

**Eastern Snake River Plain Aquifer  
Comprehensive Aquifer Management Plan**

**2008 PROGRESS REPORT**

**Presented to the**

**IDAHO LEGISLATURE**

**by the**

**IDAHO WATER RESOURCE BOARD**

**FEBRUARY 1, 2008**





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# Eastern Snake Plain Aquifer Comprehensive Aquifer Management Plan

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## Executive Summary

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Senate Concurrent Resolution No.136, enacted by the Idaho legislature in April 2006, requested that the Idaho Water Resource Board (Board) prepare and submit a Comprehensive Aquifer Management Plan (CAMP) for the Eastern Snake Plain Aquifer (ESPA) and requested a status report on the development of the CAMP be submitted to the legislature in 2007. The Board worked with a team of facilitators and numerous stakeholders across the ESPA to develop goals and objectives for aquifer management, explore alternatives for positively impacting the water budget, and identify funding strategies. On February 14, 2007, the Board presented the ESPA CAMP Framework (Framework) to the legislature. The Framework sets forth the goal and objectives adopted by the Board for management of the ESPA:

**Goal:** Sustain the economic viability and social and environmental health of the Eastern Snake Plain by adaptively managing a balance between water use and supplies.

**Objectives:**

- Increase predictability for water users by managing for reliable supply
- Create alternatives to administrative curtailment
- Manage overall demand for water within the Eastern Snake Plain
  - Increase recharge to the aquifer
  - Reduce withdrawals from the aquifer

The Board recommended the creation of a 14-member Advisory Committee to develop a management plan. On Governor Otter's recommendation, two members representing county tax assessors were added to the Committee. It was estimated that a process to develop a management plan involving broad stakeholder representatives would require sixteen to eighteen months. The Board also recommended that funding be allocated to implement interim measures that would positively affect the ESPA water budget.

In 2007, the legislature approved House Bill 320 and allocated \$849,936 to the Board for technical studies, facilitation services, and interim measures as described in the CAMP Framework.

Pursuant to House Bill 320, the Board created and convened the ESPA CAMP Advisory Committee (Committee) in May 2007. Broadly based representatives from across the ESPA are executing the Board's charge of developing recommendations for a long-term aquifer management plan. The CAMP process represents the Board's primary approach to developing and implementing an acceptable long-term aquifer management plan for the ESPA. This report summarizes the Committee's activities and achievements to date, and the Board presents three initial recommendations for the Idaho legislature's consideration.

The Committee has been outlining the means for managing available water supply and water demands and identifying mechanisms to meet current and future water user needs, guided by the Goal and Objectives in the Framework. To facilitate a comparative analysis of management alternatives, the Committee has developed an evaluation matrix which requires the identification of potential effects resulting from implementation of management alternatives, including benefits, water source, yield, timeframe, costs, and others (See matrix outline in Appendix E). The management tools being analyzed include, but are not limited to:

- Managed and incidental recharge,
- Conservation Reserve Enhancement Program (CREP),
- Additional surface water storage,
- Groundwater to surface water conversions,
- Buy-outs and subordination agreements,
- Below Milner dam salmon flow augmentation exchanges,
- Dry-year leasing,
- Crop mix (incentives to plant low-water use crops),
- Weather modification, and
- Water conservation measures

To further understand the impact of various management alternatives, at the request of the Committee, the Idaho Department of Water Resources (Department) and other technical experts analyzed various effects on reach gains and aquifer levels from water budget changes between 600 thousand acre-feet (kaf) and 900 kaf. These figures were selected because the Department had previously conducted analyses of water budget changes within this range. The information provided stimulated significant and on-going Committee discussions regarding the identification of a long-term quantitative goal and interim hydrologic targets. The Committee also began discussion of strategies to fund plan implementation and the development of an adaptive management approach for evaluating the effectiveness of the CAMP.

At the January 24 and 25, 2008 Board meeting, a number of Committee members advised the Board that, although the upcoming discussions about the alternatives and funding principles would be challenging, the Committee process was productive and should be continued. While recognizing numerous challenges, the Committee has advised the Board that a forward-thinking and implementable CAMP can be developed and recommended to the legislature in 2009. The Committee will now be turning its attention to identifying intermediate and long-term goals, but requests funding for the implementation of the following initial strategies to affect the ESPA water budget. The Board has reviewed the recommendations and submits the following initial recommendations for consideration by the legislature.

## Initial CAMP Recommendations

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### 1) Study of the Minidoka Dam Enlargement

The Minidoka Dam, owned by the Bureau of Reclamation, is scheduled for reconstruction in 2011. Raising this structure by up to five feet during reconstruction could provide additional surface water storage along the Snake River system and increase the available water supply between 40 kaf and 50 kaf annually in the ESPA. Taking advantage of this opportunity to increase supply requires *immediate* allocation of \$1.4 million to complete necessary studies. Implementing expected CAMP actions such as ground water to surface water conversions and other management actions depend on increased surface water storage. Immediate allocation of funding for necessary studies will preserve the opportunity to enlarge Minidoka Dam. Otherwise, the State will lose the opportunity to create additional storage in the reservoir if feasible, and dam reconstruction at the current height will proceed as planned. Upon completion of studies, the State will be in a position to make a decision regarding the commitment of funds for design and construction. **Estimated Cost: \$ 1.4 million for Minidoka Enlargement Study.**

### 2) Voluntary Demand Reductions in the ESPA

In order to reduce demand on the ESPA water budget, funds are requested by the Board to buy down select water rights, pursue subordination agreements, and execute short or long term dry-year lease agreements (including CREP augmentation in targeted areas). **Estimated Cost: \$5 million for Voluntary Demand Reductions.**

### 3) ESPA Recharge

The Framework objectives include increasing recharge to the aquifer. The legislature previously directed the Board to actively pursue development of recharge facilities. With pilot projects underway, additional funding is required to support recharge activities within existing facilities (canals), including measurement of recharge water, construction of appropriate facilities, water wheeling and renting storage water. **Estimated Cost: \$1 million for ESPA Recharge.**

In the long term, the Board and Committee intend to work with the legislature, Governor and stakeholders to pursue all viable funding sources to implement the CAMP management alternatives.

