

BEFORE THE  
PUBLIC UTILITY COMMISSION OF OREGON

|                                       |   |                           |
|---------------------------------------|---|---------------------------|
| In the Matter of PACIFICORP,          | ) | UE 390                    |
| DBA: PACIFIC POWER,                   | ) |                           |
|                                       | ) | CALPINE ENERGY SOLUTIONS, |
|                                       | ) | LLC’S HEARING EXHIBITS    |
| PacifiCorp 2022 Transition Adjustment | ) |                           |
| Mechanism (TAM)                       | ) |                           |
|                                       | ) |                           |
|                                       | ) |                           |

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Calpine Energy Solutions, LLC (“Calpine Solutions”) hereby submits its Hearing Exhibits in this proceeding.

Based on the record and discovery provided at this time, Calpine Solutions plans to offer the exhibits listed below for admission to the record. Copies of the Hearing Exhibits are attached hereto, and confidential material is being filed and served via encrypted zip file:

**Pre-Filed Testimony and Exhibits**

| Testimony/Exhibit     | Description   | Date Filed or Submitted |
|-----------------------|---|-------------------------|
| Calpine Solutions/100 | Opening Testimony of Kevin C. Higgins                         | June 9, 2021            |
| Calpine Solutions/101 | Example Calculations  | June 9, 2021            |
| Calpine Solutions/102 | PacifiCorp Responses to Data Requests Referenced in Testimony | June 9, 2021            |
| Calpine Solutions/200 | Rebuttal Testimony of Kevin C. Higgins                        | June 30, 2021           |

**Hearing Exhibits**

| <b>Testimony/Exhibit</b>           | <b>Description</b>  | <b>Date Filed or Submitted</b> |
|------------------------------------|---|--------------------------------|
| Calpine Solutions/300              | OPUC Order No. 15-060   | To be offered at hearing       |
| Calpine Solutions/301              | Reply Testimony and Exhibits of PacifiCorp in OPUC Docket No. UE 267 (March 27, 2014), and Errata To Reply Testimony and Exhibits of PacifiCorp in OPUC Docket No. UE 267 (May 13, 2014)  | To be offered at hearing       |
| Calpine Solutions/302              | PacifiCorp's Schedule 201, Effective for service on and after April 9, 2021   | To be offered at hearing       |
| Calpine Solutions/303              | Sample Calculations for Consumer Opt-Out Charge in UE 339/2021 TAM (UE 339 Calpine Solutions/103)   | To be offered at hearing       |
| Confidential Calpine Solutions/304 | PacifiCorp's Confidential 30-day Work Papers in UE 390/2022 TAM for Sample Calculation of Consumer Opt-Out Charge (ORTAM22_10 Yr Customer Opt-Out CONF), in excel format  | To be offered at hearing       |
| Confidential Calpine Solutions/305 | PacifiCorp's Confidential Work Papers from UE 375/2021 TAM for Sample Calculation of Consumer Opt-Out Charge provided in response to Calpine Solutions UE 375 Data Request No. 1.2 (ORTAM21_10 Yr Customer Opt-Out CONF), in excel format | To be offered at hearing       |



DATED: August 23, 2021.

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## **CERTIFICATE OF SERVICE**

I HEREBY CERTIFY that on August 23, 2021, I electronically e-filed public portions of Calpine Energy Solutions, LLC's Hearing Exhibits with the Public Utility Commission of Oregon's Filing Center and filed and served the confidential exhibit(s) via e-mail of encrypted and password protected ZIP folders on the following parties qualified to receive such materials under General Protective Order No. 16-128:

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Dated: August 23, 2021

/s/ Gregory M. Adams

Gregory M. Adams

ORDER NO. 15 060  
ENTERED FEB 24 2015

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

UE 267

In the Matter of

PACIFICORP, dba PACIFIC POWER,

Transition Adjustment, Five-Year Cost of  
Service Opt-out.

ORDER

**DISPOSITION: PACIFICORP DIRECTED TO FILE REVISED TARIFF  
CONSISTENT WITH THIS ORDER**

**I. INTRODUCTION**

**A. Background**

PacifiCorp, dba Pacific Power, currently offers three supply service options for direct access eligible customers: (1) a one-year opt-out program through Schedule 294; (2) a three-year opt-out program through Schedule 295; and (3) a default cost-based supply service program. Customers selecting direct access are subject to a transition adjustment, which PacifiCorp imposes to either credit or recover investment costs rendered economic or uneconomic by the loss of load.<sup>1</sup> As required by our rules, the company uses the ongoing valuation method to calculate the transition adjustment, which compares the value of the freed-up generation asset output at projected market prices for a defined period to an estimate of the revenue requirement of the asset for the same time period.<sup>2</sup>

In Order No. 12-500, entered in docket UM 1587, we ordered PacifiCorp to file a tariff providing for a five-year opt-out program. Specifically, we directed PacifiCorp to file a tariff for a “five-year opt-out program that allows a qualified customer to go to direct access and pay fixed transition charges for the next five years, and then to be no longer subject to transition adjustments—for so long as that customer remains a direct access customer (on the Pacific Power system).”<sup>3</sup> We further explained that the company may tailor a five-year program for its large, sophisticated customers, with other customers being protected from cost shifting.<sup>4</sup>

<sup>1</sup> See ORS 757.607.

<sup>2</sup> See OAR 860-038-0005(41) and OAR 860-038-0140.

<sup>3</sup> *In re Public Utility Commission of Oregon: Investigation of Issues Relating to Direct Access*, Docket No. UM 1587, Order No. 12-500 at 9 (Dec 12, 2012).

<sup>4</sup> *Id.* at 10.



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## **B. Procedural History**

In response to that order, PacifiCorp filed Schedule 296, in Advice No. 13-004, setting forth a proposed five-year cost-of-service opt-out program (five-year opt-out program or five-year program) with an effective date of July 1, 2013. The advice filing was docketed as UE 267.<sup>5</sup>

Following the filing of opening testimony and settlement discussions, all active parties other than PacifiCorp offered a “stipulation” to resolve all issues in the docket. The stipulation, supported by joint testimony, was signed by Staff and the following nine intervenors: the Industrial Customers of Northwest Utilities (ICNU), Noble Americas Energy Solutions LLC (Noble Solutions), Wal-Mart Stores, Inc. (Wal-Mart), Shell Energy North America (US), LP (Shell), Constellation NewEnergy, Inc. (Constellation), Fred Meyer Stores, Inc./Kroger, Co. (Fred Meyer), the Northwest and Intermountain Power Producers Coalition (NIPPC), Safeway Inc. (Safeway), and Vitesse, LLC (Vitesse) (collectively, the Stipulating Parties).<sup>6</sup>

PacifiCorp disputed the validity of the stipulation because it did not involve an agreement between parties on adverse sides of an issue. The stipulation was accepted into the record. PacifiCorp filed reply testimony and presented a modified version of a five-year opt-out program.

All parties waived the right to cross-examine witnesses. Pre-filed testimony was admitted into the record, and the parties filed three rounds of briefs.

## **II. PROCEDURAL ISSUES**

### **A. Legal Standard Applicable to Review of Contested Stipulations**

At the outset, we address three procedural matters related to the stipulation submitted by all active parties in this docket except PacifiCorp. The disputes focus on the legal standard of our review of contested stipulations.

First, the parties differ as to whether we should afford the stipulation deference based on a policy of encouraging voluntary resolution of issues. PacifiCorp argues that no deference should be given because, as the administrative law judge (ALJ) previously found, the stipulation does not “resolve any issues as it fails to include Pacific Power[.]”<sup>7</sup> In contrast, the Stipulating Parties contend we should defer to the stipulation as it represents a “compromise of different positions” and “a reasonable resolution” of the

<sup>5</sup> In Order No. 13-130, we initially suspended the tariff for six months, until January 1, 2014. We subsequently extended the suspension period to January 1, 2015, in Order No. 14-432.

<sup>6</sup> Two other parties intervened in this proceeding: Portland General Electric Company and Compete Coalition. Neither took a position on the stipulation.

<sup>7</sup> ALJ Ruling on Stipulation (Nov 15, 2013).

issues.<sup>8</sup> They argue that we may approve a non-unanimous stipulation where substantial competent evidence on the record shows that the stipulation will result in just and reasonable rates.<sup>9</sup>

Second, the parties dispute whether we are required to review the stipulation as an integrated document. PacifiCorp contends that the Stipulating Parties “have the burden of producing evidence to support their argument in opposition to the utility’s position” on each and every settlement term.<sup>10</sup> The Stipulating Parties counter that we should review the stipulation as an integrated document, contending that evidence demonstrating the reasonableness of the entire settlement is sufficient. They note this view is consistent with our process to set just and reasonable rates by “look[ing] at the record as a whole and mak[ing] a determination based on the preponderance of the evidence.”<sup>11</sup>

Third, the parties dispute what additional proceedings are necessary if we reject or modify the stipulation. Should we not adopt the stipulation in its entirety, the Stipulating Parties request that we allow a second opportunity for hearing. They indicate that the Commission has granted a second hearing in analogous circumstances.<sup>12</sup> PacifiCorp contends that no additional proceedings are necessary if we reject or modify the stipulation.

#### **B. Resolution**

The agreement made by the Stipulating Parties technically satisfies the definition of a stipulation in OAR 860-001-0350, as determined in the ALJ’s November 15, 2013 ruling:

The language used in OAR 860-001-0350 is broad, but unambiguous, allowing ‘some or all of the parties’ to ‘enter into a settlement of any or all issues’ at any time during a contested case. It does not require all parties to agree, nor does it specify that ‘necessary’ or ‘adverse’ parties must agree.<sup>13</sup>

As the ALJ also noted, however, the stipulation does not “*resolve* any issues” since the adverse party in the docket, PacifiCorp, opposes its terms. Nevertheless, we agree with the ALJ that the settlement has “value in terms of administrative efficiency by narrowing the range of positions on issues and further developing the record,”<sup>14</sup> thereby performing the same function as joint testimony. In the future, we encourage parties to submit joint testimony as a means of aligning positions against an adverse party.

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<sup>8</sup> *Id.* citing *In re PacifiCorp*, Docket No. UE 210, Order No. 10-222 at 5.

<sup>9</sup> See *In re PacifiCorp Request for a General Rate Revision*, Docket No. UE 210, Order No. 10-022 at 6 (Jan 26, 2010).

<sup>10</sup> PacifiCorp’s Opening Brief at 4, quoting *In the Matter of Portland General Electric Company Application to Amortize the Boardman Deferral*, Docket No. UE 196, Order No. 09-046 at 8 (Feb 5, 2009).

<sup>11</sup> Stipulating Parties’ Post-Hearing Reply Brief at 25, citing *In re PacifiCorp*, Docket Nos. UM 995/UE 121/UC 578, Order No. 02-469 at 75 (Jul 18, 2002).

<sup>12</sup> *Id.* citing *In re PacifiCorp*, Docket No. UE 94, Order No. 98-107 (Mar 19, 1998).

<sup>13</sup> ALJ Ruling at 3 (Nov 15, 2013).

<sup>14</sup> PacifiCorp’s Rebuttal Brief at 17, citing ALJ Ruling at 3 (Nov. 15, 2013).



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In response to the parties' arguments, we clarify that we do not defer to, and are not bound by the terms of *any* stipulation. Although we encourage parties to resolve disputes informally, we must review the terms of any stipulation for reasonableness and accord with the public interest. We also affirm that, as set out in OAR 860-001-0350, we may adopt or reject a stipulation in its entirety, or adopt it with modifications to its terms. We will explain any modifications that we make, but we will provide further opportunity for the parties to be heard only if necessary to ensure a complete record or preserve rights of the parties.

Here, we do not find it necessary to provide an additional opportunity for a hearing should we reject the stipulation. We note that the ALJ's acceptance of the stipulation into the record did not conclude the proceedings in this docket, and that an opportunity for all parties to participate in cross-examination was subsequently available.

### **III. PACIFICORP'S FIVE-YEAR OPT-OUT PROGRAM**

The parties identified six primary issues regarding the elements of PacifiCorp's five-year program: (1) Rate Components; (2) Transition Adjustment Calculation; (3) Program Eligibility; (4) Total Eligible Load; (5) Election Window; and (6) Right to Return.

Following the completion of testimony and briefing, the parties reached a consensus on one primary issue, as well as on many other sub-issues. We address each issue separately below, with positions presented jointly or separately as appropriate.

#### **A. Rate Components**

PacifiCorp and the Stipulating Parties agree on all rate components of a five-year program except the inclusion of a consumer opt-out charge. The parties agree that, during the five-year transition period, a direct access customer should be subject to delivery charges, generation fixed costs (calculated pursuant to Schedule 200), and a transition adjustment. All parties also agree that after the transition period, a direct access customer will pay the company for delivery service alone.

We summarize the parties' positions on the opt-out charge below, followed by our resolution.

##### **1. *PacifiCorp's Position***

PacifiCorp contends that a consumer opt-out charge is necessary to minimize cost shifting to nonparticipating customers. PacifiCorp explains that the opt-out charge is intended to represent the fixed generation costs incurred by the company to serve all customers offset by the value of freed-up power made available by the departing customers for years six through 20 after a customer's departure from cost-of-service rates.

PacifiCorp observes that the opt-out charge is required under the direct access law and are implementing rules to prohibit unwarranted cost shifting to non-participating



customers.<sup>15</sup> PacifiCorp asserts that a direct access customer must pay 100 percent of transition costs and receive 100 percent of transition benefits.<sup>16</sup> Absent an opt-out charge, PacifiCorp argues that a significant amount in transition costs could be shifted to non-participating customers. PacifiCorp estimates that, between years six and ten, the transition costs associated with 175 MW of departing direct access load approximate \$58.9 million on a nominal basis, or \$35.4 million on a net present value basis.

PacifiCorp argues that, even with the opt-out charge, the company has a strong incentive to minimize transition costs given the reduced window of recovery. The company notes that, although transition costs may exist through at least a 20-year period, recovery of such costs is limited to a 10-year period.<sup>17</sup>

PacifiCorp disputes arguments that its system load growth will completely mitigate the company's transition costs after five years. PacifiCorp explains that GRID relies on the company's total system load forecast for calculating both the transition adjustments for years one through five and the consumer opt-out charge for years six through ten. Thus, contrary to the Stipulating Parties' assertions, GRID incorporates forecasted system load growth in valuation of electricity freed-up by direct access in Oregon.

PacifiCorp also contends that it is unreasonable to assume that the company could defer planned resource acquisitions based on departing direct access load. PacifiCorp explains that the company's IRP does not contemplate the addition of new generation resources within the next ten years so there are no costs to avoid or delay due to direct access. It also offers un rebutted evidence that savings from reduced front-office transactions associated with loss of direct access load are already captured in the GRID model runs that underlie calculation of the transition adjustment. Finally, PacifiCorp indicates it presented undisputed evidence that the company forecasts *no* load growth in Oregon and the Commission's current approach to the company's inter-jurisdictional cost allocation effectively forecloses consideration of system load growth as a stranded cost mitigation factor for Oregon alone.

## 2. *Stipulating Parties' Position*

The Stipulating Parties oppose an opt-out charge. They allege that imposing ten years of alleged costs in a five-year period of recovery would present a negative value proposition for participants and ensure that the program will be doomed to fail.

At the outset, the Stipulating Parties contend that Oregon's direct access law provides far more discretion than the company suggests. They note that cost shifting is prohibited only when it is *unwarranted*, and that a transition charge is defined as "a charge or a fee

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<sup>15</sup> See ORS 757.607(1) and OAR 860-038-0160(1).

<sup>16</sup> PacifiCorp observes that the Commission adopted OAR 860-038-0160(1) in 2000, after issuance of Order No. 98-353 which permitted less than 100 percent transition cost recovery. PacifiCorp asserts that with the passage of SB 1149, the Commission instituted a full recovery standard.

<sup>17</sup> OAR 860-038-0160(7) ("The Commission will determine the period of payment or recovery of transition costs or transition credits, provided such period will not exceed 10 years.").

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that recovers all *or a portion* of an uneconomic utility investment.”<sup>18</sup> Thus, the Stipulating Parties conclude that law provides the Commission with the ability to determine the appropriate level of transition charge or credit to impose.

Next, the Stipulating Parties contest PacifiCorp’s calculations that stranded costs will exist after the five-year transition period. They argue that the “record contains no comprehensive analysis of projected stranded costs beyond the five-year transition period.”<sup>19</sup> The Stipulating Parties suggest that PacifiCorp’s claims are based on extrapolations from an illustrative example rather than real data. They assert that the company failed to model appropriate system planning in the face of long-term and likely permanent departing load.

In any case, the Stipulating Parties argue that a consumer opt-out charge is unjustified because PacifiCorp can adjust its system to match load lost within five years. They observe that the maximum amount of load allowed to depart under the program, 175 aMW, is a small proportion of PacifiCorp’s total system load of 7,000 aMW, and will likely be offset by future load growth. The Stipulating Parties also assert that expensive front-office load-meeting transactions by the company can be scaled back in anticipation of the reduced direct-access-related loads.

The Stipulating Parties also argue that, by proposing an opt-out charge, PacifiCorp avoids its duty underlying the direct access law to mitigate transition costs. The Stipulating Parties contend that PacifiCorp is not properly taking mitigation steps, such as amending provisions of its inter-jurisdictional agreement or putting unused Bonneville Power Administration (BPA) transmission rights to beneficial use.<sup>20</sup>

### 3. Resolution

During the five-year transition period for the five-year program, we find that a direct access customer under Schedule 296 should pay delivery charges, generation fixed costs, a transition adjustment, and a consumer opt-out charge. After the transition period, a direct access customer will pay PacifiCorp for delivery service alone. We therefore resolve the only contested issue regarding the rate components of Schedule 296 by adopting the consumer opt-out charge as it was presented in modified form by PacifiCorp in reply testimony.

We conclude that the consumer opt-out charge is necessary pursuant to implementation of the state’s direct access laws by our rules. The inclusion of an opt-out charge is consistent with our request that PacifiCorp design a five-year opt-out program that would protect other customers from cost-shifting. We also find that, even with the opt-out

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<sup>18</sup> *Id.* citing ORS 757.600(31) (emphasis added).

<sup>19</sup> Stipulating Parties’ Post-Hearing Reply Brief at 10.

<sup>20</sup> *Id.* at 5, citing *In re Investigation of Transition Costs for Electric Utilities*, Docket No. UM 834, Order No. 98-353 at 20 (Aug 24, 1998) (“Utilities should expect to show they have maximized the value of their assets and minimized the costs associated with those assets. We may allow less than full recovery of transition costs to ensure mitigation takes place.”); *accord* ORS 757.607(2).



charge, PacifiCorp will have an incentive to minimize transition costs, having reduced the period for recovery from 20 to 10 years.

The Stipulating Parties failed to rebut PacifiCorp's evidence of transition costs, up to approximately \$60 million, in years six to ten of the program, and rely too heavily on mere assertions about how transition costs beyond year five can be reduced or erased. Moreover, we reject the Stipulating Parties' arguments that PacifiCorp's system load growth will completely mitigate any transition costs. As PacifiCorp notes, GRID considers forecasted system load growth in calculating both the transition adjustments and the consumer opt-out charge.

## **B. Transition Adjustment Calculation**

The Schedule 296 transition adjustment is the estimated difference between the value of the electricity that is freed up when a customer chooses to leave cost-based supply service and regulated net power costs in Schedule 201.

The parties identified four separate issues regarding the calculation of the Schedule 296 transition adjustment. The parties ultimately reached consensus on three of those issues: (1) Use of Grid to Determine Value of the Transition Charge; (2) Differentiate between HLH and LLH; and (3) Amount of Load Assumed to Depart. The remaining dispute relates to BPA Transmission Credit. We discuss each issue separately.

### **1. Use of GRID Model To Determine Value of the Transition Charge**

PacifiCorp and the Stipulating Parties agree on a calculation methodology using the company's GRID program to determine the value of the transition charge.<sup>21</sup> This methodology includes changes agreed to by PacifiCorp in responsive testimony that it would calculate the transition adjustment, including the value of freed-up energy, in the same respective methodologies used for the annual Transition Adjustment Mechanism (TAM) under Schedules 294 and 295.

We agree and authorize PacifiCorp to use the GRID-based methodology set forth in its reply testimony.<sup>22</sup> We note that this decision is consistent with prior decisions favoring a GRID-based methodology rather than a market price approach to value the loss of direct access load.<sup>23</sup>

### **2. Differentiate Between Heavy Load Hours (HLH) and Light Load Hours (LLH)**

PacifiCorp originally proposed to differentiate the transition adjustment between HLH and LLH. The Stipulating Parties persuaded the company that doing so would

<sup>21</sup> Although they support the use of GRID, the Stipulating Parties note that this position is a compromise, as some parties to the stipulation argued that PacifiCorp should calculate its transition adjustment using market prices to value freed-up generation. See Noble Solutions/100, Higgins/5; Walmart/100, Chriss/12.

<sup>22</sup> PAC/400, Duvall/22.

<sup>23</sup> See e.g., Order No. 13-387 at 12-13.

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preferentially treat HLH, and PacifiCorp accepted the recommendation to eliminate the distinction between HLH and LLH.

We deem elimination of a transition adjustment distinction between HLH and LLH appropriate. Calculation of the Schedule 296 transition adjustment will not differentiate between HLH and LLH.

**3. *Amount of Load Assumed to Depart***

Rather than assuming the initial departure of all 175 aMW of eligible load under Schedule 296, PacifiCorp and the Stipulating Parties agree to assume only 50 aMW of direct access load will depart in the first year of the five-year program. In each subsequent year, the parties agree that the Schedule 296 Transition Adjustment will be calculated for newly departing customers based on actual data about departed load and the assumption of an addition 50 aMW of direct access load, until the program cap is reached.

We find it reasonable and appropriate to use, for purposes of calculating the transition adjustment for Schedule 296, an incremental departure of 50 aMW of direct access load each year until the program cap is reached.

**4. *Credit for BPA Transmission***

The parties dispute whether PacifiCorp should include a moderate credit in the transition adjustment calculation for BPA transmission that is freed-up as a result of customers electing direct access. The positions of PacifiCorp and the Stipulating Parties are separately presented.

**a. *PacifiCorp's Position***

PacifiCorp contends no credit should be provided, because the company will not be able to obtain value from BPA transmission freed-up by departing direct access load due to its continuing obligation to be the provider of last resort in the company's West Balancing Authority Area.<sup>24</sup> PacifiCorp explains that the company will need to retain transmission rights in order to be able to serve departing customers that have the right to return. PacifiCorp argues that imputing a credit for BPA transmission would shift additional costs to other customers.

PacifiCorp adds this Commission has previously rejected similar proposals in the company's last two TAM proceedings.<sup>25</sup> PacifiCorp asserts that the Stipulating Parties fail to distinguish the proposal in this case from those previous adverse decisions. Moreover, PacifiCorp points out that the Commission has already recognized that comparisons to PGE are inapplicable to PacifiCorp for purposes of considering a transmission credit for direct access.

<sup>24</sup> PacifiCorp's Opening Brief at 20, citing PAC/500.

<sup>25</sup> PacifiCorp's Prehearing Brief at 14, citing Order No. 12-409 at 17; Order No. 13-387 at 13-14.



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*b. Stipulating Parties' Position*

The Stipulating Parties recommend that PacifiCorp credit direct access customers for approximately half of the BPA point to point (PTP) rate of \$3.166/MWh (as measured on an average load factor basis).<sup>26</sup> The transmission credit is appropriate, the Stipulating Parties contend, because freed-up transmission assets are an "economic utility investment" that should be credited to direct access customers.<sup>27</sup>

The Stipulating Parties explain that this transmission credit proposal is conservative, accounting for the possibility that PacifiCorp cannot free up, resell, or reuse *all* pertinent BPA transmission rights. The Stipulating Parties indicate that this type of transmission credit has been part of PGE's five-year opt-out program for several years, and emphasize that PacifiCorp does not refute that the company can contractually reassign, sell, or redirect its PTP rights to another party. The Stipulating Parties add that prior orders rejecting a BPA transmission credit in PacifiCorp's one-year and three-year opt-out programs are distinguishable because customers in those programs are allowed to return to cost-of-service rates without meaningful advance notice.

The Stipulating Parties assert that there is no reason for PacifiCorp to hold the rights idle. They explain that, under their proposal, direct access customers would be required to provide four years' advance notice before returning to cost-of-service rates. That notice, the Stipulating Parties observe, would provide PacifiCorp sufficient time to reacquire the BPA transmission rights needed to serve the returning customers. Moreover, if an emergency situation arose and PacifiCorp had to provide service, the Stipulating Parties assert that OAR 860-038-0280(3) would allow the company to pass on the above-market costs of securing short-term transmission rights to provide emergency service. Even if PacifiCorp does not relinquish the rights, the Stipulating Parties point out that the company can use freed-up transmission for other economic uses, or serve other loads.

*c. Resolution*

As in previous dockets in which we have rejected potential transition adjustment credits for the resale of BPA transmission, we find no compelling evidence of PacifiCorp's actual ability to sell BPA transmission rights when direct access loads depart and then repurchase such rights when direct access loads return.<sup>28</sup> The Stipulating Parties offer no supporting detail or evidence to support their assertion that a required four-year advance notice before returning to cost-of-service rates is sufficient to allow PacifiCorp to reacquire the BPA transmission rights needed to serve returning customers. We find no reason to depart from our precedent that declines to institute a transition adjustment credit for the resale of BPA transmission.

<sup>26</sup> Stipulating Parties/100, Higgins, Compton, Schoenbeck, Chriss, Lynch/18.

<sup>27</sup> See ORS 757.600(1), (32); ORS 757.607(2).

<sup>28</sup> Order No. 12-409 at 17, Order No. 13-387 at 13-14.

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**C. Total Eligible Load**

The parties agree that PacifiCorp's five-year program should be capped at 175 aMW of departing load. The Stipulating Parties note that PGE's program cap is 300 aMW, but acknowledge that PGE has a greater amount of potentially eligible load. They ask that any party be allowed to request at any time that the size of the cap be increased.

We adopt the 175 aMW cap on the total amount of load that can be accepted in the five-year program, finding it to be a reasonable initial limit on the departure of load. Any party is free to ask that the cap be revisited at a later time.

**D. Program Eligibility**

The parties dispute how meter eligibility is determined under the five-year program. PacifiCorp contends each meter must be independently eligible, while the Stipulating Parties contend that all meters located on the same property as one eligible meter should be allowed to participate in the program, regardless of usage.

**1. PacifiCorp's Position**

For customers who receive service under Delivery Service Schedules 30/730, 47/747 or 48/748, PacifiCorp proposes to limit its five-year program to those under the same corporate entity with meters that each have more than 200 kW of billing demand at least once in the previous 13 months, and that total to at least 2 megawatts (MW). PacifiCorp notes that the term, "corporate entity," replaced the term, "corporate name," to address concerns that customers that are part of the same corporate entity, but operate under different trade names, would not be eligible to participate.

PacifiCorp does not believe that the presence of one eligible meter under these standards should allow all other meters on the same property—regardless of independent eligibility—to participate in the program. PacifiCorp contends that allowing such participation would violate ORS 757.310(2), which prohibits a utility from charging different rates to similarly situated customers. PacifiCorp adds that its tariff does not allow the company to charge all meters based on the rate schedule that applies to the primary meter on a customer's property.

**2. Stipulating Parties' Position**

The Stipulating Parties contend that, once one meter on a property meets the opt-out eligibility requirements for the five-year program, all other nonresidential meters on the same property that are billed to the same corporate entity, regardless of the meter's annual usage, should be eligible to opt-out. The Stipulating Parties argue that allowing a customer to include all accounts on the same property in an opt-out program is reasonable and administratively efficient by facilitating coordinated energy management and central utility bill processing.

The Stipulating Parties view PacifiCorp's objection as an attempt to frustrate the potential success of the five-year program, and refute PacifiCorp's concerns about ORS



757.310(2). Although the provision prohibits a utility from charging different rates to two customers with substantially the same service, the Stipulating Parties argue the statute is inapplicable to the aggregation of meters for the purposes of opting out of cost-of-service rates. They argue, “[t]he customer’s accounts on the same property would no longer be purchasing generation service from PacifiCorp and would instead each be taking same type of distribution related services from PacifiCorp.”<sup>29</sup> In any case, the Stipulating Parties argue that we have broad discretion to set transition adjustment rates under ORS 757.607(2).

### **3. Resolution**

We adopt PacifiCorp’s proposed eligibility criteria, as it has been revised to use the term, “corporate entity.” We also find that each and every meter in the five-year program must be eligible under these criteria, and that an otherwise ineligible meter does not become eligible by collocation with an eligible meter. We make this decision for policy, not legal reasons. We agree with PacifiCorp that its tariff does not determine rate application based on a customer’s primary meter, but rather does so based on the individual basis of each meter. As discussed above, program eligibility will be capped at 175 aMW, largely based on the estimated amount of eligible departing load as calculated using the application in PacifiCorp’s tariff. Indeed, no testimony was presented regarding the amount of eligible load if the Stipulating Parties’ eligibility criteria is adopted. We find it inappropriate to adopt eligibility criteria that would potentially render the initial cap on total eligible load unsuitable.

### **E. Election Window**

The parties dispute the length of time an eligible customer is allowed to decide whether to enroll in the five-year program. The positions of PacifiCorp and the Stipulating Parties are separately presented.

#### **1. PacifiCorp’s Position**

PacifiCorp proposes a three-week election window, beginning on November 15 of each year. The company contends this is the longest period possible under the Commission’s rules and the company’s tariffs. PacifiCorp explains that November 15 is designated as the “Announcement Date” for electric utilities to state their estimated prices for the next calendar year.<sup>30</sup> PacifiCorp indicates it will post indicative transition adjustments one week earlier than the Announcement Date, thereby effectively giving customers four weeks to consider whether to elect the five-year program.

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<sup>29</sup> Stipulating Parties’ Pre-Hearing Brief at 18.

<sup>30</sup> PacifiCorp’s Opening Brief at 20, citing ORS 757.609(1) (requiring the Commission to “set a date on which all electric companies must announce prices that will be charged for electricity by the companies in the subsequent calendar year”) and OAR 860-038-027(1) (establishing November 15 as the “Announcement Date” on which each electric company must announce the prices to be charged for electricity services in the next calendar year).

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**2. *Stipulating Parties' Position***

The Stipulating Parties propose a one-month election window. They contend that this duration is necessary to give customers adequate time to work through all of the details and approvals necessary to execute a long-term opt-out commitment. The Stipulating Parties observe that a one-month election window is consistent with the election window in PGE's program.

Given the logistical problems identified by PacifiCorp with having an election window extend into December, the Stipulating Parties argue that the election window should commence on November 1 of each year. They ask the Commission to waive the November 15 Announcement Date set forth in OAR 860-038-0275(1) to allow an earlier date for the five-year opt-out program.

**3. *Resolution***

We adopt PacifiCorp's proposal to allow an election window starting November 15 which extends three weeks thereafter. As noted, PacifiCorp will post indicative transition adjustments one week prior to that date, effectively extending that window to four weeks. Customers may begin the process to enroll in the five-year program at that time. We find that the Stipulating Parties did not show that having a November 1 Announcement Date would add enough value to the process to offset the potential confusion created by different Announcement Dates for PacifiCorp's direct access programs.

**F. *Right to Return***

The parties dispute the conditions imposed on direct access customers wanting to return to cost of service rates. The positions of PacifiCorp and the Stipulating Parties are separately presented.

**1. *PacifiCorp's Position***

After initially proposing that a five-year program direct access customer never be allowed to return to cost-of-service rates, PacifiCorp revised its proposal to allow a five-year program customer to return to cost-of-service rates with four years' notice, and the condition that the customer would never again be eligible to participate in the five-year opt-out program. PacifiCorp contends these restrictions are required to impose disincentives to customers switching between direct access and cost-of-service rates, which is harmful to non-direct access customers. PacifiCorp adds that if the Stipulating Parties are correct and the five-year program results in direct customers permanently leaving the company's system, then there is little harm in adopting PacifiCorp's proposal.

**2. *Stipulating Parties' Position***

The Stipulating Parties agree that a direct access customer seeking to return to cost-of-service rates should provide four years' advance notice, but oppose PacifiCorp's proposal to ban returning customers from future participation in the program. While customers should be discouraged from switching between direct access and cost-of-service rates, the



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Stipulating Parties contend that the length of the four-year notice will ensure that any switching is not frequent. They also note that PGE's five-year program, which allows customers to return with three years' notice, contains no future ban on participation.

**3. Resolution**

We adopt the requirement that a direct access customer must provide four years' advance notice in order to return to cost-of-service rates, finding this requirement to be reasonable. We reject PacifiCorp's proposal that a returning customer is thereafter precluded from future eligibility. PacifiCorp failed to demonstrate why a ban on future eligibility for its five-year program is necessary for customers that switch one time, particularly when such a limitation is not in place for PGE's five-year program.

**IV. ORDER**

IT IS ORDERED that:

1. PacifiCorp will file revised rate schedules consistent with this order within ten days of issuance of this order.

Made, entered, and effective FEB 24 2015.



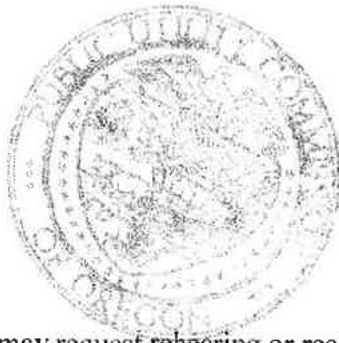
**Susan K. Ackerman**  
Chair



**John Savage**  
Commissioner

COMMISSIONER BLOOM WAS  
UNAVAILABLE FOR SIGNATURE

**Stephen M. Bloom**  
Commissioner



A party may request rehearing or reconsideration of this order under ORS 756.561. A request for rehearing or reconsideration must be filed with the Commission within 60 days of the date of service of this order. The request must comply with the requirements in OAR 860-001-0720. A copy of the request must also be served on each party to the proceedings as provided in OAR 860-001-0180(2). A party may appeal this order by filing a petition for review with the Court of Appeals in compliance with ORS 183.480 through 183.484.





825 NE Multnomah, Suite 2000  
Portland, Oregon 97232

March 27, 2014

***VIA ELECTRONIC FILING  
AND OVERNIGHT DELIVERY***

Oregon Public Utility Commission  
3930 Fairview Industrial Dr. SE  
Salem, OR 97302

Attn: Filing Center

**RE: Docket UE 267 – Five-Year Cost of Service Opt-Out Program  
Reply Testimony of PacifiCorp**

PacifiCorp d/b/a Pacific Power (PacifiCorp or the Company) encloses for filing the reply testimony and exhibits of Joelle R. Steward and Gregory N. Duvall. CDs containing the workpapers are also provided.

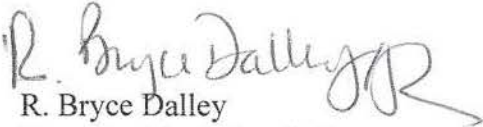
The Company requests that all data requests on this matter be sent to the following:

By email (preferred): [datarequest@pacificorp.com](mailto:datarequest@pacificorp.com)

By regular mail: Data Request Response Center  
PacifiCorp  
825 NE Multnomah, Suite 2000  
Portland, Oregon 97232

Please contact Joelle Steward, Director of Pricing, Cost of Service and Regulatory Operations, at (503) 813-5542 for questions on this matter.

Sincerely,

  
R. Bryce Dalley  
Vice President, Regulation

Enclosure

Cc: Service List – UE 267

## CERTIFICATE OF SERVICE

I certify that I served a true and correct copy of PacifiCorp's Reply Testimony and Exhibits on the parties listed below via electronic mail and/or US mail in compliance with OAR 860-001-0180.

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Dated this 27<sup>th</sup> day of March 2014.

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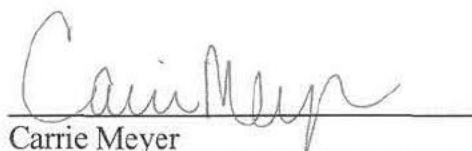
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Carrie Meyer  
Supervisor, Regulatory Operations

Docket No. UE 267  
Exhibit PAC/300  
Witness: Joelle R. Steward

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Reply Testimony of Joelle R. Steward**

**March 2014**



1 **Q. Are you the same Joelle R. Steward who previously submitted direct testimony**  
2 **in this proceeding on behalf of PacifiCorp d/b/a Pacific Power (PacifiCorp or**  
3 **Company)?**

4 A. Yes.

5 **PURPOSE AND SUMMARY OF TESTIMONY**

6 **Q. What is the purpose of your testimony?**

7 A. My testimony addresses policy and administrative issues related to the Company's  
8 Five-Year Cost of Service Opt-Out program (Five-Year Program). Specifically, my  
9 testimony responds to the joint testimony supporting the partial stipulation filed by  
10 Staff of the Public Utility Commission of Oregon (Staff), Noble Americas Energy  
11 Solutions LLC (Noble Solutions), Industrial Customers of Northwest Utilities  
12 (ICNU), Wal-Mart Stores, Inc. (Wal-Mart), Constellation NewEnergy, Inc.  
13 (Constellation), Shell Energy North America (US) L.P. (Shell), Safeway, Inc., The  
14 Kroger Co., Vitesse LLC, and the Northwest and Intermountain Power Producers  
15 Coalition (collectively, Stipulating Parties).

16 My testimony provides an overview of the Company's modified proposal for  
17 its Five-Year Program. The Company has revised but not eliminated the Consumer  
18 Opt-Out Charge to which the Stipulating Parties object, and it has made some, but not  
19 all, of the changes to the transition adjustment calculation proposed by the Stipulating  
20 Parties. These issues are addressed in the reply testimony of Mr. Gregory N. Duvall.  
21 As I explain in my testimony, while the Company's modified proposal now aligns  
22 with several aspects of the Stipulating Parties' proposal, there is still not complete  
23 agreement on the Five-Year Program's eligibility criteria, election window, and

1 program term. On the ability to return to PacifiCorp's cost-based supply service, the  
2 Company now supports a four-year notice period provided that returning customers  
3 are excluded from participating in the Five-Year Program again in the future.

4 **Q. Please summarize the Company's modified proposal for its Five-Year Program.**

5 A. The Company's proposed Five-Year Program now reflects the following  
6 modifications:

- 7 • The Company modified its Five-Year Program to allow customers electing the  
8 Five-Year Program to return to cost-based supply service after providing a four-  
9 year notice. Customers choosing to leave the Five-Year Program would not be  
10 eligible to return to the program in the future, though they would be eligible for  
11 the Company's other direct access programs. This approach uses the four-year  
12 notice period recommended by the Stipulating Parties, yet prevents customers  
13 from switching back and forth between options.
- 14 • For purposes of the Five-Year Program's transition adjustment under Schedule  
15 296, the Company will calculate the value of freed up energy using the same  
16 methodology that is used to calculate the value of freed up energy for the annual  
17 Transition Adjustment Mechanism (TAM) under Schedule 294. This approach is  
18 consistent with the Stipulating Parties' recommendation.
- 19 • The Company will assume the incremental departure of 50 average megawatts  
20 (aMW) of direct access load when calculating the transition adjustment.  
21 Originally, the Company proposed that the calculation assume 175 aMW of  
22 departing load. This modification aligns the Company and the Stipulating Parties.
- 23 • The Company accepts the Stipulating Parties' recommendation to eliminate the



1 distinction between heavy load (HLH) and light load hours (LLH) in the transition  
2 adjustment.

- 3 • The Company does not accept the Stipulating Parties' recommendation to include  
4 a credit in the calculation for the value of freed-up transmission.
- 5 • The Company proposes to retain but modify its Consumer Opt-Out charge. The  
6 Consumer Opt-Out charge is necessary to minimize cost-shifting to  
7 nonparticipating customers when customers in this program cease paying  
8 Schedule 200 charges after five years. As originally proposed, the Consumer  
9 Opt-Out charge is a valuation of the fixed generation costs incurred by the  
10 Company to serve customers, offset by the value of the freed-up power made  
11 available by the departing customers for years six through 20. The Company now  
12 proposes that the Consumer Opt-Out charge account for only years six through  
13 10, rather than six through 20. Additionally, the Company proposes that the  
14 Consumer Opt-Out charge cease to apply to a customer that gives notice to return  
15 to cost-based rates within the five-year transition period.
- 16 • The Company also agrees to a minor modification to its original proposal for  
17 determining customer eligibility for the Five-Year Program but rejects the  
18 Stipulating Parties' proposal to allow smaller usage meters on customers'  
19 premises to be included in the opt out.

20 **Q. Please summarize the Company's objections to the Stipulating Parties' proposal**  
21 **to eliminate the Consumer Opt-Out charge.**

22 A. It is my understanding that cost shifting is prohibited by Oregon statute and  
23 Commission regulations. As discussed in more detail in Mr. Duvall's reply

1 testimony, the Company designed its Five-Year Program to ensure, to the greatest  
2 extent possible, that the program did not result in cost shifting to non-participating  
3 customers. By eliminating the Consumer Opt-Out Charge, the Stipulating Parties'  
4 proposal will result in shifting responsibility for PacifiCorp's fixed supply costs from  
5 departing direct access customers to all other Oregon customers, including residential  
6 customers who are not eligible for direct access. The Customer Opt-Out Charge  
7 mitigates the cost shifting to other customer classes in Oregon that results from the  
8 removal of the direct access loads from class cost of service allocation factors and  
9 billing determinants used to set rates.

10 This cost shifting appears unavoidable under Section X of the Company's  
11 approved inter-jurisdictional allocation methodology, the 2010 Protocol, which  
12 provides that direct access loads must be included when allocating costs to Oregon.  
13 When the adjustment to remove the direct access loads is made for setting rates in  
14 Oregon beginning in year six of the Five-Year Program, other Oregon customers will  
15 absorb the costs that are allocated to Oregon and no longer recovered from these  
16 direct access customers. Indeed, the Stipulating Parties admit that without revisions  
17 to Section X of the 2010 Protocol, remaining customers will be responsible for fixed  
18 generation costs of the departing customers and thereby could be harmed.<sup>1</sup> While  
19 PacifiCorp and representatives from all six of its states are currently in discussions  
20 regarding the 2010 Protocol, there is no agreement now on changes to Section X.  
21 Under the currently effective Section X of the 2010 Protocol, approval of the  
22 Stipulating Parties' proposal to eliminate the Consumer Opt-Out Charge will result in

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<sup>1</sup> Stipulating Parties' Response to PacifiCorp 17, Exhibit PAC/403 (attached to Reply Testimony of Gregory Duvall).

1 cost shifting to non-participating customers, in violation of Oregon's direct access  
2 laws and rules.

3 **Q. Does this case present the same legal and policy questions the Commission**  
4 **reviewed in docket UE 262, when it approved Portland General Electric**  
5 **Company's (PGE) permanent opt-out program?**

6 A. No. While the Stipulating Parties rely to a great extent on the recently approved five-  
7 year opt-out program for PGE, the Stipulating Parties fail to acknowledge that  
8 PacifiCorp is very differently situated than PGE. Unlike PGE, PacifiCorp is a multi-  
9 jurisdictional utility, with little or no projected load growth in Oregon or planned  
10 resource acquisitions. PacifiCorp's current inter-jurisdictional allocation  
11 methodology isolates the impacts of departing load to Oregon, making load growth in  
12 other states irrelevant. In addition, PGE's current program is the result of an all-party  
13 stipulation, perpetuating a program to which PGE stipulated many years ago.

14 PacifiCorp is not a party to the partial stipulation in this case. PacifiCorp did  
15 not join the partial stipulation because the Stipulating Parties' proposal permits  
16 departing customers to avoid payment of the transition costs that exist beyond five  
17 years, unlawfully shifting the responsibility for those costs to other customers.

18 **NOTICE TO RETURN TO COST-BASED SUPPLY SERVICE**

19 **Q. How did the Company modify its proposed Five-Year Program to allow a direct**  
20 **access customer to return to cost-based supply service?**

21 A. PacifiCorp originally proposed that customers under the Five-Year Program would  
22 not be eligible to return to cost-based supply service. In response to the Stipulating  
23 Parties' position, the Company is willing to agree that customers in the Five-Year

1 Program can return to cost-based supply service upon four years' notice to the  
2 Company. The Company proposes that for administration of the program, the four  
3 year period begin at the start of the calendar year after the notice to return is received  
4 to coincide with the current structure of calendar-year-based service elections. The  
5 Company also proposes that once a customer provides notice to return to cost-based  
6 supply service, then the customer is no longer eligible to participate in the Five-Year  
7 Program again in the future.

