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June 27, 2005
Via Electronic and US Mail
Public Utility Commission
Attn: Filing Center
550 Capitol St. NE \#215
P.O. Box 2148

Salem OR 97308-2148
Re: In the Matter of PACIFIC POWER \& LIGHT Request for a General Rate Increase in the Company's Oregon Annual Revenues Docket No. UE 170

## Dear Filing Center:

Enclosed please find the following items for filing in the above-referenced proceeding on behalf of the Industrial Customers of Northwest Utilities:

- One original and five (5) copies of the Surrebuttal Testimony of Randall Falkenberg, with Exhibits ICNU/112 and ICNU/113;
- One original and five (5) copies of the Surrebuttal Testimony of James Selecky; and
- One original and five (5) copies of the Surrebuttal Testimony of Kathryn Iverson.

Thank you for your assistance.
Sincerely,
/s/ Sheila R. Ho
Sheila R. Ho
Enclosures
cc: Service List

## CERTIFICATE OF SERVICE

I HEREBY CERTIFY that I have this day served the foregoing Surrebuttal
Testimonies of Randall Falkenberg, James Selecky and Kathryn Iverson on behalf of the Industrial Customers of Northwest Utilities upon the parties on the service list by causing the same to be mailed, postage-prepaid, through the U.S. Mail.

Dated at Portland, Oregon, this 27th day of June, 2005.
/s/ Sheila R. Ho
Sheila R. Ho

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# BEFORE THE PUBLIC UTILITY COMMISSION <br> OF OREGON 

UE 170
$\begin{array}{ll}\text { In the Matter of } & \text { ) } \\ & \text { ) } \\ \text { PACIFIC POWER \& LIGHT } & \text { ) } \\ \text { (dba PACIFICORP) } & \\ & \\ \text { Request for a General Rate Increase in the } & \text { ) } \\ \text { Company's Oregon Annual Revenues. } & \text { ) }\end{array}$

# SURREBUTTAL TESTIMONY OF 

RANDALL J. FALKENBERG
ON BEHALF OF

THE INDUSTRIAL CUSTOMERS OF NORTHWEST UTILITIES

JUNE 27, 2005

## Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.

A. Randall J. Falkenberg, PMB 362, 8351 Roswell Road, Atlanta, Georgia 30350. I am the same Randall J. Falkenberg who filed direct testimony in this case.

## Q. WHAT IS THE PURPOSE OF THIS SURREBUTTAL TESTIMONY?

A. I will reply to the rebuttal testimony of PacifiCorp witnesses Omohundro, Taylor, Tallman, Widmer, and Wrigley. This testimony will address issues related to the jurisdictional allocation of Existing Qualifying Facility ("QF") Contracts, new resources, Resource Valuation Mechanism ("RVM") power cost issues, and the Georgia-Pacific ("G-P") Camas contract.

## Existing QF Contracts

## Q. WERE YOU INVOLVED IN THE MSP PROCESS AND UM 1050?

A. Yes. I was the Industrial Customers of Northwest Utilities' ("ICNU") witness in UM 1050, and I have participated in many Multi-State Process ("MSP") meetings and workshops over the past three years. I am continuing to participate in the MSP meetings regarding load growth, the Hybrid proposal, and the implementation of the Revised Protocol.
Q. HAVE YOU REVIEWED THE TESTIMONY OF PACIFICORP WITNESS TAYLOR CONCERNING THE ALLOCATION OF EXISTING QF CONTRACTS?
A. Yes. Mr. Taylor does not agree that the Desert Power, Kennecott, Tesoro, and US Magnesium contracts qualify as Existing QF Contracts in the Commission-approved Revised Protocol. Mr. Taylor's arguments ignore the most important language actually contained in the document.
Q. MR. TAYLOR RELIES ON THE LANGUAGE IN SECTION II OF THE REVISED PROTOCOL ("PROPOSED EFFECTIVE DATE") TO RATIONALIZE

## THAT THE FOUR CONTRACTS WERE NEW RATHER THAN EXISTING CONTRACTS. PLEASE COMMENT.

A. Mr. Taylor views June 1, 2004, as the "effective date" of the Revised Protocol based on the language of Section II. However, "effective date" is not a defined term in the Revised Protocol. Thus, one must try to interpret its meaning based on the intentions of the parties.

## Q. DOES ANYTHING IN SECTION II ADDRESS QF CONTRACTS?

A. No. The language in Section II does not indicate that the proposed effective date has any relationship to the designation of Existing QF Contracts; it merely suggests that PacifiCorp will use the Revised Protocol in cases filed after June 1, 2004. Had the parties intended that Existing QF Contracts be defined as those that were executed before June 1, 2004, it would have been a very simple matter for the definition of Existing QF Contracts to have stated so. Instead, the definition of Existing QF Contracts provides as follows:
"Existing QF Contracts" means Qualifying Facility Contracts entered into prior to the effective date of this Protocol, but not such contracts renewed or extended subsequent to the effective date of this Protocol.

Re PacifiCorp, OPUC Docket No. UM 1050, Order No. 05-021, Attachment A at 50 (Jan. 12, 2005). This clearly suggests that the parties did not intend for Existing QF Contracts to be defined as those that were entered into prior to June 1, 2004. This telling point belies all of Mr. Taylor's arguments.

It is also ironic that Mr. Taylor would rely upon the "Proposed Effective Date" language of Section II, while completely ignoring the far more significant language of Section XIII D (emphasis added):

The Protocol shall only be in effect for a State upon final ratification by its Commission. Absent the final adoption of the Protocol, the Company will continue to bear the risk of inconsistent allocation methods among the States.

This language clearly indicates what common sense tells us: the Revised Protocol could only be in effect for a state after adoption by its Commission, not before. Certainly before final adoption, the document is also "absent the final adoption." Consequently, the Company bears the risk of inconsistent allocation methods prior to final adoption. As the four contracts in question were all entered into during the period before (or absent) final adoption of the Revised Protocol, they should be treated as Existing QF Contracts.

## Q. DOES THE LANGUAGE IN SECTION XIII MAKE ANY SENSE UNDER MR. TAYLOR'S THEORY?

A. No. Under Mr. Taylor's novel theory there was no need for the language from Section XIII, quoted above, to have been included in the document. If June 1, 2004, was the effective date, why did the parties insist that the document say it would not be effective for a state until final adoption by its Commission? Why didn't they define the effective date as June 1, 2004?
Q. DOES SECTION II ACTUALLY STATE THAT JUNE 1, 2004, IS THE "EFFECTIVE DATE?"
A. No. It merely calls June 1, 2004, a "proposed effective date." If nothing else, this suggests that adoption of that date was not a requirement for ratification. Further, there was nothing in the Commission's Order in UM 1050 indicating that it had specifically approved of the "proposed effective date." Nor did the Commission indicate in the Order that it would supersede the language of Section XIII with the proposed effective date language of Section II. Since UM 1050 was not even submitted to the Commission for decision until long after June 1, 2004, it should be obvious that the June 1, 2004, "proposed effective date" was both meaningless and impossible by that time.

## Q. MR. TAYLOR TESTIFIES ON PAGES 3-4 THAT IT WAS EXPECTED THAT FINAL RATIFICATION OF THE REVISED PROTOCOL WOULD OCCUR after its effective date. PLEASE COMMENT.

A. This is nonsensical on its face. The document itself says it is not effective for a state until final ratification by its Commission. Mr. Taylor focuses on what he would like for the document to have said, rather than what it actually says.
Q. IN THE SAME PASSAGE, MR. TAYLOR INDICATES THE COMPANY REQUESTED A JUNE 1, 2004, EFFECTIVE DATE BECAUSE THE COMPANY WAS PLANNING ON FILING RATE CASES PRIOR TO APPROVAL OF THE REVISED PROTOCOL BY THE VARIOUS STATES AND WANTED TO USE THE REVISED PROTOCOL. PLEASE COMMENT.
A. His comments concerning the Company planning to use the methodology in rate cases it filed before the approval of the Revised Protocol may be true, but they also are irrelevant. There was nothing to stop PacifiCorp from filing rate cases in any state using any method it preferred before or after June 1, 2004.

Further, Mr. Taylor should recall that the document was being negotiated from March to May 2004. At that time, the procedural schedule in UM 1050 was fairly "tight," suggesting a decision might have been obtained much more quickly than ultimately occurred. During the discussions, the Company was very mindful of the fact that it planned to file an Oregon rate case in the near future. This was another time pressure that drove the process to some extent. At the time, there was a concerted effort to expedite the discussion process to come to a quicker resolution. Perhaps by expediting the process to obtain quick approval of the document, the Company lost sight of the implications of the language in Section XIII. In the end, it matters little, because the language of the document is what was agreed upon by parties in four states and approved by the Oregon Commission in January 2005.

Finally, it was impossible for all aspects of the Revised Protocol to be retroactively effective to June 1, 2004. For example, the Revised Protocol requires creation of a Standing Committee. That process has just now begun. It most certainly was not "effective" retroactive to June 1, 2004. Neither can the Company simply decide unilaterally that as of June 1, 2004, the Commission had adopted the Revised Protocol, making it effective for all QF contracts entered into after that date.

## Q. HAS THE COMPANY ALREADY DECLINED TO MAKE THE REVISED PROTOCOL RETROACTIVELY EFFECTIVE IN OTHER STATES?

A. Yes. PacifiCorp filed a rate case in Washington in late 2003 under the Original Protocol method. In the course of the case it was revealed that the Company would have had a lower revenue requirement in Washington under the Revised Protocol than under the Original Protocol. However, in that case, the Company opposed ICNU's proposal to compute Washington revenue requirements using the Revised Protocol (with certain adjustments). In September 2004, a decision in Washington was rendered, based on a Stipulation that was premised upon the Original Protocol.
Q. DID THE PACIFICORP FILING IN THE UTAH CASE TREAT THE US MAGNESIUM CONTRACT IN THE MANNER PROPOSED IN OREGON BY MR. TAYLOR?
A. No. The US Magnesium contract was treated as an "Existing QF Contract" in the Company's original Utah filing. In Oregon, the Company filed a rate case a few months later, but considered the very same contract a "New QF Contract." While the Company subsequently renegotiated the contract and amended its filing in Utah, the contract included in the Oregon filing is, in fact, the original contract as filed in Utah. This is obvious because the renegotiated US Magnesium contract has no demand charges, while the original contract did. In both the Utah and Oregon rate case filings, the US

Magnesium contract modeled in the power cost studies contains the same demand charges $(\$ 326,750$ per month) in the months that the two test years had in common (January to March 2006). The same is true of the February 2005 update. To my knowledge, this contract is still the basis for the Company's ECD calculations. PPL/403, Taylor/1.

