

DEPARTMENT OF JUSTICEGENERAL COUNSEL DIVISION

June 12, 2014

Attention: Filing Center

Public Utility Commission of Oregon 3930 Fairview Industrial Drive SE P.O. Box 1088 Salem, OR 97308-1088

Re:

In the Matter of PORTLAND GENERAL ELECTRIC COMPANY, 2013 Integrated

Resource Plan

PUC Docket No.: LC 56

DOJ File No.: 330030-GN0114-13

Enclosed for filing with the Commission today are an original and five copies of the Oregon Department of Energy's Opening Comments in the above-captioned matter.

Sincerely,

Renee M. France

Senior Assistant Attorney General

Natural Resources Section

Enclosures
RMF:jrs/#5402720
c: LC 56 service list

BEFORE THE PUBLIC UTILITY COMMISSION

OF OREGON

LC 56

In the Matter of)
) OPENING COMMENTS OF
PORTLAND GENERAL ELECTRIC) OREGON DEPARTMENT OF
2013 Integrated Resource Plan) ENERGY
2013 Integrated resource I lair)

The Oregon Department of Energy (ODOE) appreciates the opportunity to comment on Portland General Electric's (PGE) 2013 integrated resource plan (IRP).

Summary

ODOE's comments cover three issues: 1) carbon dioxide (CO₂) price risk analysis, 2) capacity contribution for solar, and 3) acknowledgment of PGE's proposed studies. ODOE recommends the Commission acknowledge all of PGE's proposed studies.

1. CO₂ price risk analysis may not comply with IRP guideline 8a

IRP guideline 8a in Order No. 08-339 requires that utility IRPs examine CO₂ scenarios "ranging from the present CO₂ regulatory level to the *upper reaches of credible* proposals by governing entities." (emphasis added). In its IRP, PGE examined CO₂ scenarios "ranging from the present CO₂ regulatory level to the highest cost compliance case as developed by Synapse Energy Economics Inc., defining a reasonable range of CO₂ price estimates for use in utilities' IRPs." (emphasis added). Synapse's forecast likely represents a reasonable range of CO₂ price estimates based on likely near-term federal CO₂ regulation

¹ PGE 2013 IRP at 117.

or carbon taxes, but does not represent the "upper reaches of credible proposals by governing entities" required by IRP guideline 8a.

The Synapse High CO₂ price is \$124 per ton in 2050 in 2014 dollars.² This price is less than half of the \$295 per ton that the Organization for Economic Cooperation and Development (OECD) estimates is necessary to, at a 50 percent probability, stabilize global atmospheric CO₂ concentrations at 450 parts per million³, the maximum amount considered allowable in order to limit global temperature increase to 2° Celsius to prevent drastic effects of climate change. Parties to the United Nations Framework Convention on Climate Change (UNFCCC), including the U.S., committed to achieve this global CO₂ goal in Cancun in 2010, making it a credible proposal by a governing entity that should be considered in the IRP.

Another credible proposal that should be considered under IRP guideline 8a is Oregon's statutory goal under ORS 468A.205(1)(c) to reduce CO₂ emissions to 75 percent below 1990 levels by 2050. This goal is comparable to the UNFCCC commitment, and therefore may be achieved with a CO₂ price comparable to OECD's estimate of \$295 per ton in 2050.

Because it is difficult to forecast U.S. CO₂ policy over the next two decades, it is particularly important that the IRP assess the full range of carbon regulatory risks, as required by IRP guideline 8a. The Commission should acknowledge PGE's 2013 action

³ The OECD Environmental Outlook to 2050 – Key Findings on Climate Change, November 2012, included as Attachment A.

² The Synapse High CO₂ price for 2050 is \$245 per ton in nominal dollars. PGE 2013 IRP at 118. For the purpose of comparison with the OECD estimate, the Synapse High CO₂ price was converted from nominal 2050 dollars to 2014 dollars using PGE's assumed inflation rate of 1.93%.

plan, but should clarify future expectations for compliance with IRP guideline 8a. It should clarify that credible proposals from the following "governing entities" should be considered:

- 1. The 50 U.S. states;
- 2. The U.S. federal government, including its treaty obligations;
- 3. The Canadian provinces; and
- 4. The Canadian federal government, including its treaty obligations.

Adopted actions by democratically-elected sovereign states outside North America should also be included. As one example, Switzerland has a carbon tax of \$129 per ton today. Actions by other democratically-elected governments in the world demonstrate possible future regulations and carbon pricing by U.S. states and the federal government. Clearly, if a democratically-elected sovereign state has already taken an action, then it is possible that the U.S. might also take a similar action sometime in the future.