8 **Q. When is the first time that a customer participating in the Five-Year Program**  
9 **can provide this notice?**

10 A. A customer can provide notice of its intent to return as early as the first year of the  
11 Five-Year Program. This is consistent with the Stipulating Parties' proposal<sup>2</sup> and  
12 would ensure that a customer electing the Five-Year Program remains on the program  
13 for a minimum of five years.

14 **Q. Why is the Company proposing that customers be excluded from participating**  
15 **in the Five-Year Program in the future once they provide notice to return to**  
16 **cost-based supply service?**

17 A. The concept of the Five-Year Program is that it is a "permanent" opt out. While the  
18 Company is agreeing to the Stipulating Parties' provision for a return to cost-based  
19 supply service as a consumer protection measure, allowing a customer to switch back  
20 and forth is incompatible with the premise of a "permanent" opt out. Upon returning  
21 to cost-based supply service, the customer would continue to be eligible to participate  
22 in the Company's other direct access options, such as the one-year and three-year opt  
23 outs.

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<sup>2</sup> Stipulating Parties' Response to PacifiCorp 4, Exhibit PAC/301.

1   **Q.     Would a customer who has given notice to leave the Five-Year Program during**  
2           **the five-year transition period continue to pay the Consumer Opt-Out charge for**  
3           **the remainder of the transition period?**

4   A.    No. The Company proposes that the Consumer Opt-Out charge cease to apply at the  
5           beginning of the four-year notice period, if that notice period falls within the  
6           transition period. Customers leaving the Five-Year Program will again be subject to  
7           fixed generation charges; therefore, those costs will no longer be shifted to other  
8           customers.

9                           **ELIGIBILITY FOR THE FIVE-YEAR PROGRAM**

10   **Q.    What was the Company's original proposal for determining whether a load was**  
11           **eligible for the Five-Year Program?**

12   A.    The Company's proposed eligibility criteria, which I describe in detail in my direct  
13           testimony, are generally consistent with the Company's current three-year cost of  
14           service opt-out program in Schedule 295. Consistency between the Five-Year  
15           Program and Schedule 295 in this regard is important to minimize customer  
16           confusion and administrative costs.

17   **Q.    Did the Stipulating Parties accept your proposed eligibility criteria?**

18   A.    Yes, for the most part. However, they also propose that the eligibility criteria include  
19           the following clarification: once a meter meets the opt-out eligibility requirement, all  
20           other nonresidential meters billed to the same entity or billing address with lesser  
21           annual usage located on the same property are also eligible to opt out at the time the  
22           large nonresidential consumer elects to opt out of cost-based supply service for that  
23           property. For these other meters, the Stipulating Parties propose that the Schedule

1 296 transition charge will be the charge associated with the largest meter at the  
2 premises.

3 **Q. Do you agree with this additional clarification?**

4 A. No. We do not agree that any meter of whatever size can be included in the Five-  
5 Year Program election once eligibility criteria are met. The Company is not willing  
6 to modify its proposed eligibility requirements, which allow customers to opt out if  
7 they receive service under Delivery Service Schedules 30/730, 47/747 or 48/748  
8 under a single corporate name with meters that each have more than 200 kilowatts  
9 (kW) of billing demand at least once in the previous 13 months and that total at least  
10 2 megawatts (MW).

11 **Q. If the Stipulating Parties' proposal is adopted, do you agree that the Schedule**  
12 **296 transition adjustment for smaller usage meters should be the transition**  
13 **adjustment associated with the largest meter at each premises?**

14 A. No. The Stipulating Parties' proposal would result in meters billed under the same  
15 rate schedule being billed different rates for similar service. This would violate ORS  
16 757.310(2) which states that "[a] public utility may not charge a customer a rate or an  
17 amount for a service that is different from the rate or amount the public utility charges  
18 any other customer for a like and contemporaneous service under substantially similar  
19 circumstances." Meters billed under the same delivery service rate schedule electing  
20 the same supply option should be considered to have like service under substantially  
21 similar circumstances.

22 If the Stipulating Parties' proposal is adopted and other meters are allowed to  
23 opt out, then any additional meters on the premises should be subject to the Schedule

1        296 Transition Adjustments calculated for Schedule 30, based on the same voltage for  
2        which the meter takes delivery service. Of the schedules that have a Schedule 296  
3        Transition Adjustment, Schedule 30 is most comparable to the level of service  
4        provided to these smaller usage meters. Therefore, it makes sense to apply the  
5        transition adjustment for these small meters using the schedule that is the most  
6        comparable.

7        **Q.     Why did the Stipulating Parties propose that all aggregated meters receive the**  
8        **Schedule 296 transition charge associated with the largest meter on the**  
9        **premises?**

10      A.     In discovery, the Stipulating Parties justified their proposal because the “largest meter  
11        is very often the primary meter for a facility[.]”<sup>3</sup> The problem with the Stipulating  
12        Parties’ approach is that nowhere in PacifiCorp’s tariffs is a customer billed based on  
13        the notion of a “primary meter for a facility.” The Company bills customers  
14        consistent with the applicable rate schedule(s) as defined in the tariff. Adopting the  
15        Stipulating Parties’ proposal would be significant departure from the application of  
16        rates as set forth in the tariff.

17      **Q.     How would the Company apply its Consumer Opt-Out Charge to additional**  
18      **meters?**

19      A.     Any additional meter on the premises that is added to the opt-out will also be subject  
20        to the Consumer Opt-Out Charge for Schedule 30.

21      **Q.     Do you have any changes in response to the Stipulating Parties’ other eligibility**  
22      **concerns?**

23      A.     Yes. The Stipulating Parties raised a concern that the phrase *corporate name* may

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<sup>3</sup> Stipulating Parties’ Response to PacifiCorp 3, Exhibit PAC/301.

1 exclude companies with central energy management or utility billing but operate  
2 under more than one trade name. The Stipulating Parties propose to alleviate this  
3 issue by allowing aggregation by customers with the same *billing address*. However,  
4 this phrase is also problematic and may inappropriately broaden the intended scope of  
5 the program because multiple customers, with no corporate relationship, may use the  
6 same third-party billing agent (*e.g.*, Ecova or Cass Information Systems) with bills  
7 sent to the same billing address. It is unreasonable to allow aggregations of loads  
8 based on this factor. The Company proposes instead to change the reference from  
9 corporate *name* to corporate *entity*. The customer must be able to show that different  
10 trade names are part of the same corporate entity.

11 **ELECTION WINDOW**

12 **Q. What was the Company's original proposal for the election window for the Five-**  
13 **Year Program?**

14 A. The Company initially proposed a three-week election window beginning on  
15 November 15 of each year. This election window is the same as the Company's  
16 three-year opt-out program and corresponds to the posting of transition adjustments.  
17 Based on the timing of the annual TAM, the final transition adjustments are posted on  
18 November 15, with indicative transition adjustments posted one week earlier.  
19 Accordingly, including the week with indicative transition adjustments, a customer  
20 would have four weeks to work through all of the details and approvals necessary to  
21 decide to opt out.



1   **Q.    The Stipulating Parties propose that customers have a month-long election**  
2       **window, preferably the entire month of November. How do you respond?**

3    A.    As described above, it makes little sense to have the election window include the first  
4       week of November because the transition adjustments will not be available until the  
5       second week.

6   **Q.    Is it possible to hold the election window the month of November 15 to**  
7       **December 15?**

8    A.    No. Extending the window an additional week beyond the first week of December  
9       leaves the Company insufficient time to ensure that appropriate metering is in place  
10       before January 1. The current rules and the Company's tariff require the Energy  
11       Service Supplier (ESS) to provide PacifiCorp with a Direct Access Service Request  
12       (DASR) at least 13 business days before providing service to the opting-out  
13       customer.<sup>4</sup> This provides additional limitations on how late in December the election  
14       window can remain open while still allowing sufficient time to facilitate a customer's  
15       choice to move to direct access. As previously noted, including the week with the  
16       indicative transition adjustments posted, the customer has essentially four weeks to  
17       make a decision to opt out.

18   **Q.    Are there any other issues related to the election window that need to be**  
19       **addressed?**

20    A.    Yes. Service under Schedule 296 requires the customer to take supply service from  
21       an ESS. If the customer opts out, but the Company does not receive a DASR by the  
22       appropriate time to allow the ESS to provide service beginning on January 1, the  
23       Company proposes that the customer's opt-out election revert to the one-year

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<sup>4</sup> OAR 860-038-0445(8)-(9).

1 program, Schedule 294. This means that the customer would be placed on Schedule  
2 220, Standard Offer Supply Service, until a DASR is received. If a DASR is  
3 received, then the customer would be moved to Schedule 294, consistent with the  
4 tariff. The customer would have the ability to elect a Schedule 296 opt-out the  
5 following November, at which point the five-year transition would begin (assuming  
6 that the overall program cap has not been reached).

7 **PROGRAM TERM AND EVALUATION**

8 **Q. Do you agree with the Stipulating Parties' proposal to re-evaluate the Five-Year**  
9 **Program in 2017?**

10 A. Yes. In addition, the Company recommends re-evaluating the program if and when  
11 the Multi-State Process (MSP) results in an amendment to Section X of the 2010  
12 Protocol. As the Stipulating Parties' acknowledge, without a modification to  
13 Section X, their proposal will result in cost shifting to non-participating customers in  
14 Oregon.<sup>5</sup> The resolution of this issue in the MSP may have significant impacts on the  
15 design and operation of the Five-Year Program. Therefore, if this issue is resolved  
16 before 2017, then the Commission should re-evaluate the Five-Year Program in light  
17 of the changes to Company's inter-jurisdictional cost allocation.

18 **Q. Does the Company have any recommendations on what should be included in**  
19 **the re-evaluation of the Five-Year Program?**

20 A. Yes. The Company recommends that, at a minimum, the re-evaluation include  
21 estimates of any cost shifting that may have occurred or is projected to occur as a  
22 result of the program—both to other customer classes in Oregon and to other states.

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<sup>5</sup> Stipulating Parties' Response to PacifiCorp 17, Exhibit PAC/403 (attached to Reply Testimony of Gregory Duvall).

1           Additionally, the Commission should require that any party proposing changes to the  
2           Five-Year Program at the end of the program term include potential cost shifting  
3           impacts due to the party's proposed changes.

4   **Q.    Does this conclude your reply testimony?**

5   A.    Yes.

Docket No. UE 267  
Exhibit PAC/301  
Witness: Joelle R. Steward

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Joelle R. Steward  
Stipulating Parties' Responses to PacifiCorp Data Requests 3 and 4**

**March 2014**

**PACIFICORP DATA REQUEST NO. 3 TO STIPULATING PARTIES:**

See pages 1-2 of the Joint Testimony of Kevin C. Higgins, George R. Compton, Donald Schoenbeck, Steve Chriss and Mary Lynch (Joint Testimony). Please explain why certain of the Stipulating Parties did not sponsor witnesses to support the stipulation under section 22 of the stipulation. Please designate the witnesses available for cross-examination on the stipulation from parties who failed to sponsor a witness for the Joint Testimony.

**RESPONSE TO PACIFICORP DATA REQUEST NO. 3**

It is not necessary for each Stipulating Party to provide a separate sponsoring witness under Section 22 of the Stipulation. The Stipulation is not direct testimony, therefore no additional witnesses will be made available for cross-examination on the Stipulation. Five witnesses sponsored joint testimony filed on behalf of the Stipulating Parties for the purpose of presenting the Stipulation -- Kevin C. Higgins, George R. Compton, Donald Schoenbeck, Steve Chriss and Mary Lynch. Each of these individuals will be available for cross-examination on the Joint Testimony. All of the Stipulating Parties support the Stipulation and agree with the testimony that has been provided.

**PACIFICORP DATA REQUEST NO. 4 TO STIPULATING PARTIES:**

See page 4, lines 10-13. Under the stipulation, please confirm that, all else equal, a customer under the five-year opt out will pay a lower overall transition charge (i.e. the net of Schedule 200 and either Schedule 296 or Schedule 294) during the five-year transition period than a customer who elects direct access on a one-year basis every year during that same transition period.

**RESPONSE TO PACIFICORP DATA REQUEST NO. 4**

Not necessarily. The one-year transition charge is based on a GRID run that assumes 25 aMW of direct access load, whereas the five-year opt out transition charge under the stipulation is based on a GRID run that assumes 50 aMW of direct access load. As the latter reaches further down into PacifiCorp's dispatch stack, all things being equal, it would produce a *higher* transition charge than the one-year transition charge calculation. This would be offset to some extent by the BPA credit that is included in the five-year opt out transition charge per the stipulation. Whether the net impact of these offsetting factors causes the five-year transition adjustment to be greater or lower than a series of five one-year transition adjustments would depend upon the specific outputs of the relevant future GRID runs. Further, the stipulation contemplates that the five-year transition adjustment (exclusive of Schedule 200) would be determined at the outset of each five-year tranche, as proposed by PacifiCorp in its opening testimony, whereas the one-year transition adjustment is recalculated each year. Consequently, whether the five-year transition charge proposed in the stipulation will be greater or lower than five consecutive one-year transition adjustments cannot be determined in advance.



Docket No. UE 267  
Exhibit PAC/400  
Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Reply Testimony of Gregory N. Duvall**

**March 2014**

1   **Q.**    Are you the same Gregory N. Duvall who previously submitted direct testimony  
2           in this proceeding on behalf of PacifiCorp d/b/a Pacific Power (PacifiCorp or  
3           Company)?

4    A.    Yes.

5                           **PURPOSE AND SUMMARY OF TESTIMONY**

6   **Q.**    What is the purpose of your reply testimony?

7    A.    My testimony addresses the Consumer Opt-Out Charge and the calculation of the  
8           transition adjustment in the Company's Five-Year Cost of Service Opt-Out program  
9           (Five-Year Program). Specifically, my testimony responds to the joint testimony  
10          supporting the partial stipulation filed by Staff of the Public Utility Commission of  
11          Oregon (Staff), Noble Americas Energy Solutions LLC (Noble Solutions), Industrial  
12          Customers of Northwest Utilities (ICNU), Wal-Mart Stores, Inc. (Wal-Mart),  
13          Constellation NewEnergy, Inc. (Constellation), Shell Energy North America (US)  
14          L.P. (Shell), Safeway, Inc., The Kroger Co., Vitesse LLC, and the Northwest and  
15          Intermountain Power Producers Coalition (collectively, Stipulating Parties). I also  
16          respond to the individual testimony filed by Staff, ICNU, Wal-Mart, and  
17          Constellation, Shell, and Noble Solutions.

18   **Q.**    Please summarize your testimony.

19   A.    I address two major issues related to the Five-Year Program. First, I explain the  
20          Company's modifications to the Consumer Opt-Out Charge, demonstrate the need for  
21          the charge, and respond to the Stipulating Parties' criticism of the charge. Second,  
22          I outline three changes to the transition adjustment calculation in the Five-Year  
23          Program: (1) valuing freed-up energy using the same methodology employed in the

1 annual Transition Adjustment Mechanism (TAM) under Schedule 294; (2) removing  
2 the split between heavy load hours (HLH) and light load hours (LLH); and (3)  
3 forecasting only 50 average megawatts (aMW) of incremental departing load to  
4 calculate the transition adjustment, instead of the maximum 175 aMW. I also explain  
5 why the Company rejected some of the other changes to the calculation of the  
6 transition adjustment proposed in the partial stipulation.

7 **Q. What is the overall impact of these changes?**

8 A. These changes substantially reduce the Consumer Opt-Out Charge. For example, the  
9 Schedule 47/48 charge goes from \$17.30/MWh to \$6.18/MWh. A chart comparing  
10 the charges using a 20-year forecast and a 10-year forecast including the Company's  
11 modifications to the transition adjustment calculation is attached as Exhibit PAC/401.

12 **MODIFICATIONS TO THE CONSUMER OPT-OUT CHARGE**

13 **Q. Please describe the changes the Company is proposing to the Consumer Opt-Out**  
14 **Charge in its Five-Year Program.**

15 A. The Company proposes to retain but modify its Consumer Opt-Out Charge. As  
16 originally proposed, the Consumer Opt-Out Charge values the fixed generation costs  
17 incurred by the Company to serve customers, offset by the value of the freed-up  
18 power made available by the departing customers, for years six through 20. The  
19 Company now proposes that the Consumer Opt-Out Charge account for only years  
20 six through 10, rather than six through 20.

21 **Q. Why did the Company make this change to the Consumer Opt-Out Charge?**

22 A. The Company made this change in response to the Stipulating Parties' concern that  
23 the Consumer Opt-Out Charge would discourage participation in the Five-Year

1 Program. While the Company is concerned about cost-shifting resulting from the  
2 Five-Year Program, it also wants the Five-Year Program to be a viable option for  
3 customers. For this reason, the Company modified the Customer Opt-Out Charge to  
4 cover transition costs over a shorter time horizon, balancing the competing interests  
5 of competitive market development and protection against cost-shifting more in favor  
6 of direct access customers.

7 **Q. Why didn't the Company just agree to eliminate the Consumer Opt-Out Charge**  
8 **in its Five-Year Program?**

9 A. Under PacifiCorp's particular circumstances, elimination of the Consumer Opt-Out  
10 Charge is contrary to Oregon direct access laws and regulations. ORS 757.601(1)  
11 provides that direct access may not cause the unwarranted shifting of costs to other  
12 customers. OAR 860-038-0160(1) expressly provides that direct access customers  
13 must pay or receive 100 percent of transition costs or benefits. PacifiCorp cannot  
14 contravene Oregon's direct access laws and regulations by agreeing that customers  
15 may permanently leave cost-based supply service without meeting their transition  
16 cost obligations.

17 **Q. Has any party provided financial analysis challenging the accuracy of the**  
18 **Company's calculation of the Consumer Opt-Out Charge?**

19 A. No. The Stipulating Parties have not provided any evidence challenging the key  
20 factual issue in this case: whether PacifiCorp has significant transition costs beyond  
21 those covered by the payment of annual Schedule 200 charges in the initial five-year  
22 period. PacifiCorp's calculation of the Consumer Opt-Out Charge uses the "ongoing  
23 valuation" approach for calculating transition costs. Under this approach, the

1 Commission determines the “transition costs or benefits for a generation asset by  
2 comparing the value of the asset output at projected market prices for a defined period  
3 to an estimate of the revenue requirement of the asset for the same time period.”<sup>1</sup>

4 The Stipulating Parties claim that PacifiCorp’s projected market prices are  
5 “speculative.” The Company does not agree with this claim, and such projections are  
6 a required part of the Commission’s transition adjustment calculation. In addition,  
7 PacifiCorp developed its market price forecast for the Consumer Opt-Out charge  
8 using the same forward price curves it uses for the one- and three-year transition  
9 adjustments. Notably, the Stipulating Parties have not supplied any alternative  
10 financial or market analysis demonstrating that departing direct access load will be  
11 neutral or positive in terms of impacts on other Oregon customers.

12 On this record, it is fundamentally undisputed that direct access customers  
13 could shift cost responsibility for up to \$38 million (measured over a 10-year period)  
14 in transition costs to other customers unless direct access customers are required to  
15 pay PacifiCorp’s modified Consumer Opt-Out Charge. See Exhibit PAC/402.

16 **RESPONSES TO OBJECTIONS TO CONSUMER OPT-OUT CHARGE**

17 **Q. What are the Stipulating Parties’ primary objections to the Consumer Opt-Out**  
18 **Charge?**

19 **A.** The Stipulating Parties’ primary challenges to the Consumer Opt-Out Charge are that:  
20 (1) load growth fully absorbs the transition costs covered by the charge; (2) while  
21 cost-shifting will occur under Section X of the 2010 Protocol, the Commission should  
22 assume that Section X will be modified to eliminate this impact; and (3) Portland

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<sup>1</sup> OAR 860-038-0005(42).

1 General Electric Company's (PGE's) five-year opt-out does not include a Consumer  
2 Opt-Out charge. I respond to each of these arguments below.

3 **LOAD GROWTH DOES NOT NEGATE TRANSITION COSTS**

4 **Q. What is the Stipulating Parties' theory around load growth and transition costs?**

5 A. The Stipulating Parties assert that load growth will replace the departing loads from  
6 the Five-Year Program and negate any transition costs.

7 **Q. Please respond to the Stipulating Parties' load growth argument.**

8 A. This argument is flawed for at least three reasons. First, the requirement of OAR  
9 860-038-0160(1) for 100 percent payment of transition costs does not contain a load  
10 growth exception. Second, load growth does not negate the existence of transition  
11 costs; rather, it shifts these costs from direct access customers to remaining cost of  
12 service customers including new customers. Third, it is undisputed that PacifiCorp is  
13 not experiencing load growth in Oregon and does not expect to add 175 aMW of  
14 Oregon load in a forecasted 20-year horizon.<sup>2</sup> While the Stipulating Parties point to  
15 load growth on a total-company basis, Section X of the 2010 Protocol (discussed  
16 below) effectively precludes consideration of load growth outside of Oregon. Thus,  
17 even if the Stipulating Parties' load growth argument was theoretically sound (which  
18 it is not), the factual predicate for the argument is absent in this case.

19 **Q. Staff also argues that the Company will be able to scale back extensive front-**  
20 **office transactions in response to the departing direct access load and thereby**  
21 **mitigate any transition costs beyond five years.<sup>3</sup> Do you agree?**

22 A. No. Consistent with the Stipulating Parties' argument on load growth, the

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<sup>2</sup> See PacifiCorp Response to OPUC 2, at Staff/103, Compton/2.

<sup>3</sup> Staff/100, Compton/2-3, 10.



1 requirement of OAR 860-038-0160(1) for 100 percent payment of transition costs  
2 does not contain a front-office transaction exception. Moreover, this argument  
3 ignores the fact that the Consumer Opt-Out Charge already accounts for changes in  
4 front-office transactions. The Company calculates the Consumer Opt-Out Charge  
5 using two GRID runs, one with the direct access load and one without. The GRID  
6 run that does not include the direct access load necessarily takes into account how the  
7 Company's system will respond to the reduced load—including how front-office  
8 transactions will be affected. If the departing load resulted in less front-office  
9 transactions, this effect is already captured in the calculation of the Consumer Opt-  
10 Out Charge. The fact that the savings that result from a reduction in front-office  
11 transactions do not fully offset the revenues lost from the customers choosing direct  
12 access is the very reason there are transition costs.

13 **Q. Has the Commission ever addressed the impact of departing direct access load**  
14 **on PacifiCorp's front-office transactions?**

15 A. Yes. In docket UM 1081, the Commission specifically rejected ICNU's so-called  
16 "market plus" approach to calculating the transition adjustment. This "market plus"  
17 approach assumed that the loss of direct access load will cause PacifiCorp to avoid  
18 power purchases, rather than cause PacifiCorp to avoid power sales.<sup>4</sup> The  
19 Commission specifically rejected this "market plus" approach because it was not  
20 convinced that the Company's actual operational response to departing direct access  
21 load would be limited to reductions in front-office transactions.<sup>5</sup> Rather, the

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<sup>4</sup> Order No. 04-516 at 10.

<sup>5</sup> Order No. 04-516 at 11-12.

1 Commission required the Company to use GRID to more accurately capture the full  
2 effect of departing load on PacifiCorp's system.

3 **Q. Noble Solutions, Constellation, and Shell claim that five years is sufficient time**  
4 **for the Company to adjust its procurement strategy to account for departing**  
5 **load.<sup>6</sup> Please respond.**

6 A. In the near term, the most likely impact of direct access on the Company's  
7 procurement strategy will involve changes in the front-office transactions. As  
8 described above, these changes are already captured in the GRID runs used to  
9 calculate the Consumer Opt-Out Charge. Even if the Company adjusts its acquisition  
10 strategy in the future, that does not change the fact that, without a Consumer Opt-Out  
11 Charge, the costs of the Company's existing resources that were procured to serve the  
12 departing load will be shifted to remaining customers.

13 **Q. ICNU claims that PacifiCorp has failed to account for the value to cost-of-service**  
14 **customers of avoiding or delaying resource acquisitions due to the departure of**  
15 **direct access load.<sup>7</sup> How do you respond to this argument?**

16 A. The Company's 2013 Integrated Resource Plan (IRP) has no new generation  
17 resources planned until 2024,<sup>8</sup> at which time the Company adds a 423 megawatt  
18 combined cycle combustion turbine. This is the last year of the 10-year valuation  
19 period for a customer that selected the Five-Year Program beginning in 2015 and  
20 would therefore create little to no capacity deferral value. There is no assurance that  
21 load reductions that arise from direct access would cause the 2024 resource to be  
22 deferred. In addition, the 2013 IRP Update, which will be filed with the Commission

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<sup>6</sup> Noble Solutions/100, Higgins/11; CNE/SENA/100, Lynch/6.

<sup>7</sup> ICNU/100, Schoenbeck/5.

<sup>8</sup>The Company's 2013 IRP can be found at <http://www.pacifiCorp.com/es/irp.html>.

1 on March 31, 2014, will show that no new generation resources are planned until  
2 2027, which makes this claim moot.

3 **SECTION X WILL CAUSE COST-SHIFTING**

4 **Q. What is the Stipulating Parties' theory discounting the impact of Section X of the**  
5 **2010 Protocol?**

6 A. While the Stipulating Parties concede that existing customers could be harmed by  
7 cost-shifting from departing direct access load because of Section X of the 2010  
8 Protocol,<sup>9</sup> they urge the Commission to approve their proposal now based on the  
9 assumption that Section X will be revised before the first customers have completed  
10 the five-year transition period to direct access.

11 **Q. What portions of Section X are relevant to this case?**

12 A. Under the 2010 Protocol, the allocation of the costs and benefits of freed-up  
13 resources<sup>10</sup> is governed by three provisions in Section X:

- 14 1. Loads lost to Direct Access—Where the Company is  
15 required to continue to plan for the load of Direct Access  
16 Customers, such load will be included in Load-Based  
17 Dynamic Allocation Factors for all Resources.
- 18 2. Loads of customers permanently choosing Direct Access or  
19 permanently opting out of New Resources—Where the  
20 Company is no longer required to plan for the load of  
21 customers who permanently choose direct access or  
22 permanently opt out of New Resources, such loads will be  
23 included in Load-Based Dynamic Allocation Factors for all  
24 Existing Resources but will not be included in Load-Based  
25 Dynamic Allocation Factors for New Resources acquired  
26 after the election to permanently choose Direct Access or  
27 opt out of New Resources. An effective date for this  
28 process will be established at such time as customers  
29 permanently choose Direct Access or opt out, and this

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<sup>9</sup> Stipulating Parties' Response to PacifiCorp 17 (attached as Exhibit PAC/403).

<sup>10</sup> The 2010 Protocol defines "Freed-Up Resources as "Resources made available to the Company as a result of its customers becoming Direct Access Customers." See Appendix A of the 2010 Protocol.

process will be implemented under the guidance of the  
MSP Standing Committee.

3. In each State with Direct Access Customers, an additional step will take place for ratemaking purposes to establish a value or cost (which could include a transfer of Freed-Up Resources between customer classes within a State) resulting from the departure of the departing load; other States do not implement the second step.<sup>11</sup>

**Q. Please provide a brief history of Section X of the 2010 Protocol.**

A. The history of Section X shows that it was drafted to respond to the position of Oregon Commission Staff, CUB, and ICNU (the Oregon Coalition) regarding Oregon direct access in the Revised PacifiCorp Inter-Jurisdictional Cost Allocation Protocol (Revised Protocol). As originally proposed by PacifiCorp, the Revised Protocol allocated the costs of all resources to Oregon on the basis of Oregon's load, which included the load of direct access customers.<sup>12</sup> The Oregon Coalition argued that this approach was inconsistent with Oregon direct access policy because "it is likely that at least some direct access consumers will leave the system permanently."<sup>13</sup> To hold remaining customers harmless, "[w]hen a consumer chooses to leave the system permanently through direct access, the consumer is responsible for the stranded cost or benefits at the time the consumer leaves the system."<sup>14</sup> The Oregon Coalition concluded that the appropriate method for handling direct access loads was as follows:

1. Include in inter-jurisdictional allocations the loads of direct access consumers for those generation resources and

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<sup>11</sup> 2010 Protocol at Section X.

<sup>12</sup> Docket UM 1050, PPL/202, Kelly/9-10 (May 21, 2004).

<sup>13</sup> Docket UM 1050, Staff/102, Hellman/60 (July 2, 2004) (attached as Exhibit PAC/404). Staff's testimony in support of the Revised Protocol included a document call the "Oregon Coalition Issues Paper and Alternative Proposals," which is the source of this position statement. Docket UM 1050, Staff/102, Hellman/51-79 (July 2, 2004).

<sup>14</sup> Docket UM 1050, Staff/102, Hellman/60 (July 2, 2004).

1 contractual obligations, for the life of these resources, that  
2 were in place when either the direct access consumer left  
3 the system or when the consumer notified the company that  
4 it no longer wanted the utility to plan to serve its loads; and

- 5 2. Exclude direct access loads for purposes of allocating costs  
6 of new resource and power purchase commitments made  
7 subsequent to the time the direct access consumer  
8 permanently left the PacifiCorp generation system or  
9 notified the Company to no longer plan to serve the  
10 consumer.<sup>15</sup>

11 The Oregon Coalition's position is reflected in the final version of Section X.

12 In support of the Revised Protocol, Staff witness Dr. Marc Hellman testified  
13 that it "[r]esolves direct access issues from an inter-jurisdictional standpoint  
14 consistent with Oregon direct access goals and objectives."<sup>16</sup> Elaborating on this  
15 point, Dr. Hellman reiterated that the Revised Protocol provides for two types of  
16 direct access:

17 [The Revised Protocol] continues to assign to states existing  
18 resources and resources that were planned to meet direct access  
19 eligible loads. In that way, the benefits and costs of those  
20 resources are retained by Oregon, including the stranded costs  
21 or benefits associated with the resources. In addition, for  
22 resources added after loads choose direct access, and assuming  
23 the resources were not planned to meet those loads, the direct  
24 access loads are not counted for multistate allocation purposes.  
25 That is, for each direct access customer there are essentially  
26 two sets of Oregon loads applicable to the interstate  
27 jurisdictional allocation, and each is resource specific. The  
28 [Revised Protocol] also provides Oregon flexibility to allow  
29 customers to notify the company that it should no longer plan  
30 to meet the customer's loads. This is a "Don't plan for me"  
31 concept. The treatment of loads and direct access is a change  
32 in allocation methods specifically to address the direct access  
33 issues.<sup>17</sup>

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<sup>15</sup> Docket UM 1050, Staff/102, Hellman/61 (July 2, 2004).

<sup>16</sup> Docket UM 1050, Staff/100, Hellman/10 (July 2, 2004).

<sup>17</sup> Docket UM 1050, Staff/100, Hellman/26 (July 2, 2004).

1           The Commission approved the Revised Protocol in Order No. 05-021.<sup>18</sup> The  
2           Commission agreed with Staff that the Revised Protocol “enhance[d] Oregon’s ability  
3           to implement direct access” and was therefore in the public interest.<sup>19</sup> The Revised  
4           Protocol was amended by the 2010 Protocol, which was approved by the Commission  
5           in Order No. 11-244.<sup>20</sup> The 2010 Protocol included no changes to the Revised  
6           Protocol’s direct access terms. No party raised objections to Section X in the  
7           Commission’s review of the 2010 Protocol.

8   **Q.    Please explain how Section X allocates Oregon direct access transition costs or**  
9   **benefits.**

10   A.   Section X of the 2010 Protocol allows for direct access customers to either:  
11       (1) permanently opt-out, thereby relieving PacifiCorp of its obligation to plan to serve  
12       these customers; or (2) choose direct access for a shorter-term with the understanding  
13       that PacifiCorp will still be required to plan for and serve that direct access load in the  
14       future. In either case, “Existing Resources,” *i.e.*, “Resources whose costs were  
15       committed to prior to Direct Access Customers making an election to permanently  
16       forego being served by the Company at a cost-of-service rate,”<sup>21</sup> will continue to be  
17       allocated to Oregon customers based on the inclusion of the direct access load. If  
18       customers make a “permanent” election for direct access, New Resources are  
19       allocated without consideration of the loads of these departing direct access  
20       customers.

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<sup>18</sup> *In the Matter of PacifiCorp Request to Initiate an Investigation of Multi-Jurisdictional Issues and Approve an Inter-Jurisdictional Cost Allocation Protocol*, Docket UM 1050, Order No. 05-021 (Jan. 12, 2005).

<sup>19</sup> *Id.* at 8.

<sup>20</sup> *In the Matter of PacifiCorp, dba Pacific Power, Petition for Approval of Amendments to Revised Protocol Allocation Methodology*, Docket UM 1050, Order No. 11-244 (July 5, 2011).

<sup>21</sup> Order No. 05-021, Appendix A of Revised Protocol.



1   **Q.     Please explain how Section X would apply to the Five-Year Program.**

2   A.     Oregon's share of the Company's system load will include the loads of direct access  
3           customers under the Five-Year Program for allocating the costs of existing generation  
4           resources. It is possible that the costs of new resources will be allocated in the same  
5           manner because, under the Company's modified Five-Year Program, customers will  
6           have the option to return to cost-based supply service after notice, which could be  
7           considered inconsistent with a "permanent" opt-out for purposes of Section X.

8                 If this is the case, Oregon customers will potentially pay for the costs of the  
9           resources (both existing and new) that are necessary to serve direct access loads even  
10          if those resources are not actually serving those loads. Because the costs of resources  
11          under this scenario will be allocated to Oregon as if the direct access load was being  
12          served by that resource, the costs of that resource allocable to the now-absent direct  
13          access load will be shifted to remaining Oregon customers.

14   **Q.     How does the Consumer Opt-Out Charge for the Five-Year Program offset cost-**  
15   **shifting under Section X?**

16   A.     The Stipulating Parties concede that the costs allocated to Oregon for departing direct  
17          access load under Section X are transition costs under OAR 860-0038-0005(68).<sup>22</sup>  
18          Unless the departing direct access customers cover these costs in advance through the  
19          Consumer Opt-Out Charge, they will be shifted to other Oregon customers. This is  
20          true even if new customers ultimately replace the direct access load because the 2010  
21          Protocol has no provision to remove the direct access load from the total Oregon load  
22          used to allocate costs.

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<sup>22</sup> Stipulating Parties' Response to PacifiCorp 20 (attached as Exhibit PAC/405).

1   **Q.     The Stipulating Parties refer to Section X as “obscure” and “outdated.” Please**  
2       **respond.**

3   A.     The 2010 Protocol, including the Section X provisions proposed by Dr. Hellman and  
4           supported by the Oregon Coalition, was approved by the Commission in July 2011 in  
5           Order No. 11-244. There have been no material changes in Oregon direct access laws  
6           or regulations since that date that would render Section X outdated.

7   **Q.     The Stipulating Parties assert that Staff has proposed changes to Section X in**  
8       **the current Multi-State Process (MSP), so it should not be an impediment to**  
9       **adoption of their proposal. Does PacifiCorp agree with this position?**

10  A.     No. Oregon law precludes cost-shifting, and cost-shifting will occur under the Five-  
11          Year Program given the current operation of Section X. Staff’s proposed changes to  
12          Section X in the MSP recognize this fact. But Staff cannot unilaterally revise Section  
13          X. Given the concerns that other states may have over the shifting of Oregon direct  
14          access transition costs to other states, resolution of this issue may be complex and the  
15          exact terms of a new Section X are currently unknowable. Unless and until Section X  
16          is changed in the MSP, the Company’s Five-Year Program should include a  
17          Consumer Opt-Out Charge to protect customers from Section X’s cost-shifting.  
18          Otherwise, the Company might be in the position of needing to honor customers’ opt-  
19          out elections even though these elections clearly cause unwarranted cost-shifting.

20  **Q.     The Stipulating Parties point to the expiration of the 2010 Protocol in 2016. Will**  
21       **this resolve the Section X cost-shifting issue?**

22  A.     No. Consistent with the stipulation approving the 2010 Protocol, “absent formal  
23          action by the Commission to adopt an alternate allocation methodology for Oregon,”

1 the Company will revert to the Revised Protocol upon expiration of the 2010  
2 Protocol.<sup>23</sup> As noted above, Section X is also a part of the Revised Protocol.

3 **Q. The Stipulating Parties claim that Section X unfairly treats departing direct**  
4 **access load differently from all other departing load. Please respond.**

5 A. This is one of the arguments that supports reexamination of Section X in the MSP.  
6 The counter-argument is that Oregon law treats departing direct access customers  
7 differently than all other departing customers by requiring the payment of transition  
8 charges or the receipt of transition benefits. But ultimately, the resolution of  
9 Section X is outside the scope of this docket. The question in this case is whether the  
10 Company's Five-Year Program should be designed to take Section X into account as  
11 long as it remains operative (the Company's approach) or whether a particular  
12 revision to Section X should be assumed in the design of the Five-Year Program (the  
13 Stipulating Parties' approach).

14 **Q. Could adopting a direct access program that assumes changes to Section X**  
15 **before these changes are fully examined and resolved in the MSP have**  
16 **unintended consequences in Oregon?**

17 A. Yes. Section X governs all direct access programs in all states, not just Oregon.  
18 If another state implements a direct access program and very large customers  
19 (*i.e.*, single loads in the range of 50 to 100 MW) suddenly leave PacifiCorp's system,  
20 then Section X could provide important protection to Oregon against the shifting of  
21 costs from the other state. Because Oregon may have more to lose than to gain from  
22 the modification of Section X, adoption of the Stipulating Parties' proposal could be  
23 adverse to Oregon's interests in the long run.

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<sup>23</sup> Order No. 11-244, Appendix A at 4.

**PGE'S PROGRAM IS INAPPROPRIATE FOR PACIFICORP**

**Q. The Stipulating Parties oppose the Consumer Opt-Out Charge on the basis that PGE's five-year opt-out program does not include such a charge. What is your response to this argument?**

A. PGE and PacifiCorp are not similarly situated. PGE's stipulated approach to its five-year opt-out program is not precedent for PacifiCorp's Five-Year Program, especially because the Commission has never issued an order explicitly addressing any of the issues raised in this case. In fact, in Order No. 12-500, the Commission specifically recognized that PacifiCorp could "tailor its program to fit its circumstances" and required that PacifiCorp's program "be designed to protect other customers from cost-shifting."<sup>24</sup>

**Q. Can you provide your understanding of the origins of PGE's five-year opt out program, beginning with the first proposals for such a program in Oregon?**

A. Yes. In 2002, the Commission opened docket AR 441 to address a permanent opt-out proposal from ICNU. The Commission consolidated that docket with docket AR 417, and ultimately closed both dockets without specifically addressing ICNU's proposal. In an MSP white paper authored by Oregon Staff member Dr. Hellman in May 2002, he described ICNU's opt-out proposal in the following question and answer:

*Are the parties in Oregon discussing sidestepping the transition charge and credit calculations to "jump start" direct access?*

Yes. Parties are discussing the possibility of allowing large consumers the opportunity to choose direct access, and at the same time waive any right to return to cost of service rates. For such consumers, there would be no transition charge or

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<sup>24</sup> *In the Matter of Public Utility Commission of Oregon Investigation of Issues Relating to Direct Access*, Docket UM 1587, Order No. 12-500 at 9 (Dec, 30, 2012).

1 credit. In effect, the one-time market value of the utility's  
2 resource is deemed to equal the cost of the resources. It is  
3 unclear whether the Commission has statutory authority to  
4 accept a customers' waiver of the cost-of-service requirement  
5 prior to July 2003. Parties are pursuing this option to: 1) avoid  
6 the one-time valuation process; 2) allow some consumers to  
7 choose direct access; and 3) because the current market price  
8 strips appear to be close to the long-term costs of utility  
9 resources. Parties also believe that in the short-term, if  
10 consumers choose direct access, the remaining consumers may  
11 not face significant rate increases or decreases, as these  
12 remaining consumers receive the costs and benefits of the  
13 plants.<sup>25</sup>

14 **Q. Why is this early history important?**

15 A. When ICNU first proposed the permanent opt-out, the premise was that transition  
16 costs were at or near zero, which was a reasonable assumption at the time since the  
17 market value of existing resources was near their embedded cost as noted by Dr.  
18 Hellman above. This is very different from PacifiCorp's current situation where  
19 transition costs over 10 years are \$38 million due to the fact that the embedded cost of  
20 existing resources exceeds the market value of these resources.

21 **Q. When did the Commission first adopt PGE's five-year opt-out program?**

22 A. In October 2002 in Advice 02-17. PGE described the origin of the permanent opt-out  
23 in its Reply Comments in docket UM 1587:

24 PGE first offered the permanent opt-out in 2002 effective for  
25 2003 in response to a proposal made by the Industrial  
26 Customers of Northwest Utilities (ICNU) for a one-time  
27 permanent opt-out with no transition adjustments for customers  
28 whose load exceeded one average megawatt. This ICNU  
29 proposal was discussed extensively in OPUC docket AR 441.<sup>26</sup>

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<sup>25</sup> Docket UM 1050, Staff/102, Hellman/10 (July 2, 2004) (Marc Hellman, Draft "White Paper" De-Regulation/Open Access at 8 (May 10, 2002)), attached as Exhibit PAC/404.

<sup>26</sup> PGE Reply Comments in Docket UM 1587 at 3 (Sept. 14, 2012).



1   **Q.     Did PGE agree to maintain the five-year opt-out program for five years as a part**  
2       **of the stipulation permitting PGE to become a stand-alone company?**

3   A.     Yes. On September 1, 2005, PGE filed a stipulation in dockets UM 1206/UF 4218,  
4       seeking approval to convert PGE from Enron ownership into a stand-alone company.  
5       In that stipulation, PGE agreed to offer its five-year opt-out for at least five more  
6       years, through 2010. The Commission approved the stipulation in Order No. 05-  
7       1250.<sup>27</sup>

8   **Q.     Is PGE's current five-year program the result of additional stipulations in PGE**  
9       **dockets UE 236 and UE 262?**

10  A.     Yes.<sup>28</sup>

11  **Q.     In approving PGE's five-year opt-out programs, has the Commission ever issued**  
12       **an order specifically addressing the issues raised in this case?**

13  A.     No. Presumably because PGE's five-year opt-out programs resulted from stipulations  
14       that included PGE and all other interested parties, the Commission did not address the  
15       issues of cost-shifting or full payment of transition costs in its past orders. And these  
16       issues were not implicated in PGE's cases because PGE is not a multi-state utility and  
17       they have had a very different load and resource balance in Oregon than PacifiCorp.  
18       Unlike PacifiCorp, to the best of my knowledge PGE has not indicated they have any  
19       transition costs beyond five years. For this reason, the Commission's prior approval  
20       of PGE's five-year opt-out does not support the Stipulating Parties' objection to the  
21       Consumer Opt-Out Charge in PacifiCorp's Five-Year Program.

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<sup>27</sup> *In the Matter of Portland General Electric Company*, Docket UF 4218/UM 1206, Order No. 05-1250 (Dec. 14, 2005).

<sup>28</sup> *See In the Matter of Public Utility of Oregon Investigation into the Changes Proposed for the 3 and 5 year Cost of Service Opt-out Program for Large Non-Residential Customers*, Docket UE 236, Order No. 12-057 (Feb. 23, 2012); *In the Matter of Portland General Electric Company Request for a General Rate Revision*, Docket UE 262, Order No. 13-459 at 10 (Dec. 9, 2013).

1   **Q.    Did the Commission need to consider multi-state allocation issues with PGE?**

2   A.    No. Consideration of multi-state allocation issues is not relevant to PGE, but it is a  
3       significant issue for PacifiCorp.

4       **MODIFICATIONS TO TRANSITION ADJUSTMENT CALCULATION**

5   **Q.    What modifications did the Company make to its transition adjustment**  
6       **calculation in the Five-Year Program?**

7   A.    The Company made three modifications to its calculation of the transition adjustment.  
8       First, the Company will calculate the value of freed-up energy using the same  
9       methodology that is used to calculate the value of freed-up energy for the annual  
10       TAM under Schedule 294. Second, the Company will adopt the Stipulating Parties'  
11       proposal to eliminate the HLH/LLH split. Third, the Company will assume the  
12       incremental departure of 50 aMW of direct access load when calculating the  
13       transition adjustment. The Company applied these changes to both the calculation of  
14       the transition adjustment and the calculation of the Consumer Opt-Out Charge.

