



Siting & Permitting 101: Large Clean Energy Infrastructure Facilities

Department of Public Utilities' Siting Division and Division of Public Participation

September 17, 2026

- 12:00-12:20: Siting and Permitting Provisions in the 2024 Climate Act
- 12:20-12:35: Pre-filing Consultation and Engagement Requirements and Introduction to New Tools
 - Site Suitability Tool
 - Cumulative Impact Analysis
- 12:35-12:55: EFSB Adjudicatory Process for Clean Energy Infrastructure Facilities
- 12:55-1:00: Intervenor Support Grant Program
- 1:00-1:25: Q&A
- 1:25-1:30: Closing





- Reforms the siting and permitting process for clean energy infrastructure facilities
- Improves speed & efficiency of permitting to meet growing energy needs
 - New category of infrastructure: Clean Energy Infrastructure Facilities (“CEIF”)
 - Establishes deadline for decision on a proposed project; constructive approval if decision is not made within timeframe
- Energy Facilities Siting Board (EFSB or Siting Board) has authority to issue all necessary state, regional, and local permits for CEIF
 - “Consolidated Permit” – Large CEIF and Optional for small transmission and distribution CEIF;
 - all state, regional, and local permits issued by EFSB
 - “Consolidated State Permit” – Small solar and storage CEIF; all state permits issued by EFSB
- More meaningful community & stakeholder engagement in pre-filing and review processes
- Requires consideration of recommended permit conditions by Local Governments and state permitting agencies
 - Permissive intervention for municipalities and state permitting agencies

Implementation of new Consolidated Permit Program in effect July 1, 2026



- Establishes new Intervenor Grant Support Program (220 CMR 34.00)
- Creates new tools
 - Cumulative Impact Analysis and Site Suitability tools (980 CMR 15.00)
 - Guidance for Community Benefits Plans and Agreements
- Expands Siting Board membership; establishes new mandate, scope of review, and required findings
- Creates new Massachusetts Energy Siting Hub (MESH) Portal for siting and permitting **(to be launched soon!)**
- Establishes DPU Division of Public Participation (DPP) to lead on EFSB Pre-filing Outreach Period (980 CMR 16.00) and Intervenor Support Grant Program (220 CMR 34.00)

Energy Facilities Siting Board Regulations Governing Large Clean Energy Infrastructure Facilities

- [980 CMR 1.00](#) (Adjudicatory Procedures)
- [980 CMR 2.00](#) (Board Procedures)
- [980 CMR 13.00](#) (Consolidated Permit Application)
- [980 CMR 13.00 Guidance](#)
- [980 CMR 14.00](#) (De Novo Adjudication)
- [980 CMR 15.00](#) (Cumulative Impact Analysis/Site Suitability Criteria)
- [980 CMR 15.00 CIA Report Template](#)
- [980 CMR 16.00](#) (Pre-Filing Engagement)
- [980 CMR 16.00 Checklist](#)
- [980 CMR 17.00](#) (Constructive Approval)
- [Common Conditions](#) (980 CMR 13.00 Guidance)
- [Baseline Standards](#) (980 CMR 13.00 Guidance)



To Access the Final Regulations

Search “EFSB Permitting Dashboard” on the Mass.gov webpage

The **Intervenor Support Grant Program** is governed by Final Regulations, 220 CMR 34.00.

- [220 CMR 34.00 Final Regulations](#)

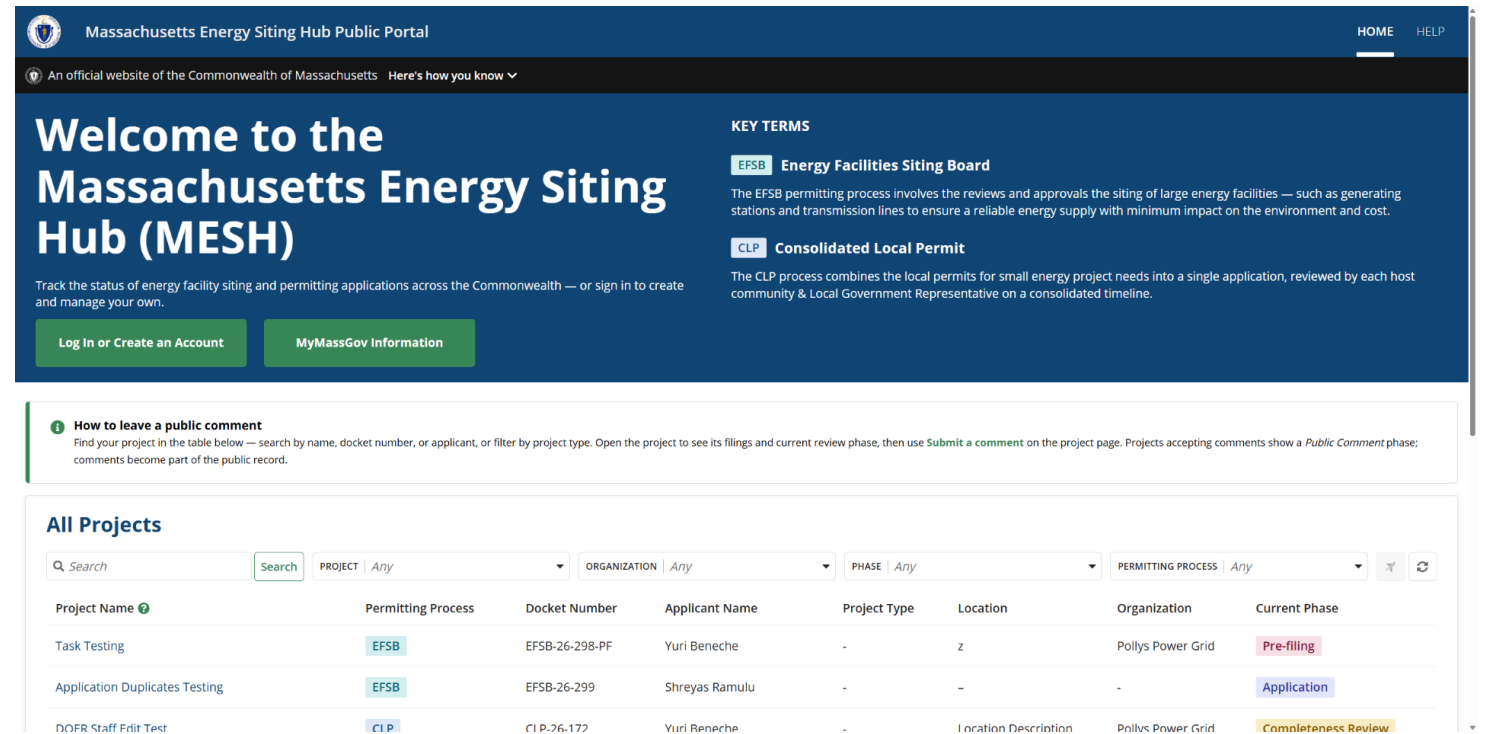
Regulations Governing Application Fees, [220 CMR 32.00](#)