## Q. ARE THERE ANY OTHER REASONS THAT THIS ISSUE SHOULD BE OF CONCERN TO THE COMMISSION?

A. Yes. In my testimony in UM 1050, I pointed out that PacifiCorp had provided rate caps to guarantee that Utah revenue requirements under the Revised Protocol would not differ significantly from Utah's preferred rolled-in method. This raises a "red flag," because it implies that the Company would now have an incentive to "side" with Utah in any future disputes concerning the Revised Protocol. Because the Revised Protocol has already resulted in Utah revenue requirements exceeding the stipulated rate cap, it is unlikely that the Company would be able to recover the costs of these contracts in that state if they are treated as Existing QF Contracts. This means that the Company is not in a position to be "an honest broker" in situations of this nature. This is exactly the type of situation I warned of in my UM 1050 testimony. This clearly is not a case where the Commission can view the Company as an impartial arbiter between the States.
Q. MR. TAYLOR HIGHLIGHTS THE LANGUAGE OF THE VARIOUS QF CONTRACTS THAT DESIGNATES THEM AS "NEW CONTRACTS" UNDER THE TERMS AND CONDITIONS OF THE REVISED PROTOCOL. PLEASE COMMENT.
A. There are multiple flaws with this argument. First, Mr. Taylor assumes that the Oregon Commission is somehow bound by self-serving agreements made between PacifiCorp and QF developers in other states. Second, the Oregon Commission never had the opportunity to approve the contracts in question, as they were only submitted for
approval to the Utah Commission. Finally, the fact that PacifiCorp felt it necessary to include such language in such contracts indicates that perhaps they themselves realized this was an issue that might be problematical for the Company. I fail to see how any of this provides a compelling reason for the Commission to adopt Mr. Taylor's position.
Q. ON PAGE 5, MR. TAYLOR TESTIFIES THAT IT WOULD BE UNREASONABLE FOR ANY STATE TO BE ABLE TO ALTER ITS ALLOCATION OF QF CONTRACTS BY THE TIMING OF ITS APPROVAL OF THE REVISED PROTOCOL. PLEASE COMMENT.
A. The language certainly does that for all states. However, the language in question gave Utah the incentive for an early approval of the Revised Protocol. Utah could have been able to reduce its potential impact from the allocation of Existing QF Contracts by approving the document sooner rather than later. Ultimately, Utah did not approve the Revised Protocol until December 2004, even though the stipulation in that state was signed in May 2004. Utah certainly had some opportunity to mitigate the impact of Existing QF Contracts. Because Utah was the state that precipitated the "break" in the prior jurisdictional allocation method, I believe other states waited until Utah approved the Revised Protocol. Certainly, there would have been no reason for other states to adopt the Revised Protocol if Utah had turned it down, with all of the protections of the stipulation in that state.
Q. ON PAGES 6-7, MR. TAYLOR SUGGESTS THAT THE OREGON PARTIES WHO SIGNED THE STIPULATION UNDERSTOOD THE IMPACT OF THE EXISTING VS. NEW QF ISSUE. PLEASE COMMENT.
A. Mr. Taylor references studies in which the Existing QF Contracts were modeled during the MSP process. Whatever the results of those studies, they have no bearing on the language of the document, which is controlling. Indeed, the Company has been clear that it was never willing to guarantee Oregon any of the "savings" projected in such studies related to the Hydro Endowment. It cannot now claim that these model runs are more significant than the Revised Protocol document itself. Ironically, the treatment of the US Magnesium contract in those studies did not prevent the Company from filing its Utah rate case with the contract modeled as an Existing Contract, as noted above.

## Q. CAN THE OREGON COMMISSION ADOPT THE COMPANY'S PROPOSAL AND REMAIN FAITHFUL TO THE TERMS OF THE REVISED PROTOCOL?

A. No. If the Commission wishes to reclassify the four contracts as "New Contracts," it would be necessary for it to bring the matter before the Standing Committee. The other four states that approved the document would have a say in the matter. While Utah obviously might prefer PacifiCorp's interpretation, Wyoming and Idaho may not. Even if one believes there is some ambiguity in the meaning of the document, the Commission should follow the interpretation that makes the most sense. It could then take the matter before the Standing Committee and, if it wishes, propose an amendment to the document to allow PacifiCorp's interpretation to be implemented in the future. Because it appears this issue may not have any impact on Utah's rates for a number of years, going through the Standing Committee is a logical option.

Shortly, the Standing Committee will be considering issues such as structural protections for load growth and seasonal allocations. The definition of Existing QF Contracts is an issue that could be raised in the context of those discussions if the Commission so desires.

## New Resources

Q. MR. TALLMAN TESTIFIES THAT WEST VALLEY COSTS HAVE BEEN REFLECTED IN RATES SINCE 2002 AND THAT GADSBY'S COSTS HAVE BEEN INCLUDED IN RATES SINCE 2003. IS THIS RELEVANT TO THE ISSUES OF PRUDENCE OR THE MARKET VALUE RULE?
A. No. These costs were included in rates as the result of stipulations in UE 134 and UE 147. As such, there is no precedent established by those cases. Further, as noted by Mr. Tallman, Commission Order No. 02-657 indicated that the Commission did not make a prudence finding regarding the West Valley lease in UI 196. Consequently, the prudence of West Valley has never been established because the Commission never decided the issue in UE 134 either, owing to the settlement in UE 147. ${ }^{1 /}$ In the end, there is no Commission precedent concerning prudence or the market value rule for Gadsby and West Valley.
Q. MR. TALLMAN HAS INCORPORATED PACIFICORP'S TESTIMONY FROM UE 134 INTO HIS REBUTTAL. DOES ICNU WISH TO INCORPORATE ITS UE 134 TESTIMONY INTO THE RECORD AS WELL?
A. For completeness of the record, I am including my direct testimony from UE 134 as Exhibit ICNU/112. Most of the information contained in my rebuttal testimony in UE 134 was condensed into my direct testimony in this proceeding, so I do not include it here.

1/ At the time of the settlement in UE 147, the decision in UE 134 was still pending. In the UE 147
settlement, the parties agreed to drop the matter of West Valley in UE 134, without prejudice. settlement, the parties agreed to drop the matter of West Valley in UE 134, without prejudice.
Q. MR. TALLMAN DISPUTES YOUR CONTENTION THAT PACIFICORP SHOULD HAVE SOUGHT BIDS TO REPLACE WEST VALLEY IN RFP 2003-A. ARE HIS ARGUMENTS PERSUASIVE?
A. No. In effect, Mr. Tallman is arguing that West Valley is a short-term resource (a threeyear option) that should only be compared to other short-term options (i.e., as was done in RFP 2004-X).

This shows the fundamental problem of West Valley in that the Company simply assumes the prudence question away by defining West Valley as a "short-term" resource. Rather than comparing the resource to a long-term asset, the Company only compared it to short-term resources. I discussed how this biased the results of RFP 2004-X in my direct testimony. However, there is no basis for assuming that the Company actually needs "short-term" resources more than "long-term" resources in the first place, or for determining the optimal mix of long or short-term resources PacifiCorp should have in its portfolio. Likewise, Mr. Tallman does not offer any evidence to demonstrate that a longterm resource was not more economic than a plan with a "short-term" West Valley. It was purely arbitrary for the Company to make that designation in the first place. Mr. Tallman's response to this issue amounts to little more than saying, "West Valley is prudent because we say it is prudent."
Q. MR. TALLMAN CONTENDS THAT IT IS NOT PROPER TO COMPARE WEST VALLEY TO A "CURRANT CREEK CLONE" BECAUSE THERE WERE NO OTHER 2005 RESOURCES THAT BID WITH ECONOMICS COMPARABLE TO CURRANT CREEK. PLEASE COMMENT.
A. Mr. Tallman misunderstands my analysis. I compared the cost of West Valley to the combustion turbine portion of Currant Creek. There is nothing special about the Currant Creek combustion turbine that gives it a substantially lower cost than other resources. It provides a reasonable basis for estimating the cost of a replacement for West Valley.

Further, the Company itself could have built additional capacity at the Currant Creek site for an even lower cost, because it would have been an "incremental" unit. Thus, my estimate of the cost of replacing West Valley is a reasonable alternative for the Company to have considered.

Finally, there were other resources with overall costs that differed little from Currant Creek in RFP 2003-A. It was only the biased bid evaluation method used by the Company that made Currant Creek appear to be much more economical than the other options.

## Q. ARE THERE POLICY REASONS WHY THE COMMISSION SHOULD NOT CONSIDER THE COMPANY'S REQUEST FOR A WAIVER IN THE CONTEXT OF THIS CASE?

A. The Commission should reject the request for waiver because it has not been appropriately raised in this case. Aside from the troubling procedural aspects of requesting a waiver from Commission rules at the "eleventh hour," the Commission should consider using the market value rule as a tool to protect Oregon's interest in situations involving new resources constructed in other states.

## Q. PLEASE ELABORATE.

A. Under current law and practice, the Oregon Commission has little ability to address the construction of plants in other states. Currant Creek, for example, was certified in Utah, not Oregon. The Oregon Commission had no opportunity to approve or deny PacifiCorp's decision to build Currant Creek once it was certified. While the Commission always has authority to make a prudence disallowance in the context of a rate case, it can only do so in an "after the fact" proceeding. Even if a Commission questioned the prudence of a new plant, there is a natural reluctance to impose a disallowance on a plant after it has been completed. Judicious use of the "market value rule" would enable the Oregon Commission to pass judgment on new resources before construction begins. This would enable the Commission to ensure that only necessary and economical resources are added to the PacifiCorp mix.

## Q. HOW WOULD THIS PROCESS WORK?

A. Ideally, the Company would file a case requesting a waiver from the market value rule at the time it files for certification of the resource. The Oregon Commission could then provide a waiver for new resources only if it agreed the new resources were needed, and were the least cost option. In this manner the Commission could play an active, rather than passive, role in the resource selection process. It could also provide a warning against plant construction in cases where prudence has not been demonstrated.

## Q. WHILE YOUR PROPOSAL MAY BE INTERESTING, TO THIS POINT IT HAS NOT BEEN THE PRACTICE OF THE COMMISSION. PLEASE COMMENT.

A. True enough. However, this proposal is no more unusual than PacifiCorp requesting a waiver from the Commission's rule only after it has begun construction of a new power plant and requested rate treatment for it. Given the high financial stakes, it was imprudent for PacifiCorp to have begun construction of Currant Creek without first obtaining a waiver from the Oregon Commission. Effectively, the Company has taken full rate treatment from the state of Oregon for granted, in spite of the Commission's market value rule.