## **1.0 Formation and Operation of the Advisory Committee**

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The Board initiated the Committee process in May 2007, with the expectation that the Committee would submit to the Board a recommended CAMP by the end of 2008. The Board charged the Committee with developing consensus recommendations on a long-term ESPA management plan. Committee activities to date include determining the means for managing available water supply and managing water demands, and identifying mechanisms to meet water user needs.

### **1.1 Committee Representatives**

The CAMP Committee is comprised of the following representatives from across the Eastern Snake Plain Aquifer (See Appendix A for a list of Committee members).

- Municipalities and Counties
- Businesses
- Land Developers
- Surface water users
- Groundwater users
- Spring water users
- Hydropower suppliers
- Domestic well owners
- Environmental and Conservation Interests
- Mixed-Use Interests
- County Assessors

### **1.2 Agency Participants**

State and Federal agencies advise the Committee, bringing technical expertise and agency perspectives to Committee deliberations. The agencies represented on the Committee include:

- Idaho Department of Water Resources
- Idaho Department of Environmental Quality
- Idaho Water and Energy Resources Research Institute
- Idaho Fish and Game
- Bureau of Reclamation
- United States Fish and Wildlife Service
- Office of the Governor

### **1.3 Meeting Schedule and Location**

The Committee established a monthly meeting schedule with dates and topics determined in advance of meetings to ensure full participation. The Committee met seven times in 2007 in locations across the ESPA, with meetings convened in Hagerman, Burley, Aberdeen, Pocatello, Idaho Falls, and Rexburg.

### **1.4 Operating Protocols**

The Committee developed and approved Operating Protocols outlining the Committee's purpose, responsibilities, and decision-making and discussion guidelines. The group agreed to use a consensus-based decision making process to develop aquifer management recommendations. They defined consensus as a process for reaching agreement that does not rely on voting, and that produces recommendations to which all members can agree.

It was determined that as needed, sub-committees would assist in deliberations and help frame Committee discussion. For example the Quantitative Goal Sub-Committee, charged with proposing a process for the determination of a Quantitative Goal for the CAMP, recommended that the Department conduct an analysis of a 600 kaf and 900 kaf change in the ESPA water budget to inform Committee deliberations and build understanding of the impacts a water budget change could have on various metrics. The Committee accepted the recommendation and is in the process of identifying additional information needed to fully evaluate all management alternatives.

### **1.5 Work Plan**

The CAMP Committee developed and adopted a Work Plan that outlines the key tasks in developing the aquifer management plan. The Work Plan, which includes the following elements, will guide deliberations in 2008:

- **Targets:** Using the qualitative Goal and Objectives established by the Board in the Framework (2007), develop recommendations for quantitative 5 and 10 year, 20, and 30 year targets.
- **Management Actions:** Develop recommendations for initial management actions that could be implemented to reach the interim targets including alternatives explored during the Framework process.

- **Funding Mechanisms:** Develop recommendations for funding mechanisms to provide resources for implementation of management actions.
- **Adaptive Management:** Develop recommendations for adaptive management mechanisms that will assess progress toward quantitative targets and qualitative goals and objectives, and outline steps for re-balancing management actions or allocating funds.

## 1.6 Framework Goal and Objectives

The CAMP Committee is working to identify the means to realize the following Goal and Objectives, outlined in the Board's 2007 Framework.

**Goal:** Sustain the economic viability and social and environmental health of the Eastern Snake Plain by adaptively managing a balance between water use and supplies.

**Objectives:**

- Increase predictability for water users by managing for reliable supply
- Create alternatives to administrative curtailment
- Manage overall demand for water within the Eastern Snake Plain
- Increase recharge to the aquifer
- Reduce withdrawals from the aquifer

## 2.0 Key Topics and Issues Addressed by the Committee

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The Committee made significant progress in identifying a process to determine interim quantitative targets and continues to work on establishing an overall quantitative goal and the management actions to accomplish water budget changes. In addition, the group initiated discussions on funding strategies to implement the CAMP; the development of funding strategies and an adaptive management plan will be the focus of discussions in early 2008. The following key topics and issues were addressed through Committee deliberations in 2007.

**Management Alternatives.** The Committee has initiated the analysis and comparison of a range of management actions, including:

- Managed and incidental recharge,
- Conservation Reserve Enhancement Program (CREP),
- Additional surface water storage,
- Groundwater to surface water conversions,
- Buy-outs and subordination agreements,
- Below Milner dam salmon flow augmentation exchanges,
- Dry-year leasing,
- Crop mix (incentives to plant low-water use crops),
- Weather modification, and
- Water conservation measures

An evaluation matrix was developed to identify trade-offs between these actions, which outlines the anticipated benefits and opportunities as well as issues, constraints, and impacts for each management alternative (See matrix outline in Appendix E).

**The Model.** Experts introduced the Committee to The Eastern Snake Aquifer Hydrologic Model and fielded questions. The Committee explored the use of the model as a planning tool and an aid in the development of the CAMP.

**Previous Settlement Efforts.** The Committee reviewed and discussed previous efforts to address ESPA issues including the “ESPA Conceptual Settlement Framework” (2004).

**Funding.** Initial funding strategy discussions to support implementation of the CAMP began with a review of the funding principles set forth in the Framework Report (2007).

**Quantitative Goal.** The Committee initiated and will continue to conduct a Quantitative Goal Analysis that includes the following:

- Evaluation of reach gain and water level changes from a 600kaf and 900kaf change in water budget spread across the ESPA to illustrate the impact of various management alternatives;

- Consideration of management action assumptions;
- Committee deliberation regarding quantitative goal targets, implementation and benefit timeframe, impacts, magnitude of cost; and
- A determination of whether changes will accomplish the Framework Goal and Objectives.

### **3.0 Interim Measures Identified in the Framework: Report on Progress**

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This section reports on implementation of the Interim Measures set forth in the 2007 Framework.

#### **3.1 Recharge**

The Board allocated \$150,000 to support a recharge effort in the spring of 2007. Due to low water conditions, no recharge occurred using the Board's water right permits in 2007. The budget allocation has been carried over for recharge operations in 2008. A request for proposals (RFP) was recently sent to canal companies to develop contracts for transmission of water to recharge sites in advance of 2008 spring runoff.