Regulations Governing Consolidated Local Permitting

DOER’s Siting and Permitting Division’s regulations streamline the permitting of small clean energy infrastructure projects.

- [225 CMR 29.00 - Small Clean Energy Infrastructure Facility Siting and Permitting](#)

- **Massachusetts Energy Siting Hub (MESH) Portal**
- New information filing portal for consolidated permitting for EFSB and Local Governments
 - Transparent and easy to find information regarding a CEIF project
 - Communication tool for participants in an adjudication
 - EFSB consolidated permitting activities dashboard
- Launching soon with forthcoming trainings – stay tuned!



The screenshot shows the homepage of the Massachusetts Energy Siting Hub Public Portal. The header includes the state seal and navigation links for HOME and HELP. A banner section welcomes users to the MESH portal, providing links to log in or create an account, and access to MyMassGov information. It also features a 'KEY TERMS' section defining EFSB (Energy Facilities Siting Board) and CLP (Consolidated Local Permit). Below this, a 'How to leave a public comment' section explains the process. The main content area is titled 'All Projects' and contains a search bar and a table of active projects.

Massachusetts Energy Siting Hub Public Portal

An official website of the Commonwealth of Massachusetts | Here's how you know

Welcome to the Massachusetts Energy Siting Hub (MESH)

Track the status of energy facility siting and permitting applications across the Commonwealth — or sign in to create and manage your own.

[Log In or Create an Account](#) | [MyMassGov Information](#)

KEY TERMS

EFSB **Energy Facilities Siting Board**
The EFSB permitting process involves the reviews and approvals the siting of large energy facilities — such as generating stations and transmission lines to ensure a reliable energy supply with minimum impact on the environment and cost.

CLP **Consolidated Local Permit**
The CLP process combines the local permits for small energy project needs into a single application, reviewed by each host community & Local Government Representative on a consolidated timeline.

How to leave a public comment

Find your project in the table below — search by name, docket number, or applicant, or filter by project type. Open the project to see its filings and current review phase, then use **Submit a comment** on the project page. Projects accepting comments show a **Public Comment** phase; comments become part of the public record.

All Projects

Search [] [Search] PROJECT Any ORGANIZATION Any PHASE Any PERMITTING PROCESS Any

Project Name	Permitting Process	Docket Number	Applicant Name	Project Type	Location	Organization	Current Phase
Task Testing	EFSB	EFSB-26-298-PF	Yuri Beneche	-	z	Pollys Power Grid	Pre-filing
Application Duplicates Testing	EFSB	EFSB-26-299	Shreyas Ramulu	-	-	-	Application
DOFR Staff Edit Test	CLP	CLP-26-172	Yuri Beneche	-	Location Description	Pollys Power Grid	Completeness Review



Large Generation (\$69T) – Solar, Onshore Wind, Anaerobic Digesters ≥ 25 MW



Large Energy Storage System (\$69T) – ≥ 100 MWh



Large Transmission Infrastructure (\$69T) (and ancillary facilities)

- ≥ 69 kV and ≥ 1 mile (new corridor)
- ≥ 115 kV and ≥ 10 miles (existing corridor) (except reconductoring at same voltage)
- New transmission infrastructure (including substations/structures requiring zoning exemptions)
- Facilities needed to connect offshore wind to grid



Small Transmission Infrastructure (\$69U) (and ancillary facilities)

- < 1 mile (new corridor)
- < 10 miles (existing corridor)
- Distribution-level projects meeting a size threshold TBD by DOER
- Reconductoring/rebuild at same voltage
- Substations/upgrades not requiring zoning exemptions

