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August 18, 2021

VIA ELECTRONIC FILING

Attention: Filing Center Public Utility Commission of Oregon P.O. Box 1088 Salem, Oregon 97308-108

Re: LC 74 – Idaho Power Company's 2019 Integrated Resource Plan ("IRP")

Attention Filing Center:

Attached for filing in the above-captioned docket is Idaho Power Company's Response to STOP B2H Coalition's Application for Rehearing or Reconsideration.

Please contact this office with any questions.

Thank you,

Jennifer Miller Legal Assistant

Attachment

BEFORE THE PUBLIC UTILITY COMMISSION OF OREGON

LC 74

In the Matter of

IDAHO POWER COMPANY'S

Second Amended 2019 Integrated Resource Plan.

IDAHO POWER COMPANY'S RESPONSE TO STOP B2H COALITION'S APPLICATION FOR REHEARING OR RECONSIDERATION

August 18, 2021

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I. INTRODUCTION

The Public Utility Commission of Oregon ("Commission") acknowledged Idaho Power Company's ("Idaho Power" or "Company") Second Amended 2019 Integrated Resource Plan ("IRP") at the April 15, 2021, Special Public Meeting. The Commission subsequently memorialized its decision on June 4, 2021, in Order No. 21-184. Specifically, the Commission's decision and subsequent order acknowledged action items associated with the Boardman to Hemingway ("B2H") transmission project, based on information available "at the time of acknowledgment."¹

8 Now, the STOP B2H Coalition ("STOP B2H") claims to have identified new evidence 9 essential to the Commission's decision and asks the Commission to reconsider and reverse its 10 acknowledgment of the B2H action items. STOP B2H argues that this new information, as well 11 as an alleged "pattern of the [C]ompany not disclosing information[,]" requires reconsideration of 12 Order No. 21-184.²

13 STOP B2H's Application for Rehearing or Reconsideration ("Application") is unfounded 14 and should be rejected. STOP B2H appears to misunderstand the ongoing, iterative nature of 15 IRP proceedings and the inevitable need to rely on point-in-time facts to support 16 acknowledgment. Moreover, the facts identified by STOP B2H do not support reconsideration 17 because they are not new, they reinforce the need for B2H, or both.

18 Separately, Idaho Power strongly disagrees with STOP B2H's allegations that the 19 Company has failed to disclose relevant information in the Second Amended 2019 IRP. 20 Throughout this lengthy proceeding, Idaho Power has clearly and fully responded to parties' 21 comments, proactively raised new developments with the Commission, Staff, and other parties,

¹ *In re Idaho Power Co.'s Second Amended 2019 IRP*, Docket LC 74, Order No. 21-184 at 3 (June 4, 2021). ² Docket LC 74, STOP B2H's Application for Rehearing or Reconsideration (hereafter, "Application for Reconsideration") at 3. Note, while STOP B2H titles its Application as a request for "Rehearing or Reconsideration," the Application itself does not mention or attempt to support the need for rehearing. Idaho Power therefore interprets STOP B2H's Application as a request for reconsideration only.

and has worked closely with the Company's IRP Advisory Council ("IRPAC") to provide a robust
roadmap for both the 2019 and 2021 IRPs. Notably, STOP B2H has previously leveled such
allegations, which were not accepted by the Commission in Order No. 21-184.³ STOP B2H's
allegations of withholding are unsupported.

II. RECENT UPDATES ON REFERENCED PROCEEDINGS

5 Idaho Power offers two updates to the factual background information provided by STOP 6 B2H. First, STOP B2H notes that it is involved in federal litigation attempting to require the 7 Bureau of Land Management ("BLM") to conduct a Supplemental Environmental Impact 8 Statement ("SEIS") for B2H.⁴ On August 4, 2021, the federal court rejected STOP B2H's claim, 9 concluding that STOP B2H and its co-plaintiffs had "fail[ed] to show that significant new 10 information triggered BLM's obligation to prepare an SEIS."⁵

11 Second, STOP B2H notes that it is opposing the Oregon Department of Energy's 12 proposed order for the Energy Facility Siting Council ("EFSC") to grant a site certificate for B2H, 13 based in part on the claim that B2H is not needed.⁶ On July 29, 2021, the Hearing Officer in the 14 B2H contested case proceeding rejected STOP B2H's claim and confirmed that Idaho Power 15 has demonstrated the need for B2H, consistent with EFSC's rules.⁷

⁶ Application for Reconsideration at 2.

