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2	OF OREGON
3	AR 499
4 5	In the Matter of )  JOINT COMMENTS
6 7	Adoption of Permanent Rules to Implement ) SB 408 Relating to Utility Taxes.
8	After reviewing the Opening Comments and considering the follow-up workshop
9	discussions, the participants submitting these Joint Comments (Staff, Avista <sup>1</sup> , Northwest Natural
10	Portland General Electric and PacifiCorp, herein "participants") recommend that the
l 1	Commission adopt the following modifications to the three-factor apportionment method in
12	Interim Order 06-400 for determining the amount of taxes paid that is properly attributed to the
l3 l4	regulated operations of the utility <sup>2</sup> . The participants reserve the positions stated in their
15 16	Avista does not concur with Item 1 which provides that an adjustment be made for deferred federal income tax for just non-Oregon regulated entities prior to applying the apportionment factor. The adjustment should include deferred federal income taxes for all entities, including regulated Oregon operations, regulated non-Oregon operations and non-regulated affiliates. Avista concurs with Item 2 regarding the use of three-factor ratios using
l7 l8	amounts used for setting rates rather than situs amounts. Avista is not certain that Item 3 concerning state income tax covers Avista's situation. While the explanation to Item 3(A)(4) says that the Commission has determined that 100 percent of Oregon taxes should be allocated by rule to Oregon, a portion of the determination of Oregon state income tax paid is due to Avista owning Coyote Springs 2, a natural gas fired, electric generating plant in Oregon.
19	Item 4 deals with Multnomah County Business Income Tax. Avista does not operate in Multnomah County and does not pay this tax. Item 5 addresses a floor for the properly attributed amount. Avista concurs with the floor calculation for federal income tax, but believes the floor is unworkable for state income tax due to the methodology
20	employed by the Department of Revenue in determining the amount of taxable income for state income tax. Avista concurs with Item 6 defining the stand-alone basis for determining the cap. Avista concurs with a filing date of
21	December 31, 2006 for filing a Private Letter Ruling with the Internal Revenue Service. Avista reserves the right to comment separately on these and other issues.
22	<sup>2</sup> Staff believes that the proposed change #5 represents a limitation on the three-factor attribution approach, rather than simply a modification to the calculation. Therefore, staff will consider comments of the customer groups
23	before taking a final position on the proposal.  With respect to the proposed change #1, PacifiCorp's analysis to date suggests that the surest means to avoid violation of the normalization conditions of the Internal Revenue Code is to remove all non-Oregon regulated utility
24	operations from the allocation exercise as well as tax depreciation on Oregon disallowed capital costs (if any) from the calculation of current taxes and to add back Oregon regulated deferred taxes pursuant to ORS 757.268(13)(f), as
25	proposed in PacifiCorp's Opening Comments. Nevertheless, PacifiCorp agrees that the proposal in change #1 does minimize the risk of normalization violations, as long as it also includes an add back of tax depreciation on Oregon
26	disallowed capital costs (if any) from the calculation of current taxes and an add back of deferred taxes of Oregon regulated operations pursuant to ORS 575.268(13)(f).

- individual Opening and Reply Comments on the predicate question of whether the Commission 2 can or should adopt the apportionment method to determine taxes paid that are properly attributed to Oregon regulated operations. These Joint Comments address only how the 3 Commission should implement the apportionment method, assuming that the Commission 4 5 decides to adopt it. The participants are drafting proposed rule revisions to incorporate these changes and expect to file Joint Rule Revisions by Thursday, August 17, 2006. 6 1. Prior to applying the apportionment factor, adjust the amount of federal income 7 taxes paid by the amount of deferred taxes attributable to non-Oregon regulated entities. 8 9 2. For the calculation of the three-factor ratios for Oregon regulated operations, use amounts for property, payroll and sales that reflect the same basis as used for 10 setting rates, rather than situs amounts, in the numerator. 11 3. For the calculation of properly attributed income taxes paid at the state level, allow 12 the utility the discretion to adopt one of the following methods: 13 Method I: (a) Use the total amount of Oregon income taxes paid by the unitary group 14 whose filing includes the utility; 15 (b) Adjust the amount of Oregon income taxes paid by the unitary group by a ratio equal to the effective tax rate from the utility's rate case divided by the 16 Oregon statutory tax rate; and (c) Use amounts for property, payroll and sales for the unitary group, 17 including amounts for Oregon regulated operations that reflect the same basis as used for setting rates, in the denominator; and 18 (d) For a utility for which the Oregon income tax is 100 percent allocated to 19 Oregon in setting rates, 100 percent of Oregon taxes attributable to such utility also should be allocated by the rule to Oregon. 20 Method II: 21 Calculate total taxes paid that are properly attributed as the sum of taxes paid that are properly attributed in each state in which the utility is subject to state
  - (a) Use the total amount of state income taxes paid by the unitary group whose filing includes the utility.