EFSB OPT-IN BY DEVELOPER

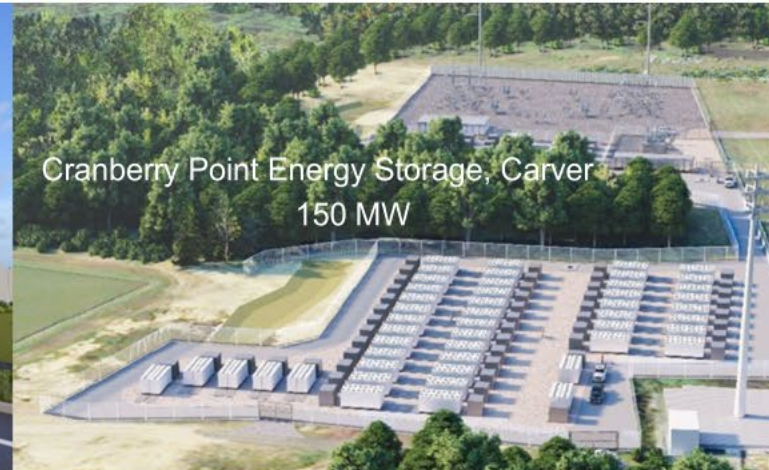
Small Generation and Small Energy Storage projects (\$69V) where the developer opts for a Consolidated State Permit need to follow EFSB pre-filing requirements, if Applicant is not seeking a Consolidate Local Permit.

A request for **de novo adjudication of a Local Consolidated Permit decision** submitted to the EFSB per § 69W, would not require additional pre-filing process.

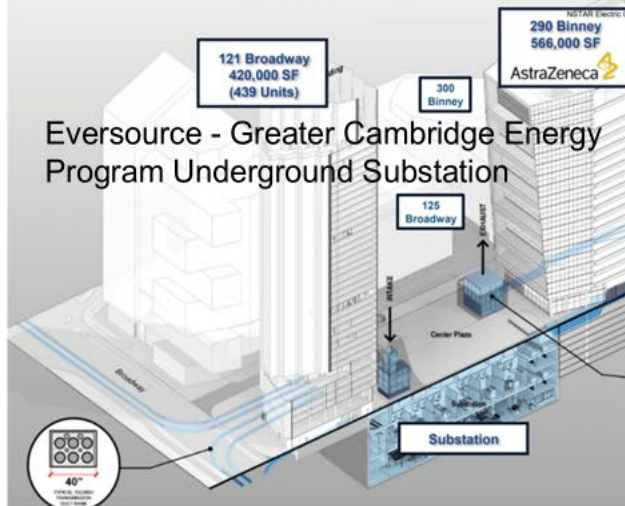
Examples of Large Clean Energy Infrastructure Facility Projects – EFSB



Trimount Energy Storage, Everett
700 MW



Cranberry Point Energy Storage, Carver
150 MW



Eversource - Greater Cambridge Energy
Program Underground Substation



Eversource – Sudbury-Hudson
Reliability Project 115kV
Underground Transmission Line



Hoosac Wind Farm
Florida, MA 30 MW



- **Pre-filing Phase** –agency consultation and community engagement (see below)
- **Adjudicatory Phase**
 - **Notice/public comment hearing** – Applicant files Application → Completeness Determination → Notice issued → public comment hearing/comments → intervention/limited participation
 - **Evidentiary process** – pre-filed testimony → discovery → evidentiary hearings → Conditions Conference → briefing
 - **Decision** – Staff drafts Tentative Decision → TD issued for comment → Siting Board meeting for deliberation and vote → Final Decision
- **Compliance & Enforcement Phase** - appeals to SJC (if any) → compliance filings and enforcement by permitting enforcement agencies



Pre-filing process

Division of Public Participation (DPP)



- Overseen by DPU Division of Public Participation (DPP)
- Provides expanded opportunities for input by Key Stakeholders and Community before project is filed with Siting Board
- Offers flexibility; does not specify timing or duration for completion of pre-filing requirements

Overview of Requirements for the Pre-filing Outreach Period



Applicant Requirements during Pre-filing Outreach Period



Applicant Actions



Share project description and purpose



Location map



Project impacts and benefits



Any alternative sites/routes under consideration



List of Key Stakeholders and relevant Agency Consultations



List of meetings already held or planned



Establish a project webpage

Purpose

- ✓ Discuss proposed outreach plan
- ✓ Clarify pre-filing consultation and engagement requirements
- ✓ Receive guidance on who constitutes Key Stakeholders
- ✓ Consider and incorporate input received



Consultation with MEPA Office and Agency Consultations

Applicant Actions



Hold at least one meeting with the MEPA Office and relevant state and local permitting agencies; schedule other meetings as needed



Provide basic project details and list of required local, state, and federal permits



Present copies of draft applications for relevant state and local permits and copies of draft permits, if available



Describe the site selection process and how Site Suitability Criteria and CIA, as applicable, were incorporated into site selection



Identify any Burdened Areas in proximity to project location and Burdened Areas that touch any parcel boundaries



Share preliminary information on environmental and public health impacts and potential avoidance, minimization and mitigation measures



Provide updates on ongoing studies and design changes

Agency Actions

- ✓ Provide feedback on compliance with regulatory requirements
- ✓ Recommend best practices to avoid or minimize project impacts
- ✓ Provide recommendations on studies or analyses to inform review of permitting agencies

Actions for Applicants



Meet Key Stakeholders early



Create and maintain a Project email distribution list. Share information on how to sign up and provide quarterly updates.



