

# Boardman to Hemingway Community Advisory Process

## Final Report

**Purpose of Process:** *Community partnership and collaborative effort to identify a proposed route for the Boardman to Hemingway Transmission Line Project.*

*Prepared by*  
**Delivery Planning  
Department  
and  
Rosemary B. Curtin, Inc.**

**February 2011**



## Table of Contents

Executive Summary .....	4
Introduction .....	5
Idaho Power’s Community Advisory Process Goals.....	9
Community Advisory Process .....	10
<i>Project Advisory Team Formation</i> .....	11
<i>Community Advisory Process Step #1</i> .....	13
<i>Community Advisory Process Step #2</i> .....	19
<i>Community Advisory Process Step #3</i> .....	26
<i>Community Advisory Process Step #4</i> .....	30
Conclusion .....	31

## List of Appendices

- Appendix A – Community Advisory Process Flow Diagram
- Appendix B – Initial One-on-One Meeting Questions
- Appendix C – Community Criteria
- Appendix D – Regulatory and Engineering Criteria Materials
- Appendix E – Planning Evaluation of PAT Routes S13, S6, S25 and C13
- Appendix F – Technical Analysis of Revised Routes: Permitting, Construction Difficulty and Mitigation Cost Analyses
- Appendix G – Technical Analysis: Regional Comparison

## Executive Summary

Idaho Power proposes to construct, operate and maintain a new 500 kilovolt, single-circuit, electric transmission line from a proposed substation near Boardman, Oregon to the Hemingway Substation near Melba, Idaho – known as the Boardman to Hemingway Transmission Line Project. The Boardman to Hemingway Transmission Line Project will improve the delivery of electricity to Idaho Power’s customers and enhance bulk electrical system reliability throughout the Northwest.

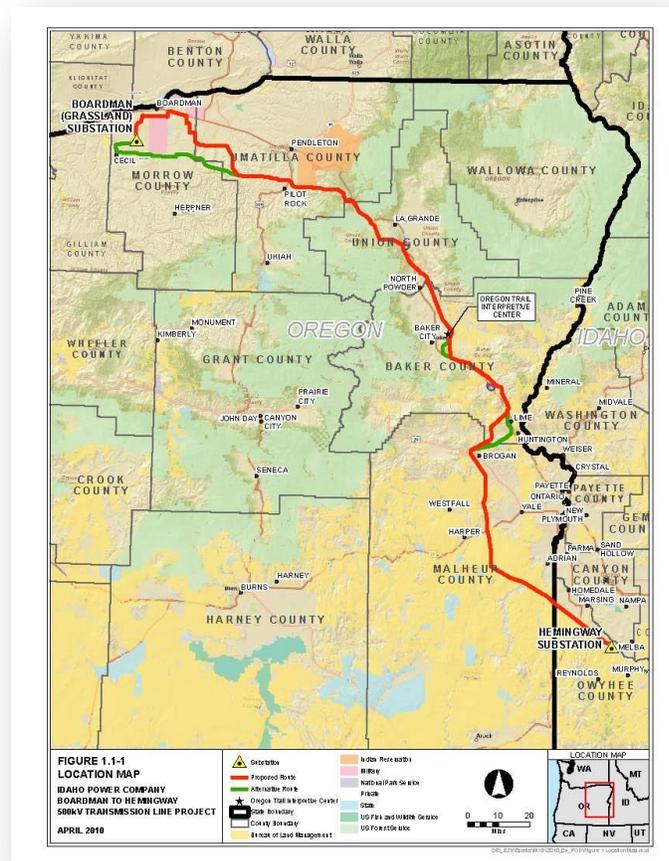
Following a year-long comprehensive public process, Idaho Power has selected a proposed route for the transmission line, which is now subject to federal and state review. The initial process of identifying a route began in late 2007 when Idaho Power submitted documents to the Bureau of Land Management, U.S. Forest Service and Oregon Department of Energy–Energy Facility Siting Council. After initial public involvement activities held in October 2008, Idaho Power determined there was a large amount of opposition to the original route for the Boardman to Hemingway Transmission Line Project. In response, Idaho Power paused the federal and state review processes and implemented the comprehensive public process to gather more input.

Idaho Power hired a local public-involvement consulting firm, Rosemary B. Curtin, Inc. (RBCI), to help develop and facilitate a strategic public process to find a route that would be acceptable to both Idaho Power and the communities in eastern Oregon and southwestern Idaho.

The four objectives and steps of the Community Advisory Process were to:

1. **Identify community issues and concerns.**
2. **Develop a range of possible routes that address community issues and concerns.**
3. **Recommend proposed and alternate routes.**
4. **Follow through with communities during the federal and state review processes.**

Through the Community Advisory Process, Idaho Power hosted 27 Project Advisory Team meetings, 15 public meetings and 7 special topic meetings. In all, nearly 1,000 people were involved in the Community Advisory Process either through Project Advisory Team activities or public meetings. Additionally, numerous meetings with individuals and advocacy groups were held. Idaho Power extends a sincere thank you to everyone involved in the Community Advisory Process.



## Introduction

The Boardman to Hemingway Transmission Line Project (B2) as proposed by Idaho Power Company will be a 300 mile long, single circuit, 500 kilovolt overhead transmission line from a proposed substation near Boardman, Oregon to the Hemingway Substation near Melba, Idaho. The initial process of identifying a route began in 2007 when Idaho Power submitted documents to the Bureau of Land Management (BLM), U.S. Forest Service (USFS) and the Oregon Department of Energy-Energy Facility Siting Council (EFSC). After public scoping meetings held in October 2008, Idaho Power determined that a more extensive public outreach program should be used to determine the transmission line route.

In spring 2009, Idaho Power and RBCI met one-on-one with community members potentially impacted by the Boardman to Hemingway Transmission Line project. During these meetings, Idaho Power learned that many community members had strong concerns about the proposed transmission line project, including:

- The transmission line was not needed.
- Technical data and analysis used to site the original route were not accurate.
- The transmission line was being forced upon communities without listening to their input or including them in the decision-making process.
- Important land-use issues were not taken into consideration when siting the original route.

