

Public input was a vital part of developing TVA's Integrated Resource Plan.



Resource Options Fill the Capacity Gap

Demand-Side

- Includes residential, commercial, industrial, and utility energy efficiency programs
- Includes energy conservation programs

Supply-Side

- Commercial & advanced / alternate sources
- Screened based on feasibility, technology maturity, and investment (baseline) cost by type and size cycle

Wholesale Power Agreement

- Includes various contracts & TVA firm resources under contract for energy
- Also transmission cost and behavior / operations

Integrated

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Through public meetings, webinars and various forms of gaining insight from the people we serve, TVA was able to integrate their ideas and concerns into the plan.

Stakeholder Review Group

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TVPPA believes the overall process TVA used in conducting the IRP was sound, transparent and that it afforded opportunity for external input to TVA from the public and the other stakeholders.

— Jack Simmons, President and CEO
Tennessee Valley
Public Power Association

TVA's current planning process, including the formation of the Stakeholder Review Group, is a significant step forward not only for TVA's planning processes, but also for TVA's relationship with the nine million people it serves.

— Stephen Smith, Executive Director
Southern Alliance for Clean Energy

TVA wanted to demonstrate transparency by including the public as much as possible during the IRP process. For example, the need for a Stakeholder Review Group was an outcome of the seven public meetings held last summer.

— Randy Johnson, Manager
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3 Public Participation

TVA is the largest public power company in the nation. An objective of this IRP was to understand the needs of the people it serves and how to address those needs in a cost-effective, reliable manner. Since the needs of the people vary, some people are more concerned about the cost of power, some on reliability, while others are concerned about environmental impacts. Therefore, it is TVA's ultimate responsibility to balance these competing needs as it plans for the future.

A transparent and participatory approach was utilized in the development of this IRP. Many opportunities were available to the public that influenced the development – and ultimately the outcome – of this IRP. For example, public briefings and meetings were held across the region, and an advisory review group was created. The following key objectives of public involvement were:

- Engage numerous stakeholders with differing viewpoints and perspectives throughout the entire IRP process
- Incorporate public opinions and viewpoints into the development of the IRP, including activities and opportunities for stakeholders to review and comment on various inputs, analyses and options considered
- Encourage open and honest communication in order to facilitate a sound understanding of the process
- Provide multiple communication channels to provide several ways for members of the public to learn about the IRP process and to provide input

TVA involved the public in each critical step of the IRP process. The involvement helped TVA identify the most effective ways to serve the people of the Tennessee Valley region. Public participation was actively solicited three times during the IRP process.

1. Public scoping period
2. Analysis and evaluation period
3. Draft IRP public comment period

3.1 Public Scoping Period

The TVA IRP process began with a 60-day public scoping period June 15, 2009. TVA announced the start of the process in newspapers throughout the region via media releases and on TVA's website.

In addition, the EPA published the official EIS Notice of Intent in the Federal Register. This notice is required by the NEPA guidelines which require federal agencies such as TVA to prepare an EIS whenever its actions, such as the development of an IRP, have the potential to affect the environment.

During the scoping period, TVA disseminated a broad range of information to the public, including the reasons for developing an IRP, what it would focus on, the process for how an IRP is developed and how the results will be used to guide strategic decision making. Public scoping provided an early and open process to ensure:

- Stakeholder issues and concerns were identified early and properly studied
- Reasonable alternatives and environmental resources were considered
- Key uncertainties that could impact costs or performance of certain energy resources were identified
- Input received was properly considered and would lead to a thorough and balanced final IRP

TVA also reiterated the need to have a balanced approach when considering the tradeoffs of one energy resource for another. While developing this IRP, TVA sought public input on a variety of issues and asked the following questions:

- How will any changes affect system reliability and the price of electricity?
- Should the current power generation mix (e.g., coal, nuclear power, natural gas, hydro, renewable) change?