Present project benefits and impacts and how Site Suitability Criteria, if applicable, and Cumulative Impact Analysis are informing site or route selection



Publicize project information through at least two outreach channels and keep the project webpage current



Hold at least two public meetings; allow for in-person and virtual participation. Use other engagement channels such as open houses, workshops, or meetings to discuss specific topics about the Project



Note availability of Intervenor Support Grant Program funding and information on how to request translation and/or interpretation services in outreach materials



Summarize comments received, how they were considered and any modifications made to project design in response

Actions for Key Stakeholders & Community Members

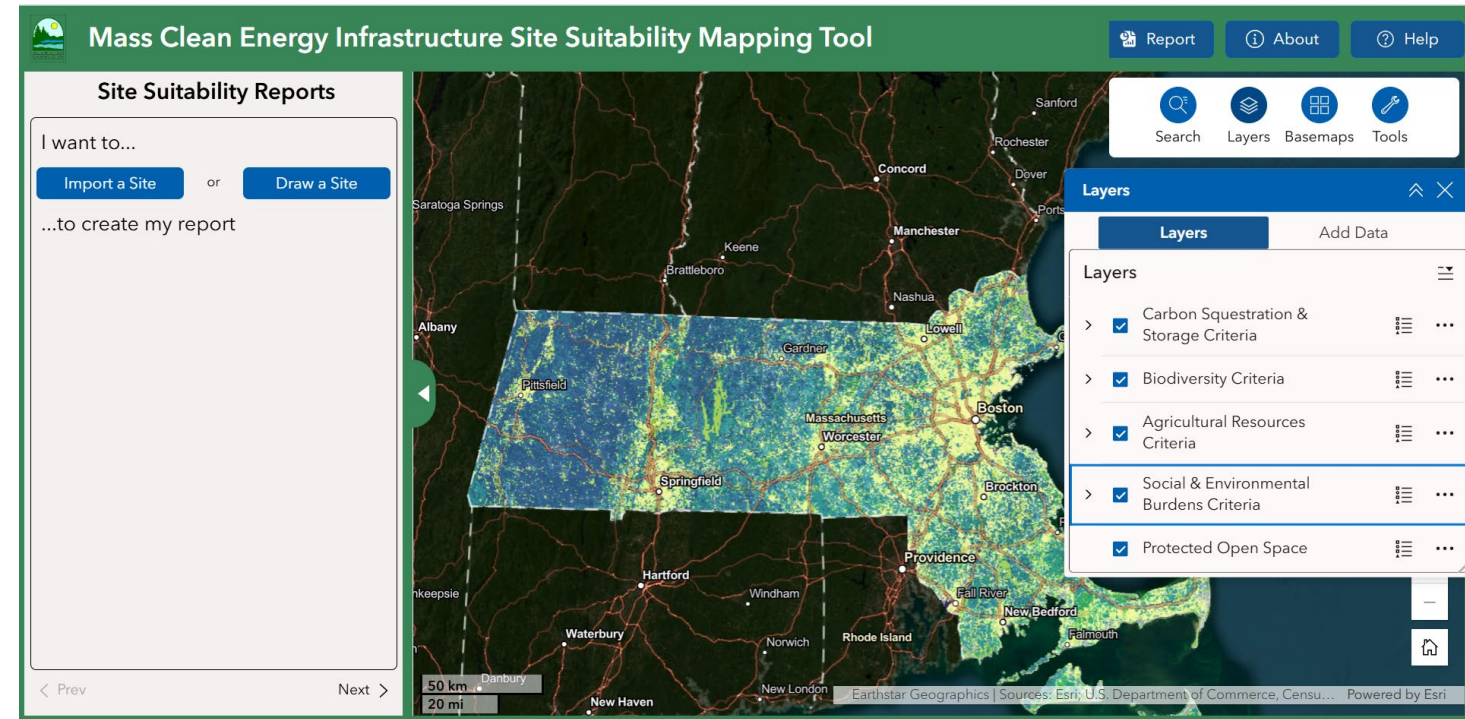
- ✓ Attend Key Stakeholder and public meetings, ask questions, explain local concerns, and identify issues for consideration
- ✓ Sign up to the project email distribution list and keep informed about the project through the project webpage
- ✓ Share oral and written comments on project impacts, site design choices, and potential avoidance, minimization, or mitigation measures
- ✓ Request translation or interpretation support when needed
- ✓ Consider if you would like to intervene once the application is filed with the Siting Board and if you would like to apply for funding through the Intervenor Support Grant Program



Applicant			
	DPP	Board	Local Government and state permitting agencies
Pre-filing Notice (Submit no less than 60 days and no more than 90 days prior to filing an Application with the Board)	✓	✓	✓
Pre-filing Engagement Completion Checklist	✓	✓	✓
Supporting documentation with Pre-filing Engagement Completion Checklist	✓		
Copies of draft permit application and draft permit with recommended conditions			✓ May file comments with DPP and Applicant within 30 days. The Applicant may submit a response within 7 days.