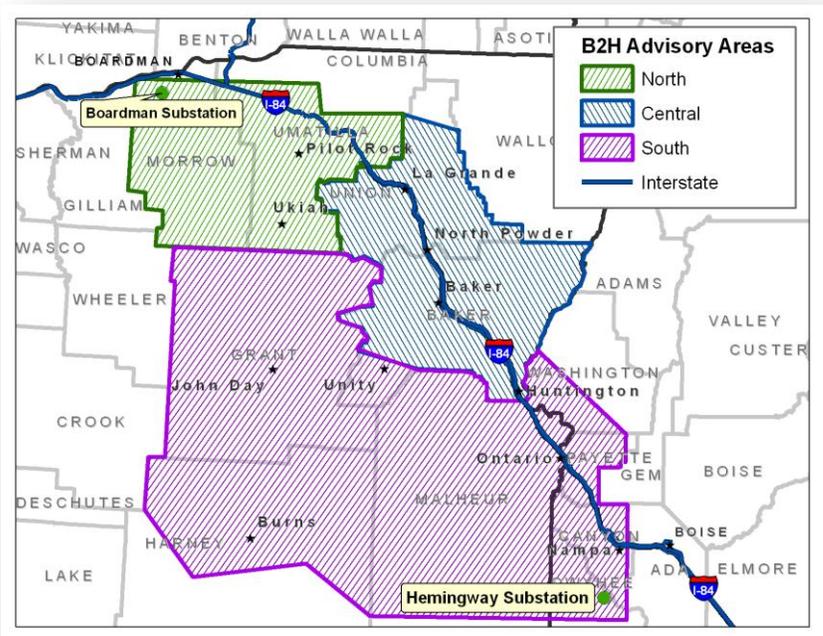
Idaho Power and RBCI developed the Community Advisory Process (CAP) to address each of these perceptions in order to reach the goal of identifying a proposed route for the Boardman to Hemingway Transmission line that would be acceptable to both Idaho Power and the public.

Before Idaho Power could ask the communities to help in the development of a proposed route for the transmission line, public trust had to be enhanced, data and processes had to be fully disclosed and issues important to communities had to be identified for developing the proposed route.

The first step of the Community Advisory Process was to build public trust. Idaho Power gave community members a forum to openly share their feelings and concerns about the project directly with Idaho Power. Based on this information Idaho Power developed community criteria and committed to using these criteria along with regulatory and engineering criteria when developing the proposed routes.

## Project Advisory Teams

The core activity of the Community Advisory Process was Idaho Power's intense work with Project Advisory Teams. In order to work with communities at the level of detail necessary to develop a 300-mile proposed route for the transmission line, Idaho Power formed several small groups throughout the project area. Local working groups comprised of residents, property owners, business leaders, local officials and many others from each county in the project area became known as the Project Advisory Teams.



For over a year approximately 450 Project Advisory Team members worked at the county level and gave a tremendous amount of time and input into the development of the proposed route. They learned about the federal and state siting processes and regulatory criteria the route would have to meet in order to be permitted. Technical experts explained to the Project Advisory Teams that even though their community criteria were important, laws could conflict with community criteria. Idaho Power ultimately has to follow federal and state laws when selecting a route to submit for review.

During the Community Advisory Process, the Project Advisory Teams:

- Identified community issues and concerns.
- Learned about agency roles, regulations and routing criteria.
- Confirmed criteria for selecting routes, using input from the broader public.
- Reviewed data that would be used to develop potential routes.
- Developed a range of possible routes that addressed community issues and concerns.
- Recommended proposed and alternative routes that would meet regulatory requirements and be acceptable to Idaho Power and communities.

## Public Meetings

Idaho Power recognized not all community members had the time to participate on a Project Advisory Team. Therefore, Idaho Power presented the outcomes from the Project Advisory Team meetings to the public for review and comment. During the Community Advisory Process,

Idaho Power held two series of open houses to give the general public the opportunity to review and provide input on:

- Community, regulatory and engineering criteria that would be used to identify routes for the proposed transmission line.
- Idaho Power's proposed and alternative routes developed with the help of the Project Advisory Teams.

Comments submitted at the public meetings showed that the concerns of the general public were closely aligned with those of the Project Advisory Team members.

## **Outcome**

The level of effort put into the Community Advisory Process by Project Advisory Team members and Idaho Power resulted in the following significant changes to the original route that was proposed in 2008:

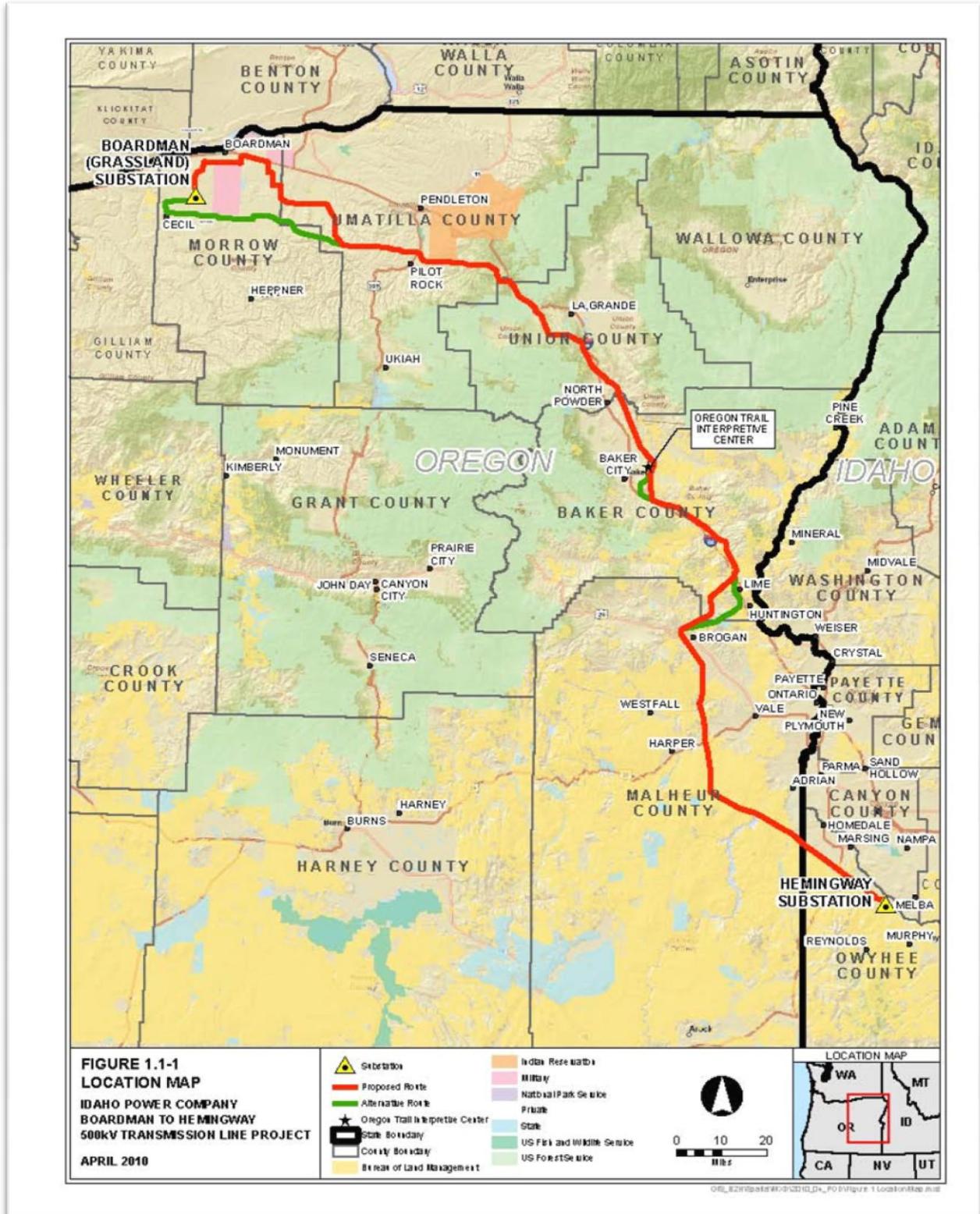
- The proposed route primarily avoids irrigated farmland in Idaho and Exclusive Farm Use land in Malheur County Oregon. The proposed route also avoids city impact areas and parallels an existing 500 kilovolt transmission line for approximately 38 miles.
- The proposed route avoids the view shed as much as possible from the front of the National Historic Oregon Trail Interpretive Center, avoids Exclusive Farm Use land in Baker County and now runs along the eastern part of the Durkee Valley.
- An alternate route is still being evaluated in the Boardman area around the U.S. Naval bombing range. Idaho Power is working with other utilities to coordinate the location of the Boardman to Hemingway transmission line with other proposed transmission lines in this area.

