

**PUBLIC UTILITY COMMISSION OF OREGON
STAFF REPORT
PUBLIC MEETING DATE: July 11, 2023**

REGULAR _____ **CONSENT** X **EFFECTIVE DATE** _____ **N/A**

DATE: June 23, 2023

TO: Public Utility Commission

FROM: Rawleigh White

THROUGH: Bryan Conway, Marc Hellman, and Matt Muldoon **SIGNED**

SUBJECT: AVISTA UTILITIES:
(Docket No. UM 903)
2023 Spring Earnings Review.

STAFF RECOMMENDATION:

Staff recommends the Public Utility Commission of Oregon (Commission) approve Staff's finding that Avista Corporation (Avista or Company) earnings for the 12 months ended December 31, 2022, are below the earnings threshold established in Docket No. UM 903, and that no Earnings Sharing applies to the 2022 Fiscal Year.

DISCUSSION:

Issue

Whether the Commission should approve Staff's finding that Avista's earnings for the 12 months ended December 31, 2022, are below the earnings threshold established in Docket No. UM 903, and that no Earnings Sharing applies to the 2022 Fiscal Year.

Applicable Rule or Law

Avista made its filing in accordance with OAR 860-022-0070. Each Oregon regulated natural gas distribution company recovers gas costs under an automatic adjustment clause known as the Purchased Gas Adjustment (PGA). The Commission adopted the PGA in 1998 and the implementing rules in 1999.¹ The Commission has modified the PGAs and rules through the years.² The purpose of the PGA is to permit each natural

¹ Order Nos. 98-503 and 99-272 (Docket Nos. UM 903 and AR 357).

² See e.g., Order Nos. 07-019 and 08-504 (Docket Nos. AR 512 and UM 1286).

gas utility to adjust revenue annually to reflect actual increases or decreases in gas costs.

The PGA has two components. The first component is prospective and resets base gas costs each year to reflect changes in the utility's projected cost of purchased gas.³ The second component is retroactive and allows the utility to defer for later inclusion in rates differences between actual fixed costs and the base level in rates as well as a portion of the differences between actual commodity-related costs and the base level in rates.⁴

To ensure that earnings of a natural gas utility are not excessive prior to passing through prudently incurred base gas costs, the Commission, by rule (OAR 860-022-0070), requires that an earnings review be conducted on an annual basis.⁵

Components of the Spring Earnings Review are as follows:

Annual Election

Not later than September 15 of each year, each Local Distribution Company (LDC) must make an annual sharing election for the applicable gas year, which begins November 1.⁶ The LDC must choose either 90/10 Weighted Average Cost of Gas (WACOG) sharing or 80/20 WACOG sharing with a corresponding earnings review threshold.⁷ Avista elected a 90/10 WACOG sharing for the 2022 Fiscal Year in Docket No. UM 1286.

Spring Earnings Review

An earnings review shall be performed each spring (pursuant to OAR 860-022-0070) based on the most recent fiscal year's results of operations. The earnings review will apply to the WACOG sharing election previously made by the Company (e.g., the 2021 election will apply to the 2022 Fiscal Year results of operations that are the subject of the 2023 Spring Earnings Review). If earnings are found to be above a specified return on equity (ROE) level (Earnings Threshold), a portion of those revenues will be booked to a deferred account.

The Earnings Threshold

An LDC that elects 90/10 WACOG sharing will be subject to an Earnings Threshold of 100 basis points above its ROE, adjusted to reflect changes in conditions in capital

³ See e.g., Order No. 03-198 at 1 (Docket No. AR 449).

⁴ Id.

⁵ Id.

⁶ Order No. 08-504 at 17; Order No. 11-196, Appendix at 4; Order No. 14-238, Appendix A at 8.

⁷ 90/10 or 80/20 WACOG Sharing means that 90 or 80 percent of the variance will be deferred for subsequent charge or credit to customers, and 10 or 20 percent will be absorbed or retained by the LDC.

markets.⁸ An LDC that elects 80/20 WACOG sharing is subject to an Earnings Threshold of 150 basis points above its ROE, adjusted in the same manner.⁹

Structure of Earnings Reviews

By May 1 of each year, the LDC will file results of operations for the 12 months ended the prior December 31. Staff will complete its review and distribute summary conclusions by June 10 to all parties. At the first regular public meeting in July, Staff will present the results of the earnings review. If there are unresolved issues, a settlement conference will be held. If there are still outstanding issues, parties will file position statements by August 1 and the Commission would issue its decision on unresolved issues by August 15. These rate changes will include amortization of credit amounts in the deferred account, if any, resulting from the spring earnings review.¹⁰

Earnings Adjustments

Recorded results of operations will include retained WACOG variance earnings and will be adjusted for Type 1 adjustments as set forth in Order No. 99-272, Appendix B. Avista made a one-time election not to include a weather normalization adjustment in its spring 1999 earnings review filing and each subsequent annual filing.