DPP Opinion to Board	
DPP	DPP Opinion to Board
DPP will consider any feedback received from Local Government and state permitting agencies and the Applicant’s response.	✓ Whether pre-filing requirements are met, insufficient, or incomplete ✓ Identify any significant concerns raised by Local Government and state permitting agencies, and the Applicant’s response

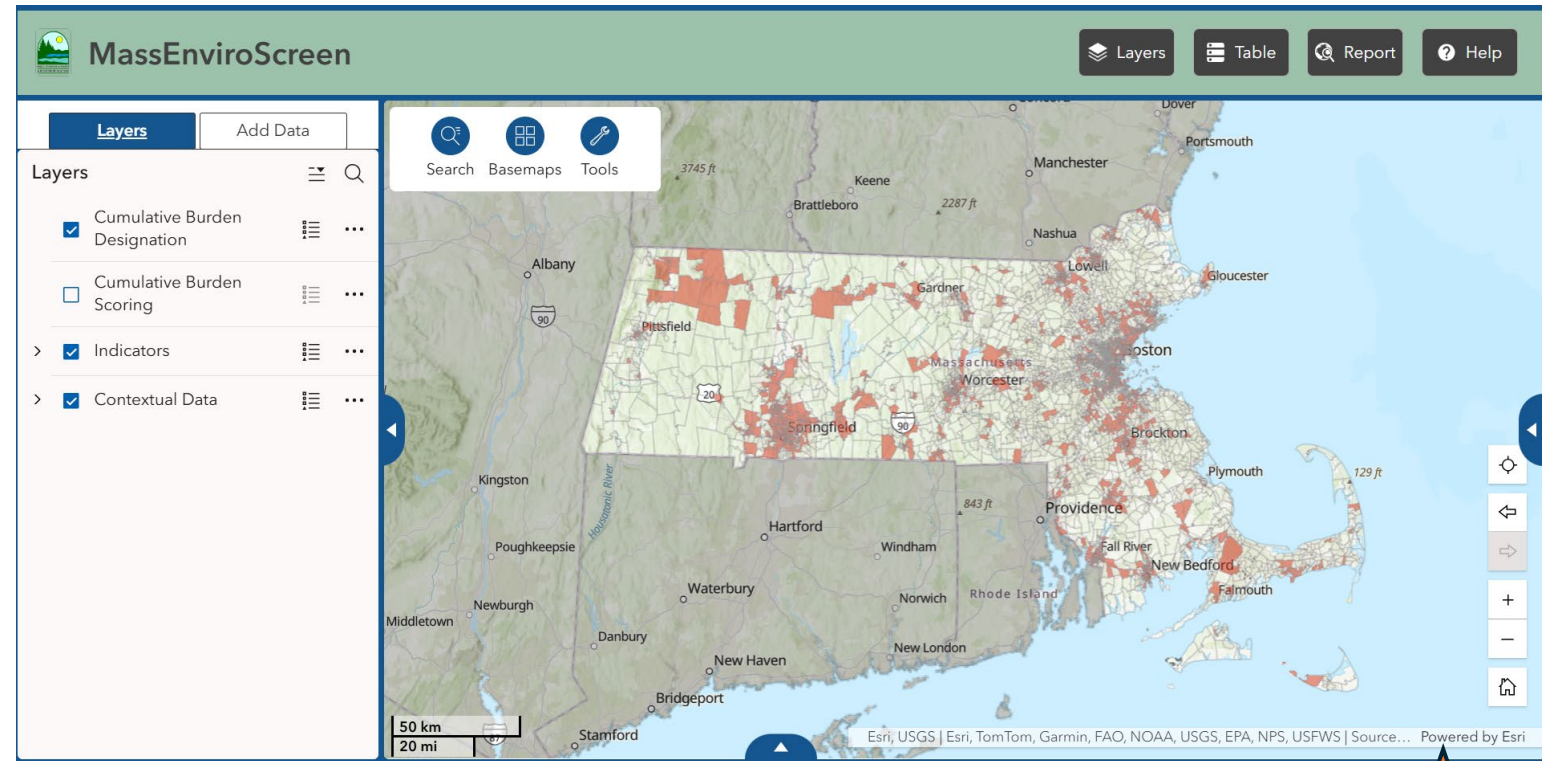
- Site Suitability Mapping Tool makes use of publicly available datasets/tools to evaluate sites based on the following criteria:
 - Climate Change Resilience
 - Carbon storage and sequestration
 - Biodiversity
 - Agricultural resources
 - Social & environmental burdens
- Tool used before or during the Pre-filing Outreach Period to inform input on project design or alternative sites
- The results of the Site Suitability Report are considered during the EFSB adjudicatory process



For more information on Site Suitability and the Mapping Tool

Search “Site Suitability Assessments for Clean Energy Infrastructure” on the Mass.gov webpage

- Cumulative Impact: The combined effects of past and present private, industrial, commercial, federal, state, or municipal projects, operations, development, and other economic activities, in addition to the effects of the proposed project on:
 - The environment
 - Public health
 - Reasonably foreseeable effects of climate change
- During the Pre-filing Outreach Period, in consultation meeting(s) with Local Government and state permitting agencies, Applicants shall:
 - Describe the site selection process and how Site Suitability Criteria and CIA, as applicable, were incorporated into the site selection, AND
 - Identify any Burdened Areas in proximity of project location and Burdened Areas that touch any parcel boundaries