³ See, e.g., Docket LC 74, STOP B2H's Comments at 33 (Jan. 8, 2021) (challenging Idaho Power's transparency and honesty in its AURORA modeling for market availability); Order No. 21-184 at 14-15 (neither taking up nor accepting STOP B2H's claims regarding market availability). ⁴ Application for Reconsideration at 2.

⁵ STOP B2H Coalition et al. v. Bureau of Land Mgmt. et al., Case 2:19-cv-01822-SI, Opinion and Order at 23 (Aug. 4, 2021).

⁷ *In the Matter of Boardman to Hemingway*, OAH Case No. 2019-ABC-02833, Ruling and Order on Motions for Summary Determination on Contested Case Issues N-1, N-2, and N-3 (July 29, 2021).

III. RESPONSE TO APPLICATION FOR RECONSIDERATION

Under OAR 860-001-0720, reconsideration may be granted where a party presents
 "[n]ew evidence that is essential to the decision and that was unavailable and not reasonably
 discoverable before issuance of the order[.]"⁸

4 Here, STOP B2H claims to have "learned of new information" that it believes Idaho Power "knew and should have disclosed in the LC 74 docket."9 Specifically, STOP B2H 5 6 presents information contained in Idaho Power's recently filed Quarterly Report to the Securities and Exchange Commission ("SEC"), known as Form 10-Q ("10-Q"),¹⁰ concerning (1) ongoing 7 developments in the co-participant ownership arrangements for B2H; (2) Idaho Power's recent 8 and pending acquisition of several¹¹ types of new resources; and (3) continued discussion of 9 10 B2H's costs and risks.¹² STOP B2H claims that this information is essential to the 11 Commission's decision and requires reversal of the Commission's acknowledgment of the B2H 12 action items.¹³

13 STOP B2H's Application should be denied for three reasons. First, the information 14 identified by STOP B2H is not essential to the Commission's acknowledgment decision because 15 that decision was explicitly and necessarily based on information available at the time. To the 16 extent any of the information identified by STOP B2H is new, it—by definition—could not have 17 been essential to the Commission's acknowledgment decision, which was specifically 18 contingent on the facts and information as they existed. Second, much of the information cited

⁸ OAR 860-001-0720(3)(a). STOP B2H does not purport to seek reconsideration based on any alleged error of law or fact essential to the decision (OAR 860-001-0720(3)(b)) or based on other good cause (OAR 860-001-0720(3)(c)).

⁹ Application for Reconsideration at 3.

¹⁰ IDACORP, SEC Filings Details, 10-Q Quarterly Report (July 29, 2021), available at <u>https://www.idacorpinc.com/investor-relations/sec-filings/sec-filings-</u> <u>details/default.aspx?FilingId=15119262</u>.

¹¹ To clarify, STOP B2H first refers to "two new resource acquisitions," (Application for Reconsideration at 4), but goes on to describe three different types of resource acquisitions (Application for Reconsideration at 5). Therefore, Idaho Power interprets STOP B2H as claiming that all three types of resource acquisitions constitute relevant new evidence.

¹² Application for Reconsideration at 4.

¹³ Application for Reconsideration at 4.

by STOP B2H is not new, but rather represents the inevitable evolution of facts and circumstances that were already squarely addressed by parties and the Commission in Docket LC 74. Third, the information STOP B2H presents that is new nonetheless fails to support STOP B2H's request for reconsideration because the new evidence reinforces the need for B2H and supports Order No. 21-184.

