorneys who, among us, have over 30 years of experience representing municipalities and community groups in siting or permitting large-scale renewable energy projects under SEQRA, and before the PSL Article 10 Siting Board and the state Office of Renewable Energy Siting (ORES). Please accept the following comments solicited by NYPA regarding the following questions:

1. Please share your thoughts on the State's progress toward CLCPA goals.
2. Please share your thoughts on how NYPA can or should support CLCPA.
3. Please share your thoughts on what NYPA is already doing to support CLCPA.
4. Do you have anything else you would like to share for the record?

\* \* \*

### **1. THE STATE'S PROGRESS TOWARDS CLCPA GOALS**

**New York State has not made meaningful progress towards CLCPA goals. This is well documented in credible public agency reports. The State's irrational pursuit of excessive wind and solar energy generation has led to disastrous environmental consequences, public unrest, and only increased its reliance on fossil fuels. Continued investment in wind and solar to the exclusion of reliable baseload, load-following and dispatchable low-carbon sources (such as nuclear, hydropower, geo-thermal) will not change this trend. An all renewables electrical grid is inherently unstable, cannot provide reliable power and will substantially increase the cost of power for both taxpayers and ratepayers.**

Recent reports by the state Department of Public Service (DPS), the State Comptroller, and NYISO acknowledge that the 2030 CLCPA goal to achieve 70% of New York's grid-provided electricity with renewable energy cannot be met.<sup>1</sup> Based on these reports, over 50 business, energy and labor organizations have called on the State to undertake "a realistic assessment of the GHG [greenhouse gas]

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1 NYS Dep't Public Service, "Draft Clean Energy Standard Biennial Review" (July 1, 2024), filed in PSC Case No. 15-E-0302, *Clean Energy Standard*; NYS Comptroller, Report 2022-S4, "Climate Act Goals—Planning, Procurement and Progress Tracking (July 2024), <<https://www.osc.ny.gov/state-agencies/audits/2024/07/16/climate-act-goals-planning-procurements-and-progress-tracking>>; NYS Comptroller, "Economic and Policy Insights New York State's Clean Energy Fund" (July 2024), <<https://www.osc.ny.gov/files/reports/pdf/clean-energy-fund.pdf>>; NYISO, "Zero Emissions by 2040 Technical Conference" (December 11-12, 2023) (presentation on currently unavailable "dispatchable emissions-free source" necessary to achieve CLCPA goals), filed in PSC Case No. 15-E-0302.

emission reduction impacts of existing state initiatives”.<sup>2</sup> The reasons the State cannot achieve the CLCPA goals are structural and indicate that large-scale renewables (wind + solar + batteries) are approaching their maximum ability to contribute to the state’s decarbonization goals. After more than two decades of aggressive incentives, New York currently provides less than seven percent of its electricity from wind, solar and batteries.<sup>3</sup> DPS optimistically projects that New York can achieve 45% of its electricity generation with renewables, but most that will be from hydropower.<sup>4</sup>

These recent reports also show that the CLCPA goals are aspirational goals and policy objectives rather than legal mandates. The state Public Service Commission “has not started to address all current and emerging issues that could significantly increase electricity demand and lower projected generation.”<sup>5</sup> A Scoping Plan to achieve the CLCPA goals has been developed, but no credible fiscal or engineering analysis was ever presented to support the plan. No cost/benefit analysis was performed, and none is planned. As discussed below, the structural obstacles to achieving the CLCPA goals principally with renewable energy cannot be overcome, and they mean that continued efforts to achieve those goals will progressively damage the grid and make energy unaffordable,<sup>6</sup> with potentially existential consequences for some.<sup>7</sup>

France, Sweden and Ontario managed to decarbonize their grids in two decades while maintaining affordable reliable electricity and growing their economies by utilizing the same resources New York has: hydropower and nuclear power.<sup>8</sup> The CLCPA’s emphasis on wind<sup>9</sup>, solar and batteries is an outlier,

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2 See The Business Council of New York State, “Final CLCPA sign on letter” (July 30, 2024), <<https://www.bcnys.org/news/statement-regarding-clcpa-letter-calling-answers-key-policy-concerns>>.

3 NYISO, *Power Trends 2024*, 49, <<https://www.nyiso.com/power-trends>>.

4 NYS Dep’t Public Service, “Draft Clean Energy Standard Biennial Review”, 56; NYISO, *Power Trends 2024*, 49.

5 NYS Comptroller, “Climate Act Goals—Planning”, 1.

6 For example, in 2018 the lowest-earning 10% of all U.S. households spent 36.3% of their income on energy, according to a U.S. Bureau of Labor Statistics’ Consumer Expenditure Survey. U.S. Bureau of Labor Statistics, “Consumer Expenditures in 2018”, (May 2020), <<https://www.bls.gov/opub/reports/consumer-expenditures/2018/home.htm>>. Transitioning to intermittent resources exacerbates inequity as it results in a significant burden being placed on the most economically challenged households. Rising energy costs, as seen for more than a decade in California, are an inescapable burden upon the poor. R. Bryce, “The High Cost of California Electricity Is Increasing Poverty”, The Foundation for Research on Equal Opportunity (July 2020), <<https://freopp.org/the-high-cost-of-california-electricity-is-increasing-povertyd7bc4021b705>>.

7 A recent report from Cornell University confirms that there will be an energy shortfall of between 59% and 89% in Zones J (New York City) and J (lower Westchester) if the CLCPA is implemented as planned. These two zones contain approximately 60% of New York State’s population. V. Liu, et al., “Heterogeneous Vulnerability of Zero-Carbon Power Grids under Climate-Technological Changes”, *arXiv: Physics and Society* (July 2023) (v2), <<https://doi.org/10.48550/arXiv.2307.15079>>.

8 Indeed, the Province of Ontario is canceling wind projects and embracing an aggressive build-out of nuclear power. Mike Crawley, “Doug Ford government spent \$231M to scrap green energy projects”, *CBC News* (November 19, 2019); Matthew McClearn, “What the death of Ontario’s green energy dream can teach other provinces about the challenges ahead”, *The Globe & Mail* (June 1, 2020). China has 55 nuclear reactors in operation, and 26 nuclear power units under construction. Darrell Proctor, “China Starts Construction of More Reactors as Part of Rapid Nuclear Buildout”, *Power magazine* (July 29, 2024), <<https://www.powermag.com/china-starts-construction-of-more-reactors-as-part-of-rapid-nuclear-buildout/>>.

9 Robert Bryce, a well-known energy commentator, notes that a recent study, published in *Environmental Research Letters* and coauthored by a post-doctoral fellow (Lee Miller) and a physics professor (T. David Keith) at Harvard

followed only by California and Germany, where the program has been a clear failure.

The grid was built for large, centralized generating plants, including nuclear power plants that operate almost around the clock. Adding weather-dependent, unreliable renewables that lack fuel (wind and sunlight) half the time and operate at a fraction of their design capacity requires unprecedented levels of grid management, including fossil-fueled backup power<sup>10</sup> and new local, regional and long-distance transmission capacity. It should be axiomatic that hardening the grid to extreme weather by relying principally on weather-dependent renewables is a technological challenge. Simply changing New York's date for doing so to 2033, is a prescription for repeated failure.

## 2. HOW NYPA CAN OR SHOULD SUPPORT CLCPA.

**NYPA cannot fulfill its mission if it supports CLCPA's focus on intermittent and unreliable renewables—wind and solar. NYPA must lead the way on nuclear, now.**

NYPA's mission, to provide inexpensive public power, is obstructed by New York's "two grids" problem. Siting a handful of new nuclear power stations can solve the two grids problem by bringing power generation closest to where it is needed. Siting large-scale renewables only exacerbates the two grids problem, since land and water in the amount needed for wind and solar is scattered throughout New York and far offshore,<sup>11</sup> requiring substantial and prohibitively expensive new transmission capacity.<sup>12</sup>

Current climate modeling, as reported by the Intergovernmental Panel on Climate Change and the International Energy Agency, refutes the false premise that climate change is an "existential" threat requiring immediate action without regard to cost benefit analysis. Global average temperatures are likely to increase to between 2 and 3 degrees Centigrade by 2100,<sup>13</sup> affording NYPA adequate time to

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University, demonstrates that wind energy's "Achilles Heel" is its paltry power density. The Harvard University authors found that the average power density—meaning the rate of energy generation divided by the encompassing area of the wind plant—was up to 100 times lower than estimates by some leading energy experts. Miller and Keith concluded that solar panels produce about 10 times more energy per unit of land as wind turbines—a significant finding—but, as Bryce notes, their work deserves attention for two other reasons—it uses real world data, rather than models, to support its conclusions and it conclusively shows that wind energy's power density is far lower than the Department of Energy, IPCC and numerous academics have touted. "The ongoing push for 100-percent renewables, and, in particular, the idea that wind energy is going to be a major contributor to that goal, is not just wrongheaded—it's an energy dead end." Bryce, "Why Wind Power Isn't the Answer" City Journal, Manhattan Institute for Policy Research (January 29, 2019).

10 NYISO has determined that four dual-fuel backup ("peaking") generators in New York City must remain in operation for at least two years beyond their scheduled deactivation date of May 1, 2025, finding that energy storage alternatives are insufficient to keep the lights on. NYISO, "Short-Term Reliability Process Report: 2025 Near-Term Reliability Need", <<https://www.nyiso.com/documents/20142/39103148/2023-Q2-Short-Term-Reliability-Process-Report.pdf>>; *Power Trends 2024*, 20.

11 Offshore wind (which also requires substantial new transmission capacity) is unlikely to obviate the need for new low-emissions generation provided by nuclear power. No offshore renewable energy credits have been generated, and the future of offshore wind in New York is questionable. See NYS Comptroller, "Climate Act Goals", 15.

12 See PSC, CES Modification Order (October 15, 2020), 78 (finding that "absent new transmission capacity, the addition of new upstate renewable developments will fail on its own to increase the penetration of renewable energy consumed in New York City to a level that enables statewide compliance with the 70 by 30 Target.").

13 Intergovernmental Panel on Climate Change (IPCC), Sixth Assessment Report, Vol. WG1, *The Physical Science*

adapt to potential changes while developing an effective strategy for achieving the state's emissions goals with an all-of-the-above strategy, primarily hydro- and nuclear power, with limited support from wind and solar resources in appropriate locations.

NYPA should focus on the CLCPA's technology-neutral zero-emissions electricity 2040 climate goal and the 2050 "net zero" goal for the state economy as a whole. Multiplying the state's nuclear capacity may substantially advance the 2040 and 2050 goals (but cannot contribute to the 2030 goal). A technology-neutral energy policy to reduce emissions will result in less renewables and more nuclear because neither NYPA nor the state's private utilities are able to effectively deliver renewable energy to an existing grid that has been designed and built to operate under the large centralized generating plant model. Indeed, a program to achieve the State's emissions goals primarily with hydro- and nuclear power would make it unnecessary to re-make the grid to accommodate renewables.

NYPA should renew the licenses of its existing operating reactors and plan for the deployment of additional modern nuclear power plants throughout the state. It is the fastest way to decarbonize New York. Just as statewide carbon emissions climbed overnight when Indian Point closed,<sup>14</sup> reviving plant operations would decrease New York's emissions as soon they come online. The premature and ill-advised shuttering of Indian Point, which provided 25% of the region's electricity, has had a disastrous impact on the State's goal of achieving zero-emissions and is another example of public officials pandering to activists who are more concerned with the optics of clean energy than a reduction in carbon emissions. NYPA's advocacy for nuclear could help change the State's current focus on wind and solar projects.

A shift in focus to nuclear and hydropower would also significantly reduce the amount of land devoted to energy generation, and avoid the substantial adverse environmental impacts created by excessive wind and solar generation capacity. Large-scale renewables are expected to provide up to "half of the renewable energy procured to meet the 70% Climate Act goal."<sup>15</sup> To achieve that requires the destruction of about a million acres of carbon-sequestering forest and farmland, to be replaced with wind turbines, solar panels and their infrastructure. These lands must be sacrificed for 55 gigawatts of solar panels (all made in China) and 10 GW of mostly foreign-made onshore wind.

In addition to environmental impacts, over-reliance on wind and solar technologies are likely to adversely impact the larger economy, as they rely heavily on substantial direct subsidies and massive investments in batteries, transmission and backup generation. Direct subsidies include federal tax credits and state Renewable Energy Credits (RECs). Under the federal Inflation Reduction Act (IRA), Renewable Electricity Production Tax Credits (PTC), "receive an inflation-adjusted credit of 2.6 cents

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*Basis* (2021), 238-239, <<https://www.ipcc.ch/report/ar6/wg1>>; International Energy Agency (IEA), "Net Zero Roadmap: A Global Pathway to Keep the 1.5° C Goal in Reach: 2023 Update", Figure 2.3, <<https://www.iea.org/reports/net-zero-roadmap-a-global-pathway-to-keep-the-1-5-0c-goal-in-reach>>. Cf. Roger Pielke Jr., Matthew G. Burgess and Justin Ritchie, "Plausible 2005–2050 emissions scenarios project between 2 °C and 3 °C of warming by 2100", 17 *Environ. Res. Lett.* 024027 (2022) (discussing the above-referenced IPCC and IEA reports). See also IPCC, Sixth Assessment Report, Vol. WG1, *The Physical Science Basis*, 1856, Table 12.12 (indicating that no signal has emerged from the natural variability of climate change for most extreme weather events).

14 Oliver Milman, "A nuclear plant's closure was hailed as a green win. Then emissions went up", *The Guardian* (March 20, 2024), <<https://www.theguardian.com/environment/2024/mar/20/nuclear-plant-closure-carbon-emissions-new-york>>.

15 NYS Comptroller, "Climate Act Goals", 14.

per kWh [\$26 for each MWh generated] for the first 10 years of electricity generation.”<sup>16</sup> The PTC thus allows electricity from wind turbine projects to be sold into the market at a price of *negative \$25 per MWh* and still be profitable. The IRA made the 10-year PTC permanent after decades of reauthorizations which had already resulted in wind energy projects bidding negative numbers into the wholesale market for electricity. The PTC is the single most expensive energy-related tax expenditure in the federal code, expected to cost \$276.6 billion between 2024 and 2033.<sup>17</sup>

New York can be expected to follow the trend across the nation, where the most negative pricing for electricity occurs where wind and solar penetration are greatest.<sup>18</sup> The PTC incentivizes waste (since the subsidy is available even when the electricity generated isn’t needed) and the premature closure of reliable generators of electricity (who can’t compete). The cost to taxpayers is roughly the cost of renewable energy without the PTC, or about \$32 per MWh.<sup>19</sup> After 10 years, a wind or solar project can requalify for another 10 years of PTC support by replacing major components—well before the end of their useful life. The tax incentive has driven such “repowering” projects, which occur when wind projects are 9 to 16 years old, with a median age of 10 years.<sup>20</sup> These market dynamics shift the cost of generation from wind and solar generators and ratepayers to federal taxpayers, and progressively destabilize the grid. This is a perfect example of privatizing profits while socializing losses.

New York adds a substantial layer of subsidies with RECs, the cost of which are paid by ratepayers. Each REC represents one MWh of electricity generated by a wind or solar facility. RECs are awarded by NYISERDA to large-scale renewables in return for a promise to generate. There are no costs for RECs borne by the sponsor of a renewable energy facility. New York’s projected annual electricity demand is at least 200 million MWh by 2040.<sup>21</sup> Since one REC represents one MWh, 200 million RECs will be required each year. If RECs cost \$20 each,<sup>22</sup> the amount New Yorkers must provide in order to subsidize 100% of electricity demand with RECs is \$4 trillion in 2040.<sup>23</sup> Since the cost of RECs has not been

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16 U.S. Dep’t of Energy, “Advancing the Growth of the U.S. Wind Industry: Federal Incentives, Funding, and Partnership Opportunities”, 2, <<https://www.energy.gov/sites/default/files/2023-02/weto-funding-fact-sheet-feb-23.pdf>>.

17 U.S. Dep’t of the Treasury, “Tax Expenditures”, <<https://home.treasury.gov/policy-issues/tax-policy/tax-expenditures>>.

18 See Lawrence Berkeley National Laboratory, “Exploring Wholesale Energy Price Trends” (May 20, 2021), <<https://emp.lbl.gov/news/new-data-tool-explores-trends>>.