## **Next Steps**

Idaho Power has submitted a proposed route, which was developed through the Community Advisory Process, to federal and state agencies for review. Federal and state agencies will conduct a thorough review of Idaho Power's proposed route and may make changes to the route. The line cannot be constructed until permits have been obtained from federal and state agencies.

To meet engineering and design requirements, Idaho Power will likely make adjustments to its proposed route throughout the siting process. Idaho Power will work one-on-one with landowners to determine where the line will be sited on private land.

Idaho Power will continue to keep communities involved throughout the federal and state review processes.



**Boardman to Hemingway Proposed Route**

## Idaho Power's Community Advisory Process Goals

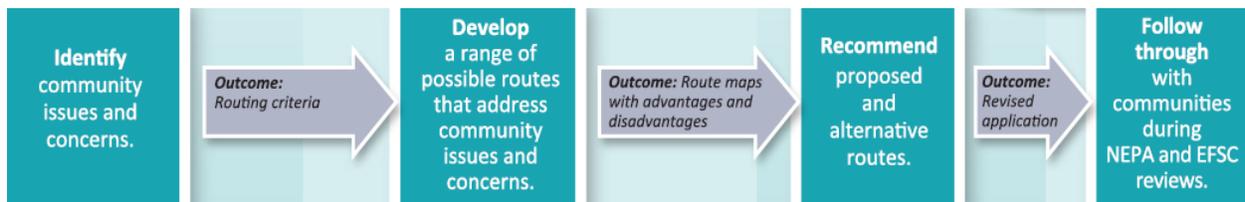
Idaho Power set goals with measurable criteria for the Community Advisory Process:

- **Trust and Cooperation:** Gain the public's trust and cooperation in siting the Boardman to Hemingway 500 kV transmission line.
  - Give the public ownership of the siting process.
  - Develop a collaborative process that respects different perspectives and gives ear to concerns.
  - Respect environmental and cultural concerns not covered by the NEPA process.
- **Acceptable Line Routes:** Develop line routes for the Boardman to Hemingway 500 kV transmission line that are acceptable to the public at-large and adhere to NEPA and Oregon EFSC siting principles.
  - Ensure that committee representation is broad enough that all key stakeholders are involved.
  - Include appropriate government agencies at both the state and federal level.
  - Ensure that the public process is run such that it does not violate any principles associated with the NEPA siting process.
  - Develop a collaborative process that promotes cooperation between the counties and cities through which the transmission line must cross
- **Project Cost:** Minimize project cost increases due to line route changes.
  - Propose line routes that do not significantly add to the cost of the Boardman to Hemingway project cost
  - Propose substation costs that do not significantly add to the cost of the project.
- **Reliability:** Ensure that recommended routes adhere to Idaho Power's reliability criteria and serve the line's purpose.

## Community Advisory Process

Idaho Power initiated the Community Advisory Process (CAP) to build public support for an informed decision on the location of the Boardman to Hemingway transmission line. The comprehensive public process demonstrated Idaho Power's commitment to taking community issues and concerns into account throughout each step of the siting process.

Idaho Power began the Community Advisory Process in May 2009 by forming Project Advisory Teams in each geographic area of the project. The work completed by these teams was a key part of the process. Community members who chose to participate on a Project Advisory Team devoted an extensive amount of time to reviewing information about the siting process and discussing community issues.



**Community Advisory Process (Detailed flowchart available in Appendix A)**

**Identify issues and concerns:** Through the Project Advisory Teams and public meetings, community criteria were developed in each region for evaluating possible routes. The community criteria were integrated with regulatory requirements to give a more holistic, community centered evaluation methodology for the line route.

**Develop a range of possible routes that address community issues and concerns:** Once team members had a thorough understanding of the routing criteria and how these criteria would be applied, they worked with technical experts to recommend a proposed route and alternate routes for the transmission line. Routes not meeting the regulatory and community criteria were removed from consideration.

**Recommend proposed and alternate routes:** Using the routes identified in the mapping sessions, a proposed route was identified which will be carried through the federal and state permitting processes.

**Follow through with communities during the state and federal permitting process:** Idaho Power will continue to communicate with communities throughout the federal and state review processes. A final location will not be determined until the federal and state review processes are complete.

Idaho Power and RBCI, Idaho Power's public involvement consulting firm, strategized a series of actions to accomplish each objective of the Community Advisory Process. The following section of this document:

- Outlines how and why the Community Advisory Process was developed.

- Identifies the four steps of the Community Advisory Process.
- Explains strategic actions that were taken to build public trust and engage community members in siting a proposed route.
- Describes how each outcome of these actions contributed to a successful, comprehensive public process.

## **Project Advisory Team Formation**

In April and May 2009, Idaho Power and RBCI conducted a series of one-on-one meetings with community members throughout the project area. Interviews were conducted with elected officials, business owners, Boardman to Hemingway opposition groups, landowners, environmental groups and concerned community members. Questions that were asked during the one-on-one meetings are available in Appendix B.