The Idaho Ground Water Appropriators and Idaho Dairymen's Association provided mitigation water for the first ever post-season recharge program. Storage water for recharge was released from Milner Dam into the North-Side Canal Company system beginning on October 20, 2007 and concluding on November 26, 2007. This effort resulted in approximately 26,840 acre-feet diverted.

#### **3.2 Conservation Reserve Enhancement Program (CREP)**

The Department increased CREP enrollment by moving water right transfers associated with CREP applications to the top of the processing list, if the transfer was needed for a CREP application to proceed. Additionally, the Department coordinated with Idaho's congressional delegation to enact changes at the federal level designed to increase the effectiveness of the Idaho CREP program. The approval of the Federal Farm Bill will determine the final outcome.

### **3.3 Targeted Demand Reduction**

The legislature appropriated \$5 million to the Board to accomplish targeted demand reduction in the Thousand Springs area. In 2007 the Board requested proposals to sell or subordinate water rights in the Thousand Springs area. Numerous proposals were received, and the Board is currently reviewing the proposals and negotiating with selected parties.

### **3.4 Groundwater Model**

Representatives from the Eastern Snake Hydrologic Modeling Committee (ESHMC), including staff from the Department and the Idaho Water Resource Research Institute (IWRRI) developed several spreadsheet tools to evaluate the impacts of CREP and other voluntary reduction, recharge, and conversion projects. The tools use output from the ESPA ground water model to estimate the impact of selected activities.

#### 4.0 Progress Against Budget (CAMP Process)

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In 2007, the legislature approved House Bill 320 and allocated \$849, 936 to the Board for technical studies, facilitation services, and interim measures as described in the CAMP Framework. This section outlines the progress against the budget for the CAMP Process, including funds allocated for technical studies and for meeting facilitation.

##### ESPA Comprehensive Aquifer Management Plan

Study	Contractor	Funds Available	Funds Committed	Funds Expended
Soft Conversions <sup>1</sup>	IWWRI	\$ 30,000	\$ 29,952	\$ 3,758
Hard Conversion <sup>2</sup>	<sup>3</sup>	\$ 60,000	\$ -	\$ -
Surface Water Storage		\$ 20,000	\$ -	\$ -
Thousand Springs - Flowing wells		\$130,000	\$ -	\$ -
Crop mix evaluation	IWWRI	\$ 5,000	\$ 4,980	\$ -
	North			
Weather Modification	American	\$100,000	\$ 78,500	\$ -
Economic analysis	West Water	\$100,000	\$ 100,000	\$ -
	<b>TOTALS</b>	<b>\$445,000</b>	<b>\$ 213,432</b>	<b>\$ 3,758</b>
	CDR			
Facilitation Services	Associates	\$400,000	\$ 400,000	\$ 170,450

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<sup>1</sup> Soft Conversions refer to delivering additional surface water to lands that have wells but are within canal systems and have ready or near-ready capability to use the additional surface water.

<sup>2</sup>Hard Conversions refer to delivering surface water into areas now served only by ground water wells and have no surface water delivery systems.

<sup>3</sup> Proposals to conduct a preliminary engineering study on hard conversions have been received and are currently under review.

## **5.0 Public Involvement**

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The CAMP Advisory Committee process provides numerous opportunities for public input. The composition of the Committee itself is representative of stakeholder groups from across the ESPA who are responsible for communicating and coordinating CAMP issues with their constituents. In addition, the facilitation team invites over 375 interested stakeholders to attend all Committee meetings and to submit their comments on the process and issues through frequent emails. All meeting agendas, finalized meeting notes, presentations, and documents are made available on the project website at [www.espaplan.idaho.gov](http://www.espaplan.idaho.gov).

## **6.0 Proposed CAMP Advisory Committee 2008 Work Plan and Initial Recommendations**

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The Advisory Committee Work Plan for 2008 builds on the process established in 2007.

### **6.1 Proposed Process for Determining Quantitative Goal**

Establish interim quantitative goal/targets by undertaking these steps:

- Refine quantitative analysis assumptions and determine management alternative roadmap;
- Generate additional data on cost, impact and benefits from a water budget change and from specific management actions;
- Prioritize management alternatives based on potential benefit, impacts, ease of implementation and cost; and
- Outline goals and priorities for short term (5- 10 year), intermediate (10-20) and long-term increments (20- 30 year).

### **6.2 Development of Funding Strategies**

- Establish funding opportunities and principles
- Develop specific funding strategies for each action to accomplish water budget change

### 6.3 Establish Adaptive Management and Implementation Strategy

- Establish an adaptive management strategy to monitor and evaluate the results of management actions. The adaptive management strategy would include protocols for revising management actions and/or quantitative targets as necessary.
- Develop implementation strategy and mechanisms for short, intermediate and long-term increments.

### 6.4 Initial Recommendations

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The following are initial recommendations from the Board and the CAMP Committee to the legislature:

#### 1) Study of the Minidoka Dam Enlargement

The Minidoka Dam, owned by the Bureau of Reclamation, is scheduled for reconstruction in 2011. Raising this structure by up to five feet during reconstruction could provide additional surface water storage along the Snake River system and increase the available water supply between 40 kaf and 50 kaf annually in the ESPA. Taking advantage of this opportunity to increase supply requires *immediate* allocation of \$1.4 million to complete necessary studies. Implementing expected CAMP actions such as ground water to surface water conversions and other management actions depend on increased surface water storage. Immediate allocation of funding for necessary studies will preserve the opportunity to enlarge Minidoka Dam. Otherwise, the State will lose the opportunity to create additional storage in the reservoir if feasible, and dam reconstruction at the current height will proceed as planned. Upon completion of studies, the State will be in a position to make a decision regarding the commitment of funds for design and construction. **Estimated Cost: \$ 1.4 million for Minidoka Enlargement Study.**

#### 2) Voluntary Demand Reductions in the ESPA

In order to reduce demand on the ESPA water budget, funds are requested by the Board to buy down select water rights, pursue subordination agreements, and make short or long term dry-year lease agreements (including CREP augmentation in targeted areas). **Estimated Cost: \$5 million for Voluntary Demand Reductions.**

### 3) ESPA Recharge

The Framework objectives include increasing recharge to the aquifer. The legislature previously directed the Board to actively pursue development of recharge facilities. With pilot projects underway, additional funding is required to support recharge activities within existing facilities (canals), including measurement of recharge water, construction of appropriate facilities, water wheeling and renting storage water. **Estimated Cost: \$1 million for ESPA Recharge.**

The Board and Committee intend to work with the legislature, Governor and stakeholders to pursue all viable funding to implement the CAMP management alternatives. The Board and Committee seek funding for the initial recommendations set forth in this report.