## Q. WHAT DO YOU PROPOSE BE DONE NOW?

A. The Commission should follow the market value rule in this case.

## Q. UNDER WHAT CONDITIONS SHOULD A WAIVER BE GRANTED?

A. The Commission should not grant a waiver from the rule unless it is satisfied that the new resources are needed and are the least cost option. The Commission should also
determine if the bidding process used was reasonable, and whether it meets the Federal Energy Regulatory Commission's "above suspicion" standard in the case that the Company or its affiliates ended up as the "winning bidder." ICNU will elaborate on the legal aspects of the waiver issue in its briefs in this case.
Q. MR. WRIGLEY DISPUTES YOUR GADSBY CT ADJUSTMENT ON THE BASIS THAT CUSTOMERS WERE NEVER CHARGED FOR THE PEAKER RENTAL FEES THAT WERE SUBSEQUENTLY AVOIDED BY THE GADSBY CT PURCHASE FROM GENERAL ELECTRIC ("GE"). PLEASE COMMENT.
A. Whether ratepayers were charged or not for the rental fee is irrelevant. PacifiCorp chose its test years in various rate cases, and also chose to exclude the peaker rental fees from its excess power cost deferral (in UM 995). By making different choices, the Company might have been able to recover the peaker rental fees. However, the basis for my adjustment is tied to the fact that the Company would have saved itself $\$ 7.5$ million through its negotiations with GE for the Gadsby CT equipment. Mr. Wrigley actually confirms that the Company stood to retain this amount because, at the time, the rental fees were not reflected in rates.
Q. MR. WRIGLEY TESTIFIES THAT PACIFICORP DID NOT HAVE A CONFLICT OF INTEREST IN ITS NEGOTIATIONS RELATED TO THE GADSBY TRANSACTION WITH GE. PLEASE COMMENT.
A. Mr. Wrigley's testimony is hardly persuasive. While he contends that PacifiCorp's interest was in getting "the best deal for customers," he offers no evidence as to what alternatives GE offered PacifiCorp. He only argues that GE might have preferred to waive the rental fee, rather than reduce the price of the peakers. He offers no evidence as to what GE's negotiating stance was, or whether it was GE or PacifiCorp who first made this proposal.

## Q. HOW HAVE REGULATORS IN OTHER STATES ADDRESSED THIS ISSUE?


#### Abstract

A. The last two Utah rate cases were settled, so there is no precedent established. However, the Utah Staff has supported a similar disallowance as shown in the following excerpt from the direct testimony of a Utah Division of Public Utilities ("DPU") witness in the most recent Utah rate case:


Q. Please explain the Gadsby Lease Waiver Adjustment.
A. When PacifiCorp applied for a certificate to build the Gadsby units in Docket No. 01-035-37, Company witnesses testified that the decision to build the combustion turbines at Gadsby was preferable over other available alternatives. J. Rand Thurgood testified for the Company that the Company's decision to install General Electric LM 6000 gas turbines was based in part upon: "...the economic benefit PacifiCorp and its customers would realize from General Electric's (GE) agreement to waive the additional fixed cost obligation to lease the temporary mobile gas turbines for another five months." Mr. Thurgood further testified that: "GE's agreement to release the Company from its lease obligation associated with an additional five months rental for the mobile gas turbines has a net impact of reducing 2002 operating expenses by $\$ 7.5$ million. Simplistically, this has the impact of reducing the effective capital cost equivalent for this particular project to approximately $\$ 608 / \mathrm{kW}$." When the Company compared the GE LM 6000 units with other alternative generating options for the Gadsby addition this amount was used.

However the cost comparison provided by Mr. Thurgood showed that the $\$ / \mathrm{Mwh}$ cost of four other options was close enough to the selected GE LM 6000 alternative that they may have been competitively preferable for Utah ratepayers absent rate consideration for the $\$ 7.5$ million offset to the capitalized cost of the GE LM 6000 units for the lease expense waiver. Therefore, when the Company wanted the Commission to approve their application to build the Gadsby units, they relied in part on the argument that the decision to construct the GE LM 6000 gas turbines would benefit both the Company and the ratepayers.

The estimated construction cost of the Gadsby units was reduced by $\$ 7.5$ million for the lease obligation payment waiver when comparisons were made with other competitive alternatives. However, in response to the Division's data request, PacifiCorp indicated that the $\$ 7.5$ million in cost savings was not treated as a
reduction in the capital cost of Gadsby in their rate application, they were treated as a $\$ 7.5$ million reduction in the 2002 O\&M expenses. The Utah ratepayers did not benefit from the GE lease payment waiver. PacifiCorp's rates at that time were determined in Docket No. 01-035-01. The expenses associated with the GE lease were outside of the test period and no adjustment was made to include them for rate-making. While the Company may argue that absent the waiver, PacifiCorp would have had $\$ 7.5$ million more in net power costs in that case test period, other parties could have persuasively argued that such costs were one-time non-recurring costs which should be excluded from rate-making.

Therefore, contrary to the Company's assertion that the lease payment waiver benefited both the Company and the Utah ratepayers, it appears that only PacifiCorp stockholders benefited from the arrangement based on the Company's filing.

In my opinion it would be equitable to reduce the rate base amount approved for the Gadsby units by the Utah allocated portion of the current value of the $\$ 7.5$ million cost reduction, consistent with the way the Company recognized the amount in comparing alternatives in making the decision to purchase the GE LM 6000 units. In this way the rate reduction will continue as long as the costs associated with Gadsby are recovered in rates from Utah ratepayers, and consequently Utah ratepayers will benefit from the lease waiver consistent with the Company's arguments when the Commission approved the certificate to build the units.

Re PacifiCorp, UPSC Docket No. 04-035-42, Direct Testimony of Bruce Scott Moio at 24 (Dec. 3, 2004) (internal citations omitted). Mr. Moio's arguments are reasonable and provide another basis for the Commission to adopt the proposed disallowance.

## GP Camas Contract

## Q. MR. WRIGLEY NOTES THAT YOUR GP CAMAS ADJUSTMENT DIFFERS SLIGHTLY FROM THAT PROPOSED BY STAFF AND THE COMPANY. PLEASE COMMENT.

A. I accept the figures of Staff witness Breen and PacifiCorp witness Wrigley on this adjustment.

## RVM Issues

## Q. MS. OMOHUNDRO GENERALLY DISPUTES YOUR CONTENTION THAT AN ANNUAL RVM IS NOT NECESSARY. PLEASE COMMENT.

A. Ms. Omohundro never spells out any specific problems that would result if there was not an annual RVM. Her testimony is rather vague and uninformative on this issue.
Q. MS. OMOHUNDRO TESTIFIES THAT PACIFICORP INTENDS TO MINIMIZE THE WORKLOAD OF PARTIES. SHE CONTENDS THE PROPOSED RVM IS "LARGELY MECHANICAL" AND PATTERNED AFTER PGE'S RVM MODEL. PLEASE COMMENT.
A. PacifiCorp might hope that its RVM will be a "mechanical" exercise. However, experience with PGE has shown that a great number of issues can arise in the RVM setting, including propriety and eligibility of costs, scope of the RVM, modeling techniques, and prudence. There is no reason to expect that PacifiCorp's RVM will be any less complex than PGE's. In fact, given that PacifiCorp is a much larger and more complex system, and that it operates in six states, any annual RVM is likely to be far more complex than PGE's.

Further, PacifiCorp has actually increased the burden on intervenors and the Staff by patterning its RVM too closely after PGE's. Based on discussions held during recent workshops, it appears that the Company is still proposing an annual RVM schedule quite similar to PGE's RVM schedule. This means that parties will have the complexity of dealing with two RVM cases at the same time. While Staff, CUB, and ICNU will have two RVM filings to deal with, PacifiCorp (and PGE) will only be concerned with one. This will certainly make it more difficult for the parties to fully explore all of the issues that impact ratepayers.
Q. MOST OF THE POWER COST ISSUES RELATED TO PACIFICORP'S INITIAL FILING WERE SETTLED. DOES THIS SUGGEST THAT FUTURE RVM CASES WILL BE "LARGLY MECHANICAL," AS SUGGESTED BY MS. OMOHUNDRO?
A. No. In fact, quite the opposite is likely to be true. In future RVM proceedings, power cost issues settled in this case may be litigated again. The Partial Settlement does require the Company to make a deduction from its RVM updates in this proceeding, but future cases will likely see a number of the same types of issues litigated. Had the stipulation addressed specific adjustments, there would likely be fewer disputed issues to resolve in future cases.
Q. MR. WIDMER TESTIFIES THAT IN UM 1081, "MARKET EVEN" MERELY MEANT THAT THERE WAS NO TRANSMISSION ADDER USED IN THE COMPUTATION OF THE TRANSITION ADJUSTMENT. PLEASE COMMENT.
A. The Commission can determine what it meant by "market even" better than Mr. Widmer or I. However, if the Commission's goal was to provide a transition adjustment equal to the market value of the freed up resources, the PacifiCorp calculation does not do so. The Company proposes a transition adjustment based on its Generation and Regulation Initiatives Decision Tools ("GRID") model that, as shown on page 51 of my direct testimony, is lower than the cost of standard market products. What the Company has computed is not the market value of the freed-up resources, but rather the value to PacifiCorp of the freed-up resources. Because the Company maintains that it already is unable to sell all of its coal-fired capacity off peak, it concludes that the value of the power in GRID is less than the value of standard products. But, one must ask, why is it then that the cost of standard products always exceeds their value to PacifiCorp? This is a contradiction that must be resolved.

## Q. PLEASE EXPLAIN.

A. The Company is suggesting that it is prudent for it to buy 25 MW of a standard product in the market place at a price of $\$ 46.38 / \mathrm{MWh}$ to serve a 25 MW load. However, if the same 25 MW of load leaves the system for direct access, then the value of the resold power is only $\$ 43.68 / \mathrm{MWh}$. The reason is that during the "graveyard shift" the Company cannot resell the product that is no longer needed because there is no market for it, and its coal units would have to be backed down instead. That being the case, one must ask why standard product prices are as high as they are, when there is energy that is virtually "dirt cheap" in the graveyard hours? I can think of three possible explanations.

First, it is possible that the market is not efficient. Ordinarily, one would expect that, if PacifiCorp has idle coal-fired generation in the graveyard shift, then market prices should drop to the cost of coal-fired energy. If it does not, then the market is not efficient. The question then becomes, why should departing loads be assessed the cost of an inefficient market?

Second, it is possible that the GRID model logic or the market cap inputs are seriously flawed. This is possible because PacifiCorp has computed the market caps based on historical data for balancing transaction volumes. However, historically PacifiCorp transacted a substantially greater amount of short-term firm ("STF") transactions than are modeled in GRID. In fact, PacifiCorp excluded $77 \%$ of its typical STF transaction volume in GRID because it used only transactions arranged before the filing date. Thus, the size of the total market (both balancing plus STF contracts) has historically been much larger than the Company is assuming in this case. Because of
this, the Company is really modeling a much smaller market in GRID than exists in reality.

Finally, the problem may lie with the shaping of standard product prices into hourly prices used by the Company. The Company develops its hourly market prices in GRID based on hourly price patterns derived over many years. To the extent that prices in the earlier years (i.e., the late 1990s) had prices that were much lower than today, with much different shapes, it's possible that the shaping factors used by the Company simply do not reflect current market conditions. Because of this, the prices modeled in the graveyard shift may be higher than current market prices, while prices in other hours may be lower than they should be.

For these reasons, the entire issue of market caps may be a "red herring." Until this can be resolved, I believe it would be wiser for the Commission not to rely on GRID for the transition adjustment modeling.