19 U.S. Dep’t of Energy, “Land-Based Wind Market Report: 2022 Edition”, 50, <<https://www.energy.gov/eere/wind/articles/land-based-wind-market-report-2022-edition>>.

20 *Id.*, 31.

21 NYISO, “2023-2042 System & Resource Outlook” (July 23, 2024), 30, <<https://www.nyiso.com/documents/20142/46037414/2023-2042-System-Resource-Outlook.pdf>>.

22 The most recent RGGI auction (June 5, 2024) sold RECs for \$21.03. See <<https://www.rggi.org/auctions/auction-results/prices-volumes>>.

23 This excludes the cost of new transmission capacity, the roughly 75% discount on local sales and property taxes for renewables (provided under typical PILOT agreements), and subsidies for residential solar energy. For the latter, see Norman Rogers, “Useless Residential Solar Electricity”, *RealClearEnergy* (July 30, 2024), <[https://www.realclearenergy.org/articles/2024/07/30/useless\\_residential\\_solar\\_electricity\\_1048193.html](https://www.realclearenergy.org/articles/2024/07/30/useless_residential_solar_electricity_1048193.html)>.

procured by the State,<sup>24</sup> the entire cost of the program will fall on ratepayers and taxpayers. Many New Yorkers will pay twice, once as a ratepayer and again as a taxpayer.

In addition to the cost of RECs and other subsidies, renewables are likely to face increasing interconnection costs imposed by utilities to ensure “grid reliability and safety to prevent arc flashes, wildfires or injuries to line workers.” In Virginia, for mid- and large-scale solar projects, Dominion Energy requires costly upgrades for a “direct transfer trip” which automatically disconnects a system. The upgrades “include[] laying a dark fiber optic transmission line to a substation at a cost of \$150,000 to \$250,000 per mile and in some cases adding a relay panel that runs \$250,000 for projects exceeding 250 kilowatts, raising costs by 20 to 40 percent.”<sup>25</sup>

The cost of needed transmission upgrades also includes expected steep increases in the cost of copper, driven by the CLCPA’s policy to increase end-use electrification.<sup>26</sup>

New York’s grid is expected to become winter peaking as a result of increasing electrification, and this will add further costs. Eventually, ratepayers will need to subsidize baseload and backup power in order to keep a high-renewables grid stable. Wind and solar cannot ensure their performance will achieve planned capacity factors.<sup>27</sup> Wind and solar droughts are certain, and solar provides very little energy during the winter. These resources are therefore unable to keep up with demand growth, particularly in the winter. As other jurisdictions have found, demand growth requires more, not less dispatchable generation.<sup>28</sup> None of these costs would occur but for the cost of firming the grid to make up for wind and solar intermittency.

Achieving New York’s emission reductions goals with renewables also requires yet-to-be-

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24 NYS Comptroller, “Climate Act Goals”, 14.

25 Jim Morrison, “Va. went all in on solar. Then its powerful utility changed the rules”, *Washington Post* (May 27, 2024), <<https://wapo.st/4dT2bzB>>.

26 *Cf.* International Energy Forum, “Copper Mining and Vehicle Electrification” (May 2024), <<https://www.ief.org/focus/ief-reports/copper-mining-and-vehicle-electrification>>. Note that the Climate Action Council’s *Final Scoping Plan* (December 2022), at 123, 179-180, calls for approximately 1 to 2 million homes electrified with heat pumps by 2030 and approximately 3 million zero-emission vehicles (predominantly battery electric) sold by 2030. Available at <<https://climate.ny.gov/resources/scoping-plan/>>.

27 Annual capacity factors relied on for planning purposes by NYISO are 12.89% for land-based wind, 15.64% for solar, and 31.56% for offshore wind. NYISO, “Final Capacity Accreditation Factors for the 2024/2025 Capability Year”, <<https://www.nyiso.com/documents/20142/41593818/Final-CAFs-for-the-2024-2025-capability-year.pdf>>. Today, actual annual generation of electricity in New York by wind is 4,110.4 GWh, while nuclear generates 13,285,581.9 GWh and hydropower generates 28,674.7 GWh. NYISO, *2022 Goldbook*, Table III-3c, <<https://www.nyiso.com/documents/20142/2226333/2022-Gold-Book-Final-Public.pdf>>. For illustration, the 6.4 square mile Palo Verde Nuclear Generating Station in Phoenix, Arizona, generates 244 times as much electricity—reliably—than a 1,600 square mile wind energy facility. Ken Braun, “The biggest wind energy project on this side of the Earth and its tiny power output”, *Substack* (April 6, 2024).

28 In 2023 Texas mandated baseload and backup power subsidies to address grid instability caused by increased penetration of wind and solar power. Texas Senate Bill No. 2627. The same function is served by ZECs for nuclear power in New York; and California’s Civil Nuclear Credit Program, which awarded \$1.1 billion to extend the life of the Diablo Canyon Power Plant. S.B. No 846 (September 2, 2022). “Despite California adding more renewable energy, it is still having issues during peak demand times, which has led the state to ask residents not to charge their cars or lower the temperature on their air conditioning.” NYS Comptroller, “Climate Act Goals—Planning”, 16.

demonstrated “dispatchable emissions-free technologies” (DEFR),<sup>29</sup> including long-term energy storage technology.<sup>30</sup> However, PSC has yet to seriously address this problem.<sup>31</sup> Examples of DEFR (none of which are commercially available) include “long-duration batteries, small modular nuclear reactors, hydrogen-powered generators, and fuel cells.”<sup>32</sup> Without these sources, NYISO suggests that the limit for renewables in New York has been reached: further penetration of renewables without substantial DEFR (assuming that fossil-fueled backup will continue to be deactivated)<sup>33</sup> is projected to cause reliability crises.<sup>34</sup>

Nuclear power can be developed in New York as fast or faster than DEFR. China is building 30 new nuclear plants and may be “10 to 15 years ahead of the US in its ability to deploy fourth-generation nuclear reactors at scale”, demonstrating that “it’s possible to make large strides toward clean, around-the-clock energy using existing nuclear technology—if accompanied by generous financial terms, consistent state support and rigorous safety standards.”<sup>35</sup> Government efforts to accelerate the deployment of nuclear power have emerged around the world in the last two years.<sup>36</sup> NYSERDA Chair Doreen Harris stated recently that nuclear power is an “advanced area of commercial viability, as opposed to some of the other resources that we see on the technical horizon at this point”.<sup>37</sup>

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29 NYISO, *Power Trends 2022* (in addition to local and long-distance transmission capacity additions, and in addition to long-term electricity storage—neither of which is projected to exist in time—significant amounts of yet-to-be-invented on-demand, zero-emission flexible generation that can back up the weather-related intermittency of renewables will be needed to achieve the 2030 and 2040 Climate Act goals).

30 See PSC Case 18-E-0130, *In the Matter of Energy Storage Deployment Program* (June 20, 2024), 28-30 (adopting a goal of 6 GW of electricity storage capacity, including 3 GW of “bulk level” (*i.e.*, utility-scale) storage by 2030, and over 4 GWs of 8-hour storage by 2035. NYPA is building two 12-hour storage demonstration projects expected to be operational in 2028. American Public Power Association, “NYPA to Participate in Energy Storage Demonstration Using Fire-Safe Battery Technology” (July 25, 2024), <<https://www.publicpower.org/periodical/article/ny-pa-participate-energy-storage-demonstration-using-fire-safe-battery-technology>>.

31 NYS Comptroller, “Climate Act Goals”, 14.

32 NYISO, “2023-2042 System & Resource Outlook” (July 23, 2024), 8-9, <[https://www.nyiso.com/documents/20142/44646498/03b\\_Draft%2520Report\\_2023-2042\\_System\\_Resource\\_Outlook.pdf](https://www.nyiso.com/documents/20142/44646498/03b_Draft%2520Report_2023-2042_System_Resource_Outlook.pdf)>

33 For example, the proposed NY-HEAT Act would eliminate existing gas services for end-users. Section 7 of the Act acknowledges gas service may be limited or discontinued to facilitate achievement of the CLCPA climate justice and emission reduction goals; Section 8 grants PSC the authority to order the curtailment or discontinuance of the use gas for any customer or section of the gas distribution system in order to implement state energy policy; and Section 11 removes the entitlement to continuation of gas service following the demolition and reconstruction of any structure owned by a customer. See Senate Bill S2016A, <<https://www.nysenate.gov/legislation/bills/2023/S2016/amendment/A>>.

34 NYISO, “2023-2042 System & Resource Outlook”, 47-48.

35 Bloomberg News, “China Is Rapidly Building Nuclear Power Plants as the Rest of the World Stalls” (August 7, 2024), <<https://www.bloomberg.com/news/articles/2024-08-07/what-china-can-teach-the-world-about-nuclear-power?smd=markets-magazine-v2>>.

36 Sama Bilbao y León, Director General, World Nuclear Association, “Nuclear energy in 24/7 carbon-free energy systems: meeting the moment”, *Energy Connects* (July 18, 2024), <<https://www.energyconnects.com/opinion/thought-leadership/2024/july/nuclear-energy-in-24-7-carbon-free-energy-systems-meeting-the-moment/>>.

37 Tim Knauss, “New nuclear power will be on the agenda when NY officials hold energy summit in Syracuse”, *Syracuse.com* (August 8, 2024), <<https://www.msn.com/en-us/weather/topstories/new-nuclear-power-will-be-on-the-agenda-when-ny-officials-hold-energy-summit-in-syracuse/ar-AA1ojP5h>>.

Developing nuclear power is substantially less expensive than developing wind and solar power. As noted, renewables require large system costs to reliably serve electricity demand (including DEFER). This requirement flows directly from renewables' unreliability. Nuclear power does not require such system costs. This makes nuclear power less expensive than using wind, solar, battery storage, gas-fired backup power, and substantial transmission upgrades. In addition, nuclear does not require load balancing using battery or alternative emissions-free technologies. When the fact that renewables last only 30 years and must be repowered one or more times during that period, while nuclear reactors are permitted for 40 years and can be renewed for another 40 years, the cost difference between renewables and nuclear widens even further. While the upfront capital costs of a nuclear plant are high, once the capital costs are paid, the only costs are fuel and operating expenses. As a result, nuclear provides reliable service at a substantially lower cost than wind, solar, and battery storage.<sup>38</sup>

Nuclear plants' small footprint, compared to large scale renewables, has a far less damaging effect on the State's natural resources and environment. One only need consider the impact of a single blade failure in Nantucket, to understand the significant adverse impacts that such projects can have on the environment.<sup>39</sup>

NYPA should focus on bulk transmission that connects upstate power sources to the downstate grid, and transmission support for converting shuttered power plants (e.g., Jamestown, Somerset) to nuclear. For example, Constellation Energy and Pennsylvania officials are considering state funding to restart of part of Constellation's Three Mile Island power facility, the site of a nuclear meltdown in the 1970.<sup>40</sup> A cryptomining company has signed a memorandum of understanding to replace hydroelectric energy with a portable nuclear microreactor at a decommissioned coal power plant in the City of Niagara Falls.<sup>41</sup> Micron Technology is building a chip factory in the Syracuse area because the proposed site has access to Oswego County nuclear energy.<sup>42</sup>

The CLCPA emissions reduction goals can be achieved with a handful of new nuclear power plants. Unlike renewables, new transmission needed for new nuclear plants should be minimal.

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- 38 Cf. Matthew L. Wald, "Dollars, Sense, and Kilowatt-Hours", *Breakthrough Institute* (May 2, 2023), <<https://thebreakthrough.org/issues/energy/lcoe-lazard-misleading-nuclear>>; Isaac Orr and Mitch Rolling, "Why Nuclear is Cheaper than Wind and Solar", *Cornwall Alliance* (July 17, 2024), <<https://cornwallalliance.org/2024/07/why-nuclear-is-cheaper-than-wind-and-solar/>>. Backup power for renewables cannot be avoided regardless of how much renewables penetrate the grid because unpredictable renewables cannot energize the grid with baseload power.
- 39 Owen Klinsky, "'Bunch Of Suits Trying To Cover Their Tracks': Beach Town Locals Slam Offshore Wind Developer For Polluting Shores", *Daily Caller* (July 18, 2024), <<https://dailycaller.com/2024/07/18/nantucket-locals-slam-offshore-wind-developer/>>.
- 40 Laila Kearney and Jarrett Renshaw, "Constellation talking to Pennsylvania on Three Mile Island restart, sources say", *Reuters* (July 2, 2024), <<https://www.reuters.com/business/energy/constellation-talking-pennsylvania-three-mile-island-restart-sources-say-2024-07-02/>>.
- 41 Dan Swinhoe, "Nano and Blockfusion hope to deploy nuclear microreactors at Niagara Falls data center", *The Critical Power Channel*, <<https://www.datacenterdynamics.com/en/news/nano-and-blockfusion-to-deploy-nuclear-microreactors-at-niagara-falls-data-center/>>. See also Steve Buchiere, "Wayne County Board of Supervisors push for new nuclear facility", *Finger Lakes Times* (July 19, 2024), <[https://www.fltimes.com/news/wayne-county-board-of-supervisors-push-for-new-nuclear-facility/article\\_283b3a2a-443f-11ef-8f49-c760c57e9372.html](https://www.fltimes.com/news/wayne-county-board-of-supervisors-push-for-new-nuclear-facility/article_283b3a2a-443f-11ef-8f49-c760c57e9372.html)>.
- 42 Nuclear Newswire, "Senate committee discusses growing energy demands, nuclear's role" (May 22, 2024), <<https://www.ans.org/news/article-6066/senate-committee-discusses-growing-energy-demands-nuclears-role/>>.

Decommissioned power plants already have the needed transmission capacity. Additional nuclear plant sites can be selected based on their proximity to existing or upgraded transmission capacity. Moreover, nuclear power plants provide high-paying jobs. In contrast, virtually no new permanent positions are created by industrial solar or wind projects. Maintenance is generally provided by out-of-area specialists. The small footprint of a nuclear power plant, the ability to utilize existing transmission infrastructure, and the local employment nuclear power plants provide should avoid most of the opposition to siting new generation and transmission capacity. Such opposition has and will continue to make the siting of large-scale renewables and the transmission infrastructure they require, at least at the scale projected to meet the CLCPA's 2030 renewables goal, increasingly challenging.<sup>43</sup>

In summary, NYPA should reject entrenched ideological bounds limiting acceptable decarbonization technologies. Neglecting to consider nuclear power leaves the potential for effective pathways to decarbonization unexplored. The undersigned have all been heavily involved in the State's efforts to site new wind and solar generation and transmission capacity. It is painfully obvious that wind and solar have already reached their maximum positive potential. The favored sites for new renewable generation have mostly been taken, diminishing the potential for contributing to the CLCPA goals by this pathway. We therefore urge NYPA to support the CLPCA by pursuing new nuclear and hydropower generating capacity, rather than continuing to pursue the fantasy of an electric grid powered primarily by intermittent and unreliable wind and solar energy.

### **3. HOW NYPA IS ALREADY SUPPORTING THE CLCPA.**

For the reasons set forth above, NYPA's current focus on increasing wind and solar generation capacity, and creating associated new transmission lines and substations, should be abandoned for technical, environmental, and economic reasons. Furthermore, detailed system modeling for the benefits of Clean Path NY should be developed, focusing on how much upstate electricity the originating substation at Delhi can provide, and where among the NYISO regions that electricity is generated.

### **4. CONCLUDING REMARKS.**

There are compelling reasons to undertake feasible programs to decarbonize New York. Intensive oil and gas drilling causes environmental degradation (*e.g.*, land drainage, landscape alteration, tectonic movements, and oil spills on land and at sea). The burning of petroleum products often emits toxic substances that can degrade both interior and exterior environments. It may even be reasonable for the state government to conclude that New York has a moral obligation to reduce carbon emissions in light of New York's vanishingly small contribution to anthropogenic global climate change. The undersigned therefore support New York's efforts to prioritize low emission energy sources.

However, there is growing evidence that New York's over-emphasis on wind and solar generation is damaging the grid, the environment and the economy. The state's heavy handed energy siting programs administered by the Public Service Commission, the Siting Board, and ORES, have also led to

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43 *Cf.* Mary Katherine Wildeman and Melina Walling, "Wind farms' benefits to communities can be slow or complex, leading to opposition and misinformation", *AP News* (July 25, 2024), <<https://apnews.com/article/wind-turbines-farms-power-taxes-misinformation-rural-ed60fdf6e0e6577797035b1f1fd2f20>> (opponents complain that "people's taxes don't go down, and wind farms take away from an area's natural beauty").