Public Comment Process:

Step 1 - Public Scoping Period

- Public Meetings
- Written Comments
- Scoping Questionnaire

Step 2 - Analysis and Evaluation Period

Step 3 - Draft IRP Public Comment Period

- Should energy efficiency and demand response be considered in planning for future energy needs?
- Should renewables be considered in planning for future energy needs?
- How can TVA directly affect electricity usage by consumers?

The scoping period helped shape the initial development and framework of this IRP. TVA used the input received to determine what resource options should be considered to meet future demand. TVA used two primary techniques, public meetings and written comments, to collect public input during the scoping period.

3.1.1 Public Meetings

During the scoping period, TVA held seven public meetings across the Tennessee Valley between July 20 and Aug. 6, 2009 (Figure 3-1). The meetings were conducted in an informal, open house format to give participants an opportunity to express concerns, ask questions and provide comments. Exhibits, fact sheets and other materials were available at each public meeting to provide information about the Draft IRP and the associated EIS.

Date	Location
July 20, 2009	Nashville, Tenn.
July 21, 2009	Chattanooga, Tenn.
July 23, 2009	Knoxville, Tenn.
July 28, 2009	Huntsville, Ala.
July 30, 2009	Hopkinsville, Ky.
Aug. 4, 2009	Starkville, Miss.
Aug. 6, 2009	Memphis, Tenn.

Figure 3-1 – Public Scoping Meetings

Attendees included members of the general public, representatives from state agencies and local governments, TVA’s congressional delegation representatives, distributors of TVA power, non-governmental organizations and other special interest groups.

Approximately 200 attended the public scoping meetings. TVA subject-matter experts attended each meeting to discuss issues and respond to questions about the IRP planning process and TVA’s power system and programs.

3.1.2 Written Comments

During the scoping period, TVA accepted comments via email, fax, letters, TVA's website, public scoping meetings and a scoping questionnaire. At the public scoping meetings, verbal comments were recorded by court reporters and attendees were able to submit written comments by logging onto TVA's website using TVA supplied computers.

Overall, TVA received approximately 1,000 comments from the following communication tools:

- Scoping questionnaire
- Email
- TVA's website
- Public meetings

Comments were received from four federal agencies and 20 state agencies representing six of the seven TVA region states. Some of these responses included specific comments, while others stated they had no comments, but asked to review the Draft IRP and the associated EIS. Figure 3-2 shows the distribution of scoping comments by geographic area.

Some agencies, organizations and individuals provided comments specific to TVA's natural and cultural resource stewardship activities. These comments were not included in the scoping report because they focused on another planning process – TVA's Natural Resource Plan (NRP) and associated EIS. The full scoping report on this IRP as well the NRP can be found on TVA's website.

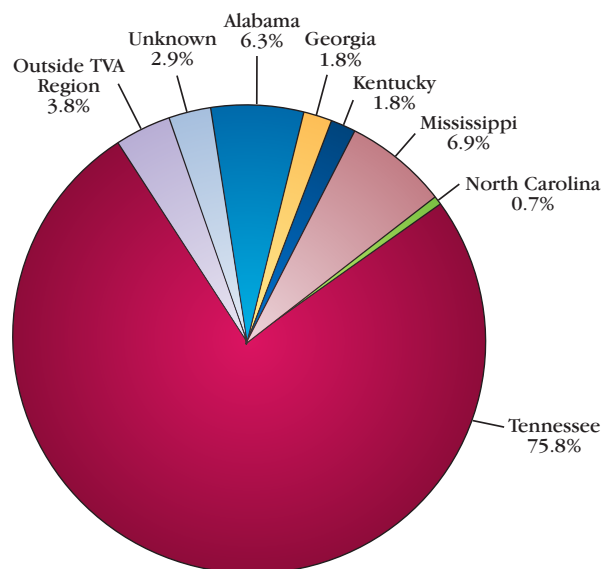


Figure 3-2 – Distribution of Scoping Comments by Geographic Area

3.1.3 Scoping Questionnaire

An 11-part scoping questionnaire was distributed at public meetings and made available on TVA's website. The questionnaire was developed to elicit public opinion on TVA's future generation and efficiency options. At least part of the scoping questionnaire was completed by 845 people, and 640 of the respondents answered the write-in questions as well as the multiple-choice questions.