## Appendix A - **Advisory Committee Membership List**

The following outlines the interest group category and individual representatives and alternates for the CAMP Advisory Committee.

### **Municipalities/Counties**

**Mayor Lance Clow**, City of Twin Falls

**Mayor Jared Fuhriman**, City of Idaho Falls

**Mayor Charles Correll**, City of Jerome

**Mayor Roger Chase**, City of Pocatello

### **Business:**

**Alex S. LaBeau**, IACI President

**Arie Roeloff**, Idaho Dairy Association

### **Land developers:**

**Rebecca Casper**, Ball Ventures LLC

**Bob Muffley**, Mid-Snake Water Resource Commission

### **Surface water users:**

**Jeff Raybould**, Freemont-Madison Irrigation District

**Randy Bingham**, Burley Irrigation District

**Vince Alberdi**, Twin Falls Canal Company

**Lloyd Hicks**, Burgess Canal Company

**Steve Howser**, Aberdeen-Springfield

**Albert Lockwood**, Northside Canal Company

### **Groundwater users:**

**Don Parker**, Water District 110-100

**Tim Deeg**, Water District 120

**Dean Stevenson**, Water District 130-140

**Scott Clawson**, Water District 110-100

**Craig Evans**, Water District 120

**Lynn Carlquist**, Water District 130

**Spring water users:**

**Randy MacMillan**, Clear Springs Foods

**Linda Lemmon**, Thousand Springs Water Users Association

**Hydropower:**

**James Tucker**, Idaho Power

**Dee Reynolds**, Fall River Electric

**Domestic well owners:**

**George Katseanes**, Blackfoot

**Roger Buchanan**, Idaho Well Drillers

**Environmental and conservation interests:**

**Kim Goodman**, Trout Unlimited

**Will Whelan**, The Nature Conservancy

**Mixed-use interest:**

**Dan Schaeffer**, A&B Irrigation

**Stan Standal**, Spring Water User

**County assessor:**

**Max Vaughn**, Minidoka County

**Blake Mueller**, Bonneville County

**Agency Participants:**

**Hal Anderson**, *Idaho Department of Water Resources*, Administrator, Planning and Technical Services Design.

**Barry Burnell**, *Idaho Department of Environmental Quality*, Water Quality Administrator

**Roy Mink**, *Idaho Water and Energy Resources Research Institute*, Former Director

**Dave Parrish**, *Idaho Fish and Game*, Magic Valley Regional Supervisor

**Richard Rigby**, *Bureau of Reclamation*, Special Assistant to Regional Director

**Jeff Foss**, *US Fish and Wildlife Service*, Field Supervisor Snake River Fish and Wildlife Office

**Stephen Goodson and John Chatburn** – *Office of the Governor*

## **Appendix B - Operating Protocols**

### **I. ADVISORY COMMITTEE PURPOSE**

The purpose of the ESPA Advisory Committee is to develop consensus-based recommendations to the Idaho Water Resource Board (Board) regarding the Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan (CAMP).

### **II. ADVISORY COMMITTEE CHARGE**

The CAMP process will outline the means for managing available water supply, managing water demands and identifying mechanisms to meet Idaho's water needs. The CAMP process builds on the Board's Framework process and represents the primary approach to develop and implement an acceptable aquifer management plan for the ESPA.

### **III. BACKGROUND**

The Idaho legislature enacted Concurrent Resolution 136 in 2006 and requested that the Board develop a comprehensive management plan for the ESPA. The first step was to conduct an extensive public involvement effort during the development of the Framework Plan. The Framework identified a goal and multiple objectives, highlighted the various management alternatives, identified interim steps and advanced ideas on aquifer management funding.

The Board's purpose in developing a Framework Plan and a CAMP is to fulfill the request from the legislature and exercise the Board's responsibility to plan for the management of the waters of the state. While the Board holds planning responsibility and may implement projects or programs to aid in the management of water, the Director of the Idaho Department of Water Resources holds responsibility for administering water rights in accordance with state law. The CAMP process will build upon the previous Board efforts initiated during the Framework Plan development process.

### **III. THE COMPREHENSIVE AQUIFER MANAGEMENT PROCESS (CAMP)**

The CAMP will focus on management actions that can be taken by the Board to positively impact the ESPA. The CAMP Advisory Committee will work to identify means to implement the following goal and objectives:

**Goal:** Sustain the economic viability and social and environmental health of the Eastern Snake Plain by adaptively managing a balance between water use and supplies.

**Objectives:**

- Increase predictability for water users by managing for reliable supply
- Create alternatives to administrative curtailment
- Manage overall demand for water within the Eastern Snake Plain
- Increase recharge to the aquifer
- Reduce withdrawals from the aquifer

### **IV. BOARD AND COMMITTEE RESPONSIBILITIES**

#### **1. Idaho Water Resource Board**

The Board holds decision-making authority regarding CAMP components, with serious consideration given to both Committee recommendations and public input. Individual Board members will attend and participate in Advisory Committee meetings. The entire Board will be briefed on the CAMP process at each regularly scheduled Board meeting. Board members will indicate, as early as possible, areas of concern regarding the Advisory Committee process.

#### **2. Individual Advisory Committee Members**

Interest group representatives, alternates, and agency participants are all considered members of the ESPA Advisory Committee. Each member of the Advisory Committee is expected to:

- Regularly attend and prepare for committee meetings;
- Clearly articulate and represent the interests of his/her group and be able to articulate an ESPA-wide perspective;
- Listen to other points of view and try to understand the interests of others;

- Openly discuss issues with people who hold diverse views and participate in a cooperative problem solving procedure to resolve differences;
- Generate and evaluate options to address the needs expressed by the Committee; and
- Keep his/her constituent group(s) informed about activities and progress of the Advisory Committee, and solicit their input about ongoing deliberations.