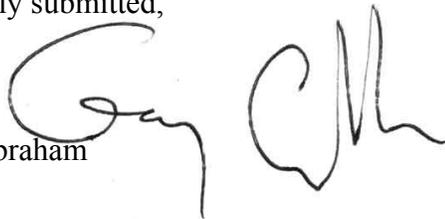
significant public unrest and loss of faith in whether such agencies are serving the public interest, or something else. We therefore implore NYPA to reject unsubstantiated arguments about the benefits of politically favored energy technologies like wind and solar energy. The reality is that wind and solar energy, when pursued to excess, hinder economic development, waste public resources, and degrade large amounts of land. This makes the impact of renewables virtually indistinguishable from the fossil fuels they are replacing.

The global energy crisis precipitated by the invasion of Ukraine, Covid, and supply chain constraints have little to do with the constraints on New York's ability to implement the CLCPA. The physical reality of how the grid works predated these events and will remain with us for the foreseeable future. It was true before the global energy crisis, and it will remain the case that an electric system that relies primarily on weather-dependent resources will not be more resilient and will not be able to better withstand extreme weather events than a grid that is built around reliable sources of energy.

Electricity demand in New York and neighboring jurisdictions will only grow for the foreseeable future, and carbon emissions worldwide are climbing.<sup>44</sup> If we want to substantially reduce the need for fossil-fuel infrastructure, we will need to maintain our current fleet of nuclear reactors and vigorously and quickly support new nuclear power development. We therefore urge NYPA to support the CLPCA by pursuing new nuclear and hydro generating capacity, rather than continuing to pursue the fantasy of an electric grid powered by excessive amounts of intermittent and unreliable wind and solar energy.

Respectfully submitted,

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44 Energy Institute, "2024 Statistical Review of World Energy", 16, <<https://www.energyinst.org/statistical-review>>.

## **Comments of the City of New York on the NYPA 2025 Conferral Process**

**Sept 12, 2025**

The City of New York (“City, or NYC”) appreciates the opportunity to provide feedback on the *Draft Updated Renewables Strategic Plan* and input on the *NYPA 2025 Conferral Process*.

NYPA has been a strategic partner of the City’s in our deployment of renewable resources, and we look forward to continuing and expanding this partnership in pursuit of the Climate Leadership and Communities Protection Act (“CLCPA”) goals.

Despite the many challenges that the renewables sector has faced in recent years and months, the City remains committed to our stated target of Carbon Neutrality by 2050 and to a just transition of our energy systems, with a focus on environmental justice and equity.

The City provides the following responses on the questions posed for the NYPA 2025 Conferral Process. The absence of a City comment on any component of the conferral questions or Draft Updated Renewables Strategic Plan does not signify either support or opposition to that component.

### **2025 Conferral Questions**

1. Please share your thoughts on the State’s progress toward CLCPA goals.

New York State and New York City have ambitious, science-backed climate targets intended to reach carbon neutrality by 2050. The State CLCPA includes a target of 70% renewable energy by 2030 and 100% zero emission electricity by 2040, and the City’s policies and programs to accelerate renewable energy are intended to support these targets.

The proportional share of renewable energy has increased since these targets were set in place, and overall greenhouse gas emissions have been reduced on both a City and State level. Solar deployment, in particular, has seen rapid growth in recent years, due in part to overall material cost decreases paired with City, State, and Federal incentives.

While progress has been made to date, the State is facing many challenges to deploying large scale renewables and advancing transmission projects that can connect the City to current and future renewable resources. These range from supply chain delays that emerged during the COVID-19 Pandemic to the federal moratorium on offshore wind permits and the rescinding of federal incentives for renewable energy.

Progress towards the CLCPA has also been hindered by the cancellation of transmission projects that are needed to bring clean energy downstate. This includes the Public Service Commission’s

denial of NYPA's petition for priority status for the Clean Path Transmission Project. For many years, the City has advocated for additional transmission from upstate to downstate to enhance system reliability and resilience and to connect upstate renewable resources to the State's largest load center to reduce the reliance on the fleet of old, inefficient fossil-fueled power plants and improve air quality in New York City. The Clean Path Transmission Project offered a near-term solution to these problems, and its rejection will likely delay a solution for years.

Similarly, the Public Service Commission's cancellation of the NYC PPTN can be expected to delay offshore wind interconnection into New York City and New York State. While a postponement of the NYC PPTN may have been reasonable to mitigate costs and ensure that future project timelines line up, this cancellation means that parties cannot work quickly bring those benefits to the City when the federal moratorium on offshore wind projects is lifted. Permitting and construction of these transmission projects takes years and can span over multiple federal administrations.

Despite these challenges, the City is hopeful that all parties are working towards the goals of CLCPA and committed to a carbon neutral future. The City looks forward to continuing this collaboration and delivering the benefits of a clean energy economy to New York.

2. Please share your thoughts on how NYPA can or should support CLCPA.

NYPA should accelerate the development of renewables in order to support the CLCPA. In light of the hurdles that are impacting state progress towards the CLCPA, it is increasingly important for NYPA to continue to advance renewables construction.

NYPA should continue to collaborate with City and State regulating partners to ensure projects in the pipeline can move forward as expeditiously as possible, and additional projects should be explored/ progressed. As obstacles arise, the City encourages NYPA to elevate those obstacles with relevant parties. As a state entity, NYPA should take leadership in project deployment and process changes, and share lessons learned with private sector developers to assist them to expedite projects as well.

While the City notes the importance of progressing renewables projects in NYPA's portfolio, cost impacts and energy affordability remain of paramount importance and should always be taken into consideration.

The NYPA conferral process has been a useful tool in gathering feedback on plans to date. However, NYPA can also increase its community engagement to help facilitate project deployment and garner support for renewables writ large. As misinformation and fear has spread regarding various renewables technologies, NYPA has an opportunity to act as an industry leader in sharing transparent, truthful, and easy to comprehend information with communities,

particularly around energy storage and offshore wind. As a public utility, NYPA is in a unique position in New York State to be a trusted voice. The City would be happy to collaborate further with NYPA on community engagement and information sharing.

As part of the CLCPA, the State must ensure at least 35% of benefits are directed towards disadvantaged communities (“DACs”). NYPA should further detail how their projects benefit DACs, through displacing fossil fuel infrastructure in the area and through providing community solar opportunities for DACs.

A clear DAC requirement will demonstrate NYPA's leadership in ensuring that the clean energy transition is not only effective but also equitable, and delivers tangible health, economic, and climate resilience benefits to communities historically overburdened by fossil fuel infrastructure. The City recommends that NYPA implement the following to prioritize DACs:

- **Local Benefits and Pollution Reduction:** Prioritize projects that directly benefit DACs, including retirement of fossil fuel generation, deployment of storage, and renewables in overburdened communities, and expanding access to community solar and bill credits.
- **Transparent Metrics:** Track and publicly report annually on DAC outcomes, including project sitings, emissions reduction in DAC areas, participation in workforce development, and the number of DAC household benefitting.
- **Requirement in Procurement:** Require that procurement, contracting, and workforce pipelines demonstrate pathways for DAC inclusion to ensure accountability across project phases.

3. Please share your thoughts on what NYPA is already doing to support CLCPA.

NYPA continues to be a leader with respect to supplying clean energy to NYS. However, as noted above, in order to show significant progress towards the CLCPA goals, the City urges NYPA to accelerate its clean energy work.

Specifically for projects involving NYC, the NYPA PPA Wards Island and Spring Creek PV and energy storage projects should be expedited. To date they are almost two years behind schedule.

4. Do you have anything else you would like to share for the record?

Nothing additional at this time.

5. Comments on Draft Updated Strategic Plan

- The Draft states that NYPA will cease fossil fuel generation at its small natural gas power plants (“SNGPP”) by the end of 2030, so long as electric system reliability and environmental conditions allow.
  - These conditions need to be narrowly defined to minimize continued operation of any natural gas power plants beyond 2030. If the conditions are met and any SNGPP needs to remain operational, the conditions should be evaluated annually to determine if the plant needs to remain operational or is able to close at that time.
  
- The Draft states that NYPA has entered into non-binding term sheets with energy storage developers for four sites- Harlem River, Gowanus, Hellgate, and Pouch. NYPA is currently negotiating development agreements with those developers to lease those sites and remove the gas turbines and build energy storage facilities in their place.
  - What is the size differential between the power plants and energy storage systems? NYPA should include additional insight into how ESS will displace the power plants in these cases, and a roadmap for how ESS could displace additional power plants in the future.
  
- NYPA should include additional analysis and updates to its plans considering the changing incentive environment and clarify if stated projects remain feasible.
  - NYPA mentions using NYSUN incentives for solar deployment. How will these deployments be impacted by changing NYSUN incentives?
  - The Strategic Plan draws on contributions from federal tax credits; how does this calculus change considering the phase out of federal tax credits? Is NYPA able to accelerate projects to ensure more work can move forward while incentives are available?
  
- NYPA should add additional detail into section 3.2.1.3 NYPA Reputational and Relationship Strength. NYPA should take seriously its position as one of the most reputable names for largescale energy infrastructure development in the state, and demonstrate to stakeholders and New Yorkers that NYPA is “deep-rooted” in communities as “reliable partners.”
  - NYPA should provide education and outreach sessions on energy storage in various communities in the State, to explain technology, benefits, and safety. There has been a lot of misinformation and fear around energy storage, and NYPA has an opportunity as a trusted voice to help overcome this.
  
- NYPA should include a breakdown of how many of the workforce pathways programs service NYC residents.

- Overall, the report states “without final agreements in place, costs of the projects listed in this Strategic Plan are not known and are “to be determined” at this time.”
  - In order to provide meaningful input on proposed projects, the City needs to understand the full costs of proposed projects.
- Many of the projects state “No major updates since January 2025”. Please elaborate if these are delayed for specific reasons and if they are expected to be completed on schedule.
- The Strategic Plan should include more summaries of progress to date and details on how proposed projects track with NYPA targets and CLCPA targets. The “progress to date” section does not have information on energy projects in service. Rather, it focuses on process, conferral, feedback, analysis.
  - NYPA should clearly show the state’s anticipated progress towards the CLPA and evaluate how current/proposed programs or initiatives are working, not working, or need to be changed.
- The Strategic Plan should include more deployment of smaller distributed energy resources (DERs) downstate (where space constraints make 5MW+ solar arrays difficult).
- The Strategic Plan should state the percentage of proposed projects located in DACs. It should also state the percentage of existing projects that are actively benefiting DACs, as noted in the City’s recommendations in response to conferral question 2 above.

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OF  
THE CITY OF NEW YORK

**Alexa Avilés**

COUNCIL MEMBER  
38<sup>th</sup> DISTRICT, BROOKLYN

**CHAIR**

IMMIGRATION

**COMMITTEES**

PUBLIC HOUSING

TASKFORCE TO COMBAT HATE

ECONOMIC DEVELOPMENT

HOUSING AND BUILDINGS

GENERAL WELFARE

ENVIRONMENTAL PROTECTION, RESILIENCY, AND

WATERFRONTS

September 8, 2025

My name is Council Member Alexa Avilés, and I represent District 38 in South Brooklyn. A large swath of my district, both Sunset Park, and Red Hook, are both environmental justice communities, and for that reason, I remain committed to improving the air quality and health of the constituency I serve.

I want to start by acknowledging the tremendous work done by NYPA to date. The updates included in the Renewables Strategic Plan includes more than 200 projects, representing 7 GW of total energy capacity, a number that doubles the total energy capacity opportunities outlined in NYPA's inaugural report, issued in January of this same year. All of this work was done during a time where our federal administration is increasingly hostile to common sense decarbonization, and actively weaponizing decarbonization efforts that will make our country and communities safer and more economically secure simply to fuel a culture war. These are difficult and uncertain conditions for all of us to operate under.

I would be remiss, however, if I did not push NYPA to do more at this critical juncture. While I understand that specific targets are not set for NYPA to meet our 2030 CLCPA climate goals, it stands to reason that we need to be aiming higher than 7GW. As experts estimate that between 1 and 1.3GW of power is needed to power one million households, we can calculate that just to support households here in NY, we would need up to 11GW. However, as NYPA has noted, over the next few years, we anticipate increased load demand from the manufacturing and technology sector, from our building stock as we move towards further electrification, as well as increased load demand as we increase electric vehicle usage across the state. Given these trends, it seems to me that the ask of our advocacy community for 15GW is reasonable.

I also want to underscore the need for NYPA to pursue alternative modes of financing that will continue to encourage partnerships despite the noted hostility from our federal administration. With the expiration of IRA credits on the horizon, we can anticipate that partners who finance projects with NYPA will begin shifting project timelines as costs increase. At a community level, this threatens NYPA's REACH program, which relies on partners to develop a portfolio of renewable energy generation projects, which results in a portion of revenue being distributed as bill credits for middle- and/or low-income energy consumers in disadvantaged communities.

Because of these threats, I would like for NYPA to consider broadening the scope of projects that are eligible to be considered for inclusion in the REACH program. Should our federal government create an environment in which only a very limited set of partners are able to work

with NYPA to create energy generation projects, we should not then add unnecessary restrictions that will further limit that pool of projects that will help make renewable energy more affordable for our low and middle-income New Yorkers, and further limit our ability to meet our climate goals.

Thank you for your consideration, and for your continued work bringing our state and city closer to sustainability. I look forward to seeing the revised Strategic Plan.

A handwritten signature in black ink, appearing to read "Alexa Avilés". The signature is fluid and cursive, with a long horizontal stroke at the end.

Council Member Alexa Avilés  
District 38 Brooklyn  
**New York City Council**

**Date: 9/11/2025**

**From: Brian Wilson, New York Energy Alliance**

Hello NYPA,

Thank you for your continued proactive interest in our thoughts. The difficulty in writing this response can be ascribed to the adage "the more things change the more things stay the same." On one hand, we have seen monumental shifts in energy policy with NYPA directed to build nuclear again, the possible end of renewable tax credits, and new battles forming over BESS siting. On the other, green NGOs are still pushing the nonsensical 15MW renewables goal, our fellow groups still worry that NYPA will just be a bailout fund for unpopular projects that would otherwise fail, and overall course correction has not been proposed. In light of this, NYEA does not have any substantial changes to our positions already shared with you in previous consultations. However, we would like to take this opportunity to emphasize two points:

1. We are heartened that NYPA will pursue nuclear again, though we understand it will not be under the purview of this plan at this time.
2. In regards to 4.4.3 subsection 2 on page 42 of the latest draft, we would like to clarify our position. Though we do not disagree that NYPA's expanded authority is targeted towards renewables and that NYPA is doing its best to create a plan that does not destabilize the grid further, we do not think renewables are the correct direction for NYPA. Being allowed to build whatever generation necessary to both improve the lives of all New Yorkers and be the yardstick it always has been would be the greatest use of NYPA. This has been our position since the BPRAs first gained legislative steam years ago.

Thank you for your time,

Brian Wilson

NYEA



September 12, 2025

New York Power Authority  
123 Main Street  
White Plains, NY 10601-3170

Submitted via the public comment portals <https://publiccomments.nypa.gov/form> and <https://www.nypa.gov/Contact-Forms/Renewables> and by email to [NYPARenewablesConferral@nypa.gov](mailto:NYPARenewablesConferral@nypa.gov)

**Re: Comments on the 2025 NYPA Renewables DRAFT Updated Strategic Plan and Conferral Process**

Dear New York Power Authority,

Please accept the following comments from New York Energy & Climate Advocates (NYECA) regarding the Draft Renewables Strategic Plan prepared by the New York Power Authority (NYPA).

We are a non-profit, volunteer-based organization that understands the reality of climate change and the need for timely action, employing effective solutions that work in the real world. NYECA has been an active participant in state proceedings affecting climate and energy policy since 2020. We have provided technical comments to the state Climate Action Council, Public Service Commission (PSC), New York State Energy Research and Development Authority (NYSERDA), and legislative committees. We also communicate with state and local legislators, communities, trade groups, industry, and business. In September 2024, we attended the Governor's *Future Energy Economy Summit* in Syracuse and subsequently contributed to comments on NYSERDA's draft *Blueprint for Consideration of Advanced Nuclear Technologies*. We also submitted comments on the first draft of the NYPA Renewables Strategic Plan last year, testified at public hearings of the draft plan, and participated in NYPA's conferral outreach. This year we testified during the public hearing process and participated in NYPA's conferral outreach as well.

