BEFORE THE PUBLIC UTILITY COMMISSION OF THE STATE OF OREGON

UE 335

PORTLAND GENERAL ELECTRIC COMPANY

Joint Testimony in Support of Partial Stipulation

Marianne Gardner Justin Bieber Bob Jenks Dr. Marc Hellman Steve W. Chriss Stefan Brown

August 16, 2018

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I. Introduction

Q.	Please state your names and positions.
A.	My name is Marianne Gardner. I am a Senior Revenue Requirement Analyst in the Energy
	Division at the Public Utility Commission of Oregon (OPUC). My qualifications appear in
	Staff Exhibit 401.
	My name is Justin Bieber. I am a Senior Consultant with Energy Strategies, LLC and am
	testifying on behalf of Fred Meyer Stores and Quality Food Centers (Fred Meyer), Divisions
	of The Kroger Co. My qualifications appear in FM Exhibit 100.
	My name is Bob Jenks. I am the Executive Director of the Oregon Citizens' Utility Board
	(CUB). My qualifications appear in CUB Exhibit 201.
	My name is Dr. Marc Hellman. I am an independent consultant representing the Alliance
	of Western Energy Consumers (AWEC). My qualifications appear in AWEC Exhibit 301.
	My name is Steve W. Chriss. I am Director, Energy and Strategy Analysis for Wal-Mart
	Stores, Inc. and Sam's West, Inc. (Walmart). My qualifications appear in Walmart Exhibit
	101.
	My name is Stefan Brown. I am Manager of Regulatory Affairs in Portland General
	Electric Company's (PGE's) Rates and Regulatory Affairs Department. My qualifications
	appear in Section III below.
Q.	What is the purpose of your testimony?
A.	Our purpose is to describe the May 18, 2018 Partial Stipulation (the Stipulation) reached
	among the OPUC Staff (Staff), CUB, AWEC, Fred Meyer, Walmart, the Small Business
	Utility Advocates (SBUA), and PGE (collectively, the Stipulating Parties or Parties) regarding
	certain revenue requirement issues in this docket (UE 335) as described below. While there
	are other parties to this case, we are not aware of any who oppose this Stipulation.
	А. Q.

1 **Q.** What is the basis for the Stipulation?

A. PGE filed this general rate case on February 15, 2018. During the next three months, PGE 2 responded to more than 500 data requests from Staff, CUB, AWEC, and other parties. On 3 April 17, parties held a workshop to discuss issues and review various revenue requirement 4 topics. On May 17, Staff provided an initial analysis of numerous issues and the Stipulating 5 Parties participated in a Settlement Conference on May 18, during which other parties also 6 identified issues. During those discussions, PGE accepted a number of Staff proposals and 7 8 offered modifications regarding other proposals. The Stipulating Parties also accepted a number of PGE's suggestions, which represented compromises that parties deemed 9 reasonable for settlement purposes. 10

Q. Please summarize the agreement contained in the revenue requirement portion of the Stipulation.

A. The Stipulation represents the settlement of several revenue requirement issues. A copy of
 the Stipulation is provided as Exhibit 101. Table 1 summarizes the settled issues with a short
 description. Exhibit 102 provides an updated revenue requirement incorporating the results
 of this Stipulation.

Issue No.	Category	Description			
S-0	Cost of Capital	Capital structure: 50% equity / 50% debt. Cost of Long-Term Debt: 5.1% with the understanding that PGE will strive for securing longer term (e.g., a term of thirty years) debt for any future near term issuances in order to smooth out future debt maturity cycles. Return on Equity of 9.5%.			
S-1	Uncollectibles	Decrease Uncollectibles rate from 0.3431% to 0.32635%.			
S-2	OPUC Fees	Apply a 0.3211% OPUC Fee rate to the non- incremental portion of PGE's request. Reduce the OPUC Fee amount to reflect a 0.3000% rate on the incremental revenue requirement of this case.			
S-3	Interest Synchronization	PGE and Staff agree that their respective calculations align. No change to revenue requirement.			
S-4	Franchise Fee rate	Continue to use a 2.538% franchise fee rate.			
S-13	Research and Development (R&D)	Reduce R&D expense from \$3.2 million to \$2.6 million. Forecast future R&D expense for the next three rate cases, or 10 years, whichever comes first, on the percentage of forecasted fixed T&D and Generation O&M (excluding Boardman) in the test-year that \$2.6 million represents for 2019. Hold annual R&D presentation at a workshop of interested parties.			
S-20 & S-21	Memberships, Dues, and Cash Contributions	Reduce expense by \$250,000			
S-23 & S-24	Non-Labor Generation and Transmission & Distribution (T&D) Expense	Reduce Production expense by \$1.65 million. Reduce T&D expense by \$0.85 million.			
S-25	Directors & Officers (D&O) Insurance	Reduce expense by \$267,000			