### **3. Representatives, Alternates, and Agency Participants**

The list of Advisory Committee Representatives, Alternates, and Agency Participants established by the Board serves as the record of official Committee membership. Should a designated Representative, Alternate, or Agency Participant ask to be removed from Committee membership, the Board will consider a recommendation from the Committee regarding who should replace the individual in question, and make an appointment to the vacated position.

Representatives and their Alternates are strongly encouraged to coordinate their positions and work together to represent their constituencies. All members may participate in Committee discussions; however when the group is deliberating to determine if consensus has been reached (see Section V), participation will be limited to Representatives only. A representative may ask their alternate to represent him/her at any meeting where he or she may be absent, and/or during deliberations. If they are unable to attend meetings in person, alternates must be kept up to date concerning issues under discussion, previous decisions and progress made by the Advisory Committee. The Advisory Committee is not obligated to backtrack and repeat prior discussions or reopen earlier decisions for alternates.

### **4. Facilitators**

Facilitators from CDR Associates will design Committee agendas in consultation with the Advisory Committee. CDR will facilitate all Advisory Committee meetings. Additionally, CDR may facilitate, on an as needed basis, agreed upon subcommittee meetings.

The facilitators will remain impartial toward the substance of the issues under discussion. The facilitators are responsible to the whole group and not to any one member or interest group. The

facilitators will enforce ground rules that are accepted by the group. In addition, the facilitators will ensure that important information is available to Advisory Committee members in advance of each meeting. The facilitators will prepare and distribute meeting notes after each Committee meeting, and make information presented at the meetings available to the public through the established website ([www.espaplan.idaho.gov](http://www.espaplan.idaho.gov)) and email distribution.

## **V. DECISION MAKING**

As noted above, responsibility for CAMP decision making will rest with the Idaho Water Resources Board (Board). The Board will give serious consideration to the recommendations, perceptions and interests developed by the Advisory Committee. Additionally, through public meetings and other means of public input, ESPA stakeholder's views will be documented, summarized and provided to the Board prior to decision making.

### **1. Advisory Committee Consensus Recommendations**

The ESPA Advisory Committee will strive to reach consensus on recommendations to the Board regarding the ESPA Comprehensive Aquifer Management Plan. Consensus in this context is defined as a process for reaching agreement that does not rely on voting, and consensus recommendations are generally ones with which all members can agree. However, consensus does not necessarily mean unanimity. Some members may strongly endorse a particular solution while others may accept it as a workable agreement. A consensus is reached when all parties agree that their major interests have been taken into consideration and addressed in a satisfactory manner. Prior to key decisions, time will be provided for Committee members to solicit constituent input.

In the event that a consensus is not reached on a given issue, the Committee has several options:

- 1) A member who is not in agreement with the general opinion in the group may "stand aside" and not block the consensus,
- 2) A member may stand aside, allow the rest of the group to reach a consensus and request that a minority report detailing the other view(s) be added to the final agreement/document or

- 3) If no consensus is reached, the group may announce that there was not an agreement on a particular question or issue. The complete views and perspectives of committee members will be forwarded to the Board for their decision making.

## **VI. TECHNICAL SUPPORT**

Advisory Committee deliberations will be supported by the Eastern Snake Hydrologic Modeling Committee (ESHMC) and other technical experts as needed. Members may bring staff from their organizations or agencies, or members of their constituency groups to support the problem solving process. Advisory Committee members can defer to those individuals when their expertise is required or when requested by the Advisory Committee as a whole. However, the use of support persons must not disrupt deliberations.

## **VII. DISCUSSION GUIDELINES**

The following guidelines will be used to encourage productive deliberations and decision making. Members of Advisory Committee will commit to “best efforts” at following the guidelines and give the facilitators the authority to enforce them:

- ◆ It is crucial that everyone have a chance to be heard and to hear others.

Therefore, Advisory Committee Members will:

- Pay attention to what is being discussed in the meeting and avoid side conversations
- Allow people to speak and refrain from making interruptions
- Be brief and speak to the point

- ◆ It is important to find creative, innovative solutions.

Therefore, Advisory Committee Members will:

- Provide opportunities for each other to bring forward proposals and requests for technical analysis
- Avoid judging ideas prematurely
- Look for the need or interest that gives rise to the idea
- Look for ways to improve proposals

- Try to remain open minded
  
- ◆ Disagreements are inevitable; however they should be focused on the issues involved rather than on the people holding a particular view.

Therefore, Advisory Committee Members will:

- Promote cooperative interactions and avoid competitive behaviors that denigrate other participants
  
- Promote positive behaviors that promote productive discussions and agreement and avoid behavior that is disruptive to the work of the group
  
- Address one another in respectful ways

### **VIII. REPRESENTATION OF OTHER INTEREST GROUP VIEWS**

To enhance creativity during meetings, individuals who represent constituencies and agencies are not expected to restrict themselves to prior positions held by their interest group. The goal of the Advisory Committee is to have frank and open discussions of the issues in question and options to address these issues. Therefore, ideas raised in the process of the dialogue, prior to agreement by the whole group, are for discussion purposes only and should not be construed to reflect the final position of a Advisory Committee Member or his or her constituent group.

### **IX. CONSTITUENTS**

Informed constituencies will enhance the prospects for approval of the recommendations of the Advisory Committee. The members of the Advisory Committee will inform their constituents and solicit their opinions about the issues under discussion. They will represent the interests of their constituent group and bring their constituents' concerns and ideas to the deliberations. Members of the Advisory Committee may elect to hold regular meetings with their constituent group (a formal caucus), to provide copies of Committee meeting notes to their constituents and request comments, and to communicate informally with their constituents. The Advisory Committee will also explore other means to broaden public awareness and encourage broader involvement.