During these initial meetings participants were asked to join a Project Advisory Team and/or recommend other potential members. When the one-on-one meetings concluded, Idaho Power developed a list of stakeholders and sent invitations to the first series of Project Advisory Team meetings to those community members who indicated they wanted to participate.

Project Advisory Team members generally included elected officials, property owners and residents within each geographic area. In addition, representatives from economic development organizations, irrigation districts, businesses, community organizations, resource agencies and advocacy groups were asked to participate.

The South PAT included representatives from the following counties:

- Malheur County
- Harney County
- Grant County
- Owyhee County
- Canyon County
- Payette County
- Washington County

The Central PAT included representatives from the following counties:

- Baker County
- Union County

The North PAT included representatives from the following counties:

- Morrow County
- Umatilla County

Idaho Power invited community leaders from Grant and Harney counties to participate in the Community Advisory Process in spring 2009. Community leaders attended the Central and

South PAT meetings and informed Idaho Power they would become more involved in the Community Advisory Process if the North, South or Central teams developed routes that affected their counties.

Later in the process, team members from the North, South and Central areas did ask Idaho Power to evaluate possible routes in Grant and Harney County. As a result, Idaho Power developed project advisory teams in both counties in fall 2009.

During the first meeting in each geographic area, Idaho Power also asked team members to identify who was missing from each Project Advisory Team. Idaho Power reviewed these suggestions and added members to the project advisory teams.

Throughout the Community Advisory Process, if a new person attended a Project Advisory Team meeting, they were considered a team member and began receiving invitations to following meetings. Idaho Power did not limit attendance at Project Advisory Team meetings.

## Community Advisory Process Step #1



### ***Action: Develop community criteria***

Idaho Power hosted the first series of Project Advisory Team meetings to identify community issues and concerns about the Boardman to Hemingway Transmission Line project. The purpose of these meetings was to:

- Review work to date, project status and how the Community Advisory Process would proceed.
- Discuss the purpose and need for the Boardman to Hemingway Transmission Line Project.
- Ask for community concerns and suggestions for siting the transmission line.

### Meetings Dates and Locations

*South Project Advisory Team* – May 21, 2009, Ontario, Oregon

*North Project Advisory Team* – May 29, 2009, Boardman, Oregon

*Central Project Advisory Team* – June 4, 2009, Baker City, Oregon

*Harney County Project Advisory Team* – November 4, 2009, Canyon City, Oregon

*Grant County Project Advisory Team* – November 5, 2009, Burns, Oregon

At the first series of meetings Senior Vice President of Delivery, Dan Minor, and Vice President of Engineering and Operations, Lisa Grow, welcomed team members. The Boardman to Hemingway project team then presented information about the background, status and purpose of the project.

After the Idaho Power presentations, the meeting attendees were divided into working groups. The purpose of the working group discussions was to identify community concerns and suggestions for siting the transmission line. The community members worked independently with third-party facilitators. Afterwards, Idaho Power representatives joined the groups to answer questions. Working groups were limited to 15 to 20 members.

During the first set of Project Advisory Team meetings the concerns most often raised by community members included:

- **Disruption to agriculture and farming.** Specific comments included:
  - Exclusive Farm Use (EFU) land should be protected.
  - The transmission line could reduce farming efficiency and productivity.
  - The transmission line could adversely affect irrigation infrastructure.

- **Honesty and credibility of Idaho Power.** Specific comments included:
  - Some property owners do not trust Idaho Power.
  - Some community members were concerned that Idaho Power would not use their input.
- **Property values.** Specific comments included:
  - Placing the transmission line on farmland will decrease property value
  - The transmission line will destroy future land development
- **Negative impacts to scenic beauty and wildlife.** Specific comments included:
  - The view shed from the Oregon Trail Interpretive Center should remain unobstructed. Scenic areas should be taken into consideration when siting the line.
  - Sage grouse would be affected.
- **Relationship between this line and other utility projects planned for the Morrow County area.** Specific comments included:
  - Multiple other transmission lines are planned for the area.
  - Idaho Power should coordinate with the other utilities that are proposing transmission lines in the area.
  - Uncertainty of where the substation will be located.
  - The line will encourage many spin-offs (lines from smaller electrical companies and/or wind farms).

Suggestions from community members on where to site the transmission line included:

- **Avoid Exclusive Farm Use (EFU) land in Oregon and irrigated farmland in Idaho.**
- **Take view sheds into consideration.**
- **Avoid building the line anywhere near the Oregon Trail Interpretive Center.**
- **Use existing energy corridors.**
- **Avoid water resources and wetlands.**
- **Site the line on public and federal land.**
- **Avoid historic landmarks.**
- **The line should follow I-84.**
- **Avoid new growth and city impact areas.**
- **Shadow an existing line.**
- **Follow land boundaries as much as possible.**
- **Avoid urban areas, children, and schools.**
- **Consider wildlife areas.**

### ***Outcome***

Idaho Power recorded concerns and suggestions identified by community members and developed them into *community criteria* for each region. Project Advisory Teams later used these community criteria, along with environmental, engineering and regulatory criteria to develop a range of possible routes for the transmission line. See Appendix C for community criteria from all five regions.

### ***Action: Provide thorough information about purpose and need for the project***

During the first South and Central Project Advisory Team meetings, team members expressed concern about the purpose and need of the proposed transmission line and requested that Idaho Power hold meetings to further discuss this subject. To address this concern Idaho Power hosted an informal meeting to:

- Present information about the status, purpose and need of the Boardman to Hemingway Transmission Line Project.
- Answer questions and discuss concerns with Project Advisory Team members.

#### Meeting Dates and Locations

*South Project Advisory Team* – July 8, 2009, Ontario, Oregon

*Central Project Advisory Team* – July 8, 2009, Baker City Oregon

Idaho Power's Manager of Power Supply Planning, Mark Stokes, and Manager of Delivery Planning, Dave Angell, attended these meetings to present information and answer questions from PAT members.

### ***Outcome***

Team members were provided in-depth information about the purpose and need of the project and all questions were answered. Once team members had a better understanding of why the transmission line project was needed, they were more willing to work with Idaho Power to find an acceptable location for the line.

### ***Action: Provide thorough information to community members about regulatory and engineering criteria***

The purpose of the second set of Project Advisory Team meetings was to provide team members a better understanding of:

- The federal, state and public processes involved in the project.
- The regulatory and engineering criteria that would be used to develop routes for the transmission line.
- The requirements and regulations the project would have to meet.