income tax, calculated on a state by state basis using the following three step

(b) For each state, multiply the state tax by the average of the ratios calculated for the utility's property, payroll and sales, as defined in the

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1		applicable state tax allocation statutes, using the amounts for regulated operations of the utility in the applicable state in the numerator and the amounts
2		for the unitary tax group that includes the regulated utility in the denominator; and:
3		(c) Multiply the total amount of state taxes determined in the first two steps by the average of the ratios calculated for property, payroll and sales of the
4		Oregon regulated operations in the numerator and the utility's regulated operations in the denominator.
5	4.	Apportion the Multnomah County Business Income Tax (MCBIT) within the local
6		unitary group by Multnomah County gross income as defined for purposes of the MCBIT Report.
7		
8		
9 10	5.	Calculate a "floor" for the properly attributed amount equal to the utility's stand-alone tax liability minus the total amount of losses among entities within the affiliated group.
11		These changes are proposed to decrease the risk of violation of normalization
12	require	ments of federal tax law, eliminate unnecessary inconsistencies between how taxes paid
13	and tax	es collected are calculated, conform the attribution of the MCBIT to the method used by
14	the cour	nty to allocate the unitary group's gross income, and remove the potential for utility
15	custome	ers to receive more than 100 percent of the benefits from losses within the affiliated
16	group.	
17		In addition, the participants jointly recommend the Commission adopt these additional
18	changes	s to the draft rules submitted by staff on July 25:
19	6.	Define the ORS 757.268(12)(a) cap as the tax liability calculated for the utility's regulated operations on a stand-alone basis.
20	7.	
21		Internal Revenue Service (IRS) from October 15, 2006 to December 31, 2006.
22		We address each of these proposed changes in turn.
23		
24		
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2	taxes paid by the amount of deferred taxes attributable to non-Oregon regulated entities.
3	ORS 757.268(8) allows the Commission to adjust rates (implicitly including income
4	taxes under SB 408) "to ensure compliance with the normalization requirements of federal tax
5	law." While subsection (13)(f) requires an adjustment for deferred taxes related to (Oregon)
6	regulated operations of the utility, the affiliated group may have deferred taxes for other, non-
7	Oregon regulated entities. If the attribution methodology does not make an adjustment for these
8	deferred taxes, a portion of the benefits of these non-Oregon deferred taxes will be allocated to
9	Oregon customers, potentially triggering a normalization violation.
10	To avoid this problem, the participants propose that prior to the properly-attributed
11	calculation, the taxes paid starting point will be adjusted for the deferred taxes related to non-
12	Oregon regulated operations. These figures should be readily available from FERC filings, or
13	alternatively, calculable using figures from tax returns. Making this adjustment, along with
14	adjusting deferred taxes related to Oregon regulated operations under (13)(f), should reduce the
15	risk of normalization violations, consistent with sections (8) and 13(f).
16	2. For the calculation of the three-factor ratios for Oregon regulated operations, use amounts for property, payroll and sales that reflect the same basis as used for
17	setting rates, rather than situs amounts, in the numerator.
18	The draft rule in the interim order would require calculating each of the three factors
19	using Oregon situs amounts. This creates an unwarranted mismatch with the basis the
20	Commission uses for the costs that underlie the utility's rates and, for purposes of SB 408, how
21	taxes collected are calculated. For example, for setting rates and calculating taxes collected
22	under SB 408, much of the property and payroll used to provide service for a multi-state utility is
23	allocated among jurisdictions regardless of where the property or employees are physically
24	located. The participants propose that the Commission modify the three-factor calculation so
25	that amounts for property, payroll and sales for Oregon regulated operations will be calculated

on the same basis as used in setting rates.