15   **Q.    Please describe the first modification regarding the value of freed-up energy.**

16   A.    The Company's original proposal calculated the transition adjustment as the  
17       difference between two GRID runs, one with the direct access load and one without.  
18       The Stipulating Parties' objected to this approach and proposed instead to calculate  
19       the transition adjustment in the same way that the Schedule 294 and 295 transition  
20       adjustments are calculated—with a post-GRID adjustment that blends forecast market  
21       prices with the GRID results. For consistency between Schedules 294, 295, and 296,  
22       the Company agrees to incorporate this modification into the calculation of the  
23       transition adjustment.

1   **Q.     Please describe the modification regarding the elimination of the HLH/LLH**  
2       **split.**

3   A.     The Company originally proposed to differentiate the transition adjustment between  
4           HLH and LLH. The Stipulating Parties argued that the Company's proposal would  
5           provide economically inappropriate price signals that would preferentially treat HLH  
6           as opposed to LLH. Based on the concerns expressed by the Stipulating Parties, the  
7           Company agrees to incorporate this modification into the calculation of the transition  
8           adjustment.

9   **Q.     Please describe the modification regarding the assumed direct access loads.**

10  A.     Originally, the Company proposed that the calculation of the transition adjustment  
11           would assume 175 aMW of departing load. In response to the Stipulating Parties'  
12           proposal, the Company agrees to modify this figure to assume only 50 aMW of  
13           incremental direct access load when calculating the transition adjustment. This  
14           amount is more consistent with the 25 aMW of assumed direct access load used to  
15           calculate the Schedule 294 and 295 transition adjustments.

16       **REJECTION OF OTHER TRANSITION ADJUSTMENT CHANGE**

17  **Q.     What proposed change to the calculation of the transition adjustment does**  
18       **PacifiCorp reject?**

19  A.     PacifiCorp rejects the Stipulating Parties' recommendation to include a credit in the  
20           calculation for the value of freed-up transmission.

21  **Q.     Please describe the Stipulating Parties' proposal to include a credit in the**  
22       **transition adjustment for the value of freed-up transmission.**

23  A.     The Stipulating Parties recommend that the transition adjustment include a credit

1 based on the BPA transmission that is supposedly “freed-up” when direct access  
2 loads leave PacifiCorp’s system.

3 **Q. Has the Commission addressed this proposal before?**

4 A. Yes. The Commission has rejected this exact proposal in the Company’s last two  
5 TAM proceedings.<sup>29</sup> In the 2013 TAM, Order No. 12-409, the Commission found  
6 that “compelling evidence was not presented that Pacific Power is able to resell BPA  
7 transmission rights due to direct access.” This finding was affirmed on  
8 reconsideration.<sup>30</sup> In the 2014 TAM, Order No. 13-387, the Commission again found  
9 “no compelling reason to depart from our precedent.”<sup>31</sup>

10 **Q. Is it still true that the Company does not obtain value from freed-up**  
11 **transmission services as a result of losing load to direct access?**

12 A. Yes. Depending on the location of the lost load and the existing transmission  
13 arrangements with BPA and the Company's transmission function, there is little to no  
14 opportunity to realize the value of freed-up transmission with BPA. In addition, the  
15 Company may need to acquire additional transmission to deliver freed-up generation  
16 to market in order to realize the transition adjustment determined for the lost load.  
17 These additional costs are not reflected in the Company’s calculation of the transition  
18 adjustment. In addition, even if transmission capacity was “freed-up” as the  
19 Stipulating Parties claim, the Company cannot necessarily sell the transmission rights  
20 if they are network rights.

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<sup>29</sup> Order No. 12-409 at 17 (affirmed on reconsideration Order No. 13-008); Order No. 13-387 at 13-14.

<sup>30</sup> Order No. 13-008.

<sup>31</sup> Order No. 13-387 at 14.

1   **Q.    The Stipulating Parties claim that PacifiCorp will have no need to maintain BPA**  
2       **transmission rights because once the customers elects to participate in the Five-**  
3       **Year Program, the Company will no longer have to plan to serve that customer.**  
4       **How do you respond to this point?**

5    A.    Given the modification allowing customers to return to PacifiCorp's cost-based  
6       supply with a four-year notice, the Five-Year Program now provides only a non-  
7       binding option for customers to make a permanent direct access election.  
8       Additionally, if the contractual and scheduling arrangements of the new provider fail  
9       at any time, for any period of time, the Company must retain its wheeling  
10      arrangements to cover this load as the provider of last resort. PacifiCorp must  
11      maintain sufficient long-term transmission to address these contingencies.

12   **Q.    The Stipulating Parties also observe that PGE's program includes a BPA**  
13       **transmission credit. Is that relevant to the calculation of PacifiCorp's transition**  
14       **adjustment?**

15   A.    No. When the Commission last rejected this adjustment just last year, the  
16       Commission specifically concluded that comparisons to PGE's system fail to account  
17       for the important differences between PGE's and PacifiCorp's systems.<sup>32</sup>

18   **Q.    Did the Stipulating Parties address any of these issues in their testimony?**

19   A.    No. This omission is significant considering the Commission's previous orders on  
20       this issue.

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<sup>32</sup> Order No. 13-387 at 13-14.



1   **Q.     The Stipulating Parties also claim that the lack of a transmission credit**  
2       **constitutes a “structural impediment” to the development of direct access. Is**  
3       **this so-called “structural impediment” relevant to the appropriate determination**  
4       **of direct access rates and transition credits?**

5   A.   No. As described in OAR 860-038-0160(2)(b): “The direct access rates must exclude  
6       electric company costs that are avoided when a consumer chooses to be served under  
7       the direct access rate option.” Direct access rates are intended to compensate for  
8       electric company costs, not for costs that might be incurred by an Energy Service  
9       Supplier.

10    **USE OF MARKET PRICES IN LIEU OF GRID TO DETERMINE TRANSITION**  
11                                   **ADJUSTMENT**

12   **Q.     Please describe Noble Solutions and Wal-Mart’s proposal to calculate the**  
13       **transition adjustment outside of the Company’s GRID dispatch model.<sup>33</sup>**

14   A.   These parties originally recommended that the transition adjustment be calculated  
15       using an average of forecast market prices at the California-Oregon Border (COB)  
16       and Mid-Columbia (Mid-C), rather than using GRID.

17   **Q.     Do the Stipulating Parties support this proposal?**

18   A.   No. The Stipulating Parties testify that “it would be preferable for participating  
19       customers if the Schedule 296 transition adjustment were based solely on uncapped  
20       market prices, [but] the Stipulating parties are willing to agree to an adjustment for  
21       PacifiCorp’s thermal generation costs consistent with prior settlements.”<sup>34</sup>

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<sup>33</sup> Noble Solutions/100, Higgins/5; Walmart/100, Chriss/12.

<sup>34</sup> Stipulating Parties/100, Higgins, Compton, Schoenbeck, Chriss, Lynch/13.

1 **Q. Do you agree with the Stipulating Parties statement that the use of GRID to**  
2 **calculate the transition adjustment is the result of “prior settlements?”**

3 A. No. In fact, like the BPA transmission credit proposal, Noble Solutions raised this  
4 exact argument in the 2013 TAM, and the Commission soundly rejected it,  
5 concluding: “We agree with Pacific Power that we have addressed the use of GRID to  
6 calculate the transition adjustment in previous dockets, and we decline to adopt Noble  
7 Solutions’ proposed change in this docket.”<sup>35</sup> The Commission found that in  
8 PacifiCorp’s case, the use of only forecast market prices “may not accurately reflect  
9 an actual estimate of direct access costs, because Pacific Power’s utility operations  
10 are complex and multidimensional.”<sup>36</sup>

11 **Q. Has the Commission previously provided policy direction applicable to the**  
12 **issue of simply using market prices to value freed-up energy?**

13 A. Yes. The Commission addressed this issue in dockets UM 1081 and UE 179. In  
14 docket UM 1081, the Commission adopted an interim transition adjustment based on  
15 market prices for the near-term, but asked parties to work together to find a long-term  
16 solution. Subsequently, in docket UE 179, the Commission rejected the market price  
17 approach in favor of using differential GRID runs to value the loss of the direct  
18 access load.<sup>37</sup> In that case, Staff recommended the use of GRID and testified that a  
19 GRID-based transition adjustment “offers the most precise and accurate accounting of  
20 the impact that direct access is likely to have on PacifiCorp’s operations, costs and  
21 revenues[.]”<sup>38</sup> The Commission found that using the differential GRID run approach

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<sup>35</sup> Order No. 13-387 at 12-13.

<sup>36</sup> Order No. 13-387 at 12-13 (internal quotations omitted).

<sup>37</sup> Order No. 04-516 at 10.

<sup>38</sup> Order No. 04-516 at 5.

1 to determine the transition adjustment proposed by PacifiCorp most closely met the  
2 requirements established in Order No. 04-516 in docket UM 1081.<sup>39</sup> The  
3 Commission went on to say, “[t]he purpose of the TAM is not to promote direct  
4 access, as ICNU would have us do. Rather, the TAM is to capture costs associated  
5 with direct access, and prevent unwarranted cost shifting.”<sup>40</sup>

6 **Q. Is the current transition adjustment calculation based solely on the GRID**  
7 **valuation of the generation freed-up by departing direct access customers?**

8 A. No. The Company calculates the transition adjustment by first running GRID with  
9 the direct access load removed to determine the system response to lower load.  
10 Changes in market transactions are valued at average market prices, and changes in  
11 thermal generation are valued at the simple average of prices at the Mid-C and COB  
12 markets and the cost of thermal generation.

13 Table 1 below demonstrates the value of the sample transition adjustment for  
14 Schedule 48 included with the Company’s initial filing under various scenarios. As  
15 shown in Table 1, the current method of calculating the transition adjustment includes  
16 a significantly higher weighting of market value and lower weighting of generation  
17 than is justified by the GRID results. The overall transition adjustment value under  
18 the current method is significantly higher than the value as determined in GRID.

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<sup>39</sup> Order No. 05-1050 at 21.

<sup>40</sup> Order No. 05-1050 at 21.

**Table 1—Annual Transition Credit/(Charge) Value (\$M)  
and Market Weighting (%)**

| Method                          | Annual Transition<br>Credit/(Charge) Value (\$M) |       |       | Market Weighting |      |       |
|---------------------------------|--|-------|-------|------------------|------|-------|
|                                 | HLH  | LLH   | Total | HLH              | LLH  | Total |
| <b>GRID Only Blend</b>          | 1.1  | (0.6) | 0.5   | 96%              | 53%  | 77%   |
| <b>Filed Blend</b>              | 1.3  | 0.6   | 2.0   | 99%              | 84%  | 92%   |
| <b>Noble Solutions Proposal</b> | 2.0  | 0.4   | 2.4   | 100%             | 100% | 100%  |

- 1 **Q. Noble Solutions recommends the use of a 50/50 blend of COB and Mid-C market**  
2 **prices. Does a 50/50 blend of COB and Mid-C market prices correspond to the**  
3 **proportional change in market transactions by market as determined by GRID?**
- 4 **A.** No. As shown in Table 2 below, the GRID results used as inputs to the example  
5 transition credit filed in this case include quantities of market transactions on the east  
6 side of the Company's system and somewhat fewer transactions at COB than in  
7 Noble Solutions' proposal. The filed method uses COB and Mid-C prices to value  
8 two-thirds of the generation impact, so the weightings of these markets are somewhat  
9 overstated compared to the actual GRID result.

**Table 2 — Market and Generation Weighting Detail (%)**

| <b>Resource</b> | <b>GRID Only Blend</b> | <b>Filed Blend</b> | <b>Noble Solutions Proposal</b> |
|-----------------|------------------------|--------------------|---------------------------------|
| COB             | 18%                    | 26%                | 50%                             |
| Four Corners    | 3%                     | 3%                 | 0%                              |
| Mead            | 1%                     | 1%                 | 0%                              |
| Mid Columbia    | 36%                    | 44%                | 50%                             |
| Mona            | 12%                    | 12%                | 0%                              |
| NOB             | 4%                     | 4%                 | 0%                              |
| Palo Verde      | 3%                     | 3%                 | 0%                              |
| Market Total    | 77%                    | 92%                | 100%                            |
| Generation      | 23%                    | 8%                 | 0%                              |

1 Q. Does this conclude your reply testimony?

2 A. Yes.



Docket No. UE 267  
Exhibit PAC/401  
Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Gregory N. Duvall**  
**Updated Example Calculation of Schedule 296 Transition Adjustments**  
**and Customer Opt-Out Charge**

**March 2014**

**Exhibit PAC 401**  
**Schedule 296 - Five Year Cost of Service Opt-Out Program**  
**Customer Opt Out Charge (\$/MWh)**

**Schedule 30**

|                                 | HLH     | LLH     | Flat    |
|---------------------------------|---------|---------|---------|
| Filed Method - 20 Year Forecast | \$15.63 | \$30.02 | \$21.64 |
| Updated (March 2014)            |         |         | \$8.67  |

**Schedule 47/48**

|                                 | HLH     | LLH     | Flat    |
|---------------------------------|---------|---------|---------|
| Filed Method - 20 Year Forecast | \$11.49 | \$25.41 | \$17.30 |
| Updated (March 2014)            |         |         | \$6.18  |

Exhibit PAC 401  
Schedule 30  
Schedule 296 - Five Year Cost of Service Opt-Out Program  
Example Calculation (\$/MWh)

| Schedule 201 - Net               |             | NPC Impact of  |             | Transition<br>Adjustment | Schedule 200 - Base |         | Customer |
|----------------------------------|-------------|----------------|-------------|--------------------------|---------------------|---------|----------|
| Power Costs in                   |             | 50 aMW Leaving |             |                          | Supply              | Opt Out |          |
| Year                             | Rates       | System         |             |                          |                     |         | Charge   |
|                                  | (a)         | (b)            | (c)         | (d)                      | (e)                 |         |          |
|                                  | (a)=Sch Avg |                | (c)=(a)-(b) | (d)=Sch Avg              | =23.32-14.65        |         |          |
| 2015                             | \$27.57     | \$34.59        | (\$7.02)    | -                        | \$28.95             | -       | \$8.67   |
| 2016                             | \$28.18     | \$34.80        | (\$6.62)    | -                        | \$29.50             | -       | \$8.67   |
| 2017                             | \$28.14     | \$35.51        | (\$7.37)    | -                        | \$30.06             | -       | \$8.67   |
| 2018                             | \$28.53     | \$37.42        | (\$8.89)    | -                        | \$30.63             | -       | \$8.67   |
| 2019                             | \$28.81     | \$39.50        | (\$10.69)   | -                        | \$31.21             | -       | \$8.67   |
| 2020                             | \$29.85     | \$44.45        | (\$14.60)   |                          | \$31.80             |         |          |
| 2021                             | \$32.21     | \$49.52        | (\$17.31)   |                          | \$32.40             |         |          |
| 2022                             | \$32.90     | \$56.67        | (\$23.77)   |                          | \$33.02             |         |          |
| 2023                             | \$33.70     | \$58.09        | (\$24.39)   |                          | \$33.65             |         |          |
| 2024                             | \$34.07     | \$59.49        | (\$25.42)   |                          | \$34.29             |         |          |
| 10-Year Net Present Value (1)    |             |                |             | (\$59.83)                | \$95.23             |         | \$35.40  |
| 5-year Nominal Levelized Payment |             |                |             | (\$14.65)                | \$23.32             |         | \$8.67   |

Notes:  
(1) 2015 through 2024 using a 7.154% Discount Rate  
(2) Losses at 8.56%

Exhibit PAC 401  
Schedule 47/48  
Schedule 296 - Five Year Cost of Service Opt-Out Program  
Example Calculation (\$/MWh)

| Schedule 201 - Net               |             | NPC Impact of  |             | Transition<br>Adjustment | Schedule 200 - Base |         | Customer |
|----------------------------------|-------------|----------------|-------------|--------------------------|---------------------|---------|----------|
| Power Costs in                   |             | 50 aMW         |             |                          | Supply              | Opt Out |          |
| Year                             | Rates       | Leaving System |             |                          |                     |         | Charge   |
|                                  | (a)         | (b)            | (c)         | (d)                      | (e)                 |         |          |
|                                  | (a)=Sch Avg |                | (c)=(a)-(b) | (d)=Sch Avg              | =21.73-15.55        |         |          |
| 2015                             | \$26.08     | \$34.28        | (\$8.20)    | -                        | \$26.98             | \$6.18  |          |
| 2016                             | \$26.66     | \$34.48        | (\$7.82)    | -                        | \$27.49             | \$6.18  |          |
| 2017                             | \$26.62     | \$35.19        | (\$8.57)    | -                        | \$28.01             | \$6.18  |          |
| 2018                             | \$26.99     | \$37.08        | (\$10.09)   | -                        | \$28.54             | \$6.18  |          |
| 2019                             | \$27.26     | \$39.15        | (\$11.89)   | -                        | \$29.08             | \$6.18  |          |
| 2020                             | \$28.24     | \$44.05        | (\$15.81)   |                          | \$29.63             |         |          |
| 2021                             | \$30.48     | \$49.08        | (\$18.60)   |                          | \$30.19             |         |          |
| 2022                             | \$31.13     | \$56.15        | (\$25.02)   |                          | \$30.76             |         |          |
| 2023                             | \$31.89     | \$57.57        | (\$25.68)   |                          | \$31.34             |         |          |
| 2024                             | \$32.24     | \$58.95        | (\$26.71)   |                          | \$31.94             |         |          |
| 10-Year Net Present Value (1)    |             |                |             | (\$63.48)                | \$88.72             | \$25.23 |          |
| 5-year Nominal Levelized Payment |             |                |             | (\$15.55)                | \$21.73             | \$6.18  |          |

Notes:  
(1) 2015 through 2024 using a 7.154% Discount Rate  
(2) Losses at 7.58%

Docket No. UE 267  
Exhibit PAC/402  
Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Gregory N. Duvall  
Estimated Cost Shift for Five Year Program**

**March 2014**



Exhibit PAC 402

**Schedule 296 Potential Cost Shift**  
**Assuming Average Market Prices for Electricity and Natural Gas**

| Year | Schedule 201 - Net<br>Power Costs in<br>Rates<br>(\$/MWh)<br>(a)<br>(a)=Sch Avg | NPC Impact of 50<br>aMW Leaving<br>System<br>(\$/MWh)<br>(b) | Transition<br>Adjustment<br>(\$/MWh)<br>(c)<br>(c)=(a)-(b) | Schedule 200 -<br>Base Supply<br>(\$/MWh)<br>(d)<br>(d)=Sch Avg | Net Impact of<br>Customer Exiting<br>(\$/MWh)<br>(e)<br>(e)=(c)+(d) | Shifted Costs<br>(\$ Millions) (1)<br>(f)<br>(f)=(e)x 175 aMW |
|------|---|--|--|---|---|---|
| 2015 | \$26.08   | \$34.37  | (\$8.29)   | \$26.98   | \$18.69   | \$0.00  |
| 2016 | \$26.66   | \$34.58  | (\$7.92)   | \$27.49   | \$19.57   | \$0.00  |
| 2017 | \$26.62   | \$35.29  | (\$8.67)   | \$28.01   | \$19.34   | \$0.00  |
| 2018 | \$26.99   | \$37.19  | (\$10.20)  | \$28.54   | \$18.34   | \$0.00  |
| 2019 | \$27.26   | \$39.26  | (\$12.00)  | \$29.08   | \$17.08   | \$0.00  |
| 2020 | \$28.24   | \$44.17  | (\$15.93)  | \$29.63   | \$13.70   | \$21.06   |
| 2021 | \$30.48   | \$49.21  | (\$18.73)  | \$30.19   | \$11.46   | \$17.56   |
| 2022 | \$31.13   | \$56.31  | (\$25.18)  | \$30.76   | \$5.58  | \$8.55  |
| 2023 | \$31.89   | \$57.73  | (\$25.84)  | \$31.34   | \$5.50  | \$8.44  |
| 2024 | \$32.24   | \$59.12  | (\$26.88)  | \$31.94   | \$5.06  | \$7.78  |

10-Year Net Present Value (2015-2024) 7.154% Discount Rate \$38.09

(1) 175 average megawatts of participation. Shifted costs quantified for years 6 through 10.

Docket No. UE 267  
Exhibit PAC/403  
Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Gregory N. Duvall  
Stipulating Parties' Response to PacifiCorp Data Request 17**

**March 2014**

**PACIFICORP DATA REQUEST NO. 17 TO STIPULATING PARTIES:**

See page 23, line 18 to page 24, line 6 of the Joint Testimony. Please explain how system load growth prevents the shifting of transition costs (as defined in OAR 860-038-0005(68)) from departing Oregon customers to other customers. If the explanation involves allocating transition costs of departing load to new customers in other states, please explain how that is possible in light of Section X of the 2010 Protocol.

**RESPONSE TO PACIFICORP DATA REQUEST NO. 17:**

Please refer to the Stipulating Parties' Joint Testimony at pages 9-11, and the Stipulating Parties' response to PacifiCorp data request no. 16. The Stipulating Parties' position is that there will be no unrecovered uneconomic utility investments that will be allocated to non-direct access customers in Oregon or other PacifiCorp states.

System load growth replaces the loads that are departing utility generation services. In this way, other customers of PacifiCorp are not harmed by the departure of direct access load. If Section X continues in its present form, existing customers will be responsible for the fixed generation costs and could be harmed. This is the basis for Oregon Staff raising the issue of amending Section X to the Standing Committee for any follow-on agreement to the 2010 Protocol.

Docket No. UE 267  
Exhibit PAC/404  
Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Gregory N. Duvall**

**Staff Exhibit 102, Docket UM 1050 (July 2, 2004)**

**March 2014**

CASE: UM 1050  
WITNESS: Dr. Marc M. Hellman

**PUBLIC UTILITY COMMISSION  
OF  
OREGON**

**STAFF EXHIBIT 102**

**Exhibits in Support of Direct Testimony  
and Background Materials**

**July 2, 2004**

May 10, 2002

To: Robert Hanfling  
Special Master, PacifiCorp Multi-State Process

From: Bob Jenks,  
Executive Director, Citizens' Utility Board of Oregon

Re: Conservation investment and allocation problems

Oregon has implemented a 3% Public Purposes Charge that funds energy efficiency, low-income weatherization, and renewable energy programs. Each residential and commercial customer pays this charge. Industrial customers have the option of paying it or investing their portion in their own plant and equipment (self-direction). The result is that PacifiCorp customers in Oregon will be investing more than \$200 million in demand-side management programs over the next 10 years. We believe this is significantly higher than the investment commitments made by other states.

But this issue goes beyond Oregon. Rather than encouraging states to make the least cost investments, the current allocation system rewards states if their load grows relative to the system and penalizes states if their load decreases relative to the system. This creates two allocation problems: the general rate case allocation problem and the in-between rate case allocation problem.

1. The general rate case allocation problem. PacifiCorp allocates its power costs as a system. As conservation programs reduce load, the Company reduces its need to invest in new power sources (whether base load, peaker or purchases). The problem occurs because the new power sources are more expensive than the average cost of existing generation. We front load the costs of new generation when we rate base it, so new generation will almost always be more expensive than generation that is partially amortized. In addition, PacifiCorp's portfolio of power resources include some inexpensive hydro and coal resources that cannot be duplicated in today's world. If Oregon invests in conservation, our share of the Company's overall power costs goes down. If these programs reduced Oregon's share of the system from 29% to 26%, a general rate case would reflect this and Oregon would pay 26% of the average cost of power, yet the system would save the cost of more expensive new power sources. Therefore, the state that conserves sees a reduction in average power costs even though the Company avoids the cost of new more expensive power sources.



This allocation creates a disincentive for states to make cost-effective conservation investments. As an example assume that the cost of new resources is 5 cents/kWh and the average cost of existing resources is 3 cents/kWh. The overall system (all states) should invest in any conservation program that costs less than 5 cents/kWh. But if states only receive a credit from the Company of 3 cents/kWh for their investment, then much of the cost-effective conservation will not be acquired. In addition this problem is increased because load increases create the opposite effect of load decreases. If a state has load growth that is increasing at a greater rate than the system, then it is increasing the system costs at 5 cents/kWh, but PacifiCorp charges that state the average cost or 3 cents/kWh, and all other states make up the difference. In other words, the system includes subsidies for states with high load growth, and penalizes states with significant load reduction programs.

2. The in-between rate case problem. Between ratecases, customers can still see rates change due to increases in power costs (deferrals and power cost adjustments). In these cases, the Company allocates costs between states based on the last rate case, so a state will see not see the benefits of conservation that has happened since the last rate case. During the recent power crisis, Oregon's Governor led an aggressive campaign calling on Oregon residents and businesses to conserve. Oregonians responded with both behavioral changes and financial commitments to conservation investments. However, PacifiCorp continued to pursue a deferral based on historic allocation of load (assigning 1/3<sup>rd</sup> of costs to Oregon). In this case Oregon's conservation was saving the system the high cost of market purchases, but Oregon only received 1/3<sup>rd</sup> of the savings from our own conservation efforts.

The current system is flawed. Load growth is subsidized, but load reduction is penalized. In an ideal system those that cause costs would pay for those costs and those that create savings would receive those savings.

Multi-State Process

May 10, 2002

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**DRAFT "WHITE PAPER"**  
**DE-REGULATION/OPEN ACCESS**

**Author – Marc Hellman<sup>1</sup>**  
**Public Utility Commission of Oregon**

Laws enacted by the Oregon legislature to move towards a more competitive framework for the sale of electric power became effective March 1, 2002. Oregon's restructuring laws are designed to give consumers more options while encouraging the development of a competitive energy market. Under Oregon's new laws, utilities such as PacifiCorp will continue to deliver power, and will maintain the safety and reliability of the poles and wires that deliver power. However, consumers of the two largest investor-owned utilities in Oregon, Portland General Electric Company (PGE) and PacifiCorp,<sup>2</sup> may elect to receive power pursuant to different "options", which include the companies' standard offer, "portfolio options", or direct access.

Two pieces of legislation establish the framework for Oregon's new direction in the supply and delivery of electric power: Senate Bill 1149, signed into law in July of 1999, and House Bill 3633, which was passed by the 2001 Legislature. SB 1149 requires the state's largest investor-owned utilities to change the way they conduct business. This law received broad-based support including the support of the Oregon Public Utility Commission, the Citizens' Utility Board, Industrial Consumers of Northwest Utilities and Associated Oregon Industries. PacifiCorp, however, was not supportive of the bill.

In 2001, the Oregon legislature amended SB 1149 by enacting HB 3633. HB 3633 amended SB 1149 in two major areas. First, HB 3633 delayed the effective date of SB 1149 for five months, delaying dates such as the deadline for providing direct access, from October 1, 2001, to March 1, 2002. Second, SB 1149 required both PGE and PacifiCorp to offer all consumers a cost of service rate. However, under HB 3633, the Commission will have authority, after July 1, 2003, to order that PGE and PacifiCorp discontinue the offering of a cost of service rate to large non-residential consumers.

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<sup>1</sup> This report was prepared by using documents available on the OPUC website as well as a June 2001, legislative report prepared by OPUC staff. The author of this paper remains solely responsible for its contents and expressed opinions.

<sup>2</sup> The new legislation only applies to electric utilities of a certain size, and does not apply to the third investor-owned utility operating in Oregon, Idaho Power Company, which has a relatively small load in Oregon. PGE and PacifiCorp together serve nearly 75% of all electric loads in Oregon. In the year 2000, PGE had nearly 750,000 consumers with loads of roughly 2300 aMW. PacifiCorp, for the same time period, served nearly 500,000 Oregon retail consumers and the load averaged 1800 aMW.



The following is a brief description of the service options currently provided by PGE and PacifiCorp under the new legislation:

- **Direct Access Option** (available to all nonresidential consumers)

The direct access option allows a consumer to purchase electricity and related services in the competitive market from an electricity service supplier (ESS).

- **Standard Offer Option** (available to all nonresidential consumers)

This option allows consumers to purchase energy from PacifiCorp based on daily rates.

- **Portfolio Option** (available to residential and small (<30 kW) non residential consumers)

This option allows consumers to choose from a set of product and pricing options provided by PacifiCorp. At a minimum, one option must reflect renewable energy resources and another must be a market-based option. There can be more than one option for each of the above, but least one renewable energy resource product must contain significant new resources.

- **Cost-of-service Rate Option**

This option allows consumers to purchase electricity at a rate based on PacifiCorp's costs, using the traditional methods of determining and allocating costs.

The charts below displays the choices made by consumers of PGE and PacifiCorp as of April 2002, regarding these options:

**Portfolio Choices by Residential and Small Nonresidential (April 2002)**

| Portfolio Options* | PGE    | % Participation | PP&L   | % Participation |
|--------------------|--------|-----------------|--------|-----------------|
| Fixed Renewable    | 5032   | 0.7%            | 3820   | 0.8%            |
| Renewable Usage    | 4576   | 0.6%            | 3462   | 0.7%            |
| Habitat            | 2576   | 0.3%            | 988    | 0.2%            |
| Time-of-use        | 1785   | 0.2%            | 466    | 0.1%            |
| Seasonal Flux      | N/A    |                 | 1487   | 0.3%            |
| Total              | 13969  | 1.9%            | 10223  | 2.1%            |
| Eligible Consumers | 722066 |                 | 486000 |                 |

\* Available to residential and small nonresidential consumers (<30kW). Consumers may, in certain circumstances, choose more than one option.

**Customer Choices**

**Direct Access and Standard Offer Service**

Certified Electricity Service Suppliers: 6

Registered Electricity Service Aggregators: 5

**Nonresidential Customer Choices (based on load)**

|                 | <b>PGE</b> | <b>PacifiCorp</b> |
|-----------------|------------|-------------------|
| Cost of Service | 91%        | 99.9%             |
| Market Options  | 9%         | 0.1%              |
| Direct Access   | 0.0%       | 0.0%              |

## KEY QUESTIONS THAT MAY BE OF INTEREST TO MSP PARTICIPANTS

### *Does Oregon's restructuring legislation require PacifiCorp to sell resources?*

No. To carry out its obligation to provide consumers a cost-of-service rate option, PacifiCorp must develop a resource plan identifying resources that should be retained in revenue requirement to serve Oregon load. PacifiCorp's loads and resources are roughly in balance. If all classes of consumers continue to be eligible for a cost-of-service rate, all of PacifiCorp's resources would very likely remain in its revenue requirement.

### *Is it possible that implementation of SB 1149 will cause PacifiCorp to want to sell some resources?*

Yes, but it is fairly unlikely. PacifiCorp might be motivated to sell a resource if all of the following actions occur:

1. One of the following occurs:
  - a. The Commission waives the current requirement that PacifiCorp provide a cost-of-service rate to all classes of consumers; or
  - b. A large amount of PacifiCorp's Oregon load chooses the direct access option on a permanent basis. (An option currently under discussion in Oregon).
2. Based on the reduced amount of load that PacifiCorp is obligated to serve because of one of the above, the Commission and PacifiCorp agree on a resource plan that excludes, for purposes of ratemaking, some of PacifiCorp's resources.
3. The Commission undertakes an administrative valuation process to place a one-time value on all of PacifiCorp resources.
4. PacifiCorp does not agree to the Commission-determined valuation regarding resources to be removed from its revenue requirements.
5. PacifiCorp requests third-party arbitration to determine the value of the resource(s) and does not agree with the arbitrator's decision. Rather than accepting the arbitrator's determination regarding the value(s), PacifiCorp exercises its option to auction the resource(s).



***Does Oregon's restructuring law require Oregon to include a "fixed slice" of PacifiCorp's resources in PacifiCorp's revenue requirement?***

No, nothing in Oregon law requires the Commission to include in PacifiCorp's rates a "fixed slice" of its resources. The on-going valuation method of calculating transition credits and charges is perfectly compatible with modifying the allocation of generation costs among PacifiCorp's state jurisdictions. However, a slice valuation might be used in calculating a one-time valuation of resources.

***What is the ongoing valuation method of calculating transition charges and credits?***

This method compares the "traditional" revenue requirement of generating resources (test year costs expressed on a cents per kWh basis) to an equivalent amount of generation supply at market prices. Under this approach, transition charges and credits would likely be recalculated on an annual basis. Ongoing valuation method is to be used to calculate transition charges or credits until the one-time valuation is completed.

***How did the concept of a "fixed slice" of PacifiCorp generation get started?***

Commission administrative rules established to implement SB 1149 directed PacifiCorp to develop a value of its resources, assuming a fixed percentage (slice) of resources allocated to Oregon. Developing a value for a fixed slice of PacifiCorp resources was one approach to calculate a one-time transition charge or credit. A fixed slice is consistent with the policy that no new resources would be included in rates, at cost, by the Oregon Commission.

***When does the one-time administrative valuation occur?***

Once PacifiCorp and the Commission agree on a resource plan identifying the resources that should be retained in revenue requirement to meet the loads of consumers eligible for a cost of service rate.

***Is there a requirement that PacifiCorp and the Commission agrees on a resource plan?***

No. The "rules the Commission adopted to implement SB 1149" (rules) do not explicitly require that the Commission and PacifiCorp agree on the terms of a resource plan. However, the rules create a multi-stage process, in which parties may make counter-offers regarding acceptable plans, that increases the likelihood of agreement on the terms of a resource plan.



*When does the ongoing valuation method apply?*

The ongoing valuation method is used to calculate transition charges and credits until a utility's resource plan is adopted and a one-time valuation of resources has been completed.

*Does the ongoing valuation methodology provide an effective base for permanent implementation of SB 1149?*

No, not with respect to promoting a competitive market, which is a key foundation of SB 1149. This is for two reasons. First, a transition charge or credit that changes each year, which is a feature of ongoing valuation, discourages consumers from making longer-term resource commitments. This is because instead of facing a fixed transition charge or credit, the customer faces an unknown stream of future annual charges or credits, thereby creating uncertainty in the value of the stream of charges or credits. Second, ongoing valuation in effect resets the utility power supply rate to direct-access eligible consumers such that it is fairly equivalent to market prices at the exact time consumers must decide whether to go to market. The combination of these factors discourages development of a competitive market. In addition, ongoing valuation continues to place plant performance risks on all consumers. This conflicts with one objective of consumers choosing direct access which is to end the power supply business relationship with the company, including bearing any risks associated with future company plant performance.

*What is the process for the one-time administrative valuation?*

Once the company and the Commission agree on a resource plan, the company will file with the Commission what it believes to be the market values of each of its resources. The market value of the plant will be calculated by estimating the price of the plant assuming it was sold to a third party. The value of a plant, for purposes of the resource plan, will be the difference between the market value of the output of the plant and the costs of operating the plant. Once PacifiCorp has filed what it believes to be the market values for the resources, other major parties will have the opportunity to hire appraisers to estimate values for each of the plants. The Commission will ultimately issue an order determining the value of the plants, after a contested case hearing. If the Commission's determination is challenged by any party, the value will be "reviewed" through what is essentially third-party arbitration. If the Commission first, and PacifiCorp second, both reject the value of the plant after the arbitration review process is complete, then the company has the option to sell the plant.

*What is the purpose of the transition charges and credits?*

The purpose of transition credits and charges is two fold. First, from the company perspective, the credits and charges are intended to ensure that the utility has the same opportunity to recover its costs under direct access as it does under standard regulation. That is why the one-time



transition charge or credit, when added to market, equals book. (Or the ongoing transition charge or credit, when added to a market price of such power over a year, equals that year's revenue requirements expressed on a per kWh basis.) As a general matter, PacifiCorp's revenue requirements associated with generation are spread among all the consumers. Accordingly, if Oregon law did not provide for transition charges and credits, PacifiCorp would not be assured of recovering its generation costs if a customer chooses direct access. More specifically, if a customer chooses direct access, PacifiCorp no longer needs the power previously used to supply the customer. While PacifiCorp may sell that freed-up power to the market, market prices may not be sufficient, or may be too high, to match PacifiCorp's costs for the power incorporated into its revenue requirements. A transition credit or charge will allow PacifiCorp to match revenue obtained from the market sale to generation costs in its revenue requirements.

From the customer perspective, the transition charges and credits are intended to retain for the customer the benefits or drawbacks of the utility resources, whether or not the customer chooses direct access. This is based on the proposition that if direct access consumers are required to pay stranded costs, they should be entitled to any stranded benefits. For example, assume that the market price of electricity is 3.5 cents per kWh, and from a revenue requirement perspective, that the average cost of electricity supply for the utility is two cents per kWh. Without the 1.5 cents per kWh transition credit, the customer would face the prospect of remaining with the company and buying electricity at two cents per kWh, or choosing direct access and purchasing from a market supplier at 3.5 cents per kWh. The transition credit allows the customer to retain the 1.5 cents per kWh benefit of the utility resources and purchase market power. In this latter case, the consumer buys market power for 3.5 cents per kWh, and with the addition of the 1.5 cents per kWh credit, pays a net two cents per kWh. Without this treatment, there would be no prospect of developing a competitive market for electricity supply to retail consumers.

| Customer perspective                                      | Market Price  | Company Price | Transition Credit | Net Price     |
|---|---------------|---------------|-------------------|---------------|
| Stay with Company   |               | 2 ¢ per kWh   | 0 ¢ per kWh       | 2 ¢ per kWh   |
| Buy from competitor without transition charges or credits | 3.5 ¢ per kWh |               | 0 ¢ per kWh       | 3.5 ¢ per kWh |
| Buy from competitor with transition charges and credits   | 3.5 ¢ per kWh |               | 1.5 ¢ per kWh     | 2 ¢ per kWh   |

Note that the transition charge or credit is based on a comparison of PacifiCorp's fully allocated average costs (revenue requirements) to shorter-term wholesale market prices.



The objective of the transition charges and credits is to:

- not harm or benefit the company
- not harm or benefit the remaining cost of service consumers
- not advantage or disadvantage competitive power suppliers
- allow direct access consumers access to the market on an equitable basis

*Are the parties in Oregon discussing sidestepping the transition charge and credit calculations to "jump start" direct access?*

Yes. Parties are discussing the possibility of allowing large consumers the opportunity to choose direct access, and at the same time waive any right to return to cost of service rates. For such consumers, there would be no transition charge or credit. In effect, the one-time market value of the utility's resources is deemed to equal the cost of the resources. It is unclear whether the Commission has statutory authority to accept a customer's waiver of the cost-of-service requirement prior to July 2003. Parties are pursuing this option to: 1) avoid the one-time valuation process; 2) allow some consumers to choose direct access; and 3) because the current market price strips appear to be close to the long-term costs of utility resources. Parties also believe that in the short-term, if consumers choose direct access, the remaining consumers may not face significant rate increases or decreases, as these remaining consumers receive the costs and benefits of the plants.

*Is there a potential conflict between current inter-jurisdictional allocations and Oregon's implementation of direct access?*

Yes. As noted previously, when a customer chooses direct access, absent the jump-start concept, the customer faces a transition charge or credit. This credit or charge reflects the difference between market value of the power consumed by the customer and PacifiCorp's revenue requirements associated with supplying the power. One can think of the transition charge or credit as PacifiCorp selling the power on the market, taking that money, subtracting from it the revenue requirement cost of that power, and giving the net difference to the customer. In essence, this is a wholesale sale where 100% of the defined proceeds are credited to Oregon. This approach is inconsistent with inter-jurisdictional allocations in that the latter allocates revenues from wholesale sales across the states, based on allocation factors. Under this method of allocation, Oregon would possibly get 33% of the net short-term margins from the sale. For example, if market prices were 3.5 cents per kWh and revenue requirements is two cents per kWh, the net difference is 1.5 cents per kWh that gets credited in full to the direct access customer. PacifiCorp pays the customer 1.5 cents per kWh.

In the world of inter-jurisdictional allocations, PacifiCorp's sales for resale have increased, with its variable costs equaling one cent per kWh and market prices equaling 3.5 cents per kWh. The difference between PacifiCorp's costs and market prices results in margins of 2.5 cents. (In this

variant, market is not compared to revenue requirements but rather to PacifiCorp's short-term operating costs.) PacifiCorp's margins from the sale are allocated across the jurisdictions. Assuming the combined states other than Oregon represent two-thirds of total allocations, PacifiCorp could credit those states with two-thirds of 2.5 cents per kWh or, 1.67 cents of sales for resale margin per kWh. However, in Oregon, PacifiCorp is also crediting the customer 1.5 cents per kWh for the transition credit. In all, PacifiCorp credits its states with 1.5 + 1.67 cents per kWh for a total of 3.17 cents per kWh for the increased wholesale activity associated with an Oregon customer choosing direct access. Wholesale margins were only 2.5 cents per kWh in reality; so, PacifiCorp has the potential to be harmed by 0.67 cents per kWh for the entire Oregon direct access load. It is an open question whether this harm is a result of inconsistent commitments that PacifiCorp made when it obtained approval of the Pacific Power and Light merger with Utah Power and Light.

| Company Perspective            | Oregon Transition Credit Paid | Other states wholesale revenue credit | Actual Revenue Available | Net Result on Company Profits |
|--------------------------------|-------------------------------|---------------------------------------|--------------------------|-------------------------------|
| Customer stays with Company    | 0 ¢ per kWh                   | 0 ¢ per kWh                           | 0 ¢ per kWh              | 0 ¢ per kWh                   |
| Customer chooses direct access | 1.5 ¢ per kWh                 | 1.67 ¢ per kWh                        | 2.5 ¢ per kWh            | -0.67 ¢ per kWh               |

Note that the interjurisdictional wholesale revenue credit is based on comparing wholesale market prices to PacifiCorp short-term operating costs.

***Have the customer groups in Oregon agreed to hold PacifiCorp harmless?***

Yes, in the near term. Customer groups agreed to administrative rules requiring direct access consumers to hold PacifiCorp harmless through December 31, 2002. This result would be achieved by adjusting the transition charge or credits, as needed, when other states include the sales for resale revenues associated with Oregon direct access activity in PacifiCorp's rates for that state. It has not been necessary to invoke this provision.

***What is PacifiCorp's current position on this hold harmless provision?***

When market prices skyrocketed, the risk to PacifiCorp, post 2002, increased significantly as well. Therefore, PacifiCorp wants the opportunity to extend the hold harmless provision, based



on these perceived risks. Customer groups oppose extension of this provision. PUC Staff is supportive of this concept, given the significant change in market prices from when the original hold harmless provision was negotiated.

***Has the Oregon Commission adopted a rule requiring that new resources be placed in rates at market rates rather than costs?***

Yes. In a PGE docket several years ago, staff proposed, and the Commission adopted, the policy that new generating resources no longer be recognized in rates. Accordingly, all new resources would be included in revenue requirement at market prices, not at cost. Later, after passage of SB 1149, parties supported, and the Commission adopted, a rule specifying that all new resources would be included in rates at market, not at cost. There is currently a dispute among the parties whether this rule should be changed. PacifiCorp supports revising the rule so that new resources may be placed in rates at cost until a resource plan is adopted. OPUC staff also supports revisiting the rule.

***Even if the Oregon Commission continued to not recognize new resources in rates, does that mean new PacifiCorp generation would no longer be allocated to Oregon?***

No. New generation could continue to be allocated to Oregon. The Oregon Commission could decide to include the new generation in rates based on market prices instead of costs.

**KEY PROVISIONS OF SB 1149**  
**(as amended by HB 3633 passed by 2001 legislature)**

- By March 1, 2002, Portland General Electric Company (PGE) and PacifiCorp were required to provide their consumers the following options:
  - Direct access for nonresidential consumers;
  - A portfolio of options (such as market-based and green rates) for residential consumers. The PUC decided to offer the small nonresidential consumers portfolio options as well;
  - A standard offer option for nonresidential consumers;
  - A cost-of-service rate option for all consumers (the PUC may waive this requirement for large nonresidential consumers after July 1, 2003, if it makes certain findings about market performance); and
  - Default service for nonresidential consumers.
- On March 1, 2002, PGE and PacifiCorp began collecting a three percent charge assessed to all customer classes to fund various public purposes.
- PGE and PacifiCorp also were required to collect \$5 million on an annual basis for low-income bill payment assistance beginning January 1, 2000, which increased to \$10 million annually on October 1, 2001.
- The PUC was directed to:
  - Ensure that direct access does not cause unwarranted cost shifting among various customer classes;
  - Determine transition charges or credits;
  - Develop policies to eliminate barriers to the development of a competitive retail market;
  - Certify electricity service suppliers and establish other consumer protections;
  - Adopt various rules necessary to implement the Act; and
  - Revise rates to unbundle the main business functions such as distribution, generation and transmission.
- A consumer-owned utility (a municipal utility, cooperative, or PUD) can decide whether and under what terms and conditions it will offer its consumers direct access or portfolio options. Once a consumer-owned utility offers direct access, it shall collect from eligible consumers a public purposes charge.
- Cities can collect privilege taxes from distribution utilities providing direct access through volumetric charges equivalent to the existing franchise fee based on gross revenues.