**For more information on the
MassEnviroScreen**

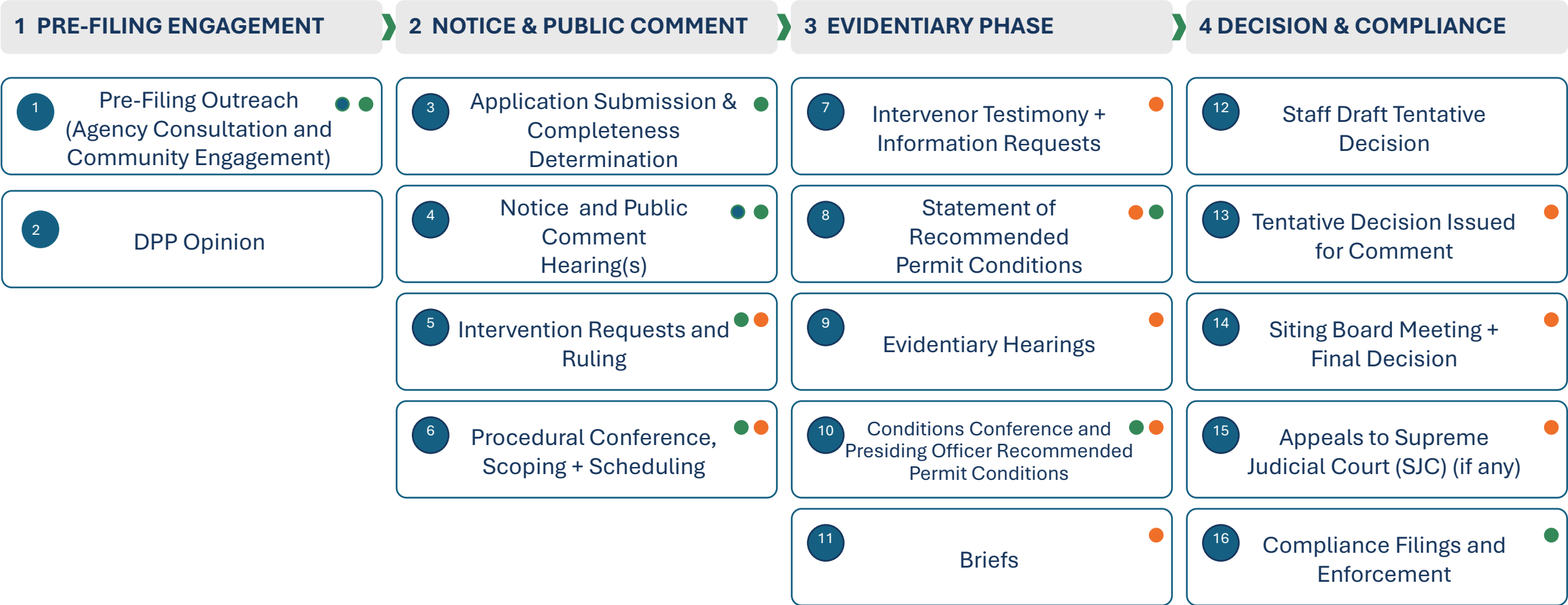
Search “Cumulative Impact Analysis”
on the Mass.gov webpage



Consolidated Permitting Process

Energy Facilities Siting Board (EFSB)

Overview of EFSB Consolidated Permitting Process





- EFSB Consolidated Permit includes:
 - Individual state permits and approvals using existing state agency application forms, and substantive regulatory requirements
 - Local* permits and approvals (if applicable) with Applicant choice of either:
 - (1) DOER Consolidated Local Permit application form; or
 - (2) Individual Local application forms, for each local permit and municipality
 - EFSB “Construction Permit” addresses applicable EFSB statutory requirements (e.g., need, minimization of cost and environmental impact, reliability, project/route alternatives, public health and safety, climate change, policies of the Commonwealth, etc.)
 - Zoning Bylaw Exemption (if applicable)

*The 2024 Climate Act includes Regional Permit Enforcement Agencies (like the Cape Cod Commission) in the definition of Local Government



- EFSB required to establish a "common standard application" for a:
 - (1) Consolidated Permit (all state and local permits); and
 - (2) Consolidated State Permit (all state permits) (collectively, an “EFSB Consolidated Permit”)
- Application Guidance describes requirements of an EFSB Consolidated Permit Application to be prepared by an Applicant
 - Application Guidance includes requirement for state permit application forms and draft permits
 - For local permit application forms and draft permits, the Applicant has choice of either:
 - DOER Consolidated Local Permit application form; or
 - Individual Local application forms, for each local permit and municipality
 - Applicant includes applicable conditions (including “Common Conditions”)
 - Completeness determination within 30 days of filing (Checklist in Application Guidance)
 - Application Guidance includes Fees Worksheet to catalog agency fees

To Access the Guidance Documents

Search “**EFSB Permitting Dashboard**” on the Mass.gov webpage





Adjudicatory Process

- Application - Applicant includes draft permit applications and draft permits (with recommended conditions) in Application filed with EFSB
 - The Presiding Officer may communicate with Local Government and state permitting agencies during Completeness Determination
- Public Comment Hearing and comments – Local Government and state permitting agencies may participate
- Intervention – Local Government and state permitting agencies may provide notice of intervention in the proceeding – can submit discovery and participate in hearings/briefs
- Statements of recommended permit conditions - filed by Local Government and state permitting agencies
- Conditions Conference – Presiding Officer provides proposed conditions from record; Local Government and state permitting agencies file comments on the proposed conditions; Presiding Officer issues Recommended Permit Conditions and Requirements
- Local Government and state permitting agencies may file briefs and/or comments to the Siting Board (in writing or orally)