#### 1 3. For the calculation of properly attributed income taxes paid at the state level: 2 The participants believe the calculation of state income tax should include all state 3 income taxes paid by the utility for which amounts are included in rates. However, the process of 4 making this calculation on a state by state basis could be particularly burdensome for a large, 5 multi-state utility. Therefore the participants propose that the utility have the option of making this calculation in either of two ways. The first method, (I) below, makes the calculation using 6 Oregon apportionment factors as a proxy for other states in the calculation of the state taxes paid. 7 8 The second method, (II) below, makes the calculation on a state by state basis. 9 Method I: (a) Use the total amount of Oregon income taxes paid by the unitary group whose 10 filing includes the utility; 11 On page 6 of the interim order, the Commission stated that in order to comply with SB 12 408, the properly attributed calculation for state taxes must aggregate the various unitary groups 13 that pay taxes in Oregon and include a member of the utility's federal affiliated group. The 14 participants do not believe that the Commission is required under the law to aggregate the 15 unitary group that includes the utility with taxpayer groups that do not include the utility. 16 There are a number of policy reasons why the taxes paid and properly attributed to the 17 utility should not include state taxes paid by unitary groups that do not include the utility. First, 18 the utility's unitary group is an actual taxpaying entity that creates an actual tax payment to 19 which the three-factor apportionment can be applied. Second, other companies in the corporate 20 group that file Oregon taxes have no "nexus" to the utility, in either a taxpayer or business sense. 21 Third, the tax liability of those other companies has no effect on the actual tax payment of the 22 utility's unitary group. Fourth, limiting the calculation to the utility's unitary group is simpler. 23 /// 24 /// 25 /// 26

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(b) Adjust the amount of Oregon income taxes paid by the unitary group by a ratio equal to the effective tax rate from the utility's rate case divided by the Oregon statutory tax rate;

The participants recommend that the Commission use the amount of the Oregon state tax paid as the starting point for calculating the amount of state tax paid that is properly attributed to regulated operations of the utility. Using Oregon state tax as the basis for the three-factor calculation will provide simplification yet a reasonable proxy for the amount of state tax paid by multi-state utilities.

In order to calculate the amount of state taxes paid on the same basis as taxes collected in rates for multi-state utility, the starting point (Oregon state tax) should be multiplied by a ratio equal to the effective tax rate from the rate case divided by the Oregon tax rate. For PacifiCorp, for example, the combined state tax rate used for ratemaking (and for SB 408, for the taxes collected calculation) is lower than the state tax rate. This adjustment is necessary to remove the mismatch that would otherwise occur.

(c) Use amounts for property, payroll and sales for the unitary group, including amounts for Oregon regulated operations that reflect the same basis as used for setting rates, in the denominator.

For the reasons discussed above, participants propose that the Commission modify the state calculation to use the three-factor amounts for the utility's unitary group, as well as amounts for Oregon regulated operations that are consistent with the basis for how rates are set and how taxes collected are calculated under SB 408 (i.e., allocated rather than situs amounts for certain property and payroll).

(d) For a utility for which the Oregon income tax is 100 percent allocated to Oregon in setting rates, 100 percent of Oregon taxes attributable to such utility also should be allocated by the rule to Oregon

The Commission has determined for rates of Avista Corp. and Northwest Natural Gas Company, the Oregon income tax paid by the utility properly is 100 percent allocable to Oregon service. The attribution of the Oregon income tax under the rule should recognize this determination.

1	Method II:
2	Use the sum of each state income taxes paid to units of government that is properly attributed to the regulated operations of the utility.
3	property attributed to the regulated operations of the desirey.
4	A separate calculation will be performed for each state income tax to which the regulated
5	utility is subject and which state income tax is included in the rates for regulated service offered
6	to Oregon customers by the regulated utility. For each applicable state, the amount of state
7	incomes taxes paid that is properly attributed to the regulated operations of the utility is
8	calculated as follows:
9 10	(a) The total amount of state income taxes for the applicable state that is paid by the unitary tax group that includes the regulated utility;
11	(b) For each state, multiply the state tax by the average of the ratios calculated for the utility's property, payroll and sales, as defined in the
12 13	applicable state tax allocation statutes, using the amounts for regulated operations of the utility in the applicable state in the numerator and the amounts for the unitary tax group that includes the regulated utility in the denominator; and
14 15	(c) Multiply the total amount of state taxes determined in the first two steps by the average of the ratios calculated for property, payroll and sales of the Oregon regulated operations in the numerator and the
16	utility's regulated operations in the denominator.
17	This calculation mirrors the calculation in A, above, but instead of using Oregon allocation
18	factors as a proxy for the calculation of state taxes outside of Oregon, it calculates actual state
19	taxes paid and properly attributed on a state by state basis, then calculates the Oregon share.
20	4. Apportion the MCBIT within the local unitary group by Multnomah County gross
21	income as defined for purposes of the MCBIT Report.
22	Multnomah County calculates MCBIT based upon Multnomah County gross income as
23	defined in the MCBIT Report. Because this is how the tax is calculated and collected, and
24	because the amount of this tax is relatively small, using gross income as the apportionment factor
25	is a sensible and pragmatic approach to apportionment.
26	///