## Q. MR. WIDMER DISPARAGES YOUR TESTIMONY CONCERNING THE ISSUE OF MARKET CAPS ON THE BASIS THAT THIS ISSUE WAS NOT INCLUDED IN THE LIST OF RESERVED ISSUES IN THE PARTIAL STIPULATION. PLEASE COMMENT.

A. First, I am not proposing any market cap adjustment to Net Power Costs or any correction to the market cap adjustment proposed in the Partial Stipulation. Thus, there is no basis for Mr. Widmer's comments. My proposal is to compute the transition adjustment, without the use of GRID, owing in part to problems with the market cap modeling as it impacts the transition adjustment calculation. I do not believe Mr. Widmer, or other parties, dispute ICNU's right to propose an alternative to GRID for computing the transition adjustment.

## Q. MR. WIDMER DISPUTES YOUR TRANSMISSION COST ADDER ON THE BASIS THAT TRANSMISSION CONTRACTS ARE FIXED AND NOT AVOIDABLE. DO YOU AGREE?

A. This argument goes to the level of the adjustment, not to its merit. Mr. Widmer has presented no alternative. Further, even if existing transmission contracts are fixed for a number of years, as load grows, undoubtedly additional transmission will be required and be more costly than existing contracts. Thus, my calculation of the average transmission cost per MWh is probably conservative.

## Other GRID Issues

Q. MR. WIDMER DISPUTES YOUR DEFERRAL PERIOD OUTAGE ADJUSTMENT. HE CONTENDS THAT THERE IS "NO DOUBLE COUNT" OF DEFERRAL PERIOD OUTAGES BECAUSE IN THIS CASE, THE COMPANY IS ONLY SEEKING TO RECOVER THE NORMALIZED COST OF OUTAGES. DO YOU AGREE?
A. No. Mr. Widmer has included all of the outages that occurred during the deferral period (except Hunter) in his calculation of outage rates. He did so, in his own words, because "The Company's outage rate modeling is simply a four-year amortization of outage costs." Re PacifiCorp, WUTC Docket No. UE-032065, Rebuttal Testimony of Mark Widmer at 37 (July 28, 2004). Because the outage rate modeling he proposes is intended to provide a four-year amortization of the very same costs being recovered in the UM 995 deferral, it is a double count.
Q. MR. WIDMER CONTENDS THAT THE HUNTER OUTAGE WAS REVERSED FROM THE OUTAGE RATE CALCULATION BECAUSE IT WAS AN EXTRAORDINARY OUTAGE. IS THIS CONSISTENT WITH HIS PRIOR TESTIMONY?
A. No. In this case, Mr. Widmer testifies that:

In contrast to the other outages, the length of the Hunter 1 outage was much greater than the normal level included in retail rates, so there was an incremental impact, which resulted in deferral and recovery.

PPL/609, Widmer/3. In UE 147, Mr. Widmer testified that:
Because the Company is recovering the cost of the catastrophic Hunter unit 1 outage through the treatment adopted in UM 995, the Company has excluded that outage from its 48-month outage calculation.

Re PacifiCorp, OPUC Docket No. UE 147, PPL/500, Widmer/12 (Mar. 19, 2003).
In other words, in UE 147, Mr. Widmer merely acknowledged that the Hunter outage costs were already being recovered, while in the current case he is arguing that it should be reversed because it was much more significant than other outages, resulting in a deferral.

## Q. MR. WIDMER TESTIFIES THAT THERE IS NO DOUBLE COUNT OF OTHER OUTAGES IN THE DEFERRAL BALANCE. IS HE CORRECT?

A. Mr. Widmer testifies as follows:

UM 995 excess net power costs were calculated as the difference between actual net power costs and net power costs included in rates. For example, if net power costs in rates were $\$ 500$ million and actual net power costs were $\$ 700$ million, the excess net power cost deferral would have been $\$ 200$ million. In other words, the Company was collecting the normalized level of outages and market prices as part of net power costs in base rates and collected the recoverable portion of excess outages and market prices as part of excess net power costs through a separate surcharge. In this case, the Company is only requesting recovery of normalized costs, so there is no double count with costs related to the UM 995 deferral period.

PPL/609, Widmer/3 (emphasis added).
This passage is purposefully misleading. All outages result in increases in power costs. Thus, the $\$ 700$ million actual power costs in his example is a product of various factors, including all of the actual outages. Had the Company had fewer outages, the $\$ 700$ million figure would be lower. If the Company had no outages, the actual power costs might be only $\$ 600$ million in this example. In that case, the deferral would be $\$ 100$ million, not $\$ 200$ million. Consequently, the extra $\$ 100$ million is completely attributable to outages, and that cost is what is being recovered via the deferral. In this case, there is absolutely no difference between the Hunter outage and other outages, aside from its magnitude. Every single outage that occurred increased actual power costs, and thereby resulted in a larger deferral balance. Consequently, customers are paying for the costs of all actual outages already in the surcharge. There is simply no basis for an additional "four-year amortization of outage costs" as part of the calculation of outage rates.

## Q. MR. WIDMER CONTENDS THAT IF OTHER OUTAGES WERE REMOVED IN THE SAME MANNER AS THE HUNTER OUTAGE WAS REMOVED, POWER COSTS WOULD INCREASE SUBSTANTIALLY. DO YOU AGREE?

A. No. Mr. Widmer's testimony on this point is completely misleading to the Commission. The analysis he performs does not do what he says it does. He does not treat other outages the same way as Hunter; he treats them in a much different way. In fact, he does not even treat the Hunter outage in the same way in the two calculations. Therefore, his analysis and his claims are simply false.

## Q. PLEASE EXPLAIN.

A. In Mr. Widmer's original filing (and his updates), he reversed the five-month Hunter outage by removing it from the 48 -month outage rate calculation. He did so by effectively calculating the outage rates for the period of time when Hunter was not on outage (or the remaining 43 months). Thus, Mr. Widmer excluded from the outage rate calculation only the period of time that the major outage occurred. One could argue about whether this approach also overstates costs, but that was his approach and I used it for all outages in my analysis.

## Q. HOW DOES THIS DIFFER FROM HIS NEW ANALYSIS, WHERE HE CLAIMS TO HAVE REMOVED OUTAGES DURING THE DEFFERAL PERIOD?

A. In his new analysis, he now removes the entire ten-month period from the outage rate calculation. This is completely arbitrary, particularly in light of the fact that he has previously argued in favor of a 48 -month period. In his new analysis, he now reverses the Hunter outage by removing Hunter for ten months from his outage calculation, rather than the five months he removed previously. His claim that he is treating all outages in the same manner as the Hunter outage is false. He does not even treat the Hunter outage the same as he did in his original GRID studies, because now he computes the Hunter outage rate based on a 38 -month period, while earlier he computed it based on a 43month period. He is doing nothing more than playing a "numbers game" to confuse and mislead the Commission.

## Q. COMPARE THIS TO YOUR OUTAGE RATE CALCULATION.

A. In my calculation I did treat all of the outages exactly like the Hunter outage. For example, if a unit had an outage that lasted one month during the deferral period, then I computed the outage rate for that unit based on excluding that month alone, just as I computed the outage rate for Hunter by excluding the five-month period from the calculation. Because the other outages that occurred in the period were no different from the Hunter outage, there is no reason they should be treated any differently in the calculation of outage rates for GRID. In Mr. Widmer's calculation, it would make no difference to the final outage rates if a unit was out of service for the entire deferral period or not at all. Now, should the Commission believe that if a unit were on outage for the entire deferral period, it would have had no impact on the level of the deferred
costs? Obviously not! Because Mr. Widmer has presented a false analysis to the Commission, his testimony on this issue should be rejected.
Q. MR. WIDMER DEFENDS HIS RAMPING AND STATION SERVICE ADJUSTMENTS BASED ON SEVERAL CRITICISMS OF YOUR GRID RUN USING HISTORICAL LOADS. PLEASE COMMENT.
A. Mr. Widmer contends that my run using historical loads and hydro levels was incomplete because I did not adjust for a variety of other items that are changed in the current GRID model. To address this issue, there are two approaches that might be used. First, the Company could do a historical "backcast." In this analysis, an attempt is made to recreate historical results, using actual data in the model. If such a study showed that GRID produced too much coal-fired generation compared to what actually happened, he might have a point. However, he has not provided such a study in this case.

## Q. HAS PACIFICORP EVER PERFORMED A BACKCAST USING GRID?

A. Yes. In UE 147, the Company provided me an analysis of a historical backcast comparing GRID to actual results for the period October 2001 to September 2002. I have attached an excerpt of this study as Exhibit ICNU/113. In the analysis, the Company contended that GRID predicted power costs within $0.1 \%$ of actual. Further, the Company's analysis showed that thermal generation was $1 \%$ less than actual, and that GRID predicted coal fired generation $0.7 \%$ less than actual. This analysis does not support the conclusion that GRID is producing too much coal-fired generation. Indeed, it supports the opposite conclusion, that if anything, the model was under-predicting thermal generation long before the station service and ramping adjustments were made. This undermines Mr. Widmer's entire basis for the ramping and station service adjustments

## Q. ASIDE FROM THE BACKCAST, ARE MR. WIDMER'S CRITICISMS OF YOUR GRID MODEL RUN REASONABLE?

A. No. Mr. Widmer has concluded that because GRID shows more coal-fired generation than historically occurred, there must be something wrong with the model, requiring adhoc manipulation of the inputs. However, an equally valid assumption would be that the system has changed, resulting in an increase in coal-fired generation. Given the substantial increase in loads predicted by the Company, the simplest explanation is that the increased loads are resulting in increased generation. Mr. Widmer has done nothing to determine whether the latter explanation is plausible. That is what my GRID study using historical load data accomplished. My goal was not to perform a historical benchmark, but rather to show the extent to which the increase in loads over historical levels might impact actual coal-fired generation. My analysis showed that a substantial increase in coal-fired generation may occur if a substantial increase in loads occurs. Given that coal-fired generation is much lower in cost than market purchases, one would intuitively expect that as load increases, the Company will first increase its output from coal plants. Mr. Widmer would have the Commission believe that no matter how high loads become, coal-fired generation will remain constant.