While ODOE recommends including carbon prices derived from adopted actions outside of North America, ODOE does not recommend including mere proposals from governments outside North America for two reasons. First, it is difficult to assess the degree of commitment of such proposals. Second, proposals in Canada have more influence on Oregon and U.S. policies due to its proximity.

2. ELCC is an effective method to calculate solar capacity contribution

ODOE appreciates PGE's work to model the capacity contribution of solar photovoltaic resources using the Effective Load Carrying Capability methodology in the development of this 2013 IRP. The Commission stated in Order No. 14-058, "We direct the parties to address issues regarding calculation methodology [of capacity contribution] in

future utility IRPs." Therefore, it is important that this issue be eventually resolved in the IRP process.

ODOE has consistently advocated in previous dockets that utilities calculate the capacity contribution of variable resources using a stochastic analysis that fully uses 8,760 hours of data per year and provides consistent levels of reliability, as measured by unserved energy, across portfolios. The ELCC methodology does this. ODOE is reviewing the results of PGE's ELCC analysis in this IRP and looks forward to further discussion with PGE for the next IRP.

3. Enabling studies should be acknowledged

ODOE supports all of the enabling studies listed in PGE's proposed action plan and recommends that the Commission acknowledge those studies as proposed actions. ODOE disagrees with Staff's recommendation in LC 57 (PacifiCorp 2013 IRP) that certain "business as usual" actions do not need to be acknowledged, including, for example, studies on integration and capacity contribution, analysis of hedging strategies, development and evaluation of pilot programs, and cost benefit analyses. These kinds of studies and analyses require an investment by the utility and can be extremely useful in the planning cycle. Including such studies in the action plan helps stakeholders participate more effectively in the IRP process by being informed of relevant studies that they otherwise would not be aware of if they were considered "business as usual" and therefore not included in the IRP action plan.

If the Commission determines that enabling studies such as those listed in PGE's proposed action plan do not require acknowledgment, the Commission should establish

⁴ Staff Reports in LC 57 dated March 4, 2014 and May 21, 2014.

criteria for the types of actions that should and should not be included in the action plan for acknowledgment.

Conclusion

The Commission should acknowledge PGE's 2013 IRP action plan, including all proposed enabling studies. The Commission should clarify the meaning of "governing entities" in IRP guideline 8a so that utilities, including PGE, will consider higher CO₂ cost scenarios in the risk analysis in the next IRP. ODOE appreciates PGE's ELCC analysis of solar resources and will work with PGE toward agreement on the appropriate methodology for calculating capacity contribution in the next IRP.

Dated this 12th day of June, 2014.

Respectfully submitted,

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ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

ORGANISATION DE COOPÉRATION ET DE DÉVELOPPEMENT ÉCONOMIQUES



BETTER POLICIES FOR BETTER LIVES

DES POLITIQUES MEILLEURES POUR UNE VIE MEILLEURE

THE OECD ENVIRONMENTAL OUTLOOK TO 2050

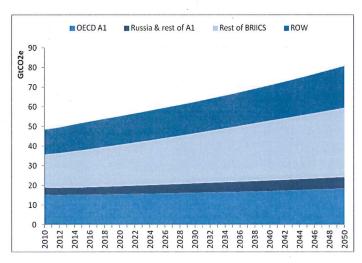
Key Findings on Climate Change

Trends and projections: we are far off course

Environmental state and pressures

Global greenhouse gas (GHG) emissions continue to increase, and in 2010 global energy-related carbon dioxide (CO₂) emissions reached an all-time high of 30.6 gigatonnes (Gt) despite the recent economic crisis. The *Environmental Outlook Baseline* scenario envisages that without more ambitious policies than those in force today, GHG emissions will increase by another 50% by 2050, primarily driven by a projected 70% growth in CO₂ emissions from energy use. This is primarily due to a projected 80% increase in global energy demand. Transport emissions are projected to double due to a strong increase in demand for cars in developing countries and aviation. Historically, OECD economies have been responsible for most of the emissions. In the coming decades, increasing emissions will also be caused by high economic growth in some of the major emerging economies.