#### Meeting Dates and Locations

*South Project Advisory Team* – July 28, 2009, Ontario, Oregon

*Central Project Advisory Team* – July 29, 2009, Baker City, Oregon

*North Project Advisory Team – July 30, 2009, Hermiston, Oregon*

(No panel discussion was held for the Grant County or Harney County Project Advisory Teams. For these two teams, the information about regulatory criteria review processes was included in their first meeting.)

Identifying a route involves multiple processes and jurisdictions, agencies and communities. To help team members better understand how the review processes for permitting would proceed, Idaho Power and RBCI, Idaho Power's public involvement firm, developed a siting process background paper that outlined the federal, state and public processes and addressed key issues that may arise as the processes work together. Idaho Power and Tetra Tech, Idaho Power's environmental consulting firm, also developed material to help team members fully understand the regulatory, environmental and engineering criteria that would later be used to develop possible routes.

The materials were distributed to team members in advance of the second set of meetings. These materials included:

- Siting process background paper
- Routing consideration definitions
- Preliminary list of exclusion, avoidance and placement opportunities
- Routing criteria table
- Regulatory framework table

Regulatory criteria materials are available in Appendix D.

Community criteria that were developed from the concerns and suggestions submitted at the first series of Project Advisory Team meetings were also presented to team members for review and comment. All comments submitted by team members at these meetings were incorporated into the community criteria.

Representatives from the Bureau of Land Management, Oregon Department of Energy-Energy Facility Siting Council, U.S. Forest Service and Oregon Department of Fish and Wildlife attended the second series of meetings to participate in an informative panel discussion and present their agency's review processes.

Each panelist gave a presentation that outlined their agency's review process and addressed key issues that could arise as the processes worked together. Project Advisory Team members were given the opportunity to ask questions about the regulatory criteria that would be used during the siting process.

## ***Outcome***

It was important to give team members thorough information about the regulatory, environmental and engineering criteria before they began developing routes. The information provided by the panelists from the resource agencies helped team members recognize that the permitting and review processes for siting a transmission line are complex and involve multiple requirements, jurisdictions, agencies and communities.

The panel discussion provided team members with an opportunity to learn more about regulatory criteria and ask questions directly of the federal and state agencies involved with authorizing the Boardman to Hemingway Transmission Line Project.

Between May and August of 2009 the Project Advisory Teams:

- Reviewed and discussed the purpose and need for the project.
- Documented the criteria important to communities when identifying potential routes.
- Reviewed and discussed regulatory and engineering criteria that must be considered when identifying potential routes.

***Action: Hold public meetings to present the project and routing criteria to the public***

In August 2009, seven public meetings were held in the North, Central and South advisory areas. Public meetings were held in Grant and Harney counties in fall 2009. The open houses were intended to give an overview of the project, share the outcomes of the Project Advisory Team meetings and allow community members to ask questions and provide input on regulatory, engineering and community criteria for siting the transmission line.

The public meetings were held after Project Advisory Teams met twice to formulate community criteria for siting routes for the proposed transmission line. Idaho Power consulted Project Advisory Team members when organizing the first set of public meetings. At a planning meeting in July, team members discussed preferred times, dates, locations and notification processes for the public meetings. They also discussed what information should be presented at the public meetings.

Based on input from the teams, the public meetings were scheduled from 4 p.m. to 8 p.m. in seven locations:

- *Central Advisory Area:* Baker City, Oregon on Aug. 12; La Grande, Oregon on Aug. 13
- *North Advisory Area:* Pilot Rock, Oregon on Aug. 19; Boardman, Oregon on Aug. 20
- *South Advisory Area:* Parma, Idaho on Aug. 25; Marsing, Idaho on Aug. 26; Ontario, Oregon on Aug. 27

A total of 88,520 invitations were mailed to residents in the project area in Oregon and Idaho.

- *Central advisory area:* 19,602 invitations
- *North advisory area:* 28,573 invitations
- *South advisory area:* 40,345 invitations

Invitations were also mailed to a stakeholder database of Idaho Power and Oregon Department of Energy contacts. This database includes 2,766 elected officials, individuals living outside the project area, and people involved in the 2008 federal and state review processes.

Another 1,815 invitations were mailed to individuals on the BLM mailing database, which includes the agency's cooperating agencies list, BLM National Environmental Policy Act notifications list, scoping participants and other BLM contacts.

Electronic copies of the public meeting invitations were sent to individuals on the BLM mailing database, as well as the Oregon Department of Energy and Idaho Power combined stakeholder database. A total of 1,050 invitations were e-mailed to the contacts on these lists.

When the South, Central and North Project Advisory Team members identified possible routes in Grant and Harney counties, a series of public meetings were held in these areas in these areas. The public meetings were scheduled from 4 p.m. to 7 p.m. in two locations:

- *Grant County*: John Day, Oregon on Oct. 21, 2009
- *Harney County*: Burns, Oregon on Oct. 22, 2009

A total of 8,137 invitations were mailed to residents in Grant and Harney counties.

### ***Outcome***

A total of 501 people attended the August 2009 Community Advisory Process public open houses and 171 comments were submitted. An additional 106 people attended the fall 2009 meetings in Grant and Harney counties and 41 comments were submitted.

Comments submitted at the public meetings indicated the public generally agreed with the project advisory teams and the criteria that would be used to site the transmission line.

## Community Advisory Process Step #2



### ***Action: Mapping workshops***

In fall 2009 a series of mapping workshops were held throughout the project area to identify a range of possible routes for the Boardman to Hemingway Transmission Line. The mapping workshops began with an evening meeting and ended with a drop-in mapping workshop the next day. Note, for the Grant and Harney PATs, the evening meeting and drop in mapping workshop were combined into a single session.

#### Meeting Dates and Locations

*Central Project Advisory Team* – Sept. 16 and 17, 2009, Baker City, Oregon

*North Project Advisory Team* – Sept. 23 and 24, 2009, Boardman, Oregon

*South Project Advisory Team* – Sept. 30 and October 1, 2009, Ontario, Oregon

*Harney County Project Advisory Team* – Nov. 18, 2009, Burns, Oregon

*Grant County Project Advisory Team* – Nov. 19, 2009, Mount Vernon, Oregon

The purpose of the evening meeting was to prepare team members for the mapping workshop. At the evening meeting team members:

- Received instruction on how the mapping workshop would proceed.
- Reviewed the regulatory, engineering and community criteria that would be used to map possible routes for the proposed transmission line.
- Learn about the Geographic Information System (GIS) that would be used during mapping.
- Reviewed the outcomes of the seven public meetings held in August.