## Q. DO MARKET CAPS HAVE A BEARING ON THIS ISSUE?

A. Certainly. Because of the market caps, the Company cannot sell all of its idle coal-fired capacity during the graveyard shift. However, if load increases, the Company will then be able to increase the utilization of the otherwise idle coal-fired capacity. This will result in an increase in coal-fired generation over historical levels. Mr. Widmer has completely ignored this fact in his testimony.
Q. COMMENT ON MR. WIDMER'S CONTENTION THAT THE UE 139 DECISION REJECTING A SIMILAR ADJUSTMENT BY PGE IS NOT APPLICABLE TO PACIFICORP.
A. Mr. Widmer is wrong. In UE 139, the Commission rejected an ad-hoc data manipulation to address a speculative "problem." Instead, the Commission continued to rely on industry standard modeling methods. Mr. Widmer has not even demonstrated that the "surplus" of coal-fired generation really exists in GRID. Instead, he justifies his entire analysis on a flawed comparison of historical coal generation to current GRID studies. He has not shown that a historical backcast of GRID over-predicted coal-fired generation in the past, nor does he show that the current system configuration and loads would not result in increased coal-fired generation. The UE 139 precedent is on point, because in that case, the Commission correctly rejected result-oriented data manipulation to solve a problem that was never proven to exist.
Q. MR. WIDMER DISPUTES YOUR RECOMMENDATION TO REVERSE HIS DEFERRED MAINTENANCE ADJUSTMENT ON THE BASIS THAT GRID OVER-PREDICTS OFF-PEAK GENERATION. DO YOU AGREE?
A. No. Despite anything Mr. Widmer claims to show concerning when these outages occur, it does not change the fact these outages are deferrable. Therefore, they do not need to be scheduled during hours when market prices are at their peak. His adjustment would ignore this fact, and schedule deferrable outages at any time, even the highest priced hours.
Q. MR. WIDMER CLAIMS, ON THE BASIS OF PPL/610, THAT ONLY 49\% OF GENERATION LOST DUE TO MAINTENANCE OUTAGES OCCURS DURING LIGHT LOAD HOURS ("LLH"). PLEASE COMMENT.
A. Mr. Widmer's calculation is quite questionable because the amount of lost generation he has computed for LLH and Heavy Load Hours ("HLH") substantially differs from the amount of total lost generation that occurred during the four-year period. Mr. Widmer
did not supply complete workpapers, so it is not possible to discern the cause of this discrepancy. More significantly, Mr. Widmer has confused the issue. Prior to the deferred maintenance adjustment, maintenance outages in GRID occurred during the 56hour weekend period. However, his analysis counts 16 HLH hours that occur on Saturdays. Therefore, PPL/610 does not really provide an accurate indication of the best method to apply in GRID because it includes weekend hours.

## Q. MR. WIDMER CONTENDS THAT THE FIGURE REFERENCED ON PAGE 47, LINE 7 (68.5\%) OF YOUR DIRECT TESTIMONY IS WRONG. PLEASE COMMENT.

A. I incorrectly stated in my direct testimony that $68.5 \%$ of the energy lost due to maintenance outages occurs during LLH. I should have pointed out that I counted the entire weekend along with the LLH hours during weekdays. This is appropriate, however, because we are trying to decide whether to include the maintenance outage on the weekend or not. My analysis shows that $68.5 \%$ of all energy lost due to maintenance outages occurs during LLH during the week or on the weekend. By modeling maintenance outages as part of the weekend outage rate, $71 \%$ of the energy would be lost in LLH, and $29 \%$ would be lost in HLH hours, which is quite close to the actual data. Clearly, it makes more sense to model these outages as part of the weekend outage rate, rather than to assume they occur during all hours, including peak price periods.
Q. MR. WIDMER CONTENDS THAT A SEASONAL MODELING OF MAINTENANCE OUTAGES, AS SUGGESTED IN YOUR TESTIMONY, WOULD RESULT IN HIGHER POWER COSTS. PLEASE COMMENT.
A. Mr. Widmer is distorting my testimony. I never proposed a seasonal modeling of these outages. I merely pointed out that far less energy is lost during peak months than offpeak months, because these outages are deferrable. In the end, Mr. Widmer wishes to
ignore the fact that deferrable outages can be scheduled at times (whether LLH or HLH, weekend or weekdays) when market prices are lowest.

## Q. MR. WIDMER DEFENDS HIS PROPOSAL TO CHANGE FROM THE COMMISSION'S ACCEPTED PROCEDURE THAT BASES SCHEDULED MAINTENANCE ON THE 48-MONTH AVERAGE. PLEASE COMMENT.

A. Mr. Widmer is advocating that the Commission abandon established practice to gain a small advantage for the Company. His argument that PacifiCorp should be allowed to use this approach because PGE does so is unsound. First, PGE has a Commissionapproved RVM resulting from a stipulation among the parties. There is no such agreement among the parties in this case.

In addition, PGE has only one large coal plant, which is critical in determining its power costs. In a given year, whether or not major overhauls are performed can have a substantial impact on power costs. By using the actual schedule, PGE may be better able to predict power costs for the next year. However, should PGE change its maintenance schedule after the RVM filing, that could impact power costs substantially. Because maintenance schedules can change, the use of a 48-month average maintenance schedule for PGE would also be reasonable so long as a consistent approach is followed.

In contrast, PacifiCorp has a large number of coal-fired generators, and it is likely that the major overhaul cycles of various units will balance out over time. Further, past experience has shown (as in the case of the Hunter outage, for example) that PacifiCorp can and does change maintenance schedules. Thus, the year-ahead maintenance forecast is unlikely to be followed in actual practice. Given the history of using the 48-month average for PacifiCorp, and in light of all these factors, I continue to recommend use of the 48-month average instead of the currently forecast schedule.
Q. MR. WIDMER DISPUTES YOUR RECOMMENDATION THAT THE 48MONTH HISTORICAL DATA PERIOD BE CHANGED. HE CONTENDS THAT ICNU WAS GIVEN THE CHOICE OF FILING ITS TESTIMONY CONCERNING THE MARCH 15, 2005 UPDATE WITH THIS SURREBUTTAL TESTIMONY. PLEASE COMMENT.
A. I am not disputing Mr. Widmer's statements. However, Mr. Widmer did not explain why ICNU turned down this "offer." His proposal was for ICNU to file its comments regarding the updates to GRID with ICNU's surrebuttal testimony. However, the Company would then have had the opportunity to respond to our testimony in its later "sur-surrebuttal" testimony. As this would have denied ICNU the opportunity to put in any response to the Company's defense of his proposed adjustments (as I am now presenting here), we filed our initial comments in ICNU's direct testimony. We believe the record is better served by this approach, even if it did provide ICNU with less time to prepare its case.

In any case, this episode clearly illustrates ICNU's concerns about the proposed RVM process. While the stakes are nearly as high as a full-blown rate case, the "schedule" is very short, extremely fluid, and subject to the whims and abuses of the Company. This provides yet one more reason to reject the annual RVM proposed by the Company.

## Q. DOES THIS CONCLUDE YOUR TESTIMONY?

A. Yes.

# BEFORE THE PUBLIC UTILITY COMMISSION OF OREGON 

UE 134


DIRECT TESTIMONY OF

## RANDALL J. FALKENBERG <br> ON BEHALF OF

INDUSTRIAL CUSTOMERS OF NORTHWEST UTILITIES

January 6, 2003

## Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.

A. Randall J. Falkenberg, PMB 362, 8351 Roswell Road, Atlanta, Georgia 30350.
Q. WHAT IS YOUR OCCUPATION AND BY WHOM ARE YOU EMPLOYED?
A. I am a utility rate and planning consultant holding the position of President and Principal with the firm of RFI Consulting, Inc. ("RFI"). I am appearing in this proceeding as a witness for the Industrial Customers of Northwest Utilities ("ICNU").
Q. PLEASE BRIEFLY DESCRIBE THE NATURE OF THE CONSULTING SERVICES PROVIDED BY RFI.
A. RFI provides consulting services in the electric utility industry. The firm provides expertise in electric restructuring, system planning, load forecasting, financial analysis, cost of service, revenue requirements, rate design and fuel cost recovery issues.

## I. QUALIFICATIONS

## Q. PLEASE DESCRIBE YOUR EDUCATION AND PROFESSIONAL EXPERIENCE.

A. Exhibit ICNU/101 describes my education and experience within the utility industry. I have more than 20 years of experience in the industry. I have worked for utilities, both as an employee and as a consultant, plus as a consultant to major corporations, state and federal governmental agencies, and public service commissions. I have been directly involved in a large number of rate cases and regulatory proceedings concerning the economics, rate treatment, and prudence of nuclear and non-nuclear power plants.

During my employment with EBASCO Services in the late 1970s, I developed probabilistic production cost and reliability models used in studies for 20 utilities. I personally directed a number of marginal and avoided cost studies performed for compliance with the Public Utility Regulatory Policies Act of 1978 ("PURPA"). I also
participated in a wide variety of consulting projects in the rate, planning, and forecasting areas.

In 1982, I accepted the position of Senior Consultant with Energy Management Associates ("EMA"). At EMA, I trained and consulted with planners and financial analysts at several utilities using the PROMOD III and PROSCREEN II planning models.

In 1984, I was a founder of J. Kennedy and Associates, Inc ("Kennedy"). At that firm, I was responsible for consulting engagements in the areas of generation planning, reliability analysis, market price forecasting, stranded cost evaluation, and the rate treatment of new capacity additions. I presented expert testimony on these and other matters in more than 100 cases before the Federal Energy Regulatory Commission ("FERC") and state regulatory commissions and courts in Arkansas, California, Connecticut, Florida, Georgia, Kentucky, Louisiana, Maryland, Michigan, Minnesota, New Mexico, New York, North Carolina, Ohio, Pennsylvania, Texas, Utah, West Virginia and Wyoming. Included in Exhibit ICNU/101 is a list of my appearances.

In January 2000, I founded RFI Consulting, Inc., with a comparable practice to the one I directed at Kennedy.

## Q. HAVE YOU PREVIOUSLY APPEARED IN ANY PROCEEDINGS BEFORE THE OREGON PUBLIC UTILITY COMMISSION?

A. Yes. I filed testimony in PacifiCorp's ("PacifiCorp" or the "Company") last two rate proceedings in Oregon (Docket Nos. UE-111 and UE-116). Both cases were ultimately settled on the issues I addressed. In those cases, I addressed issues related to modeling of net power costs, and a Power Cost Adjustment ("PCA") mechanism. I also filed testimony in PacifiCorp Docket No. UM-995, quantifying the disallowances proposed by
other ICNU witnesses and the costs of the recent hydro energy deficit experienced by the Company. In addition, I submitted testimony on behalf of ICNU in two recent Portland General Electric ("PGE") dockets. In Docket No. UE-137, I filed testimony regarding PGE's request for a PCA for 2003. PGE ultimately withdrew that request. In Docket No. UE-139, I filed testimony proposing certain adjustments to PGE's annual update to its Schedule 125 Resource Valuation Mechanism.

## Q. HAVE YOU APPEARED AS AN EXPERT IN OTHER PROCEEDINGS INVOLVING PACIFICORP?

A. Yes. I have been involved in a number of PacifiCorp proceedings in California, Utah and Wyoming, where I testified concerning power cost issues. I also appeared in the Gadsby Combustion Turbine ("CT") Certification proceeding in Utah (Utah Public Service Commission ("UPSC") Docket No. 01-035-37). Exhibit ICNU/101 summarizes other cases in which I have appeared.

## II. INTRODUCTION AND SUMMARY

## Q. WHAT IS THE PURPOSE OF THIS TESTIMONY?

A. ICNU has asked me to comment on the following two issues established for examination in this proceeding in Commission Order No. 02-820, dated November 20, 2002:

1. Is the cost of the West Valley lease ("West Valley Lease" or the "Lease") a necessary and ordinary recurring expense?
2. Does permitting recovery of the full cost of the Lease violate OAR § 860-038-0080(1)(b)?