A. The Allegedly New Information Is Not Essential to the Commission's IRP 7 Acknowledgment.

8 For new information to support reconsideration, it must be essential to the Commission's 9 decision.¹⁴ In the IRP context, a Commission acknowledgment decision is limited to the 10 appropriateness of the utility plan based on the context and information as it exists at the time.¹⁵ 11 As the Commission explained in Order No. 21-184, "acknowledgment of an IRP means that the 12 Commission finds that the utility's preferred portfolio and action plan is reasonable at the time of 13 acknowledgment."¹⁶ This acknowledgment does not mean that the utility's action plan is fixed 14 regardless of changing circumstances, or that the Commission's evaluation of the utility's 15 decisions will remain the same as facts and circumstances change. Thus, facts and circumstances that change after a Commission's acknowledgment are, by definition, not 16 17 essential to the Commission's decision.¹⁷

Indeed, the Commission was clear in this case that its acknowledgment decision was
contingent on the available evidence. As the Commission explained, the "facts, circumstances,
and assumptions that supported IRP acknowledgment" could subsequently change, and "any

¹⁴ OAR 860-001-0720(3)(a).

¹⁵ In re Portland Gen. Elec. Co. 2016 Integrated Resource Plan, Docket LC 66, Order No. 17-386 at 4 (Oct. 9, 2017) ("In reviewing an IRP, we examine the resource activities in the Action Plan and determine whether to acknowledge them based on the reasonableness of those actions, *given the information available at the time.*") (emphasis added).

¹⁶ Order No. 21-184 at 3 (emphasis added).

¹⁷ Notably, there does not appear to have been any instance of a prior request for reconsideration of a Commission acknowledgment decision. This absence underlines the fact that the inevitable development of new information does not support reconsideration in the context of IRP acknowledgments.

such material changes would then be evaluated during later ratemaking proceedings.¹⁸ With
respect to B2H in particular, the Commission's order recognized that changing facts or
circumstances might impact the Commission's future evaluation of Idaho Power's prudence, or
of future IRPs:

- 5 6
- 7 8 9

We find that Idaho Power's analysis of the project in its IRP comports with our established guidelines and is reasonable, even though we recognize there are still questions to be answered and that future developments, yet to occur, will continue to be reviewed.¹⁹

10 Now, STOP B2H claims that the Commission's decision to acknowledge B2H-related action items must be reversed because of three alleged changes, reported in Idaho Power's 10-11 12 Q filed on July 29, 2021—all of which occurred after the Commission's decision was made.²⁰ 13 First, in July 2021, Idaho Power and the other B2H co-participants entered into an agreement 14 regarding BPA's ongoing role in the B2H project. Second, on June 30, 2021, Idaho Power issued a formal request for proposals ("RFP") for up to 80 MW of new resources to help meet 15 16 peak energy needs in 2023, and further entered into certain five-year transmission purchase 17 agreements and Public Utility Regulatory Policies Act ("PURPA") renewals. Third, the Company 18 provided high-level preliminary cost estimates for B2H, which STOP B2H describes as 19 presenting less uncertainty and risk than the Company's earlier 2019 10-K filing.²¹ Each item 20 identified by STOP B2H as new information arose after the Commission's April 15 decision and

¹⁸ Order No. 21-184 at 3.

¹⁹ Order No. 21-184 at 16; *see also id.* at 17 (directing Idaho Power to account for changing wildfire risks associated with a changing climate by mid-century, and stating that "[w]e plan to continue to analyze new information regarding this wildfire issue as it becomes available").

²⁰ Note, STOP B2H states in passing that "SEC FORM 10 – Q is all new evidence that is essential to the [Commission's] decision[.]" However, Form 10-Q is a lengthy document filed quarterly that provides an ongoing view of a company's financial position. Much of the information concerns the basic nature of Idaho Power's business and the regulation of utility operations, etc. *See, e.g.,* Idaho Power's SEC Q2 2021 Form 10-Q at 18 (detailing the nature and regulation of Idaho Power's business). Clearly, such basic background information could not reasonably be interpreted as constituting "new evidence." As a result, this Response addresses only those portions of Form 10-Q specifically identified by STOP B2H as "new."