Since NYPA is seeking public comment on the Renewable Strategic Plan update and input on the Conferral Process simultaneously this year, we provide the following in response to both activities.

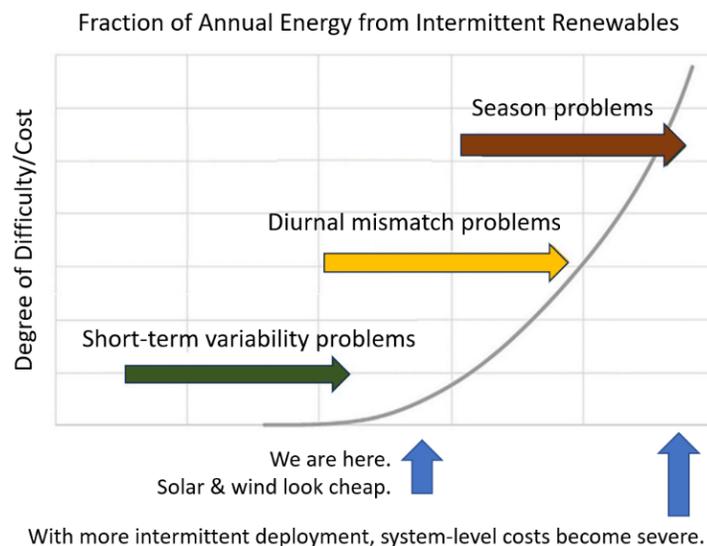
**NYPA's History and the Role of Public Power**

As expressed in prior comments, we wish to acknowledge the incredibly important role that NYPA has played to ensure that New Yorkers have access to reliable, clean, and affordable electricity. As the operator of New York's large hydropower plants, NYPA produces 20% of electricity generated in-state, the vast majority of renewable energy in New York, and nearly half of the state's carbon-free electricity. Historically, NYPA has also positioned New York as a leader in nuclear power by facilitating the development of reactors like James Fitzpatrick, named after its former chair. These investments in firm clean power are the chief reason why New York's upstate grid is 90% carbon-free today. Moreover, by building and operating

important transmission infrastructure, pumped-storage, and other strategic assets, NYPA has consistently worked to ensure that the state’s electric grid performs efficiently and reliably.

The above activities have exemplified the best use of a public power authority: advancing the development of vital projects that serve the public good but are more challenging for the private sector to pursue on its own—either because they are complex, have higher up-front cost, or a longer return on investment. **We believe that NYPA’s development of additional reliable high-capacity-factor nuclear power pursuant to recent direction by Governor Hochul is also entirely consistent with this prudent appropriation of a public power.** Notable, the American Public Power Association (APPA), which has existed since 1940, is a strong supporter of nuclear energy.<sup>1</sup> APPA even highlights NYPA new nuclear initiative on its website.<sup>2</sup> By investing wisely in firm generation and strategically important infrastructure where it is most needed, NYPA has ensured an electric system for ratepayers and business that is both reliable and affordable.

Having said this, we are concerned that legislative mandates placed on NYPA to deploy large amounts of fragile, intermittent, low-capacity-factor forms of energy—namely solar and wind, plus battery storage—threaten this impressive legacy. Proponents claim that solar and wind are cheap. However, this is with extensive subsidies (that are ending soon) and overseas manufacturing that often occurs under conditions in which neither the environment nor environmental justice is respected. Indeed 80% of solar panels deployed in the United States are made in China. Moreover, the old adage applies: “You get what you pay for.” A system involving substantial amounts of “cheap” solar and wind requires large amounts of additional support infrastructure—transmission, storage, backup generation, and various ancillary equipment (such as synchronous condensers to compensate for the lack of spinning-mass generators). All of this adds cost and complexity, which become more pronounced as more intermittent generation is added to the system.



<sup>1</sup> American Public Power Association-Powering Strong Communities, Issue Brief: *Nuclear Power*, July 2025.

[https://www.publicpower.org/sites/default/files/70%202025%20PMC%20Issue%20Briefs\\_Nuclear%20FINAL.pdf](https://www.publicpower.org/sites/default/files/70%202025%20PMC%20Issue%20Briefs_Nuclear%20FINAL.pdf)

<sup>2</sup> Ciampoli, *New York Governor Directs NYPA to Develop and Construct Advanced Nuclear Power Plant*, APPA, June 23, 2025.

<https://www.publicpower.org/periodical/article/new-york-governor-directs-ny-pa-develop-and-construct-advanced-nuclear-power-plant>

Solar and wind installation are also fragile resources, vulnerable to the elements, with relatively short lifespans. Neither reliable nor resilient, they degrade or fail quickly over time, requiring replacement typically after twenty years of operation. Similarly, lithium-ion batteries used for grid storage last only about ten years. On the other hand, hydropower and nuclear power plants are robust facilities that can last 80 years or more, providing reliable high-capacity-factor electricity 24/7 in response to customer demand rather than the weather. When system-level factors are considered, renewables are not cheap.

We are concerned that placing undue focus on underperforming resources that do not last will condemn New Yorkers to less reliable and more expensive electricity. We are also concerned that if NYPA dedicates so much of its attention and financial resources to the rapid deployment of solar and wind, it will not have the ability to help develop the support infrastructure mentioned above that the private sector is unlikely to build but will become increasingly important. Moreover, we are concerned that misplaced priorities could result in NYPA not having adequate resources to invest in firm carbon-free generation—including nuclear power—essential to achieve the goal of a zero-emission grid.

Unfortunately, original motivation for the Build Public Renewables Act came from interests that substitute ideological views about preferred technologies (and who should operate them) for a solid understanding of energy. Many believe that the only barrier to carbon-free electricity is that the private sector is not building solar and wind projects fast enough, or that the reason for rising cost is corporate greed rather than anything associated with the technologies pursued. Likewise, a bizarre paradigm has crept into New York energy planning which assumes that the state must first maximize the buildout of intermittent generation, then maximize the buildout of storage and transmission, and then only as a last resort consider reliable firm generation as “backup”. Such a Rube Goldberg approach ignores numerous credible analyses confirming that decarbonization strategies which rely predominantly on intermittent generation are less feasible and more costly than those which use a balance of resources, including those capable of baseload or load-following operation.<sup>3</sup> Significantly, business, and labor leaders are now also sounding the alarm that by increasing cost and hindering the production of ample reliable energy for industry, such an approach will devastate New York’s economy. Rather than reinventing the wheel, N&PA should build upon its prior success by pursuing the development of firm carbon-free resources not just as **backup** for intermittent generation, but as part of the **backbone** of an efficient electricity system to serve a meaningful portion of demand.

Whether industrial wind and solar projects are built by NYPA or private industry, New York will fail to decarbonize its electric grid—and thus fail to achieve its greenhouse gas reduction goals—if it does not acknowledge the fundamental obstacles of intermittency, storage, transmission, and low-energy-density that prevent renewables alone from meeting the energy needs of society. Furthermore, since gas-fired generators will likely satisfy demand when intermittent sources are unavailable and batteries are depleted, building a system that is overly dependent on solar and wind threatens to lock in fossil fuels. As previously discussed, the best use of a public power authority is to develop vital projects that serve the public good but are more challenging for the private sector to pursue on its own. Building additional nuclear capacity, hydropower (or hydropower capacity uprates) where feasible, and transmission infrastructure are wise uses

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<sup>3</sup> NYECA, Comments of Draft Scoping Plan, 7-1-22.

[https://www.nuclearny.org/wp-content/uploads/2022/07/NYECA-Scoping-Plan-comments\\_7-1-22rSchue\\_Rodberg.pdf](https://www.nuclearny.org/wp-content/uploads/2022/07/NYECA-Scoping-Plan-comments_7-1-22rSchue_Rodberg.pdf)

of public power. The installation of underperforming solar and wind projects that do not last and weaken the grid is not.

### **The Renewables Strategic Plan Update and Ideological Failure**

We respect that NYPA is stuck between a proverbially “rock and a hard place,” attempting to respond to the demands of activists who do not understand energy while striving to meet its commitments to providing reliable, affordable electricity essential the state’s economic future. The draft update proposes to develop or assist in the development of 7 GW of renewable energy projects. Yet a vocal minority of downstate voices remain unsatisfied, insisting on no less than 15GW.

NYSERDA identified several factors for a predicted shortfall of renewables in its last Biennial Review including interest rates, inflation, supply chains, and workforce issues. Therefore, even if the state and NYPA had unlimited financing resources, logistics would prevent 15GW of renewable capacity from being installed. The demand for NYPA to procure 15 GW of renewables by 2030 also ignores infrastructure improvements, including transmission and storage, that would be necessary by that time to deliver electricity to customers when and where it is needed. Even if 15 GW of additional solar and wind capacity could be deployed by 2030, the 70% goal could not be achieved due curtailment.

However, in our view, what is most concerning about the ideologically-driven insistence that New York achieve a certain quota of “renewables” is that it loses sight of the salient objective for which the CLCPA was crafted, which is greenhouse gas reduction. As we have discussed, the inherent challenges of intermittency escalate as more intermittent resources are added, thereby making a zero-emission grid that involves predominantly renewable sources difficult or impossible to achieve.

It is not hard to predict what will happen if NYPA, NYSERDA, and the PSC allow themselves to be pressured into accommodating an agenda that fails to devote meaningful resources to the development of firm carbon-free generation. Pursuing a herculean effort with solar, wind, and batteries, the state might achieve—at least temporarily—a scenario in which 70% of its electricity comes from “renewable” sources. However, it will have done so at great expense to ratepayers or taxpayers, and exhausted its ability to move beyond that threshold. It is also unlikely that the state would be able to retain this level of penetration as load growth continues. We note that Micron’s planned semiconductor facility alone is expected to consume as much electricity as the states of Vermont and New Hampshire combined.

As already witnessed in New York, the crude “copper-plate” analysis performed by NYSERDA as part of its Integration Analysis for the Climate Action Council is not an accurate predictor of what is achievable. Nor is it a valid predictor of how much capacity or total energy generation from Dispatchable Emission Free Resources (DEFERs) will be needed in an actual grid. Prior predictions that the state could get by with 18 GW of DEFERs operating at a capacity factor of merely 2% in unrealistic. (We find similar problems in various pathway analyses provided in the draft State Energy Plan, now out for public comment.) As such, hydrogen or renewable natural gas (RNG) will be insufficient in a “gap filling” paradigm that maximizes intermittent

generation.<sup>4</sup> Unless New York invests in high-capacity firm generation (nuclear power), much of the state's electricity will continue to come from dispatchable fossil fuels in 2040 and beyond.

We believe that **New York agencies and authorities need to be as honest in their discussion of energy issues as Governor Hochul, who has said correctly and directly that unless New York invests in additional reliable high-capacity nuclear energy, fossil fuel power plants will keep running.** By labeling any resource not defined as "renewable" as a "false solution" and discriminating against firm carbon-free alternatives, misguided activists seek to deprive New York of the tools that will be critical in the years ahead to fully decarbonize its electric grid. In so doing, they threaten the CLPCA with failure and could lock in fossil fuels long-term. NYPA and other state agencies should not let that happen.

### **Recommendations**

It is possible for NYPA to craft a Renewables Strategic Plan that complies with the additional authority it has been granted without jeopardizing reliability or climate goals. However, doing so requires recognizing the broader authority and responsibility that NYPA possesses.

As discussed, we are concerned that by directing so much of its attention and resources to the buildout of solar and wind, NYPA may jeopardize its ability to address system-level needs of the grid that are certain to balloon in the future if more intermittent renewables come online. NYPA now has expanded authority to build renewables. However, nowhere in that enabling legislation does it mandate that reliability or decarbonization goals be sacrificed to achieve a certain quota of solar and wind capacity. We urge NYPA to perform a substantive analysis of how its pursuit of large-scale intermittent generation will impact not only its ability to meet its existing obligations, but also future needs of the grid that it will most certainly be called upon to address.

NYPA also retains its long-standing authority to develop reliable hydropower and nuclear resources. In June of this year, Governor Hochul invoked this authority by directing NYPA to build **at least** a gigawatt of advanced nuclear capacity.<sup>5</sup> Recognizing that a diversity of resources will be necessary to decarbonize New York's grid, NYPA should perform a comprehensive analysis of system level needs, including the provision of both intermittent and firm generation. This is not only consistent with NYPA's authority under Article V, but given that DEFRs are essential to the integration of solar and wind into the grid, it is consistent with NYPA's expanded authority to facilitate renewables.

Such an evaluation should be required to demonstrate that any investments in intermittent generation will not limit NYPA's ability to provide essential support for the development of firm carbon-free generation and necessary infrastructure. NYPA should also carefully evaluate the most effective combination of technologies with attention to the end-goal of zero-emission electricity. We strongly recommend as part of

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<sup>4</sup> NYSERDA Integration Analysis, Annex 2 Key Driver and Outputs (Revised), Scenario 3, September 15, 2023.

<https://www.nysenda.ny.gov/-/media/Project/Nyserda/Files/Publications/Energy-Analysis/IA-Annex-2-Key-Drivers-andOutputs-2022-revised.xlsx>

<sup>5</sup> Press Release: Governor Hochul Directs New York Power Authority to Develop a Zero-Emission Advanced Nuclear Energy Technology Power Plant, June 23, 2025. <https://www.governor.ny.gov/news/governor-hochul-directs-new-york-power-authority-develop-zero-emission-advanced-nuclear-energy>

this that NYPA perform its own modeling of how intermittent generation, firm generation, storage, and imported resources interact in a grid that most closely approximate real-world condition, including the temporal uncertainty of renewables and an actual transmission network.

NYPA is well-suited to assist in the development of advanced nuclear energy, including first-of-a-kind technologies. We have provided substantial comments regarding the *Blueprint for Consideration of Advanced Nuclear Technology* and are following work involved with the *Masterplan for Responsible Advanced Nuclear Development in New York* that is currently underway.<sup>6</sup> A distinct advantage of advanced nuclear power over a low-capacity-factor DEFR is its ability to reduce the complexity of New York's future electric system. Notably, in 2022, NYSERDA determined that by adding 4 GW of advanced nuclear power, New York could eliminate the need for 12 GW of intermittent generation and avoid 5 GW of storage or DEFR capacity.<sup>7</sup> This in turn promises to lower system-wide cost, reduce impact on land and natural resources, and help to make an otherwise unrealistic task feasible. We therefore believe that NYPA should consider at least 4GW of nuclear by 2040.

We believe that advanced nuclear power is also key to addressing growing opposition to the CLCPA. Today the Office of Renewable Energy Siting threatens to override local laws and approve intrusive industrial-scale solar or wind projects that communities oppose. As a result, many people upstate feel that the "community protection" part of the CLCPA does not apply to them. If New York continues to prioritize sprawling solar and wind over reliable compact technology, it will lose support for action on climate change. On other hand, by pursuing a rational expansion of solar and wind in combination with a rational expansion of nuclear power, the state can succeed. Notably, several upstate communities have already expressed interest in advanced nuclear. Communities that favor carbon-free alternatives, especially those that improve reliability, deserve NYPA's support.

Although we understand that the potential for more hydropower in-state is limited, where possible NYPA should also explore potential enhancements to existing facilities and responsible run-of-river projects. An example of this is the Green Island Hydroelectric Power Station on the Hudson River. Original built by Henry Ford in 1921, the facility was acquired by the Green Island Power Authority (GIPA) in 2000 and rehabilitated in 2001.<sup>8</sup> Plan have existing since 2009 to expand the plant, which could generate reliable renewable power serving New York's capital.<sup>9</sup> Lacking state support, however, progress has languished. NYPA should partner with GIPA to make this expansion project a reality.

Blanketing the state with sprawling solar and wind is neither a wise use of public resources, nor is it a winning climate strategy. However, to the extent such projects are pursued, NYPA should focus on land within the downstate region, closer to load centers where demand for carbon-free electricity is greatest.