## Q. PLEASE STATE YOUR UNDERSTANDING OF THESE QUESTIONS, FROM THE PESPECTIVE OF REGULATORY POLICY.

A. The first issue concerns the traditional ratemaking standard of prudence. For this case, I would equate necessity with prudence. Only the least cost alternative represents a
necessary or prudent cost, because higher cost alternatives are, per-se, not necessary or prudent.

The second question concerns the implementation of OAR § 860-038-0080(1)(b), which provides:

The Commission will not require an electric company to acquire new generating resources except as provided in ORS 757.663. Major capital improvements to existing generating resources will continue to be subject to least cost planning processes and analyses and the Oregon share of their prudently-incurred costs will be included in an electric company's Oregon revenue requirement, which for a multistate electric company shall be consistent with Commission decisions pursuant to subsection $(3)(a)(\mathrm{G})$ of this rule. Electric companies must include new generating resources in revenue requirement at market prices, and not at cost, and such new generating resources will not be added to an electric company's rate base even if owned by the electric company [.]

OAR § 860-038-0080(1)(b) (emphasis added). The italicized section of the code is the part most applicable to this proceeding. This language prohibits the cost of new resources from being included in rate base. Instead, new resources must be included in revenue requirements at market prices. This rule implies that new resources should be reflected in revenue requirement at current market prices, rather than actual cost.

## Q. WHAT ARE YOUR CONCLUSIONS?

A. I have concluded as follows:

## Necessity of the West Valley Lease

1. The West Valley Lease is not a necessary or prudent cost.
2. The Company failed to adequately compare the cost of CT ownership to the cost of the Lease. The Lease costs more than ownership of the same resources.
3. The West Valley project ("West Valley Project" or the "Project") is a very expensive CT technology. Larger facilities, located at lower altitude, would have been more economic and should have been considered. PacifiCorp only obtained

West Valley due to a pressing short-term need for power. The Company should have examined other, more economic options at an earlier time.
4. The ancillary services and transmission benefits applicable in the case of the Gadsby CT are not applicable to West Valley. While the technology is the same, the Company does not need additional capacity to provide these ancillary services.
5. The operational inflexibility of the Project causes PacifiCorp's net power costs to increase (rather than decrease) based on runs of PacifiCorp's hourly power cost model, the Generation and Regulation Initiatives Decision Tools ("GRID"). This demonstrates that the Project was not prudent and that the cost of the Project exceeds market values, even without the Lease payment.

OAR § 860-038-0080(1)(b) Issues
6. It appears that a major motivation of the Lease may have been to circumvent the requirements of OAR § 860-038-0080(1)(b). Inclusion of the West Valley Lease payment in rates will amount to recovery of exactly the same kinds of costs that are forbidden under the law. This is particularly suspect given that PacifiCorp entered into the Lease with its affiliate, PacifiCorp Power Marketing ("PPM").
7. Purchased power prices collapsed shortly before PacifiCorp issued its Request for Proposals ("RFP") in September 2001, and continued to decline during the evaluation period. Given the recent history of Western US power prices at the time PacifiCorp issued the RFP, bidders obviously would have been reluctant to make offers reflecting changed market conditions. As a result, the cost of the West Valley Lease was above market at the time PacifiCorp executed the Lease. Given the circumstances, PacifiCorp should have sought new bids prior to executing the Lease.
8. An analysis performed by PacifiCorp in the current Wyoming rate case demonstrates that the cost of the West Valley Project exceeds market value.
9. As a result of these findings, the cost of the West Valley Lease should not be included in customers' rates.

## III. THE ISSUES OF PRUDENCE OR NECESSITY

## Q. IS THERE A DISTINCTION BETWEEN THE ISSUE OF NECESSITY OF COSTS AND PRUDENCE IN THIS CASE?

A. No. In the context of this case, I believe the prudence and necessity of costs are the same thing. A cost that is not necessary is, per-se, imprudent.

An extreme example might be the purchase of a $\$ 500$ hammer instead of a $\$ 10$ hammer. While a hammer might legitimately be needed, the cost is so excessive that the expenditure cannot possibly be considered prudent. The extra $\$ 490$ represents unnecessary or imprudent costs.

Likewise, with respect to the West Valley Lease, ICNU is not questioning whether the capacity of the Project (or some other resource) may have been needed in the summer of 2002. The question is whether the West Valley Lease, as structured, was the least cost alternative available.

In its "issues list" list submitted in this proceeding, ICNU's first proposed issue was: "Are the costs of the West Valley Lease prudent?" The Administrative Law Judge ("ALJ") framed the issue as whether these costs were a "necessary and ordinary recurring expense." However, in Order No. 02-820, the Commission concluded that "the first issue identified by ICNU is the same issue, in different words, that the ALJ set forth in her memorandum." Re PacifiCorp, Docket Nos. UE-134 and UM-1047, Order No. 02-820 at 7 (Nov. 20, 2002). Thus, the first issue in this proceeding is whether the costs of the West Valley Lease are prudent.

## Q. DO YOU BELIEVE THAT THE WEST VALLEY LEASE WAS A PRUDENT RESOURCE SELECTION FOR PACIFICORP?

A. No. There are a number of troublesome issues that concern me. These issues raise "red flags" concerning the question of prudence.

First, I don't believe the Company ever performed a valid examination of the economics of owning the West Valley Project versus leasing the Project. The

Application filed by PacifiCorp in Docket No. UI-196 alleged that the Lease option was lower in cost than ownership of the same resources:

Significantly, the lease payment amount for this resource (i.e. $\$ 6.13 / \mathrm{kW}$-month) is slightly lower than the projected cost (when utilizing similar amortization periods and after normalizing for differences in project capacity amounts) of a gas-peaking generation plant using identical turbines installed at an existing generation site (i.e., $\$ 6.32 / \mathrm{kW}-$ month).

Re PacifiCorp, Docket No. UI-196, Application at 10 (Mar. 6, 2002).
PacifiCorp's analysis of the ownership option was exceptionally flawed and overly simplistic. See, e.g., Exhibit ICNU/102 (a copy of the economic analysis of the Lease provided by PacifiCorp in UI-196). The problem with PacifiCorp's analysis is that the Lease terminates after fifteen years, while outright ownership of the plant would last for the life of the facility. The PacifiCorp analysis justifying the Project fails to consider this very important fact.

## Q. CAN YOU PROVIDE AN ANALOGY THAT ILLUSTRATES THIS PROBLEM?

A. Yes. This situation is really no different than the typical buy versus lease decision facing a person shopping for a new car. While a lease may have lower payments, it is incorrect to compare a lease payment to a conventional car payment. An astute car buyer must recognize that, at the end of the car payments, the person owns the car. At the end of the lease payments, the person returns the car. The car shopper must consider the residual value of the car in the purchase option to make the most economic decision.

Effectively, the Company biased its analysis by assuming that, in the ownership case, the cost of the CTs would be amortized over 15 years (the same term as the Lease), but the facility would have no residual value at that time. This was very unrealistic. The
prices of CTs have typically increased over time, and CTs have a useful life of at least 25 years. At the end of the 15 years, it is reasonable to assume the Project would have a residual value equal to the market value of a new CT , with a deduction for the shortened remaining life.

## Q. WHAT DOES A CORRECTED OWN VERSUS LEASE ANALYSIS SHOW?

A. Exhibit ICNU/102 shows that once the residual value of the CTs is factored in, there would have been a definite advantage to ownership instead of a lease. In fact, the Lease costs about $20 \%$ more than ownership of the same resource.
Q. THE LEASE DOES ALLOW THE COMPANY TO PURCHASE THE PROJECT IN EITHER YEARS THREE OR SIX OF THE AGREEMENT. DOES THIS mitigate the problems with the lease option vis-ì-vis OWNERSHIP?
A. Not really. First, the Company is obligated to the transaction for three to six years, and is paying the higher costs for that period of time. Second, as I demonstrate below, the cost of the West Valley CTs is extremely high compared to other types of peaking plants. Thus, there would likely be no advantage to PacifiCorp in owning this high cost facility. As a result, I question whether it would make economic sense to exercise the purchase option.

## Q. IS AN OWN VERSUS LEASE ANALYSIS RELEVANT IF NEW RESOURCES WILL BE PLACED IN RATES AT MARKET PRICES?

A. Yes, for several reasons. First, the ownership option is an indicia of market value for this type of resource. Second, a utility must demonstrate that it chose the least cost option in order to demonstrate prudence. Third, the Commission's transfer pricing policy between affiliates requires that a utility's purchase from an affiliate be at the lower of cost or market. Re Pacific Power and Light Co., Docket No. UI-114, Order No. 91-1248 (Sept.

24, 1991). Finally, as discussed later in my testimony, the Lease is structured to provide rate base-like treatment of the costs of the West Valley Project. Therefore, it is appropriate to evaluate an ownership alternative in determining prudence.

## Q. WHAT IS YOUR CONCLUSION REGARDING THE ISSUE OF LEASING VERSUS OWNERSHIP OF WEST VALLEY?

A. The Lease payment is not a necessary expense because it was not the least cost means of acquiring the resources.

## Q. WHY DO YOU THINK THAT PACIFICORP CHOSE THE LEASE STRUCTURE?

A. It seems quite possible that the Company may have decided to use the Lease transaction as a means of circumventing the requirements of OAR §860-038-0080(1)(b). OAR § 860-038-0080(1)(b) creates a prohibition against inclusion of the cost of a new resource in rate base. The Company may have feared that it would not be able to obtain recovery for the cost of a new plant under the traditional return on rate base methodology. However, the Company attempted to treat the West Valley Lease as an operating expense in UE-134. This may have been an attempt to circumvent the requirements of OAR § 860-038-0080(1)(b). In any case, the issue of the Lease is properly considered in this case in the context of the market prices for the power from the Project, as I will discuss later.

## Q. WHAT OTHER PRUDENCE CONCERNS DO YOU HAVE WITH RESPECT TO THE WEST VALLEY PROJECT?

A. My second major prudence concern is the extremely high cost of this type of facility. Irrespective of whether the Company should have leased or owned the resource, it is undeniable that this is an extremely costly CT. Based on the PacifiCorp analysis

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discussed above, the Company views the cost of West Valley to be comparable to the Gadsby CTs. The figures shown in Exhibit ICNU/102 imply an installed cost of $\$ 666 / \mathrm{kW}$ for West Valley. This is substantially higher than traditional CTs, which the Company has typically assumed to cost $\$ 400-\$ 500 / \mathrm{kW}$ in its Integrated Resource Plan ("IRP") process. It is also much higher than the prices typically assumed by analysts for new CTs. For example, in market price forecasts I prepared in previous stranded cost litigation, I typically assumed costs for new CTs in the range of $\$ 300-\$ 350 / \mathrm{kW}$. I was frequently criticized by other experts for using "high" figures.