The all day, drop-in mapping workshop was divided into three sessions to make the best use of attendees' time. Team members had the choice of mapping their routes on paper maps or working with GIS operators to lay out routes at computer stations. The GIS contained regulatory, environmental and engineering data, such as environmental constraints, land-uses and existing utility corridors. Idaho Power staff and technical experts from other organizations were available to answer questions. County planners from each county in the project area also attended the mapping workshop.

Idaho Power kept a detailed record of all routes developed by team members. Additionally, team members were asked to provide a written description and comments for each route they identified. The written comments provided by team members documented the location and

reasoning behind each route. Throughout the route analysis, technical analysts referred to these comments to ensure the community criteria were upheld.

### ***Outcome***

Overall, the five Project Advisory Teams developed a total of 49 routes or route segments. The routes provided valuable information about areas the community felt should be avoided and areas that should be considered placement opportunities. A map of the routes developed by the project advisory teams is available on page 23.

After the mapping session, Idaho Power analyzed each route using regulatory, engineering and community criteria. The goal of the analysis was to find several cost-effective, reasonable routes that could be permitted and built.

### ***Action: Provide information about the Oregon Department of Energy's Project Order and analysis of routes east of Boise***

Members of the South PAT requested a special session to discuss the Oregon Energy Facility Siting Council's Project Order and also to hear from Idaho agencies about routing issues specific to the state of Idaho. Idaho Power invited the ODOE Project Manager, Adam Bless, to attend this meeting and discuss these issues and answer questions. In addition to the requested topics, Idaho Power discussed issues surrounding routing to the east of Boise. This meeting was held in Parma, Idaho, on Nov. 30, 2009.

*Project Order* – In the Oregon Energy Facility Siting Council process, after a project proponent has submitted a Notice of Intent describing the project, the Oregon Department of Energy issues a Project Order. The Project Order identifies applicable statutes, rules and ordinances and defines the impact analysis areas. In the Project Order issued for the Boardman to Hemingway project in January 2009, there were references to land classified as Exclusive Farm Use in Oregon. Some confusion existed as to the meaning of these references. Idaho Power invited the ODOE Project Manager, Adam Bless, to attend this meeting and discuss these questions.

*East of Boise Routing* – One of the issues Idaho Power evaluated after the mapping workshops was routes the communities had recommended that went to the east of Boise. Analysis by Idaho Power Delivery Planning indicated that the routes to the east of Boise would result in a significant increase in the scope and risk of the Boardman to Hemingway project because it would essentially join the Boardman to Hemingway project to the Gateway West Transmission Project.

### ***Outcome***

Questions about the Project Order were answered and information about statutes in the Project Order was clarified. The team members were presented the analysis of the routes east of Boise. After explaining the analysis Idaho Power informed team members that it would not be willing to build the routes to the east of Boise. See Appendix E for a more detailed description of the east-of-Boise analysis.

***Action: Analysis of routes developed by the Project Advisory Teams***

Between September and December 2009, engineers from Idaho Power and staff from Tetra Tech, Idaho Power’s environmental consulting firm, recorded and labeled all routes developed by community members. They analyzed each route using regulatory, engineering and community criteria and determined the opportunity, avoidance and exclusion areas crossed by each route. The routes were then revised to avoid environmental and engineering constraints, while also keeping community criteria in consideration. Detailed information from the route analysis is available in Appendices F and G.

The range of revised routes was presented to the Project Advisory Teams in December 2009 at the fourth series of Project Advisory Team meetings. A map of the revised routes is available on page 24.

Meeting Dates and Locations

- South Project Advisory Team – Dec. 8, 2009, Ontario, Oregon*
- North Project Advisory Team – Dec. 9, 2009, Boardman, Oregon*
- Central Project Advisory Team – Dec. 17, 2009, Baker City, Oregon*
- Grant County Project Advisory Team – Jan. 19, 2010, Canyon City, Oregon*
- Harney County Project Advisory Team – Jan. 20, 2010, Burns, Oregon*

After the fourth series of meetings Tetra Tech continued to analyze each revised route for the following factors:

- Permitting difficulty – Community criteria and relative difficulty of gaining necessary permits from the federal, state and local governments.
- Engineering criteria – The relative difficulty associated with building the line in a given route. Considerations include terrain, road construction, clearing, equipment movement and accessibility.
- Mitigation cost – The relative cost associated with mitigation actions required by permitting authorities necessary to permit a route.

During the analysis, Tetra Tech divided the project area into 14 regions, which are listed below. The routes in each region were evaluated for difficulty of permitting, constructability and mitigation costs. After these three factors were determined for each route, the routes in each region were compared and the most reasonable route for each region was identified. Regional analysis tables are available in Appendix G.

Blue Mountain	Boardman	Burnt River
Interpretive Center	Ione	Lime
Onion Creek	Pilot Rock	Snake River Valley
Southwest Region	Umatilla National Forest	Weatherby
West of FS Utility	West of Vale	

***Outcome***

From the analysis three route alternatives were determined to be reasonable. These three routes were labeled the eastern route alternative, central route alternative and western route alternative.

A map of the three route alternatives is available on page 25. Below is a brief description of each route alternative:

#### Western Route Alternative

The western route alternative was 275 miles long, making it the shortest of the three alternative routes. However, the western route alternative would require creating the most amount of new transmission line corridor.

The western route alternative required crossing high-quality streams, rugged terrain, and two national forests that do not have any existing utility corridors. Throughout the analysis, Idaho Power consulted with resource agencies and learned that the Forest Service would be required to accept an application from Idaho Power for any of its routes under their Federal Land Policy and Management Act and other regulations. Idaho Power determined it would have been unlikely for the Forest Service to approve a new corridor through a national forest if the corridor through the Wallowa-Whitman National Forest still has capacity for transmission lines.

#### Central Route Alternative

The central route alternative was 284 miles long, and required crossing more rugged terrain and streams than the western route alternative. The main difference between the western alternative and the central alternative was that the central alternative was located within the Baker Valley. The central route alternative also had a very high level of construction difficulty.

#### Eastern Route Alternative

The eastern route alternative was the longest of the three proposed alternative routes by approximately 25 miles. The eastern route alternative ran parallel to I-84 for 44 miles and also ran parallel to existing transmission lines for 111 miles.