Many of those who completed the questionnaire expressed a willingness to take various measures to reduce their energy use or pay higher rates for cleaner energy. The willingness to undertake some measures increased with the availability of financial incentives.

After further analysis, the results of the questionnaire indicated that the findings were not statistically significant and the survey population was not fully representative of the entire Tennessee Valley region. Therefore, TVA decided to conduct a phone survey of approximately 1,000 individuals across the entire region in the summer of 2010.

3.2 Analysis and Evaluation Period

The analysis and evaluation period took key themes and results identified from the scoping period and developed the framework for analysis and evaluation. The findings were considered when TVA developed the range of strategies for IRP analysis.

During this phase, TVA used the following three techniques to collect public input:

1. Stakeholder Review Group
2. Public briefings
3. Phone survey

Public Comment Process:

Step 1 - Scoping Period

Step 2 - Analysis and Evaluation Period

- Stakeholder Review Group
- Public Briefings
- Phone Survey

Step 3 - Draft IRP Public Comment Period

3.2.1 Stakeholder Review Group

Early in the IRP process, TVA recognized it would be difficult to get specific and continuous input from the public beyond the scoping period. To obtain more in-depth, ongoing input from the public, TVA established an advisory Stakeholder Review Group (SRG) in July 2009.

The formation of this diverse 16-member review group (listed on page 42) was the cornerstone of the public input process. It consisted of representatives from business and industry, state agencies, government, distributors of TVA power, academia, special interest groups and civic organizations. In addition to providing their individual views to TVA, SRG members represented their constituency and reported to them on the IRP process.

The SRG met approximately every month with TVA. Ten meetings were held prior to the release of the Draft IRP and the associated EIS at various locations throughout the region. Five additional meetings were held between the release of the Draft IRP and approval of the Recommended Planning Direction to facilitate ongoing feedback and guidance for this IRP. Figure 3-3 shows the dates and locations of all the SRG meetings.

Date	Location
July 29, 2009	Nashville, Tenn.
Aug. 18, 2009	Knoxville, Tenn.
Sept. 24, 2009	Chattanooga, Tenn.
Oct. 22 & 23, 2009	Chattanooga, Tenn.
Dec. 10 & 11, 2009	Nashville, Tenn.
Feb. 17, 2010	Knoxville, Tenn.
May 13, 2010	Knoxville, Tenn.
June 29, 2010	Murfreesboro, Tenn.
July 20 & 21, 2010	Chattanooga, Tenn.
Aug. 12, 2010	Chattanooga, Tenn.
Aug. 26, 2010	Chattanooga, Tenn.
Oct. 28, 2010	Knoxville, Tenn.
Nov. 18, 2010	Murfreesboro, Tenn.
Dec. 15, 2010	Chattanooga, Tenn.
Jan. 26, 2011	Knoxville, Tenn.
Feb. 24, 2011	Chattanooga, Tenn.

Figure 3-3 – Stakeholder Review Group Meetings

The meetings were designed to encourage dialogue on all facets of the IRP process, and to facilitate information sharing, collaboration and expectations for this IRP. Topics included energy efficiency best practices, TVA's power delivery structure, load and commodity forecasts and supply resource options.

The individual views of SRG members were collected on the entire range of assumptions, analytical techniques and proposed energy resource options and strategies. Given the diverse makeup of the SRG, there were a wide range of views on specific issues, such as the value of energy efficiency programs, environmental concerns and the appropriateness of some new technologies. Open discussions supported by the best available data facilitated better comprehension of the specific issues.

To increase public access and transparency to the IRP process, all non-confidential SRG meeting material (i.e., presentations, agenda and minutes) was posted on TVA's website. In addition, TVA developed an internal website specifically for SRG members to post information on and to request data from TVA staff.