## Q. WHAT IS THE CAUSE OF THIS HIGH COST?

A. There are a number of factors. First, the West Valley Project has five 40 MW units. Units of this small size have a higher installed cost per kW , than larger modern frametype CTs. Thus, the West Valley plant does not take advantage of economies of scale.

Second, the West Valley units are LM-6000 aero-derivative CTs. As the name suggests, this type of unit is based on modern jet engine technology. While this provides quick start benefits, it also greatly increases the cost. The Company has not demonstrated the benefits of the higher cost of West Valley relative to lower cost frame units.

Third, the location of the West Valley Project at high altitude reduces the maximum plant output. Location of CTs at a lower altitude site (in Oregon or elsewhere) would result in a lower cost per kW of effective capacity.

For all these reasons, the cost of the West Valley Project was unnecessarily high. The Company has not demonstrated that West Valley was a lower cost resource than a conventional CT at a more attractive site.

## Q. WHY DO YOU BELIEVE THE COMPANY WAS WILLING TO ACCEPT SUCH A HIGH COST RESOURCE?

A. During the Gadsby CT certification proceeding in Utah (UPSC Docket No. 01-035-37), the Company indicated it had a pressing need for capacity in the summer of 2002. The Company intended to address this looming shortfall by building the Gadsby CT and leasing the West Valley Project.
Q. YOU MENTIONED THE GADSBY CT CERTIFICATION CASE. WHY DID YOU RECOMMEND CERTIFICATION OF THE NEW GADSBY FACILITY, WHICH HAS IDENTICAL LM-6000 CTS, WHILE YOU NOW DISPUTE THE BENEFITS OF THE WEST VALLEY PROJECT?
A. My recommendation of the Gadsby project was based on my acceptance of the alleged need for capacity in the summer of 2002. However, I conditioned my recommendation by stating that my analysis was quite limited and did not consider whether a lower cost resource should have been undertaken at an earlier time. See, e.g., Re PacifiCorp, Docket No. 01-035-37, Transcript at 118, 1. 7-11 (Jan. 24, 2002).

In this case, it is now very important to ask whether the Company was forced into a hasty decision to consummate the West Valley Lease owing to a lack of planning in the months and years before. This high cost of West Valley vis-à-vis larger (albeit longer lead-time) resources raises a red flag concerning prudence.

In addition, there are a number of other issues concerning West Valley that differentiate it from the Gadsby project. First, West Valley apparently costs more than Gadsby. PacifiCorp obtained a price concession for the Gadsby CTs that it apparently did not receive for West Valley based on the figures shown in Exhibit ICNU/102.

Second, West Valley is a "greenfield" project, while Gadsby was able to take advantage of existing infrastructure at an existing plant. This would undoubtably work to lower the cost of Gadsby vis-à-vis West Valley.

Third, the Company was in a position to benefit from the quick start feature of the Gadsby CTs. However, having obtained 120 MW of quick start capacity, it is highly doubtful the Company would need any more. The Company already had a contract with a large industrial customer to provide approximately 70 MW of quick start capacity. With an additional 120 MW from Gadsby, it is hard to see how PacifiCorp could benefit from 200 MW more of quick start capacity from West Valley.

Finally, Gadsby offset power purchases and transmission expenses at SP-15. According to PacifiCorp's testimony and exhibits in the current Wyoming rate case (Docket No. 20000-ER-02-184), West Valley will offset purchases at the lower priced Palo Verde and Four Corners hubs. See Exhibit ICNU/103. For all these reasons, West Valley and Gadsby have much different economic impacts even though they are identical technologies. I will further discuss the market value of West Valley power in more detail in the next section of my testimony.

## Q. ARE THERE OTHER PROBLEMS WITH THE WEST VALLEY PROJECT THAT HAVE A BEARING ON THE PRUDENCE QUESTION?

A. Yes. My third prudence "red flag" is the operational inflexibility of the West Valley Project. In the current Wyoming rate case, PacifiCorp's GRID studies modeling the Project assume that, whenever the capacity from one of the units is needed, it must run at a minimum of 30 MW . Running the units below this level is extremely inefficient and creates emissions problems at the site.

The net result of this inflexibility is that if only a small portion of a unit is needed (say for spinning reserve purposes) the plant must operate at nearly full load. As a result, the Company must back down lower cost units, or reduce lower cost purchases. Based on the GRID studies from the current Wyoming case, the inclusion of the West Valley Project in the PacifiCorp system for an entire year increases net power costs by $\$ 15$ million compared to the case where West Valley does not run at all. This is a shocking result, because normally when a new resource is added to the system, it reduces the need to run higher cost plants and displaces higher cost native generation or purchases. On its face, this analysis says that the West Valley Project's energy costs must exceed market value. This conclusion is also corroborated by the Company's own analysis of the actual costs of West Valley, which I will discuss shortly. Exhibit ICNU/104 shows the results of this GRID study. While I have been unable to verify this result based on the GRID studies used earlier in this case, I have no reason to suspect the results would be any different.

## Q. IS THERE ANY WAY THE COMPANY COULD HAVE BEEN AWARE OF THIS PROBLEM PRIOR TO SIGNING THE WEST VALLEY LEASE?

A. Certainly. It could and should have performed modeling studies to explore this issue. Tools like GRID are intended to allow planners to examine the costs and benefits of projects, taking such operational issues into account. The fact that the Company has leased the West Valley Project in the face of these operational problems is yet one more reason to doubt the prudence of the Lease agreement.

## Q. PLEASE SUMMARIZE YOUR DISCUSSION OF THE PRUDENCE AND NECESSITY ISSUES RELATED TO WEST VALLEY.

A. The West Valley Lease costs are unnecessarily high. There are a number of "red flags" concerning the question of whether the West Valley Lease was a necessary or prudent transaction. These red flags provide ample reason to believe West Valley was not the least cost option. In fact, based on PacifiCorp's own GRID model, West Valley's operation actually increases net power costs on the system.
IV. MARKET VALUE OF WEST VALLEY POWER
Q. EXPLAIN WHY PERMITTING RECOVERY OF THE FULL COST OF THE LEASE VIOLATES OAR § 860-038-0080(1)(b).
A. As noted above, OAR § 860-038-0080(1)(b) prohibits "return on rate base" treatment for any new generating plants. However, the West Valley Lease is really "return on rate base" treatment in disguise.

## Q. PLEASE EXPLAIN.

A. The conventional regulatory model for treating the cost of a new resource includes a return on investment plus depreciation as well as recovery of taxes, fees and operating costs. The West Valley Lease requires PacifiCorp to pay all of these costs, either directly or indirectly. In particular, return on investment and depreciation expenses are recovered in the Lease payment. It is quite obvious that, by structuring this transaction as a lease, the effect (or at least the attempt) is to convert costs that are not recoverable under OAR § 860-038-0080(1)(b) into recoverable ones. Inclusion of the Lease payment in rates would amount to allowing PacifiCorp to make an "end run" around the requirements of the rule. This would be a case of elevating form over substance.

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Allowing rate base-like treatment would be particularly egregious in this case, because this proceeding was only intended to deal with PacifiCorp's variable net power costs, not return on investment or other fixed costs. PacifiCorp's original power cost filing in this docket originated from a stipulation in the Company's last general rate case, Docket No. UE-116. Re PacifiCorp, Docket No. UE-116, Order No. 02-212, Appendix C at 2 (Mar. 19, 2002). In that stipulation, ICNU, Commission Staff, CUB, and PacifiCorp agreed that this proceeding would deal only with variable net power costs, not return on investment or other fixed costs. In addition, the use of the GRID model already afforded the Company the opportunity to reflect the market value of West Valley in net power costs.

## Q. HOW WOULD GRID ALLOW THE COMPANY TO INCLUDE THE MARKET VALUE OF WEST VALLEY POWER IN NET POWER COSTS?

A. The Company could have run GRID without West Valley. GRID would then purchase energy at normalized market prices instead of dispatching West Valley. In the UE-134 Net Power Cost study, however, the Company included West Valley at its forecasted dispatch cost. ${ }^{1 /}$ Hence, PacifiCorp had a mechanism to value West Valley at market, but instead chose a Lease, which allows recovery at cost.

## Q. PACIFICORP CONDUCTED A RATHER COMPLEX RFP AND BIDDING PROCESS IN LATE 2001. DOES USE OF THIS PROCESS SATISFY THE MARKET VALUE REQUIREMENTS OF OAR § 860-038-0080(1)(b)?

A. No. OAR § 860-038-0080(1)(b) provides: "Electric companies must include new generating resources in revenue requirement at market prices, and not at cost . . . ." The

[^0]reference to market prices in the rule implies current market prices, because it would be meaningless to say that suppliers could price the output of new resources at the market prices in effect at some time in the past. Nevertheless, the Commission could interpret this rule to require valuation based on market prices at the time PacifiCorp entered into the Lease in March 2002. Under either interpretation, the bidding and RFP process does not demonstrate that the Project costs are consistent with current market prices or with market prices in March 2002.

## Q. PLEASE EXPLAIN FURTHER WHY OAR § 860-038-0080(1)(b) SHOULD BE INTERPRETED TO REFER TO CURRENT MARKET PRICES.

A. It is not reasonable to assume that the above-referenced language would apply to the market prices in effect at the time a new resource was examined, or even committed to in the past. That would be an impossible and chaotic standard for regulators to deal with. First, it would imply different prices for every new asset built (even if they came on line at the same time). Second, it often takes months or years to build a new resource, and utilities have the option to delay or cancel those projects along the way. In the case of a long lead-time asset, the ranges of possibly allowable market prices would be enormous. For these reasons, it only makes sense to consider the requirements of OAR §860-038-0080(1)(b) in the context of current market prices. Based on all available evidence, the cost of West Valley now exceeds current market prices. If the Commission does not agree with this interpretation, it should, at the very least, base its decision on market prices at the time PacifiCorp executed the West Valley Lease in March 2002. PacifiCorp has not demonstrated that the cost of the West Valley Lease was equal to market prices in March 2002.

## Q. IN THE AFFILIATED INTEREST PROCEEDING RELATED TO THE WEST VALLEY LEASE, PACIFICORP RELIED ON A PRESUMPTION IN OAR § 860-027-0040(2)(k) TO CLAIM THAT THE COST OF THE LEASE WAS EQUIVALENT TO MARKET VALUE FOR THE PURPOSES OF THE COMMISSION'S TRANSFER PRICING POLICY. IS IT APPROPRIATE TO RELY ON THIS PRESUMPTION FOR THE PURPOSE OF DETERMINING MARKET VALUE UNDER OAR § 860-038-0080(1)(b)?

A. No. The Commission should not rely on this presumption. OAR § 860-027-0040 states:
(1) Except as provided in sections (3) and (4) of this rule, the requirements of this rule will apply to any energy or large telecommunications utility seeking authority under ORS 757.490, ORS 757.495, ORS 759.385, and ORS 759.390. An application for financing to an affiliated interest shall be made under OAR 860-027-0030.
(2)(k) Transfer prices in contracts or agreements for the procurement of goods or services under competitive procurement shall be presumed to be the market value, subject to evaluation of the procurement process [.]