The electric restructuring law established a general framework, but it left much of the implementation up to the Oregon Public Utility Commission through its rulemaking and rate setting processes. The following is an outline of basic elements of SB 1149 (as amended by HB 3633).

- The utility isn't required to sell any assets which generate electricity;
- Utilities can continue to negotiate long term wholesale contracts to protect the consumer from the volatile spot market;
- No consumer is forced into the energy market;
- All consumers have the choice of receiving a regulated cost-of-service rate from the utility at least until July 2003;
- All nonresidential consumers will have the ability to purchase electricity either from an ESS or their existing utility;
- Both large and small nonresidential consumers who buy power from an ESS have the opportunity to return to a cost-of-service rate in the near term;
- Each utility provides default emergency rates in case an ESS halts service to a nonresidential customer;
- Bills were redesigned to reflect the various costs that factor into a total bill; and
- All consumers receive information so that they may compare the fuel mix and emissions of the electricity supply options that are offered to them.

Residential and small nonresidential consumers receive a portfolio of energy options. Small nonresidential is defined as those who use less than 30 kW monthly. The portfolio includes:

- a traditional basic rate
- a Time-of-Day Supply Service
- a Fixed Renewable Service that includes new renewable resources
- a "Renewable Usage" Service
- a "Habitat Restoration" Service
- Seasonal Flux (PacifiCorp only)

Small business consumers can also opt for Direct Access.

A 12-member portfolio advisory committee crafted the options and recommended them to the Commission for approval. The committee included utility representatives, local governments, residential consumer and small non-residential groups, public/regional interest groups, and staff of the Oregon Public Utility Commission and Oregon Office of Energy.

## **PUBLIC PURPOSE FEE AND LOW INCOME BILL ASSISTANCE**

The law establishes an annual expenditure by the utilities of 3% of their revenues to fund "Public Purposes," including energy efficiency, development of new renewable energy, and low-income weatherization. On March 1, 2002, rates increased for PacifiCorp and PGE consumers by 3% to fund these activities. The public purpose fee will appear as a separate item on consumers' bills.

The first 10% of the Public Purposes Fund goes to Education Service Districts for energy audits and subsequent energy efficiency measures.

The remaining money in the fund goes into four public purpose accounts:

- 56.7%- Conservation
- 17.1%-Renewable energy
- 11.7% Low-income weatherization
- 04.5%-Low-income housing

The conservation and renewable energy funds are administered through a new nonprofit entity, the Oregon Energy Trust.

The law also established a \$10 million a year low-income bill assistance fund to be spent in the territory of the utility that collects it. The current amount is 35 cents a month for residential consumers and .035 cents/kWh for nonresidential consumers capped at \$500 per month, per site. The Oregon Housing and Community Services Agency distributes the money through community action agencies.



## MORE DETAILED DISCUSSION

Senate Bill 1149 was passed in the 70th Oregon Legislative Assembly and signed by Governor Kitzhaber on July 23, 1999. The main thrust of SB 1149 is to provide new power supply options for consumers of certain electric utilities in the state. These new options include direct access for business consumers (enabling them to buy power from a supplier other than the local utility) and a portfolio of renewable resource and other options for residential consumers. The legislation was codified primarily in ORS 757.600 to 757.691.

This section of the report discusses the treatment of major issues in the administrative rules and other PUC decisions. The issues addressed are: customer service options, transition costs and benefits, consumer protection, safety and reliability, public purposes, low income bill payment assistance, code of conduct, issues related to the Bonneville Power Administration, and privilege taxes.

### A. Service Options

Direct Access - Direct access is the ability of a consumer to purchase electricity and related services in the competitive market. By March 1, 2002, Portland General Electric (PGE) and PacifiCorp were required to allow nonresidential consumers to choose direct access. After March 1, 2002, PacifiCorp and PGE may enter into special contracts only for distribution service. Line extension charges must be independent of a consumer's supply option. PacifiCorp and PGE must standardize their tariffs to conform to industry standards and ensure its tariffs work in conjunction with their tariffs approved by the Federal Energy Regulatory Commission. The Commission was required to eliminate barriers to the development of a competitive retail market structure.

Portfolio Options - The statutes and rules specify that by March 1, 2002, PGE and PacifiCorp will offer a portfolio of options to residential consumers. At a minimum, one option must reflect renewable energy resources and another must be a market-based option. There can be more than one option for each of the above, however; at least one renewable energy resource product must contain significant new resources.

Pursuant to the rules, an advisory committee was assembled to deal with many of the issues involved in offering the portfolio options to consumers. The Advisory Committee consists of members from the following entities: Office of Energy, PUC, local governments, PGE, PacifiCorp, residential consumers, public/regional interest groups, and small nonresidential consumers. On March 20, 2001, the PUC adopted the advisory committee's recommendations for a time-of-use rate, a blended and a block renewable resource rate, and an environmental mitigation option for the portfolio. Enrollment will occur on an ongoing basis and portfolio options will be offered to small nonresidential consumers.

Cost of Service Rates - All classes of consumers will continue to be offered a cost of service rate until at least July 1, 2003. A cost of service rate is based on the traditional methods of



determining and allocating the PGE and PacifiCorp's costs. Unless a new consumer elects otherwise, the consumer will be served under the cost of service option. After July 1, 2003, the Commission may waive the requirement of PGE and PacifiCorp to provide a cost of service rate to non residential consumers if the Commission finds, through a public process and hearings, that a market exists in which retail electricity consumers subject to the waiver are able to:

- Purchase supplies of electricity adequate to meet the needs of the retail electricity consumers;
- Obtain multiple offers for electricity supplies within a reasonable period of time;
- Obtain reliable supplies of electricity; and
- Purchase electricity at prices that are not unduly volatile and that are just and reasonable.

Nonresidential Standard Offer - Small and large nonresidential consumers will be eligible to purchase a standard offer option. The standard offer rates will be based on supply purchases made on a competitive basis from the wholesale market. The rates are expected to be comparable to options available in the direct access market. With the transition charge or credit, the standard offer should be comparable to a traditional cost-of-service rate. For PacifiCorp, the cost of service rate is the Standard Offer. For PGE, the Standard Offer is the cost of service rate.

Default Supply - Nonresidential consumers will be allowed to purchase emergency or nonemergency default service. The default supply options are provided by the PGE and PacifiCorp and ensure that consumers in the direct access market, even in the event of failure of the consumer's electricity service supplier (ESS), will have an option. Emergency default service commences if PGE or PacifiCorp, respectively, receives less than five days notice. Standard offer service is provided as the nonemergency default service.

## **B. Transition Costs and Benefits**

Resource Plan - There was broad consensus among interested parties to have PGE and PacifiCorp each develop, through a public process, a Resource Plan. The purpose of the Resource Plan is to identify which resources should continue to be dedicated to serve all consumers eligible for a cost of service rate. A Resource Plan is not final until there is agreement by PGE or PacifiCorp and the PUC. Parties also agreed that the Resource Plan could be modified, as new information becomes available. Because it is not clear, in the long term, which classes will not be eligible for a cost of service rate, the dockets to review Resource Plans have been placed on hold.

Multi-State Regulatory Treatment Issues - PacifiCorp was concerned about the potential economic harm that may be caused by adverse regulatory treatment by other states in which PacifiCorp provides electric service. Other states might claim the benefits of resources "freed-up" when Oregon consumers select direct access. This issue was initially resolved by parties agreeing to hold PacifiCorp harmless through December 31, 2002, for adverse regulatory treatment by other states directly related to implementing direct access in Oregon. PacifiCorp agreed to bear adverse regulatory treatment by other states beginning January 1, 2003. However,



when market prices increased dramatically, the risk associated with this issue increased as well. PacifiCorp no longer supports the hold harmless agreement. This issue is currently unresolved.

Valuation Process - SB 1149 requires that the PUC develop market valuation methodologies that provide transition charges or credits that reasonably balance the interests of PGE and PacifiCorp and their consumers. For example, one aspect of the SB 1149 is that consumers can shop for alternative generation suppliers (called direct access) without risking their rights to the benefits of or avoiding their obligations to utility-owned generation. That is, whether a consumer chooses to continue buying power from the regulated utility or buy power from an independent power marketer, the consumer will continue receiving the benefits or pay the costs of the utility generation. The benefit or obligation is delivered to a consumer in the form of a rate credit or charge.

Determination of Rate Credit - Until a One-time valuation is completed, the Commission will establish the rate credit through an investigation using an approach called, "Ongoing Valuation". Ongoing Valuation compares what it would cost to supply the utility's electric loads for one year using only market purchases to what it would cost recognizing the energy available from the utility's generation plants and contract purchase commitments. The difference in these costs is then transformed into a rate credit that is available to consumers should they choose either direct access or remain with the company.

Until the PUC completes the process of assigning values to PGE and PacifiCorp's power supply assets, transition credits will be determined through ongoing valuation. The resulting credit will be updated periodically to reflect changing costs and market conditions.

### C. Consumer Protection

Certification - An Electricity Service Supplier must be certified annually by the PUC. An ESS must provide certain information: name, address, telephone numbers, a regulatory contact, financial and credit information, identification of services to be provided, targeted consumers, geographical service area, work experience of key personnel, and technical competence documentation. In addition, an ESS must attest that it will provide a toll-free number to assist consumers in resolving complaints and billing disputes, comply with the law, and maintain financial assurance in case of loss by a creditor or customer.

The PUC may, upon written complaint or on its own motion, revoke the license of an ESS. There are specific reasons for revocation listed in the rules, but revocation is not limited to the reasons listed.

Aggregation - The PUC is requiring potential aggregators to register with the PUC for purposes of protecting consumers. The PUC does not have the authority to revoke the registration of the aggregator. The rules specifically state the electric companies must allow the aggregation of electricity loads.



Billing - The rules state that PGE and PacifiCorp must both provide a consolidated bill unless the customer chooses either separate bills from an ESS and PGE or PacifiCorp, or a consolidated bill from the ESS. An ESS and PGE, or PacifiCorp, must cooperate and ensure the timely exchange of information necessary for billing purposes. The PUC may be consulted to resolve billing disputes.

Metering - PUC rules require that the PGE and PacifiCorp must own or lease, maintain, install, test, read, and remove as needed, a meter for each metered consumer. This meter will be used for billing purposes. To address the ESS's concern about the ability to use more technologically advanced meters, PGE and PacifiCorp must both also offer optional (for fee) meters to provide additional functions at the request of the ESS or the consumer. If that request is denied, the ESS or consumer may appeal to the PUC for further review.

Supplier Changes - A great deal of coordination is involved between PGE and PacifiCorp and an ESS if a consumer changes suppliers. An ESS may not provide service to a consumer unless it has written or electronic authorization and a Direct Access Service Request (DASR). A DASR is an electronic notice that contains information required PGE and PacifiCorp to effect the switch. The DASR must conform to industry protocols. There are specific timelines in the rules with which both an ESS and PGE and PacifiCorp must comply in order for the switch to occur.

Labeling - SB 1149 required specific labeling for nonresidential consumers. The rules adopted also contain labeling requirements for residential and small nonresidential consumers. Price, power source, and environmental impact are reported to nonresidential consumers on or with each bill from an ESS or PGE, or PacifiCorp. The same information is reported at least quarterly to residential consumers.

PGE and PacifiCorp must report power source and environmental impact based on its own generating resources. PGE's and PacifiCorp's net market purchases, the net system power mix may be used. An ESS is allowed to use the net system power mix.

#### **D. Safety and Reliability**

An ESS applicant is required to attest that it will comply with applicable laws, rules, PUC orders, and PGE and PacifiCorp tariffs. In addition, if an ESS owns, operates or controls electrical supply lines and facilities, then it must have maintenance programs similar to those required for all other electric system operators in Oregon. The rules require written plans and records that are available to the PUC upon request and the reporting of certain incidents. System reliability is emphasized in the scheduling requirements for an ESS.

In response to Section 15a of SB 1149, the PUC has adopted a revised PUC Meter Policy for electric companies. This policy better reflects the actual scope of metering work done by distribution utilities and reinforces practices that enhance safety and reliability, protect against revenue loss and assure correct customer billing.



The PUC has also revised and enhanced the Service Quality Measures that provide strong regulatory incentives for maintaining levels of safety, reliability and customer service for both PacifiCorp and PGE. Section 18 of SB 1149 provides that key provisions of the bill cannot go into effect unless the PUC certifies that PGE's and PacifiCorp's ability to maintain safety and reliability will not be impaired by implementation of the Act. This determination was made in PGE and PacifiCorp restructuring filings (UE 115 and UE 116), final orders have been issued in those dockets.

#### **E. Public Purposes**

Section 3 of SB 1149 requires electric companies and ESSs to collect a public purpose charge from their consumers for a period of 10 years, beginning on the date direct access is offered. The public purpose charge is 3 percent (1 percent for certain aluminum plants) of the amount collected for electricity services, distribution, ancillary services, metering and billing, transition charges, and other types of costs included in electric rates when the legislation was passed. The collections will be used to fund local conservation, market transformation conservation, renewable resources, low-income weatherization, and low-income housing.

The PUC adopted a rule in AR 380 (OAR 860-038-0480) that implements most of the public purpose provisions of Sections 3(1)-(5), 3(9), and 3(a) of SB 1149. The PUC adopted additional public purpose requirements in its AR 390 rulemaking. The Office of Energy is in the process of adopting rules that implement Sections 3(5), 3(6), and 27(9) of the law.

Issues were raised about the PUC's rule on public purposes focused primarily on interpretations of SB 1149 provisions that allow large consumers to "self-direct" the conservation and renewables portions of their public purpose charges. The language in Section 3(5)(a) of SB 1149 required interpretation as to whether self-directing consumers will be subject to different allocations of funds to the public purposes identified in the law than the allocations that apply to all other consumers. After receiving legal interpretation on the issues from the Department of Justice, the PUC decided that the same allocation factors would apply to self-directing consumers. Another issue was raised about whether the public purpose charge should be used to pay for historical utility expenditures on conservation investments as well as the "new" conservation specified in the law. The PUC decided in AR 380 that public purpose collections for conservation should be used to fund new conservation only. Historical conservation investment balances remaining on the utilities' books on the date of direct access will be recovered along with other utility transition costs and benefits.

In addition to the two rulemakings, the PUC decided that a new nonprofit organization should administer the funds collected for conservation and renewables rather than the utilities, in accordance with the authority granted in Section 3(3)(d) of SB 1149. The decision was made in a public meeting based on the recommendations of staff and other parties developed through workshops and meetings with interested parties. The new organization was named the Energy Trust of Oregon, Inc. by the board of directors at its first meeting on March 1, 2001. The board



will make decisions on how the conservation and renewables funds collected through public purpose charges should be spent consistent with the requirements of SB 1149 and PUC guidelines.

The Office of Energy is helping the education service districts (ESDs) plan for their 10 percent allocation of the public purpose funds. Office of Energy staff identified 800 schools in 112 school districts in 17 ESDs to help establish both a technical committee to work out program details and a policy committee to review and enact the program. The policy committee will design a plan for administering the program and for writing the program rules.

#### **F. Low-Income Bill Payment Assistance**

Section 3(8) of SB 1149 directs PGE and PacifiCorp to collect a low-income electric bill payment assistance charge from their retail consumers. The charge was designed to collect a statewide total of \$5 million a year for the period from January 1, 2000, to the date direct access began, at which time the total collection increased to \$10 million under Section 3(7)<sup>3</sup>. No customer shall be required to pay more than \$500 per month per site for this low-income assistance.

After a workshop with interested parties and discussions with PUC staff, PGE and PacifiCorp filed tariffs to begin collecting the low-income assistance charge on January 19, 2000. (The companies did not propose to have the tariffs go into effect on January 1, 2000 in order to avoid Y2K complications.) The PUC approved the proposed tariffs at its January 18, 2000 public meeting. The tariffs are designed so that 1) a PGE customer pays the same amount as a similar PacifiCorp customer, and 2) the charges should collect about \$5.2 million a year between the two electric companies. The current charges are 18 cents a month for residential consumers and .018 cents per kWh for all other consumers. The electric companies will adjust the charges as needed so that \$5 million a year is collected and paid to Housing and Community Services (HCS) for the period from January 1, 2000 to the date direct access is offered. At the end of each month, the two electric companies forward to HCS an amount equal to billings of these charges to consumers whose billing cycles ended in the previous month (less a standard allowance for uncollectibles). HCS, in consultation with its Advisory Committee on Energy, has allocated funds to its service delivery network monthly as it receives payments from the electric companies. The average funding level for the 29 counties affected has been \$442,233 per month (\$275,781 from PGE and \$166,452 from PacifiCorp).

#### **G. Code of Conduct**

The PUC is mandated by SB 1149 to adopt a code of conduct for electric companies and their affiliates as a protection against market abuses and anticompetitive practices. Further, the PUC

<sup>3</sup> Section 3(7) states that the total to be collected after direct access is offered is "\$10 million. SB 843 amends this provision to read "\$10 million per year."



is required to adopt policies to eliminate barriers to competitive retail market structure, including policies that alleviate market power and prohibit preferential treatment regarding generation or market affiliates.

The rules adopted accomplish this by addressing various conditioned and prohibited actions involving PGE or PacifiCorp and its competitive operations or affiliates. For example, the rule includes: a) restricted use of PGE's and PacifiCorp's and logo, b) prohibition of preferential access to confidential consumer information, c) prohibition of cross-subsidization, d) prohibition of joint marketing and exclusive referral arrangements, and e) requirements for electric companies to make compliance filings and to fairly treat all competitors.

The parties held three workshops to present their respective points of view, provide clarifications, and discuss solutions to their differences. Also, the parties filed initial and final written comments prior to and subsequent to the final workshop regarding the proposed rules. The PUC adopted the final AR 390 administrative rules on January 3, 2001 in Order No. 01-073, except with respect to transmission and distribution (T & D) access that required additional time for participants and PUC Staff to develop a mutually acceptable rule. The PUC adopted a final T & D access rule on March 13, 2001 in Order No. 01-233.

#### **H. Issues Related to the Bonneville Power Administration**

The PUC has two key objectives regarding access to BPA low-cost power. First, the benefits must be protected and preserved for the benefit of PGE and PacifiCorp consumers who qualify for such benefits under the Northwest Power Act. Second, the benefits must be shared equitably among all qualifying PGE and PacifiCorp consumers.

The PUC achieves these two objectives through ESS certification rules. First, as a condition of certification, an ESS must agree to assign back to electric companies any federal system benefits made available to the ESS on behalf of the PGE or PacifiCorp distribution consumers for whom the ESS provides power. Second, an ESS must agree not to enter into a "residential exchange" contractual arrangement with BPA for service to PGE and PacifiCorp distribution consumers. (The residential exchange refers to Section 5(c) of the Northwest Power Act.) These protections are needed not only for the residential class of consumers but also consumers on other rate schedules eligible for direct access. This result occurs because federal system benefits are available to farm loads, up to 400 horsepower irrigation loads, and these farms are served by different schedules depending on their size.

Section 18(1) of SB 1149 states that key provision of the bill cannot be implemented until the PUC concludes that direct access under Section 2 and market structure requirements in Section 6 will not jeopardize the ability of the electric companies to access cost-based power from BPA on behalf of residential and small farm consumers. A PUC Staff finding that no such harm will occur was considered by the PUC at a Public Meeting on April 3, 2001, and adopted by the PUC in Order No. 01-321.

## I. Privilege Taxes

SB 1149 allows cities to impose volumetric-based privilege taxes on electric utilities and requires the PUC to determine the manner in which the privilege tax is to be collected for regulated utilities.

The PUC has a longstanding policy of allowing a certain level of franchise fees and privilege taxes (up to 3.5 percent of an electric utility's gross revenues) as an operating expense to be charged to all the utility's consumers; amounts above that level must be itemized and billed separately to the consumers of the city. The rule adopted in AR 380 maintains the policy of allowing a certain level of revenue-based franchise fees and privilege taxes to be included as operating expense and extends the policy to volumetric-based fees. For those cities imposing a volumetric-based privilege tax, the utilities must calculate a base volumetric rate for each customer class equivalent to the revenue-based limit. That rate will be used to calculate the amount that the utility may include as an operating expense. The PUC must ensure that the tax is allocated across customer classes in the same proportional amounts as levied by the cities against the utility.

The PUC found no requirement in SB 1149 that it reconsider the maximum level allowable as operating expenses. Some parties argued that Section 14(4)(b) of SB 1149 requires all franchise fees and privilege taxes to be itemized on customer bills. The PUC disagreed, based on the interpretation that franchise fees and privilege taxes are imposed on the utility rather than on consumers. Under OAR 860-022-0040(7), any party may request that the PUC consider establishing a different level for the percentage of these taxes that may be included in a utility's operating expense.

<end>



## **Problem Statement**

Divergent policy goals among the states, particularly the potential for direct access allowing retail customers to choose alternative energy suppliers and accommodation of future growth, combined with a general breakdown of the inter-jurisdictional cost allocation process, seem to have compromised PacifiCorp's ability to effectively and coherently plan for an optimally-configured future. Consumers may be harmed as a result of less reliable energy supply. Further, the disparate cost allocation methods used by its state jurisdictions do not provide PacifiCorp an opportunity to recover its prudently incurred costs, financially harming the Company.

## **Discussion**

PacifiCorp is a vertically integrated utility providing service to retail customers in the states of California, Idaho, Oregon, Utah, Washington and Wyoming. PacifiCorp uses its generating resources and transmission system, along with wholesale market opportunities, to supply the electric needs of its retail jurisdictions. These activities necessarily entail incurring costs. Following the merger of Pacific Power & Light and Utah Power & Light, regulators in each of PacifiCorp's jurisdictions developed methods for allocating generation and transmission related costs among the states. While those methods worked reasonably well in the past, they do not now.

The major issues facing PacifiCorp are summarized below:

### *Breakdown of the Interjurisdictional Cost Allocation Process*

Divergence over interjurisdictional cost allocations results in the Company continuing to suffer a material earnings shortfall, and creates perverse incentives and disincentives.

### *Direct access initiatives in Oregon or Elsewhere*

Current interjurisdictional allocation methods are not sufficiently flexible to allow each state to pursue (or not pursue) direct access without adverse impact to other states. Historically, when PacifiCorp sold its service territory in Montana, PacifiCorp's other states assumed the responsibility for PacifiCorp's fixed costs in the territory (e.g., corporate and generation.) PacifiCorp has anticipated its remaining jurisdictions will do the same if it is successful in selling its territory in California. This method of reassignment is not satisfactory for purposes of implementing direct access or sale of service territory.

### *Divergent Policy Goals of State Commissions Regulating PacifiCorp*

In testimony drafted in December 2000, PacifiCorp expressed its concern that the different states do not share similar views regarding load growth and resource acquisition. These disparate policies appear to adversely impact PacifiCorp's decisions regarding the construction or acquisition of new regulated generation.



Staff/102  
Hellman/25

Oregon Coalition  
September 6, 2002

## Detailed Discussion

PacifiCorp believes that it will be called upon to invest several billion dollars in new generation resources, transmission expansion, re-licensing of hydroelectric facilities and clean air requirements for thermal facilities in the next five to ten years. Although the bulk of the outlays may be some years off, the commitment to invest is, in some cases, immediate. For example, the Company is currently involved in collaborative processes related to re-licensing of its major hydroelectric facilities. Decisions related to clean air requirements are also on the near horizon.

As noted above, PacifiCorp's jurisdictions have different perspectives and policies regarding the issues described above. Relying on information provided by the Company, these policies and perspectives are as follows:

Utah has currently adopted a "rolled-in" allocation method for existing and new resources. However, Utah is experiencing rapid load growth and increasing summer peak demands. It is concerned about the Company not adding generation resources because of uncertainty regarding the three general issues of: direct access, divergent state policy goals and inter-jurisdictional allocation shortfalls. Utah is generally of the view that new rate base additions based upon the results of traditional least-cost planning are appropriate. PacifiCorp has stated that Utah industrial customers are interested in direct access and are concerned about having long-term responsibility for new generating plants. There are several special contracts in Utah. Utah is concerned about how to accommodate Oregon's restructuring initiative within the current allocation framework.

Oregon is committed to the implementation of direct access under SB 1149. It appears that Oregon may not support long-term rate base additions for certain classes of customers in the event the Company will not be obligated to provide a cost-of-service rate to those customers in the future. Oregon is concerned about inappropriately subsidizing load growth in Utah and other jurisdictions' special contracts. Due to increases in DSM investment, per the Energy Trust, Oregon is also concerned about the manner in which Demand Side Management (DSM) costs and benefits are allocated. Oregon wants to retain the benefit (and costs) of northwest hydro resources, which is in direct conflict with a fully rolled-in allocation method. Oregon is not currently authorizing any new special contracts for industrial customers.

Wyoming also appears concerned about the Company not investing in generation and transmission infrastructure. However, as a relatively slow growing state, it could be benefited if costs of new generation are not allocated on a rolled-in basis. The Wyoming industrial customers appear interested in retaining a direct access option.

Washington is concerned that it will be adversely impacted by direct access initiatives in Oregon. Washington appears to favor evaluating resource-planning decisions on the basis of their impact on Washington customers, as opposed to their system-wide impact. Washington is interested in pursuing DSM opportunities. Washington wants to retain the benefits of northwest hydro resources. Washington also wants PacifiCorp to develop a resource plan that is "least cost" to Washington, which would likely not result in the same resource additions as a plan that is "least cost" to the entire PacifiCorp system.



Idaho is very interested in issues related to special contracts because of the relative magnitude of the Monsanto load. Also, as a relatively slow growing service territory, Idaho could benefit from a departure from rolled-in allocation methods for new resources. Idaho appears to have little interest in implementing direct access.

Given these different perspectives it is likely the states would arrive at disparate outcomes if the various issues confronting the Company were addressed in separate state proceedings. These inconsistent outcomes would increase the risk that the Company will make decisions that are not in the best interests of its customers.

Scenarios under the worst of circumstances include:

- Double Counting of Stranded Benefits – other states absorb Oregon direct access resources while Company is required to pay stranded benefits. Impact: lack of approval for sale or allocation of resources to fund payment; value could be in excess of \$500 million NPV for 1000 MW.
- States Disagree on Relicensing or Clean Air Requirements – certain states may support plant retirement, others support further investment. Impact: stalemate on recovery of billions of dollars of investment; potential plant closure with regional supply issues.
- Under-Recovery of Investment in resources to meet summer peak needs – Utah allows 38%; other states do not allow anything. Impact: \$50 million on an \$80 million investment (for 120 MW).
- Investment community concerns about PacifiCorp's inability to recover all of its prudently incurred costs. Impact: Downgrading of securities and higher financing costs.
- Counter party concerns regarding downgrading of securities. Impact: additional capital would need to be held for credit support.

While PacifiCorp does not expect that all of these scenarios will come to pass, the compounded investment risk to PacifiCorp is serious. This, combined with the existing inter-jurisdictional shortfall creates a need for collaboration on PacifiCorp's multi-state issues.

Research, including a DPU report, indicates that PacifiCorp is in an uncommon circumstance with respect to its inter-jurisdictional allocation complexities. Yet, PacifiCorp's return on equity is often set against a group of comparables that do not face such risks. As PacifiCorp's real cost of capital steadily exceeds its allowed cost of capital, its financial integrity is at risk. Less dramatic risks of failure include: a continued inability to effectively respond to the individual needs of its states and customers, a least common denominator approach to resource decisions, "risk averse" decisions by the Company that do not maximize efficiency, a potential for stalemate if all states fail to agree or for perverse incentives if states act independently, and a gradual weakening of the financial integrity of the Company.

## ISSUES

The three problems identified at the beginning of this paper are headings for subsets of multiple issues identified by MSP participants.<sup>1</sup> These subsets of issues, in part, provide the framework for the Oregon Coalition's consideration of the problems. More specifically, the Oregon Coalition's goal is to predicate an equitable solution to the problems identified above on consistent treatment of the many sub-issues identified by MSP participants. Those sub-issues include, but are not necessarily limited to, the following:

### Pre- and Post-Merger Generation

#### Fixed Costs

- Should existing generation be allocated on a rolled-in basis?
- Should the allocation method continue to differentiate between pre- and post-merger resources?
- Should existing generation be allocated on a rolled-in basis, with a carve out for Hydro Endowment?
- Should the fixed cost allocation factor reflect cost causality? (e.g., have the fixed cost allocation factor vary depending on the type of resource to better match the appropriate weighting of capacity and energy)
- How should environmental costs associated with thermal generation be allocated?
- How should costs associated with retirement of existing generation be allocated?
- How should costs associated with repowering existing generation be allocated?

#### Variable Costs

- Should variable costs be directly assigned to cost causers?
- At what point is directly assigning variable costs non-economic?
- Should variable costs be directly assigned when doing so is non-economic?
- Should variable costs be allocated using traditional monthly power cost modeling, PacifiCorp's new hourly power cost modeling capability, or some other method?

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<sup>1</sup> The three problems identified by the Utah DPU could be considered headings for the problems identified by the Oregon Coalition.



## **New Resources**

- Should costs for new resources be directly assigned when necessitated by load growth in one or more jurisdictions?
- Should the allocation method change with the type of new generation?
- What happens when jurisdictions do not agree that PacifiCorp's investment in a new resource is prudent or that it is consistent with the PacifiCorp's integrated resource plan?
- How should costs be allocated when a type of generation, (e.g., wind), is dictated by a particular jurisdiction but costs more than market?
- Should there be rate base additions for new major generating facilities?
- Should costs of new generation be allocated by subscription?
- If subscription, what occurs when the resource is over- or under-subscribed?
- How can the MSP participants balance PacifiCorp's need for certainty in order to plan for new resources with each jurisdiction's right to evaluate resource acquisition to determine whether acquisition satisfies jurisdictional requirements?

## **Special Contracts**

- How should special contracts be defined?
- How should costs/benefits of special contracts be allocated?
- How should system-wide benefits associated with special contracts be valued?
- Who should develop the estimate of value of the system-wide benefits?
- How should economic benefits of a special contract that should be borne by jurisdiction (e.g. economic development/retention), as opposed to the system, be valued?
- Should components of special contract that provide system-wide benefits be incorporated into a separate contract?

## **Demand-Side Management**

- What programs are properly classified as DSM for purposes of interjurisdictional allocations?
- How should demand-side management (DSM) system-wide benefits be valued?
- Who should be responsible for verifying DSM savings?
- How should costs/benefits of DSM be allocated?
- Is the differential between average and marginal costs such that it is not economical to specifically allocate costs/benefits of DSM?
- Does whether the system is in a surplus, as opposed to a deficit, impact the equitability of allocations related to DSM?

## **Hydro Endowment**

- How should the jurisdictions calculate the value of the Hydro Endowment?
- If the former Pacific Division jurisdictions retain the Hydro Endowment, should these jurisdictions assume full responsibility for the following costs?
  - environmental
  - federal relicensing
  - dam removal
  - replacement power cost for reduction in generation output
- If one or more of the former Pacific Division jurisdictions does not wish to retain the Hydro Endowment, how should this respective portion(s) of the Hydro Endowment be allocated?

## **Direct Access Load**

- How should costs/benefits of generation freed up by direct access be allocated?
- How can jurisdictions that have implemented direct access provide PacifiCorp certainty with respect to forecasting for future generation needs?

## **Sale or Purchase of Service Territory**

- How should costs/benefits associated with sale of service territory be allocated?

## **Transmission**

- How should PacifiCorp re-classify assets so that distribution costs are equitably allocated in each of its jurisdictions?
- What occurs if PacifiCorp's assets are classified differently for purposes of state and federal regulation?
- Should network rights be reassigned in connection with a jurisdiction's implementation of direct access?
- How should network rights be assigned in connection with PacifiCorp's sale of territory?



## UM 1050/PacifiCorp MSP Divisional Separation Model

| Issue   | 9/9/02 Accounting "Ownership" Model*   | Oregon Proposed Modifications  |
|---|--|--|
| Pre-Merger Generation Facilities                          | <b>Step 1:</b> Use 1996 12-CP to assign fixed slices of facilities (including post-merger investment) to jurisdictions.  | <b>Step 1:</b> Use a 1996 allocation factor based on 75% 12-CP and 25% annual energy (SG factor) to assign fixed slices of the pre-merger generation plants (including post-merger investments), purchase power contracts and wholesale sales contracts to the jurisdictions within the Division in which they originated.                               |
| Pre-Merger Purchase Power Contracts                       | <b>Step 3:</b> Allocate contracts on a capacity or MW basis according to remaining need, as determined by 2003 projected peak load exceeding assignment of capacity of pre-and post-merger generation plants.      | <b>Step 1:</b> (See above)   |
| Pre-Merger LT Wholesale Sales Contracts                   | (Ignore both costs and revenues for jurisdictional revenue requirement purposes.)  | <b>Step 1:</b> (See above)   |
| Existing Post-Merger Generation Facilities                | <b>Step 2:</b> Assign capacity from each plant to each jurisdiction in proportion to the degree to which its 2003 peak load exceeds its entitlement share of capacity in "owned" pre-merger generation facilities. | <b>Step 2: option 1-</b> Utilize the PacifiCorp drafted designation of post merger generation and contracts. Oregon Coalition would support one change that would designate Cholla assigned to Pacific division. (Reflects perceived comments of Utah parties); or <b>option 2-</b> applying the "3-bucket" allocation methodology used in MSP study 31. |
| Existing Post-Merger Purchase Power Contracts             | <b>Step 3:</b> Same as pre-merger contracts, above.  | <b>Step 2:</b> (See above)   |
| Existing Post-Merger Long Term Wholesale Sales Contracts  | (Ignore both costs and revenues for jurisdictional revenue requirement purposes.)  | <b>Step 2:</b> (See above)   |
| Variable Costs (generation plants and purchase contracts) | Costs, and revenues from sales to the market, follow plant and contract assignment; interjurisdictional interchange at market prices; hourly, jurisdiction level, calculation.                                     |  |

\* This column represents Oregon Coalition's understanding of the proposal prepared by George Compton of the Utah Division of Public Utilities.

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## UM 1050/PacifiCorp MSP Divisional Separation Model

|  |  |   |
|--|--|---|
| Future Generation Plants, Long Term Purchase and Sales Contracts         | Subscription by each jurisdiction prior to acquisition.  | <b>Option 1:</b> IRP like<br><b>Option 2:</b> allocate using "3-bucket" as applied in MSP study #31.  |
| Generation Capacity Transfers and Load Losses Due to Direct Access, etc. | Costs of resources continue to be assigned to jurisdiction. Surplus capacity could be sold to other jurisdictions or outside party, with rate base modified by premium or discount.  | Add the option of a power sale to other jurisdictions or outside party.   |
| Special Contracts  | Firm portion plus interruptible portion compatible with jurisdiction's reserve requirement assigned situs. Remaining system portion offered to other jurisdictions and subsidiaries; amount not picked up assigned situs.      | Situs assignment of total "special contract" customer loads and revenues; ancillary service benefits separated, independently valued, and assignment system wide as ancillary service costs.  |
| Reserves   | Each jurisdiction responsible in proportion to its share of system coincident peak. Use of other states' reserves at market-based compensation.  | Each jurisdiction responsible for contingency reserves required by assigned resources and regulating reserves allocated based on jurisdictional load; use of other states' reserves compensated at market prices; hourly calculation.   |
| DSM  | Situs. (Ownership model should be on a jurisdiction rather than divisional basis.)   |   |
| Transmission/Distribution Reclassification                               | No change...likely determined by FERC and regional RTO.  | Costs for Class B assets allocated on basis of function, rather than federal classification. Function determined by application of FERC seven-factor test. Using the seven-factor test, PacifiCorp should request and advocate reclassification of these assets, where warranted. |
| Sale or Purchase of Service Territory                                    | Sale: generation resources retained and transferred at book value to needy jurisdictions. Purchase: PacifiCorp responsible for providing resources, except to extent existing jurisdictions willing to share capacity surplus. | Sale: reallocation of system to surviving jurisdictions.<br>Purchase: Any purchase of an investor-owned utility providing service in a state PacifiCorp also provides retail service would trigger a revisit of issues by MSP participants.                                       |

\* This column represents Oregon Coalition's understanding of the proposal prepared by George Compton of the Utah Division of Public Utilities.



## UM 1050/PacifiCorp MSP Divisional Separation Model

|                |   |
|----------------|---|
| Extreme Events | For catastrophic failure of a power plant and other extreme events, such as very poor hydroelectric availability, beyond the control of the Company affecting power production or delivery of power, replacement power costs will be allocated system-wide rather than situs. |
|----------------|---|

\* This column represents Oregon Coalition's understanding of the proposal prepared by George Compton of the Utah Division of Public Utilities.

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## Preliminary Oregon Coalition Proposed Issue Resolution (Revised)

### Introduction

The following are potential resolutions to some of the issues identified by MSP participants at the May 2002 MSP meeting. This document reflects further refinement of the proposal drafted by the Oregon Coalition prior to the July Las Vegas MSP meeting.

The Oregon Coalition is cognizant that any proposal to modify interjurisdictional allocations for PacifiCorp will likely result in some cost shifting among PacifiCorp's jurisdictions. This is true of the following proposals. Since any final solution will have to satisfy the statutory standards for each state, we will need to develop other features, apart from the resolution of these particular MSP issues, such as timing of implementation or outboard monetary credits, in order to balance the interests of all the states as well as PacifiCorp.

These proposals are strictly what is contemplated by Robert Hanfling and the other MSP participants at this stage in the MSP process – completely non-binding and subject to modification or rescission.

### Existing Pre- and Post-Merger Generation Fixed Costs

**Background:** The Oregon Coalition proposes to allocate the benefits and costs of all pre- and post-merger generation, with the exception of pre-merger hydro facilities and Mid-C Contracts, on a rolled in basis. A discussion of why the Oregon Coalition proposes to exempt the Hydro Endowment from rolled-in treatment is set forth in the Oregon Coalition's discussion of the Hydro Endowment.

**Proposal:** All existing generation, with the exception of pre-merger hydro facilities and the Mid-C Contracts, should be treated as system resources and allocated accordingly. (Treatment of pre-merger hydro facilities, including the Mid-C Contracts, is discussed in the Hydro Endowment section.) Environmental costs associated with existing generation should also be allocated system-wide, again, with the exception of environmental costs associated with the Hydro Endowment. Fixed generation costs should be allocated using "buckets" as described below. (We could support treating the costs and benefits of new generation on a rolled-in basis if the jurisdictions agree to allocate variable energy costs on an hourly basis and using "buckets" as described below. Allocation on a rolled-in basis provides an alternative to subscription, as described later in this document.)

One significant consequence of this proposal would be to reduce the level of benefits the former Pacific Power & Light division currently receives for pre-merger assets. This is because this proposal rolls-in pre-merger, low-cost thermal generation located in the former Pacific Division. These resources are not currently allocated on a rolled-in basis



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under Modified Accord. Rough estimates of the impact of rolling in low-cost thermal, as well as all other pre-merger plant, compared to Modified Accord, is over \$11 million per year in higher costs assigned to Oregon.

A critical component of this proposal is a revision to the classification of fixed generation costs between capacity and energy. To obtain a classification that reflects standard economic principles, the classification of fixed generation costs is predicated on the expected use of the generation resources. This is because it is not appropriate to allocate fixed costs for baseload and peaking facilities using the same percentage split of capacity and energy.

Specifically, baseload plants typically have low operating costs and high fixed costs. Baseload plants are added to systems primarily to provide energy and therefore should have a greater proportion of fixed generation costs assigned to energy than to capacity. Peaker facilities are built to provide capacity. These plants typically have lower fixed costs and higher operating costs, compared to baseload plants, and accordingly, most of the fixed generation costs should be assigned to capacity.

These varying ratios of energy and capacity are currently reflected in PacifiCorp's avoided cost studies, which recognize this feature by assigning the portion of fixed costs of the proxy plant in the avoided cost study to capacity that equals the capacity costs of a simple cycle combustion turbine.

For purposes of allocations using "buckets", fixed generation costs are classified into one of the following three buckets, "baseload", "peaking" and "mid-range". The table below illustrates this categorization.

| Buckets   | Resources, Purchase Power, and Wholesale Sales     | Allocation of Costs to Hours or Months  | Allocation of Costs and Revenues to State Jurisdictions (described below table)              |
|-----------|--|---|--|
| Base-load | Annual capacity factor above 80%                   | Divide annual costs by 8760 and multiply the hours in each month  | 25% monthly coincidental peak factor + 75% monthly energy factor (more emphasis on energy)   |
| Mid-range | Annual capacity factor less than 80% and above 30% | Spread annual fixed costs to the hours of operation of each unit (use GRID run results, disallowing system balancing sales) | 50% monthly coincidental peak factor + 50% monthly energy factor                             |
| Peaking   | Annual capacity factor less than 30%               | Same as Mid-range   | 75% monthly coincidental peak factor + 25% monthly energy factor (more emphasis on capacity) |

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In modeling the "buckets" concept, PacifiCorp placed hydro resources in the Mid-range bucket under a uniform shape (assigning equally across all hours for each month). PacifiCorp categorized the thermal plants as Base-load, with the exception of the Gadsby plant, its portion of the Hermiston plant, and the Hermiston purchase contract, which PacifiCorp categorized as Mid-range. PacifiCorp largely categorized purchased power and wholesale sales contracts as Mid-range.

PacifiCorp also set the monthly coincidental peak factor for each state equal to the ratio (for each month) of state hourly coincident peak to the highest total system hourly load for the month. The monthly and hourly energy factor for each state was the ratio of state load to total system load.

PacifiCorp provided the table on the following page in response to OPUC Staff Data Request No. 39 b. This table provides a breakdown between demand (capacity) and energy, by state, of the generation costs assigned within the state for rate spread purposes. Several of the states use the interjurisdictional allocations as the basis for rate spread. Accordingly, if the buckets concept is implemented by the states, states may wish to reconsider whether rate spread should be based on interjurisdictional allocation agreements.



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|                 | Demand                          | Energy         | Total Generation<br>Related Costs<br>(Fixed plus<br>variable)               | Demand | Energy | Total  |
|-----------------|---------------------------------|----------------|---|--------|--------|--------|
| OR              | \$ 150,568,000                  | \$ 284,613,644 | \$ 435,181,644  | 34.6%  | 65.4%  | 100.0% |
| CA              | \$ 9,976,000                    | \$ 29,338,571  | \$ 39,314,571   | 25.4%  | 74.6%  | 100.0% |
| UT              | \$ 290,414,994                  | \$ 268,235,069 | \$ 558,650,063  | 52.0%  | 48.0%  | 100.0% |
| WY_<br>Combined | \$ 99,889,044                   | \$ 98,415,151  | \$ 198,304,195  | 50.4%  | 49.6%  | 100.0% |
| ID              | \$ 46,356,193                   | \$ 44,012,965  | \$ 90,369,158   | 51.3%  | 48.7%  | 100.0% |
| WA              | \$ 50,312,034                   | \$ 41,055,245  | \$ 91,367,279   | 55.1%  | 44.9%  | 100.0% |
| Test Periods    |                                 |                | Reference   |        |        |        |
| OR              | 12 months ending Dec. 31 2001   |                | PacifiCorp Marginal Cost Study, Table 4                                     |        |        |        |
| CA              | June 2003                       |                | PacifiCorp Marginal Cost Study, Table 4                                     |        |        |        |
| UT              | 12 months ending Sept. 30, 2000 |                | PacifiCorp Embedded Cost of Service Study,<br>Unit Cost @ Target Return     |        |        |        |
| WY<br>Combined  | 12 months ending Sept. 2001     |                | PacifiCorp Embedded Cost of Service Study,<br>Unit Cost @ Target Return     |        |        |        |
| ID              | 12 months ending March 2001     |                | PacifiCorp Embedded Cost of Service Study,<br>Unit Cost @ Target Return     |        |        |        |
| WA              | 12 months ending Dec. 31, 1998  |                | PacifiCorp Embedded Cost of Service Study,<br>Unit Cost @ Normalized Return |        |        |        |

**Existing Pre- and Post-Merger Generation Variable Costs**

**Background:** MSP participants appear to agree that as a general principle, costs should be borne by the cost causers to the extent possible, or at least as practicable. With hourly power cost modeling capability now being available, the traditional method of allocating variable power costs, which is on an annual basis, can be improved.