Compliance and Enforcement – Permitting Agencies enforce their permit conditions

- Alleged violations filed through portal; notification to Permitting Agency

Burdened Area (BA): Census Block Group that meets one or both of the following criteria:

Cumulative burden percentile score (using the MassEnviroScreen) of 75 or greater, OR

Annual median household income is 65 percent or less of the statewide annual median household income

Applicant Actions

- 1 Identify the Specific Geographical Area (SGA) of the Project
 - 2 Determine if the SGA overlaps with any Burdened Areas (BA)
 - 3 Identify Indicator values and any Elevated Indicators of the BA
 - 4 Identify Project Impacts (positive or negative), including Disproportionate Adverse Effects, in the BA related to Elevated Indicators
 - 5 Propose remedial actions for any Disproportionate Adverse Effects
- } Analysis Using MassEnviroScreen



- The Board assesses whether the CIA Report meets regulatory criteria pursuant to 980 CMR 15.11 (per below).
- The Board shall:
 - Assess the adequacy of the CIA Report and Site Suitability Report, including whether the Applicant, if required to, presented a comprehensive analysis of whether its Project Impacts will result in a Disproportionate Adverse Effect, and make findings based on that review.
 - Make findings as to whether the Applicant has given due consideration to the Cumulative Impact of the Project, and whether the Applicant has adequately undertaken actions to avoid, minimize, or mitigate any Disproportionate Adverse Effects from the Project.
 - Consider whether an Applicant has made reasonable efforts to consider and develop a Community Benefit Plan or Community Benefit Agreement.



- Applicants use the Site Suitability Mapping Tool to derive the anticipated Criteria-Specific Suitability Scores for a proposed CEIF.
- The Applicant files Site Suitability Report (“SSR”) with its EFSB Consolidated Permit Application.
- Applicant or Key Stakeholder may request a score revision by the Director if Criteria-Specific Site Suitability Scores are based on materially erroneous, incomplete, or otherwise faulty data.
- The Board shall consider the SSR in its route and site scoring analysis, if applicable; Criteria-Specific Suitability Scores are used to inform the Board’s decisions on avoidance, minimization, and mitigation of Project Impacts, and its overall decision on whether to grant a Consolidated Permit.



- 2024 Climate Act establishes deadlines for EFSB review of CEIF Applications
- If the Siting Board does not issue a Final Decision on an Application for a Consolidated Permit by the statutory deadline, the Application (including zoning exemptions, if requested) is constructively approved*
 - 15-months for Large CEIF
 - 12-months for Small CEIF
 - *Constructive Approval does not apply to fossil fuel facilities, or de novo adjudication under Section 69W*
- Conditions Conference is important to provide tailored conditions for Constructive Approval. Local Government, state permitting agencies, and Parties can provide input
- Constructive Approval would take effect by law and requires no further action by the Siting Board – is a final decision appealable to the SJC



De Novo Adjudication of Consolidated Local Permits (980 CMR 14.00)

- Small CEIF generally permitted at the local level – 12 month deadline for review
- De Novo Adjudication process (§ 69W) may result in an EFSB-issued “Consolidated Local Permit” for small projects
- Expedited process
 - 6 months when the Local Government has already made a decision
 - 12 months for transfer of review where Local Government lacks resources to review
- Decision made by the Siting Board Director; Appeals directly to the Supreme Judicial Court (SJC)

Two types of *De Novo* Adjudications

- Objection by Applicant, or other persons "substantially or specifically affected" by a Final Decision of Local Government (or a local Constructive Approval)
- Transfer of a Consolidated Local Permit Application, at request of Local Government, when it lacks resources, capacity or staffing (EFSB conducts review)