Earnings Performance

If adjusted earnings (including any retained WACOG variance) are below the Earnings Threshold, there will be no rate adjustment.¹¹ If adjusted earnings are above the Earnings Threshold, the amount of revenue in the test year representing 33 percent of the earnings (including WACOG earnings) exceeding the threshold will be shared with customers (Earnings Sharing).¹²

Effective Date of Rate Adjustment and Applicable Interest

Upon completion of the earnings review, any amount of earnings over the sharing dead band determined to be returned to customers will be booked to a deferred account. Interest shall apply beginning the previous January 1. The rate adjustment and amortization will be effective with the date of the subsequent base gas cost change.¹³

⁸ The Earnings Threshold is adjusted each year by 20 percent of any change in the risk-free rate for the twelve-month calendar year preceding the annual earnings review (See Order No. 04-203 at 3-4 and OAR 860-022-0070(5)(c)).

⁹ Id.

¹⁰ OAR 860-022-0070(6).

¹¹ OAR 860-022-0070(5)(c).

¹² Order No. 98-543.

¹³ OAR 860-022-0070(5)(e).

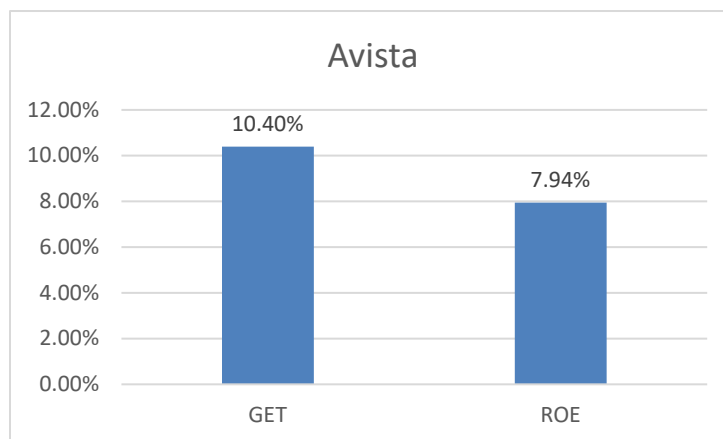
Analysis

Avista's Earnings

The Gas Earnings Threshold (GET) for Avista for this 2023 Spring Earnings review (review of the 2022 results of operations) is 10.40 percent.¹⁴ Avista elected a 90/10 WACOG sharing for the 2022 Fiscal Year in Docket No. UM 1286.¹⁵ Accordingly, the calculation of Avista's Earnings Threshold began with the Company's authorized ROE for 2022.¹⁶ Then 100 basis points (based on a 90/10 WACOG Sharing Election) were added to Avista's ROE. Finally, an adjustment of 20 percent of the change in United States Treasury (UST) Risk Free (R_f) Rate for the 12-month period preceding the annual earnings review and the Company's most recent general rate case order was applied. For the 2022 Fiscal Year, Avista's adjusted risk-free rate decreased 10 basis points.

Pursuant to OAR 860-022-0070, Avista submitted its 2022 Results of Operations (ROO) report for the 12 months ended December 31, 2022.¹⁷ Avista calculates its ROE as 7.94 percent after the application of its Type 1 adjustments, excluding weather normalization.

Staff reviewed Avista's ROO report, supporting workpapers, had a meeting with the Avista staff regarding the ROO Report (on June 20, 2023) and concludes that Avista's reported ROE has been calculated correctly. Because Avista's adjusted ROE is below the GET of 10.40 percent, no Earnings Sharing is required.



¹⁴ Gas Earning Thresholds and supporting calculations are posted on the Commission's website here: <https://www.oregon.gov/puc/forms/Forms%20and%20Reports/Gas-Earnings-Threshold-GET.pdf>.

¹⁵ Company's Annual PGA Sharing Election (2021-2022), Docket No. UM 1286 filed June 30, 2021.

¹⁶ Avista's 2022 authorized ROE is 9.40 percent, per Docket No. UG 389, Order No. 20-468 page 3.

¹⁷ *In the Matter of Avista Corporation dba Avista Utilities, Annual Results Operations Report*, Docket No. RG 34, submitted April 22, 2023.

OAR 860-022-0070(6) requires Staff to submit its conclusions to parties by June 10. Due to Staff turnover, Staff submitted its conclusions to the parties in Docket No. UM 903 on June 28, 2023. Staff is unaware of any unresolved issues following its presentation of this review to the parties.

Conclusion

Staff reports above its calculations of (1) the Company's adjusted return on equity ("Earnings Threshold"), and (2) adjusted revenues for the 2022 Fiscal Year, both of which are used to determine whether Avista must share a portion of its 2022 Fiscal Year earnings with customers under Avista's PGA mechanism. Based on these calculations, Staff concludes that Avista should not be required to share its 2022 earnings with customers in connection with its PGA.

The Company has reviewed this memo and agrees with its content.

PROPOSED COMMISSION MOTION:

Approve Staff's finding that Avista's 2022 earnings are below the Earnings Threshold designated in Docket No. UM 903, and that no Earnings Sharing applies to the 2022 Fiscal Year.