GHG emissions by region (in GtCO2e): Baseline scenario



"Global GHG
emissions are
expected to grow by
50% between now and
2050, mostly driven by
energy demand and
economic growth in
key emerging
economies"

Note: GtCO₂e = Giga tonnes of CO₂ equivalent ROW = Rest of the World

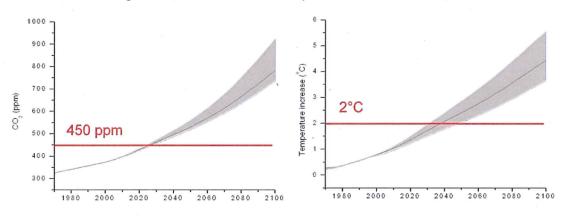
Source: OECD Environmental Outlook Baseline; ENV-Linkages model



Without more ambitious policies, the *Baseline* projects that **atmospheric concentration of GHG** would reach almost 685 parts per million (ppm) CO₂-equivalents by 2050. This is well over the concentration level of 450 ppm required to have at least a 50% chance of stabilising the climate at 2 degrees (2°C) global average **temperature increase**, the goal set in 2010 at the UN Framework Convention on Climate Change (UNFCCC) conference in Cancún. Under the *Baseline* projection, global average temperature is likely to exceed this goal by 2050, and by 3 to 6°C higher than pre-industrial levels by the end of the century. Such a high temperature increase

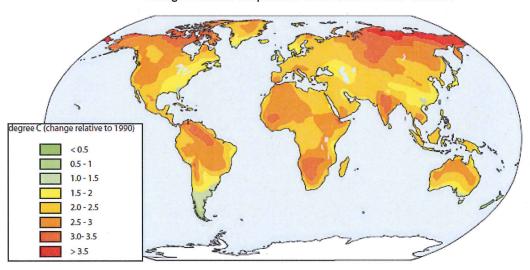
would continue to alter precipitation patterns, melt glaciers, cause sea-level rise and intensify extreme weather events to unprecedented levels. It might also exceed some critical "tipping-points", causing dramatic natural changes that could have catastrophic or irreversible outcomes for natural systems and society.

Long-run CO₂ concentrations and temperature increase: Baseline, 1980-2100



Source: The OECD Environmental Outlook Baseline projections; IMAGE model

Change in annual temperature 1990-2050: Baseline scenario



Source: The OECD Environmental Outlook Baseline projections; IMAGE model

Technological progress and structural shifts in the composition of growth are projected to improve the **energy intensity of economies** in the coming decades (*i.e.* achieving a relative decoupling of GHG emissions growth and GDP growth), especially in OECD and the emerging economies of Brazil, Russia, India, Indonesia, China and South Africa (BRIICS). However, under current trends, these regional improvements would be outstripped by the increased energy demand worldwide.



Emissions from land use, land use change and forestry (LULUCF) are projected to decrease in the course of the next 30 years, while carbon sequestration by forests increases. By 2045, net CO_2 emissions from land use are projected to become negative in OECD countries – *i.e.* become a net emissions sink. Most emerging economies also show a decreasing trend in emissions from an expected slowing of deforestation. In the rest of the world, land use emissions are projected to increase to 2050, driven by expanding agricultural areas, particularly in Africa.

Policy responses



Pledging action to achieve national GHG emission reduction targets and actions under the UNFCCC at Copenhagen and Cancún was an important step by countries in finding a global solution. However, **the mitigation actions** pledged by countries are not enough to be on a least-cost pathway to meet the 2°C

"Copenhagen/Cancun pledges are not enough."

goal. Limiting temperature increase to 2°C from these pledges would incur substantial additional costs after 2020 to ensure that atmospheric concentrations of GHGs do not exceed 450 ppm by the end of the century. More ambitious action is therefore needed now and post-2020. For example, 80% of the projected emissions from the power sector in 2020 are inevitable, as they come from power plants that are already in place or are being built today. The world is locking itself into high-carbon systems more strongly every year. Prematurely closing plants – at significant economic cost – would be the only way to reverse this "lock-in".



Progress has been made in developing national strategies for **adapting to climate change**. These also encourage the assessment and management of climate risk in relevant sectors. However, there is still a long way to go before the right instruments and institutions are in place to explicitly incorporate climate change risk into policies and projects, increase private-sector engagement in adaptation actions and integrate climate change adaptation into development co-operation.

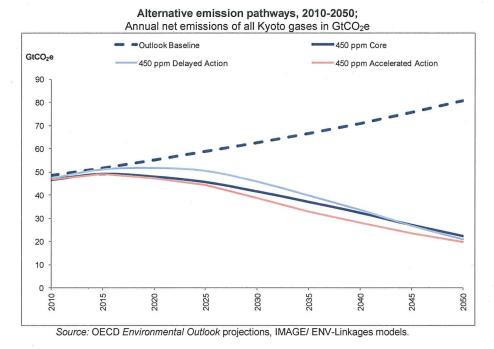
How can we avoid the grim prospects?