 Table 1

 (Stipulated issues with approximate adjustments)

Q. Does this Stipulation indicate that all parties agree on the calculations or bases employed

2

by other parties to determine each adjustment?

A. No. Although the Stipulating Parties may not necessarily agree on the calculations,
 assumptions, or bases used to determine each adjustment, we believe the amounts represent a
 reasonable financial settlement of the respective issues in this docket. The adjustments are in
 the public interest and are consistent with rates that are fair, just, and reasonable.

Q. Does the Stipulation resolve all revenue requirement issues in this proceeding?

- 2 A. No. The Stipulation resolves only the issues associated with each of the categories, as
- 3 specified above.

II. Resolved Revenue Requirement Issues

Q. Please describe the Partial Stipulation regarding cost of capital (S-0).

2 The Stipulating Parties agree to a capital structure of 50% equity and 50% debt, a cost of debt A. of 5.1%, and a return on equity (ROE) of 9.5%. Parties considered that PGE's last authorized 3 ROE and capital structure were set less than one year ago and that estimates for PGE's ROE 4 and capital structure were not significantly different than at that time. Further, Staff's 5 6 estimates for PGE's long-term debt were less than 10 basis points lower than PGE's estimates so parties agreed to Staff's long-term estimate. The Stipulating Parties also agreed that PGE 7 should strive for securing longer term debt for any future near term issuances in order to 8 smooth out future debt maturity cycles. While the Stipulation does not bind PGE on the term 9 of this debt, the Stipulating Parties understand that "longer term" means a term of 10 approximately 30 years. 11

12 Q. Please describe the Stipulation regarding Uncollectibles (S-1).

A. PGE's initial filing included a 0.3431% uncollectibles rate based on the final rate stipulated
 in Docket No. UE 319, PGE's 2018 general rate case. During settlement, Staff proposed
 applying a three-year average methodology to determine the test year uncollectibles rate.

16 Q. How do the Parties resolve this issue?

A. The Parties agree that for settlement purposes a 0.32635% uncollectibles rate will be used for
the test year, reflecting the 2015-2017 historical average of actual write-offs.

19 Q. Please describe the Stipulation regarding OPUC Fees (S-2).

A. PGE's initial filing included an OPUC fee rate of 0.3211%. During settlement, Staff agreed with the 0.3211% used; however, Staff recommended a 0.3000% rate be used on the incremental revenue requirement of this case.

23 Q. How do the Parties resolve this issue?

A. The Parties agree that for settlement purposes a rate of 0.3211% will be used for 2019. PGE
will also reduce the OPUC Fee amount to reflect a 0.3000% rate on the incremental revenue
requirement of this case.

4 Q. Please describe the Stipulation regarding Interest Synchronization (S-3).

5 A. The Parties agree that for settlement purposes PGE's and Staff's revenue requirement 6 calculations are in alignment. There is no change to revenue requirement.

7 Q. Please describe the Stipulation regarding PGE's Franchise Fee rate (S-4).

A. PGE's initial filing included a franchise fee rate of 2.538% based on three years of actual fees
versus total applicable revenue. The Parties agree that for settlement purposes this rate is
reasonable.

11 Q. Please describe the Stipulation regarding Research and Development (S-13).

A. PGE's initial filing included a Research and Development (R&D) forecast of approximately 12 \$3.2 million. Parties discussed the merits of increasing R&D and agreed that an increase is 13 warranted, but also wanted the R&D forecast to be based on a formula. The Parties agree that 14 for settlement purposes, PGE will reduce its 2019 test year R&D expense by approximately 15 \$600,000 to \$2.6 million. Additionally, PGE will determine the percentage of fixed labor and 16 non-labor T&D and Generation O&M (excluding Boardman) in the final test-year forecast 17 that \$2.6 million represents, and the Parties agree to apply this percentage to determine a 18 presumptive reasonableness evaluation of R&D costs for the next three rate cases, or ten years, 19 20 whichever comes first. PGE will also commit to holding an R&D presentation at a workshop of interested parties, and, if requested by the Commission, will make a presentation on PGE's 21 R&D program in a public meeting regarding planned future R&D efforts as well as report on 22 23 progress of R&D activities to date.