## **X. OBSERVERS AND PUBLIC INVOLVEMENT**

Advisory Committee meetings will be open to the public. However, in order for the Advisory Committee to achieve its objective, discussion and deliberation at Committee meetings must be focused and manageable. Participation by non-members of the Advisory Committee will be at the discretion of the Advisory Committee. Advisory Committee meetings will include a period for public comment. In addition, the Committee will hold public meetings during the process of developing recommendations to inform the public about progress being made and solicit feedback. Committee members are encouraged to provide outreach assistance for public meetings to raise broader awareness of the issues under discussion. Information, including meeting notes, will also be posted on the Idaho Department of Water Resources website.

## **XI. COMMUNICATIONS WITH THE MEDIA**

The Advisory Committee meetings will be open to the public, including the media. However, Committee members may choose to caucus and caucuses may not be open to the public. The consensus process is a solution-oriented, problem solving approach, not a platform for lobbying the public through the media. The deliberations of the Advisory Committee should not be used as opportunities for individual members to posture in order to gain the attention of the media.

If the Advisory Committee decide that there is a need for the Committee to communicate formally with the press, Advisory members will designate a spokesperson(s) and/or draft a statement. Stakeholders can refer members of the press to CDR for questions about the process.

In communicating with the media and the general public, a clear distinction should be made between preliminary information, concept papers, or proposals under consideration and final decisions. It is important to differentiate between discussions and decisions. Preliminary documents will be marked with “DRAFT” or “FOR DISCUSSION PURPOSES ONLY.”

Each Advisory Committee member is free to speak with the press on behalf of the constituency or agency he or she represents, and must make it clear to the press that his or her comments should not be attributed to the whole stakeholder group. No Advisory Committee member will

formally speak for or represent the Advisory Committee without expressed authorization by consensus of the Advisory Committee as a whole. No Advisory Committee member will characterize to the press the point of view of other representatives.

## **XII. SCHEDULE**

The CAMP process will be developed over the next 16 – 18 months. Predictable meeting dates and locations will be developed in conjunction with the Advisory Committee and posted on [www.esaplan.idaho.gov](http://www.esaplan.idaho.gov).

## Appendix C – Advisory Committee Work Plan

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The following is a more detailed list of the Advisory Committee tasks and an estimated timeframe. At the conclusion of each task, public meetings will be held to solicit the input of a broader range of stakeholders.

### **1. Interim Targets (Estimated Timeframe 3 - 5 months)**

- Committee consults Eastern Snake Hydrologic Modeling Committee (ESHMC) and other technical experts as appropriate for information on the range of water budget change necessary to achieve the qualitative goal set by Board
- Technical experts provide information to the Committee on water budget change possibilities from various management alternatives over 5 and 10 year time frames
- Using information provided, the Committee deliberates and recommends quantitative water budget change ranges for each objective in the 5 and 10 year time frames

### **2. Management Actions (Estimated Timeframe 4 - 6 months)**

- Committee identifies and determines appropriate management actions to be consider in the CAMP
- For each potential management action, technical experts provide information to assist Committee in identifying potential projects, expected outcomes, risk factors, costs, etc.
- With assistance from technical experts, the Committee compares potential management actions with each other on a costs and benefits basis, including economic and other considerations.
- Committee recommends prioritized projects and funding needs for each management action.

**3. Funding Mechanisms (Estimated Timeframe 4- 5 months)**

- Committee examines total funding required to meet 5 and 10 year quantitative goals.
- Committee recommends funding strategy to provide resources necessary to implement management actions.

**4. Adaptive Management (Estimated Timeframe 1 - 2 month)**

- Consulting technical experts, Committee recommends process for continuous evaluation of progress toward interim targets, including Board responsibilities and responsibilities of other state agencies and non-governmental entities.
- Committee recommends institutional modifications necessary to implement the management plan.



## Appendix D – Advisory Committee Meeting Agendas

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### Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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#### Advisory Committee

#### Meeting Agenda

May 10, 2007

Ramada Inn, Pocatello (133 West Burnside Ave., 83202)

10:00 a.m. to 5:00 p.m.

10:00 a.m. – 10:45 a.m. Welcome, Introductions and Agenda Review

10:45 a.m. – 12:15 p.m. Discussion of Operating Protocols

- Presentation and Discussion: Draft operating protocols distributed to the Committee to discuss and take back for comment.

**Goal: Understanding and Discussion of Operating Protocols**

12:15 p.m. – 12:45 p.m. Break – Pick up Boxed Lunches

12:45 p.m. – 2:15 p.m. Identification of Interests

- Presentation and Exercise: Introduction of interest-based problem-solving concept; small group discussion of interests related to ESPA Management; identification and sorting of interests.

**Goal: Understanding, identification and discussion of needs and concerns (interests) regarding the development of the CAMP**

2:15 p.m. – 2:30 p.m. Break

2:30 p.m. – 4:00 p.m.

ESPA Framework and Committee Work Plan (with Break)

- Presentation and Discussion: ESPA Framework process and content; approach to achieving goals identified by the Board in the Framework.

**Goal: Outline of Committee Work Plan**

4:00 p.m. – 4:30 p.m.

Technical Analysis: Adjusting Supply and Demand

- Presentation: Opportunities to adjust supply and demand; outline of technical analysis to support Advisory Committee.

**Goal: Introduction of supply and demand reduction alternatives**

4:30 p.m. – 5:00 p.m.

Logistics, Future Meeting Dates and Agendas

- Discuss future meeting dates, locations, times, and logistics.

**Goal: Schedule meeting dates/locations for next six months**



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

### Meeting Agenda

**June 5, 2007**

College of Southern Idaho

(Taylor Building, 315 Falls Ave. Twin Falls, Idaho 83301)

10:00 a.m. to 5:00 p.m.

1. Welcome, Introductions, Agenda Review and Meeting Note Finalization
2. Discussion: Review and Approve Operating Protocols and Work Plan

**Goal: Committee Approval of Operating Protocols and Work Plan**

3. Lunch ( provided for Committee members only)
4. Presentation and Discussion: ESPA Water Budget ( Bryce Contor IWWIRI)

**Goal: Committee understanding of the elements of the ESPA water budget, as the beginning of the effort to quantify objectives for the CAMP.**

5. Presentation and Discussion: Technical studies to support Committee review of management alternatives (Brian Patton IDWR)

**Goal: Committee understanding of ESPA Hydrology, water availability and management alternative components and identification of Committee questions regarding data.**

6. Discussion: Next Steps, Other Issues and Meeting Scheduling

**Goal: Identification of next steps and establishment of predictable meeting schedule**

7. Public Comment



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

### Meeting Agenda

July 26, 2007

Red Lion at the Falls (475 River Pkwy, Idaho Falls 83402)

10:00 a.m. to 5:00 p.m.

