



February 16, 2018

#### VIA ELECTRONIC FILING

PUC Filing Center Public Utility Commission of Oregon P.O. Box 1088 Salem, OR 97308-1088

Re: UM 1845 - In the Matter of PACIFICORP, dba PACIFIC POWER, Request for Proposals of an Independent Evaluator to Oversee the Request for Proposal Process.

Attached for filing in the above-referenced docket is PacifiCorp's Motion for Modified Protective Order.

Please contact this office with any questions.

Sincerely,

Alisha Till Legal Assistant

Enclosure

## BEFORE THE PUBLIC UTILITY COMMISSION OF OREGON

**UM 1845** 

In the Matter of

PACIFICORP, d/b/a PACIFIC POWER,

PACIFICORP'S MOTION FOR MODIFIED PROTECTIVE ORDER

Application for Approval of 2017 Request for Proposals.

#### I. INTRODUCTION

In accordance with OAR 860-001-0420 and OAR 860-001-0080(3), PacifiCorp d/b/a Pacific Power moves the Public Utility Commission of Oregon (Commission) for entry of a Modified Protective Order in this proceeding granting additional protections for highly confidential information, consisting of bid information, analysis and modeling that relies on bid information, and reports provided by independent evaluators that rely on and refer to bid information.

PacifiCorp's Request for Acknowledgement of Final Shortlist of Bidders in 2017R Request for Proposals (Request for Approval), filed concurrently with this motion, includes information submitted by bidders in the 2017R Request for Proposals (RFP) and the 2017S RFP. The 2017R RFP and 2017S RFP are ongoing. PacifiCorp is negotiating final agreements with the bidders selected to the final shortlist in the 2017R RFP and the company is evaluating bids to select the final shortlist in the 2017S RFP. Therefore, bid information and analysis and modeling based on that bid information, is highly sensitive, non-public commercial information. If disclosed, the highly confidential bid information would harm customers by compromising PacifiCorp's ability to successfully negotiate final agreements, and could result in less competitive bids in future RFPs.

To better prevent the inadvertent disclosure or improper use of highly commercially sensitive bid information, PacifiCorp requests that the Commission issue a Modified Protective Order that includes two narrowly tailored protections:

- First, PacifiCorp requests on-site review of the highly confidential information for all intervenors, except Staff and the Oregon Citizens' Utility Board (CUB). Preventing widespread distribution of the highly confidential information makes public disclosure, and the attendant harm, substantially less likely.
- Second, PacifiCorp requests that no access to highly confidential information be provided to persons involved in the company's ongoing solicitation processes as bidders, including persons who represent or advise bidders, or persons that reasonably expect to be involved in solicitations or negotiations of power purchase agreements within the next two years. Restricting access to these persons better ensures that bidders cannot, intentionally or not, improperly obtain an unfair competitive advantage by relying on another bidder's information.

Attachment A to this Motion is PacifiCorp's proposed Modified Protective Order.

#### II. BACKGROUND

On June 1, 2017, PacifiCorp filed an application for approval of its 2017R RFP. On June 15, 2017, PacifiCorp filed a Motion for a General Protective Order, which was granted on June 16, 2017.<sup>1</sup>

Concurrent with the filing of this motion, PacifiCorp filed its Request for Approval, as required by competitive bidding guidelines (Guidelines) adopted by the Commission.<sup>2</sup> As required by Guideline 11, the company's Request for Approval includes the closing report prepared by Bates White, LLC, the independent evaluator (IE) appointed by the Commission. The IE's report includes details related to the bids that were submitted and analyzed as part

<sup>&</sup>lt;sup>1</sup> Order No. 17-218.

<sup>&</sup>lt;sup>2</sup> In the Matter of the Pub. Util. Comm'n of Or., Investigation Regarding Competitive Bidding, Docket No. UM 1182, Order No. 14-149 at 14 (Apr. 30, 2014) (adopting mandatory acknowledgement of final shortlists to "promote transparency in the utility procurement process").

of the 2017R RFP. A Modified Protective Order would provide additional protection for highly commercially sensitive, non-public bid information, and related analysis.

#### III. REQUEST FOR ADDITIONAL PROTECTION

OAR 860-001-0080(3)(a) contains five requirements for seeking a modified protective order. This motion addresses each of these requirements in the following subsections.