Q. Please describe the Stipulation regarding Memberships and Dues (S-20) and Cash Contributions (S-21).

A. PGE's initial filing included a forecast of Membership costs of approximately \$3.6 million.
After reviewing PGE's request, Staff proposed a reduction to PGE's Memberships forecast
based on a lack of explanation provided for certain costs. Additionally, Staff proposed the
removal of PGE's forecasted cash contributions included in FERC account 921.2 based on
Commission policy. The Parties agree that for settlement purposes, PGE will reduce its
request for these two items by \$0.25 million.

9 Q. Please describe the Stipulation regarding Generation Operations and Maintenance
 10 (O&M) (S-23) and Transmission & Distribution (T&D) O&M (S-24).

A. During settlement discussions, Staff proposed separate reductions to PGE's T&D expense and 11 generation expense based on historical actuals. After discussing the proposed reduction and 12 its components, Parties agreed to combine the two issues and that PGE will reduce its 13 combined non-labor Generation and T&D O&M forecast by \$2.5 million. The allocation of 14 this adjustment will be weighted 33.928% to T&D O&M and 66.072% to Generation O&M. 15 This percentage weighting is based on the ratio of Staff's original adjustment proposal. 16 Additionally, Parties agree this reduction settles all non-labor issues for T&D and Generation 17 O&M except for Level III storm restoration costs. 18

19 Q. Please describe the Stipulation regarding Insurance (S-25).

A. During settlement, Staff proposed that the cost of all premiums for Director and Officer (D&O) liability insurance should be split between customers and shareholders. In its initial filing, PGE split the cost of certain layers of D&O insurance between customers and shareholders by including only 50 percent of those costs in the revenue requirement, but allocated all of the cost of the primary layer of insurance to customers. The Parties agree for

1	settlement purposes to reduce D&O expense by \$0.267 million, which is 50% of the primary
2	layer of D&O insurance. The result is that customers and shareholders will share the entire
3	cost of D&O insurance 50/50.

4 Q. What is your recommendation to the Commission regarding these adjustments?

A. The Parties recommend and request that the Commission approve these adjustments. Based
on careful review of PGE's filing, consideration of PGE's responses to over 500 data requests,
and thorough analysis of the issues, we believe these adjustments represent appropriate and
reasonable resolutions of the respective issues in this docket. Retail prices reflecting these
adjustments will be fair, just, and reasonable.

III. Qualifications

Q. Dr. Brown, please state your education background and experience.

A. I received Bachelor of Science degrees in Agricultural and Resource Economics, and Animal 2 Science from Oregon State University. I received a Master of Science degree in Economics 3 from the University of Wyoming. I received a Doctor of Philosophy degree in Ag. Economics 4 from Purdue University. I have held various economist positions related to the energy 5 industry, including that of Senior Economist at the Public Utility Commission of Oregon. I 6 have worked for PGE since 2007 and have represented PGE in OPUC and Bonneville Power 7 Administration proceedings, including general rate cases. I have worked as a Manager in 8 Regulatory Affairs at PGE since April 2015. 9 Q. Does this conclude your testimony? 10

11 A. Yes.

List of Exhibits

PGE Exhibit Description

- 101 Copy of Partial Stipulation
- 102 Updated Revenue Requirement

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BEFORE THE PUBLIC UTILITY COMMISSION OF OREGON

UE 335

In the Matter of

PORTLAND GENERAL ELECTRIC COMPANY

PARTIAL STIPULATION

Request for a General Rate Revision.