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<sup>6</sup> Nuclear New York, Mothers for Nuclear, New York Energy & Climate Advocates, Comments on Draft Blueprint for Consideration of Advanced Nuclear Technologies, November 8, 2024. <https://www.nuclearny.org/wp-content/uploads/2024/11/NNY-MFN-NYECA-NYSERDA-Nuclear-Blueprint.pdf>

<sup>7</sup> New York Climate Action Council Scoping Plan, Appendix G <https://climate.ny.gov/resources/scoping-plan/-/media/project/climate/files/Appendix-G.pdf>

<sup>8</sup> Green Island Hydroelectric Plant, Albany Engineering <https://www.albanysengineering.com/greenisland.htm> ; Green Island Power Authority <https://villageofgreenisland.com/gipa/>

<sup>9</sup> Green Island Expansion Plans, Village of Green Island <https://villageofgreenisland.com/gipa/expansion-plans/>

(The capacity factor of solar also improves at lower latitudes.) Presently, only a small fraction of the solar and wind projects included in NYPA's draft strategic plan are located downstate.

We do not support the use of state forests, preserves, wilderness areas, wetlands, public conservation lands, or lands protected by conservation easements for solar and wind development. To the extent possible, NYPA should also avoid prime agricultural soils, and wherever possible utilize brownfields and already-developed areas. Unfortunately, many of NYPA's proposed projects appear to impact farmland, forest, and wildlife habitat. For example, one is a giant 449 MW wind project straddling the northern edge of the Adirodacks just south of the St Lawrence River. This could devastate an important north-south flyway for migratory birds between the United States and Canada.

A major problem with the proposed RAPID Act regulations still under review is that they do not consider ecological connectivity and large landscape-level ecosystems that extend beyond the boundary of individual projects. As a public partner with private industry on such projects, NYPA absolutely must. We strongly encourage NYPA to develop policies pertaining to the projects that it supports that exceed the extremely weak environmental criteria proposed pursuant to RAPID.

We note that NYPA wisely extracted itself from the 340 MW Alle-Catt wind project. Based on a single active next site, DEC has estimated that the project would result in the death of 87 bald eagles over its lifetime. It should be noted, however that today there are only about 400 breeding pairs of bald eagles in New York. If thousands of wind turbines are erected upstate like some are demanding, it ought to be clear that extirpation of the species in New York is a real danger. Cumulative impacts need to be considered.

Similarly, large-scale solar projects pose direct and indirect threats to wildlife through habitat loss and the fragmentation of connected ecosystems. This can happen within a project, as with solar arrays that may entirely surround wetlands on a site, and as well as in a larger context that extends beyond project boundaries. This is exacerbated by the piecemeal approval of individual projects without attention to larger ecosystems. Another, perhaps not commonly known example of harm is that large-scale solar projects can look like bodies of water to birds in flight. This creates a hazard, especially for species like the loon, which is a water bird that requires an extended "runway" of water to take off and land. Mistaking a large solar project for water, loons can be injured or find themselves unable to resume flight. We urge NYPA to reexamine the potential ecological impacts of the projects it entertains.

We maintain that the siting of any renewable energy and battery storage projects should be based on a thorough analysis of direct and indirect environmental impacts with attention to the protection of listed species, habitat, biodiversity, and ecological corridors. Based on the amount of renewable capacity proposed and our knowledge of certain projects, we estimate that NYPA's updated draft plan could impact well over 100,000 acres of for solar and wind. Before considering a commitment of public resources to these projects, NYPA should require that such a comprehensive analysis occur.

Relating to this, we reassert our prior comment from last year that NYPA should pursue a full Environmental Impact Statement (EIS). NYPA's plan is an agency action that has the potential to affect land exceeding the State Environmental Quality Review Act (SEQRA) threshold for a Type I action, and therefore requires the completion of a full Environmental Assessment Form (EAF). The threshold for a Type I action includes "a

project or action that involves the physical alteration of 10 acres.”<sup>10</sup> We note that Public Authorities Law § 1005 (powers and duties of NYPA) exempts NYPA's land acquisitions from SEQRA, but the exemption is strictly limited to land acquisitions.<sup>11</sup> Nothing in the new Article V enabling legislation authorizing NYPA to develop renewables exempts NYPA from SEQRA.

### **A Positive Path Forward**

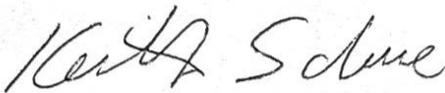
NYPA is a respectable institution made of energy expert and engineers who we believe are very cognizant of the fact that New York’s current approach to grid decarbonization faces serious obstacles that will only become worse in the future. As such, we maintain that NYPA is ethically bound to share its concerns and advocate for solutions that are effective.

Diversity is strength, and it will take a diversity of resources—including advanced nuclear power—to decarbonize New York’s electric grid. Needed is an approach driven not by ideological agendas or technology discrimination, but rather one that optimizes public and private resources to achieve the salient goal of greenhouse gas reduction while providing abundant, reliable energy for a robust economy.

If the CLCPA is to succeed, there will have to be compromise. Likewise, NYPA’s leadership and expertise is needed more than ever to forge pragmatic solutions that work. With a rational expansion of solar and wind, and a rational expansion of firm nuclear power, New York can meet its energy goals. Exercising its broad authority and with an eye on the goal of greenhouse gas reduction, NYPA should work to develop the most effective balance of carbon-free resources. The future of New York hinges on its ability to adapt to change and champion a diverse, reliable, and sustainable energy portfolio. NYPA should be a guiding force in that critical transition.

Thank you for accepting these comments and feel free to contact us with any questions.

Sincerely,



Keith Schue  
New York Energy & Climate Advocates  
[keithschue@gmail.com](mailto:keithschue@gmail.com)  
407-470-9433

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<sup>10</sup> New York Codes, Rules, and Regulations, Title 6, NYCRR § 617.4[b][6][i]

<sup>11</sup> *“The acquisition and purchase of such land, buildings and equipment by the authority, and any actions taken to effect such acquisition and purchase, are hereby exempt from the provisions of article eight of the environmental conservation law. The application of such exemption shall be strictly limited to the acquisition and purchase of such land, buildings and equipment by the authority and such agreements with the state. Nothing herein shall exempt the authority from otherwise applicable laws respecting the expansion, conversion, operation and maintenance of such land, buildings and equipment.”*



September 12, 2025

Justin E. Driscoll  
President and CEO  
New York Power Authority  
123 Main Street  
White Plains, NY 10601-3170

Re: NYPA 2025 Conferral Process

Dear President Driscoll:

Jointly, the New York State AFL-CIO (“NYS AFL-CIO”) and New York State Building & Construction Trades Council (“BCTC”) submit these comments in response to the August 1, 2025 conferral invitation from the New York Power Authority (“NYPA” or “Authority”).

The NYS AFL-CIO is a federation of 3,000 public sector, private sector, and building trades unions throughout the state, representing 2.5 million members, retirees, and their families. The BCTC includes 14 local building trades councils, 12 district councils and state associations, and 135 local unions representing over 235,000 unionized construction workers throughout the State of New York. Collectively, our members live and work in every community in our State and reflect the diversity that makes New York great.

We applaud NYPA’s commitment to robust labor standards as outlined in the draft 2025 NYPA Renewables Updated Strategic Plan (“draft”). While many of the points below are mentioned, if not fully adopted in the draft, it is critical for the State, including NYPA, to continue to prioritize the maintenance and creation of good union jobs in the continued implementation of the Climate Leadership and Community Protection Act (“CLCPA”).

We are also heartened by NYPA’s “all-of-the above” approach to energy. Building and operating new nuclear generation with union labor will create thousands of middle-class careers while providing the electricity our state needs.

In its role in implementing the CLCPA, NYPA should include quality-based contracting and labor provisions that build on the Just Transition policies enacted over the last few years for renewable energy systems in section 66-r of the Public Service Law and section 224-d of the Labor Law, including prevailing wage, project labor agreements (PLAs), labor peace, and Buy

American provisions.<sup>1</sup> The Authority should also include protections and standards recommended in the Climate Action Council Scoping Plan and embraced in statute – such as job protections, prompt rehire, and direct assistance for displaced workers.<sup>2</sup> These policies will help ensure that projects are built in a cost-effective manner and meet applicable standards and critical construction and power generation schedules. NYPA should require, as an ongoing condition of any agreement implementing zero-emissions energy systems programs, that the owner of the zero-emissions energy system, or a third party acting on the owner’s behalf, comply with the provisions of Public Service Law Section 66-r and Section 224-d of the Labor Law. NYPA should also require utilization of bona fide apprenticeship programs registered with the United States or New York State Department of Labor for the appropriate type and scope of work. Prevailing wage and apprenticeship training have similar positive project delivery effects as do PLAs. Apprenticeship training provides an effective tool for ensuring a sufficient supply of skilled workers with verified training for the future of this industry. PLAs ensure that affected projects will be built in a timely manner by a skilled and trained workforce. Collectively, apprenticeship and pre-apprenticeship programs affiliated with the unions that are affiliated with the BCTC provide opportunities for residents of disadvantaged communities to learn a trade and start a career path towards a middle-class, family sustaining-future. In addition, all three policies have a long history of success in federal, state, and local public works programs in New York and have provided substantial assistance in building other types of power generation projects. Moreover, these policies are consistent with, and build upon, the Just Transition policies embedded in the State’s Climate Policy.

NYPA is already required to adhere to a strict set of labor standards in implementing the Build Public Renewables Act (“BPPRA”) as section 1005 (27-a) Public Authorities Law provides an obligation to utilize PLAs, comply with prevailing wage Articles 8 & 9 of the Labor Law, employ Buy American provisions, protect civil service employees and create operation and maintenance opportunities for transitioning employees.<sup>3</sup>

These labor provisions are consistent with the March 23, 2021 recommendations of the Just Transition Working Group to the Climate Action Council. They would create and retain good paying union jobs in New York, spur local manufacturing, and further New York’s clean economy goals. They would also encourage the repurposing of existing facilities and incentivize private investment in new, zero-carbon emission technologies that strengthen local communities. A Just Transition to clean energy can only occur if workers in the current industry are allowed to participate in the zero-emissions energy future.

The Authority should also consider the benefits afforded by establishing an in-state supply chain for burgeoning technologies. Early adoption of new technology combined with domestic and in-

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<sup>1</sup> Additionally, robust labor standards and protections have recently been enacted in the following climate change statutes: Education Law §§ 3623-a (2) (f), 3638; Environmental Conservation Law § 58-1301; Labor Law §§ 21-f, 224-f; Public Authorities Law §1005(27-a); Public Buildings Law §91; Public Service Law §§ 66-t, 66-v; and State Finance Law §163-c.

<sup>2</sup> Id.

<sup>3</sup> Public Authorities Law §1005 (27-a)(k)(l)(m)(n)

state content requirements or preferences will attract manufacturers and jobs to the state. Any Buy American waivers should be narrowly tailored.

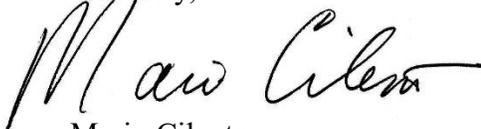
NYPA can further bolster efforts to foster domestic and New York State supply chain development by building out grid storage. Expanding storage buildout, especially downstate, would create the added benefit of enhancing reliability by preventing brownouts and blackouts.

Many unionized industries, including construction and manufacturing, rely on non-renewable and hydro energy to operate. These industries employ thousands of workers and offer tremendous training and career opportunities for apprentices seeking to learn a trade and establish a middle-class career. The generation of non-renewable and hydro energy also employs thousands of union workers, including construction workers and apprentices, many of whom are on the path to life-changing wages and benefits. NYPA and the State must prioritize the protection of these workers and the maintenance of these jobs. This can be done by maximizing the application of protections for current workers included in the BPR and ensuring that union employers, especially those in industries that are energy-intensive and trade-exposed, can continue to access reliable, affordable energy.

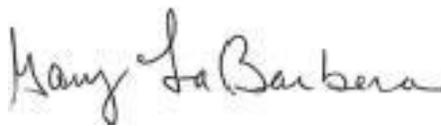
While we are fully supportive of renewable development, advanced nuclear and other zero-emission technologies could fill the energy generation gap; keep industries operational; and provide enormous opportunity for those who construct, operate, repair, and maintain non-renewable energy generating facilities to transition to clean energy sector jobs. NYPA should embrace zero-emission technologies, in addition to advanced nuclear, that will provide the much-needed dispatchable resources necessary for the clean-energy grid to maintain reliable and cost-effective service. Such additional zero-emissions technologies include thermal energy networks, long-duration storage, green and pink hydrogen, renewable natural gas, carbon capture and storage (“CCS”), virtual power plants (“VPPs”) and demand response resources.

Thank you for your time and consideration.

Sincerely,



Mario Cilento  
President  
New York State AFL-CIO



Gary LaBarbera  
President  
New York State Building & Construction Trades Council

# **NYPA 2025 Conferral Process**

Comments submitted by the

**New York State Association of Counties  
New York Conference of Mayors  
New York Association of Towns**



to the

**New York State Power Authority**

September 11, 2025

On behalf of the New York State Association of Counties (NYSAC), the New York Conference of Mayors (NYCOM), and the New York Association of Towns (NYAOT), we appreciate the opportunity to participate in NYPA's 2025 Conferral Process and thank you for your continued commitment to soliciting and incorporating local government input into your strategic planning. Our feedback reflects the collective priorities and concerns of all local governments across New York State and builds on our extensive experience as essential partners in implementing the Climate Leadership and Community Protection Act (CLCPA) goals.

## **State Progress Toward CLCPA Goals**

New York State has made notable progress in renewable energy deployment, with NYPA playing an increasingly important role in advancing these efforts. We acknowledge the significant steps taken to expand solar and wind capacity, modernize transmission infrastructure, and establish innovative programs like REACH to address energy affordability. However, significant challenges remain if the state is to achieve its goals while maintaining affordability and grid reliability.

**Grid Reliability and Capacity Concerns:** As demand for clean energy increases, particularly with building electrification and electric vehicle adoption, our existing grid infrastructure faces unprecedented strain. Communities are experiencing increased power outages and voltage fluctuations that impact municipal operations and economic development efforts.

**Affordability Impacts:** Rising utility costs disproportionately burden local government budgets and residents, particularly in rural and economically distressed communities. Counties and municipalities need transparent cost projections and mitigation strategies to plan effectively for these impacts.

**Rural and Economic Equity Challenges:** Only 15% of rural census tracts qualify as Disadvantaged Communities compared to 47% of urban tracts, yet rural areas face unique barriers including aging housing stock, limited broadband access, longer service distances, and insufficient contractor availability. These communities require targeted support to participate meaningfully in the clean energy transition.

## **How NYPA Can and Should Support State Energy Goals**

### **Strengthen New York's Energy Infrastructure for Growth and Reliability**

NYPA should take a balanced approach to energy generation—using natural gas and nuclear as bridge fuels while expanding renewable sources—to ensure affordable, reliable electricity that supports housing development, economic growth, and climate goals. New York must expand its generation capacity, modernize the grid to reduce line losses, and invest in comprehensive transmission and distribution upgrades.

We recommend that the state establish centralized coordination through an “energy czar” to align energy planning with local economic development needs, support job creation, and capture economic opportunities that will otherwise be lost if the state cannot meet future power demands. NYPA, as a public entity with broad authority, is well-positioned to lead this coordination effort.

## **Protect New York’s Agricultural Resources**

New York’s agricultural sector serves as both an economic driver and a critical component of carbon sequestration. NYPA must prioritize the siting of renewable energy projects on non-agricultural lands, including rooftops, parking lots, and brownfields, before considering farmland conversion. When agricultural land must be used, NYPA should enforce farmland protection policies and mandate dual-use strategies like agrivoltaics that maintain agricultural production alongside energy generation.

NYPA should create technical assistance programs and enhanced financial incentives to help farmers integrate renewable energy while preserving viable agricultural operations. This includes grants for agrivoltaic system design, crop selection guidance for solar co-location, and support for adapting farming practices around renewable infrastructure.

## **Ensure Meaningful Local Government Partnership**

Local governments must be full partners in renewable energy planning from the earliest stages, not merely consulted after key decisions are made. NYPA should establish structured consultative processes that include regular updates, public hearings, and formal mechanisms for local feedback that meaningfully influence project decisions.

This partnership must respect constitutional home rule authority while advancing state and local goals. Local governments possess a deep understanding of community characteristics, zoning priorities, infrastructure capacity, and development goals that are invaluable for identifying appropriate sites and ensuring successful project implementation.