1. Welcome, Introductions, Agenda Review and Meeting Note Finalization
2. Discussion: Revisit Work Plan and Proposed Agendas and Outcomes document

**Goal: Discuss whether existing “linear” work plan meets Committee needs. Discuss proposed agendas and outcomes for 2007.**

3. Discussion: Proposed Caucus Meetings to coordinate interest group representation and explore issues and challenges

**Goal: Committee understanding of the purpose of caucus meetings, and agreement on when/whether to hold caucuses in advance of the next Advisory Committee meeting.**

4. Discussion: Proposed sub-committee to develop recommendation on process for setting quantitative goal

**Goal: Committee agreement on establishment, purpose and charge of sub-committee.**

5. Lunch ( provided for Committee members only)
6. Report: Meeting with the ESHMC and earlier sessions

**Goal: Review of CDR discussion with the ESHMC**

7. Discussion: Review of aquifer Management Alternatives listed in Framework; brainstorming of additional ones which should be considered by Committee

**Goal: Listing of Management Alternatives Committee wishes to consider.**

8. Discussion: Brainstorming of criteria and questions to use when evaluating Management Alternatives - JDB

**Goal: Draft list of criteria for evaluating Management Alternatives.**

9. Discussion: Review listed Management Alternatives; determine which ones the Committee wants to know more about; suggest speakers for presentations about these alternatives at future meetings.

**Goal: Dates when Committee will hear presentations about various Management Alternatives and list of speakers.**

10. Public Comment



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

### Meeting Agenda

August 23, 2007

NRCS Plant Materials Center Conference Room  
1691 A South 2700 West, Aberdeen, ID 83210  
10:00 a.m. to 5:00 p.m.

1. Welcome, Introductions, Agenda Review and Meeting Note Finalization
2. Presentation: The Eastern Snake Aquifer Hydrologic Model – Bryce Contour, IWRRRI

**Goal: Committee education on the background and construction of the model.**

3. Lunch
4. Presentations and Discussion: Managed Recharge
  - IDWR – Brian Patton and staff
  - Idaho Power – David Blew
  - Bureau of Reclamation – Rich Rigby

**Goal: Committee education on status of ongoing managed recharge efforts and potential for future activities, including risks and constraints.**

5. Presentations and Discussion: Incidental Recharge
  - Water District 01 – Tony Olenichak

**Goal: Committee education on incidental recharge, including opportunities, risks and constraints.**

6. Presentations and Discussion: CREP and other Incentives for Voluntary Retirement
  - IGWA – Lynn Tominaga
  - IDWR – Brian Patton and staff
  - Farm Service Administration – Ronald Abbott
  - Update on pending Farm Bill – Don Dixon, U.S. Senator Mike Crapo's Office

**Goal: Committee education on status of CREP program and potential for future activities, including risks and constraints.**

7. Presentation: Clive Strong on the background of the 2004 “Strawman” proposal

**Goal: Committee understanding of the creation of and elements in the Strawman proposal.**

8. Presentation and Discussion: Report from Quantitative Goal Sub-Committee

**Goal: Provide report back to Committee members on first sub-committee meeting.**

9. Public Comment



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

#### Meeting Agenda

Thursday, September 27<sup>th</sup>, 2007

Best Western CottonTree Inn  
450 W 4th S, Rexburg, Idaho, 83440

9:00 a.m. to 5:00 p.m.

*\*NOTE EARLIER START TIME*

1. Welcome, Introductions, Agenda Review and Meeting Note Finalization
2. Presentation and Discussion: Report from Quantitative Goal Sub-Committee

**Goals: Provide report on sub-committee proposal to evaluate range of water budget changes identified by the 2004 Strawman Proposal. Hear IDWR approach to outlining model runs. Obtain Committee feedback and approval to move forward.**

3. Presentations and Discussion: Additional Surface Water Storage
  - IDWR – Brian Patton and staff
  - Bureau of Reclamation – Rich Rigby

**Goal: Committee education and discussion on the potential for new surface water storage within the Eastern Snake Plain and in neighboring basins, including risks and constraints.**

4. Lunch
5. Presentations and Discussion: High-Lift Exchange
  - IDWR – Brian Patton and staff

**Goal: Committee education and discussion on high-lift exchange, including opportunities, risks and constraints.**

6. Presentations and Discussion: Recharge and Water Quality
  - DEQ – Barry Burnell
7. Public Comment



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

### Meeting Agenda

Thursday, October 25, 2007

Hagerman Valley Senior/Community Center

140 E. Lake Street, Hagerman, ID 83332

9:00 a.m. to 5:00 p.m.

1. Welcome, Introductions, Agenda Review and Meeting Note Finalization
2. Briefing and Discussion: Licensing of Hydropower Water Right at Milner
  - IDWR – Director Dave Tuthill

**Goal: Committee understanding of water right licensing process at Milner Dam and relationship to CAMP process**

3. Presentation and Discussion: Management Alternative Matrix and Preliminary Evaluation
  - CDR – Diane Tate and Jonathan Bartsch

**Goal: Committee review and refinement of management alternative matrix; begin initial evaluation of management alternatives reviewed by the Committee; determine how to treat management alternatives not reviewed by Committee**

**Committee Homework:** Review July 2007 Meeting Notes, r.e. management alternative criteria and questions.

4. Briefing: Climate Impact Fall Seminar
  - IDWR – Brian Patton

**Goal: Committee understanding of key issues and topics from Climate Impacts Group Seminar and issues/topics for Committee consideration**

5. Walk to Lunch – Provided for Advisory Committee
6. Discussion: Funding Options

**Goal: Committee review of funding options listed in Framework and brainstorming of other strategies to fund management plan elements**

**Committee Homework:** Review funding options listed in Framework.

7. Briefing: Status of Management Alternative Technical Analysis and Quantitative Goal Evaluation (600 kaf and 900 kaf water budget change analysis)
  - IDWR – Brian Patton

**Goal: Committee understanding of management technical analysis and the quantitative goal analysis status**

8. Discussion: Preliminary Advisory Committee Outcomes and Report to Board 2008

**Goal: Committee understanding and agreement on the Advisory Committee outcomes and products for 2008**

9. Public Comment



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

### Meeting Agenda

Thursday, November 15, 2007

Best Western Inn, Burley (800 N Overland Avenue, Burley, Idaho, 83318)

10:00 a.m. to 5:00 p.m.