#### A. Exact Nature of the Information Involved (OAR 860-001-0080(3)(a)(A)).

PacifiCorp limited its highly confidential designation to only the 2017R RFP and 2017S RFP bid information and related analysis based on the bid information. This information constitutes highly sensitive commercial information that if disclosed would result in unfair competitive injury to the company, and, therefore, to customers.

# B. Legal Basis for the Claim the Information is Protected under ORCP 36(C)(7) (OAR 860-001-0080(3)(a)(B)).

ORCP 36(C)(7) provides protection against unrestricted discovery of "trade secrets or other confidential research, development, or commercial information." Oregon's Uniform Trade Secrets Act, ORS 646.461 to 646.475, defines a "trade secret" as information, including cost data, that: (a) derives independent economic value, actual or potential, from not being generally known to the public or to other person who can obtain economic value from its disclosure or use; and (b) is the subject of efforts that are reasonable under the circumstances to maintain its secrecy. The Oregon public records law exempts from disclosure public records that are "trade secrets," which "may include, but are not limited to, any formula, plan, pattern, process, tool, mechanism, compound, procedure, production data, or compilation of information which is not patented, which is known only to certain individuals within an organization and which is used in a business it conducts, having actual

or potential commercial value, and which gives its user an opportunity to obtain a business advantage over competitors who do not know or use it."

The information for which PacifiCorp seeks additional protection is non-public information that is highly proprietary and commercially sensitive. PacifiCorp has not finalized all the agreements for the 2017R RFP and is in the process of evaluating bids received in the 2017S RFP. The ongoing nature of both RFPs and continuing negotiations with counterparties mandates the upmost confidentiality. PacifiCorp's ability to negotiate least-cost, least-risk final agreements directly benefits the company's retail customers. Accordingly, any disclosure of the bid information would have an immediate and deleterious effect on PacifiCorp's ability to successfully negotiate the final agreements on behalf of customers. Disclosure of the price, terms, or conditions included in the 2017R RFP or 2017S RFP bids, or disclosure of PacifiCorp's modeling and analysis of price, terms, and conditions, would provide current and potential future counter-parties a significant commercial advantage at the expense of the company and its customers.

Disclosure could also impact the competitiveness of future RFPs if bidders use highly confidential data from this case to inform their future bids. In addition, if bidders are not confident that their commercially sensitive bids will remain protected, they may choose to forego future RFPs. Thus, public disclosure of bid information will likely chill participation in future solicitations, make them less competitive, and reduce the likelihood that future RFPs result in the least-cost, least-risk resource for customers.

PacifiCorp has appropriately designated the bid information and associated analysis, as highly confidential information and requested reasonable protections to minimize the risk

<sup>&</sup>lt;sup>3</sup> ORS 192.345(2).

of disadvantaging the company in its negotiations in the 2017R RFP and its bid evaluations in the 2017S RFP, and to better ensure that future RFPs are competitive.

### C. Exact Nature of the Relief Requested (OAR 860-001-0080(3)(a)(C)).

PacifiCorp's proposed relief is set forth in Attachment A and include two key protections. The company's recommended protections reasonably balance the interests of intervenors and customers by allowing appropriate access to highly confidential information, while also minimizing the risk of inadvertent disclosure or improper use, and the customer harm that would follow.

First, PacifiCorp recommends that review of the highly confidential information occur at the company's offices for all parties except Staff and CUB. On-site review will limit the risk that highly confidential information will be inadvertently disclosed because the information will remain in PacifiCorp's possession and control.

Second, PacifiCorp recommends that on-site review be restricted to only those persons that meet the following requirement:

The person requesting access to highly confidential information is not now involved and does not reasonably expect to be involved in the PacifiCorp's ongoing solicitation processes as a bidder, including a person who represent or advise bidders, or a person that reasonably expects to be involved in solicitations or negotiations of power purchase agreements within the next two years.