1	5. Calculate a "floor" for the properly attributed amount equal to the utility's stand-
	alone tax liability minus the total amount of losses among entities within the
2	affiliated group.

A potential unintended result of the three-factor allocation method is that the amount of taxes paid that is properly attributed to the utility could be lower than the "book end" of attributing tax savings from losses of other members of the affiliated group. For example, assume that the utility has a stand-alone tax liability of \$50 and its sole affiliate has a loss of \$5. Under an approach that apportions taxes paid based on positive taxable income, taxes paid that are properly attributed to the utility would be \$45 (i.e., because the utility has 100% of the positive taxable income of the group). Under the three-factor approach, however, part of the \$45 paid to units of government would be allocated to the affiliate, so utility customers would receive the full \$5 tax benefit unrelated to the utility plus an additional amount as a result of the allocation method that credits a portion of taxes paid to affiliates with losses.

In order to avoid this result, the participants recommend the Commission include in the rules the opportunity to apply a "floor" for the three-factor properly attributed amount, calculated as the utility's stand-alone tax liability minus the total amount of negative tax liabilities of affiliates in the applicable federal or state tax filing. This will ensure that the SB 408 calculation attributes to the utility no more than 100 percent of the tax benefits from other affiliates' losses.

## 6. Define the ORS 757.268(12)(a) cap as the tax liability calculated for the utility's regulated operations on a stand-alone basis.

ORS 757.268(12)(a) caps the amount of taxes paid that is properly attributed to the regulated operations of the utility to "That portion of the total taxes paid that is incurred as a result of income generated by the regulated operations of the utility . . ." The interim order appeared to read this language in isolation, concluding that it requires an apportionment beginning with the amount of taxes paid to units of government, such as the "With and Without" approach identified in the interim order. However, the beginning of section (12) states that the properly attributed amount "may not exceed the lesser of" the (a) cap or the (b) cap The (b) cap

1	is amounts paid to units of government. For section (12) to make sense in its entirety, and for
2	section (b) to have any meaning, the amount in section (a) cannot by definition be limited to an
3	amount that is never greater than the amount paid to units of government. Furthermore, the term
4	"income generated by regulated operations of the utility" clearly indicates a stand-alone
5	calculation, computation of which is much more simple and straightforward than computation of
6	a "with and without" amount.
7	In some situations, "(t)hat portion of the total taxes paid" calculated using the utility's
8	stand-alone results could exceed the amount of taxes paid to taxing authorities. That outcome
9	would be consistent with the "may not exceed the lesser of" language in section (12). The stand-
10	alone approach also complies with the DOJ opinion at 15: "only the 'portion' of taxes paid on
11	the utility's regulated operations is counted for purposes of subparagraph 3(12)(a)."
12	7. Extend the Date to Seek a PLR to December 31, 2006.
13	The participants recommend that the utilities have until December 31, 2006, to seek a
14	PLR from the IRS. The date originally set forth in Staff's proposed rules would not allow the
15	utilities and other participants time to adequately prepare and review drafts of the utilities'
16	filings. In addition, moving the date to December 31, 2006 allows the utilities to incorporate
17	specific data from the tax reports filed on October 15, 2006, which may enhance the likelihood
18	that the IRS will rule on the utility filings.
19	DATED this 14th day of August 2006.
20	Respectfully submitted,
21	
22	HARDY MYERS Attorney General
23	
24	Jason W. Jones, #00059
25	Assistant Attorney General
26	Of Attorneys for Staff of the Public Utility Commission of Oregon

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# 1 CERTIFICATE OF SERVICE 2 I certify that on August 14, 2006, I served the foregoing upon the parties in this

3 proceeding hereto by electronic mail and sending a true, exact and full copy by regular mail,

4

4 postage prepaid or by shuttle mail/hand deliver to the parties accepting paper service.

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