1. Welcome, Introductions, Agenda Review, Management Alternative Matrix Update, Meeting Note Finalization

2. Presentation: Groundwater to Surface Water Conversions – Hard and Soft

**Goal: Committee understanding of groundwater to surface water conversions (hard and soft)**

3. Presentations and Small Group Discussion: Quantitative Goal Analysis

**Goal: Committee understanding of analysis assumptions, preliminary analysis results and identification of next steps in setting quantitative goal**

4. Discussion: Outline of Report to Board

**Goal: Committee review and refinement of draft report outline to Board**

5. Public Comment



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

### Meeting Agenda

Friday, January 4, 2008

Holiday Inn (Jasper Room, 1399 Bench Road), Pocatello

10:00 a.m. to 4:00 p.m.

1. Welcome, Introductions, Agenda Review and Meeting Note Finalization
2. Briefing and Discussion: Quantitative Goal Analysis and Goal Sub-Committee Deliberations
  - CDR and Goal Sub-Committee

**Goal: Continued Committee discussion of quantitative goal analysis and update on Goal Sub-Committee deliberations.**

3. Lunch – Provided for Committee Members
4. Discussion: Management Alternative Matrix

**Goal: Committee review and refinement of revised Management Alternative Matrix and discussion of next steps.**

5. Discussion: Report to Board and Legislature

**Goal: Committee review and refinement of Draft Report to the IWRB and Legislature.**

6. Presentation and Discussion: Recharge
  - Eastern Idaho Water Rights Coalition (EIWRC)

**Goal: Committee understanding of the purpose and general direction of the EIWRC recharge proposal.**

7. Discussion: Next Steps and Future Meeting Agenda Development
8. Public Comment



## Eastern Snake Plain Aquifer (ESPA) Comprehensive Aquifer Management Plan

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### Advisory Committee

### Meeting Agenda

**Tuesday, January 22, 2008**

Idaho Department of Water Resources, 322 E. Front St, Boise  
6<sup>th</sup> Floor Conference Room A&B  
10:00 a.m. to 4:00 p.m.

1. Welcome, Introductions, Agenda Review and Meeting Note Finalization
2. Discussion: Report to Board and Legislature

**Goal: Committee review and finalization of Report to the IWRB and Legislature**

3. Lunch – Provided for Committee Members
4. Discussion: Quantitative Goal Analysis and Implementation Phases

**Goal: Continued Committee discussion of quantitative goal analysis**

5. Presentation and Discussion: Water Conservation
  - Bureau of Reclamation

**Goal: Committee understanding of conservation issues and role in CAMP**

6. Discussion: Management Alternative Matrix

**Goal: Committee review and refinement of Management Alternative Matrix**

7. Discussion: Board Presentation and Committee Participation
8. Next Steps and Future Meeting Agenda Development
9. Public Comment

## Appendix E –Management Alternative Matrix Outline

This sample table illustrates the structure followed for each management alternative outlined in the management alternative matrix. The matrix is available upon request.

Name of management alternative/action	
Category	Increase supply, manage demand, etc.
Description	Describe management alternative/action
History	Describe past efforts to implement similar management alternatives/actions, if any
Anticipated benefits	Include the following if known: <ul style="list-style-type: none"> <li>• Potential beneficial impacts (in terms of amount of water)</li> <li>• Possible metrics for measuring success</li> </ul>
Water Source	Describe source of water needed to implement this action.
Yield	Includes Firm Yield and Average Yield for water supply projects.
Timeframe	Include the following if known: <ul style="list-style-type: none"> <li>• Timeframe for implementation</li> <li>• Hydrologic response time (time until you see results)</li> <li>• Time of year project would operate/function (if not year-round)</li> <li>• Number of years on average project would function (if appropriate)</li> <li>• Lifespan of project</li> </ul>
Opportunities	Include the following if known: <ul style="list-style-type: none"> <li>• Possible projects previously considered or currently being studied (provide access to a map if available)</li> <li>• Locations where it would make sense to implement this type of project</li> </ul>
Issues and constraints	Include the following if known: <ul style="list-style-type: none"> <li>• Legal constraints/impediments (include relevant statutory definitions or provisions)</li> <li>• Political/social liability</li> <li>• Constraints to implementation</li> <li>• Operational constraints/difficulty</li> </ul>
Estimated resources and costs	Include the following if known: <ul style="list-style-type: none"> <li>• Amount of water required to implement the alternative, if any, and possible sources of water</li> <li>• Cost to implement the alternative (build the facility, rent water, etc.)</li> <li>• Costs to maintain/operate the facility, program, etc.</li> <li>• Information about related costs (costs to remedy any impacts caused by implementation of the alternative)</li> </ul>

Impacts	<p>Include the following if known:</p> <ul style="list-style-type: none"> <li>• Possible environmental impacts</li> <li>• Possible local and regional economic impacts</li> <li>• If a water source is required, possible impacts from using available sources</li> <li>• Possible impacts to existing facilities</li> </ul>
Necessary Parties	<p>Include the following if known:</p> <ul style="list-style-type: none"> <li>• Parties needed for successful implementation</li> <li>• Roles of state and federal agencies, as appropriate</li> </ul>
Next Steps and Critical Path	Describe next steps required to implement this action, and any critical elements that control implementation.
Possible Funding Sources	Include information about possible sources of funding to implement management alternative, including construction costs, water acquisition costs, operations/maintenance costs, and costs associated with addressing adverse impacts, where these are known.
Experience outside ESPA?	Short descriptions of other parts of Idaho or other states that have implemented (or tried to implement) similar management alternatives