This Partial Stipulation ("Stipulation") is between Portland General Electric Company ("PGE"), Staff of the Public Utility Commission of Oregon ("Staff"), the Citizens' Utility Board of Oregon ("CUB"), the Alliance of Western Energy Consumers ("AWEC"), Fred Meyer Stores and Quality Food Centers, Division of The Kroger Co. ("Kroger"), and Wal-Mart Stores, Inc. and Sam's West, Inc. ("Walmart"), (collectively, the "Stipulating Parties"). Calpine Solutions is not a party to this Stipulation, and does not oppose it.

PGE filed this general rate case on February 15, 2018. The filing included thirteen separate pieces of testimony and exhibits. PGE also provided to Staff and other parties voluminous work papers in support of its filing. Since that time, Staff and intervening parties have analyzed PGE's filing and work papers, and submitted more than 520 data requests obtaining additional information. Two schedules were set by the Administrative Law Judge in this matter: one for net variable power cost ("NVPC") issues, and the other for general rate case issues. A settlement conference was held on May 18, 2018 in the general rate case portion of this docket that led to the settlement included in this Stipulation. The Stipulating Parties participated in this settlement discussion, and no other parties participated in the discussions. As a result of those discussions,

the Stipulating Parties have reached a compromise settlement of several issues in this docket, as set forth below.

TERMS OF PARTIAL STIPULATION

- 1. This Stipulation resolves only the general rate case issues described below.
- 2. <u>Cost of Capital (S-0)</u>. For determining rates in this case:
 - a. The Cost of Long-Term (LT) Debt will be set at 5.100% and PGE will strive to secure longer term debt in any future near-term issuances in order to smooth out future debt maturity cycles.
 - b. The Return on Equity will be 9.500%.
 - c. The assumed debt to equity ratio will be 50/50.
- 3. <u>Uncollectibles (S-1)</u>. PGE will reduce its uncollectible rate to 0.32635% based on a threeyear average of actual write-offs for calendar years 2015-2017.
- <u>OPUC Fees (S-2)</u>. PGE will apply a 0.3211% OPUC Fee rate on the non-incremental revenue requirement in this case. PGE will also reduce the OPUC Fee amount to reflect a 0.3000% rate on the incremental revenue requirement of this case.
- <u>Interest Synchronization (S-3)</u>. PGE and Staff agree that their respective calculations align. There is no change to revenue requirement.
- 6. <u>Franchise Fee rate (S-4)</u>. A Franchise Fee rate of 2.538% will be used, as filed by PGE.
- 7. <u>Research and Development (S-13)</u>. Research and Development ("R&D") costs will be reduced by \$600,000 to \$2.6 million. PGE will determine the percentage of fixed Transmission and Distribution ("T&D") and Generation Operations and Maintenance ("O&M") costs (excluding Boardman) in the test year forecast that \$2.6 million represents and the Stipulating Parties agree to apply that percentage from this rate case to determine

a presumptive reasonableness of R&D costs in PGE's next three rate cases, or 10 years, whichever occurs first. PGE will report this percentage and calculation in conjunction with its compliance filing after the final order is issued. PGE will also hold an annual R&D presentation at a party workshop and, if asked by the Commission, will make a presentation at a public meeting regarding planned future R&D efforts as well as report on progress of R&D activities to date.

- 8. <u>Membership and Dues, and Cash Contributions (S-20 and S-21)</u>. PGE will reduce its request for Membership and Dues and Cash Contributions by \$250,000.
- 9. <u>Non-Labor Generation and T&D O&M (S-23 and S-24)</u>. PGE will reduce its non-labor generation and T&D O&M forecast by \$2.5 million. The allocation of this adjustment will be weighted 33.928% to T&D O&M and 66.072% to Generation O&M.
- <u>Directors and Officers Insurance (S-25)</u>. Forecast Directors and Officers Insurance costs will be reduced by \$267,000.
- 11. The Stipulating Parties recommend and request that the Commission approve the adjustments and provisions described herein as appropriate and reasonable resolutions of the identified issues in this docket.
- 12. The Stipulating Parties agree that this Stipulation is in the public interest, and will contribute to rates that are fair, just and reasonable, consistent with the standard in ORS 756.040.
- 13. The Stipulating Parties agree that this Stipulation represents a compromise in the positions of the Stipulating Parties. Without the written consent of all of the Stipulating Parties, evidence of conduct or statements, including but not limited to term sheets or other documents created solely for use in settlement conferences in this docket, are confidential

and not admissible in the instant or any subsequent proceeding, unless independently discoverable or offered for other purposes allowed under ORS 40.190.