PacifiCorp's second proposed condition is intended to preclude access to highly confidential bid information by any person that performs work on behalf of bidders in either the 2017R or 2017S RFP, persons that may perform work on behalf of potential bidders in any future resource solicitation process occurring in the next two years, and persons that may perform work on behalf of any counter-party to current or future negotiated power purchase agreements. Restricting access protects against a person improperly using highly confidential

bid information to inform their participation in other solicitations, to the detriment of customers. This restriction is consistent with prior rulings<sup>4</sup> and consistent with the Commission's competitive bidding guidelines, which contemplate that bidding information, including scoring and evaluation, will not be made available to other bidders.<sup>5</sup>

## D. Specific Reasons the Relief Requested is Necessary (OAR 860-001-0080(3)(a)(D)).

Entry of a Modified Protective Order with additional protections will allow PacifiCorp to make the information available to the parties in a manner consistent with the fact that it is highly sensitive commercial information. Granting the requested additional protection also will significantly limit the risk of an inadvertent breach of confidentiality, which could adversely affect PacifiCorp, its bidders, and its customers.

The General Protective Order is insufficient because it does not provide adequate safeguards against the disclosure of highly confidential information. Reliance on the General Protective Order also would delay discovery and interfere with the expeditious handling of this case.

## E. Description of the Intermediate Measures Explored by the Parties (OAR 860-001-0080(3)(a)(E)).

Additional protections, such as those contained in the proposed Modified Protective

Order, are appropriate when the consequences of disclosure would be particularly severe.

The Modified Protective Order also restricts the manner and means by which highly

confidential information may be maintained, stored, and transmitted, thus minimizing the risk

of inadvertent disclosure. Such protections and restrictions are prudent for the highly

<sup>5</sup> In the Matter of the Pub. Util. Comm'n of Or., Investigation Regarding Competitive Bidding, Docket No. UM 1182, Order No. 06-446 at 13-14 (Apr. 30, 2014).

<sup>&</sup>lt;sup>4</sup> See, e.g., In the Matter of PacifiCorp d/b/a Pacific Power's 2017 Transition Adjustment Mechanism, Docket No. UE 307, Ruling (Aug. 25, 2016) (precluding an expert witness's access to RFP results while final agreements were being negotiated because the expert represents competitors).

commercially sensitive, non-public information related to the rail transportation services contract at issue in this proceeding.

#### IV. CONCLUSION

For these reasons, PacifiCorp respectfully requests that the Commission issue a Modified Protective Order in the format provided as Attachment A to this Motion.

PacifiCorp's proposed additional protections are reasonably designed and narrowly tailored to minimize the risk of customer harm resulting from the public disclosure of highly sensitive commercial information related to the 2017R and 2017S RFP bids.

Respectfully submitted this 16<sup>th</sup> day of February 2018.

By:

Adam Lowney

McDowell Rackner Gibson PC

Attorneys for PacifiCorp

## **ATTACHMENT A**

## PROPOSED MODIFIED PROTECTIVE ORDER

#### MODIFIED PROTECTIVE ORDER

UM 1845

#### Scope of this Order:

1. This order governs the acquisition and use of "Protected Information" and "Highly Protected Information" produced or used by any party to these proceedings.

#### Designation of Protected Information and "Highly Protected Information":

- 2. Any party may designate as Protected Information any information the party reasonably determines:
  - (a) Falls within the scope of ORCP 36(C)(7) (a trade secret or other confidential research, development, or commercial information); and
  - (b) Is not publicly available.
- 3. Any party may designate as Highly Protected Information any information that the party reasonably determines:
  - (a) Satisfies paragraph 2; and
  - (b) Is extremely commercially sensitive and requires additional restrictions on who may access the information than that provided under the Commission's general protective order.
- 4. To designate information as Protected Information or Highly Protected Information, a party must place the following legend on the material:

[PROTECTED/HIGHLY PROTECTED] INFORMATION	
SUBJECT TO GENERAL PROTECTIVE ORDER NO. 18 -	

The party should make reasonable efforts to designate as Protected Information or Highly Protected Information only the portions of the information covered by the above definitions.

5. Each page of a document containing Protected Information filed with the Commission and served on Qualified Persons under this order must be printed on yellow paper and placed in a sealed envelope or other appropriate container. Each page of a document containing Highly Protected Information filed with the Commission or provided to Qualified Persons under this order must be printed on green paper. Only the portions of a document that fall within the above definitions may be placed in the envelope/container. The envelope/container must bear the legend:

THIS ENVELOPE IS SEALED UNDER ORDER NO. 18-\_\_\_\_ AND CONTAINS [PROTECTED/HIGHLY PROTECTED] INFORMATION. THE INFORMATION MAY BE SHOWN ONLY TO PERSONS QUALIFIED TO ACCESS