3.2.2 Public Briefings

In addition to the public scoping and SRG meetings, TVA held four public briefings (Figure 3-4). The public briefings informed the general public of the IRP process.

Date	Location
Oct. 23, 2009	Chattanooga, Tenn.
Nov. 16, 2009	Chattanooga, Tenn.
Feb. 17, 2010	Knoxville, Tenn.
May 13, 2010	Knoxville, Tenn.

Figure 3-4 – Public Briefings

Participants had the option to attend in person or by webinar. The format of the public briefings included a brief presentation followed by a moderated Q&A session with the audience.

Topics discussed at the public briefings included an overview of the integrated resource planning process, resource options, development of scenarios and strategies and evaluation metrics.

The public briefings attendance averaged 15 to 20 in-person participants and approximately 30 to 40 participants by webinar. Videos of the briefings and presentation materials were posted on the IRP project website.

TVA also briefed the public on the IRP process through presentations given at local organizations, clubs and associations including the following:

- Association of Energy Engineers
- Tennessee Renewable Energy and Economic Development Council
- Chattanooga Engineers Club
- City of Chattanooga
- Chattanooga Green Spaces
- EPRI Environmental Aspects of Renewable Energy Interest Group Workshop
- Clean Energy Speakers Series at Georgia Tech
- Howard H. Baker, Jr. Center for Public Policy
- Technical Society of Knoxville

3.2.3 Phone Survey

To ensure an even wider representation of opinions on IRP choices were considered, TVA partnered with Harris Interactive to develop a statistically representative phone survey of approximately 1,000 Tennessee Valley residents. The customer phone survey was conducted during June and July 2010 for the following reasons:

- Determine primary power generation concerns among the Tennessee Valley residents (i.e., cost, reliability, use of renewables, etc.)
- Determine market potential for voluntary and financially incentivized energy efficiency programs
- Determine market potential of renewable programs, including Green Power Switch® and other existing or planned energy efficiency and demand response programs
- Estimate potential market pricing for renewable power programs, including the additional amounts Tennessee Valley residents are willing to pay each month for energy from renewable sources
- Assess Tennessee Valley residents' attitudes of and satisfaction with TVA, including analysis of the services that it provides to the Tennessee Valley

Survey results indicated that the Tennessee Valley residents have a favorable attitude of TVA, consider system reliability a critical component of utility services and want to see TVA focused on keeping prices affordable.

Key findings included:

TVA quality of service	<ul style="list-style-type: none">• 94 percent of respondents agreed that providing a reliable supply of electricity is very important in assessing TVA's quality of service• 92 percent indicated that keeping electricity rates affordable is important
Meeting future energy needs	<ul style="list-style-type: none">• 70 percent of respondents also deemed it very important for TVA to reduce air pollutants and emissions
Renewable energy	<ul style="list-style-type: none">• 42 percent of respondents believed that adding different energy sources, such as solar and wind, into TVA resource portfolio should be emphasized the most to meet future energy needs• 42 percent of respondents indicated they likely would pay more for renewable energy, with the following breakdown:<ul style="list-style-type: none">• Those indicating they would definitely pay more would pay an average of \$12.60 per month to ensure that 10 percent of their energy comes from renewable sources• This same group would pay an average of \$26.91 more per month to ensure that all of their energy is renewable• Tennessee Valley residents indicating they would definitely or probably pay more were willing to pay \$11 to \$20 per month to reduce CO₂ emissions• Opportunities exist for additional Green Power Switch[®] awareness among Tennessee Valley residents
Biggest concerns related to electricity production	<ul style="list-style-type: none">• Cost and billing• Environmental impact• Quality of power supply

3.3 Draft IRP Public Comment Period

After the Draft IRP was completed in the fall of 2010, TVA provided an opportunity for the public to provide comments and give input. Following the Sept. 15, 2010 publication of the Draft IRP with EPA, a 52-day comment period was provided to solicit input about the Draft IRP from the public.

Originally set to close Nov. 8, 2010, the 45-day comment period was extended an additional seven days to accommodate several external stakeholders’ requests. For this phase of the IRP process, TVA presented the results to both internal TVA stakeholders and the general public in the Draft IRP and the associated EIS.