- 14. The Stipulating Parties have negotiated this Stipulation as an integrated document. The Stipulating Parties, after consultation, may seek to obtain Commission approval of this Stipulation prior to evidentiary hearings. If the Commission rejects all or any material part of this Stipulation, or adds any material condition to any final order that is not consistent with this Stipulation, each Stipulating Party reserves its right: (i) to withdraw from the Stipulation, upon written notice to the Commission and the other Parties within five (5) business days of service of the final order that rejects this Stipulation, in whole or material part, or adds such material condition; (ii) pursuant to OAR 860-001-0350(9), to present evidence and argument on the record in support of the Stipulation, including the right to cross-examine witnesses, introduce evidence as deemed appropriate to respond fully to issues presented, and raise issues that are incorporated in the settlements embodied in this Stipulation; and (iii) pursuant to ORS 756.561 and OAR 860-001-0720, to seek rehearing or reconsideration, or pursuant to ORS 756.610 to appeal the Commission's final order. Nothing in this paragraph provides any Stipulating Party the right to withdraw from this Stipulation as a result of the Commission's resolution of issues that this Stipulation does not resolve.
- 15. This Stipulation will be offered into the record in this proceeding as evidence pursuant to OAR 860-001-0350(7). The Stipulating Parties agree to support this Stipulation throughout this proceeding and in any appeal, and provide witnesses to support this Stipulation (if specifically required by the Commission), and recommend that the Commission issue an order adopting the settlements contained herein. By entering into

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this Stipulation, no Stipulating Party shall be deemed to have approved, admitted or consented to the facts, principles, methods or theories employed by any other Stipulating Party in arriving at the terms of this Stipulation. Except as provided in this Stipulation, no Stipulating Party shall be deemed to have agreed that any provision of this Stipulation is appropriate for resolving issues in any other proceeding.

16. This Stipulation may be signed in any number of counterparts, each of which will be an original for all purposes, but all of which taken together will constitute one and the same agreement.

DATED this _____ day of August, 2018.

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____ PORTLAND GENERAL ELECTRIC COMPANY

STAFF OF THE PUBLIC UTILITY COMMISSION OF OREGON

> CITIZENS' UTILITY BOARD OF OREGON

ALLIANCE OF WESTERN ENERGY CONSUMERS

THE KROGER CO.

WALMART

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PORTLAND GENERAL ELECTRIC COMPANY

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Portland General Electric Company 2019 Revenue Requirement - Base Business (\$000)