For purposes of jurisdictional allocations, direct access loads would be treated the same as standard retail loads, except that a credit would accrue to the states with direct access equal to the wholesale market value of power in the aMW amount and shape of the direct access load. This would provide direct access loads equivalent treatment on a jurisdictional allocations basis as it is treated in Oregon for retail ratemaking purposes. In Oregon the approach is called "ongoing valuation."<sup>1</sup>

<sup>1</sup> See May 10, 2002, "Deregulation/Open Access by Marc Hellman of the Public Utility Commission of Oregon.

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**Proposal:** Net variable power costs should be allocated to states on an hourly basis, based on retail jurisdictional loads in each hour. (Retail jurisdictional loads include all loads for which PacifiCorp provides retail distribution services.)

The states with direct access would also be assigned power cost credits equaling the market value of a wholesale sale of load, typically with a term of one year, equal to the aMW size and shape of the direct access load.

**New Generation**

**Background:** As noted above, the Oregon Coalition has two alternate proposals for allocating the costs and benefits of new generation. The first proposal is subscription, which has been discussed at prior MSP meetings. The second proposal is to allocate the costs using the buckets approach described above.

Currently, Oregon's subscription proposal most closely mirrors the "generic subscription" process described in the memorandum provided to MSP participants by PacifiCorp at the September MSP meeting. This process would be an extension of the Company's IRP and include the following steps:

- 1) PacifiCorp makes a formal filing in each jurisdiction regarding the development of a resource called for in the IRP. The filing requests findings on the jurisdiction's perceived need for the resource and whether it anticipated wanting an allocation from the resource that differs from its standard allocation.
- 2) Each jurisdiction has a notice and comment process. Interested parties are allowed discovery.
- 3) Each Commission issues findings on the need for the resource and on whether it anticipates the jurisdiction would want an allocated share of the resource that differs from the usual allocation, and describes that difference.

The findings of each Commission *would not* have preclusive effect on any subsequent ratemaking treatment for the resource.

However, as discussed at the September MSP meeting, Oregon has enacted legislation that permits the Oregon Commission to make substantive decisions regarding the ratemaking treatment for a new resource prior to the time the resource is built. Under ORS 757.212, the Commission may issue, as an alternate form of regulation, an order approving a utility's proposal to build a new generating plant or to enter into a long-term wholesale contract or sales agreement. In such an order the Commission must address to what extent the public utility will use power from the new resource to serve the utility's retail load. Oregon's legislation could be a blueprint for a subscription process that allows each jurisdiction to address, in a more substantive manner than the generic



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subscription process described above, whether it will subscribe to a share of a proposed new generation resource. The steps for such a process would be as follows:

- 1) PacifiCorp makes a tariff filing in each jurisdiction describing a plan to construct a generating plant or enter into a long-term wholesale power purchase or sales agreement.
- 2) Each jurisdiction reviews the tariff filing.
- 3) In any order approving the tariff, and thus the plan to acquire the new generation, each commission would address the extent to which PacifiCorp will use the new generation resource to serve the jurisdiction's customers.

If each jurisdiction followed these steps prior to the construction of a new resource, it would be clear to all the jurisdictions and PacifiCorp whether the resource is wanted by each jurisdiction and to what extent. As noted above, Oregon may only undertake this process under the authority granted in ORS 757.212. The Coalition recognizes that other commissions may currently be without such authority to undertake such a process.

**Proposal 1: a) Generic Subscription.** Prior to construction or acquisition of new resource, PacifiCorp makes a formal filing in each jurisdiction requesting findings on need for resource and on any anticipated departure from the jurisdiction's usual allocation (Again, dynamic rolled in is an option if there is agreement to assign variable costs on an hourly basis and to use "buckets".)

**b) Alternative Form of Regulation pursuant to ORS 757.212.** Prior to the construction or acquisition of a new resource, PacifiCorp files a tariff in each jurisdiction proposing the acquisition. Each jurisdiction reviews the tariff filing, determining to what extent PacifiCorp will use power from the resource to serve the jurisdiction's customers, and how the costs and revenues of the new resource will be reflected in PacifiCorp's rates.

**Proposal 2:** Assuming jurisdictions agree to allocate variable energy costs on an hourly basis and "buckets", or some variant that similarly reflects cost causation and economic principles, the costs of new generation resources could be allocated on a rolled-in basis. However, allow allocation by subscription for specified resources to allow states to pursue their energy policies or goals. For example, allocate by subscription when a state makes a request/recommendation to PacifiCorp to purchase resources that have costs greater than the least cost alternative.

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**Hydro Endowment**

**Background:** Both the Oregon Governor and the Public Utility Commission of Oregon (OPUC) have established the public policy of retaining for Oregon residents the benefits the region's low cost resources. In 1996, Oregon Governor John Kitzhaber issued a Statement of Principles for Restructuring the Electric Utility Industry. That Statement contains the following Overriding Objectives:

*Overriding Objectives*

- 1. Achieve efficiencies in producing, delivering and using electricity to yield reductions in costs.*
- 2. Ensure the benefits of competition are shared by all electricity consumers.*
- 3. Protect Oregon's environmental quality.*
- 4. Maintain the reliability, safety and quality of electric service.*
- 5. Preserve the benefits of our low-cost resources for Oregon customers.*

Subsequently, in December of 1998, Portland General Electric (PGE) requested that the OPUC approve its proposal to restructure its business operation. PGE proposed to sell all of its generation resources as part of the restructuring proposal.<sup>2</sup> The OPUC denied PGE's request to sell its hydroelectric generation resources, noting that the proposed sale would not fully comply with the Governor's objective to preserve for Oregon customers the benefits of Oregon's low-cost resources. The Commission further noted,

We also conclude that retention of [PGE's hydroelectric facilities] will preserve the benefits of low-cost resources, our goal and one of the goals set out in the Governor's Principles. Their sale would take them out of our reach and create uncertainty. Retention will also eliminate any suggestion of intergenerational inequity between those who take service now and those who take service after the conclusion of the amortization period for transition costs.<sup>3</sup>

Consistent with the state's public policy announced by the governor and OPUC, the Oregon Coalition proposes that the Northwest region retain the benefit of its low-cost resources. Importantly, the Coalition recognizes that it is only equitable to assume the

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<sup>2</sup> OPUC Order No. 99-033.

<sup>3</sup> *Id.*, at 21.



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costs of the low-cost resources in connection with its receipt of the benefits, and proposes to do so. Finally, the Oregon Coalition believes that the Mid-C hydroelectric contracts are also low-cost resources subject to public policy adopted by both the OPUC and Oregon Governor. For this reason, the Oregon Coalition proposes the same treatment for these contracts as for PacifiCorp's hydroelectric facilities.

**Proposal:** Pre-merger hydroelectric facilities and long-term hydroelectric contracts (Mid-C Contracts), including their current and future direct costs, and available output, should be assigned to their respective pre-merger divisions. Direct costs assigned should include federal re-licensing and environmental costs. Environmental costs would include costs to breach a dam, if required by federal law. However, environmental costs would not include costs for replacement generation for breached dams or for generation lost in relicensing. Replacement generation costs would be treated in the same manner as costs associated with new generation to meet demand associated with load growth in other states.

Oregon Coalition proposes that the costs and benefits of the pre-merger hydroelectric-based resources should be directly assigned to the respective divisions. For purposes of cost allocations, the relevant loads used for allocation should be decremented equal to the expected output of the hydro endowment. For example, if the hydro endowment equals 500 aMW, then the pre-merger Pacific Power jurisdictions would have its loads decremented by 500 aMW for purposes of allocating costs such as the remaining generation fixed costs.

**Treatment of Direct Access Load**

**Background:** One key objective of the Oregon Coalition is to allow states to implement their energy policies without harming or benefiting other states. We have crafted a proposal that achieves that objective. The jurisdictional loads of each state, for allocation of fixed generation and variable costs purposes, would be based on retail distribution loads and hence include a state's direct access load. In addition, a credit would be directed to a state with direct access load equal to the wholesale market value of power of the same aMW and shape as the state's direct access load. The direct assignment of such revenues is intended to reflect the opportunities by the Company to sell power on the wholesale market that otherwise would have been provided to the end-use customer had that customer not chosen direct access.

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**Proposal:** For allocations of generation fixed and variable costs, include all loads for customers served by PacifiCorp retail distribution. States having direct access loads would be assigned a credit equal to the wholesale sales market value of power of the same aMW size and shape of the direct access load.

Special Contracts

**Background:** At the May 2002 MSP meeting, participants identified several issues associated with retail Special Contracts allocations. (For purposes of this proposal, a "Special Contract" refers to any delivery of power under contract terms different from those for standard firm tariff service.) The issues center primarily on how to define, distinguish and value the non-standard components of a Special Contract (e.g., interruptibility.) To resolve these issues, the Oregon Coalition proposes that non-standard firm tariff features of a special contract (e.g., ancillary services) be captured through separate contracts between the Company and the customer for the sale of services from the customer to the Company. (The services could also be sold to a third power.) Alternatively, states could choose to retain bundled tariffs; however the services sold back to the Company would still need valuation. Loads, whether they be standard tariff sales, special contracts, or direct access customers, would continue to be treated the same as standard tariff sales for purposes of interjurisdictional allocations.

**Proposal:** For purposes of allocation, special contract load should be treated as if it had been purchased at standard tariff rates and as such, the power costs incurred to serve the load allocated on a situs basis. Notwithstanding each jurisdiction's choice regarding integrated or separate contracts, a specific value should be assigned to the interruptibility and other ancillary services (Ancillary Services) that benefit the system. The PacifiCorp purchase and use of Ancillary Services, if any, should be treated as a system-wide cost. The purchase price should reflect the market value of these services. (If the Ancillary Services were sold to a third party, then the revenue from the sale would be credited to the special contract customer.) To ensure an appropriate market value is assigned to these Ancillary Services, the terms and conditions of any special contract must be made available to interested parties of other states, while appropriately protecting commercial business interests.

To the extent any special contract load becomes lost load due to economic shut down or relocation, the load would no longer be included in interjurisdictional allocations. In other words, load lost with the termination of operations by a special-contract customer would be treated as any other lost retail load.

The Oregon Coalition proposes two alternatives for valuing the interruptibility and other ancillary service components of a special contract. The first alternative is to require that



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an independent third party determine the market value of these components. The Oregon Coalition does not have a firm opinion at this time regarding the timing of the valuation. On one hand, the valuation could be used to assist the negotiations between the Company and the customer. On the other hand, the valuation could be used solely for the purpose of jurisdictional allocations and costs.

A second alternative is to allow PacifiCorp to determine the value of these components for purposes of interjurisdictional allocations. However, PacifiCorp's determination will be guided by criteria agreed to by the MSP participants. It is the Oregon Coalition's understanding that PacifiCorp is currently developing criteria such as this.

Whether a third party or PacifiCorp values Ancillary Services provided by the customer through a special contract, the costs of the valuation should be assigned system-wide. Further, notwithstanding how the system-wide benefits of a Special Contract are valued, each jurisdiction retains its authority to review the costs associated with the benefits to determine whether they were prudently incurred.

**Additional Option:** For any state for which a special contract load, as of January 1, 2002, comprises more than 25% of the state's total load (e.g., Monsanto), the following treatment shall apply. Should all of the special contract load choose to be served through direct access, and waive any rights to return to retail service and agree not to return to retail service even if offered, then the special contract load will be treated the same as economic load loss. (The load would not be recognized for purposes of fixed generation costs allocations.) In addition, any stranded costs or benefits would be allocated system wide.

**Demand-Side Management (DSM) Costs**

**Background:** As the Oregon Coalition has emphasized during the MSP process, allocating the costs and benefits of DSM in an equitable manner is important to Oregon. Under Oregon statute, PacifiCorp, and Portland General Electric are required to assess their retail customers a Public Purpose Charge equaling 3% of the annual revenues received from the customers. A significant portion of these charges will fund energy efficiency and low-income weatherization programs. As a consequence of this Oregon requirement, PacifiCorp customers will invest more than \$200 million in DSM programs over the next ten years.

Further, from 1992 through 2001, PacifiCorp spent a total of \$163 million to acquire (presumably) cost-effective DSM, of which Oregon spent nearly \$100 million. These costs were assigned situs, the benefits were not.

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Directly assigning the costs of DSM programs is consistent with what appears to be a generally accepted principle agreed to by the MSP participants, that costs should be directly assigned when possible, or at least when practicable. If DSM costs being assigned on a situs basis, the issue then centers on how the "benefits" of DSM should be allocated.

Originally, the Coalition proposed that the benefits of DSM be similarly assigned on a situs basis and reflect, in part, the market value of the power conserved. Such an approach, while theoretically correct is administratively cumbersome. Treatment of DSM could be simplified if the reduction in PacifiCorp costs assigned to a state, attributable to acquiring DSM, is comparable to the market value of the power conserved through DSM. In this regard, the Oregon Coalition made several information requests of PacifiCorp. In reviewing Company analysis on the issue, it appears that the reduction in loads associated with DSM provides cost allocation savings no less than the cost of market supplies of power for a similar amount of power. Accordingly, the Oregon Coalition has modified its proposal regarding the allocation of DSM benefits.

**Proposal:** The costs related to a state's DSM programs should be assigned on a situs basis. The reductions in system allocation costs associated with decreased loads attributable to DSM are sufficient consideration to the respective states reflecting the "benefits" of the DSM acquisition. No specific allocation of DSM benefits is necessary.

## Transmission/distribution functionalization

**Background:** Currently, transmission and distribution assets are not classified in a consistent manner between what were formerly the Pacific and Utah Divisions. Failing to take action in the MSP process to make classification of these assets comparable in all PacifiCorp's jurisdictions would thwart one of the primary purposes of this docket: to achieve an equitable allocation among the states.

As the MSP participants have discussed, two pending dockets before the Federal Energy Regulatory Commission (FERC) may affect whether this inequity between the two former divisions can be addressed in this process. However, preliminary orders issued by the FERC reflect that taking steps in MSP to treat transmission assets as distribution assets for allocation purposes, where appropriate, is not inconsistent with the direction of these FERC dockets.

More specifically, in an order recently issued in its Standard Market Design Docket, the FERC addressed how it might determine what transmission facilities would be controlled



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by an Independent Transmission Provider.<sup>4</sup> The FERC proposed the starting point for such a determination would be application of a seven-factor test it designed in its Order No. 888 to identify local retail distribution facilities for purposes of determining whether the facilities were subject to state or federal jurisdiction.<sup>5</sup> In its recent order in the RTO West docket, the FERC instructed the applicant/transmission owners to explain why facilities they proposed to classify as Class B facilities were appropriately controlled by the owners, as opposed to the RTO.<sup>6</sup> In connection with this instruction, the FERC noted that in its July 31, 2002 Order proposing rules for SMD, it had proposed using the seven-factor test enunciated in Order 888 to determine whether facilities would be appropriately operated by an independent transmission provider.<sup>7</sup>

In the proposal circulated for the July MSP meeting, the Oregon coalition proposed that PacifiCorp take action to have FERC reclassify its Class B assets using the FERC's seven-factor test enunciated in its Order No. 888. In light of the recent FERC orders, it may not be necessary for PacifiCorp to initiate a reclassification proceeding before the FERC to obtain the result desired by the Oregon Coalition. PacifiCorp has been instructed to justify to the FERC why it should retain operational control over its Class B assets. The Oregon Coalition believes it is appropriate for PacifiCorp to advocate to the FERC that it (PacifiCorp) should retain control over its Class B assets used to distribute retail service. The Oregon Coalition also believes that for allocation purposes, the state jurisdictions should determine the appropriate allocations for PacifiCorp's Class B assets based on their function, rather than current classification.

To ensure that PacifiCorp's assets are treated consistently by the state jurisdictions and the FERC, PacifiCorp should determine whether its Class B assets are distribution or transmission assets by applying the seven-factor test enunciated by the FERC in its Order No. 888. This determination will help ensure these assets are afforded consistent treatment in this process as well as the pending federal dockets. It would be an extremely odd and unfair result if PacifiCorp demonstrated to the FERC that it should retain operational control over its Class B assets because they are used for local distribution, but costs for these assets were still allocated on the assumption they are "transmission" assets.

Finally, some of the MSP participants have expressed an interest in delaying any action on this issue until after the FERC has issued rulings in one or both of the pending dockets. In light of the recent orders in these dockets, the Coalition does not think this is

<sup>4</sup> Docket No. RM01-12-000 (July 31, 2002 Notice of Proposed Rulemaking).

<sup>5</sup> *Id.*, at ¶¶ 361-69.

<sup>6</sup> Docket No. RT01-35-005 and RT-35-007 (September 18, 2002 Declaratory Order).

<sup>7</sup> *Id.*, at p 25 n 41.

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necessary. The proper classification for PacifiCorp's Class B assets is at issue in both FERC dockets. The FERC has made clear it believes the most appropriate way to resolve this issue is to apply its seven-factor test. There is no reason the MSP participants should not attempt to determine the proper classification of these assets for allocation purposes at the same time, the federal government does so for other purposes.

**Proposal:** Costs for PacifiCorp's distribution assets should be allocated in an equitable manner system-wide. In other words, costs for distribution assets should be assigned on a situs basis, even if the assets are currently classified by the FERC as "transmission" assets. The determination of whether assets are "distribution" or "transmission" should be made by applying the seven-factor test enunciated by the FERC in its Order No. 888, and not by simply relying on the current classification of the assets at the federal level.

Further, PacifiCorp should advocate to the FERC in all dockets consistently with this proposal. In other words, in the RTO West Docket, PacifiCorp should advocate that its Class B Assets used to distribute retail service to customers are appropriately controlled by PacifiCorp. Using the seven-factor test, PacifiCorp should request and advocate reclassification of these assets, where warranted.

## Sale or Purchase of Service Territory

**Background:** PacifiCorp has undertaken actions in recent years to sell some of its service territories. More specifically, PacifiCorp has sold its Montana territory and proposes to sell its California territory. The Coalition proposes that the MSP participants reach an understanding of how future sales would be treated for allocation purposes. This may reduce PacifiCorp's business risk and allow PacifiCorp to act in a prudent business-like manner. Purchases of service territories should be handled in a manner that protects existing jurisdictions from harm.

**Proposal:** Sale of service territory -- Any sale of a service territory, or portion thereof, would result in a reallocation of PacifiCorp's system to surviving retail jurisdictions.

Purchase of service territory---The Company should consent to an obligation to demonstrate that the purchase and proposed treatment of new service territory does not harm any of the existing state jurisdictions.

In the event, PacifiCorp purchases another investor-owned utility (e.g., Portland General Electric), for which a majority of that utility's loads are located in a state in which PacifiCorp provides retail service, MSP participants agree that issues resolved in the current process may need to be revisited.



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## Oregon Coalition Proposed Hydro Endowment Methodology

**Proposal:** Assuming a system dynamic approach to interjurisdictional allocations, assign the costs and output of pre-merger hydroelectric facilities and long-term hydroelectric contracts (Mid-C Contracts) to the respective pre-merger divisions. Direct costs include federal re-licensing and environmental costs. Environmental costs would include costs to breach a dam, if required by federal or state law. However, environmental costs would not include costs for replacement generation for breached dams or for generation lost in relicensing. These replacement generation costs would be treated in the same manner as costs associated with new generation to meet demand associated with load growth in other states.

An "outboard" adjustment would be used for purposes of assigning to each division, and to states within the division, the costs and benefits of the pre-merger hydroelectric-based resources. Two distinct methods would be used to calculate the outboard adjustment to generation related revenue requirements.

Under the control area approach, the hydro endowment calculation is significantly simplified since the costs and benefits of hydro resources and contracts of former Pacific Power & Light division would be assigned to the west control area. The Wyoming loads associated with the former Pacific Power & Light division would need to be treated in an equitable manner given that these loads are designated to be fully in the east control area.

For purposes of cost allocations, the following steps are envisioned:

### 1. Hydroelectric-related Power Costs

- A. Calculate the "expected energy", by month for pre-merger hydroelectric facilities and long-term hydroelectric contracts (Mid C Contracts).  
"Expected energy" is the average amount of power over the water year history. (This calculation is not intended to change historic regulatory practice for addressing variability in hydroelectric conditions.)
- B. Dynamically calculate the amount of expected monthly hydroelectric generation allocated on a divisional basis. More specifically, the former Pacific Power & Light division states for which PacifiCorp continues to provide retail service would be allocated the hydroelectric capability from those hydro-based resources and contracts that the division brought to the merger. Likewise for the Utah Power & Light division. Each state would be allocated hydroelectric based power in proportion to annual loads. Allocations would change over time as loads change among the states. The costs of the hydroelectric resources would be assigned to each state consistent with the divisional and proportional load allocation.

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2. Non-Hydroelectric-related Power Costs
  - A. Reduce loads for each state, on a monthly basis, consistent with the available hydroelectric-based power calculated in Step #1b. That is, if a state was allocated 40% of hydroelectric-based power, then 40% of expected monthly hydroelectric-based power would be assigned to the state and the state would have a corresponding load reduction.
  - B. Assign remaining generation-related power costs such as fixed and variable costs using allocation factors based on the state decremented loads.
3. Derive total power costs by state by summing Step #1b and Step #2b.
4. To construct the "outboard" treatment, first calculate power costs by state assuming the allocation method agreed to by the states and assuming no hydro endowment.
5. Compare the costs in Step #4 to those derived in Step #3 to derive outboard adjustments to Step #4 power costs such that the "outboard adjustment" combined with Step #4 power costs yields Step #3 power cost allocations.
6. Calculate remaining allocation assuming no hydro endowment.



## Reserve Adjustment

The Reserve Adjustment is a mechanism that is used to charge or credit states with the reserve services they receive from or provide to the other states. The Reserve Adjustment covers both contingency reserve (spin and non-spin) and regulating reserves (control margin). The Reserve Adjustment may be applied in studies where resources or interruptible contracts are specifically assigned and no other mechanism is in place to recognize the value of reserves the resource brings to the integrated system.

The Reserve Adjustment calculates the difference between each state's hourly reserve requirement and hourly reserves held. This difference, referred to as the state hourly "net reserve position", represents the reserves that each state provides to or receives from other states. Net reserve positions are priced at a shaped version of the OATT tariff to determine the state's incremental hourly expense or revenue credit.

The Reserve Adjustment calculation is based on GRID system dispatch and operating and regulating reserves data. Contingency reserve requirements and contingency reserves held are assigned to the states using the same factors that are used to allocate resource costs.

- In the case of the MSP 3x.3 series of studies, these include the factors used to allocate Base-load, Mid-range and Peaking resources and to allocate company-owned hydro and Mid-C purchase contracts

### Process

**Step 1: Calculate and assign reserve requirements.** Using hourly dispatch data from GRID, apply 7% to thermal generation and the Hermiston Purchase contract, and 5% to the hydro generation and the Mid-Columbia contracts. The result is the system reserve requirement for contingency reserves.

GRID currently does not report reserve requirements by generating resource, as it does for reserves held. GRID does, however, report spin, non-spin, and regulating margin for the East and West control areas. For the MSP 3x.3 series of studies, contingency reserve requirements are assigned to each state by plant on an hourly basis using:

- The specified combination (weighting) of monthly coincident peak factors and monthly energy load factors for Base-load (25/75%), Mid-range (50/50%), and Peaking (75/25%) plants and
- The monthly Divisional energy factors for company-owned hydro resources and Mid-C purchase contracts (MSP Studies #33 and #35).

The regulating reserves requirement from GRID is allocated to each state pro rata based on hourly loads (as adjusted for the particular study). For each state, the total hourly reserve requirement is determined by adding the contingency reserve requirement and the regulating margin reserve requirement.

Reserve requirements for long-term contracts are reported by GRID on a net basis in the non-spinning reserves requirement. For purposes of computing the total reserve requirement, the non-spin component of the contingency reserve requirement is grossed up for long-term contracts.

**Step 2: Calculate the total reserves held.** GRID reports contingency reserves held by resource. Regulating reserves held are embedded in spinning reserves held, and are not reported separately. To segregate regulating reserves held and contingency reserves held, the regulating reserve requirement in Step 1 is deducted from spinning reserves held for each hour. Regulatory reserves held are deemed to be the same as regulation reserve requirements.

**Step 3: Assign reserves held.** Contingency reserves held are allocated to each state based on their allocation of plant generation per Table 1 (i.e., weighted coincident peak factors and monthly energy load factors for Base-load, Mid-range, and Peaking plants). These are the same factors used to allocate generation fixed costs and the contingency reserve requirement. Regulating reserves are allocated to each state pro rata based on hourly loads.

**Step 4: Calculate and price each state's hourly "net reserve position".** For each hour and each state, the contingency reserves held are subtracted from the contingency reserve requirement. (In this analysis, no such calculation is needed for regulating reserves because regulating reserve requirements and regulating reserves held are the same amount.) Net reserve positions across the jurisdictions sum to zero.

The prevailing OATT tariff is applied to each state's net reserve position.

- In this analysis, the OATT tariff used is \$1.19 kw-month; multiplying by 1000 and dividing by the hours in the month converts the charge to a \$/MWh rate.
- To shape the OATT tariff, the hourly price forecast for the year was used to derive the hourly shaping curve. First, hourly forecasted prices for DSW, Mid C and COB were capped at \$250 and averaged to one hourly market price. Second, an average *annual* price of the combined markets and capped hourly prices was calculated. Third, the percentage of the hourly price to the average annual price was calculated to create an hourly shaping curve. The \$/MWh rate was then multiplied by the hourly shaping curve to create an hourly shaped OATT tariff.

Step 5: *Apply the result to the study's revenue requirements*



## Background Information

### Reserve Requirements

There are generally two types of reserves: contingency reserves and regulating reserves. PacifiCorp follows the reserve requirements of NWPP Contingency Reserve Sharing Procedure and the WECC's Minimum Operating Reliability Criteria.

Contingency reserves are defined as the amount of reserve that is sufficient to meet the disturbance control standard. Contingency reserve capability must be available within 10 minutes. The contingency reserve is the greater of:

1. The loss of generating capacity due to forced outages of generation or transmission equipment that would result from the most severe single contingency (at least half of which must be spinning reserves), or
2. The sum of 5 percent of the load responsibility served by hydro generation and 7 percent of the load responsibility served by thermal generation (at least half of which must be spinning reserves).

Regulating reserves are defined as sufficient capacity that is immediately responsive to automatic generation control and that provides sufficient regulating margin to allow a control area to meet control performance criteria. This reserve can also be defined as the minimum on-line capacity that can be increased or decreased to allow the system to respond to reasonable demand changes in order to be in compliance with the control performance standard in NERC.

The reserve requirements are determined by control area: West and East.

### GRID Modeling of Reserves

GRID determines reserve requirements for each hour on each side of the system based on hydro generation and thermal availability. Total hourly hydro generation is determined by the hydro shaping algorithm, and total hourly thermal availability is determined by commitment logic. The reserve requirement calculation also considers non-company-owned generation (e.g. Sunnyside), if that generation requires the Company to hold reserves. GRID adds regulating reserves to spinning reserves.

In GRID, reserve requirements are assigned to resources based on their capabilities. Because most hydro resources are located in the West, the West may hold reserves for the East if transmission is available, because hydro resources are more flexible and can provide reserves without losing generation. Reserves are calculated first for the West in order to determine the remainder of reserves available for transfer to the East. Specifically, the model determines the amount of hourly reserve requirement, both spinning and non-spinning, that is satisfied by hydro resources, defined as the difference between capability and generation level of the hydro resources. Non-company-owned generation that is capable of providing reserves (e.g. Mid-C) is also included in this calculation. If hydro resources cannot satisfy the full reserve requirement, then thermal units with the highest incremental cost in the West hold the remaining reserve requirement for the West.

The maximum amount of reserves that can be transferred from West to East is input into the GRID model based on the dynamic overlay between the two sides.

In the East, the model assigns reserve requirements to resources by first transferring the hydro reserves in the West that are available given transmission constraints. GRID then assigns spinning and non-spinning reserve requirements to thermal units that are capable of holding reserves in descending order of the units' incremental costs. Spinning reserve requirements are allocated to thermal units that are equipped with governor control, and non-spinning reserve requirements are allocated to the rest of the reserve holding thermal units.

The June 2001 SRP filing, based on PDMAC-based modeling, did not include non-spinning reserves and assumed that hydro resources in the West were sufficient to provide all non-spinning reserves and some spinning reserves in the East. In contrast, GRID models both spinning and non-spinning reserves consistent with NERC requirements and takes thermal unit availability and transmission constraints into fuller account. The effect is that a higher portion of reserves is placed on thermal units, thus reducing thermal availability and increasing market purchases (or reducing market sales).

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BEFORE THE PUBLIC UTILITY COMMISSION

OF OREGON

UM 1050

Public Utility Commission of Oregon  
Administrative Hearings Division

In the Matter of

PACIFICORP

Request to Initiate an Investigation of Multi-  
Jurisdictional Issues and Approve an Inter-  
Jurisdictional Cost Allocation Protocol.

OREGON COALITION ISSUES PAPER AND  
ALTERNATE PROPOSALS

DOCKETED

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## I. INTRODUCTION

In response to the problems with PacifiCorp's current cost allocation methods, the Industrial Customers of NW Utilities, the Citizens' Utility Board, and the Staff of the Public Utility Commission of Oregon (the Coalition) have been working collaboratively since March of 2002 to find solutions that protect the interests of PacifiCorp's Oregon consumers and are equitable to PacifiCorp and the states in which it operates. In this paper, the Coalition identifies and discusses infirmities in PacifiCorp's proposed "PacifiCorp Inter-jurisdictional Cost Allocation Protocol" ("Protocol") and submits alternate allocation methods that are equitable and protect the interests of PacifiCorp's Oregon consumers.

The Coalition has identified several key principles that any agreement regarding changes in PacifiCorp's inter-jurisdictional cost allocation must address. These principles are as follows:

1. Consumers in one state served by PacifiCorp should not face higher rates due to the Company acquiring energy to meet load growth in another state.
2. Oregon and the Pacific Northwest should retain its historical entitlement to the costs and benefits of the region's low cost hydro resources.
3. Policy decisions and activities by one state should not affect other states either positively or negatively.
4. Any adopted jurisdictional allocation method should be sustainable for all parties and sufficiently flexible so that it may be adapted to address emerging issues.

In addition to these four key principles, the Coalition also adopts the three Commission directives outlined in Order No. 02-193. These three Commission directives are as follows:

1. Determine an allocation methodology that will allow PacifiCorp an opportunity to recover its prudently incurred costs associated with its investment in generation resources;
2. Insure that Oregon's share of PacifiCorp's costs is equitable in relation to other states; and

3. Meet the public interest standard in Oregon.

## II. CRITIQUE OF PROTOCOL

The Oregon Coalition does not believe PacifiCorp's current proposal meets any of the Coalition's key principles or that it satisfies the public interest standard in Oregon.

Most notably, the Protocol fails to:

- 1) address risk that Oregon will subsidize Utah load growth;
- 2) ensure that the Northwest retains its historic entitlement to the region's low-cost hydro resources;
- 3) allow Oregon to opt out of new resources that it does not need;
- 4) ensure that new stranded costs will not be incurred for direct access consumers; and
- 5) allow for independent valuation of special retail sales contracts.

### A. Load Growth

The Protocol does not include any tool to protect PacifiCorp's Oregon consumers from cost shifts from Utah to Oregon associated with Utah's load growth. The Company proffers that protection against subsidization of Utah's load growth costs is unnecessary; contending that its analysis demonstrates that meeting Utah's load growth with new resources will not result in any "material" cost shift. The Coalition disagrees with PacifiCorp's assumption that no material cost shifts will result from Utah's load growth.

As discussed below, recent Company studies show that unreasonable cost shifts can occur under the Protocol proposal. Because it is undisputed that Utah is projected to grow at a faster rate than Oregon, the Coalition believes it is imperative to adopt an allocation method that insulates Oregon from the risk of cost shifts from Utah load growth.

Table 1 illustrates the disparate growth rates in MWa's for each of PacifiCorp's states.

**Table 1: State Energy Load Forecast in MWa**

|      | <u>WA</u> | <u>OR</u> | <u>CA</u> | <u>WY</u> | <u>ID</u> | <u>UT</u> | <u>TOTAL</u> | <u>Non-UT</u> |
|------|-----------|-----------|-----------|-----------|-----------|-----------|--------------|---------------|
| 2004 | 517       | 1,720     | 107       | 874       | 390       | 2,540     | 6,148        | 3,608         |
| 2005 | 524       | 1,765     | 109       | 895       | 393       | 2,682     | 6,369        | 3,686         |
| 2006 | 531       | 1,764     | 109       | 905       | 393       | 2,788     | 6,491        | 3,703         |
| 2007 | 538       | 1,780     | 110       | 921       | 396       | 2,899     | 6,645        | 3,745         |
| 2008 | 547       | 1,800     | 112       | 941       | 399       | 3,022     | 6,822        | 3,800         |
| 2009 | 555       | 1,811     | 113       | 957       | 401       | 3,133     | 6,971        | 3,838         |
| 2010 | 564       | 1,828     | 114       | 945       | 404       | 3,253     | 7,109        | 3,856         |
| 2011 | 575       | 1,844     | 116       | 966       | 407       | 3,373     | 7,281        | 3,908         |
| 2012 | 588       | 1,876     | 118       | 990       | 412       | 3,501     | 7,484        | 3,983         |
| 2013 | 597       | 1,909     | 119       | 1,008     | 415       | 3,612     | 7,661        | 4,049         |
| 2014 | 609       | 1,948     | 121       | 1,031     | 419       | 3,733     | 7,859        | 4,126         |
| 2015 | 620       | 1,985     | 122       | 1,023     | 422       | 3,855     | 8,029        | 4,174         |
| 2016 | 634       | 2,029     | 124       | 1,050     | 427       | 3,991     | 8,255        | 4,264         |
| 2017 | 645       | 2,062     | 126       | 1,072     | 431       | 4,112     | 8,448        | 4,336         |
| 2018 | 659       | 2,101     | 128       | 1,098     | 436       | 4,252     | 8,674        | 4,422         |
|      | 1.75%     | 1.44%     | 1.30%     | 1.65%     | 0.78%     | 3.75%     | 2.49%        | 1.46%         |

Utah is forecast to grow considerably faster than Oregon (and the rest of PacifiCorp's service territory) not only on an absolute MWa basis, but as Table 2 illustrates, on a percentage basis as well:

**Table 2: Comparison of Projected Energy Load Growth**

|                         | 2004-2018 Energy Load Forecast |       |             |       |
|-------------------------|--------------------------------|-------|-------------|-------|
|                         | Oregon                         | Utah  | WA,CA,ID,WY | Total |
| Average Annual % Growth | 1.4%                           | 3.8%  | 1.5%        | 2.5%  |
| MWa Increase            | 380                            | 1,713 | 433         | 2,526 |
| % of MWa Growth         | 15.1%                          | 67.8% | 17.1%       | 100%  |
| Share of System in 2004 | 28.0%                          | 41.3% | 30.7%       | 100%  |
| Share of System in 2018 | 24.2%                          | 49.0% | 26.8%       | 100%  |

On a relative comparison basis, Utah's peak load is forecast to grow even faster than its energy load – 4.7% per year for peak load versus 3.8% per year for energy load growth. Oregon's forecast growth is 1.4% per year for both energy and peak load. Since



PacifiCorp must plan and acquire resources to serve both energy and peak loads, this additional peak load growth in Utah will require additional power resource and transmission costs. To meet the load growth, PacifiCorp plans to acquire new power resources, including building the Hunter 4 coal plant, several gas-fired combined cycle plants,<sup>1</sup> and other resource options. Table 3 summarizes the planned resource additions currently included in the Company's MSP analysis.

**Table 3: Power Resource Additions by Type – 2004-2018**

| <u>Resource</u>  | <u>MW</u>    |
|------------------|--------------|
| Thermal Contract | 350          |
| Wind             | 1,420        |
| Coal (Hunter 4)  | 575          |
| CCCT             | 1,560        |
| Peaker           | 200          |
| Reserve Peakers  | 960          |
| Peaking Contract | 100          |
| DSM              | <u>236</u>   |
| <b>Total</b>     | <b>5,401</b> |

Over the last several years it has become apparent that the transmission interconnections between the eastern and western regions of the PacifiCorp system are too limited to ensure a free flow of power across the system. As a result, load growth in the Utah area apparently can be met most economically only by installation of capacity in a nearby Utah location. It is useful to note that the last two major resource additions on the system (the Gadsby and West Valley peakers) were located in Utah, as is the project (Current Creek) that PacifiCorp currently seeks to certify.

These facts suggest that the extra energy available from these resources may not physically be available to serve loads in other areas. Nor will it be available for sale outside the wholesale markets interconnected with the eastern division.

Further, the planning for the system on a forward-looking basis appears to be done on a fragmented, rather than integrated basis. This is evidenced by PacifiCorp's current new power resource acquisition efforts, which consists of four separate Request For

<sup>1</sup> Indeed, the Company is currently in the midst of seeking certification for a combined cycle plant located at its Mona site. The Company justifies the need for this project on the basis of a capacity shortfall of more than 1000 MW in the Utah division.

Proposals (RFP) processes, each of which is specific to either the eastern or western division of the Company's system.

Importantly, the cost of the new generation, which will be rate based, is front-loaded. That is, rate-based plant revenue requirement is typically highest in the early years and declines over the life of the plant. While according to PacifiCorp, these plants are projected to cost less, over the life of the resources, than other resource options such as power purchases, the cost of the plants are typically above market in the near term. With Utah loads growing faster than Oregon, the result under the Protocol is that Oregon is allocated a greater share of the plant costs when the plant costs are the highest; and a smaller proportion of the plant costs when the cost of the plant is lower.

In response to numerous data requests from the Coalition, the Company conducted additional sensitivity analysis that shows Oregon consumers face significant risks of inappropriate cost shifts due to the Company meeting Utah's load growth. The table below summarizes different MSP model run scenarios, identifying assumption changes from the base, and the resulting shift in revenue requirement.

**Table 4: Utah Growth Impacts and Effects on Oregon Allocations**

|     | <u>Load</u>                     | <u>Assumptions</u>   | <u>% of Rev Req increase to Non-Utah States</u> |
|-----|---------------------------------|----------------------|---|
| (1) | Utah + 200 MW                   | 200 MW CCCT          | 6% (PC Filing)                                  |
| (2) | Utah + 1% load                  | 64 MW CCCT           | 11% (DR 15)                                     |
| (3) | Utah + 100 MW to Jul & Aug Peak | 100 MW CCCT          | 29% (DR 16)                                     |
| (4) | Utah + 100 MW to Jul & Aug Peak | 100 MW SCCT          | 24% (DR 16)                                     |
| (5) | Utah + 500 MW to Jul & Aug Peak | 500 MW CCCT          | 31% (DR 33)                                     |
| (6) | Utah + 500 MW to Jul & Aug Peak | 500 MW SCCT          | 29% (DR 33)                                     |
| (7) | Utah + 500 MW to Jul & Aug Peak | 500 MW Peak Contract | 0% (DR 33)                                      |

This table shows that while it appears that the amount of the subsidy varies based on the scenario, a *subsidy is present*, except when market purchases or seasonal contracts are assumed instead of resources being added to rate base.

Additionally, a study initiated by Staff and refined by the Utah Department of Public Utilities shows that Oregon rates are estimated to be nearly \$100 million higher



(NPV from 2005-2018) due to Utah loads growing faster than the rest of the system. See Appendix B; Estimated Impact on Oregon. This rate impact estimate is very likely on the low side, as PacifiCorp's current RFP process to acquire eastern division resources is not yielding cost effective resource options within the fast growing, transmission constrained service territory. This means that serving the new load will likely cost more than assumed in the MSP studies. Even the information available now, PacifiCorp's data responses and Staff studies, show that the Protocol, under current expectations of each states' load growth, assigns costs to Oregonians that would more appropriately be assigned to Utah.

## **B. Hydro Endowment**

The Coalition believes that the Protocol does not retain the Pacific Northwest's historical entitlement to the costs and benefits of the region's unique low cost hydro resources. While the Protocol has a "hydro endowment" by name, the Protocol hydro endowment simply assigns the costs of the hydro system to the Pacific Northwest, not the benefits. More specifically, the Protocol provides offsetting benefits to Oregon through a "coal endowment", which assigns the costs, but not the benefits, of a coal plant (the Huntington Plant) to the Eastern Division. Because the benefits to Oregon are based on a coal plant, (the assignment to the Eastern Division of some coal plant costs previously assigned to Oregon), the Protocol hydro endowment values the Northwest's Hydro resources at the cost of a coal plant, not the market value of the hydro resources.

Further, while there has been a long history of preserving the benefits of the former Pacific Power & Light hydroelectric resources in inter-jurisdictional allocations, there is no history for providing for a Coal Endowment such as in the Protocol. Although the former Utah Power & Light did have low cost coal power prior to the merger, so did Pacific Power & Light.

Finally, PacifiCorp's proposal gives rise to the potential for gaming with respect to emission controls. For example, if PacifiCorp needs to reduce emissions, the effects on state allocations differ depending on which plants have emission control equipment



added. For all these reasons, the proposal for a Coal Endowment is arbitrary and unreasonable.

### C. Opt Out

The Protocol provides Oregon with a one-time opt out of the next PacifiCorp coal plant: presumably Hunter 4. If Oregon elects to opt out of the coal plant, then the Protocol increases Oregon's allocation of the most recently constructed natural gas fired generation plant. Correspondingly, the other states then are allocated a larger share of Hunter 4 and a smaller share of the most recent natural gas fired generation plant. The opt out results in the same amount of generation being allocated to Oregon regardless of whether Oregon opts out of Hunter 4.

In short, the opt out substitutes a portion of a coal-fired resource with a natural gas-fired resource. Thus, the Protocol opt out provision really should be called "opt out/opt in". The Company designed this proposal assuming that Oregon's key concern related to environmental issues, specifically increasing carbon dioxide/global warming emissions. While environmental issues may be important, the Coalition's key concern is the prospect of higher rates due to Utah load growth.

For example, significant cost shifts occur if natural gas prices are higher than the Company's base case, which has the price of natural gas at \$3.81 per mmBTU. As of January 12, 2004, natural gas prices were quoted above \$7 per mmBTU. The company proposal only serves to exacerbate the risk of cost shifts by substituting what might prove to be a low-cost coal resource with a natural gas fired resource.

For these reasons, the Protocol's opt-out provision violates Coalition Principle #3. This is because if Oregon opts out of a resource as allowed in the Protocol, other states allocations would be directly affected.

To improve the concept of an opt-out provision, Oregon should have the opportunity to opt out of any new resource not needed to meet Oregon's additional load. That is, Oregon would recognize new resources in rates to the extent Oregon load grows from current levels. When resources are added to meet Utah load growth, the costs will be allocated system wide using multi-state load data. Therefore, assuming load were to

remain at current levels, opting out of a resource would not require an "opt in" to a substitute resource.

Finally, the Protocol does not appear to allow Oregon to "opt in" to Hunter 4 with a delay in its scheduled on-line date. In Oregon's recent review of PacifiCorp's least cost plan, the Commission stated a preference in delaying the online date and revisiting Hunter 4's economics.

#### **D. Direct Access**

With respect to direct access and other state policies, the Protocol does not insulate states from actions of another state. For example, under the Protocol, direct access loads are used to allocate costs to Oregonians even if the direct access loads have permanently left the system. The Protocol contemplates that direct access loads will be counted in perpetuity in state jurisdictional allocations.