We must act now to reverse emission trends projected under the *Baseline* scenario in order to stabilise GHG concentrations at 450 ppm CO₂e and increase the chance of limiting the global average temperature increase to 2°C. Delayed or only moderate action up to 2020 (such as going no further than implementing the Copenhagen/Cancún pledges, or waiting for better technologies to come on stream) would be more costly. It would increase the pace and scale of efforts needed after 2020, and also entail higher environmental risk.

This *Outlook* explores three different scenarios for stabilising emissions at 450 ppm by the end of the 21st century:

- 450 ppm Core scenario: least-cost timing of action (immediately tapping into less costly mitigation options in all sectors, regions and gases; use of low-cost mitigation technologies e.g. biomass energy with carbon capture and storage [BECCS] that become available later this century), start pricing carbon in 2013.
- Accelerated Action scenario: assumptions as in the 450 Core scenario, but with steeper mitigation
 efforts between 2013 and 2030 to reduce reliance on emerging new technologies like BECCS in later
 decades.
- Delayed Action scenario: mitigation action limited to Cancún and Copenhagen pledges to 2020; fragmented regional carbon markets between 2013 and 2020; requires rapid, costly and significant

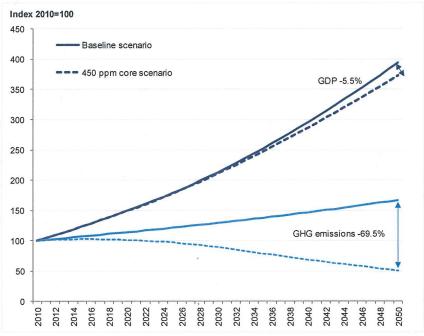
"catch up" after 2020 involving premature scrapping or retrofitting of existing fossil energy infrastructure that are "locked in".



These stylised pathways modelled for this *Environmental Outlook* have at least an even chance of limiting global temperature increase to 2°C and suggest that:

- Emissions must peak before 2020. The *Delayed Action* scenario shows a short delay before global emission levels start reducing, implying that after 2025 there would need to be a rapid reversal of current trends to still achieve the 2°C goal with an even chance.
- To avoid excessive costs, an overshoot of the targeted concentration level (450 ppm) has now become inevitable in the middle of the century, before falling to reach the target concentration by the end of the century. However, overshooting may have environmental impacts by causing higher rates of temperature change in the coming decades. The *Accelerated Action* scenario, though more costly, reflects a lesser degree of overshoot than the other two scenarios hence a limited environmental risk.
- A significant carbon price is needed to induce technological change. The 450 Core scenario assumes a global carbon price gradually increasing rapidly to USD 325/tCO₂e in 2050. Energy use grows to 2020, but thereafter emissions would be reduced primarily by energy efficiency improvements as well as decarbonisation in the power generation, transport sector, and existing dirty energy use by consumers (e.g. use of cooking fuels) replaced with more efficient electricity-based technologies.
- Ambitious mitigation action substantially lowers the risk of catastrophic climate change. Global GHG emissions could be 70% lower than in our no-new-policy Baseline. (Or 52% below 2005 levels). This could be achieved at a cost of action to global GDP of about 5.5% in 2050 by which time GDP is projected to have quadrupled. It would hence slow down global average GDP growth from 3.5% to 3.3% per year (by 0.2 percentage points) in this period. This cost does not include the co-benefits of climate mitigation on health and biodiversity for instance, and has to be compared with the costs on inaction which could be over 14% of average world consumption per capita (Stern, 2006).

450 ppm Core scenario: global emissions and cost of mitigation



Source: OECD Environmental Outlook Baseline; ENV-Linkages model.