Parties

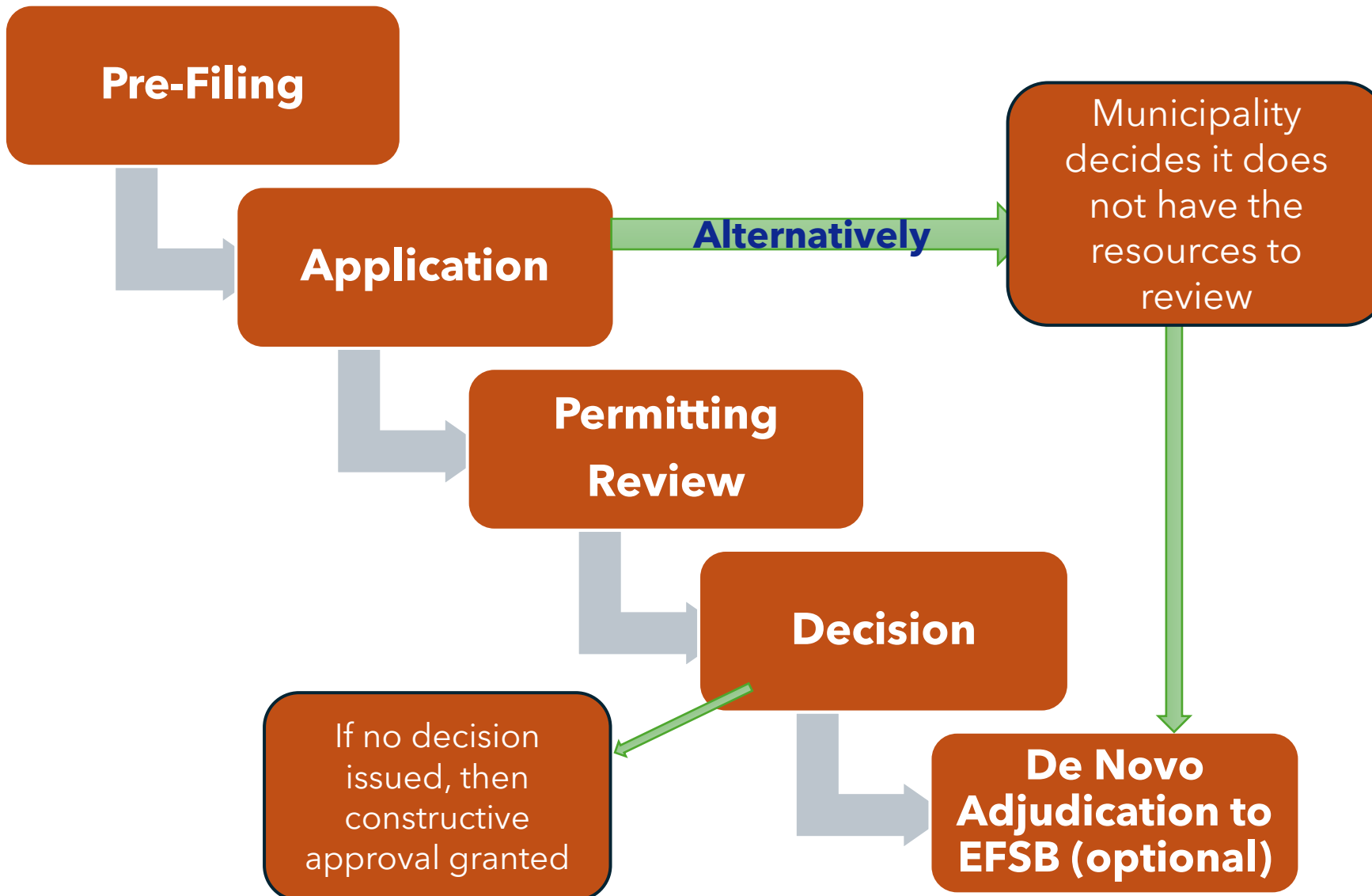
Applicant and Municipality automatically parties + others who are substantially and specifically affected by the Project

Standard for Decision

Director shall review the Final Decision of the Local Government for:

1. consistency with 225 CMR 29.00, established pursuant to M.G.L. c. 25A, § 21; [DOER's rules] and
2. consistency with M.G.L. c. 164, § 69H [EFSB mandates under the 2024 Climate Act].

Consolidated Local Permitting Process Overview (DOER Regs & Guidance)





Intervenor Support Grant Program

Division of Public Participation



- The Program provides financial assistance to eligible organizations, community groups, and certain governmental bodies who are presently or historically unable to participate in proceedings before the Department of Public Utilities (“Department”) and Energy Facilities Siting Board (“Siting Board”) because of financial hardship, inadequate resources, or lack of technical expertise.
- Provides diverse voices a seat at the table and an opportunity to influence decisions
- Allows grantees to cover fees for attorneys, expert witnesses, community experts, administrative, and other eligible expenses
- Funding is available for proceedings initiated on or after July 1st, 2026
- Administered by the Division of Public Participation (DPP)

Only parties granted intervenor status are eligible to receive grant funding

Ineligible Entities include Individuals, Limited Participants, and those whose petitions to intervene are not granted



Grant Application and Award Information

Grant Application should be submitted via Grant Management System (GMS)

- Demonstrate significant financial hardship
- Provide information about last 3 proceedings applicant intervened in, if applicable
- Describe applicant's position and interest in the proceeding
- Describe a plan for participation in the proceeding, including expected contribution to evidentiary record
- Detail the applicant's unique perspective
- Include the following: Itemized Budget, Attorney and Expert Information Form, Electronic Funds Transfer Form, W-9 with TIN, Form 990

Award Amounts

- Up to \$150,000 per Grantee
- Up to \$500,000 across all Grantees in a Proceeding

Ineligible Uses



Purchase or lease of equipment



Political lobbying



Advertising/marketing to publicize Grantee's view on proceeding



Costs to appeal DPU or EFSB final decision in proceeding



Other unlawful, unethical, or improper uses

Additional Resources



- [Navigating Pre-filing Requirements for Large Clean Energy Infrastructure Projects](#)
October 6th, 12:00 - 1:00pm
- [The Intervenor Support Grant Program: An Overview and How to Apply](#)
October 29th, 1:00 - 2:00 pm
- [Navigating Pre-filing Requirements for Large Clean Energy Infrastructure Projects](#)
November 12th, 11:00 am – 12:00 pm
- [Becoming an Intervenor: Understanding the Process and Applying for the Intervenor Support Grant Program](#)
December 3rd, 12:00 - 1:30pm



- [EFSB Permitting Dashboard | Mass.gov](#)
 - This EFSB Permitting Dashboard provides information on projects, the process to implement new regulations, and upcoming events.
- [Intervenor Support Grant Program | Mass.gov](#)
 - This page provides information on the Intervenor Support Grant Program
- [Events | Mass.gov](#)
 - Visit this page to sign up for our upcoming webinars

Q&A Session