Under current Oregon policy, direct access consumers pay a transition charge or receive a transition credit. The transition amount is calculated annually under a process known as ongoing valuation. The ongoing valuation methodology may be consistent with the perpetuity feature of the Protocol; however, it is likely that at least some direct access consumers will leave the system permanently pursuant to a one-time valuation of the transition amount. When a consumer chooses to leave the system permanently through direct access, the consumer is responsible for the stranded cost or benefits at the time the consumer leaves the system. That is, the cost of the Company's mix of resources is compared to the projected market price for power and the difference is defined as stranded cost or benefit and the direct access consumer is responsible for this difference.

In the case of stranded costs, charging the departing consumer allows other utility consumers to be held harmless. In the case of stranded benefits, providing the benefit to the consumer removes any barrier to entry of competitive energy service suppliers, without harming remaining consumers. However, a key concept of Direct Access is that the consumer, once having permanently left the system, is no longer responsible for cost recovery of future company actions. The consumer has left the system and the Company



is no longer reserving its resources to serve the consumer. Accordingly, no new stranded cost or benefits are attributable to the consumer.

The Protocol, however, continues to allocate to the state generation costs for all resources, both existing and new, without regard to reduction in load due to Direct Access. This violates the no new stranded cost obligations policy. Clearly, the only equitable solution would be to remove the departing loads from the allocation methodology for new resources because the stranded cost/benefit equalization will permanently address any problem resulting from exiting consumers.

It is imperative that the Commission reject PacifiCorp's treatment of Oregon's direct access load. The effect of the Protocol is to allocate new resources to Oregon for direct access loads the Company no longer plans to meet. If this feature of the Protocol were not revised, then non-Oregon states would benefit by having a portion of the new resource available for their use and having only to pay variable cost. This feature of the Protocol, gives a "free-ride" to other states when consumers permanently depart the system for direct access.

The appropriate method for handling direct access loads is as follows:

1. Include in inter-jurisdictional allocations the loads of direct access consumers for those generation resources and contractual obligations, for the life of these resources, that were in place when either the direct access consumer left the system or when the consumer notified the company it no longer wanted the utility to plan to serve its loads; and
2. Exclude direct access loads for purposes of allocating costs of new resource and power purchase commitments made subsequent to the time the direct access consumer permanently left the PacifiCorp generation system or notified the Company to no longer plan to serve the consumer.

#### **E. Special Contracts**

Under the protocol there is likely to be conflicts over the value of the ancillary service part of a special contract. The Protocol gives the Commission with jurisdiction over a Special Contract the right to make a determination of the fair market value of the ancillary service part of a special contract. But the fair market value is not a single easily identifiable number. There is likely to be a range of values a Commission could choose as the "fair market value" and the Protocol gives no guidance as to the method to use. Is



the fair market value based on the test year used to set rates? Is it different in future test years versus historic test years? Is it based on the time the special contract was signed? If a special contract lasts for ten years, does the host jurisdiction make a finding as to the market value of those ancillary services for ten years? If it finds in four years it has undervalued those services, can it revisit the estimate of fair market value?

A Commission's decision on the terms of a special contract will have a rate impact in its state, which could be significant, and will have a rate impact in other states. A strict reading of the Protocol would suggest other states would be affected because the determination of the value of a special contract's ancillary services is assigned by the host state and other states do not have the right to assign a different value without departing from the terms of the Protocol.

In an answer to a data request, PacifiCorp stated that one state's assignment of a value for the ancillary service part of a special contract that differs from that assigned by the state with jurisdiction would not be considered departing from the terms of the protocol, but instead "represent an issue of interpretation of the Protocol that may be taken before the MSP Standing Committee by PacifiCorp or another party." See Appendix C; Response to CUB Data Request No. 3. The Coalition is not comfortable with only the possibility of a favorable result from the MSP Standing Commission as protection from another state's overvaluation of the ancillary service part of a contract.

To ensure Special Contracts are valued comparably and equitably in all PacifiCorp's jurisdiction, the Oregon Coalition has favored an independent determination of the fair market value of ancillary services. In the absence of a process allowing independent valuation, the Coalition believes the Protocol should at least expressly provide that one state's determination of the value of ancillary services is not binding on other states.

### **III. POSSIBLE SOLUTIONS**

#### **A. Hybrid Method**

To address the principles and Commission directives outlined earlier, the Coalition offers an alternate proposal for Commission consideration. This proposal is

called the Hybrid Method because it allows two control areas to dynamically allocate costs within each control area, but insulates each control area from policy decisions and load growth in the other area. In other words, the proposal is a hybrid of an allocation method that separates PacifiCorp's western control area from its eastern control area. However, within each control area, PacifiCorp's costs would be dynamically allocated across the respective states jurisdictions.

This approach reflects the reality of a limited and strained transmission network underlying the eastern and western divisions of the system already discussed above. Given that planning for system expansion is increasingly based on a divisional, rather than an integrated basis, the Hybrid Method provides a logical and equitable means of distributing the cost of new resources.

The Oregon Coalition supports the Hybrid Method. That method meets our specific goals in that it:

- Dedicates the risks and benefits of the Mid-C contracts and company-owned hydro resources to the Pacific Northwest;
- Insulates the Pacific Northwest from the upward cost pressures resulting from Utah load growth; and
- Allows the Pacific Northwest to independently pursue least cost plans and policies.

## **1. Description**

The Hybrid Method divides the generation system, for regulatory accounting purposes, into two parts-the East and West Regions. It assigns each state's load, each company-owned resource, and nearly all contracts to one of the two regions. Loads in Oregon, Washington and California are assigned to the West Region. Loads in Utah, Wyoming and Idaho are assigned to the East Region. The states in each Region would be set rates to recover the fixed and variable costs of the generating resources assigned to that Region.

This assignment of loads and resources is consistent with the location of loads and resources within the Company's two operational control areas and equitably distributes a



significant portion of the Company's production costs. Further, the Hybrid Method includes an interchange methodology that allocates costs and revenues associated with the remaining two elements of production costs - system balancing purchases/sales and interchanges deemed to be made between the two regions. The Hybrid Method also specifies a methodology by which the regions share operational reserves. Within each region, the Hybrid Method allocates costs using a dynamic, rolled-in methodology. Most of the Company's existing hydroelectric resources and the majority of long-term power purchases are assigned to the West Region. Correspondingly, the majority of existing thermal resources are assigned to the East Region. Since East Region loads are forecast to grow faster than the West Region loads, more new generation, both baseload and peaking, is anticipated in the East Control Area.

Transmission plant and firm transmission wheeling are allocated on a rolled-in basis to all states using the average of the 12 monthly coincident peak loads. This is consistent with the allocation used by the FERC in setting transmission rates for most utilities, including PacifiCorp. Allocating transmission on a rolled-in basis enables the Company to preserve the benefits of the integrated system operations.

System balancing purchases and sales include all short-term non-firm hourly wholesale transactions. System balancing transactions bring loads and resources into balance in each portion of the system and reflect the Company's ability to take advantage of opportunities related to price differences between market hubs.

The interchange accounting methodology values and allocates the costs and revenues associated with system balancing purchases/sales and interchanges deemed to be made between the two regions. The methodology estimates the volumes by netting each region's load, resources, assigned long-term and short-term firm wholesale transactions, and short-term non-firm balancing transactions. After accounting for system balancing transactions, the residual of transactions are deemed to be interchange transactions.

Market prices are used to indicate the value of the "at arm's length" interchange transactions for both the buyer and the seller. Specifically, the methodology prices interchange at the average of the seller region's highest market price and the buyer



region's lowest market price. Averaging the two allows the control areas to split the savings from the system as a whole.

The Hybrid Method is the result of several multi-state staff meetings/workshops, many conference calls, and a significant modeling effort on the part of the Company. Many other options were explored. For example, before determining the appropriate interchange accounting methodology, three different accounting methods were thoroughly explored along with three different pricing approaches. Appendix D includes a summary of how major issues are treated under the Hybrid Method as well as a list of concessions made by the Oregon Coalition in developing the method.

## **2. Benefits of the Hybrid Method**

The benefits are due to the separation of control areas for cost allocation purposes. Separating the control areas:

1. Reduces the MSP issues at the system level to asset assignment and transfer price;
2. Eliminates the issue of the slower growing West side states subsidizing the higher load growth on the East side;
3. Is consistent with PacifiCorp's current operating practices;
4. Eliminates the Hydro Endowment issue;
5. Aligns states with similar views on policy issues, including open access and fixed vs. dynamic allocations;
6. Places all special contracts, including costs and benefits of the terms and provisions, in the control area in which the state approving the contract is located. (Essentially all of the special contracts would be assigned to the East Control Area.)
7. Provides for fixing of resources on a control area basis;
8. Eliminates issue regarding Direct Access in Oregon potentially impacting East side jurisdictions;
9. Allows resource subscription to occur on a control area basis;

10. Allows each control area can pursue its own DSM policies and bear the costs and benefits of those policies; and
11. Apportions dam relicensing costs clean air costs to the Control Area to which the resource giving rise to the costs is assigned.

The rate impacts of the Hybrid Method are summarized in Table 5.

**Table 5: Forecasted Revenue Requirements using the Hybrid Method**

|        |                 | Revenue Requirement - \$Millions        |       |       |       |       |       |
|--------|-----------------|---|-------|-------|-------|-------|-------|
|        |                 | 2005-2018<br>NPV                        | 2005  | 2008  | 2011  | 2014  | 2018  |
| Oregon | Hybrid          | 8,157                                   | 810   | 992   | 1,097 | 1,173 | 1,243 |
|        | Protocol        | 8,345                                   | 836   | 988   | 1,106 | 1,220 | 1,300 |
|        | Modified Accord | 8,316                                   | 841   | 997   | 1,098 | 1,197 | 1,273 |
|        | Rolled-In       | 8,350                                   | 852   | 1,001 | 1,100 | 1,201 | 1,280 |
|        | "Fair Share"    | 8,333                                   | 846   | 999   | 1,099 | 1,199 | 1,276 |
| Utah   | Hybrid          | 14,356                                  | 1,240 | 1,596 | 1,918 | 2,238 | 2,619 |
|        | Protocol        | 14,183                                  | 1,225 | 1,609 | 1,906 | 2,180 | 2,550 |
|        | Modified Accord | 14,233                                  | 1,217 | 1,596 | 1,919 | 2,218 | 2,592 |
|        | Rolled-In       | 14,180                                  | 1,201 | 1,589 | 1,915 | 2,212 | 2,582 |
|        | "Fair Share"    | 14,206                                  | 1,209 | 1,592 | 1,917 | 2,215 | 2,587 |
|        |                 | Comparison to "Fair Share" - \$Millions |       |       |       |       |       |
| Oregon | Hybrid          | -176                                    | -36   | -7    | -2    | -26   | -33   |
|        | Protocol        | 12                                      | -10   | -11   | 7     | 21    | 24    |
|        | Modified Accord | -17                                     | -5    | -2    | -1    | -2    | -3    |
|        | Rolled-In       | 17                                      | 6     | 2     | 1     | 2     | 4     |
| Utah   | Hybrid          | 150                                     | 31    | 4     | 1     | 23    | 32    |
|        | Protocol        | -23                                     | 16    | 17    | -11   | -35   | -37   |
|        | Modified Accord | 27                                      | 8     | 4     | 2     | 3     | 5     |
|        | Rolled-In       | -26                                     | -8    | -3    | -2    | -3    | -5    |

Fair share was the result of PacifiCorp's method in its Structural Realignment Proposal in Docket UM 1001. The proposal was intended to affect each PacifiCorp jurisdiction somewhat equally from the existing disparate state allocation methods.

## B. Dynamic Alternative

In the event the Commission chooses not to adopt the Hybrid Method, the Coalition proposes a second, but less preferable alternative. This proposal dynamically allocates costs across all jurisdictions, but assigns the costs of new resources to incremental, rather than the total, load. Assigning the costs of new resources to incremental load better insulates slower growing states from the increased costs associated with meeting faster growing states' load. Also, the Coalition-supported dynamic alternative (Dynamic Alternative) applies load decrements to a hydro endowment to ensure that both the costs and the benefits of the hydro endowment are assigned to the Northwest.

The Dynamic Alternative makes several changes to PacifiCorp's Protocol. These changes are necessary to meet the objectives of the Coalition and the Commission. The major changes include:

1. The assignment of QF contracts on a state situs basis with a load decrement;
2. A hydro endowment consisting of the Company-owned hydro resources and including its Mid-C contracts, is implemented with a load decrement; and
3. The costs of incremental resources are assigned to states based on each state's incremental load.

This dynamic method of determining cost allocation factors for incremental resources is supported by the Coalition based on the understanding that this method is only used to determine state allocations. Rate design should be determined separately from state allocations. The Coalition agrees that if the Commission should adopt the Coalition's dynamic method, the Coalition members will not use or cite such adoption as the basis for support of using this methodology in establishing rates among the various rate classes. Further, the Coalition recommends the Commission find that adoption of the Coalition's methodology is solely for purposes of jurisdictional allocations.

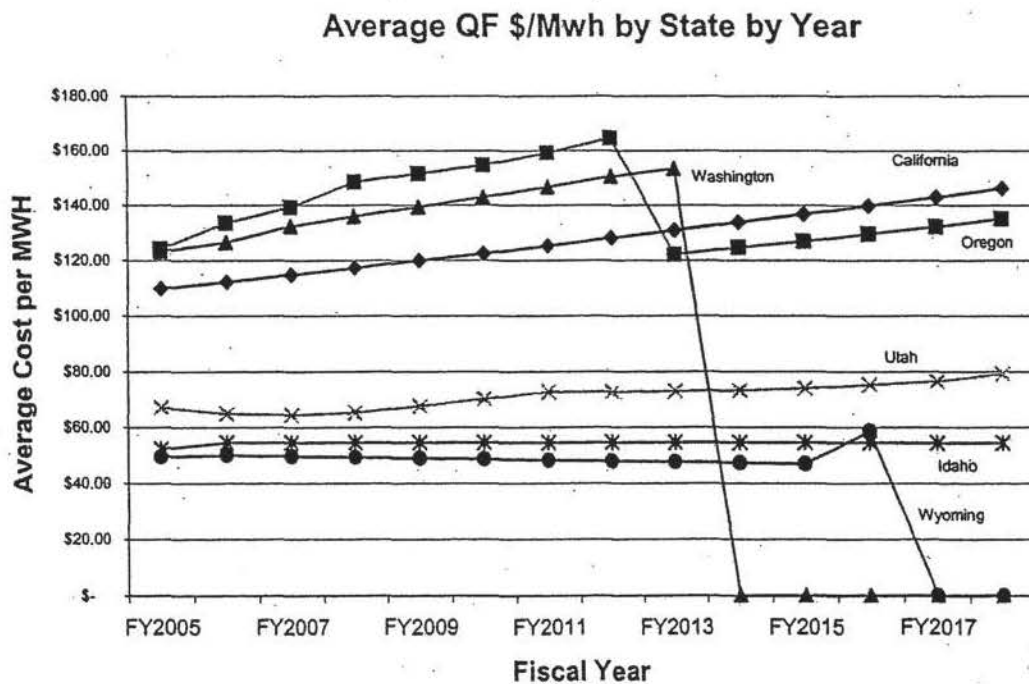


## 1. QF Contracts

Currently the costs of Qualifying Facilities (QFs) contracts are spread across PacifiCorp's system. The Protocol similarly assigns the costs of QF contracts across the states. In the Dynamic Alternative, the Coalition modifies the Protocol so that QF contracts are assigned situs with a load decrement. The effect of assigning the costs of the QF contracts on a situs basis increases Oregon's revenue requirement by \$104M (NPV 2005-2018). However, treating QF contracts as state situs is consistent with our recommended principles.

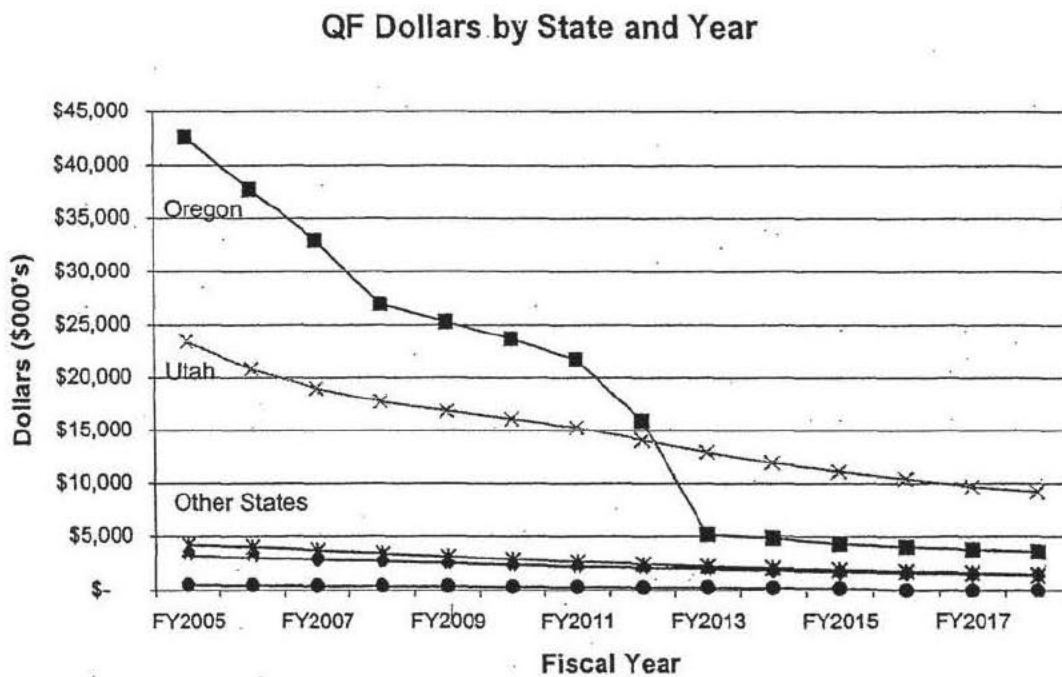
The Company is required by federal law to purchase any and all power offered by the QF at prices established by the state within which the QF is located. Each state independently determines the purchase prices, which are typically called, avoided costs. Chart 1 illustrates the average prices established by each state for existing QF contracts.

Chart 1



In addition to allocating the costs of the QF power by the state to which the QF is located, the retail load served by the Company should also be decremented by the amount of QF power. In this way, both the benefits and costs of the QF power are assigned by state. Oregon currently has more QF power than most other PacifiCorp states and the avoided costs are relatively high. Chart 2 shows the total QF dollars associated with each state's QF purchases.

**Chart 2**



As noted above, Situs assignment of QF contracts increases costs allocated to Oregon from those currently assigned in rates. See Appendix E; Summary of QF's Costs, Mwh and Average Cost per Mwh.

## 2. Hydro Endowment

The Protocol assigns the cost of the hydroelectric resources, including the Mid-C contracts to the states that originally possessed the resources prior to the Utah Power &

Light and Pacific Power & Light Merger. The Protocol also assigns an amount of power generating capability equivalent to the hydro resources (the Huntington resource) and its costs to the Utah Power & Light states. The benefit to Oregon is not being assigned Huntington costs. The benefit to the Utah Power & Light states is not being assigned the hydroelectric costs.

Thus, in the Protocol, Oregon's hydro resource benefits are directly comparable to the costs of the Huntington resources. This treatment does not capture the economic benefits of the hydroelectric resources, but merely allocates to Oregon the costs of the resources.

The Coalition's Dynamic Alternative assigns the former Pacific Power & Light states both the benefits and the costs (such as relicensing) of the Company owned hydroelectric resources and the Mid-C contracts. This is accomplished by assigning the costs directly to the respective Pacific Power & Light states (still being served, as Montana and Idaho service territories have been sold) and decrement the respective loads of those states by the expected shape and amount of power available from such resources.

The Company's owned resources and the Mid-C contracts should not be treated differently with respect to jurisdictional allocations. The Company's original Mid-C contracts, for all purposes, look like ownership shares since the utility has rights to its percentage share of any and all power available from the resources, is responsible for its share of the costs of the resources, and the contract terms match the life of the hydroelectric license. Recently some of the contracts have been renegotiated because the facility licenses were up for renewal. These new contracts still provide PacifiCorp with power at prices well below market. These power contracts would not be available to any utility that was not an original participant, directly or indirectly, in the hydroelectric projects.

To determine the appropriate peak and energy load decrement to match with the assignment of the hydroelectric resources under the Dynamic Alternative, the Company will run its power cost models, including all loads and resources (including hydroelectric resources), to obtain the economic dispatch of those resources. Once the dispatch is



known, the respective divisional hourly loads are reduced by the hourly output from the hydroelectric resources.

The Coalition has not yet taken a position yet on the allocation of the value of the reserves provided by the hydroelectric resources, such as spinning and non-spinning reserves. The value of reserves could be tied with the assignment of hydroelectric resources or spread system wide.

### 3. Treatment of New Resources

For the most part, the Protocol assigns the costs of new resources to states based on the overall percentage of total load that each state represents. (There are some minor modifications to this method, including assigning costs for seasonal resources and uneconomic state resources.) This method of assigning costs works well if each state has grown, and is expected to continue to grow, at comparable rates. This method of assigning costs is problematic if states grow at diverging rates. In the case where incremental plants are more expensive than embedded resources, the Protocol method of assigning costs shifts costs more appropriately borne by a faster growing state to the other, slower growing states.

This Coalition's Dynamic Alternative dynamically allocates costs across all jurisdictions but assigns the costs of new resources to incremental load, rather than the total load. This proposal also has the benefit of providing the appropriate pricing signals to each state with respect to the value of conservation and renewable resources. If a state acquires conservation, the state's loads will be reduced and as will its allocation of the newer pool of resource costs. Under the Protocol, the state would benefit only from changes in the average cost of all generation; that is, blending both new higher cost resources and older lower cost resources.

The Coalition is exploring the following method for assigning the costs of base and incremental resources.

### Power Resource Cost Allocation Method

1. Base Loads: FY 2002 loads, normalized for weather and adjusted for contracts that terminate and generation plants that retire after FY 2002, are the basis of Base System Resource Allocators.
2. Incremental Loads: Post-FY 2002 loads (LT-LFY 2002), are used as basis for Incremental Resource Allocators.
3. Base Resources: all "System" generating plants and wholesale contracts defined in Protocol: - existing resources (contracts and owned generation) at end of March 2002.
4. Cholla/APS: treat as "Seasonal Resource."
5. Incremental Resources: Post-FY 2002 generating plants and wholesale power contracts.
6. Hydro Endowment and QFs: System hydro and Mid-C costs assigned to Oregon, Washington and California; QFs contract costs assigned on state situs basis; Hydro endowment resources and QFs output are decremented from Base Loads to determine Base System Resource Allocators.
7. Base Resource Retirements: Reduce Base Loads by the MWh lost when generation is retired or purchase power contracts expire.
8. Base Wholesale Sales Contracts: Increase Base Loads by the MWh gained when wholesale sales contracts expire.
9. Refurbishments: Costs assigned to refurbished Base or Incremental Resources
10. Replacement Costs for Large Unexpected Plant Outages: Assigned to states based on whether plant was Base or Incremental resource.
11. Replacement Costs for Large Unexpected Plant Outages: Assigned to states based on whether the plant was Base or Additional resource.

#### **4. Direct access**

Direct access could be handled under the Dynamic Alternative by calculating stranded costs or benefits for any direct access consumer based on the resources as of FY 2002. That is, for any Oregon consumer that chose direct access, those loads would continue to be treated as PacifiCorp loads for interjurisdictional purposes. This calculation would apply even if the consumer permanently chose direct access post FY

2002. Stranded costs or benefits would not be assumed to occur from any new resource post FY 2002. In addition, direct access consumers who permanently leave PacifiCorp post FY 2002 would not have their loads included for state jurisdictional allocation purposes. This concept has the benefit of simplifying the handling of stranded costs for interstate jurisdictional purposes. More consideration of this concept is needed to ensure that non-direct access consumers within Oregon would not be harmed through its implementation.

#### **IV. COMPARISON OF PROPOSALS**

A comparison of the two Coalition proposals (the Hybrid Method and the Dynamic Alternative) and the Protocol is included as Appendix A.



## MSP Alternatives - Treatment of Issues

|                                 | Issue                                   | PacifiCorp's Protocol   | Staff's Hybrid   | Staff's Dynamic Alternative  |
|---------------------------------|---|---|--|--|
| Base Resources and Loads        | Existing Resources at end of March 2002 | Dynamic Rolled-in, coal and hydro endowment offsets   | All plants and contracts are assigned to the CAs   | Dynamic Rolled-in except System Hydro, Mid-C and QF contracts  |
|                                 | Base System                             | Dyanmic Rolled-in, SG factor  | See Above  | Dyanmic Rolled-in, SG factor (adjusted FY 2002 load)   |
|                                 | Base Seasonal (simple cycle CTs)        | Dyanmic Rolled-in, allocation based on hours of operation   | See Above  | Dyanmic Rolled-in, SG factor (adjusted FY 2002 load)   |
|                                 | Base State                              | Dynamic Rolled-in, other states' dissallowances assigned to State who created the resource.   | See Above  | Dyanmic Rolled-in, SG factor (adjusted FY 2002 load)   |
|                                 | Base Pre-merger thermal                 | Rolled in except for coal endowment   | See Above  | Dyanmic Rolled-in, SG factor (adjusted FY 2002 load)   |
| Incremental Resources and Loads | Incremental Resources, post March 2002  | See Below   | Assigned to control area with potential exceptions based on IRP and/or RFP results   | Dynamic Rolled-in, SG factor (load incremental to FY 2002)   |
|                                 | System                                  | Dyanmic Rolled-in, SG factor  | See Above  | Dynamic Rolled-in, SG factor (load incremental to FY 2002)   |
|                                 | Seasonal (simple cycle CTs)             | Dyanmic Rolled-in, allocation based on hours of operation   | See Above  | Dynamic Rolled-in, SG factor (load incremental to FY 2002)   |
|                                 | State                                   | Dynamic Rolled-in, other states' dissallowances assigned to State who created the resource.   | See Above  | Dynamic Rolled-in, other states' dissallowances assigned to State who created the resource. Both the power and cost is assigned to the state. Includes a load decrement.             |
|                                 | All Resources                           |   |  |  |
|                                 | Transmission classification (T/D)       | Retain current classification of transmission assets  | Retain current classification of transmission assets   | Retain current classification of transmission assets   |
|                                 | Access to Markets                       | Full Access   | East has Mid-C market = lesser of 78% of AMPs line capacity or 100% of System balancing transactions at Mid-C  | Full Access  |
|                                 | Special Contracts                       | Situs assignment of special contract revenues and load; value of ancillary services determined by the Commission with jurisdiction and allocated system-wide by SG factor | Situs assignment of special contract revenues and load; value of ancillary services determined by the 3rd party, cost of ancillary services allocated to the CA  | Same, except value of ancillary services determined by independent 3rd party, paid for by Company; cost of ancillary services allocated to CA  |
|                                 | SCE Contract                            | Rolled in   | 50% of revenues and costs assigned to each CA  | Base tier contract   |
|                                 | Cholla/APS                              | Treated as seasonal resource  | Assigned to East CA  | Treated as seasonal (Base) resource  |
|                                 | Exchange Contracts                      | Not needed  | Both receipts and deliveries of power are assigned to CA with delivery responsibility; return energy fills any CA short position first, with any excess sold at the highest market and revenue credited to delivering CA | Not needed   |
|                                 | Value of Operating Reserves             | Not needed  | Reserves provided to the East by West hydro resources are priced at the Company's FERC OV-11 tariff; credit to East for PPL-Wyoming portion  | Not needed   |
|                                 | Transfer Pricing/Interchange Accounting | Not needed  | Interchange calculated after system balancing transactions are assigned or allocated, and priced at average of seller's market max and buyer's market min  | Not needed   |
|                                 | Within Region Allocation                | N/A   | Dynamic, Rolled-in   | N/A  |
|                                 | System Hydro                            | Fuel offset, no load decrement  | Assigned to Control area, dynamic allocation   | Assigned to PPL states, load decrement   |
|                                 | Mid-C Contracts                         | Fuel offset, no load decrement  | Assigned to Control area, dynamic allocation   | Assigned to PPL states, load decrement   |
|                                 | Coal Endowment                          | Huntington costs assigned to UPL states, no load decrement  | N/A - All plants are assigned to CA  | N/A - All Plants assigned to appropriate tier  |
|                                 | QFs                                     | Treated as System Resource (See Above)  | Assigned to Control area, dynamic allocation   | Assigned situs, load decrement   |
|                                 | Direct Access                           | Metered Load used to set allocation factors   | Metered load used to set allocation factors within CA. For new resources and power purchase agreements with fixed costs, the SG factor would not include direct access loads   | Metered load used to set allocation factors within CA. For incremental resources and power purchase agreements with fixed costs, the SG factor would not include direct access loads |
|                                 | DSM                                     | Costs assigned situs, benefits allocated system-wide  | Costs assigned situs, benefits allocated system-wide   | Costs assigned situs, benefits allocated system-wide   |
|                                 | Sales for resale firm                   | Allocated on SG factor  | Allocated within region  | Assigned to Base and Incremental tiers, allocated system-wide  |
|                                 | Sales for resale non-firm               | Allocated on SE factor  | Allocated within region  | Assigned to Base and Incremental tiers, allocated system-wide  |
|                                 | East - West Load Split                  | N/A   | by Control Area(CA): East - Idaho, Utah, Wyoming; West - California, Oregon, Washington  | N/A  |
|                                 | East - West Existing Resource Split     | N/A   | Pre-merger generation and contracts assigned by CA; Post-merger by POD/CA  | N/A  |
|                                 | Dave Johnston & Wyodak Adjustment       | N/A   | None   | N/A  |



**Estimated Impact on Oregon of Increasing Utah's Loads by 1% and of Utah's Load Growth Being Greater Than the Non-Utah Average**

|      | (a)                         | (b)   | (c)     | (d)   | (e)   | (f)   | (g)   | (h)   | (i)  | (j)  | (k)  |
|------|-----------------------------|-------|---------|---|---|---|---|---|--|--|--|
|      | <u>Load Forecasts (MWa)</u> |       |         | System's<br>burden from<br>UT+1%<br>(\$x1000) | <u>Under Base Case Protocol</u>             |   | UT load<br>given<br>non-UT<br>growth<br>(MWa) | Ratio of UT's<br>load increase<br>above non-UT<br>growth level vs<br>load plus 1% | Oregon's<br>burden from<br>UT's higher<br>growth rate<br>(\$x1000) | Oregon's Base<br>Case Rev Req<br>under Protocol<br>(\$x1000) | Oregon's<br>burden from<br>UT's higher<br>growth rate<br>(%) |
| Year | Non-UT                      | UT    | UT + 1% |   | Utah's<br>burden from<br>UT+1%<br>(\$x1000) | Oregon's<br>burden from<br>UT+1%<br>(\$x1000) |   |   |  |  |  |
| 2004 | 3608                        | 2540  |         |   |   |   |   |   |  |  |  |
| 2005 | 3686                        | 2682  | 2709    | 9,060   | 8,055                                       | 530   | 2577  | 3.91  | 2,071  | 835,969  | 0.25   |
| 2006 | 3703                        | 2788  | 2816    | 9,867   | 8,976                                       | 469   | 2615  | 6.21  | 2,912  | 883,184  | 0.33   |
| 2007 | 3745                        | 2899  | 2928    | 12,569  | 10,771                                      | 949   | 2653  | 8.48  | 8,047  | 938,157  | 0.86   |
| 2008 | 3800                        | 3022  | 3052    | 13,079  | 11,461                                      | 852   | 2692  | 10.92   | 9,303  | 988,212  | 0.94   |
| 2009 | 3838                        | 3133  | 3164    | 14,841  | 12,811                                      | 1024  | 2731  | 12.82   | 13,125   | 1,037,725  | 1.26   |
| 2010 | 3856                        | 3253  | 3286    | 16,038  | 13,781                                      | 1134  | 2771  | 14.80   | 16,789   | 1,082,605  | 1.55   |
| 2011 | 3908                        | 3373  | 3407    | 15,652  | 13,902                                      | 886   | 2812  | 16.63   | 14,737   | 1,108,373  | 1.33   |
| 2012 | 3983                        | 3501  | 3536    | 15,844  | 14,473                                      | 692   | 2853  | 18.51   | 12,806   | 1,153,228  | 1.11   |
| 2013 | 4049                        | 3612  | 3648    | 16,237  | 14,828                                      | 711   | 2895  | 19.85   | 14,116   | 1,191,990  | 1.18   |
| 2014 | 4126                        | 3733  | 3770    | 16,602  | 15,241                                      | 684   | 2937  | 21.32   | 14,580   | 1,220,183  | 1.19   |
| 2015 | 4174                        | 3855  | 3894    | 17,260  | 15,750                                      | 769   | 2980  | 22.69   | 17,450   | 1,245,167  | 1.40   |
| 2016 | 4264                        | 3991  | 4031    | 17,742  | 16,280                                      | 744   | 3024  | 24.23   | 18,029   | 1,277,503  | 1.41   |
| 2017 | 4336                        | 4112  | 4153    | 18,479  | 16,981                                      | 759   | 3068  | 25.39   | 19,268   | 1,307,272  | 1.47   |
| 2018 | 4422                        | 4252  | 4295    | 19,272  | 17,711                                      | 785   | 3113  | 26.79   | 21,027   | 1,300,087  | 1.62   |
|      | 1.46%                       | 3.75% |         | \$111,844                                     | \$99,920                                    | \$6,115                                       | 1.46%   |   | \$89,745   | \$8,346,647  | 1.08   |
|      | Average Growth Rates        |       |         | 8.823% NPV                                    | 8.823% NPV                                  | 8.823% NPV                                    | Average                                       |   | 8.823% NPV   | 8.823% NPV   | 8.823% NPV   |
|      |                             |       |         | \$181,093                                     | \$162,522                                   | \$9,491                                       | Growth  |   | \$154,415  | \$13,318,854   | 1.16   |
|      |                             |       |         | 2% NPV  | 2% NPV                                      | 2% NPV  | Rate  |   | 2% NPV   | 2% NPV   | 2% NPV   |

**Conclusions from the Fourteen-Year Modeling Period (Employing Base Case Protocol)**

|     |  | 8.823% NPV | 2% NPV    |
|-----|--|------------|-----------|
| (1) | Utah's percentage share of increased costs of its load being 1% greater than projected:                  | 89%        | 90%       |
| (2) | Oregon's percentage share of cost of Utah's load being 1% greater than projected:                        | 5.5%       | 5.2%      |
| (3) | Increased cost to Oregon of Utah's growth rate exceeding the non-Utah system average (x1000):            | \$89,745   | \$154,415 |
| (4) | Percentage rev. req. increase in Oregon due to Utah's growth rate exceeding the non-Utah system average: | 1.08%      | 1.16%     |

**Sources, formulas, assumptions:**

(a), (b), (d), (e), (f), (j): PacifiCorp data replicated in OPUC Staff study.

(c): (b) x 1.01

(g): {(b-1) x 1.0146}, where (b-1) is the previous year's value of (b) and 1.46% is the average non-Utah system forecasted load growth rate.

(h): {(b)-(g)} / {-(b)}

(i): (h) x (f) Assumption: There is a linear relationship between the increase in Utah's loads and the cost burden of those increases that are borne by Oregon.

(k): {(i) / (j)} x 100

(1): {Column (e) NPV} / {Column (d) NPV}

(2): {Column (f) NPV} / {Column (d) NPV}

(3): Column (i) NPV

(4): {Column (i) NPV} / {Column (j) NPV}

(89% was the bottom-line answer supplied by PacifiCorp to OPUC Staff Data Request No. 15)

PacifiCorp/UM 1050  
October 24, 2003  
CUB Data Request No. 3

### CUB Data Request No. 3

The proposed protocol (Section VIII) states that the Commission with jurisdiction over a Special Contract will make a determination of the fair market value of a Customer Ancillary Service Contract attributes of a Special Contract.

- A. Before this filing the Company represented that if the Oregon Commission disagreed with another Commission's determination of fair market value, it would be free to disallow those costs as imprudent. Such a right is critical to insure that states do not overvalue ancillary services in order to shift the cost of economic development to other states. Why was the decision made to not incorporate this critical feature from the protocol?
- B. Section XIII of the protocol require that "prior to departing from the terms of the Protocol" any Commission "will endeavor to cause their concerns to be presented at meetings of the MSP Standing Committee and interested parties from all States..." Because the Protocol delegates the decision over the fair market value of the special contract to the host state, wouldn't a decision by the Oregon Commission setting a separate fair market value be considered "departing from the terms of the Protocol?"
- C. If PacifiCorp signs a special contract with an industrial customer, but the host state decides that the fair market value of the ancillary services is significant higher than PacifiCorp proposed, what options would the Oregon Commission have to disallow costs under the protocol if Oregon believes that the Company valued the ancillary services correctly, but that the host state inflated that value? If such a disallowance must be based on imprudence, how in this scenario was PacifiCorp imprudent?

### Response to CUB Data Request No. 3

- A. The Protocol does allow a Commission to disagree with another Commission's determination of fair market value in that the Protocol does not alter a Commission's authority to determine that specific PacifiCorp costs were imprudent. PacifiCorp would not agree that a Commission is 'free' to make such findings; a decision that a particular cost was imprudent must be based on sufficient evidence. Under the Protocol, each Commission agrees that it will determine discounts for Customer Ancillary Service Attributes based on a finding of the fair market value of those attributes and not based on economic development or other considerations. Commissions agree that they will accept situs allocation of discounts which are greater than the fair market value of Customer Ancillary Service Attributes. A Commission approving a Special Contract with discounts for Customer Ancillary Service Attributes should make a



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finding regarding the fair market value of those Attributes. Other Commissions should give weight to those findings but are not bound by them.

- B. If the Oregon Commission were to disagree with another Commission regarding the fair market value of Customer Ancillary Service Attributes, the Oregon Commission would not be departing from the terms of the Protocol. Such a conclusion would not, by itself, require the prior approval of the MSP Standing Committee. As a corollary to this hypothetical Commission conclusion, however, the Oregon Commission would presumably be concluding that the Commission that approved the contract had not, in fact, based the discount on the fair market value of the Customer Ancillary Service Attributes. The disagreement between the two states would represent an issue of interpretation of the Protocol that may be taken before the MSP Standing Committee by PacifiCorp or another party to the MSP process.
- C. In the given example PacifiCorp would not be imprudent. The Oregon Commission should, in this example, bring an issue of interpretation before the MSP Standing Committee. PacifiCorp hopes and expects that this situation will not occur frequently. PacifiCorp expects the Protocol to substantially reduce disagreements regarding special contract discounts because it would clarify the standards used to judge the circumstances under which discounts should be allocated system-wide. Previously, all discounts for interruptible contracts were allocated system-wide whether or not a Commission had made a finding regarding the value of the interruptibility.

## MSP - Hybrid Assumptions

| <u>Issue</u>  | <u>Hybrid Treatment</u>   |
|---|---|
| East - West Load Split  | by Control Area(CA): East - Idaho, Utah, Wyoming; West - California, Oregon, Washington   |
| East - West Existing Resource Split   | Pre-merger generation and contracts assigned by CA;<br>Post-merger by POD/CA  |
| Dave Johnston & Wyodak Adjustment<br>New Resources  | None<br>Assigned to CA  |
| Transmission classification (T/D)   | Retain current classification of transmission assets  |
| Access to Markets   | East has Mid-C market = lesser of 78% of AMPs line capacity or 100% of System balancing transactions at Mid-C<br><br>Situs assignment of special contract revenues and load; value of ancillary services determined by independent 3rd party, paid for by Company; cost of ancillary services allocated to CA |
| Special Contracts   |   |
| SCE Contract  | 50% of revenues and costs assigned to each CA   |
| Cholla/APS  | Assigned to East CA   |
| Exchange Contracts  | Both receipts and deliveries of power are assigned to CA with delivery responsibility; return energy fills any CA short position first, with any excess sold at the highest market and revenue credited to delivering CA  |
| Value of Operating Reserves   | Reserves provided to the East by West hydro resources are priced at the Company's FERC OV-11 tariff; credit to East for PPL-Wyoming portion<br><br>Interchange calculated after system balancing transactions are assigned or allocated, and priced at average of seller's market max and buyer's market min  |
| Transfer Pricing/Interchange Accounting   |   |
| Within Region Allocation  | Dynamic, Rolled-in  |
| Concessions included in above Hybrid treatment of issues:   |   |
| <ul style="list-style-type: none"> <li>- no recognition of CA pre-merger plant cost and size differentials</li> <li>- includes of credit to East CA for PPL-Wyoming portion of reserves provided by pre-merger West Hydro Resources</li> <li>- includes higher % assignment of AMPs line capacity to the East CA</li> <li>- includes of 50-50 split of SCE contract, when an argument can be made for a West-95%/East-5% split</li> <li>- with largest Exchange contract in the East, selling excess return energy at highest market provides benefits to East</li> </ul> |   |

Summary of QF's Costs, Mwh and Average Cost per Mwh  
(Based on Response to OPUC Data Request 5a)

| State                  | FY2005        | FY2006       | FY2007       | FY2008       | FY2009       | FY2010       | FY2011       | FY2012       | FY2013       | FY2014       | FY2015       | FY2016       | FY2017       | FY2018       |
|------------------------|---------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| <b>California</b>      |               |              |              |              |              |              |              |              |              |              |              |              |              |              |
| QF Dollars             | \$ 3,488.00   | \$ 3,568.00  | \$ 3,645.00  | \$ 3,726.00  | \$ 3,809.00  | \$ 3,893.00  | \$ 3,980.00  | \$ 4,068.00  | \$ 4,159.00  | \$ 4,252.00  | \$ 4,347.00  | \$ 4,444.00  | \$ 4,543.00  | \$ 4,644.00  |
| Total MWH              | 31,790        | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       | 31,790       |
| \$/MWH                 | \$ 109.73     | \$ 112.16    | \$ 114.65    | \$ 117.20    | \$ 119.80    | \$ 122.47    | \$ 125.19    | \$ 127.98    | \$ 130.83    | \$ 133.75    | \$ 136.73    | \$ 139.78    | \$ 142.91    | \$ 146.10    |
| 14 Year NPV QF Dollars | \$ 30,841.70  |              |              |              |              |              |              |              |              |              |              |              |              |              |
| <b>Oregon</b>          |               |              |              |              |              |              |              |              |              |              |              |              |              |              |
| QF Dollars             | \$ 46,378.00  | \$ 44,648.00 | \$ 42,470.00 | \$ 37,751.00 | \$ 38,537.00 | \$ 39,340.00 | \$ 39,225.00 | \$ 31,233.00 | \$ 11,066.00 | \$ 11,222.00 | \$ 10,910.00 | \$ 11,140.00 | \$ 11,375.00 | \$ 11,615.00 |
| Total MWH              | 373,506       | 334,380      | 305,208      | 254,468      | 254,468      | 254,468      | 246,488      | 189,843      | 90,666       | 89,995       | 85,977       | 85,977       | 85,977       | 85,977       |
| \$/MWH                 | \$ 124.17     | \$ 133.52    | \$ 139.15    | \$ 148.35    | \$ 151.44    | \$ 154.80    | \$ 159.14    | \$ 164.52    | \$ 122.05    | \$ 124.70    | \$ 126.89    | \$ 129.57    | \$ 132.30    | \$ 135.09    |
| 14 Year NPV QF Dollars | \$ 252,389.48 |              |              |              |              |              |              |              |              |              |              |              |              |              |
| <b>Washington</b>      |               |              |              |              |              |              |              |              |              |              |              |              |              |              |
| QF Dollars             | \$ 2,624.00   | \$ 2,693.00  | \$ 1,856.00  | \$ 1,903.00  | \$ 1,952.00  | \$ 2,003.00  | \$ 2,055.00  | \$ 2,107.00  | \$ 1,834.00  | \$ -         | \$ -         | \$ -         | \$ -         | \$ -         |
| Total MWH              | 21291         | 21291        | 14013        | 14013        | 14013        | 14013        | 14013        | 14013        | 11957        | -            | -            | -            | -            | -            |
| \$/MWH                 | \$ 123.24     | \$ 126.49    | \$ 132.42    | \$ 135.83    | \$ 139.33    | \$ 142.93    | \$ 146.81    | \$ 150.40    | \$ 153.35    | \$ -         | \$ -         | \$ -         | \$ -         | \$ -         |
| 14 Year NPV QF Dollars | \$ 13,032.58  |              |              |              |              |              |              |              |              |              |              |              |              |              |
| <b>Utah</b>            |               |              |              |              |              |              |              |              |              |              |              |              |              |              |
| QF Dollars             | \$ 25,475.00  | \$ 24,655.00 | \$ 24,476.00 | \$ 24,859.00 | \$ 25,675.00 | \$ 26,877.00 | \$ 27,608.00 | \$ 27,693.00 | \$ 27,705.00 | \$ 27,814.00 | \$ 28,125.00 | \$ 28,675.00 | \$ 29,085.00 | \$ 30,108.00 |
| Total MWH              | 380,000       | 380,000      | 380,000      | 381,105      | 380,000      | 380,000      | 380,000      | 381,105      | 380,000      | 380,000      | 380,000      | 381,105      | 380,000      | 380,000      |
| \$/MWH                 | \$ 67.04      | \$ 64.88     | \$ 64.41     | \$ 65.23     | \$ 67.57     | \$ 70.20     | \$ 72.65     | \$ 72.67     | \$ 72.91     | \$ 73.19     | \$ 74.01     | \$ 75.24     | \$ 76.54     | \$ 79.23     |
| 14 Year NPV QF Dollars | \$ 208,470.33 |              |              |              |              |              |              |              |              |              |              |              |              |              |
| <b>Idaho</b>           |               |              |              |              |              |              |              |              |              |              |              |              |              |              |
| QF Dollars             | \$ 4,575.00   | \$ 4,777.00  | \$ 4,777.00  | \$ 4,777.00  | \$ 4,777.00  | \$ 4,777.00  | \$ 4,777.00  | \$ 4,777.00  | \$ 4,777.00  | \$ 4,772.00  | \$ 4,771.00  | \$ 4,771.00  | \$ 4,727.00  | \$ 4,495.00  |
| Total MWH              | 87,408        | 87,851       | 87,851       | 87,851       | 87,851       | 87,851       | 87,851       | 87,851       | 87,851       | 87,560       | 87,530       | 87,530       | 86,811       | 82,555       |
| \$/MWH                 | \$ 52.34      | \$ 54.50     | \$ 54.50     | \$ 54.50     | \$ 54.50     | \$ 54.50     | \$ 54.50     | \$ 54.50     | \$ 54.50     | \$ 54.51     | \$ 54.51     | \$ 54.51     | \$ 54.45     | \$ 54.45     |
| 14 Year NPV QF Dollars | \$ 37,272.45  |              |              |              |              |              |              |              |              |              |              |              |              |              |
| <b>Wyoming</b>         |               |              |              |              |              |              |              |              |              |              |              |              |              |              |
| QF Dollars             | \$ 597.00     | \$ 602.00    | \$ 598.00    | \$ 594.00    | \$ 590.00    | \$ 586.00    | \$ 581.00    | \$ 577.00    | \$ 574.00    | \$ 570.00    | \$ 566.00    | \$ 84.00     | \$ -         | \$ -         |
| Total MWH              | 12,048        | 12,048       | 12,048       | 12,048       | 12,048       | 12,048       | 12,048       | 12,048       | 12,048       | 12,048       | 12,048       | 1,434        | -            | -            |
| \$/MWH                 | \$ 49.55      | \$ 49.97     | \$ 49.63     | \$ 49.30     | \$ 48.97     | \$ 48.64     | \$ 48.22     | \$ 47.89     | \$ 47.64     | \$ 47.31     | \$ 46.98     | \$ 58.58     | \$ -         | \$ -         |
| 14 Year NPV QF Dollars | \$ 4,065.42   |              |              |              |              |              |              |              |              |              |              |              |              |              |

Staff/102  
Hellman/79

Exhibit PAC/404  
Duvall/80



## MEMORANDUM

February 24, 2004

TO: MSP PARTICIPANTS

FROM: GEORGE GALLOWAY AND JUSTIN BOOSE

RE: Mid-Columbia Hydroelectric Projects

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This memorandum discusses the history of the four non-federal Mid-Columbia Hydroelectric projects that include the Priest Rapids dam, Wanapum dam, Wells dam and the Rocky Reach dam and the nature of PacifiCorp's entitlement to power from the projects.