Policy steps to build a low-carbon, climate-resilient economy

A prudent response to climate change calls for both an ambitious mitigation policy to reduce further climate change, and timely adaptation policies to limit damage from the impacts that are already inevitable. In the context of tight government budgets, finding least-cost solutions and engaging the private sector will be critical to finance the transition. Costly overlaps between policies must also be avoided. The following actions are a priority:

- Adapt to inevitable climate change. The level of GHG already in the atmosphere means that some
 changes in the climate are now inevitable. The impact on people and ecosystems will depend on how
 the world adapts. Adaptation policies will need to be implemented to safeguard the well-being of
 current and future generations worldwide.
- Integrate adaptation into development co-operation. The management of climate change risks is closely intertwined with economic development impacts will be felt more by the poorest and most vulnerable populations. National governments and donor agencies have a key role to play and integrating climate change adaptation strategies into all development planning is now critical. This will involve assessing climate risks and opportunities within national government processes, at sectoral and project levels, and in both urban and rural contexts. The uncertainty surrounding climate impacts means that flexibility is important.
- Set clear, credible, more stringent and economy-wide GHG mitigation targets to guide policy and investment decisions. Participation of all major emission sources, sectors and countries would reduce the costs of mitigation, help to address potential leakage and competitiveness concerns and could even out ambition levels for mitigation across countries.

Adaptation options and potential policy instruments

Sector	Adaptation options	Potential policy instruments
Agriculture	Crop insurance; investment in new technologies;	Price signals/markets; insurance
	removal of market distortions; change crops and	instruments; microfinance; R&D
	planting dates; yield-development of yield-improving	incentives and other forms of public
	crops (e.g. heat and drought resistant crops).	support.
Fisheries	Installations to prevent storm damage; techniques to	R&D incentives and other forms of
	deal with temperature stress; breeding technology	public support; regulatory incentives,
	innovations; improved food sourcing away from	marine spatial planning
	reliance on fish; reduced antibiotic use; ecosystem	
	approach to fisheries; aquaculture.	
Coastal zones	Coastal defences/sea walls; surge barriers; sediment	Coastal zone planning; differentiated
	management; beach nourishment; habitat protection;	insurance; PPPs for coastal defence
	land use planning; relocation.	schemes.
Health	Air conditioning, building standards; improvements in	R&D incentives and other forms of
	public health; vector control programmes; disease	public support; regulatory incentives
	eradication programmes; R&D on vector control,	(e.g. building codes); insurance; heat
	vaccines, disease eradication.	alert and response systems; air quality
		health indices.
Water	Leakage control; reservoirs; desalination; risk	Price signals/markets; regulatory
resources	management to deal with rainfall variability; water	incentives; financing schemes; R&D
	permits, water pricing; rational water use, rainwater	incentives and other forms of public
	collection.	support.
Ecosystems	Reduce Baseline stress; habitat protection; change in	Ecosystem markets; land use planning;
	natural resource management; market for ecological	environmental standards; microfinance
	services; facilitate species migration; breeding and	schemes; R&D incentives and other
	genetic modification for managed systems.	forms of public support.
Settlements	Insurance, weather derivatives; climate-proofing of	Building standards; insurance
and economic	housing stock and infrastructure; zone planning,	schemes; adjustments to infrastructure
activity	location decisions.	PPPs, direct public support.
Extreme	Insurance; flood barriers; storm/flood-proof	Building codes, land use planning;
weather events	infrastructure, housing stock; early warning systems;	private finance or PPPs for defence
	enhanced disaster management; land use planning;	structures
	green infrastructure or ecosystems based adaptation.	Management of the second state of the second s

Source: adapted from OECD (2008a), Economic Aspects of Adaptation to Climate Change. Costs, benefits and policy instruments, OECD, Paris.

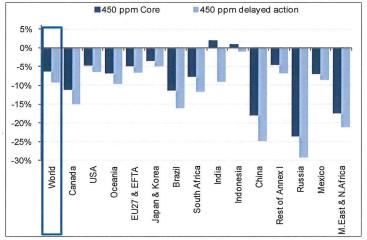
• Set clear, credible, more stringent and economy-wide GHG mitigation targets to guide policy and investment decisions. Participation of all major emission sources, sectors and countries would reduce

the costs of mitigation, help to address potential leakage and competitiveness concerns and could even out ambition levels for mitigation across countries.

- Put a price on carbon. This can be done most effectively by using market-based instruments like carbon taxes or emission trading schemes. These can provide a dynamic incentive for innovation and private investment in low-carbon, climate-resilient infrastructure, plant and equipment. These can also generate revenues to ease tight government budgets and potentially provide new sources of public funds.
- Act now. Delay is costly and could become unaffordable. The further
 we delay action, the costlier it will be to stay within 2°C. 450 ppm is still
 achievable, but the costs are rising every day, month and year that passes
 to compensate for the increased emissions. In the longer run to 2050, the
 450 Delayed Action scenario requires costly mitigation efforts to bring

"If the Copenhagen/ Cancun pledges and actions for Annex I countries were to be implemented as a carbon tax or a capand-trade scheme with fully auctioned permits, in 2020 the fiscal revenues would amount to more than 250 billion USD, i.e. 0.6% of their GDP." concentration levels back down to 450 ppm before the end of the century.