Public Comment Process:

Step 1 - Scoping Period

Step 2 - Analysis and Evaluation Period

Step 3 - Draft IRP Public Comment Period

- Public Meetings
- Webinars
- Written Comments

TVA used the following three techniques to collect input during the Draft IRP:

1. Public meetings
2. Webinars
3. Written comments

3.3.1 Public Meetings

TVA had five meetings with the public across the Tennessee Valley region in October 2010 (Figure 3-5). These meetings gave the public an opportunity to present their views on the Draft IRP to TVA leadership and subject-matter experts.

Date	Location
Oct. 5, 2010	Bowling Green, Ky.
Oct. 6, 2010	Nashville, Tenn.
Oct. 7, 2010	Olive Branch, Miss.
Oct. 13, 2010	Knoxville, Tenn.
Oct. 14, 2010	Huntsville, Ala.

Figure 3-5 – Public Comment Period Meetings

TVA publicized the meetings and webinars by placing advertisements in major newspapers and issuing news releases prior to each meeting that many local newspapers carried. Before each of the meetings, TVA met with local reporters in each location who frequently write about TVA and the IRP process so that they, in turn, could write articles to help the public understand the IRP process and draft document.

Online advertising (i.e., announcements on TVA's Facebook page) was used to reach an even wider audience. TVA's website was also regularly updated with the latest news regarding the IRP process and logistics for each public meeting.

At each of these meetings, TVA presented an overview of the Draft IRP followed by a moderated Q&A session supported by a panel of TVA subject-matter experts. Attendees were able to address comments or questions to the panel. Attendees also had the option to submit written and verbal comments to a court reporter before or after the presentations. A transcript and video of each meeting was recorded. The presentation slides and video of the meeting in Bowling Green, Ky., and videos of each Q&A session were posted on the TVA's website.

TVA encouraged comments from the public on the Draft IRP and the associated EIS. Comments received enabled TVA staff to identify public concerns and recommendations concerning the future operation of the TVA power system. The public comments and TVA's responses are included in the associated EIS.

3.3.2 Webinars

To encourage as much participation as possible, members of the public who were not able to attend public meetings were able to participate by webinar. Attendees registered in advance and were able to access the presentation and participate in the Q&A session from personal computers.

3.3.3 Written Comments

During the 52-day public comment period, comments were submitted via TVA's website, email, U.S. mail and fax. Comments and questions recorded at each of the public meetings were also considered.

In all, TVA received approximately 500 responses from a multitude of individuals, organizations and agencies. These responses contained 748 comments of which 372 were unique and addressed in the associated EIS. A general summary of unique comments received during the public comment period on the Draft IRP can be seen in Figure 3-6.

Method of Comment	Number Received
Email	38
Online comment form	104
Webinar comment/question from IRP meetings	16
Oral comment/question from IRP meetings	30
Letters	16
Form Letters (pre-printed post cards)	297
Total	501

Figure 3-6 – Type of Responses Submitted

The following organizations and agencies submitted comments:

- Environmental Protection Agency
- Natural Resource Defense Council
- Southern Alliance for Clean Energy
- Sierra Club
- Earth Justice
- Distributors of TVA power
- State agencies
- Tennessee Valley Public Power Association
- Industry groups (i.e., solar energy, natural gas, etc.)

3.4 Public Input Received During the IRP Process

Public input received during the IRP process covered a wide spectrum of subjects. From public scoping to the comments received on the Draft IRP, the ongoing feedback assisted TVA in identifying the relevant concerns of the public with respect to resource planning. Input received during the IRP process also provided beneficial insight to common public perceptions of TVA programs and willingness to invest in certain resource options. For example, the SRG and public input encouraged TVA to consider larger renewable portfolio targets beyond current resource plans, resulting in consideration of portfolios of 2,500 and 3,500 MW.