## **I. Priest Rapids Project**

### **A. Basic Project Description**

The Priest Rapids Project consists of two separate but adjacent dams (Priest Rapids and Wanapum) located in central Washington on the Columbia River upstream from the Hanford Nuclear Reservation and owned and operated by Grant County PUD No. 2 ("Grant County")<sup>1</sup>. The Priest Rapids dam, consisting of ten power generation units with a total nameplate capacity of 788.5 MW, was constructed between August 1956 and September 1961. It was financed with a June 1959 bond issuance of \$166 million covering 49.5 years at 3.98 percent interest.

The Wanapum dam, consisting of ten power generation units with a total nameplate capacity of 831.25 MW was financed with a June 1959 bond issuance of \$195 million for 50 years at 4.9 percent interest. Construction occurred between January 1959 and September 1963.

The Priest Rapids Project was originally planned by the US Army Corp of Engineers as part of a comprehensive plan for flood control, navigation and power production on the Columbia River in response to the disastrous Vanport flood of 1948. In the Flood Control Act of 1950, Congress authorized the Corp of Engineers to proceed with the project.<sup>2</sup> Subsequently, the project was discontinued by the federal government because funds for its construction were not appropriated by Congress.

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<sup>1</sup> Except as indicated otherwise, references herein to the Priest Rapids Project include both dams.

<sup>2</sup> See Section 204 of the Flood Control Act of 1950 (Public Laws 516, Laws of the 81st Cong, 2d Sess, c 188, 64 Stat 170, 179).

## **B. Background History**

In 1952, Grant County applied to the Federal Power Commission ("FPC")<sup>3</sup> for authority to pursue development of the project. In 1954, Congress enacted Public Law 544,<sup>4</sup> which amended the Flood Control Act of 1950 to permit Grant County to undertake construction and operation of the project. Section 6 of Public Law 544 requires Grant County to "offer a reasonable portion of the power capacity and a reasonable portion of the power output of the project for sale within the economic market area in neighboring States."

In 1955, Grant County obtained a 50-year license from the FPC to construct and operate the Priest Rapids Project.<sup>5</sup> The license incorporates the requirements of Public Law 544, as well as the Federal Power Act, and contains various non-power related provisions and requirements.

## **C. Project Financing and Disposition**

Grant County financed the costs of construction by issuing separate revenue bonds for each project. Initially, Grant County bore the construction "dry hole" risk associated with the project, with the understanding that revenues from power sales would be used to repay the bonds.<sup>6</sup> At the time, there were no disputes concerning entitlement to output from the projects. To the contrary, there was concern as to whether adequate interest from potential purchasers would exist to support the financial obligations being undertaken by Grant County:

"In 1954, when Pub. L. 83-544 was enacted, there was no concern or controversy over how to limit access to the proposed project's power. The proposed Priest Rapids Project would be capable of generating an enormous amount of power in relation to its potential service territory. The focus of the project's advocates was on securing enough customers for the project's output to ensure its

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<sup>3</sup> The FPC is the predecessor to the Federal Energy Regulatory Commission ("FERC").

<sup>4</sup> Public Law 83-544, Laws of 83rd Cong, 2d Sess, c 589, 68 Stat 573.

<sup>5</sup> Project License No. 2114, 14 FPC 1067, 1955 WL 3223 (1955).

<sup>6</sup> Priest Rapids FERC License Renewal Application (Oct. 2003) at 6.



financing and construction; no one was focusing on how to restrict potential customers. Indeed, in that era the developers of the Priest Rapids Project actively sought (unsuccessfully) to enlist customers in Idaho".<sup>7</sup>

The pool of prospective purchasers was limited by existing transmission technology, which limited the effective transmission range to 250 miles from the project.<sup>8</sup> In 1955, Grant County sent solicitations to various potential purchasers in the Pacific Northwest, consisting of seven investor owned utilities, eight municipalities, eighteen public utility districts, the Northwest Public Power Association, and to rural electric cooperatives and grange associations in Oregon, Washington, and Idaho.<sup>9</sup>

Concurrent with the first bond issuance for the Priest Rapids dam in 1956, Grant County entered into twelve power sales contracts with the owners of various public and private electric utility systems, including PacifiCorp, whereby the purchasers each agreed to purchase a percentage share of the output of the Priest Rapids dam (63.5 percent in total) in exchange for paying a proportionate share of the project costs. The purchasers also received options to purchase a proportionate share of the output from the Wanapum dam when constructed. Ultimately, nine of the original purchasers, including PacifiCorp, exercised options to acquire a share of the output from the Wanapum Dam. The Priest Rapids agreements expire in 2005, and the Wanapum agreements in 2009.

Grant County retained 36.5 percent of both projects for its own power needs. The percentage allotments among the purchasers were "carefully determined by [Grant County's] engineers based upon the productivity of the development in attempted compliance with the

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<sup>7</sup> See *Kootenai Electric Cooperative et al.*, 82 FERC ¶ 61,112 at 61,401 (1998).

<sup>8</sup> *Id.* at 61,399.

<sup>9</sup> *Id.* at 61,401 n 91.

[reasonable portion] requirement of Public Law 544.”<sup>10</sup>

#### **D. Priest Rapids Litigation**

In 1995, a group of Idaho power cooperatives filed a complaint with FERC seeking entitlement to a share of the capacity and output from the Priest Rapids Project in connection with the upcoming relicensing of the project. They claimed entitlement to a portion of the project output in accordance with Section 6 of Public Law 544.<sup>11</sup> The complaint proceeding focused on the meaning of the phrases “reasonable portion” and “economic market area in neighboring states” as used in that legislation.

FERC determined that Congress intended the grant of entitlement under PL-544 to be inclusive rather than exclusive. Although the statute refers to “neighboring states,” the legislative history is full of references indicating that the projects should benefit purchasers broadly throughout the Pacific Northwest.<sup>12</sup> FERC equated the project’s “economic market area” as extending to interested purchasers throughout the region generally:

“Thus, even if, *arguendo*, Washington, Utah, Wyoming, and Nevada were determined to be outside the scope of the “other states in the economic marketing area” within the meaning of Section 6, there is nothing in Section 6 or anywhere else in the statute or its legislative history that would *preclude* us from allowing power marketing agencies in those states from participating in the allocation of power from the project as long as the power marketing agencies in the other states were to receive a “reasonable portion” of that power. [Emphasis supplied] <sup>13</sup>

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<sup>10</sup> *Merritt-Chapman & Scott Corp. v. Public Utility Dist. No. 2 of Grant County, Wash.*, 319 F2d 94 (2nd Cir 1963), *cert den* 374 US 968 (1964). This case, involving a dispute between Grant County and the contractor that constructed the Priest Rapids dam, contains a useful background summary concerning the project’s development.

<sup>11</sup> See *Kootenai Electric Cooperative et al.*, 82 FERC ¶61,112. Section 6 of Public Law 544 affords FERC authority, in the event of a disagreement, to “determine and fix the applicable portion of power capacity and power output to be made available.”

<sup>12</sup> *Id.* at 61,399.

<sup>13</sup> *Id.* at 61,112. Apparently, investor-owned utilities were considered “power marketing agencies” as that term is used in Public Law 544.

With respect to determining a “reasonable portion” of the output to be offered for sale, FERC held that Grant County was entitled to retain 70 percent of the output for its own needs, and that the remaining 30 percent should be marketed according to market-based pricing principles with some meaningful priority available to the participants in the proceeding. Based on FERC’s decision, Grant County entered into a series of contracts with the original purchasers and the Idaho cooperative that will take effect upon expiration of the original power sales agreements, assuming that a renewal license is issued to Grant County.<sup>14</sup> In addition to providing certain rights with respect to the 30 percent “reasonable portion,” those agreements provide for sales of portions of Grant County’s reserved share that exceed its requirements during the early years of the renewal term.

#### ***E. PacifiCorp’s Contractual Rights and Obligations***

PacifiCorp is party to a power sales contract dated May 22, 1956 with Grant County for a share of the Priest Rapids dam output, which expires on October 31, 2005. The agreement references Grant County’s responsibility under Public Law 544 to make a reasonable portion of the output available for sale to neighboring states, and provides that purchases are being made “solely from the gross revenues of [PacifiCorp’s] light and power system, for the benefit of consumers in the State of Oregon[.]”<sup>15</sup>

PacifiCorp currently receives 13.9 percent of the Priest Rapids dam output in exchange

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<sup>14</sup> FERC’s order was directed to any applicant for a renewal license for the Priest Rapids Project. In January, 2004, Grant filed a 39 volume, 12,000 page application for a renewal of the license in which it states that it intends to spend \$790 Million on fish mitigation measures during the term of the new license. It appears that no other entity will seek to compete for the new license, but that there will be stiff opposition from fishery advocacy groups. Operations of the Project impact the Hanford reach of the Columbia River which provides spawning habitat for 80 percent of the River’s fall chinook salmon run.

<sup>15</sup> Priest Rapids Power Sales Agreement, § 3(a).



for paying 13.9 percent of the annual power costs, defined as all costs arising from the ownership, operation and maintenance of the project.

PacifiCorp is party to a substantially similar power sales contract with Grant County for a share of the Wanapum dam output. The agreement also references Grant County's "reasonable portion" obligation under Public Law 544 and provides that purchases are being made "solely from the gross revenues of [PacifiCorp's] light and power system, for the benefit of consumers in the states of Oregon and Washington[.]"<sup>16</sup>

The Wanapum power sales agreement is dated June 22, 1959 and expires October 31, 2009. PacifiCorp currently receives an 18.7 percent share of the Wanapum dam output in exchange for paying 18.7 percent of the annual power costs. Both the Priest Rapids and Wanapum agreements provide PacifiCorp with a right of first refusal to purchase a proportionate share of the project output following termination of the original agreements.

In December 2001, PacifiCorp entered into three agreements with Grant County to purchase certain power products from the Priest Rapids Project upon expiration of the original power sales agreements; namely, a Product Sales Contract, an Additional Product Sales Contract and a Reasonable Portion Power Sales Contract. Each of these agreements remain in effect until the expiration of the renewal project license, if obtained by Grant County, or until such time as Grant County no longer has the authority to market output from the project.

Under the Product Sales Agreement, PacifiCorp is entitled to purchase a share of the surplus product and the displacement product from the Priest Rapids Project. The surplus product is defined as that portion of Grant County's reserved share that exceeds its load forecast. For this product PacifiCorp will pay a proportionate share of the project costs. The displacement

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<sup>16</sup> Wanapum Power Sales Agreement, § 3(a).

product is defined as a portion of Grant County's reserved share that would be required by Grant County to meet load, but for Grant County's purchase of other displacing resources. For this product, PacifiCorp pays an amount equal to Grant County's costs for purchasing the displacing resources.

Under the Additional Product Sales Agreement, PacifiCorp is entitled to purchase a share of the non-firm generation available to Grant County from the project, in exchange for payment of a proportionate share of the project costs.

Under the Reasonable Portion Power Sales Contract, PacifiCorp pays a share of the costs associated with the "reasonable portion" of the project output, and receives a share of the proceeds from the sale of the reasonable portion by Grant County at market-based rates. PacifiCorp has the option to take energy and capacity from Grant County in lieu of the sales proceeds.

Each of the renewal agreements provides that PacifiCorp shall ensure that products it receives "are not sold, resold, distributed for use or used outside the Pacific Northwest in violation of the Bonneville Project Act, Public Law 75-329, the Pacific Northwest Consumer Power Preference Act, Public Law 88-552, the [Pacific Northwest Electric Power Planning and Conservation Act, Public Law 96-501, "Regional Act"] or in contravention of any applicable state or federal law, order, regulation or policy. If such sales occur in violation of the foregoing, [PacifiCorp] shall reimburse [Grant County] for any penalties imposed on or cost incurred by [Grant County] as a consequence of such violation."<sup>17</sup> However, unlike the original agreements,

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<sup>17</sup> See, e.g., Priest Rapids Product Sales Contract, § 24(a). The referenced statutes restrict the resale or distribution of BPA power by certain purchasers under certain circumstances. Pursuant to the Bonneville Project Act, preference is to be afforded to Northwest entities in acquiring BPA power and BPA is limited in its ability to sell power outside of the Region. Pursuant to Subsection 5(b) of the Regional Act, BPA is required to serve the net Regional

none of the renewal agreements state that the power would be for the benefit of consumers in particular PacifiCorp jurisdictions.<sup>18</sup>

## II. Rocky Reach Project

### A. Basic Project Description

The Rocky Reach hydroelectric project is located near Wenatchee, Washington and is owned and operated by Public Utility District No. 1 of Chelan County ("Chelan County"). Like Priest Rapids, the Rocky Reach project was originally planned by the Army Corp of Engineers for flood control and power production; however, it was not part of the Flood Control Act of 1950 and is not subject to the provisions of Public Law 544. The Rocky Reach project originally consisted of seven power generation units that were constructed between 1956 and 1961. It was financed by a construction bond issuance of \$23.1 million in 1956 and a completion bond issuance of \$250 million in 1958. An additional four generation units, were constructed between 1969 and 1971 to take advantage of stored water releases from upstream reservoirs. The addition was financed by a 1968 revenue bond issuance of \$40 million. The combined total output from the project is 1213.15 MW.

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requirements of Northwest entities. The referenced statutes do not appear to apply to the renewal agreements since the power products being purchased by PacifiCorp are generated by Grant County and not by BPA. However, Grant County may have sought the provision out of a concern that if project power were deemed to be being resold outside of the Region, its entitlement to power from BPA under Subsection 5(b) of the Regional Act might be reduced. PacifiCorp has entered into various contracts with BPA, which contain restrictions on the sale or distribution of the power outside of the Region. The practice has been to conclude that as long as PacifiCorp has net loads in the Region, the contractual provisions are not violated and there is no need to track the disposition of power purchased under any particular contract. Except in respect to the residential exchange under Subsection 5(c) of the Regional Act, BPA contracts containing regional restrictions have been treated for PacifiCorp interjurisdictional cost allocation purposes as system resources.

<sup>18</sup> As noted above, the original Priest Rapids dam agreement states that the power is for the benefit of Oregon consumers, and the original Wanapum dam agreement states that the power is for the benefit of Oregon and Washington consumers.



**B. *PacifiCorp's Contractual Rights and Responsibilities***

PacifiCorp entered into a power sales contract with Chelan County on November 14, 1957 to purchase a share of the output of the Rocky Reach project. The agreement expires on the latter of the date the project bonds are retired or 50 years from the date of commercial operation (November 1, 1961). PacifiCorp's share of the Rocky Reach project output was originally 7.1 percent and is presently 5.3 percent, representing 68 aMW. In exchange, PacifiCorp pays 5.3 percent of the project costs. Unlike the original Priest Rapids and Wanapum agreements, the Rocky Reach agreement does not state that the power being sold is for the benefit of consumers in particular PacifiCorp jurisdictions.

Chelan County operates the Rocky Reach Project pursuant to a license that expires on June 30, 2006.<sup>19</sup> Chelan County is pursuing relicensing and expects to file its final application for relicensing in June 2004. The power sales contract does not contain provisions expressly providing PacifiCorp with any options as to future purchases from the Rocky Reach project upon its relicensing.

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<sup>19</sup> Project License No. 2145, 18 FPC 33, 1957 WL 3801 (1957).

### III. Wells Project

The Wells project is located in Azwell, Washington and is owned and operated by Public Utility District No. 1 of Douglas County ("Douglas County"). The project consists of ten power generation units with a total capacity of 840 MW. The Wells project was completed in 1967. Unlike the Priest Rapids Project, the Wells Project was not part of the Flood Control Act of 1950 and is not subject to the provisions of Public Law 544. Douglas County operates the Wells Project pursuant to a license that expires on June 1, 2012.<sup>20</sup>

PacifiCorp is party to a power sales contract with Douglas County dated September 18, 1963 to purchase a share of the Wells project output. PacifiCorp purchases 6.9 percent of the project output and is responsible for 6.9 percent of the project's annual power costs. Unlike the original Priest Rapids and Wanapum agreements, the Wells agreement does not state that the power being sold is for the benefit of consumers in particular PacifiCorp jurisdictions.

The agreement expires on the latter of August 31, 2018 or the date that the project bonds are retired. PacifiCorp has an option to purchase a share of the project's output upon expiration of the power sales agreement, in proportion to its then existing share multiplied by any amounts in excess of Douglas County's requirements for providing service within its service territory.

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<sup>20</sup> Project License No. 2149, 28 FPC 128, 1962 WL 3681 (1962).

### Common Positions (Oregon Coalition/Utah DPU)

The following common issues of agreement are offered for purposes of discussing a comprehensive settlement. The Oregon Coalition does not agree to accept the following individual issues outside of the context of a comprehensive settlement.

1. The PacifiCorp Protocol proposal of a Coal Endowment is not supported and should not be adopted. (DPU Issues at 6; Oregon Coalition Issues Paper at 7.)<sup>1, 2</sup>
2. Gadsby, West Valley, Cholla, the APS Agreement, and any new single cycle combustion turbines or peaking contracts, should be classified as Seasonal Resources consistent with the Protocol as filed. (DPU Issues at 6.)
3. Once the APS exchange ends, Cholla will no longer be classified as a Seasonal Resource.
4. The PacifiCorp Protocol proposal for an Oregon opt-out provision for the next coal resource, or any new resource, should not be adopted. (DPU Issues at 7; Oregon Coalition Issues Paper at 7.)
5. There is merit to a situs assignment of QFs. (DPU Issues at 16; Oregon Coalition Issues Paper at 16.) (Also See #6)

<sup>1</sup>“DPU Issues” refers to the “DPU Issues and Alternative Proposals Regarding Docket 02-035-04” filed in UPSC Docket No. 02-035-05 by the Division of Public Utilities on March 5, 2004.

<sup>2</sup>“Oregon Coalition Issues Paper” refers to the “Oregon Coalition Issues Paper and Alternate Proposals” filed in OPUC Docket No. UM 1050 by the Oregon Coalition (Oregon Commission Staff, Industrial Customers of Northwest Utilities, and the Citizens’ Utility Board) on February 6, 2004.



### Common Positions Continued (Oregon Coalition/Utah DPU)

6. It is reasonable to incorporate a Hydro Endowment in an allocation. The DPU is considering including the Mid C contracts in the Hydro Endowment. (DPU Issues at 15-16; Oregon Coalition Issues Paper at 17-19.)
7. It is reasonable to use a load decrement approach for the treatment of QFs and Hydro Endowment.
8. DSM costs should be assigned state situs. (DPU Issues at 7; Oregon Coalition July 12, 2002, Proposed Issue Resolution Paper at 7.)
9. It is reasonable for PacifiCorp to work with individual states to address issues unique to those states, such as near-term rate impacts.
10. Special Contracts - It seems reasonable to OPUC and DPU that Special contract loads be counted for jurisdictional allocation purposes with adjustments made for values received by the rest of the system. The issue should be further explored with other affected jurisdictions. (DPU Issues at 9-10; Oregon Coalition Issues Paper at 9-10.) Parties are free to raise any issue they believe appropriate regarding the Company's cost recovery associated with special contracts.
11. A Standing Committee should be formed for the purpose of discussing and potentially resolving issues. (DPU Issues at 10.) Any meeting of the Standing Committee should be open to interested persons.

### **Areas of Discord (Oregon Coalition/Utah DPU)**

1. Whether an allocation mechanism that assigns new resources based on incremental load should be implemented by all states during PacifiCorp's next rate case in each state. (DPU Issues at 23; Oregon Coalition Issues Paper at 19-20.)
2. Whether loads of customers choosing direct access will continue to be counted in allocating costs of PacifiCorp's new generating-related costs. A date for which this rule will apply needs to be established. (DPU Issues at 8-9; Oregon Coalition Issues Paper at 20-21.)
3. Whether the value of reserves made available by PacifiCorp's hydro resources should be allocated consistently with the allocation of the Hydro Endowment. (Oregon Coalition Issues Paper at 19.)
4. Whether a Transmission Endowment should be considered. (DPU Issues at 21 & 24.)
5. Assuming load decrements for the Hydro Endowment and QFs, the degree to which wholesale sales for resale should be allocated only to non-decremented loads. (DPU Issues at 24.)
6. Whether Trojan should be assigned to the former Pacific Power & Light states. (DPU Issues at 24.)
7. Whether the fixed costs of baseload (coal) plants should be allocated 50 percent to demand and 50 percent to energy. (DPU Issues at 19.)
8. Whether the fixed costs of combined cycle plants should be classified in excess of 75% demand reflecting greater load following capability of the plant as compared to coal-fired generation. (Oregon Coalition)
9. Whether combined cycle plants should be considered as Seasonal Resources, in part. (Oregon Coalition)

UM 1050 - Revenue Requirement Effects Cost (Benefit) \$ Millions  
All Comparisons to Roll-In unless otherwise noted

Exhibit 3900 Alpine Solutions/301  
Duvall/95 Hearing Exhibit/151  
Staff/102  
Hellman/94

Oregon

|   | 2005-2018<br>NPV | 2005 | 2008 | 2011 | 2014 | 2018 |
|---|------------------|------|------|------|------|------|
| a Hybrid (6)  | (194)            | (42) | (9)  | (3)  | (27) | (36) |
| b Pre-Merger Plant (Modified Accord) (50)                         | 49               | (1)  | 6    | 9    | 7    | 5    |
| c Hydro Endowment (Modified Accord) (50)                          | (83)             | (10) | (11) | (11) | (11) | (11) |
| d Modified Accord (a+b)   | (34)             | (11) | (5)  | (2)  | (4)  | (6)  |
| e Protocol Hydro Endowment (9)                                    | 442              | 35   | 42   | 63   | 80   | 82   |
| f Protocol Coal Endowment (11)                                    | (423)            | (50) | (53) | (55) | (54) | (58) |
| g Protocol other factors (e.g. seasonal allocations)              | (24)             | (1)  | (2)  | (2)  | (6)  | (3)  |
| h Protocol (9/10/11) (e+f+g)                                      | (5)              | (16) | (13) | 6    | 20   | 21   |
| i Load Decrement HydroTotal (13a-9/10/11)                         | (132)            | (34) | (34) | (11) | 9    | 12   |
| j Load Decrement Mid-C only (13a-13b)                             | (114)            | (15) | (17) | (16) | (11) | (10) |
| k Load Decrement Company Hydro only                               | (19)             | (19) | (17) | 5    | 20   | 21   |
| l Trojan assigned to the West (1.2b-13a)                          | 8                | 1    | 1    | 1    | 1    | 1    |
| m QFs assigned situs (1.2c-1.2b)                                  | 104              | 18   | 17   | 17   | 4    | 4    |
| n Cholla/APS Treated as Seasonal Resource (32a)                   | 10               | 1    | 1    | 1    | 1    | 1    |
| o Protocol other factors  | (5)              | (16) | (13) | 6    | 20   | 21   |
| p Hydro & QF situs with load decrements (i+m)                     | (28)             | (16) | (18) | 6    | 13   | 15   |
| Dynamic Alternative: Hydro, QF situs w/load decrements Cholla/APS |                  |      |      |      |      |      |
| q Seasonal (i+m+n+o)  | (23)             | (31) | (29) | 14   | 34   | 37   |
| r Dynamic Alternative compared to Modified Accord                 | 11               | (20) | (24) | 16   | 38   | 43   |

Other Issues

|   |              |      |      |     |     |     |
|---|--------------|------|------|-----|-----|-----|
| s Value of Hydro Reserves (61)  | (74)         | (9)  | (9)  | (9) | (9) | (9) |
| t Sales for Resale Adjustment to Load Decrements (7.5d)(Compared to LD) | 105          | 20   | 15   | 12  | 9   | 7   |
| u Value of Hydro Endowment - Average Cost differential                  | Under review |      |      |     |     |     |
| v Transmission Endowment  | NA           |      |      |     |     |     |
| w Tiered Allocations  | Workgroup    |      |      |     |     |     |
| x 50/50 Demand-Energy Split (7.5c)(Compared to RI)                      | (58)         | (19) | (21) | 3   | 6   | 12  |

Utah

|   | 2005-2018<br>NPV | 2005 | 2008 | 2011 | 2014  | 2018  |
|---|------------------|------|------|------|-------|-------|
| y Hybrid (6)  | 176              | 38   | 7    | 2    | 26    | 37    |
| z Pre-Merger Plant (Modified Accord) (50)                         | (76)             | 1    | (9)  | (14) | (11)  | (8)   |
| aa Hydro Endowment (Modified Accord) (50)                         | 128              | 15   | 16   | 17   | 17    | 18    |
| ab Modified Accord (p+q)  | 52               | 16   | 7    | 3    | 6     | 10    |
| ac Protocol Hydro Endowment (9)                                   | (683)            | (50) | (64) | (98) | (126) | (132) |
| ad Protocol Coal Endowment (11)                                   | 652              | 73   | 80   | 85   | 86    | 94    |
| ae Protocol other factors (e.g. seasonal allocations)             | 34               | 2    | 4    | 3    | 8     | 5     |
| af Protocol (9/10/11) (ac+ad+ae)                                  | 3                | 24   | 19   | (9)  | (31)  | (32)  |
| ag Load Decrement HydroTotal (13a-9/10/11)                        | 212              | 51   | 53   | 19   | (12)  | (15)  |
| ah Load Decrement Mid-C only (13a-13b)                            | 175              | 23   | 27   | 25   | 18    | 16    |
| ai Load Decrement Company Hydro only                              | 36               | 29   | 27   | (6)  | (29)  | (31)  |
| aj Trojan assigned to the West (1.2b-13a)                         | (12)             | (1)  | (2)  | (2)  | (2)   | (2)   |
| ak QFs assigned situs (1.2c-1.2b)                                 | (78)             | (13) | (13) | (13) | (3)   | (3)   |
| al Cholla/APS Treated as Seasonal Resource (32a)                  | (9)              | (1)  | (1)  | (1)  | (1)   | (1)   |
| am Protocol other factors   | 34               | 2    | 4    | 3    | 8     | 5     |
| an Hydro & QF with load decrement (ag+ak)                         | 133              | 39   | 40   | 6    | (15)  | (18)  |
| Dynamic Alternative: Hydro, QF situs w/load decrements Cholla/APS |                  |      |      |      |       |       |
| ao Seasonal (ag+ak+an+am)   | 158              | 39   | 43   | 8    | (7)   | (13)  |
| ap Dynamic Alternative compared to Modified Accord                | 106              | 23   | 36   | 5    | (13)  | (23)  |

Other Issues

|   |              |      |      |      |      |      |
|---|--------------|------|------|------|------|------|
| aq Value of Hydro Reserves (61)   | 87           | 11   | 11   | 11   | 11   | 11   |
| ar Sales for Resale Adjustment to Load Decrements (7.5d) (Compared to LD) | (156)        | (28) | (23) | (18) | (14) | (11) |
| as Value of Hydro Endowment - Average Cost differential                   | Under review |      |      |      |      |      |
| at Transmission Endowment   | NA           |      |      |      |      |      |
| au Tiered Allocations   | Workgroup    |      |      |      |      |      |
| av 50/50 Demand-Energy Split (7.5c)(Compared to RI)                       | 143          | 39   | 41   | 6    | 11   | 18   |



## **Tiered Allocation Issues and Options for Resolution**

Initial studies of tiered allocation identified a large number of issues that must be resolved before a tiered allocation method could be put in place. Each issue appears solvable and in most cases more than one solution is possible. This paper summarizes the options identified so far.

### **1) Overall Design Issues**

#### **1.a.) Tier 1 Design**

Fundamental to the design of tiered allocations is the identification of loads and resources to be included in Tier 1 over time. The initial design of a tiered allocation method started Tier 1 loads and resources at FY 2002 levels. All growth in resources and loads were added to Tier 2. Over time, a number of Tier 1 resources expire or retire. It is desirable to keep Tier 1 loads and resources relatively in balance because the load/resource balance will affect the assignment of system balancing sales and purchases to Tier 1. The initial concept was to reduce Tier 1 loads to keep them relatively in balance with resources as the later expired or retired over time. This would represent a gradual move toward Rolled-In allocation as Tier 1 loads and resources decline.

Another possible design of a tiered allocation method would replenish Tier 1 resources as they expire. This would keep Tier 1 loads and resources near their initial values. It would also increase the mix of Tier 2 costs in Tier 1. This tiered allocation method requires calculation of Tier 1 and Tier 2 before adjustments, determination of the size of the Tier 1 adjustment, then adjustment of both loads and resources for Tier 1 and Tier 2. Fundamentally, the design of the tiered allocation method will reflect whether parties believe that the tiers should diminish over time or persist.

- Option 1: Reduce Tier 1 loads as Tier 1 resources expire. Over time, Tier 1 goes away.
- Option 2: Replenish expiring Tier 1 resources, maintaining the size of Tier 1 over time. For issues related to replenishment of resources, see the "Replacement Power" section on page 5 of this paper.

#### **1.b.) Growth Costs**

Tiered allocation methods are intended to cause fast growing states would pay for their own load growth. Costs associated with growth can be difficult to quantify and assign to Tier 2 within a single company system. Identifying the addition of new generation resources is easy but each new resource may contribute to factors other than growth. In addition, other system costs needed to support new resources are more difficult to quantify. Examples include transmission and overheads. A central design question for tiered allocation is whether Tier 2 has adequately captured all costs of load growth.

- Option 1: Apply tiered allocation method only to direct new resource costs.
- Option 2: Identify additional categories of costs related to growth.
- Option 3: Determine the growth-related portion of new resources, existing resources and overheads and assign only growth-related costs to Tier 2.

### 1.c.) Multiple Tiers

The design of a tiered allocation method could come under considerable pressure if load growth patterns were to change in the future. Utah loads are presently growing faster loads in other states. Present tiered allocation designs place relatively more Utah load in Tier 2 than other state loads. Suppose the growth patterns of Utah and Oregon were to reverse in future years and the Company began acquiring resources in the West. The principles of tiered allocation would suggest that Utah should not be responsible for the costs of those Western resources just because they happened to have grown in prior years. A third tier may be needed to reflect this new era. Indeed, it would be possible to argue that *every* resource is the product of a unique pattern of growth.

- Option 1: Agree in advance that no additional tiers will be created.
- Option 2: Create additional tiers under specified circumstances.
- Option 3: Allocate resources added in each year based on growth formulas specific to that year (i.e. a new tier each year.)

### 2) Selection of Base Year

The base year divides Tier 1 from Tier 2. Selection of the base year is a fundamental design step for tiered allocation. Since growth and resource acquisition are more-or-less continuous processes, parties may differ in their choice of one base year over another. For initial studies of tiered allocation, FY 2002 was chosen because energy loads and resources were roughly in balance in that year. This base year also places in Tier 2 the newer resources that Oregon parties believed were associated with the type of growth to be captured by Tier 2.

- Option 1: Move base year to FY 2005. Moving the base year to 2005 would have the effect of including Gadsby CT's and West Valley in Tier 1. The change would not eliminate the problem of decreasing loads discussed in the Section 4.a. of this paper.
- Option 2: Leave base year in FY 2002
- Option 3: Pick a different year.

### 3) Loads To Be Included

#### 3.a.) Wholesale Sales

When wholesale sales contracts expire, existing resources can serve more retail load. The initial tiered allocation studies were based on retail loads. Studies increased the size of Tier 1 loads when existing wholesale sales contracts expired, consistent with the treatment of expiring long-term purchases. Increasing Tier 1 loads in this way contributed to the problem of negative Tier 2 loads in the initial studies. Alternatively, expiring wholesale sales contracts are one way that the Company plans to serve new



retail loads. New resource additions in the Integrated Resource Plan assume that certain wholesale sales contracts will expire. Focusing on these considerations, one could decide not to increase Tier 1 loads as wholesale sales contracts expire.

- Option 1 Increase adjusted Tier 1 loads as long-term wholesale sales contracts expire
- Option 2 Do not increase adjusted Tier 1 loads as long-term wholesale sales contracts expire.
- Option 3 Use loads that include long-term wholesale sales for Tier 1 modeling and allocation factors.

### **3.b.) Long-Term Wholesale Purchases**

The initial tiered allocation studies reduced the size of Tier 1 as long-term purchase contracts expired. The treatment maintains a reasonable match between base period loads and resources. See also Section 1.a. of this paper on "Tier 1 Design."

- Option 1 Reduce Tier 1 loads as long-term purchase contracts expire.
- Option 2 Do not reduce Tier 1 loads as long-term purchase contracts expire.  
Replace expiring contracts with an average of Tier 2 resources.
- Option 3 Similar to Option 2 but replace expiring contracts with specific replacement resources.

### **3.c.) Treatment of Load Decrements**

The initial tiered allocation studies used decremented loads to allocate West Hydro, Mid-C contracts, and QFs. The studies used no decrements assigned to Tier 2 because new QF contracts were not assumed. The combination of load decrements and tiered allocation is much more computationally complex than either method alone. Load decrements may be redundant with tiered allocation since both are aimed, at least to some degree, at removing load growth impacts. In addition, Utah parties have raised concerns regarding the load decrement approach.

- Option 1 Apply the load decrements approach with tiered allocation.
- Option 2 Use other methods of calculating a hydro endowment with tiered allocation.

## **4) Changes in Load Over Time**

### **4.a.) Reductions in Load**

State loads can fall as well as rise. The initial design for tiered allocations makes no special provision for that fact. Wyoming loads, in particular, fall below their FY 2002 levels during the forecast. When a state's load falls below the Tier 1 amount, its calculated Tier 2 loads would be negative under the initial design. In effect, the state buys power at Tier 1 costs and sells it at higher Tier 2 costs, creating benefits for that state. Negative loads reverse the signs of many computations and this can make interpretation of results difficult. If a tiered allocation method reduced a state's Tier 1 allocation if loads fall below the base level, parties would have to agree on changes to the



allocation of Tier 1 resources and on whether the state's Tier 1 allocation could increase again once loads started to grow.

- Option 1: Tier 1 load is the lower of the adjusted base period Tier 1 load or the actual load. When actual load is less than adjusted Tier 1 load there would be no Tier 2 allocations. Reductions in Tier 1 load are permanent.
- Option 2: Similar to Option 1 except that reductions in Tier 1 load are temporary so that a state could grow again and remain in Tier 1.
- Option 3: No adjustment for negative loads in a tier.

#### **4.b.) One state grows then loses load**

A state that is growing and loses a material portion of its load, such as could occur in areas that currently serve industrial loads, may create unintended revenue requirement impacts to other states. The design of tiers should consider whether the load being lost is from Tier 1 or Tier 2. The allocation effect of losing loads will be more pronounced in Tier 2 than under Rolled-In because of the smaller base of Tier 2 loads. The loss of load in Tier 2 may magnify any imbalance between Tier 2 retail loads and resources. A key concern in developing tiered allocations is the risk sharing issue.

- Option 1: No adjustments for large load losses
- Option 2: Adjustment to Tier 1 or Tier 2 depending on when and where load was originally assigned
- Option 3: Reset Tier 1 and Tier 2 prices. This option would require specification of when and how the tiers are reset.
- Option 4: Add additional tiers

#### **4.c.) Gain or Loss of Service Area**

The design of tiered allocations should consider the impact of gaining or losing service territory, either within an existing state or in a new state. Generally, MSP parties have favored treating allocation issues associated with acquisition of service territory as special cases. This discussion focuses on loss of service territory.

Loss of service territory could potentially impact both Tier 1 and Tier 2 loads. A power sales contract may be associated with the loss of service area. This power sales contract would need to be split into Tier 1 and Tier 2 resources.

- Option 1: Adjust Tier 1 and Tier 2 loads to reflect the sale, net of obligations under any power sales contract.
- Option 2: Treat lost load and power supply obligations in different ways.
- Option 3: Do not adjust Tier 1 loads in response to loss of service territory.

#### **4.d.) Sales of Generation**

The design of tiered allocations should consider the impact of sold generation. The sold generation resource would be removed from the tier originally assigned and the loads in that tier adjusted. How would the gain on the sale be allocated to the states? If a

purchased contract is secured as part of the sold generation, to what tier should this purchase contract be applied?

- Option 1 Remove sold generation from original tier assigned, apply purchase contract & gain on sale to the same tier
- Option 2 Remove sold generation from original tier assigned, apply purchase contract & gain on sale to an alternative tier
- Option 3 Remove sold generation from original tier assigned, apply purchase contract & gain on sale to both Tier 1 and Tier 2

#### **4.e.) Direct Access**

A tiered allocation method should account for load that permanently elects direct access. (Load that elects direct access service with a right to return to cost-based service would continue to be reflected in a jurisdiction's loads and would not be removed from any tier.) One may adopt the view that most permanent direct access load would have been served in the base period and would, therefore, be part of Tier 1. In this view, Tier 1 loads would be reduced by the amount of permanent direct access load. This would have the effect of altering the Tier 1 allocations of other states. Additionally, if the state in which the departing direct access customer was located had a positive Tier 2 allocation at the time of departure, a Tier 2 load adjustment may also be appropriate. Generally, MSP participants have adopted the principle that implementation of direct access should not affect other states. Transition adjustments associated with the direct access load would reflect the change in system cost associated with the loss of this load.

- Option 1: Reduce Tier 1 load by the amount of load that permanently elects direct access service.
- Option 2: Do not reduce Tier 1 load in response to direct access.
- Option 3: Similar to Option 1 but split load reduction between Tier 1 and Tier 2.

### **5) Resource Issues**

#### **5.a.) Replacement Power**

In some cases an expiring or retiring resource may be explicitly replaced by another resource. For instance, contracts may be replaced according to specific renewal provisions or a generating resource may be replaced by another built on the same site. Parties have discussed solutions to the Tier 1 design issue discussed in the first section of this paper that give special consideration to costs of replacement resources. When an expiring Tier 1 resource is explicitly replaced by another, the costs of the replacement resource could be assigned to Tier 1. This would slow the decline in the size of Tier 1 compared to the case where no resources are added.

Special treatment of replacement resources would require parties to agree on design choices. For instance, do such replacements include generating plant shut-down, expiring contracts, or both? Do replacements include contracts entered into when the renewal provisions of the expiring contract were vague and the new contract differs from the old? The Integrated Resource Plan does not provide guidance since it does not distinguish



between new resources intended to replace expiring resources and resources to meet new growth. Initial studies indicate that the definition and treatment of replacement power has an important effect on the assignment of costs to the tiers.

- Option 1: Reduce Tier 1 loads as Tier 1 resources expire. Over time, Tier 1 goes away.
- Option 2 Replenish expiring Tier 1 resources with specific identified replacements, where they can be identified.
- Option 3 Replenish expiring Tier 1 resources with Tier 2 resources at the average cost of Tier 2 resources.

#### **5.b.) Generation Changes: Overhauls, Re-powering and Capacity Increases**

The initial study treated the re-power of Gadsby plant as a Tier 2 resource and not as a replacement of a Tier 1 resource. No special treatment was given to overhauls which increased generating plant capacity. Modeling becomes substantially more complex if the fixed costs of a resource are split between the tiers.

- Option 1 Treat overhauls and re-powering as replacements of or changes to Tier 1 resources.
- Option 2 Treat generation changes as Tier 2 resources. Split resources where needed. Include the fixed and variable costs associated with overhauls and re-powering in Tier 2.
- Option 3 Adjust Tier 1 loads to reflect generation changes.
- Option 4 Do not adjust Tier 1 load.

#### **5.c.) Lost Hydro Generation**

The initial study treated the lost hydro generation as a reduction to a Tier 1 resource. This issue is similar to the Generation Changes issue discussed in the preceding section of this paper.

#### **5.d.) Planning Reserves**

The initial study did not attempt to segregate planning reserves between the tiers. The resources in Tier 2 are built with a reflection of planning reserves, so the output of a base load plant may not be fully dispatched due to fuel and market prices. This is a similar issue where SCCT plants are being added to address peak loads, but they dispatch at low capacity factors.

An alternative view does not recognize that planning reserves are included in or adjusted for in Tier 2 resources.

- Option 1 No adjustment for planning reserves in Tier 2
- Option 2 Adjust Tier 2 to recognize planning reserves; include a corresponding adjustment in Tier 1.