					Total Increase:	Rev Req 65,684	Percent 3.61%
5	At Current Rates	July Load Forecast Delta	GRC Change for RROE	Proposed 2018	Non-NVPC Adjustments	NVPC Adjustments	Total Results
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1 Sales to Consumers 2 Sales for Resale	1,798,713	19,582	66,326	1,884,622	(4,672)	4,030	1,883,980 -
Other Revenues	25,327			25,327	18	-	25,327
Total Operating Revenues	1,824,041		66,326	1,909,949	(4,672)	4,030	1,909,307
Net Variable Power Costs	375,309			375,309	-	3,887	379,196
Production O&M (excludes Trojan)	165,665			165,665	(1,652)		164,013
Trojan O&M	115			115	2. 63		115
Transmission O&M Distribution O&M	15,798 136,180			15,798 136,180	- (848)	-	15,798
Customer & MBC O&M	78,739			78,739	(646)	-	135,331 78,739
Uncollectibles Expense	6,171		295	6,466	(15)	13	6,148
OPUC Fees	5,776		276	6,052	(15)	13	6,049
A&G, Ins/Bene., & Gen. Plant	174,655		574	174,655	(1,131)	-	173,524
Total Operating & Maintenance	958,407		571	958,978	(3,661)	3,913	958,915
Depreciation	305,531			305,531	-	-	305,531
Amortization	66,965			66,965	8	1.00	66,965
Property Tax	71,578			71,578	-	-	71,578
Payroll Tax Other Taxes	16,637 2,501			16,637 2,501	-	-	16,637 2,501
Franchise Fees	45,644		2,180	47,825	(119)	102	47,808
Utility Income Tax	62,226		22,571	84,797	(241)	3	84,797
Total Operating Expenses & Taxes	1,529,491 294,550		25,322 60,586	1,554,812	(4,021) (651)	4,018 12	1,554,733 354,575
Utility Operating Income	294,000		00,000	355,137 355,137	(100)	12	354,575
Average Rate Base				000,101			004,010
Avg. Gross Plant	10,221,818			10,221,818	-	-	10,221,818
Avg. Accum. Deprec. / Amort	(4,761,822)			(4,761,822)	-	-	(4,761,822)
Avg. Accum. Def Tax Avg. Accum. Def ITC	(679,665)			(679,665)	-	-	(679,665)
Avg. Net Utility Plant	4,780,331		1 <u>-</u> 1	4,780,331	-	1 <u>11</u> 11	4,780,331
Misc. Deferred Debits	9,294			9,294	-	-	9,294
Operating Materials & Fuel	78,945			78,945	-	-	78,945
Misc. Deferred Credits Working Cash	(74,554) 62,143		1,029	(74,554) 63,172	- (163)	- 163	(74,554) 63,169
Average Rate Base	4,856,160		1,029	4,857,189	(163)	163	4,857,185
Rate of Return Implied Return on Equity	6.065% 7.008%			7.312% 9.500%		7.300% 9.500%	7.300% 9.500%
Effective Cost of Debt	5.123%		5.123%	5.123%	5.100%	5.100%	5.100%
Effective Cost of Preferred	0.000%		0.000%	0.000%	0.000%	0.000%	0.000%
Debt Share of Cap Structure	50.000%		50.000%	50.000%	50.000%	50.000%	50.000%
Preferred Share of Cap Structure	0.000%		0.000%	0.000%	0.000%	0.000%	0.000%
Weighted Cost of Debt Weighted Cost of Preferred	2.562% 0.000%		2.562% 0.000%	2.562% 0.000%	2.550% 0.000%	2.550%	2.550% 0.000%
Equity Share of Cap Structure	50.000%		50.000%	50.000%	50.000%	50.000%	50.000%
State Tax Rate	7.786%		7.786%	7.786%	7.786%	7.786%	7.786%
Federal Tax Rate	21.000%		21.000%	21.000%	21.000%	21.000%	21.000%
Composite Tax Rate Bad Debt Rate	27.151% 0.343%		27.151% 0.343%	27.151% 0.343%	27.151% 0.326%	27.151% 0.326%	27.151% 0.326%
Franchise Fee Rate	2.538%		2.538%	2.538%	2.538%	2.538%	2.538%
Working Cash Factor	4.063%		4.063%	4.063%	4.063%	4.063%	4.063%
Gross-Up Factor	1.373		1.373	1.373	1.373	1.373	1.373
ROE Target Grossed-Up COC	9.500% 9.082%		9.500% 9.082%	9.500% 9.082%	9.500% 9.070%	9.500% 9.070%	9.500% 9.070%
OPUC Fee Rate	0.321%		0.321%	0.321%	0.321%	0.321%	0.321%
Utility Income Taxes							
Book Revenues	1,824,041		85,908	1,909,949	(4,672)	4,030	1,909,307
Book Expenses Interest Deduction	1,467,265 124,394		2,751 26	1,470,015 124,420	(3,780) (4)	4,016	1,469,935 123,858
Production Deduction	-			-		17 8 - 21	-
Permanent Ms	(22,619)			(22,619)			(22,619)
Deferred Ms Taxable Income	63,378 191,623		<mark>83,131</mark>	63,378 274,755	- (888)	11	63,378 274,754
Current State Tax	14,921		6,473	21,394	(69)	1	21,394
State Tax Credits Net State Taxes	- 14,921		6,473	- 21,394	- (69)	1	- 21,394
Federal Taxable Income	176,703		76,658	253,361	(819)	10	253,361
Current Federal Tax	37,108		16,098	53,206	(172)	2	53,206
Federal Tax Credits	2842 2				-	-	50. (199
Excess ADIT Reversal (ARAM)	(7,010)		-	(7,010)	-		(7,010)
Deferred Taxes Total Income Tax Expense	17,208 62,226		0 22,571	17,208 84,797	- (241)	- 3	17,208 84,797
the second se	170,156		22,571	230,716	(241)	2	230,717
Regulated Net Income	170,150			200,110			