The 2024-25 Enacted State Budget’s creation of the Sustainable Future Program, with “not less than \$200,000,000 for renewable energy projects, including municipal renewable energy projects and grid connectivity,” presents a significant opportunity to strengthen local government partnerships. However, local governments must not merely benefit from this funding—we must be integral partners in decision-making about how these resources are allocated, where projects are sited, and what community and regional energy needs take priority. Local governments understand their communities’ specific energy challenges, infrastructure capacity, and development priorities in ways that state agencies cannot replicate.

We recommend that NYPA:

- Establish formal local government advisory committees for Sustainable Future Program implementation;
- Require local government approval or partnership for projects in their jurisdictions;
- Create dedicated funding streams for local government-led renewable energy initiatives; and
- Provide technical assistance to help municipalities develop and implement energy plans.

## **Address Tax Revenue Impacts Comprehensively, Not Case-by-Case**

The Draft Updated Strategic Plan’s approach to considering tax revenue impacts only “where appropriate, on a case-by-case basis” contradicts both the spirit and letter of the statutory requirement. Public Authorities Law § 1005(27-a)(e)(ii)(E) requires NYPA to consider “ways to minimize any negative tax revenue impacts on municipalities that host renewable energy generating projects, including but not limited to, PILOT and/or community benefit agreements.”

When NYPA takes ownership of renewable energy projects, they become wholly tax-exempt immediately upon transfer, creating significant revenue losses for counties, towns, cities, and villages. This is not a theoretical concern—it represents real impacts on essential services, including public safety, education, and infrastructure maintenance.

NYPA must establish mandatory, standardized approaches to PILOTs and Community Benefit Agreements that:

- Assess estimated costs resulting from construction and operation for each taxing jurisdiction;
- Provide detailed terms outlining specific benefits, timelines, and responsibilities;
- Include monitoring and reporting mechanisms to ensure promised benefits are delivered; and
- Scale compensation to reflect project size, scope, and community impact.

## **Support Workforce Development in the Clean Energy Sector**

We strongly support NYPA’s commitment to investing up to \$25 million annually in workforce training and development. The partnership with the Department of Labor and the comprehensive approach to preparing workers for renewable energy careers demonstrates NYPA’s understanding that the clean energy transition must create economic opportunities for New Yorkers. The approved workforce development investments provide models for effective collaboration between state entities and local organizations and should be regularly evaluated and expanded to meet evolving regional needs.

## **Address Energy Efficiency Program Barriers**

The buildings sector represents 32% of New York’s greenhouse gas emissions, making energy efficiency improvements critical to achieving the CLCPA goals. However, current state programs face significant barriers that prevent participation, particularly among vulnerable populations.

Key barriers include:

- **Mobile Home Ownership Issues:** Residents who own housing units but not the underlying property cannot participate in most weatherization programs
- **Health and Safety Prerequisites:** Programs often refuse to fund basic repairs (moisture issues, roof repairs, electrical panel upgrades) that must be completed before efficiency retrofits
- **Complex Application Processes:** Fragmented programs require residents to navigate multiple agencies and websites

NYPA should work with NYSERDA and other agencies to streamline these programs, implement “no wrong door” policies, and create comprehensive approaches that address health, safety, and efficiency simultaneously.

## **Enhance Coordination and Resource Centralization**

Local governments currently must navigate numerous state websites and contacts to access climate-related information and resources. This fragmentation leads to confusion, inefficiencies, and underutilization of available programs.

We strongly support creating a centralized, web-based toolkit where local governments can easily access information about state climate programs, funding opportunities, technical assistance, and regulatory updates. This hub should include dedicated support for understanding and accessing evolving state and federal incentives.

## **Demonstrate Best Practices in Utility-Local Government Collaboration**

As NYPA expands its role in renewable energy development, the Authority should leverage its position to improve coordination between utilities and local governments. NYPA’s projects should demonstrate best practices for utility-local government collaboration, showing how early coordination can improve project outcomes and community acceptance.

An effective Energy Czar post could be charged with leading these efforts, among others.

## **Section-Specific Comments on Updated Strategic Plan**

### **Section 3.2.1.5 - Potential for Ratepayer Benefit**

While we appreciate NYPA’s acknowledgment of potential tax revenue impacts, the current approach of case-by-case consideration is inadequate. The plan should establish clear, mandatory standards for PILOTs and CBAs that ensure fair compensation for all host communities. Tax exemption should not be viewed as a “tool to lower costs to ratepayers” without considering the corresponding burden shift to local taxpayers.

### **Section 3.2.4 - Process for Building Renewables**

The current process description lacks meaningful local government engagement points. We recommend adding formal consultation requirements at each phase:

- **Project Identification:** Local government input on site selection criteria
- **Due Diligence:** Local infrastructure impact assessments
- **Board Approval:** Local government testimony opportunities
- **Implementation:** Ongoing coordination on construction and operational impacts

### **Section 4.4.3 - Previous Public Comment Integration**

We appreciate NYPA’s responsiveness to previous local government feedback. However, the plan should strengthen commitments to ongoing local government engagement throughout project lifecycles.

### **Section 5 - Proposed Projects**

Local governments should receive advance notification and consultation opportunities for all proposed projects within their jurisdictions. The plan should include mechanisms for local government input on project modifications, community benefit negotiations, and operational agreements.

### **Recommended Additional Plan Sections**

We suggest NYPA add the following sections to future strategic plans.

- **Local Government Coordination Framework:** Formal processes for ongoing municipal engagement.
- **Agricultural Impact Assessment:** Standardized evaluation criteria for farmland projects.
- **Regional Energy Planning:** Coordination with local comprehensive plans and economic development strategies.
- **Community Benefit Standards:** Clear guidelines for PILOT and CBA negotiations.

## Conclusion

Local governments remain committed partners in achieving the state's energy affordability and reliability goals. Our members bring essential on-the-ground experience, deep community connections, and proven capacity for innovation and implementation. However, this partnership must be built on mutual respect, adequate resources, and meaningful decision-making authority.

We urge NYPA to:

- Establish mandatory, standardized approaches to local government compensation;
- Create formal local government advisory structures for major program decisions;
- Prioritize non-agricultural lands for renewable energy development;
- Strengthen technical assistance and capacity-building support; and
- Ensure balanced energy planning that maintains reliability and affordability.

The climate crisis demands action at all levels of government, but success will ultimately be determined by effective collaboration between state and local partners. We thank NYPA for its continued commitment to soliciting our input and look forward to strengthening our partnership to create an effective, equitable energy transition that benefits all New Yorkers.

# POWER FOR ECONOMIC PROSPERITY (PEP)

September 12, 2025

## VIA E-MAIL

Board of Trustees  
New York Power Authority  
123 Main Street  
White Plains, NY 10601-3170  
E:Mail: nyparenewablesconferral@nypa.gov

Dear Board of Trustees:

Power for Economic Prosperity (“PEP”) is pleased to provide these comments to NYPA as part of its 2025 Conferral Process and in response to the Draft Renewables Updated Strategic Plan (“Draft Updated Plan”) published by NYPA on July 29, 2025.

### Introduction

PEP is a coalition of energy intensive manufacturing companies that receive low-cost hydropower from the Niagara Power Project in Lewiston, New York. PEP is a subset of the over 125 businesses that operate facilities within the 30-mile radius of the Project from which NYPA supplies competitively priced hydropower for economic development purposes. It is fair to state that the continued operations of PEP members, and many other recipients of power from the Project, are dependent on the hydropower they receive. Thus, the beneficial impacts of the clean, reliable hydropower generated at the Niagara Power Project on the Western New York economy, and the State as a whole, cannot be overstated.

PEP members support reasonable and affordable investments in furtherance of New York’s ambitious energy and environmental goals, so long as such investments do not adversely impact energy reliability and economic competitiveness, both of which are paramount if the State hopes to retain, and hopefully grow, its existing manufacturing base. Importantly, PEP members regularly invest in measures that improve energy efficiency and reduce emissions.

Businesses in New York must compete in the national and global economies. PEP members, many of which have been NYPA customers for decades, rely on competitively priced hydropower allocations to keep their plants operating in Western New York. The current, tremendous uncertainty due to the changing regulatory landscape in New York already is affecting decisions about future capital investments at PEP member facilities, which may lead to economic and/or environmental leakage. Accordingly, it is imperative that NYPA’s renewable generation development does not increase the cost of hydropower.

# POWER FOR ECONOMIC PROSPERITY (PEP)

## 2025 Conferral Process: NYPA's Expanding Contributions Toward the State's CLCPA Goals

PEP members are not opposed, in concept, to NYPA's expanding roles in the State's pursuit of ambitious CLCPA goals, as long as the obligations imposed on NYPA are reasonable, as determined by the NYPA Board of Trustees, and do not interfere with NYPA's essential role providing affordable, reliable hydropower as a driver of economic development, and protector of jobs in New York. Imposing expansive but unfunded and ill-defined obligations on NYPA should be avoided at all costs.

Upon information and belief, NYPA already is aggressively pursuing CLCPA goals. PEP observes that NYPA has committed to fulfilling its legislative obligations under the Build Public Renewables Act, which was passed in 2023. NYPA's Inaugural Renewables Strategic Plan, released on January 28, 2025, introduced a portfolio of 37 solar, wind, and energy storage projects representing a total of 3 GW of renewable generation. In the Draft Updated Plan, NYPA has increased its project portfolio to 7 GW of renewable generation projects throughout New York. Most recently, on June 23, 2025, Governor Hochul directed NYPA to begin to develop, alone or in partnership with private entities, one or more advanced nuclear facilities for a total capacity of at least 1 GW.

NYPA's existing hydroelectric facilities, including the Niagara Power Project, form the foundation of New York renewable generation fleet. As recognized by the State Energy Planning Board in its recent Draft State Energy Plan, NYPA's low-cost hydropower is essential to maintain cost competitiveness required to ensure manufacturing in New York remains viable. Further, the reliability attributes of NYPA's large-scale hydroelectric facilities are integral to New York's clean energy transition.

The State should be cautious in the new roles, responsibilities and/or requirements it imposes on NYPA in pursuit of the State's ambitious CLCPA goals. Specifically, the State should ensure NYPA can continue to adopt reasonable measures to insulate, shield, and derisk these new capital-intensive projects so that NYPA can insulate itself (and its hydropower customers) from cost increases that might undermine NYPA's ability to provide reliable, low-cost hydropower to its existing Western New York business customers.

### Draft Renewables Updated Strategic Plan

The Draft Updated Plan recognizes correctly that the costs of developing renewable energy projects must not be allowed to jeopardize NYPA's fundamental role as an economic development engine in New York.<sup>1</sup> NYPA recognizes that it has an obligation to provide low-cost, reliable power to New York businesses such as PEP members, in exchange for commitments from those businesses to invest in their facilities and maintain family-sustaining jobs in New York.

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<sup>1</sup> See Draft Updated Plan at 38.

## POWER FOR ECONOMIC PROSPERITY (PEP)

Developing and owning a sizeable fleet of renewable generation facilities would require NYPA to invest substantial capital and borrow large sums of money, thereby impacting its financial metrics and, possibly, its credit ratings. As noted in the Draft Updated Plan, “higher borrowing costs would increase NYPA’s overall costs and potentially limit its ability to undertake essential projects at its hydroelectric plants, transmission lines, and for new transmission that the Authority is building or has proposed to build to bring new renewable energy to all New Yorkers sustainably and reliably.”<sup>2</sup>

NYPA, through its Board of Trustees, should continue to act prudently in determining the scope, magnitude, and timing of investments in renewable generation projects that it may consider making, not only now, but also in the future updates to NYPA’s Renewables Strategic Plan. In this regard, NYPA’s recent and potential investments under the Renewables Strategic Plan evidences an ongoing, methodical evaluation process that considers, *inter alia*, project costs and revenues, feasibility, development timelines, supply chain constraints, potential external funding sources, and risk-reducing structures and strategies. It is encouraging that the Draft Updated Plan reaffirms NYPA’s commitment to such a prudent, risk-averse approach.

The Draft Updated Plan notes that some stakeholders have suggested that NYPA should redirect economic development funding from large corporations toward renewable energy development.<sup>3</sup> NYPA counters by noting that such a raid on economic development funds is contrary to NYPA’s statute, which calls for the Authority to allocate low-cost hydropower for economic development purposes to eligible businesses that commit to retain or create jobs and to make capital investments in facilities located in New York State.<sup>4</sup> PEP implores the Board of Trustees to continue to reject such wrongheaded advice and instead remain committed to NYPA’s longstanding core economic development mission, which has reaped benefits throughout the State.

To the extent NYPA elects to make further investments in renewable generation projects, PEP urges it to continue to adopt all reasonable measures to insulate and shield hydropower customers from the financial risks and impacts of such investments. To that end, PEP appreciates NYPA’s creation of the New York Renewable Energy Development Holdings Corporation, a wholly owned subsidiary for investments in renewable generation projects, and other efforts to derisk projects that allow NYPA to insulate its economic development customers, such as PEP members, from cost increases associated with renewable resource development.<sup>5</sup> Those customers, including PEP members, have been supporting NYPA’s continuing investments in, and ownership of, the Niagara Power Project—the largest source of clean electricity in New York State—for decades through their longstanding power contracts and job commitments to the region. It is imperative that NYPA’s commitment to providing low-cost hydropower to customers remains undisturbed.

Moving forward, the State should continue to entrust NYPA and its Board of Trustees to develop and refine carefully structured plans that take into consideration the cost and feasibility

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<sup>2</sup> Draft Updated Plan at 43.

<sup>3</sup> *Id.* at 49.

<sup>4</sup> *Id.*

<sup>5</sup> *Id.* at 41.

## **POWER FOR ECONOMIC PROSPERITY (PEP)**

of technologies, preserve system reliability, and maintain the competitive advantage of low-cost hydropower that keeps the manufacturing sector in Western New York viable.

PEP appreciates this opportunity to participate in NYPA's 2025 Conferral Process and comment on the Draft Renewables Updated Strategic Plan, and would be pleased to meet with NYPA representatives to engage in any desired follow-up conversations regarding PEP's positions and these comments.



September 11, 2025

**VIA EMAIL SUBMISSION**

[NYPARenewablesConferral@nypa.gov](mailto:NYPARenewablesConferral@nypa.gov)

New York Power Authority  
123 Main Street  
White Plains, NY 10601-3170

**Re: Renewable Energy Development in New York State**

To NYPA's Renewables Energy Team,

Public Power New York is pleased to contribute to the New York Power Authority's ("NYPA's") conferral process regarding NYPA's implementation of the Build Public Renewables Law.

In response to NYPA's first renewable energy strategic plan, New Yorkers demanded more ambition, with more than 5300, the overwhelming majority of engaged citizens, calling for 15 GW of renewable energy. We recognize that NYPA went quickly back to the drawing board to update its plan a few months later.

We consider NYPA's update of its renewable energy pipeline to around 7 GW by 2033, a half-step in the right direction towards addressing the climate crisis. The times call for more renewables, delivered faster. Amidst rising energy costs, climate disaster, environmental injustice, and Federal sabotage of climate action, we need 15 GW of renewable energy by 2030. For the projects proposed, we urge NYPA to break ground before Federal renewable incentives and tax credits expire in 2027, and to complete them by 2030 to meet the state's science-based, legally binding climate targets.

NYPA has a fiduciary and public responsibility to explore all instruments to ensure a better future for New Yorkers by building 15 GW of renewables by 2030. Its high bond ratings and economic development funds are public assets that should be utilized for public good.

New Yorkers are already suffering from floods, extreme heat, wildfires, smoke, and droughts. Their energy and health burdens are increasing, and will continue to do so if climate change goes unchecked. Public agencies such as NYPA have a responsibility to recognize the reality of today's environmental and climate risks, and address them to the full extent.

Below, we elaborate on our comments.

Sincerely,

Public Power New York

## **1. PUBLIC POWER NY BACKGROUND**

Public Power NY is a statewide, grassroots movement of New Yorkers comprising 20 climate, community, advocacy, labor and environmental organizations and thousands of volunteers with the shared goal of clean, renewable, affordable, and accessible energy. We conceived and passed the Build Public Renewables Act, the biggest climate and green jobs bill in the nation, to usher in an era of green union jobs, slash rising energy bills, and help achieve New York's ambitious climate goals. The bill was endorsed by unions representing over 1 million members in New York including 1199SEIU, NYSUT, PSC-CUNY, UUP, and UAW 9A.