**BEFORE THE PUBLIC SERVICE COMMISSION OF UTAH**

In the Matter of the Application of  
PACIFICORP for an Investigation of  
Interjurisdictional Issues

Docket No. 02-035-04

**STIPULATION**

**Introduction**

The parties to this Stipulation are the Utah Division of Public Utilities, the Utah Committee of Consumer Services, the Utah Association of Energy Users Intervention Group, the Salt Lake Community Action Program, the Crossroads Urban Center, the AARP, the Federal Executive Agencies, the Western Resource Advocates (collectively, the Utah Parties) and PacifiCorp (the Company).

On September 29, 2003, PacifiCorp initiated proceedings in Utah, Oregon, Wyoming, and Idaho seeking ratification of an Interjurisdictional Cost Allocation Protocol (Protocol) by the Public Service Commission of Utah (PSCU), the Oregon Public Utility Commission, the Wyoming Public Service Commission and the Idaho Public Utility Commission (collectively, the Commissions). The Company's Protocol filings were docketed as 02-035-04 in Utah, UM 1050 in Oregon, 20000-EI-02-183 in Wyoming, and PAC-E-02-3 in Idaho.<sup>1</sup>

Since the filing of the Protocol, substantial discussions have occurred among interested parties in the context of what has been referred to as the Multi-State Process or MSP. As a result

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<sup>1</sup> The Protocol is a method of apportioning the costs and wholesale revenues associated with PacifiCorp's generation, transmission, and distribution systems among the six states in which PacifiCorp operates. If followed by all states, it would, in the long run, result in the opportunity for PacifiCorp to recover 100% of its prudently incurred costs and investments and earn its authorized rate of return. In addition it provides a forum to resolve new interjurisdictional issues should they arise.

of discussions among the MSP parties, the Company has developed a Revised Protocol which is attached as Exhibit A to this Stipulation.

### Support of Revised Protocol

The undersigned parties hereby stipulate and agree that they will support the ratification of the Revised Protocol by the PSCU and that they will file and defend testimony supporting the use of the Revised Protocol as appropriate.

Except as otherwise provided below, PacifiCorp agrees, that until such time as the Revised Protocol is amended in accordance with its terms, all general rate case filings made by it in Utah, subsequent to PSCU ratification of the Revised Protocol, will be based upon the provisions of the Revised Protocol. Except as otherwise provided below, the Utah Parties agree that, until such time as the Revised Protocol is amended in accordance with its terms, they will support the use of the Revised Protocol for establishing PacifiCorp's Utah revenue requirement.

Support of the Revised Protocol by the undersigned is contingent upon simultaneous ratification by the PSCU, and continued support thereafter by the undersigned and the PSCU, of the following Rate Mitigation Measures that are intended to apply to calculations of the Company's Utah revenue requirement through March 31, 2014:

1. Calculation of Utah Revenue Requirement.

- a. For all Utah general rate proceedings initiated after the effective date of this Stipulation and the Revised Protocol, and until March 31, 2009, the Company's Utah revenue requirement to be used for purposes of setting rates for Utah customers will be the lesser of: (i) the Company's Utah revenue requirement calculated under the Rolled-In Allocation Method multiplied by the Applicable Percentage (i.e., the then-applicable Rate Mitigation Cap), specified

in Paragraph 2, below; or (ii) the Company's Utah revenue requirement resulting from the Revised Protocol.

b. For purposes of this Stipulation, the Rolled-In Allocation Method shall be the allocation procedures and methodologies used for purposes of interjurisdictional cost allocation in connection with the Company's last Utah general rate case, Docket No. 03-2035-02. Attached as Exhibits B and C are an explanation and an illustration of the Rolled-In Allocation Method. Future additions to Utah's revenue requirement for which there was no unique procedure or precedent under the Rolled-In Allocation Method (such as any situs assignment of costs associated with New QF Contracts, Portfolio Resources and Special Contracts or elements of any future amendments to the Revised Protocol) shall either be excluded from the comparison or used consistently in both allocation methods.

2. Rate Mitigation Caps.

In order to mitigate potential rate impacts on Utah customers, any increase in the Utah revenue requirement as a result of the implementation of the Revised Protocol shall be capped at the Applicable Percentage of the Company's Utah Revenue Requirement calculated under the Rolled-in Allocation Method for the indicated effective periods as follows:

a. 101.50 percent for the period from the effective date of the final PSCU order in the first general rate proceeding filed after the effective date of this Stipulation and the Revised Protocol, to March 31, 2007.

b. 101.25 percent for the period from April 1, 2007 to March 31, 2009.

3. Rate Mitigation Premium.

Subject to the conditions of Paragraph 4b, below, for the period from April 1, 2009 to March 31, 2012, the Company may collect a Rate Mitigation Premium as follows: the



Company's Utah revenue requirement as calculated pursuant to the Revised Protocol multiplied by 100.25 percent.

4. Threshold for Continued Support of the Revised Protocol.

a. If, with respect to the Company's fiscal years 2010 through 2014, the Company's Utah revenue requirement, calculated pursuant to the Revised Protocol, exceeds or is projected by the Company in good faith to exceed 101.00 percent of the amount that would result from using the Rolled-In Allocation Method, the Company may propose a new interjurisdictional cost allocation method. All parties to this Stipulation agree to consider alternative interjurisdictional cost allocation methods in good faith and will use their best reasonable efforts to come to agreement on an amended Revised Protocol within 12 months after the Company proposes a new method.

b. Unless and until any amendments to the Revised Protocol are ratified by the PSCU, for the Company's fiscal years beginning April 1, 2009 through March 31, 2014, for all general rate proceedings, the Company's Utah revenue requirement to be used for purposes of setting rates for Utah customers will be the lesser of: (i) the Company's Utah revenue requirement calculated under the Rolled-In Allocation Method multiplied by 101.00 percent; or (ii) the Company's Utah revenue requirement resulting from the Revised Protocol, plus the Rate Mitigation Premium referenced in Paragraph 3, if applicable.

5. In the event that no final PSCU order has addressed the Company's Utah revenue requirement under the terms of this Stipulation as of the effective date of any adjustment to a Rate Mitigation Cap or Rate Mitigation Premium as specified in paragraphs 2, 3, and 4b above, the Company shall initiate a compliance filing with the PSCU sufficiently in advance of the effective date of any such adjustment, to implement the adjustment. For purposes of this

compliance filing, determination of the Company's Utah Revenue Requirement under both the Revised Protocol and the Rolled-In Allocation Method shall be calculated in conformity with the most recent applicable PSCU order.

6. The Company's semi-annual reports filed with the PSCU, the Utah Division of Public Utilities, and the Utah Committee of Consumer Services shall include calculations of the Company's Utah revenue requirement under both the Revised Protocol and the Rolled-In Allocation Method, and shall include and adequately explain all adjustments, assumptions, work papers and spreadsheet models used by the Company in making such calculations.

7. Neither revenue requirement increases to Utah resulting from the ratification of the Revised Protocol, nor impacts on the Company from Rate Mitigation Measures, will provide a basis, in and of themselves, for the Company to obtain interim rate relief.

8. Nothing herein shall in any way alter or abridge PacifiCorp's right to initiate Utah general rate proceedings when it deems it appropriate to do so.

#### **Reservation of Right to Withdraw Support**

In the event any Commission declines to ratify the Revised Protocol, or imposes any additional material conditions on ratification of the Revised Protocol, or in the event any Commission's ratification of the Revised Protocol is rejected or conditioned in whole or in part by any court, or in the event the Rate Mitigation Measures are rejected or materially conditioned by the PSCU or by any court, each signatory to this Stipulation reserves the right, upon written notice to the PSCU and to the other signatories to this Stipulation (at the addresses listed below), served no later than thirty calendar days after receiving notice from the Company of the issuance of the applicable Commission or court order, no longer to be bound by this Stipulation. If any signatory to this Stipulation exercises its right no longer to be bound by the Stipulation, any other

signatory may similarly elect no longer to be bound, upon written notice to the PSCU and to the other signatories, served no later than thirty calendar days after receipt of such other signatory's written notice.

### **Reservation of Rights**

The signatories to this Stipulation support the use of the Revised Protocol, in conjunction with the Rate Mitigation Measures, as a solution to MSP issues and agree that ratification of the Revised Protocol and the Rate Mitigation Measures by the PSCU is in the public interest. Each party to this Stipulation agrees to support ratification and implementation of the Revised Protocol and the Rate Mitigation Measures as a whole as specified in this Stipulation, but neither this Stipulation nor the ratification of the Revised Protocol or the Rate Mitigation Measures shall in any manner affect or negate the necessary flexibility of the regulatory process to deal with changed or unforeseen circumstances, and a party's execution of this Stipulation will not bind or be used against that party in the event that unforeseen or changed circumstances cause that party to conclude, in good faith, that the Revised Protocol no longer produces results that are just, reasonable, and in the public interest. Support of the Revised Protocol or the execution of this Stipulation shall not be deemed to constitute an acknowledgement by any party of the validity or invalidity of any particular method, theory, or principle of regulation, cost recovery, cost of service or rate design and, except as expressly provided for herein, no party shall be deemed to have agreed that any particular method, theory or principle of regulation, cost recovery, cost of service or rate design employed in the Revised Protocol is appropriate for resolving other issues.

### **Signatures**

This stipulation may be executed in counterparts and each signed counterpart shall constitute an original document.



Dated this \_\_\_\_\_ day of June, 2004.

PACIFICORP

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Docket No. UE 267  
Exhibit PAC/405  
Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Gregory N. Duvall  
Stipulating Parties' Response to PacifiCorp Data Request 20**

**March 2014**

**PACIFICORP DATA REQUEST NO. 20 TO STIPULATING PARTIES:**

At page 26, lines 8-9 of the Joint Testimony, the Stipulating Parties note that Section X of the 2010 Protocol “traps the cost of the departing load in the state of origin.” Please confirm that the “cost of the departing load” that will be trapped in Oregon are transition costs as defined in OAR 860-038-0005(68). If not, please explain. Do the Stipulating Parties agree the transition costs of customers in PGE’s five-year opt-out program are effectively “trapped” in the state of origin, in the sense that they cannot be spread to customers in other states?

**RESPONSE TO PACIFICORP DATA REQUEST NO. 20**

In addition to the general objections set forth above, the Stipulating Parties object on the ground that this request calls for a legal conclusion. Notwithstanding this objection, the Stipulating Parties respond as follows:

Yes. The “trapped costs” are transition costs. See the Joint Testimony, page 24, line 10 through page 25, line 13. PGE’s program does not suffer from any trapped costs because there are no “fixed generation costs” being assigned to other customers in excess of actual load, which is the case with PacifiCorp.



825 NE Multnomah, Suite 2000  
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May 13, 2014

***VIA ELECTRONIC FILING  
AND OVERNIGHT DELIVERY***

Public Utility Commission of Oregon  
3930 Fairview Industrial Dr. S.E.  
Salem, OR 97302-1166

Attn: Filing Center

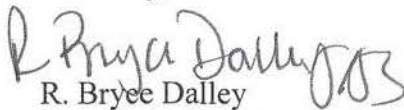
**RE: Docket UE 267 – Five-Year Cost of Service Opt-Out Program  
Errata to Reply Testimony of PacifiCorp**

PacifiCorp d/b/a Pacific Power (PacifiCorp or Company) submits for filing in the above-referenced proceeding the following errata to the Reply Testimonies and Exhibits of Joelle R. Steward and Gregory N. Duvall.

- Exhibit PAC/301, Stipulating Parties' Responses to PacifiCorp Data Requests 3 and 4. This errata replaces the entire exhibit, which inadvertently included the incorrect data requests and responses.
- Exhibit PAC/400, Reply Testimony of Gregory N. Duvall, pages 2, 4, and 6. Clean and redlined versions are attached showing the revisions. The revisions reflect the corrections consistent with Exhibits PAC/401 and PAC/402 referenced below.
- Exhibit PAC/401, Updated Example Calculation of Schedule 296 Transition Adjustments and Consumer Opt-Out Charge. This erratum replaces the entire original exhibit and reflects corrections. Workpapers for the corrected calculations were provided to parties in the First Revised Response to ICNU Data Request 3.17.
- Exhibit PAC/402, Estimated Cost Shift for Five Year Program. This erratum replaces the entire original exhibit and reflects corrections. Workpapers for the corrected calculations were provided to parties in the First Revised Response to ICNU Data Request 3.17.

Please contact Joelle Steward, Director of Pricing, Cost of Service and Regulatory Operations, at (503) 813-5542 for questions on this matter.

Sincerely,

  
R. Bryce Dalley  
Vice President, Regulation

Enclosure

Cc: Service List – UE 267



## CERTIFICATE OF SERVICE

I certify that I served a true and correct copy of PacifiCorp's Errata Reply Testimony and Exhibits on the parties listed below via electronic mail and/or US mail in compliance with OAR 860-001-0180.

### Docket UE 267

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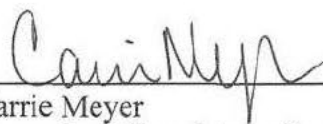
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Dated this 13<sup>th</sup> day of May 2014.

  
Carrie Meyer  
Supervisor, Regulatory Operations

**ERRATA**

Docket No. UE 267

Exhibit PAC/301

Witness: Joelle R. Steward

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Joelle R. Steward  
Stipulating Parties' Responses to PacifiCorp Data Requests 3 and 4**

**ERRATA**

**May 2014**



**PACIFICORP DATA REQUEST NO. 3 TO STIPULATING PARTIES:**

At page 5, lines 14-20 of the Joint Testimony, the Stipulating Parties propose that “For these other meters, the Schedule 296 transition charge will be the charge associated with the largest meter at the premises.” Please provide the rationale for using the largest meter rather than the smallest meter or some other meter. Is it the Stipulating Parties’ position that all other non-qualifying meters on the same property be included in the opt-out or can the customer choose which other non-qualifying meters on the property be included in the opt-out?

**RESPONSE TO PACIFICORP DATA REQUEST NO. 3**

The Schedule 296 transition charge should be associated with the largest meter on the premises because the largest meter is very often the primary meter for a facility, whereas the smaller associated meters only meter a small portion of the facility or a specific circuit, such as exterior signage. The largest meter on the premises is eligible for Direct Access regardless of the presence of smaller meters on the premises. Setting the 296 transition charge based upon a smaller meter would in effect disqualify the larger, primary meter from inclusion in the opt-out.

It is the Stipulating Parties’ position that all other non-qualifying meters on the same property be included in the opt-out without the option of choosing which other meters to include in the opt-out.

**PACIFICORP DATA REQUEST NO. 4 TO STIPULATING PARTIES:**

At page 7, lines 20-21 of the Joint Testimony, the Stipulating Parties propose that direct access customers under Schedule 296 have the right to return to cost-based supply service with four years' advance notice. When is the first time a customer under the program can provide this notice? If the answer is prior to the five-year transition period, please explain the basis for this position.

**RESPONSE TO PACIFICORP DATA REQUEST NO. 4**

The first time a customer can provide notice to return to a cost-based supply service is at the end of the first year of the five-year direct access program.

Except for the substitution of four years' minimum notification for PGE's three years, the intent is to have PacifiCorp's policy in this matter be consistent with PGE's five-year direct access program. For example "First Revision of [PGE's Large Customer Direct Access] Sheet No. 489-6" states:

**TERM****Minimum Five-Year Option**

The term of service will not be less than five years....Customers enrolled for service subsequent to Enrollment Period L must give the Company not less than three years notice to terminate service under this schedule. Such notices will be binding.

We view this language as the earliest a customer could send a notice of termination is no earlier than the end of year one of the five-year contract period. A notice earlier than the end of the first year would be contrary to this direct access option being designated as a five-year option. Customers desiring a direct access period shorter than the five year minimum may wish to participate in the three-year or one-year programs.

As stated elsewhere in the Joint Testimony, four years' notice corresponds to a reasonable time (as a compromise) for PacifiCorp to adjust its portfolio to meet expected loads.

Docket No. UE 267  
Exhibit PAC/400  
Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**ERRATA**  
**Reply Testimony of Gregory N. Duvall**

**May 2014**



1 annual Transition Adjustment Mechanism (TAM) under Schedule 294; (2) removing  
2 the split between heavy load hours (HLH) and light load hours (LLH); and (3)  
3 forecasting only 50 average megawatts (aMW) of incremental departing load to  
4 calculate the transition adjustment, instead of the maximum 175 aMW. I also explain  
5 why the Company rejected some of the other changes to the calculation of the  
6 transition adjustment proposed in the partial stipulation.

7 **Q. What is the overall impact of these changes?**

8 A. These changes substantially reduce the Consumer Opt-Out Charge. For example, the  
9 Schedule 47/48 charge goes from \$17.30/MWh to \$5.75/MWh. A chart comparing  
10 the charges using a 20-year forecast and a 10-year forecast including the Company's  
11 modifications to the transition adjustment calculation is attached as Exhibit PAC/401.

12 **MODIFICATIONS TO THE CONSUMER OPT-OUT CHARGE**

13 **Q. Please describe the changes the Company is proposing to the Consumer Opt-Out**  
14 **Charge in its Five-Year Program.**

15 A. The Company proposes to retain but modify its Consumer Opt-Out Charge. As  
16 originally proposed, the Consumer Opt-Out Charge values the fixed generation costs  
17 incurred by the Company to serve customers, offset by the value of the freed-up  
18 power made available by the departing customers, for years six through 20. The  
19 Company now proposes that the Consumer Opt-Out Charge account for only years  
20 six through 10, rather than six through 20.

21 **Q. Why did the Company make this change to the Consumer Opt-Out Charge?**

22 A. The Company made this change in response to the Stipulating Parties' concern that  
23 the Consumer Opt-Out Charge would discourage participation in the Five-Year

1 Commission determines the “transition costs or benefits for a generation asset by  
2 comparing the value of the asset output at projected market prices for a defined period  
3 to an estimate of the revenue requirement of the asset for the same time period.”<sup>1</sup>

4 The Stipulating Parties claim that PacifiCorp’s projected market prices are  
5 “speculative.” The Company does not agree with this claim, and such projections are  
6 a required part of the Commission’s transition adjustment calculation. In addition,  
7 PacifiCorp developed its market price forecast for the Consumer Opt-Out charge  
8 using the same forward price curves it uses for the one- and three-year transition  
9 adjustments. Notably, the Stipulating Parties have not supplied any alternative  
10 financial or market analysis demonstrating that departing direct access load will be  
11 neutral or positive in terms of impacts on other Oregon customers.

12 On this record, it is fundamentally undisputed that direct access customers  
13 could shift cost responsibility for up to \$35.4 million (measured over a 10-year  
14 period) in transition costs to other customers unless direct access customers are  
15 required to pay PacifiCorp’s modified Consumer Opt-Out Charge. See Exhibit  
16 PAC/402.

17 **RESPONSES TO OBJECTIONS TO CONSUMER OPT-OUT CHARGE**

18 **Q. What are the Stipulating Parties’ primary objections to the Consumer Opt-Out**  
19 **Charge?**

20 **A.** The Stipulating Parties’ primary challenges to the Consumer Opt-Out Charge are that:  
21 (1) load growth fully absorbs the transition costs covered by the charge; (2) while  
22 cost-shifting will occur under Section X of the 2010 Protocol, the Commission should  
23 assume that Section X will be modified to eliminate this impact; and (3) Portland

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<sup>1</sup> OAR 860-038-0005(42).

1 same time waive any right to return to cost of service rates.  
2 For such consumers, there would be no transition charge or  
3 credit. In effect, the one-time market value of the utility's  
4 resource is deemed to equal the cost of the resources. It is  
5 unclear whether the Commission has statutory authority to  
6 accept a customers' waiver of the cost-of-service requirement  
7 prior to July 2003. Parties are pursuing this option to: 1) avoid  
8 the one-time valuation process; 2) allow some consumers to  
9 choose direct access; and 3) because the current market price  
10 strips appear to be close to the long-term costs of utility  
11 resources. Parties also believe that in the short-term, if  
12 consumers choose direct access, the remaining consumers may  
13 not face significant rate increases or decreases, as these  
14 remaining consumers receive the costs and benefits of the  
15 plants.<sup>25</sup>

16 **Q. Why is this early history important?**

17 A. When ICNU first proposed the permanent opt-out, the premise was that transition  
18 costs were at or near zero, which was a reasonable assumption at the time since the  
19 market value of existing resources was near their embedded cost as noted by Dr.  
20 Hellman above. This is very different from PacifiCorp's current situation where  
21 transition costs over 10 years are \$35.4 million due to the fact that the embedded cost  
22 of existing resources exceeds the market value of these resources.

23 **Q. When did the Commission first adopt PGE's five-year opt-out program?**

24 A. In October 2002 in Advice 02-17. PGE described the origin of the permanent opt-out  
25 in its Reply Comments in docket UM 1587:

26 PGE first offered the permanent opt-out in 2002 effective for  
27 2003 in response to a proposal made by the Industrial  
28 Customers of Northwest Utilities (ICNU) for a one-time  
29 permanent opt-out with no transition adjustments for customers  
30 whose load exceeded one average megawatt. This ICNU  
31 proposal was discussed extensively in OPUC docket AR 441.<sup>26</sup>

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**ERRATA**

Docket No. UE 267

Exhibit PAC/401

Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Gregory N. Duvall**

**Updated Example Calculation of Schedule 296 Transition Adjustments  
and Consumer Opt-Out Charge**

**ERRATA**

**May 2014**

**Exhibit PAC 401 - Errata**  
**Schedule 296 - Five Year Cost of Service Opt-Out Program**  
**Consumer Opt Out Charge (\$/MWh)**

**Schedule 30**

|                                 | HLH     | LLH     | Flat    |
|---------------------------------|---------|---------|---------|
| Filed Method - 20 Year Forecast | \$15.63 | \$30.02 | \$21.64 |
| Updated (March 2014)            |         |         | \$8.24  |

**Schedule 47/48**

|                                 | HLH     | LLH     | Flat    |
|---------------------------------|---------|---------|---------|
| Filed Method - 20 Year Forecast | \$11.49 | \$25.41 | \$17.30 |
| Updated (March 2014)            |         |         | \$5.75  |

**Exhibit PAC 401 - Errata**  
**Schedule 30**  
**Schedule 296 - Five Year Cost of Service Opt-Out Program**  
**Example Calculation (\$/MWh)**

| Schedule 201 - Net               |             | NPC Impact of  |             |             |         | Consumer     |
|----------------------------------|-------------|----------------|-------------|-------------|---------|--------------|
| Power Costs in                   |             | 50 aMW Leaving |             | Transition  |         | Opt Out      |
| Year                             | Rates       | System         | Adjustment  | Supply      | Base    | Charge       |
|                                  | (a)         | (b)            | (c)         | (d)         |         | (e)          |
|                                  | (a)=Sch Avg |                | (c)=(a)-(b) | (d)=Sch Avg |         | =23.32-15.09 |
| 2015                             | \$27.57     | \$35.41        | (\$7.84)    | -           | \$28.95 | \$8.24       |
| 2016                             | \$28.18     | \$35.80        | (\$7.62)    | -           | \$29.50 | \$8.24       |
| 2017                             | \$28.14     | \$36.53        | (\$8.39)    | -           | \$30.06 | \$8.24       |
| 2018                             | \$28.53     | \$38.31        | (\$9.78)    | -           | \$30.63 | \$8.24       |
| 2019                             | \$28.81     | \$40.44        | (\$11.63)   | -           | \$31.21 | \$8.24       |
| 2020                             | \$29.85     | \$45.50        | (\$15.65)   |             | \$31.80 |              |
| 2021                             | \$32.21     | \$50.27        | (\$18.06)   |             | \$32.40 |              |
| 2022                             | \$32.90     | \$56.91        | (\$24.01)   |             | \$33.02 |              |
| 2023                             | \$33.70     | \$58.59        | (\$24.89)   |             | \$33.65 |              |
| 2024                             | \$34.07     | \$59.92        | (\$25.85)   |             | \$34.29 |              |
| 10-Year Net Present Value (1)    |             |                | (\$61.60)   |             | \$95.23 | \$33.63      |
| 5-year Nominal Levelized Payment |             |                | (\$15.09)   |             | \$23.32 | \$8.24       |

Notes:

- (1) 2015 through 2024 using a 7.154% Discount Rate
- (2) Losses at 8.56%



**Exhibit PAC 401 - Errata**  
**Schedule 47/48**  
**Schedule 296 - Five Year Cost of Service Opt-Out Program**  
**Example Calculation (\$/MWh)**

| Year                             | Schedule 201 - Net |             | NPC Impact of  |             | Transition  |        | Schedule 200 - Base |  | Consumer     |
|----------------------------------|--------------------|-------------|----------------|-------------|-------------|--------|---------------------|--|--------------|
|                                  | Power Costs in     | 50 aMW      | Leaving System | Adjustment  | Supply      | Charge | Opt Out             |  |              |
|                                  | Rates              | (a)         | (b)            | (c)         | (d)         | (e)    |                     |  |              |
|                                  |                    | (a)=Sch Avg |                | (c)=(a)-(b) | (d)=Sch Avg |        |                     |  | =21.73-15.98 |
| 2015                             | \$26.08            |             | \$35.09        | (\$9.01)    | \$26.98     | -      | \$5.75              |  |              |
| 2016                             | \$26.66            |             | \$35.48        | (\$8.82)    | \$27.49     | -      | \$5.75              |  |              |
| 2017                             | \$26.62            |             | \$36.20        | (\$9.58)    | \$28.01     | -      | \$5.75              |  |              |
| 2018                             | \$26.99            |             | \$37.96        | (\$10.97)   | \$28.54     | -      | \$5.75              |  |              |
| 2019                             | \$27.26            |             | \$40.08        | (\$12.82)   | \$29.08     | -      | \$5.75              |  |              |
| 2020                             | \$28.24            |             | \$45.09        | (\$16.85)   | \$29.63     |        |                     |  |              |
| 2021                             | \$30.48            |             | \$49.81        | (\$19.33)   | \$30.19     |        |                     |  |              |
| 2022                             | \$31.13            |             | \$56.39        | (\$25.26)   | \$30.76     |        |                     |  |              |
| 2023                             | \$31.89            |             | \$58.06        | (\$26.17)   | \$31.34     |        |                     |  |              |
| 2024                             | \$32.24            |             | \$59.37        | (\$27.13)   | \$31.94     |        |                     |  |              |
| 10-Year Net Present Value (1)    |                    |             |                | (\$65.23)   | \$88.72     |        | \$23.49             |  |              |
| 5-year Nominal Levelized Payment |                    |             |                | (\$15.98)   | \$21.73     |        | \$5.75              |  |              |

Notes:

- (1) 2015 through 2024 using a 7.154% Discount Rate
- (2) Losses at 7.58%

**ERRATA**

Docket No. UE 267

Exhibit PAC/402

Witness: Gregory N. Duvall

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Reply Testimony of Gregory N. Duvall**

**Estimated Cost Shift for Five Year Program**

**ERRATA**

**May 2014**

Exhibit PAC 402 - Errata

Schedule 296 Potential Cost Shift  
Assuming Average Market Prices for Electricity and Natural Gas

| Year | Schedule 201 - Net<br>Power Costs in<br>Rates<br>(\$/MWh)<br>(a)<br>(a)=Sch 47/48 Avg | NPC Impact of 50<br>aMW Leaving<br>System<br>(\$/MWh)<br>(b) | Transition<br>Adjustment<br>(\$/MWh)<br>(c)<br>(c)=(a)-(b) | Schedule 200 -<br>Base Supply<br>(\$/MWh)<br>(d)<br>(d)=Sch 47/48 Avg | Net Impact of<br>Customer Exiting<br>(\$/MWh)<br>(e)<br>(e)=(c)+(d) | Shifted Costs<br>(\$ Millions) (1)<br>(f)<br>(f)=(e)x 175 aMW |
|------|---|--|--|---|---|---|
| 2015 | \$26.08   | \$35.18  | (\$9.10)   | \$26.98   | \$17.88   | \$0.00  |
| 2016 | \$26.66   | \$35.57  | (\$8.91)   | \$27.49   | \$18.58   | \$0.00  |
| 2017 | \$26.62   | \$36.30  | (\$9.68)   | \$28.01   | \$18.33   | \$0.00  |
| 2018 | \$26.99   | \$38.06  | (\$11.07)  | \$28.54   | \$17.47   | \$0.00  |
| 2019 | \$27.26   | \$40.19  | (\$12.93)  | \$29.08   | \$16.15   | \$0.00  |
| 2020 | \$28.24   | \$45.21  | (\$16.97)  | \$29.63   | \$12.66   | \$19.46   |
| 2021 | \$30.48   | \$49.95  | (\$19.47)  | \$30.19   | \$10.72   | \$16.43   |
| 2022 | \$31.13   | \$56.55  | (\$25.42)  | \$30.76   | \$5.34  | \$8.18  |
| 2023 | \$31.89   | \$58.22  | (\$26.33)  | \$31.34   | \$5.01  | \$7.68  |
| 2024 | \$32.24   | \$59.54  | (\$27.30)  | \$31.94   | \$4.64  | \$7.14  |
|      |   |  |  |   |   | <hr/> \$58.89   |

10-Year Net Present Value (2015-2024) 7.154% Discount Rate:

\$35.40

(1) 175 average megawatts of participation. Shifted costs quantified for years 6 through 10.





**NET POWER COSTS  
COST-BASED SUPPLY SERVICE**

**Available**

In all territory served by the Company in the State of Oregon.

**Applicable**

To Residential Consumers and Nonresidential Consumers who have elected to take Cost-Based Supply Service under this schedule or under Schedules 210, 211, 212, 213 or 247. This service may be taken only in conjunction with the applicable Delivery Service Schedule. Also applicable to Nonresidential Consumers who, based on the announcement date defined in OAR 860-038-275, do not elect to receive standard offer service under Schedule 220 or direct access service under the applicable tariff. In addition, applicable to some Large Nonresidential Consumers on Schedule 400 whose special contracts require prices under the Company's previously applicable Schedule 48T. For Consumers on Schedule 400 who were served on previously applicable Schedule 48T prices under their special contract, this service, in conjunction with Delivery Service Schedule 48, supersedes previous Schedule 48T.

Nonresidential Consumers who had chosen either service under Schedule 220 or who chose to receive direct access service under the applicable tariff may qualify to return to Cost-Based Supply Service under this Schedule after meeting the Returning Service Requirements and making a Returning Service Payment as specified in this Schedule.

**Monthly Billing**

The Monthly Billing shall be the Energy Charge, as specified below by Delivery Service Schedule.

| <u>Delivery Service Schedule No.</u>   |   |   | <u>Delivery Voltage</u>      |                  |                     |
|--|---|---|------------------------------|------------------|---------------------|
|  |   |   | <b>Secondary</b>             | <b>Primary</b>   | <b>Transmission</b> |
| 4  | Per kWh   | 0-1000 kWh<br>> 1000 kWh                                | 2.145¢<br>2.878¢             |                  |                     |
| 5  | Per kWh   | 0-1000 kWh<br>> 1000 kWh                                | 2.145¢<br>2.878¢             |                  |                     |
| For Schedules 4 and 5, the kilowatt-hour blocks listed above are based on an average month of approximately 30.42 days. Residential kilowatt-hour blocks shall be prorated to the nearest whole kilowatt-hour based upon the number of whole days in the billing period (see Rule 10 for details). |   |   |                              |                  |                     |
| 6  | Per kWh<br>plus<br>plus                                 | All kWh<br>per On-Peak kWh<br>per Off-Peak kWh (credit) | 2.324¢<br>14.270¢<br>-3.790¢ |                  |                     |
| For Schedule 6, On-Peak hours are from 5 p.m. to 9 p.m., all days. Off-Peak hours are all remaining hours  |   |   |                              |                  |                     |
| 23   | First 3,000 kWh, per kWh<br>All additional kWh, per kWh |   | 2.338¢<br>1.733¢             | 2.266¢<br>1.681¢ |                     |
| 28   | All kWh, per kWh  |   | 2.221¢                       | 2.200¢           |                     |

(continued)

**Monthly Billing (continued)**

| <u>Delivery Service Schedule No.</u> |                                | <u>Secondary</u> | <u>Delivery Voltage</u> |                     |
|--------------------------------------|--------------------------------|------------------|-------------------------|---------------------|
|                                      |                                |                  | <u>Primary</u>          | <u>Transmission</u> |
| 29                                   | All kWh, per kWh               | 2.802¢           | 2.802¢                  |                     |
|                                      | Plus per Off-Peak kWh (credit) | -0.739¢          | -0.739¢                 |                     |

For Schedule 29, Summer On-Peak hours are from 4 p.m. to 8 p.m. Monday through Friday excluding holidays in the Summer months of April through October. Non-Summer On-Peak hours are from 6 a.m. to 10 a.m. and 5 p.m. to 8 p.m. Monday through Friday excluding holidays in the Non-Summer months of November through March. Off-Peak hours are all remaining hours.

|    |                                |         |         |  |
|----|--------------------------------|---------|---------|--|
| 30 | All kWh, per kWh               | 2.166¢  | 2.200¢  |  |
| 41 | All kWh, per kWh               | 2.100¢  | 2.068¢  |  |
|    | Optional TOU Adders            |         |         |  |
|    | Plus per On-Peak kWh           | 4.989¢  | 4.989¢  |  |
|    | Plus per Off-Peak kWh (credit) | -0.992¢ | -0.992¢ |  |

Schedule 41 Consumers may choose to participate in one of two Time-of-Use (TOU) rate options, Option A and Option B which provide time-varying rates in the Summer months of July, August and September. Consumers may choose to participate in Option A with On-Peak hours from 2 p.m. to 6 p.m. all days in Summer or Option B with On-Peak hours from 6 p.m. to 10 p.m. all days in Summer. Off-peak hours for each Option are all other Summer hours which are not On-Peak. All other months have no time-of-use periods or rate adders.

|       |                   |        |        |        |
|-------|-------------------|--------|--------|--------|
| 47/48 | Per kWh On-Peak   | 2.618¢ | 2.526¢ | 2.404¢ |
|       | Per kWh, Off-Peak | 1.887¢ | 1.794¢ | 1.672¢ |

For Schedule 47 and Schedule 48, Summer On-Peak hours are from 1 p.m. to 10 p.m. all days in the Summer months of June through September. Non-Summer On-Peak hours are from 6 a.m. to 9 a.m. and 4 p.m. to 10 p.m. in the Non-Summer months of October through May. Off-Peak hours are all remaining hours.

|    |                            |                                     |                           |                             |
|----|----------------------------|-------------------------------------|---------------------------|-----------------------------|
| 15 | <b><u>Type of Lamp</u></b> | <b><u>LED Equivalent Lumens</u></b> | <b><u>Monthly kWh</u></b> | <b><u>Rate per Lamp</u></b> |
|    | Level 1                    | 0-5,000                             | 19                        | \$0.66                      |
|    | Level 2                    | 5,001-12,000                        | 34                        | \$1.19                      |
|    | Level 3                    | 12,001+                             | 57                        | \$1.99                      |

(continued)



**NET POWER COSTS**  
**COST-BASED SUPPLY SERVICE**

**Monthly Billing (continued)**

**Delivery Service Schedule No.**

| 51 | <b>Type of Lamp</b> | <b>LED Equivalent Lumens</b> | <b>Monthly kWh</b> | <b>Rate per Lamp</b> |
|----|---------------------|------------------------------|--------------------|----------------------|
|    | Level 1             | 0-3,500                      | 8                  | \$0.24               |
|    | Level 2             | 3,501-5,500                  | 15                 | \$0.45               |
|    | Level 3             | 5,501-8,000                  | 25                 | \$0.75               |
|    | Level 4             | 8,001-12,000                 | 34                 | \$1.03               |
|    | Level 5             | 12,001-15,500                | 44                 | \$1.33               |
|    | Level 6             | 15,501+                      | 57                 | \$1.72               |

| 53 | <b>Types of Luminaire</b> | <b>Nominal rating</b> | <b>Watts</b> | <b>Monthly kWh</b> | <b>Rate Per Luminaire</b> |
|----|---------------------------|-----------------------|--------------|--------------------|---------------------------|
|    | High Pressure Sodium      | 5,800                 | 70           | 31                 | \$0.27                    |
|    | High Pressure Sodium      | 9,500                 | 100          | 44                 | \$0.39                    |
|    | High Pressure Sodium      | 16,000                | 150          | 64                 | \$0.56                    |
|    | High Pressure Sodium      | 22,000                | 200          | 85                 | \$0.75                    |
|    | High Pressure Sodium      | 27,500                | 250          | 115                | \$1.01                    |
|    | High Pressure Sodium      | 50,000                | 400          | 176                | \$1.55                    |
|    | Metal Halide              | 9,000                 | 100          | 39                 | \$0.34                    |
|    | Metal Halide              | 12,000                | 175          | 68                 | \$0.60                    |
|    | Metal Halide              | 19,500                | 250          | 94                 | \$0.83                    |
|    | Metal Halide              | 32,000                | 400          | 149                | \$1.31                    |
|    | Metal Halide              | 107,800               | 1,000        | 354                | \$3.12                    |

Non-Listed Luminaire, per kWh 0.881¢

54 Per kWh 0.881¢

(continued)





NET POWER COSTS  
COST-BASED SUPPLY SERVICE

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**Returning Service Requirements**

For Nonresidential Consumers who have chosen service under Schedule 220, Standard Offer Supply Service or who have chosen Direct Access Delivery service under the applicable tariff. A Consumer shall meet the Returning service Requirements of this Schedule by making a request to the Company to receive service under this Schedule and agreeing to pay to the Company a Returning service Payment that compensates for the increased cost of serving such returning Consumer due to an increase in market price as compared to the market price used in determining the Consumer's applicable transition credit as specified under Schedule 294. Upon return to this Schedule, PacifiCorp will cease applying Schedule 294 to the returning Consumer receiving service under this Schedule and shall remove the Consumer's Schedule 294 credit from the transition adjustment balancing account.

**Returning Service Payment**, expressed in dollars, shall be the result of multiplying the expected remaining monthly usage times the difference between the forward market price at the time of the Consumer's request to return to Cost-Based Supply Service and the forward market price used for determining the Schedule 294 Transition Adjustment, times 110 percent.

The Payment shall be based on the Consumer's expected monthly usage and the Company's current forward energy market prices. The Consumer's expected remaining usage shall be based on a pro rata share of the current month's usage and Consumer's historical data for each remaining month of the period over which the Transition Adjustment was calculated. Consumer's usage will be allocated into peak and off-peak periods by month using a predetermined peak/off-peak ratio for Customer's applicable Delivery Service Schedule.

The payment will be calculated by multiplying the monthly allocated peak- and off-peak usage by the difference between the forward market price at the time of the request and the forward market price used for the Schedule 294 Adjustment. The Returning Service Payment will only apply if the result of this calculation results in a positive number.

For the Consumer who chooses direct access service or Schedule 220, the Consumer will pay the Returning Service Payment to return to service under this schedule.

Upon receiving the calculated amount of the Returning Service Payment from the Company, Consumer shall have until the close of business on that day to execute the agreement to pay the Returning Service Payment.

**Docket No. UE 339**

**EXHIBIT**

**Calpine Solutions 103**

**Non-Confidential Excerpt from PacifiCorp Response to Calpine  
Solutions Data Request 2.14**

**Note: This exhibit contains excerpts from data responses originally designated as confidential that PacifiCorp has agreed may be presented as non-confidential.**

UE 339 / PacifiCorp  
May 31, 2018  
Calpine Energy Solutions 2.14

Calpine Solutions/103  
Higgins/ 1 of 3

**Calpine Energy Solutions 2.14**

Please provide sample calculations and supporting work papers for Schedule 296 (transition adjustments and opt-out charge) that would be applicable to Schedule 30-Secondary customers and Schedule 48-Primary customers.

**Response to Calpine Energy Solutions Data Request 2.14**

Please refer to Confidential Attachment Calpine Energy Solutions 2.14-1 and Confidential Attachment Calpine Energy Solutions 2.14-2, which provide the sample calculation for Schedule 296.

The confidential attachments are designated as Protected Information under Order No. 16-128 and may only be disclosed to qualified persons as defined in that order.



**Schedule 30**  
**Schedule 339 - Five Year Cost of Service Opt-Out Program**  
**Example Calculation (\$/MWh)**

| Year                             | Schedule 201 - Net<br>Power Costs in<br>Rates | NPC Impact of<br>50 aMW Leaving<br>System | Transition<br>Adjustment | Schedule 200 - Base<br>Supply | Customer<br>Opt Out<br>Charge |
|----------------------------------|---|---|--------------------------|-------------------------------|-------------------------------|
|                                  | (a)<br>(a)=Sch Avg                            | (b)                                       | (c)<br>(c)=(a)-(b)       | (d)<br>(d)=Sch Avg            | (e)<br>=25.63-7.59            |
| 2019                             | \$26.92                                       | \$25.46                                   | \$1.46                   | \$30.49                       | \$18.04                       |
| 2020                             | \$25.62                                       | \$26.96                                   | (\$1.34)                 | \$31.28                       | \$18.04                       |
| 2021                             | \$26.44                                       | \$29.19                                   | (\$2.75)                 | \$32.03                       | \$18.04                       |
| 2022                             | \$27.10                                       | \$30.76                                   | (\$3.66)                 | \$32.77                       | \$18.04                       |
| 2023                             | \$27.37                                       | \$31.74                                   | (\$4.37)                 | \$33.52                       | \$18.04                       |
| 2024                             | \$28.61                                       | \$35.13                                   | (\$6.52)                 | \$34.29                       |                               |
| 2025                             | \$30.24                                       | \$39.57                                   | (\$9.33)                 | \$35.08                       |                               |
| 2026                             | \$30.07                                       | \$40.98                                   | (\$10.91)                | \$35.89                       |                               |
| 2027                             | \$30.63                                       | \$43.78                                   | (\$13.15)                | \$36.72                       |                               |
| 2028                             | \$33.62                                       | \$48.03                                   | (\$14.41)                | \$37.56                       |                               |
| 10-Year Net Present Value (1)    |   |   | (\$31.20)                | \$105.35                      | \$74.15                       |
| 5-year Nominal Levelized Payment |   |   | (\$7.59)                 | \$25.63                       | \$18.04                       |

**Notes:**

- (1) 2019 through 2028 using a 6.91% Discount Rate
- (2) Losses at 8.01%

**Schedule 47/48**  
**Schedule 339 - Five Year Cost of Service Opt-Out Program**  
**Example Calculation (\$/MWh)**

| Year                             | Schedule 201 - Net<br>Power Costs in<br>Rates | NPC Impact of<br>50 aMW<br>Leaving System | Transition<br>Adjustment | Schedule 200 - Base<br>Supply | Customer<br>Opt Out<br>Charge |
|----------------------------------|---|---|--------------------------|-------------------------------|-------------------------------|
|                                  | (a)<br>(a)=Sch Avg                            | (b)                                       | (c)<br>(c)=(a)-(b)       | (d)<br>(d)=Sch Avg            | (e)<br>=24.08-9.42            |
| 2019                             | \$24.66                                       | \$25.46                                   | (\$0.80) -               | \$28.63 -                     | \$14.65                       |
| 2020                             | \$23.47                                       | \$26.96                                   | (\$3.49) -               | \$29.38 -                     | \$14.65                       |
| 2021                             | \$24.22                                       | \$29.19                                   | (\$4.97) -               | \$30.09 -                     | \$14.65                       |
| 2022                             | \$24.83                                       | \$30.76                                   | (\$5.93) -               | \$30.78 -                     | \$14.65                       |
| 2023                             | \$25.07                                       | \$31.74                                   | (\$6.67) -               | \$31.49 -                     | \$14.65                       |
| 2024                             | \$26.20                                       | \$35.13                                   | (\$8.93)                 | \$32.21                       |                               |
| 2025                             | \$27.70                                       | \$39.57                                   | (\$11.87)                | \$32.95                       |                               |
| 2026                             | \$27.55                                       | \$40.98                                   | (\$13.43)                | \$33.71                       |                               |
| 2027                             | \$28.06                                       | \$43.78                                   | (\$15.72)                | \$34.49                       |                               |
| 2028                             | \$30.80                                       | \$48.03                                   | (\$17.23)                | \$35.28                       |                               |
| 10-Year Net Present Value (1)    |   |   | (\$38.74)                | \$98.95                       | \$60.22                       |
| 5-year Nominal Levelized Payment |   |   | (\$9.42)                 | \$24.08                       | \$14.65                       |

**Notes:**

- (1) 2019 through 2028 using a 6.91% Discount Rate  
(2) Losses at 8.01%