

PUBLIC UTILITY COMMISSION OF OREGON  
STAFF REPORT  
PUBLIC MEETING DATE: July 3, 2018, 2018

REGULAR \_\_\_\_\_ CONSENT X EFFECTIVE DATE \_\_\_\_\_ N/A \_\_\_\_\_

DATE: June 4, 2018

TO: Public Utility Commission

FROM: Brian Fjeldheim BF

THROUGH: J Jason Eisdorfer and JE John Crider

SUBJECT: AVISTA UTILITIES: (Docket No. UM 903) 2018 Spring Earnings Review.

**STAFF RECOMMENDATION:**

Staff recommends the Commission accept Staff's finding that Avista Corporation doing business as Avista Utilities' (Avista or Company) earnings for the 12 months ended December 31, 2017, are below the earnings threshold established in UM 903, and that no Earnings Sharing applies to the 2017 Fiscal Year.

**DISCUSSION:**

Issue

Whether the Commission should approve Staff's finding that Avista's earnings for the 12 months ended December 31, 2017, are below the earnings threshold established in UM 903, and that no Earnings Sharing applies to the 2017 Fiscal Year.

Applicable Law

Avista makes this 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.<sup>1</sup> The Commission has modified the PGAs and rules through the years.<sup>2</sup> The purpose of the PGA is to permit each natural gas utility to adjust revenue annually to reflect actual increases or decreases in gas costs.

<sup>1</sup> Order Nos. 98-503 and 99-272 (Dockets UM 903 and AR 357).

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

The PGA has two components.<sup>3</sup> The first component is prospective and resets base gas costs each year to reflect changes in the utility's cost of purchased gas.<sup>4</sup> 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.<sup>5</sup>

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.<sup>6</sup>

Components of the Spring Earnings Review are as follows:

#### *Annual Election*

Not later than September 15 of each year, each Local Distribution Company (LDC) shall make an annual sharing election for the applicable gas year, which begins November 1.<sup>7</sup> 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.<sup>8</sup>

#### *Spring Earnings Review*

An earnings review will 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 2016 election will apply to the 2017 Fiscal Year results of operations that are the subject of the 2018 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.

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

<sup>4</sup> Order No. 03-198 at 1.

<sup>5</sup> Order No. 03-198 at 1.

<sup>6</sup> Order No. 03-198 at 1.

<sup>7</sup> Order No. 08-504 at 17; Order No. 11-196, Appendix at 4; Order No. 14-238, Appendix A at 8.

<sup>8</sup> Sharing of the variance between the LDC's weighted average cost of gas (WACOG) included in its rates and its actual WACOG. For example, 90/10 designates 90 percent of the variance will be deferred for subsequent charge or credit to customers, and 10 percent is absorbed or retained by the LDC. See Order 08-504 at 17.

### *The Earnings Threshold*

An LDC that elects 90/10 WACOG sharing will be subject to an Earnings Threshold 100 basis points above its ROE, adjusted to reflect changes in conditions in capital markets.<sup>9</sup> An LDC that elects 80/20 WACOG sharing is subject to an Earnings Threshold 150 basis points above its ROE, adjusted in the same manner.<sup>10</sup>

### *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.<sup>11</sup>

### *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.<sup>12</sup> If adjusted earnings are above the Earnings Threshold, the amount of revenue in the test year representing 33 percent of the earnings exceeding the threshold will be shared with customers (Earnings Sharing).<sup>13</sup>

### *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.<sup>14</sup>

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<sup>9</sup> 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)).

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

<sup>11</sup> OAR 860-022-0070(6).

<sup>12</sup> OAR 860-022-0070(5)(c).

<sup>13</sup> Order 98-543 at 2.

<sup>14</sup> OAR-860-022-0070(5)(e).

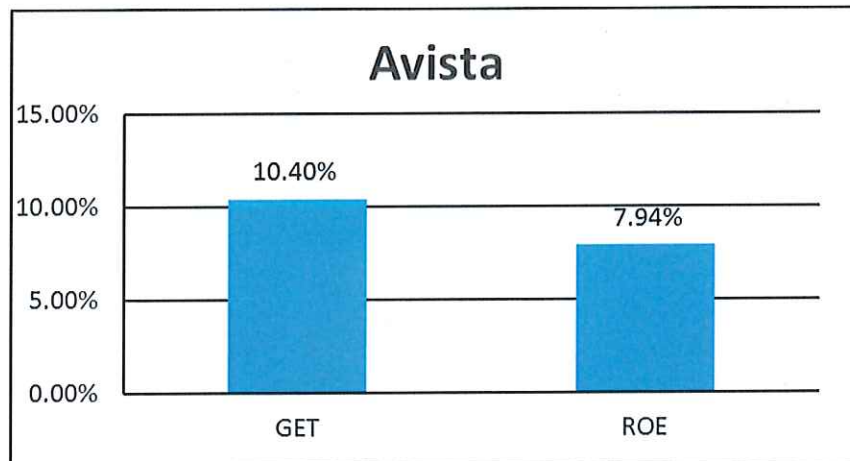
## Analysis

### *Avista's Earnings*

The Gas Earnings Threshold (GET) for Avista for this 2018 Spring Earnings review (review of the 2017 results of operations) is 10.40 percent.<sup>15</sup> Avista elected a 90/10 WACOG Sharing for the 2017 Fiscal Year with a filing in Docket UM 1286.<sup>16</sup> Accordingly, calculation of Avista's Earnings Threshold began with its authorized ROE for 2017,<sup>17</sup> the addition of 100 basis points (based on a 90/10 WACOG Sharing election), further adjusted by 20 percent of the change to the risk free rate for the twelve-month period preceding the annual earnings review. For the 2017 Fiscal Year, there was no change in the risk free rate.

Avista submitted its 2017 Results of Operations (ROO) report for the 12 months ended December 31, 2017.<sup>18</sup> Avista calculates its ROE as 7.94 percent after the application of its Type I adjustments, excluding weather normalization.

Staff reviewed the Company's ROO report and the supporting workpapers, 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.



<sup>15</sup> Gas Earning Thresholds and supporting calculations are posted on the Commission's website at the following address: [http://www.puc.state.or.us/Pages/electric\\_gas/Natural\\_Gas.aspx](http://www.puc.state.or.us/Pages/electric_gas/Natural_Gas.aspx).

<sup>16</sup> Avista's Annual PGA Sharing Election (2016-2017), Docket UM 1286 filed June 22, 2016.

<sup>17</sup> Avista's authorized ROE is 9.4 percent per Docket UG 288, Orders 16-076 and 16-109, and Docket UG 325, Order 17-344.

<sup>18</sup> *In the Matter of Avista Corporation dba Avista Utilities, Annual Results of Operations Report*, Docket RG 34, submitted April 25, 2018.

Consistent with OAR 860-022-0070(6), Staff submitted its conclusions to the parties in Docket No. UM 903 before June 10, 2017. Staff is unaware of any unresolved issues following its presentation of this review to the parties.

### Conclusion

Staff reports above its calculations of: (1) Avista's adjusted return on equity ("Earnings Threshold"), and (2) adjusted revenues for the 2017 fiscal year, both of which are used to determine whether Avista must share a portion of its 2017 fiscal year earnings with customers under Avista's Purchased Gas Adjustment mechanism. Based on these calculations, Staff concludes that Avista should not be required to share its 2017 earnings with customers in connection with its PGA.

### **PROPOSED COMMISSION MOTION:**

Accept Staff's finding that Avista's 2017 earnings are below the Earnings Threshold designated in UM 903, and that no Earnings Sharing applies to the 2017 Fiscal Year.