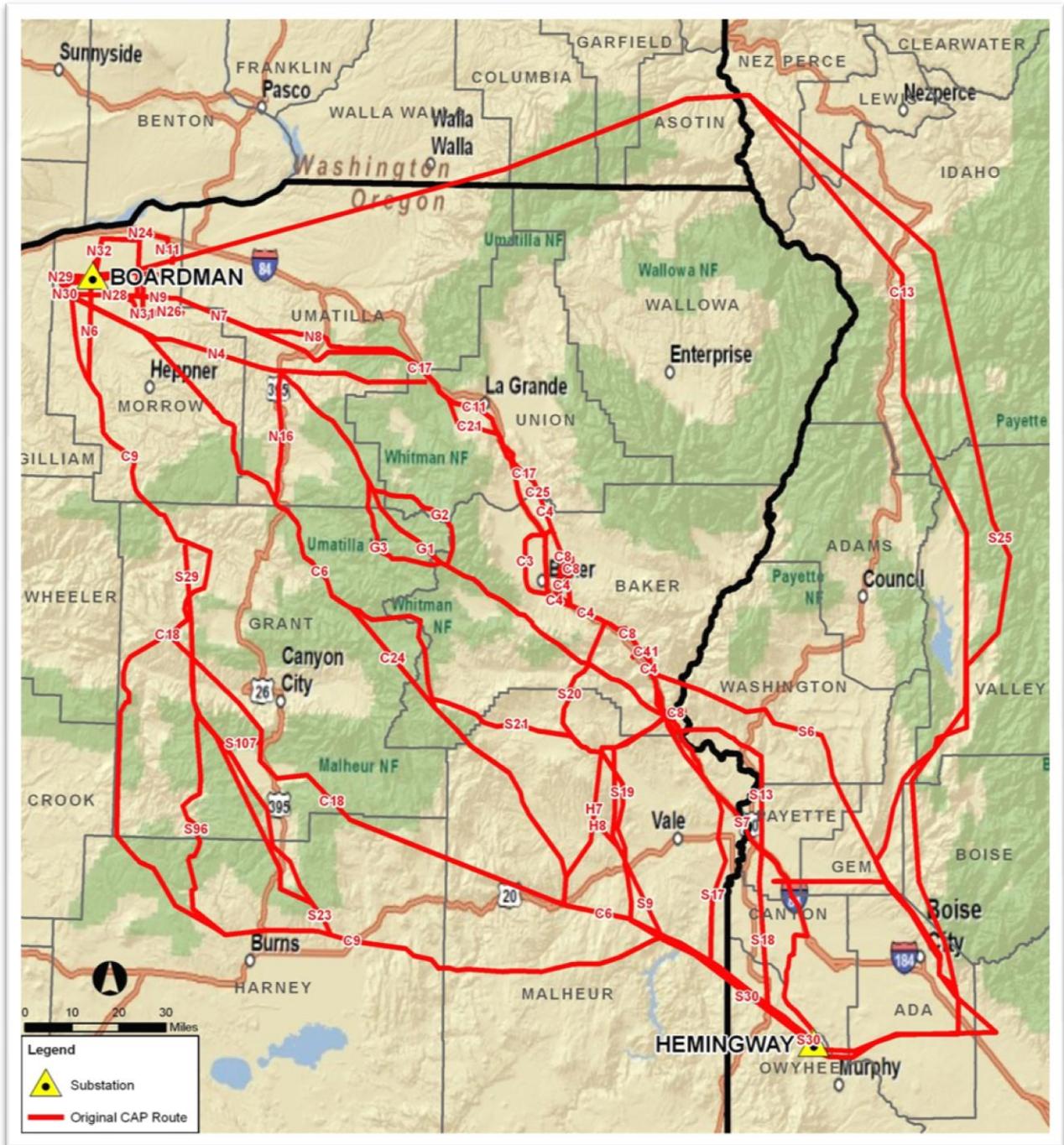
The eastern route alternative required the least amount of new corridor (188 miles) and would be the least difficult route to construct. However, a disadvantage of the eastern route alternative was that it could create concerns around the National Historic Oregon Trail Interpretive Center.

#### ***Action: Review possible routes and discuss options for alternate routes in Idaho***

At the suggestion of some team members, Idaho Power invited the South Project Advisory Team members from Idaho to a special session to discuss the potential for routing more of the transmission line through Idaho. The Idaho members were provided with GIS capability to evaluate the regulatory and community criteria that were at issue with routing through Canyon and Payette counties in Idaho.

#### ***Outcome***

After evaluation, the Idaho Project Advisory Team members could find no additional routes in Idaho that would not violate the community criteria that were developed by the South Project Advisory Team.



**Routes Developed by Project Advisory Teams**

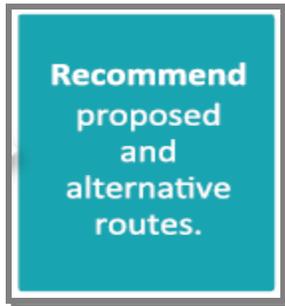


**Revised Routes Resulting from Technical Analysis**



Eastern, Central and Western Route Alternatives

## Community Advisory Process Step #3



### ***Action: Present analysis of routes to Project Advisory Team members and gather input***

At the fifth set of Project Advisory Team meetings Idaho Power presented the analysis of the eastern, central and western route alternatives.

#### Meeting Dates and Locations

*Grant County Project Advisory Team* – March 2, 2010, Canyon City, Oregon  
*Central Project Advisory Team* – March 3, 2010, Boardman, Oregon  
*North Project Advisory Team* – March 4, 2010, Baker City, Oregon  
*South County Project Advisory Team* – March 9, 2010, Canyon City, Oregon  
*Harney County Project Advisory Team* – March 10, 2010, Burns, Oregon

At this series of meetings team members were given the opportunity to give input on the route alternatives and a possible proposed route. A series of five comment forms were provided to team members at the meeting. Questions on the comment form were intended to measure:

- The level of support for each route (western, south or central).
- What PAT members liked and disliked about each route.
- Whether any of the three route alternatives would be supported by the public as a proposed route.
- Whether there was a route that had not been considered in the analysis.

Team members were encouraged to complete the comment forms and return them to Idaho Power before March 25, 2010. Some team members wrote letters or e-mails rather than filling out comment forms. In all, Idaho Power received nearly 400 comments. All comments were documented as completely and accurately as possible.

### ***Outcome***

As the comments were being reviewed, the following themes emerged:

- Support was divided between the western and eastern routes.
- Fewer people supported or opposed the central route.

- Community members did not identify another complete route between Boardman and Hemingway that should have been considered along with the western, central and eastern routes.