## **2. NYPA'S HALF STEP TO PROGRESS ON NEW YORK'S CLIMATE GOALS**

In a time of spiraling energy costs driven by private utilities, increased climate disasters, unhealthy, polluted air, and the Federal government's sabotage of climate action, New Yorkers cannot afford half measures. We recognize that NYPA acknowledged the public's overwhelming demand for 15 GW of renewables and went back to the drawing board to produce its updated strategic plan. The 7 GW proposed, a doubling of the initial plan, is a step in the right direction. But more can be done.

As per the State's own [Climate Dashboard](#), New York is not on track to meet its critical 70% by 2030 renewable energy generation goal. While global renewable development has rapidly taken off, New York is at risk of being left behind. The state has made no major progress on renewable energy development since the passage of the Climate Leadership and Community Protection Act in 2019. As NYPA acknowledges, the state's grid operators forecast "found that continued investment in the bulk electric grid will be required to accommodate the NYISO's estimated 100 GW to 130 GW of emission-free generation resources needed to accomplish New York State policy mandates." (p. 35). 15 GW is then a first, necessary step towards this vast task.

As the most important public energy authority in the state, NYPA can and should do more to ensure that New York meets its science-based climate targets. NYPA must develop at least 15 GW of public renewables to lower utility bills, create 25,000 green union jobs, and help close the peakers to stop the environmental injustice. Not doing so would be to ignore the voices of thousands of New Yorkers, environmental organizations, public health advocates, legislators, local governments around the state, and crucially, labor groups such as AFL-CIO and the Building Trades Council, all of which called for 15 GW of public renewable energy.

## **3. THE NECESSITY OF BUILDING FASTER**

Recent developments at the Federal level have only heightened the urgency of NYPA's task to build renewable energy. As crucial renewable energy incentives are set to expire, NYPA should move even more rapidly to develop its projects. Currently, not all projects are guaranteed to break ground by 2027, making many of them likely to miss crucial Federal credits. Some are even slated for completion by 2030, which will be too late to hit the state's critical climate targets. NYPA must guarantee that at least 15 GW of renewable energy projects break ground before 2027 and ensure their completion by 2030.

#### **4. THE ADVANTAGES OF 5 GW DOWNSTATE**

We recognize the setback to NYPA's potential role leading the construction of transmission projects with the denial of priority approval for Clean Path. We are aware that NYPA earmarked more than a billion dollars for transmission projects such as Clean Path. In such a moment of re-strategizing, NYPA can refocus by directing the earmarked funds to capitalizing the development of more renewable energy downstate. Future transmission projects will be necessary, and NYPA should continue to look to lead their development. But in such a moment, NYPA can strategically locate renewable projects downstate to relieve the burden on the grid, by locating supply near demand. This updated plan is a step in the right direction with its attention to building public renewable projects downstate, including battery projects necessary for the reliability of the future grid. We call for at least 5 GW of the projects downstate to avoid transmission costs and ensure affordable, reliable energy to the part of the state with the highest demand.

#### **5. MORE CONCRETE PARTNERSHIPS WITH PUBLIC INSTITUTIONS**

While we acknowledge the efforts NYPA has outlined to identify viable renewable energy projects, we note that less than 5% of proposed projects are planned in collaboration with other public institutions. There are, for example, no projects that NYPA has proposed with the state's university, transportation, education, and housing authorities more than 2 years after the passage of the Build Public Renewables Act, and public commitments to do so. Many of these institutions have vast footprints downstate and can anchor renewable energy development where demand is highest, while also bringing benefits to disadvantaged communities.

As conditions demand increased urgency to act, NYPA can and should move faster. NYPA can do more to rapidly develop projects on campuses, landfills, brownfields, and transportation corridors. We also encourage NYPA to act upon recent research that demonstrates the authority's potential to lead the deployment of renewable energy projects with public institutions to achieve environmental and climate goals.<sup>1</sup>

#### **6. NYPA'S MISDIRECTED FINANCIAL CONSERVATISM AND ITS CLIMATE OBLIGATION**

Without providing requisite evidence, NYPA has offered a fiscally conservative argument against being more ambitious in its proposed renewable energy projects. We are disappointed that in the face of the existential crisis of climate change, which has the potential for vast economic devastation, NYPA chooses to emphasize the "maintenance of critical financial ratios, such as debt service coverage, debt to equity, and days of cash on hand." (p. 23)

Sound financial management is necessary, but it is not an end in itself. Public authorities that have excellent financial standing, such as NYPA, should use every asset and financial instrument available to ensure that New Yorkers do not suffer under the conjoined cost of living and climate crisis.

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<sup>1</sup> Johnson, Andrea (2025) [Atlas of Public Power](#).

NYPA should publicly outline the various cost and financing scenarios informing its decision-making on renewable energy. As of now, NYPA offers no evidence of how different financial scenarios of borrowing and bond issuance will affect its cost of finance. Without such evidence, it is hard to evaluate whether or not seeking more finance for revenue-generating renewable projects will harm the agency's financial standing.

We also strongly reject NYPA's proposal to amend the Build Public Renewables Act "majority ownership requirement" to "sell down" projects. Such a proposal is short-sighted, robbing the benefits of affordable energy from New Yorkers. NYPA has offered no evidence that such a sell-down strategy, which will privatize public assets, will decrease energy costs. In fact, the state's experience of privately owned generation leading to a cost-of-energy crisis for ordinary New Yorkers suggests otherwise. Eventual private ownership of renewables will likely drive up costs. We urge NYPA to use other means to raise capital and reject any privatization approach.

We acknowledge that without support from the Executive, "the primary limitation on the Power Authority's ability to deploy renewable generation is limited capital." However, by not engaging its vast fiscal capacity, and deploying its economic development funds in service of fostering renewable development in the state, NYPA seems to be engaging this challenge with one hand tied behind its back. We urge NYPA to use every tool in its toolbox, from raising finance for more projects, to putting some of the economic benefits of its cheap publicly owned hydropower towards developing more renewable energy, the most affordable, reliable, and decarbonizing energy technology. Moreover, the \$200M allocated for public renewables in the FY 2026 state budget indicates willingness on behalf of the executive to fund NYPA's buildout.

Developing more renewable projects is potentially a cheaper energy planning pathway than others on the table. In light of recent efforts to develop expensive nuclear energy, which is prone to tremendous cost overruns, it is hard to believe that the marginal cost of financing cheaper renewables will pose more costs to New Yorkers. If it is indeed NYPA's goal to deliver the most affordable energy to the state's residents, it must explore all options to develop renewables, which according to both global climate science and the state's own analysis as part of its climate plan is the cheapest option. As NYPA notes, it can derisk its portfolio by "[d]iversifying and investing in an increased number of projects" (p. 24). We urge NYPA to explore how increasing the number of projects can actually decrease financial risk by ensuring higher chances of completion, and faster institutional learning.

Crucially, NYPA's insistence on evaluating projects on fiscally conservative terms avoids the vast potential to deliver health and climate benefits to New Yorkers. Climate change is set to impose tremendous costs on New Yorkers as heightening disasters destroy assets, and impinge on the health of its citizens. NYPA's own assets are at tremendous risk to climate change. It is prudent both in financial and climate terms for NYPA to develop as much renewable energy in the long-term as possible. To do so, NYPA should incorporate a framework of evaluating climate and health benefits into its decision-making on renewable energy projects. New York State's Department of Environmental Conservation Value of Carbon can serve as an initial guide to show how avoiding future greenhouse gas emissions delivers vast benefits to New Yorkers.

Larger-scale and faster development of renewable energy is necessary in the face of new Federal constraints. It will guarantee affordable energy to New Yorkers suffering from a cost-of-living crisis, and rapidly decarbonize the state's energy system to avoid the most dangerous scenarios of climate change. We urge NYPA to stand up to its historic task, and deliver the vast benefits of 15 GW of renewable energy by 2030 for New Yorkers.

Sincerely,

Public Power NY

Brennan Lowery, Co-chair

Zack Jones, Co-chair

Michael Paulson, Co-chair

Bridge Rauch, Co-chair

Michael Richardson, Co-chair

CC: NYPARenewables@nypa.gov



September 12, 2024

**VIA EMAIL AND ONLINE SUBMISSION**

New York Power Authority

Email: [nyparenewablesconferral@nypa.gov](mailto:nyparenewablesconferral@nypa.gov)

URL: <https://publiccomments.nypa.gov/form>

**Comments of Sierra Club Regarding NYPA Updated Renewables Strategic Plan:**

The Sierra Club respectfully submits these comments regarding the New York Power Authority’s (“NYPA”) July 29, 2025 Renewables Updated Strategic Plan (“Updated Plan”). As set forth in Sierra Club’s December 9, 2024 comments, Sierra Club is supportive of NYPA’s efforts to accelerate the deployment of renewable energy in New York to further the State’s efforts to achieve the Climate Leadership and Community Protection Act’s (“CLCPA”) renewable energy mandates and to provide access to the benefits of clean, renewable energy, to low- and moderate-income New Yorkers. Sierra Club welcomes the increased ambition of the Updated Plan, which incorporates energy storage procurement and raises NYPA’s goals for renewable energy and energy storage procurement from 3.5 GW to nearly 7 GW. The increase in ambition is timely giving impending CLCPA clean energy deadlines and the adverse actions toward renewable energy taken by the current federal administration. Sierra Club hopes NYPA will move quickly to advance these renewable and storage projects, which will significant assist in achieving the CLCPA’s 70 percent renewable by 2030 mandate.

In its comments on NYPA’s initial Strategic Plan, Sierra Club urged NYPA to “expand its clean energy procurement to include renewable energy and energy storage projects that will facilitate the expeditious retirement of the facilities in its fossil fleet to reduce the pollution burden on residents of affected communities.”<sup>1</sup> In May 2025, NYPA published its Small Natural Gas Power Plant Transition Plan (“Transition Plan”).<sup>2</sup> In its Transition Plan, NYPA explained that, as of April 2025, it has signed four term sheet agreements with developers for energy storage facilities and was negotiating a fifth agreement to lease small plant sites for battery storage development.<sup>3</sup> NYPA also explained that it has been working to build a direct current high voltage transmission line—Clean Path New York—that would transmit renewable energy from Upstate New York into New York City in order to reduce Downstate reliance on fossil fuel generation.<sup>4</sup> Sierra Club joined numerous stakeholders in supporting NYPA’s petition to have

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<sup>1</sup> Comments of Sierra Club Regarding NYPA Renewables Strategic Plan (Dec. 9, 2024), at 1 (“Sierra Club Strategic Plan Comments”).

<sup>2</sup> NYPA, Small Natural Gas Power Plant Transition Plan (May 2025), available at <https://www.nypa.gov/-/media/nypa/documents/document-library/renewables/sngpp-transition-plan.pdf>.

<sup>3</sup> *Id.* at 3.

<sup>4</sup> *Id.*

the Clean Path line designated as a Priority Transmission Project,<sup>5</sup> and is disappointed that the Commission recently denied NYPA's petition.<sup>6</sup> Sierra Club applauds NYPA's efforts to use energy storage and renewable energy procurement as a strategy to address localized grid needs created by the retirement of its small natural gas plants, and urges NYPA to continue to advance transmission projects that will bring additional renewable energy into the New York City area and help alleviate pollution burdens on communities near existing fossil plants.

Sierra Club additionally endorsed NYPA playing a gap-filling role in renewable development in New York State, and identified types of projects NYPA should explore supporting.<sup>7</sup> An additional area where NYPA's engagement could be valuable is in boosting solar development on Long Island. With offshore wind projects facing significant hurdles under the current federal administration, development of clean on-island generation—along with transmission projects like Clean Path New York—will be critical to obviating the need for the aging fleet of fossil fuel power plants whose contracts with PSEG-Long Island will soon be up for renewal. The Nature Conservancy and Defenders of Wildlife have developed a Long Island Solar Roadmap that identifies opportunities to advance mid- to large-scale (250 kW and above) solar projects on Long Island in a way that minimizes environmental impacts.<sup>8</sup> The Roadmap identifies 19.5 GW of low-impact solar siting opportunities on the island.<sup>9</sup> In addition to other gap filling opportunities, Sierra Club urges NYPA to work with LIPA and renewable developers to advance these timely and critical projects.

Thank you for your consideration.

Respectfully submitted,



Joshua Berman  
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Sierra Club  
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<sup>5</sup> Comments of NYLCVEF, Citizens Campaign, New Yorkers for Clean Power, NRDC, Urban Green, Sierra Club, Environmental Advocates NY, and Earthjustice regarding Petition Requesting Designation of Certain Transmission Investments as a Priority Transmission Project, Case No. 20-E-0197 (Apr. 21, 2025).

<sup>6</sup> Order Denying Petition, Case No. 20-E-0197 (Aug. 14, 2025).

<sup>7</sup> Sierra Club Strategic Plan Comments at 2.

<sup>8</sup> The Nature Conservancy & Defenders of Wildlife, Long Island Solar Roadmap: Advancing Low-Impact Solar in Nassau & Suffolk Counties (Mar. 2021), available at [https://www.nature.org/content/dam/tnc/nature/en/documents/LongIslandSolarRoadmapReport\\_2020\\_HighRes.pdf](https://www.nature.org/content/dam/tnc/nature/en/documents/LongIslandSolarRoadmapReport_2020_HighRes.pdf).

<sup>9</sup> *Id.* at 7.

September 11, 2025

Submitted via email: [nyparenewablesconferral@nypa.gov](mailto:nyparenewablesconferral@nypa.gov)

**Re: Solar One Comments on the NYPA Renewables Updated Strategic Plan**

To the New York Power Authority,

Thank you for the opportunity to comment on the 2025 Updated Strategic Plan (“updated plan”) for NYPA’s buildout of renewable energy projects.

Solar One is a New York nonprofit organization whose mission is to design and deliver innovative education, training, and technical assistance that fosters sustainability and resiliency in diverse urban environments. We provide comprehensive solar technical assistance to building owners, affordable housing providers, and community organizations to facilitate high-impact solar projects. We have completed pre-development for more than 1,000 solar projects in New York City, including affordable housing projects and community solar projects serving low-to-moderate-income residents.

**The updated plan represents an important step forward, and we urge NYPA to continue to increase the project queue.** We are encouraged to see NYPA increase the contracted renewables to 7 GW, but we want to emphasize the urgency of **rapidly increasing the pace of project development**. NYPA should strive to increase its project queue to at least 15 GW to help New York meet its mandated target of 70% renewable energy by 2030, include more details on how it plans to adapt to the sunset of federal tax credit, and show that New York is a leader in addressing the worsening climate crisis.

**NYPA must be a leader in driving New York to achieve its Climate Act Targets.** New York is behind on meeting the mandated state climate goals outlined in the CLCPA, with NYSERDA and DPS estimating that the state may only achieve the 70% renewable energy target by 2033, three years later than required. This estimate was made before the passage of the “One Big Beautiful Bill Act” (HR1, meaning there will be even less federal financial support for renewable projects in the future. In the context of our deteriorating climate and the dangerous impacts it’s wreaking on communities, we cannot afford three additional years to reach state targets. As the nation’s largest public power organization, NYPA must step in and fill the gap where New York is falling behind.

**We need a rapid development of renewables due to the sunset of the Federal Solar Tax Credit.** HR1 inflicted massive harm on our renewable energy progress by ending tax credits for wind and solar in December of 2027. However, there is a small but critical window in the next two years to double down on renewable energy development and swiftly move ahead with as many projects as possible to take advantage of a) the opportunity to safe harbor projects by July 2026 and b) the opportunity to place new projects in service by December 2027.

Given the timeliness of these deadlines, it was disappointing to see very little attention and plan in NYPA's Updated Strategic Plan for how NYPA plans to accelerate the acquisition and buildout of renewables in order to take advantage of tax credits. Doing so would align with the massive sprint seen in the rest of the solar industry to safe harbor and fast-track projects. As all renewable developers are doing right now, we think the strategic plan should include more contingency planning in the event that project timelines get delayed and tax credit deadlines are missed. It is all the more important to increase the project queue, knowing that the sunset tax credits may increase project attrition. We urge NYPA to direct all resources necessary to meet this time-sensitive moment, leverage its public power to expedite project timelines, and speed up its project acquisition, especially over the next two years.