²¹ Application for Reconsideration at 7.

subsequent June 4 Order—and therefore cannot have been essential to the Commission's
 analysis of the facts as they existed "at the time of acknowledgment."²²

3 B. Much of the Allegedly New Information Was Already Addressed.

Even if newly available information could support reconsideration of an IRP acknowledgment decision, much of the information STOP B2H presents is not new. Rather, many of the items described in Idaho Power's 10-Q and identified by STOP B2H consist merely of the ongoing evolution of issues that were squarely presented to and addressed by the Commission in the LC 74 proceeding.

- 10
- 1. B2H Ownership Model Changes Were Addressed in the Second Amended 2019 IRP.

11 STOP B2H claims that the most recent 10-Q presents new information pertaining to B2H

12 ownership arrangements, where that form states:

13 In July 2021, the co-participants entered into an agreement and acknowledged that BPA [Bonneville Power Administration] does 14 15 not intend to participate in the construction of the project or to be a co-owner, in whole or in part, of the project, and that BPA intends 16 to sell its interest in the project to either Idaho Power or a third 17 18 party. Any changes regarding the ownership structure would be 19 addressed through amended or new funding agreements for the 20 future phases of the project.²³

STOP B2H claims that this description amounts to the "dissolution" of the co-participants' ownership arrangement.²⁴ Yet, as the 10-Q clearly states, changes to the B2H ownership structure remain in progress, and will be addressed "through amended or new funding agreements[.]"²⁵

25 Moreover, the arrangement described in the 10-Q is entirely consistent with the 26 proposed ownership changes addressed by Idaho Power and the Commission in Docket LC 74.

27 As Idaho Power explained, the B2H co-participants have been in the process of negotiating

²² Order No. 21-184 at 3.

²³ Idaho Power's SEC Form 10-Q at 49.

²⁴ Application for Reconsideration at 4.

²⁵ Idaho Power's Q2 2021 Form 10-Q at 49.

possible ownership arrangements that would transition BPA's involvement from direct ownership to funding the line's development through transmission service payments.²⁶ Indeed, Idaho Power first brought the potential change in co-participants' ownership arrangements to the Commission's attention through an update filing on July 1, 2020, while negotiations were still underway.²⁷ As this filing explained:

6 [T]he B2H co-participants are exploring a potential change in the 7 project's ownership arrangement, whereby Idaho Power would 8 acquire Bonneville Power Administration's (BPA) ownership share and provide transmission service to BPA's southeast Idaho 9 customers. Because this ownership arrangement would include a 10 commitment by BPA to fund the incremental cost of Idaho Power's 11 12 increased ownership percentage through a long-term purchase 13 agreement, the 21 percent ownership percentage assumed in the 14 Amended 2019 IRP continues to provide a reasonable basis for least-cost, least-risk planning for the time being.²⁸ 15

16 The Commission commented on this potential ownership rearrangement in its final order

17 memorializing acknowledgment: "According to current plans, Idaho Power will acquire the BPA

- 18 ownership share, and BPA would purchase access to B2H through the Company's Open
- 19 Access Transmission Tariff (OATT)."²⁹ Thus, the Commission recognized that partnership
- 20 details for B2H were in negotiation, and that BPA was expected to restructure its participation in
- 21 the project as described in the recent 10-Q.³⁰
- In sum, the facts have so far progressed consistent with the expectations presented in
- the Commission's Order, and thus provide no basis for reconsideration.

- ²⁹ Order No. 21-184 at 11.
- ³⁰ Order No. 21-184 at 16.

²⁶ Idaho Power's Final Comments at 5 ("One option for BPA's participation may involve repayment through transmission service, with BPA and/or its customers paying for transmission wheeling under the provisions of Idaho Power's Open Access Transmission Tariff ('OATT') and entering into a transmission service agreement.").

²⁷ Docket LC 74, Update Regarding Boardman to Hemingway Transmission Line Project (July 1, 2020).

²⁸ Docket LC 74, Update Regarding Boardman to Hemingway Transmission Line Project at 5.