Regional real income impacts, 450 Core vs. 450 Delayed Action scenarios: % change from Baseline, 2050

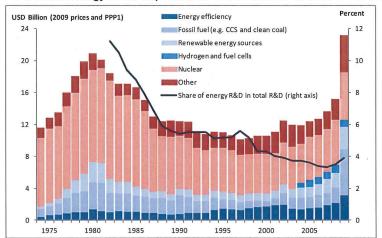


"Delaying action would increase the global cost of mitigation by nearly 50% by 2050"

Source: OECD Environmental Outlook projections; ENV-Linkages model

- Reform fossil fuel support policies. Support to fossil fuel production and use in OECD countries is estimated to have been about USD 45-75 billion a year in recent years; developing and emerging economies provided USD 410 billion in fossil fuel consumer subsidies in 2010. Phasing out fossil fuel subsidies in emerging and developing countries could reduce global GHG emissions by 6% globally by 2050, compared with the *Baseline*, and by over 20% in Russia and the Middle East and North-Africa region. Fossil fuel subsidy reforms should be implemented carefully by addressing potential negative impacts on households through appropriate measures.
- Foster innovation and support new clean technologies. OECD work shows that the cost of mitigation could be significantly reduced if R&D could come up with new breakthrough technologies. For example, emerging technologies such as bioenergy from waste biomass and carbon capture and storage have the potential to absorb carbon from the atmosphere. Perfecting these technologies, and finding new ones, will require a clear price on carbon, targeted government-funded R&D, and policies to foster investment in new low-carbon technologies and their deployment.

Government energy RD&D expenditures in IEA member countries: 1974-2009

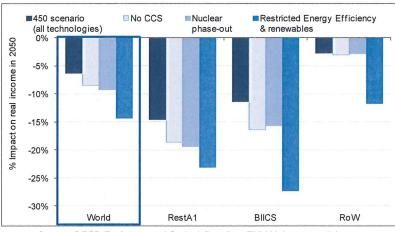


the 2009 green stimulus, public RD&D on energy as share of total R&D budgets has declined in real terms over the last 35 years."

"Except for

Notes: ¹PPP= Purchasing Power Parities. The Czech Republic, Poland and Slovak Republic not included. Source: IEA (2011a), CO₂ Emissions from Fuel Combustion: Highlights, OECD/IEA, Paris The Environmental Outlook's 450 mitigation scenarios assume all energy technology options (e.g. nuclear, Carbon Capture and Storage (CCS), energy efficiency measures, renewables) to be available. If policies constrain some of technology options, the cost of mitigation would be higher (see below). The impact of technology choices is limited in the short run. In the long run, sufficient flexibility in energy systems will protect regions against sudden unexpected changes in the availability of technologies or increased costs.

450ppm Accelerated Action scenario: Economic impacts of technology choices in 2050



"Leaving out any single technology, such as nuclear or carbon capture and storage (CCS), will make the costs of the transition higher."

Source: OECD Environmental Outlook Baseline; ENV-Linkages model

• Complement carbon pricing with well-designed regulations. Carbon pricing and support for innovation will not be enough to ensure all that energy efficiency options are adopted or accessible. Additional targeted regulatory instruments (such as fuel, vehicle and building efficiency standards) may also be required. If designed to overcome market barriers and avoid costly overlap with market-based instruments, they can accelerate the uptake of clean technologies, encourage innovation and reduce emissions cost-effectively. The net contribution of the instrument "mix" to social welfare, environmental effectiveness and economic efficiency should be regularly reviewed.

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The OECD Environmental Outlook to 2050 (2012) was prepared by a joint team from the OECD and the PBL Netherlands Environmental Assessment Agency. The Outlook includes chapters on: socioeconomic developments, climate change, biodiversity, water, and health and environment.

www.oecd.org/environment/outlookto2050

OECD member countries are Australia, Austria, Belgium, Canada, Chile, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Israel, Italy, Japan, Korea, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States.

CERTIFICATE OF SERVICE/SERVICE LIST

I hereby certify that on June 12, 2014, I served the foregoing OPENING COMMENTS OF THE OREGON DEPARTMENT OF ENERGY upon all parties of record in this proceeding by delivering a copy by electronic mail only as all parties of the service list have waived paper

service.

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(C)= Confidential

Dated this 12th day of June, 2014.

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