Moreover, public input helped develop the framework for analysis and addressed a wide range of issues, including the cost of power, recommended resource options, the environmental impacts of different resource options and the integrated resource planning process. The following sections briefly summarize the issues raised with additional detail provided in the associated EIS.

Costs of New Capacity, Financing Requirements and Rate Implications

Concerns about the ability of TVA to design, build and deliver major new capacity on time and within budget were expressed. Questions about the validity of construction cost estimates for new nuclear capacity were raised.

The public also expressed concerns about TVA's ability to fund future resource additions due to the \$30 billion limit on TVA's statutory borrowing authority. TVA's financing options to cover the costs of construction for major capital investments are limited to borrowing, increasing rates or other less traditional forms of financing. There were also concerns about potential impacts on short-term rates. However, some believed that higher rates may promote energy efficiency investments.

While a large number of people were opposed to any future price increases, a number of those who completed the scoping questionnaire expressed a willingness to pay \$1-\$20 more per month for TVA to increase generation from non-greenhouse gas emitting sources.

Recommended Energy Resource Options

The public made recommendations about TVA's future supply- and demand-side resource options. TVA's future resource portfolio should:

- Avoid or minimize rate increases
- Minimize or reduce pollution and other environmental impacts
- Maximize reliability
- Contain a diversity of fuel sources

The following resources options were mentioned:

Nuclear expansion	<ul style="list-style-type: none"> • Supported nuclear additions if implemented in a cost-effective, responsible way • Concerned with rising costs and nuclear waste issues related to additions to the nuclear portfolio
EEDR initiatives	<ul style="list-style-type: none"> • Pleased with the contribution of EEDR in the planning strategies retained in the Draft IRP • Comments regarding the target level of EEDR being studied and the potential for larger amounts of EE to displace new nuclear capacity • Uncertainty about cost, lost revenue impacts and program effectiveness; and questioned measurement and verification of benefits
Renewable additions	<ul style="list-style-type: none"> • Supported increased renewable generation (including wind, solar, locally-sourced biomass and low-impact hydro) as long as costs are competitive • Stated the need for a stronger commitment to developing renewables within the Tennessee Valley region, particularly solar, as opposed to imported wind power • Questioned system operational impacts caused by intermittent or off-peak resources (i.e., wind and solar)
Idling coal-fired capacity	<ul style="list-style-type: none"> • Commended TVA on the strategy for coal-fired capacity idling and to consider larger quantities of idled capacity • Concerned with the economic and environmental implications of idling certain coal-fired units • Concerned about TVA's risk exposure for pending carbon legislation and issues related to lead-time for positioning coal-fired assets for idling, retirement and/or return to service
Energy storage	<ul style="list-style-type: none"> • Recommended an increase in energy storage capability
Natural gas	<ul style="list-style-type: none"> • Supported additional natural gas-fired generation

Environmental Impacts of Power System Operations

A general concern about pollution was a frequently mentioned issue in regards to the TVA power system. Additionally, much of the public felt the issues with air pollutants, greenhouse gas emissions, climate change, spent nuclear fuel and coal combustion by-products were of high importance.

Many comments encouraged TVA to decrease its emissions of greenhouse gases while others questioned the human influence on climate change. The issue was also raised of the impacts of buying coal from surface mines, particularly mountaintop removal mines, and recommended that TVA stop this practice. The Kingston Fossil Plant ash spill in December 2008 was frequently mentioned.

The Integrated Resource Planning Process

Several people addressed the IRP process. Their comments recommended that TVA continue to follow industry standard practices; enter the process without preconceptions about the adequacy of various resource options; be open and transparent throughout the planning process; treat energy efficiency and renewable energy as priority resources and address the total societal costs and benefits.

3.5 Response to Public Input and Comments

Input received from the general public and stakeholders was a key part of the IRP process. Listening to different stakeholders' perspectives, viewpoints and sometimes competing objectives played a prominent role in choosing a Recommended Planning Direction for TVA. Appendix F – Stakeholder Input Considered and Incorporated provides examples on how key themes were incorporated into the IRP analysis.