1 2

2. Idaho Power's PURPA Renewals Were Addressed in the Second Amended 2019 IRP.

3 STOP B2H notes that Idaho Power recently entered into five new replacement power 4 purchase agreements ("PPAs") with PURPA-qualifying hydropower facilities.³¹ STOP B2H 5 claims that the Company failed to disclose these acquisitions, and that their impact, when 6 combined with other resource acquisitions discussed below, eliminates the need for B2H.³² 7 STOP B2H is incorrect in both respects.

8 First, the acquisition of renewing PURPA resources is not new information because such 9 renewals were clearly addressed in Idaho Power's Second Amended 2019 IRP and 10 accompanying comments.³³ As Idaho Power explained, the Company's analysis assumed that 11 all non-wind QFs providing power under Energy Sales Agreements ("ESAs") will renew as the 12 agreements expire.³⁴ Here, Idaho Power is merely renewing contracts for existing PURPA 13 hydropower Qualifying Facilities ("QFs"), as anticipated.

14 Second, Idaho Power's analysis of long-term resource needs already assumed the 15 renewal of non-wind QFs.³⁵ As a result, the fact that Idaho Power is acting consistent with the 16 modeling in its Second Amended 2019 IRP does not undermine the need for B2H in 2026.

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3. Cost Risks of B2H Were Addressed in the Second Amended 2019 IRP.

Finally, STOP B2H states that Idaho Power's most recent 10-Q reflects *less* risk and uncertainty for B2H than the discussion presented by STOP B2H in Docket LC 74, and by Idaho Power in a 2019 10-K filing.³⁶ The significance of this statement is not entirely clear, as reduced risks associated with B2H's development supports Commission acknowledgment. However, STOP B2H goes on to state that the uncertainties and risks identified in the 2019 10-K filing

³¹ Application for Reconsideration at 6.

³² Application for Reconsideration at 6.

³³ See, e.g., Idaho Power's Final Comments at 66.

³⁴ Idaho Power's Final Comments at 66.

³⁵ Idaho Power's Final Comments at 66.

³⁶ Application for Reconsideration at 7 ("STOP's final comments [p 15] on Idacorp's and Idaho Power's 2019 10-K filing shared multiple uncertainties and risksgreater than the one above that the [C]ompany stated[.]") (first bracketed language STOP B2H's).

1 "were shared with investors and shareholders but not [with] the Commission, interven[o]rs, or 2 ratepayers."³⁷ STOP B2H's reliance on the 2019 10-K is unavailing for three reasons.

3

First, the risks and uncertainties described in the Company's 2019 10-K concerned B2H in a very limited degree. Rather, this discussion addressed cost risks for everything from fuel 4 5 commodity prices, the extent of third-party renewable resource development, and the 6 economics and logistics of plant retirements. The sole discussion of risk and uncertainty 7 concerning B2H in this cited excerpt addressed the "actual completion date" of B2H.

8 Second, the Company's 2019 10-K was information available to parties when the 9 Commission made its acknowledgement decision. Clearly, the Company's publicly filed 10 description of costs and risks associated with B2H in 2019 was available and reasonably 11 discoverable before issuance of the Commission's order.³⁸

12 Third, uncertainties and risks are an integral part of the IRP process, and were addressed throughout the Company's filings and comments.³⁹ Indeed, the Commission 13 14 recognized the potential cost risks associated with B2H in its final order:

15 We recognize the uncertainties surrounding this project, including 16 cost, cost risks, partnerships, and market depth. We also recognize that these risks and uncertainties must be evaluated in 17 18 a context of potentially significant opportunities and benefits, including enabling better regional integration of low-cost 19 renewables, allowing clean energy goals to be met at a lower cost 20 21 to consumers, advancing regional reliability, and avoiding the need to meet large-scale capacity needs with new fossil fuel 22 23 infrastructure that is at risk of being economically stranded.⁴⁰

24 In sum, there is no basis for concluding that the Company's most recent summary 25 statement of cost risks associated with B2H constitutes new evidence unavailable to the 26 Commission or parties prior to the acknowledgment decision in this proceeding.

³⁷ Application for Reconsideration at 7.

³⁸ OAR 860-001-0720(3)(a).