Once all comments were documented and reviewed, Idaho Power selected the eastern route alternative as the proposed route based on a variety of factors such as:

- Regulatory criteria from the BLM, Forest Service, Oregon Department of Energy, Oregon Department of Fish and Wildlife and Idaho Department of Fish and Game
- Results of the technical analysis of the three proposed route alternatives and segments
- Community criteria
- Difficulty of construction
- Placement opportunities and avoidance and exclusion categories
- Mitigation costs were considered, but did not impact the decision

***Action: Present the proposed route to Project Advisory Team members for comment***

In spring 2010 Idaho Power hosted a final series of Project Advisory Team meetings.

Meeting Dates and Locations

*South Project Advisory Team* – April 27, 2010, Ontario, Oregon

*North Project Advisory Team* – April 29, 2010, Boardman, Oregon

*Central Project Advisory Team* – May 5, 2010, Baker City, Oregon

*Grant County Project Advisory Team* – May 6, Mount Vernon, Oregon

The purpose of the final series of meetings was to:

- Present the proposed route Idaho Power would be submitting in its revised applications to the federal and state siting processes.
- Discuss how and why the proposed route was selected.
- Discuss next steps in the siting process.

At these meetings Idaho Power explained it would host several Community Advisory Process public open house meetings throughout the project area in summer 2010 to present and gather input on the proposed route. Idaho Power also explained that it had submitted its revised SF-299 application to the BLM to restart the NEPA process.

***Outcome***

The following input was provided about the proposed route at the last set of Project Advisory Team meetings:

- The South Project Advisory was not opposed to the proposed route and said the route would be supported by communities as long as it stays off of Exclusive Farm Use land in Oregon and irrigated farmland in Idaho. The South Project Advisory Team also

recommended the route be moved farther away from the National Oregon Trail Interpretive Center in the Baker City area.

- The Central Project Advisory Team was concerned that the proposed route was still too close to the National Oregon Trail Interpretive Center. In response, Idaho Power developed another alternate route that would go three miles to the east of the Interpretive Center. However, this alternate route may be difficult to permit due to wildlife areas (i.e., sage grouse leks).
- The North Project Advisory Team supported the proposed route, but had concerns about the alternate route around the bombing range and Nature Conservancy preserve. It is still uncertain whether the U.S. Navy will allow Idaho Power avoid private land by locating the transmission line on the bombing range. Idaho Power is continuing to work on this issue with other utilities that are proposing transmission lines in the Morrow County area.
- The Grant County Project Advisory Team was supportive of the proposed route because it follows the I-84 corridor. Although the proposed route does not go through Grant County, Idaho Power encouraged the residents of Grant County to stay involved in the federal and state review processes.

All four Project Advisory Teams requested that Idaho Power keep them involved throughout the federal and state review processes.

***Action: Present proposed route to the public and begin meeting with affected property owners and stakeholders***

After submitting applications to federal and state agencies to begin the review processes, Idaho Power hosted a series of six public open houses throughout eastern Oregon and southwestern Idaho. Public open houses were held in:

- *Brogan, Oregon* – July 13, 2010
- *La Grande, Oregon* – July 14, 2010
- *Marsing, Idaho* – July 15, 2010
- *Baker City, Oregon* – July 20, 2010
- *Pilot Rock, Oregon* – July 21, 2010
- *Boardman, Oregon* – July 22, 2010

A total of 366 affected landowners who lived within 2,000 feet of the proposed and alternate routes were sent a personal notification letter to let them know the transmission line would cross or come near their property. Postcard invitations were also mailed to over 7,600 people that either participated on a Project Advisory Team, attended an August 2009 public meeting, or had participated in the 2008 federal and state review process for the original route. The purpose of the public open houses was to:

- Present the proposed route and provide information about the project.
- Give key stakeholders and property owners the opportunity to learn about the transmission line project.

- Give impacted property owners along the proposed route the opportunity to meet Idaho Power.
- Begin discussions with property owners that may be willing to negotiate easements.
- Ensure all affected property owners are aware of the proposed route by conducting a parcel-level notification process.
- Continue to build relationships with communities outside the permitting process.

### ***Outcome***

The public open houses made the communities aware of the Boardman to Hemingway project before the federal and state agencies began gathering public input for their review processes. The public open houses gave Idaho Power the opportunity to specifically meet with those property owners who did not participate in the Community Advisory Process and were unfamiliar with the transmission line project.

Overall, 220 people attended the public open houses and Idaho Power was able to meet one-on-one with 50 affected property owners that lived along the route. From the comments collected, Idaho Power was able to begin setting up meetings with property owners to discuss the right-of-way process and easement options.

## Community Advisory Process Step #4



As a result of the Community Advisory Process, Idaho Power was able to develop a proposed route that has relatively strong support from communities in the project area. Idaho Power submitted its proposed route to federal and state agencies in July 2010 and will continue to keep communities involved throughout the siting process.

The Bureau of Land Management, U.S. Forest Service and Oregon Department of Energy – Energy Facility Siting Council will conduct thorough review processes and may make changes to the route. The line cannot be constructed until permits have been obtained from federal and state agencies.

To meet engineering and design requirements, Idaho Power will likely make adjustment to the route throughout the siting process. Idaho Power will work one-on-one with landowners to determine where the line will be sited on private land. Idaho Power has a long history of working collaboratively with property owners to ensure equally satisfactory terms are reached between both parties. Easement compensation, terms and conditions will be negotiated individually with each property owner.

## Conclusion

As a result of the Community Advisory Process, Idaho Power was able to develop a proposed route that has relatively strong support from communities in the project area. Idaho Power submitted its proposed route to federal and state agencies in July 2010 and will continue to keep communities involved throughout the siting process.

Through the Community Advisory Process Idaho Power was able to:

- Develop a proposed route that is, generally, supported by the public.
- Build trust with affected communities.
- Educate the public about complex information related to the siting process (i.e., regulatory criteria, federal and state review processes).
- Effectively engage the public in the siting process.

A key component of the Community Advisory Process was listening to community concerns and developing these concerns into a set of criteria that was placed on the same level of importance as regulatory and engineering criteria. For community members to understand why the transmission line could not be located in certain locations, and why other locations were preferred, Idaho Power provided thorough information about the complexities of siting a transmission line (i.e., regulatory criteria, environmental constraints and multiple permitting review processes).

The overall success of the Community Advisory Process was based on providing stakeholders effective mechanisms that ensured they were appropriately informed, their views were heard and that they had the opportunity to influence the decisions that affected them. Through the Community Advisory Process, Idaho Power was able to rebuild public trust and establish a working relationship with communities and individuals affected by the route.

Maintaining the relationships that were developed through the Community Advisory Process will result in support for the Boardman to Hemingway project as it continues to move forward in the siting process.