**NYPA must develop future-looking financing methods post-ITC sunset.** While we urge NYPA to join in the sprint to build projects before tax credits sunset, we recognize that more projects will be needed after 2027. The Updated Plan should include concrete alternatives and innovative financial planning to compensate for the loss of the ITC. The failure to meet our climate targets, paired with a federal pullback of funding for renewables, must be treated as an emergency, demanding creative new mechanisms for achieving state-level goals.

**Distributed Solar is critical to help NYPA increase its renewable buildout.** We are encouraged to see additional capacity added for distributed energy projects and encourage NYPA to continue to work with distributed energy contractors to build out new projects. Distributed Solar can be constructed relatively quickly, often with co-benefits for communities. Further, these small projects are likely going to be the most feasible path to getting more capacity in Con Edison territory, given space constraints.

**More outreach and education would yield more distributed solar projects.** In order to ramp up distributed solar and storage projects under 5 MW with community benefits, we encourage NYPA to hold statewide educational events for contractors and communities, sharing examples and a viable roadmap for potential projects. Many communities are interested in developing solar, and many distributed solar installers would likely be interested in co-development. Leveraging financial support and technical assistance from NYPA may be a way to advance these goals. As technical assistance providers for affordable solar projects, at Solar One we recognize the importance of direct outreach and education so that communities and individuals have a clear understanding of how they can participate. We would welcome the opportunity to support NYPA in these outreach and education efforts.

Overall, the rapid addition of four additional GW of capacity in NYPA's draft plan update since January demonstrates NYPA's ability to rapidly procure more renewable projects. We urge NYPA to at least double the capacity again and build at least 15 GW by 2030, the amount that has been calculated as necessary for us to meet the state's climate targets.

To this end, we also want to echo the Public Power Coalitions' calls for these additional revisions:

- Minimal proposed capacity is sited on public land or institutions. NYPA should substantially increase the number of such projects, in partnership with the agencies such as the Department of Education, MTA, and NYCHA.
- Fully decarbonize our public schools by siting utility-scale and distributed generation on SUNY and CUNY campuses and building enough capacity to meet their energy demands and related retrofits.
- Plan additional projects on brownfield sites to turn polluted land to a positive use, and take advantage of the Energy Communities Bonus Credit available for the duration of the ITC (until December 2027).
- Make all projects REACH eligible
- Commit to building enough downstate generation projects to replace NYPA's methane gas Peaker plants by 2030, as required by law. Peaker plants are a public health disaster for host communities, which are already heavily burdened by other polluting infrastructure.

Now is the time for bold leadership from NYPA and our state leaders. We are counting on NYPA to step in and accelerate renewable energy in New York, providing bill savings, family-sustaining jobs, and clean energy for New Yorkers.

Thank you for your consideration of these comments.

Kate Selden  
Senior Policy Manager at Solar One  
[kate@solar1.org](mailto:kate@solar1.org)

**Date: 9/12/2025**

**From: Steve Helmin, Stop Energy Sprawl**

Good Afternoon and thank you for the opportunity for an interview earlier today.

In addition to our spoken comments, I'd like to include the following bullet points (which may overlap somewhat with today's discussion) for your consideration. Please also consider the two attachments regarding previous conferral comments from Gary Abraham, Ginger Schroder, and Ben Wisniewski and an update prepared by Ms. Schroder for this year.

- Please share your thoughts on the State's progress toward CLCPA goals.
  - State is making poor progress on the overriding goal of reducing GHG emissions from electric generation
  - Over-reliance on wind / solar and the closure of Indian Point have increased the use of peaker plants – which have greater emissions per kWh than dual plants.
  - Further development and additional resources should be applied to more reliable, longer-lasting and resilient hydropower and nuclear
- Please share your thoughts on how NYPA can or should support CLCPA.
  - Consider building GHG-free plants that don't pave hundreds of thousands of forest & farmland acres.
  - New generation needs to be reliable & dispatchable
  - Do not abandon nuclear
  - Upstate Environmental Justice Communities / DACs are being ignored
  - Opposition and litigation of large-scale wind & solar power plant siting is on the increase and regularly involving higher levels of government. NYPA should avoid the fray.
- Please share your thoughts on what NYPA is already doing to support CLCPA.
  - NYPA's draft renewables plan is unrealistic, uneconomic, and unfair to targeted communities.
  - NYPA misidentifies EJ communities as being "helped" by some of its projects when those communities are resolutely and nearly unanimously opposed to the subject projects and have little to gain from them.
  - NYPA provides little guidance on its relationship with targeted communities or evidence of any significant interactions with those communities. NYPA failed to hold any of its draft renewables plan public hearings nearby to most every targeted community. Has NYPA provided comment or any input to any ORES case?

- The 51% ownership rule raises huge questions and concerns for targeted municipalities over the taxability of NYPA acquisitions and the continuance of PILOT, Host Community Benefit or other Agreements.
- Do you have anything else you would like to share for the record?
  - Many of those calling for even more projects are doing so under the guise of “Build Public Power” when NYPA’s plan is primarily a funding engine for for-profit companies – most of which are foreign or out-of-state.
  - Transparency needs to be improved.
    - NYPA should reference ORES DMM Case numbers and Developer’s project names when applicable
    - NYPA should be more forthcoming about its relationships with private corporations and stop relying on the over-used “corporate secrets” exemption in FOILs. These are widely seen as attempts to obfuscate and shield its intentions.
    - Ensure that documents and figures published are readable and referenceable (the map of targeted locations in the draft Renewables Plan is neither).

Thanks again for your kind attention and consideration to the very important subject of how we best meet our energy needs and preserve our environment and our communities.

Stephen Helmin  
President, Stop Energy Sprawl

# ULSTER COUNTY EXECUTIVE

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*County Executive*

**JAMIE CAPUANO**

*Deputy County Executive*

*Chief of Staff*



**JAMES AMENTA**

*Deputy County Executive*

**AMANDA LAVALLE**

*Deputy County Executive*

September 11, 2025

New York Power Authority  
123 Main St.  
White Plains, NY 10601

Dear Mr. Driscoll and NYPA Board of Trustees:

Thank you for this opportunity to provide comments on New York Power Authority's (NYPA) 2025 Renewables Updated Strategic Plan. NYPA's mission to lead New York's transition to a carbon-free and economically vibrant future presents an opportunity to partner with Ulster County to achieve local and statewide climate goals.

In the time since I issued Executive Order 1 of 2023, my administration has been working to align the County's goals and priorities with the Climate Leadership and Community Protection Act ("Climate Act") and meet 100% of the County government's electricity needs with local renewable resources by 2030. At the same time, the County also seeks to safeguard its agriculture soils, open spaces, and water resources in the siting process, as well as support benefits to host communities.

NYPA's Renewables Updated Strategic Plan ("the Plan") sets a goal of achieving 7 GW of the state's energy from renewable sources, a significant increase from the 3.5 GW identified in the 2024 plan. I commend NYPA for this forward-looking change consistent with the goals of the Climate Act and encourage the Authority to continue to set its sights on expanding upon this goal. Accelerated action by NYPA at this time can help bridge the anticipated gap caused by recent changes in federal policy that will slow the clean energy transition.

The Plan includes several new projects in Load Zone G serving the Mid-Hudson region. One of the largest of these projects is proposed for Ulster County – a 30MW solar farm planned on properties owned by the NYS Department of Corrections and Community Supervision (DOCCs) and associated with the Eastern Correctional Facility in the Town of Warwarsing. As noted in my letter of December 9 concerning the 2024 Draft Renewables Strategic Plan, this project would expand on a controversial solar development installed by NYPA and DOCCs in 2020, which has raised concerns for its impact on highly productive agricultural land. I am encouraged by comments in Section 13 of the Plan that commit to the protection of productive

farmland while providing for agrivoltaics options, including issuing an RFID on agrivoltaics, and look forward to reviewing that opportunity when it is announced.

I urge NYPA to engage the local community in a collaborative and transparent manner that seeks to understand and respond to local concerns, including the need to protect agricultural soils, provide public access to open space, and evaluate the potential of agrivoltaics at the site. Employing the Solar Smart Scorecard developed by NYSERDA's Agricultural Technical Working Group in the review and approval process, and working as partners with Ulster County, the Town of Wawarsing, Village of Ellenville, and local community, would serve to balance State and local agricultural and Open Space goals with renewable energy development.

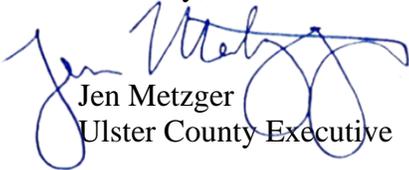
It is also important to point out that the Plan once again lists this project as actively benefiting a Disadvantaged Community (DAC). While the project is in a mapped DAC, it is an interconnection project that does not replace any polluting infrastructure (there are no fossil fuel plants in the County) and will not directly serve the community. We once again request that this inaccurate listing be corrected and that other large-scale renewable projects in the Plan be reviewed to ensure they benefit DACs.

As recommended in my December 2024 letter, I encourage NYPA to explore two brownfield sites in the Wawarsing area that could provide an estimated 10 MW worth of distributed renewable projects directly serving households in DACs, as well as other potential sites in the County that could diversify NYPA's portfolio of projects and better serve the communities of our region and Climate Act goals. At this time, the County has not heard specific feedback from NYPA on these recommendations, and we remain eager to discuss these potential projects with you.

In 2024, Ulster County was thrilled to receive a \$125,000 grant from the Department of Labor (DOL) through NYPA for its Renewable Energy Training Initiative that partners with business, education, and community groups to provide training sustainable energy careers. We remain enthusiastic about the grant and look forward to future collaboration with the state agencies while also encouraging DOL and NYPA take steps to streamline the process to enhance the impact of its grants in a timely manner. We note that that DOL/NYPA's approval process for the grant application required several consecutive legislative resolutions that slowed the project timeline, and we couldn't begin implementation until September of this year.

Thank you again for this opportunity to provide comments on NYPA's Renewables Update Strategic Plan. Please contact my office if you have any questions or would like to discuss these issues further.

Sincerely,



Jen Metzger  
Ulster County Executive



On behalf of the Workforce Development Institute (WDI), I am pleased to provide comments on the New York Power Authority's (NYPA) Draft Updated Strategic Plan and 2025 Conferral Process. For over a decade, WDI's energy and climate program has worked to advance high-road workforce development in alignment with New York's evolving policy framework. We recognize the importance of collaboration with statewide agencies such as NYPA and appreciate the invitation to contribute to your strategic planning and conferral processes.

WDI is a collaborative statewide workforce development non-profit that works to increase opportunities for all New Yorkers to access high-road employment. We work across many sectors and industries, including with unions in the Building and Construction Trades, private industry, and public sectors. We also work with scores of employers in manufacturing, transportation, healthcare, and non-profit sector. Our priority is to ensure working people have the opportunity to advance in the workforce and achieve economic self-sufficiency.

The comments below share a link to four main concepts: promoting high-road employment, the contributions of labor unions in New York's energy and climate goals, the importance of flexible, accessible resources to address training and education needs, and the value of integrated, strategic collaboration for energy and climate related workforce development.

The contributions of New York's labor unions are central to the State's energy and climate goals. Across the economy, unionized workers in the public sector, private industry, and Building and Construction Trades have a significant role to play in environmental remediation; infrastructure and the built environment; energy generation, storage, transmission, and distribution; transportation; and fueling. Through their collective bargaining and joint apprenticeship programs, they routinely work with their employment partners to keep their members' skills and credentials at the top of their respective fields. Understanding the diverse contributions and makeup of New York's labor unions is key to NYPA's strategic planning and conferral processes, including the design and provision of funding for training and education purposes. Labor standards such as prevailing wage, labor peace agreements, bona fide apprenticeship programs, and project labor agreements ensure energy and climate projects safeguard access to high-quality, middle-class careers. Labor union engagement is particularly important when it comes to the development of K-12 and youth outreach activities. The unionized Building and Construction Trades work directly with a number of apprenticeship readiness programs around New York State. These programs provide paid opportunities to learn foundational skills directly from experienced instructors, earn a competitive wage, access vital support services, and begin building a professional network in the industry. NYPA and its partners should continue to engage directly with New York's labor unions to make sure their members have a voice in these important planning processes.

The Southern Tier of New York is home to an active and growing ecosystem supporting the State's battery energy storage industry and its workforce. The ecosystem is led by Binghamton University and NY-BEST through New Energy New York (EDA-designated Tech Hub) and the NSF Energy Storage Engine which includes partners in industry, research, higher education, workforce development, and government. WDI brings its expertise and connections to this group's workforce development task force, which is committed to creating industry-aligned training pathways to quality careers that support sustainable clean energy development and utilization. To understand the needs and aims of New York's battery energy storage ecosystem,

its partners should be engaged regularly and directly as part of any strategic planning process as well as in the design of workforce-related funding or programming.

New York's transition to a fully zero-emission school bus fleet is underway. In addition to the financial and planning resources available to districts and contractors, industry-validated training and education resources should be available for the more than 40,000 pupil transportation workers around the State. No-cost programs like WDI's eSchool Bus Pre-training Course ([eschoolbusworkforce.org](https://eschoolbusworkforce.org)) help prepare mechanics, drivers, aides, dispatchers, and other professionals understand battery-electric vehicle technology and adopt a proactive approach to navigating the transition. As part of its transportation activities, NYPA and other state agencies should consider effective ways to meet the training and education needs of pupil transportation workers, a large portion of which are unionized.

WDI's decades of experience administering workforce grants have taught us the value of making workforce funding accessible, flexible, and designed to drive meaningful impact for workers. We've also learned that well-resourced funding programs can still leave gaps that ultimately reduce or halt participation for the intended audience. When designing and administering workforce funding programs, funders should consider how they can effectively and transparently act to facilitate access to in-demand training connected to high-road employment pathways. This may mean providing funding for activities that remove barriers to access, such as child care, transportation, and supplies.

New York State's nuclear energy workforce is highly unionized. WDI supports workforce strategies that value and lift up these workers on the operations and maintenance sides of the industry to provide them the knowledge, skills, and certifications they need and ensure safe, sustainable advanced nuclear construction, operations, and maintenance as part of the State's overall energy portfolio.

Every year, WDI takes part in dozens of career exploration events all around the state. We've learned that these events are most impactful when they are part of a diversified strategy to empower young people and their families to make informed decisions on education and career paths. Early exposure combined with sustained, real-world learning opportunities can give students the information and agency they need to navigate difficult decisions about their learning and career paths. Career fairs and expos should be combined with curricular integration, facilitated hands-on experiences, direct contact with skilled industry representatives, educational opportunities for educators like the NYS Department of Labor Teacher Ambassador Program, and thoughtful approaches to evaluation. By integrating resources like ApprenticeshipWorks ([ApprenticeshipWorksNY.org](https://ApprenticeshipWorksNY.org)), an online source for apprenticeship and pre-apprenticeship programs, young people, educators, job seekers, workforce developers, and families can learn about the components of apprenticeships and why unionized Building and Construction Trades are the gold standard for earn-and-learn career programs. These programs and events also require financial resources to be well run, so workforce funders should include them in their eligible pool of activities.

Digital literacy, broadly defined as "the skills associated with using technology to find, evaluate, organize, create, and communicate information" (Museum and Library Services Act, 2010) is indispensable for the modern worker. These skills are found in every aspect of energy and climate work. They are prerequisites for any career in today's labor market and is organized into two broad categories: foundational (basic computer operation, using the internet, creating documents, sending email, etc.), occupation-specific (e.g. VR/AR use, industry-software, blueprints, healthcare applications, artificial intelligence, etc.). For years, WDI has supported digital literacy programs that directly train workers and funded capacity building for union

training programs, workforce developers, and industry employers. The emergence of artificial intelligence only underscores the imperative to empower workers to be proactive about AI and the skills needed to responsibly harness its potential. Without foundational digital literacy, AI will pass workers by, robbing them of its opportunities and threatening their advancement. WDI is committed to ensuring that workers, labor unions, and education partners are supported in designing accessible foundational training on AI. We are equally committed to supporting the development and adoption of ethical and governance guidelines. We encourage other workforce development organizations and funders to do as well.

Thank you very much for the opportunity to provide comments to your organization.

A handwritten signature in black ink that reads "Amy Desjardins". The signature is written in a cursive, flowing style.

Amy Desjardins, Executive Director  
Workforce Development Institute, WDI  
[adesjardins@wdiny.org](mailto:adesjardins@wdiny.org)

August 28, 2025