³⁹ See, e.g., Idaho Power's Final Comments at 12 (discussing the cost contingency estimates for B2H).

⁴⁰ Order No. 21-184 at 15.

1C.What New Information Exists Supports the Need for B2H and Will Be Analyzed in2the 2021 IRP.

3 STOP B2H points to two additional resource acquisition efforts not specifically 4 addressed in the Company's Second Amended 2019 IRP as requiring reconsideration and 5 reversal of the Commission's acknowledgment decision-namely, (1) Idaho Power's recent 6 issuance of an RFP for up to 80 MW of new energy and capacity resources to meet peak 7 energy need in 2023, and (2) two new five-year transmission purchase agreements ("TPAs"). 8 STOP B2H claims that these resource acquisitions, together with the PURPA renewals 9 described above, void the need for B2H in 2026. However, neither of these resource acquisition 10 efforts undermine the need for B2H.

11 First, Idaho Power's need for 80 MW of new energy and capacity resources to meet peak energy need in 2023 was identified through the Valmy Unit 2 Exit Analysis.⁴¹ This analysis 12 13 was conducted consistent with Action Item Number 9 in Idaho Power's Second Amended 2019 14 IRP.42 While the results of this analysis were not known prior to the Commission's 15 acknowledgment decision, they indicate an even greater need for energy and capacity than previously understood—reinforcing the need for B2H to serve load in 2026.⁴³ Thus, while STOP 16 17 B2H is correct that there have been changes in both generation need and capacity deficits since 18 the Second Amended 2019 IRP was acknowledged, the result of these changes does not 19 support reversal of the Commission's acknowledgment of B2H-related action items. Notably,

⁴¹ Docket LC 74, Idaho Power Co.'s Valmy Unit 2 Exit Analysis (Aug. 4, 2021).

⁴² Order No. 21-184 at 9 ("Action item no. 9 is a focused economic and system reliability analysis to further inform the exit date for Valmy Unit 2. We direct Idaho Power to provide the results of the analysis in its 2021 IRP to either confirm the proposed 2022 exit or provide clarification on next steps in the event the early exit is not supported by analysis.").

⁴³ Docket LC 74, Idaho Power Co.'s Valmy Unit 2 Exit Analysis at 5 (noting that "the existing resource availability was revised to include updated thermal capacity and reduced demand response capacity determined through the refinement of the planning margin calculation[,]" which resulted in "a reduction of approximately 480 MW – 500 MW in available capacity each July during the 2022 through 2025 time period").

1 Idaho Power has already presented the implications of the Valmy Unit 2 Exit Analysis to the 2 IRPAC and is incorporating this analysis into the 2021 IRP.⁴⁴

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Second, the Company's recent five-year TPAs are irrelevant to the need for B2H. These 4 TPAs allow the Company to secure appropriate transmission rights to ensure continued access 5 across constrained transmission to the Mid-C market hub. Historically, the Company would 6 secure this transmission for a shorter term; however, recent transmission reservation activity in 7 the market required the Company to establish a longer-term transmission position. Available 8 market purchases across this transmission were already factored into the 2019 IRP. Plainly, the 9 acquisition of transmission capacity for market purchases already incorporated into the IRP 10 does not eliminate the need for B2H.

11 In sum, the resource acquisitions described in Idaho Power's 10-Q do not support 12 reconsideration or reversal of the Commission's decision to acknowledge B2H-related action 13 items.

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⁴⁴ See, Valmy Unit 2 Study Update, Presentation to IRPAC (Apr. 8, 2021), available at https://docs.idahopower.com/pdfs/AboutUs/PlanningForFuture/irp/2021/ValmySpecialStudyUpdateIRPAC 2.pdf.

IV. <u>CONCLUSION</u>

1 The Commission's decision to acknowledge the B2H-related action items in Idaho 2 Power's Second Amended 2019 IRP was reasonable, consistent with the available facts, and 3 remains supported by the available evidence. The Commission should reject STOP B2H's 4 request for reconsideration as unnecessary and unsupported.

Respectfully submitted this 18th day of August 2021.

McDowell Rackner Gibson PC

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