## [PROTECTED/HIGHLY PROTECTED] INFORMATION AS DEFINED IN THE ORDER.

- 6. Protected Information disclosed by a designating party to a Qualified Person through informal discovery or by means of the Commission's Huddle website will be marked "Protected Information" and uploaded to a file folder designated "protected" in Huddle, if applicable.
- 7. Highly Protected Information disclosed by a designating party to a person qualified to access Highly Protected information through informal discovery or by means of the Commission's Huddle website will be marked "Highly Protected Information" and uploaded to a file folder designated "highly protected" in Huddle, if applicable.
- 8. A party may designate as Protected Information or Highly Protected Information any information previously provided by giving written notice to the Commission and other parties. Parties in possession of newly designated Protected Information or Highly Protected Information must make reasonable efforts to ensure that all copies of the material containing the information bear the above legend if requested by the designating party.
- 9. A designating party must make reasonable efforts to ensure that information designated as Protected Information or Highly Protected Information continues to warrant protection under this order. If designated information becomes publically available or no longer falls within the scope of ORCP 36(C)(7), the designating party should make reasonable efforts to remove the protected designation and provide written notice to the Commission and other parties.

#### Challenge to Designation of Information as Protected or Highly Protected:

- 10. A party may informally challenge any designation of Protected Information or Highly Protected Information by notifying the designating party. Once notified, the designating party bears the burden of showing that the challenged information is covered by ORCP 36(C)(7). If a party challenges the "Highly Protected Information" designation, the designating party bears the burden of showing that the "Highly Protected Information" designation is necessary.
- 11. If the dispute cannot be resolved informally, the challenging party may file a written objection with the ALJ. The objection need only identify the information in dispute and certify that reasonable efforts to achieve informal resolution have failed.
- 12. Within five business days of service of the objection, the designating party must either remove the challenged protected designation or file a written response. A written response must identify the factual and legal basis of how the challenged information is protected under the Oregon Public Records Act, ORS 192.410 et seq, or the Uniform Trade Secrets Act, ORS 646.461(4). Broad allegations unsubstantiated by specific facts are not sufficient. If the designating party does not timely respond to the objection, the Commission will remove the protected designation from the challenged information.

13. The challenging party may file a written reply to any response within five business days of service of an objection. The designating party may file a sur-reply within three business days of service of a response. The ALJ will make all reasonable efforts to resolve the matter within 10 business days of service of the last filing.

#### Access to Protected Information and Highly Protected Information:

- 14. Only Qualified Persons may access Protected Information designated by another party under this Modified Protective Order. Persons automatically bound by this protective order and qualified to access Protected Information are:
  - (a) Commission employees; and
  - (b) Assistant Attorneys General assigned to represent the Commission.
- 15. Persons qualified upon a party signing the Consent to be Bound section of Appendix B are:
  - (a) Counsel for the party;
  - (b) Any person employed directly by counsel of record; and
  - (c) An employee of the Regulatory Division at the Oregon Citizens' Utility Board.

A party must identify all these persons in section 2 of Appendix B when consenting to be bound by the order, and must update this list throughout the proceeding to ensure it accurately identifies Qualified Persons.

- 16. A party bound by the modified protective order may seek to qualify other persons to access Protected Information by having those persons complete and sign Appendix C, and submitting that information to the Commission and all parties. Within five business days of receiving a copy of Appendix C, the designating party must either provide the requested access to Protected Information or file an objection under paragraph 22.
- Only Qualified Persons, as defined in paragraph 14, are automatically bound by this Modified Protective Order and qualified to access Highly Protected Information.
- 18. Persons qualified to access Highly Protected Information upon signing the Signatory Page for Highly Protected Information, Appendix D, are:
  - (a) An employee or counsel of the Regulatory Division at the Oregon Citizens' Utility Board; and
  - (b) Persons that are not involved in PacifiCorp's ongoing solicitation processes as bidders, including persons who represent or advise bidders, or persons that reasonably expect to be involved in solicitations or negotiations of power purchase agreements within the next two years.
- 19. Access to Highly Protected Information will be provided to all persons qualified under paragraph 18(b) only at PacifiCorp's offices. PacifiCorp will distribute Highly Protected Information to only those persons qualified under paragraphs 14 and 18(a).

#### **Objection to Access to Protected Information:**

- 19. All persons qualified to have access to Protected Information or Highly Protected Information will have access to Highly Protected Information unless the designating party objects as provided in this paragraph. As soon as the designating party becomes aware of reasons to restrict access to a Qualified Person, the designating party must provide the Qualified Person and his or her counsel notice stating the basis for the objection. The parties must promptly confer and attempt to resolve the dispute on an informal basis.
- 20. If the parties are unable to resolve the matter informally, the designating party must file a written objection with the ALJ. The requesting party may file a response to the motion within 5 business days of service of an objection. The ALJ will make all reasonable efforts to resolve the matter within 10 business days of the last filing. Pending the ALJ's decision, the specific Protected Information or Highly Protected Information may not be disclosed to the person subject to the objection.

#### Use of Protected and Highly Protected Information:

- All Qualified Persons must take reasonable precautions to keep Protected Information and, if applicable, Highly Protected Information, secure. Qualified Persons may reproduce Protected Information or Highly Protected Information only to the extent necessary to participate in these proceedings. A Qualified Person may discuss Protected Information or Highly Protected Information obtained under this order only with other Qualified Persons who have obtained the same information.
- 22. Without the written permission of the designating party, any person given access to Protected Information or Highly Protected Information under this order may not disclose Protected Information or Highly Protected Information for any purpose other than participating in these proceedings.
- 23. Nothing in this protective order precludes any party from independently seeking through discovery in any other administrative or judicial proceeding information or materials produced in tins proceeding under this protective order.
- 24. Counsel of record may retain memoranda, pleadings, testimony, discovery, or other documents containing Protected Information and Highly Protected Information to the extent reasonably necessary to maintain a file of these proceedings or to comply with requirements imposed by another governmental agency or court order. Any other person retaining Protected Information must destroy or return it to the designating party within 90 days after final resolution of these proceedings unless the designating party consents in writing to retention of the Protected Information. This paragraph does not apply to the Commission or its Staff.

#### **Duration of Protection:**

25. The Commission will preserve the designation of information as Protected Information or Highly Protected Information for a period of five years from the date

of the final order in these proceedings, unless extended by the Commission at the request of the designating party. The Commission will notify the designating party at least two weeks prior to the release of Protected Information or Highly Protected Information.

### **CONSENT TO BE BOUND**

UM 1845

## I. Consent to be Bound:

This modified protective order governs the uprotected Information in this proceeding.	ase of Protected Information and Highly
	_(Party) agrees to be bound by the terms of the
modified protective order and certifies that is adequately represented by other parties to the	t has an interest in these proceedings that is not
Signature:	
Printed Name:	
Date:	
II. Persons Qualified to access Protected 1	Information under Paragraph 15:
qualified under paragraph 15.	_(Party) identifies the following person(s)
PRINTED NAM	E DATE

## **QUALIFICATION OF OTHER PERSONS**

UM 1845

## III. Persons Seeking Qualification under Paragraph 16 to access Protected Information:

I have read the modified protective order, agree to be bound by the terms of the order, and provide the following information.

Signature:	Date:
Printed Name:	
Physical Address:	
Email Address:	
Employer:	
Associated Party:	
Job Title:	
If Not employee of party, description of practice and clients:	

## **Signatory Page for Highly Protected Information** UM 1845

### I. Persons Qualified pursuant to Paragraph 18: Highly Protected Information:

I have read the Modified Protective Order and agree to be bound by the terms of the order.

I certify that:

I understand that ORS 756.990(2) allows the Commission to impose monetary sanctions if a party subject to the jurisdiction of the Commission violates an order of the Commission.

The party I am associated with has a legitimate and non-competitive need for the Highly Protected Information for this proceeding and not simply a general interest in the information.

By:	Signature:		Date:	
	Printed Name:			
	Address:			
	Employer:		-	
	Job Title:			
By:	Signature:		Date:	
	Printed Name:_			
	Address:			
	Employer:	, , , , , , , , , , , , , , , , , , ,		
	Job Title:	*		
Ву:	Signature:		Date:	
	Printed Name: _			
	Address:			
	Employer: _			
	Job Title:			

#### **CERTIFICATE OF SERVICE**

I certify that I served a true and correct copy of PacifiCorp's Motion for Modified Protective Order on the parties listed below via electronic mail and/or US mail delivery in compliance with OAR 860-001-0180.

#### Service List UM 1845

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