This presumption should not apply for several reasons. First, section (1) of the rule itself states that it applies in applications for approval of certain contracts and affiliated interest transactions under ORS §§ 757.490 and 757.495. OAR § 860-027-0040(1). This is not an affiliated interest proceeding. In this proceeding, the Commission is evaluating the West Valley Lease to determine whether permitting full recovery of the cost of the Lease will violate OAR § 860-038-0080(1)(b). There is no indication that it is appropriate to apply the presumption in OAR §860-027-0040(2)(k) to satisfy the market value requirements in OAR §860-038-0080(1)(b). Second, even if it were appropriate to consider this presumption, it is questionable whether the RFP was a valid "competitive procurement" process as required by OAR § 860-027-0040(2)(k). PacifiCorp leased West Valley from its affiliate, PPM, at a time when PPM had suspended construction of the Project and
apparently had little other opportunity to sell the Project. In addition, in the final stages of the RFP process, after many other bids had been eliminated, PacifiCorp allowed PPM to restructure its original tolling proposal into the Lease. Under these circumstances, there is little assurance that the cost of the Lease actually reflects market value for a lease of a facility such as West Valley. Finally, as described below, the RFP process took place during a period of declining market prices. Thus, bids submitted in response to the RFP in September 2001 were outdated by the time PacifiCorp executed the Lease in March 2002. PacifiCorp could have sought new bids from other suppliers at this point, but, instead, chose to lease the expensive West Valley CTs from its affiliate.

## Q. WHY DO THE WEST VALLEY PROJECT COSTS (INCLUDING THE LEASE PAYMENT) NOW EXCEED CURRENT MARKET LEVELS?

A. For the requirements of OAR § 860-038-0080(1)(b), "why" the West Valley Project costs exceed current market prices does not really matter. Nevertheless, the Company's timing of this transaction was not advantageous. Market prices in the West collapsed after the Federal Energy Regulatory Commission's ("FERC") imposition of price caps on June 19, 2001. San Diego Gas \& Elec. Co. v. Sellers of Energy, Ancillary Serv. Into Mkts. Operated by the Cal. Indep. Sys. Operator, 95 FERC $\mathbb{I}[61,418$ (June 19, 2001). The ultimate decline in prices, however, was not immediate or automatic. Prices continued to fall long after June 19, 2001. In addition, there were still some fears of price volatility that persisted for some time. Further, the Western markets experience with price caps at the time PacifiCorp issued the RFP was not sufficient to know with certainty how the new price caps would work in practice. Because the new price caps allowed prices in excess of $\$ 90 / \mathrm{MWh}$, there was still some fear that prices could remain high.

Exhibit ICNU/105 presents graphs showing California-Oregon Border ("COB") and Mid-Columbia ("Mid-C") daily market prices and ninety-day and sixty-day rolling averages for the period March 2001 to July 2002. The ninety-day and sixty-day rolling averages are provided because power suppliers would likely want to view the trend in prices before making long-term commitments. ${ }^{2 /}$ As the figures show, when the RFP was issued in September 2001, and even when the bids were refreshed in November 2001, prices were still trending downwards. This process of declining prices continued for some time. By March 2002, when the West Valley Lease was signed, the ninety-day and sixty-day rolling average prices had dropped substantially from the levels experienced in early September or early November.

Consequently, it is likely that potential bidders were still "spooked" at the time of the RFP process. By the time the Lease was signed, however, power prices had remained lower and much more stable for many months. It is likely that more attractive options may have been available at that time. Furthermore, prices continued to decline after the Lease was signed, but while construction of the Project was ongoing. By the time the Project was completed in June 2002, prices had fallen far below the costs of the Project including the Lease payment. PacifiCorp failed to reconsider the Project in light of the decline in prices at the time it signed the Lease in March 2002. In the face of declining market prices, it was imprudent for PacifiCorp to lease 200 MWs from an affiliate in March 2002 without seeking new bids from other suppliers.

[^1]
## Q. IS THERE ANY ADDITIONAL EVIDENCE THAT DEMONSTRATES WEST VALLEY'S COST EXCEEDS MARKET VALUE?

A. Yes. As discussed above, the Company analyzed the costs and benefits of West Valley in the current Wyoming proceeding. The rebuttal testimony of PacifiCorp witness Stan Watters contains an exhibit that presents an analysis of the West Valley Project for a sixmonth period (June 2002 to November 2002). Exhibit ICNU/103 at 2-3. Although the Company alleged that the Project produced $\$ 7.2$ million in benefits during this period, this conclusion is suspect because the alleged benefit is less than six months of Lease payments for the Project ( $\$ 7.355$ million). In addition, this estimate did not include the associated property taxes and fixed O\&M expenses that the Company is obligated to pay during this time frame.

The six-month study performed by the Company also does not accurately reflect the annual cost impact of the Project. Power prices are typically higher during the June to November period than the rest of the year. PacifiCorp's load typically peaks in the summer, and the Project was justified on the basis of meeting summer peak demands. Thus, it is unlikely that results for an entire year would show nearly as favorable of a comparison. Indeed, there may be no benefit from operating the plant for the remaining six months of the year.

Second, Mr. Watters' analysis also ascribes $\$ 2.3$ million in spinning reserve benefits from West Valley. It was alleged that this benefit is derived based on avoiding the need to commit capacity from the Company's Cholla plant to spinning reserve. This benefit is highly suspect because GRID studies that include West Valley for the entire year do not demonstrate any appreciable increase in Cholla generation with or without
the West Valley units. Thus, it appears unlikely that West Valley is producing substantial spinning reserve benefits. Removing these benefits, and projecting the costs out for the entire year, indicates that the deficit (relative to market prices) for the Project could approach $\$ 10$ million per year.

Finally, this analysis does not consider the additional costs stemming from the operational inflexibility of the facility. Mr. Watters has assumed that West Valley would be completely replaced by energy purchased at market prices. As shown above, the operational inflexibility of the plant results in situations where some of the generation from the facility is actually offsetting energy that costs far less than the market purchases assumed by Mr. Watters.

## Q. DOES PACIFICORP ALREADY RECOVER ANY OF THE COSTS OF THE WEST VALLEY LEASE IN RATES?

A. Yes. Based on Staff's testimony in support of the stipulation in UE-134, PacifiCorp already recovers at least $\$ 11.5$ million in rates related to West Valley. Re PacifiCorp, Docket No. UE-134, Staff/100, Wordley/3 (Apr. 8, 2002). In UE-134, Commission Staff proposed increasing net power costs by $\$ 11.5$ million to reflect removal of the West Valley CTs. Id. Staff opposed inclusion of the costs of the West Valley Lease in rates based on a "desire to not prejudge PacifiCorp's Affiliated Interest Application in UI 196." Id. As a result, Staff removed the West Valley Lease, and imputed additional net power costs. This reconsideration proceeding addresses an additional $\$ 1.2$ million in costs that PacifiCorp seeks to recover due to the excessive cost of the West Valley Project.

In addition, it is also probable that removal of West Valley from GRID would have actually reduced the net power costs used in UE-134 for the reasons discussed above, even aside from the additional $\$ 11.5$ million added by the Staff. It does not appear that Staff developed its adjustments based on a GRID model run. This suggests strongly that the costs of West Valley have been recovered already and perhaps overrecovered. Indeed, I believe PacifiCorp should be required to produce a new GRID model run without West Valley. This information is vital to determine the actual level of West Valley costs already recovered in rates.

## Q. WHAT IS THE CONCLUSION OF THIS SECTION OF YOUR TESTIMONY?

A. Inclusion of the full cost of the West Valley Lease in rates would exceed the market value of the West Valley power by a substantial margin. As a result, permitting PacifiCorp to recover the additional $\$ 1.2$ million cost of the West Valley Lease in rates would violate OAR § 860-038-0080(1)(b). Given that the Lease payment was not "necessary" and does not demonstrate a prudent cost, the Commission should not allow recovery of the West Valley Lease payment at this time. If PacifiCorp is able to put forth a valid demonstration of the current market price of the West Valley power based on running GRID without West Valley, then it should make a proposal as to the appropriate market price to apply in this proceeding.
Q. PARAGRAPH NINE OF THE STIPULATION IN UE-134 CALLS FOR INCLUSION OF THE COSTS OF WEST VALLEY IN RATES IF THE COMMISSION APPROVED PACIFICORP'S AFFILIATED INTEREST APPLICATION IN UI-196. HOW SHOULD THE COMMISSION TREAT THAT PROVISION OF THE STIPULATION?
A. The Commission granted reconsideration to consider the appropriate ratemaking treatment of West Valley, as opposed to that provided in paragraph nine of the stipulation

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in UE-134. Re PacifiCorp, Docket Nos. UE-134 and UM-1047, Order No. 02-543 at 3-4 (Aug. 8, 2002). My testimony demonstrates that permitting the full recovery of the West Valley Lease costs would violate OAR § 860-038-0080(1)(b) and that the Lease is not otherwise necessary and prudent. As a result, the Commission should reject paragraph nine of the stipulation and disallow full recovery of the West Valley costs.

## Q. DOES THIS CONCLUDE YOUR TESTIMONY?

A. Yes.

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## Gadsby Peaker and West Valley System/Wyoming Benefit Summary

## Background:

PacifiCorp installed three 40 MW natural gas peaking generation units at Gadsby (Units $4-6$ ) and leased five identical units at West Valley (Units 1-5). The West Valley units commenced commercial operation between June 2002 and July 2002. The Gadsby units were commercially operational early August 2002. The West Valley units have access to natural gas from both Questar and Kern River pipelines. The Gadsby units are supplied from Questar and do not have the fuel flexibility of the West Valley units.

## Benefits:

These units provide System benefits for all of PacifiCorp's customers. Among other things, these generation units provide lower cost alternatives for: (1) energy and capacity that would otherwise have to be obtained from the market and (2) operating reserves that would otherwise have to be held on lower cost System thermal units. This analysis quantifies these particular benefits. Additional benefits are discussed in Mr. Watters' rebuttal testimony.

## Analysis:

PacifiCorp has quantified both the System and Wyoming benefits of these units on an hourly basis from June 2002 through November 2002. The avoided energy cost is the difference between: (a) the daily Dow Jones price for on and off-peak power shaped hourly, and (b) the cost of generation plus variable $O \& M$ for each unit. The cost of generation is determined by multiplying the heat rate of each unit by the sum of (a) the daily index for Questar natural gas as reported in Platt's Gas daily, and (b) appropriate transportation charges. The reserve cost is the difference between: (a) the daily Dow Jones price for on and off-peak power shaped hourly, and (b) the cost of generation at the most expensive coal resource on PacifiCorp's System. The hourly generation for each unit was obtained and verified from emission data retrieved from each plant's CEM system.

Without these generation units PacifiCorp would either purchase power from FourCorners/Palo Verde or SP-15 to serve its energy and capacity needs. Power purchases at Four-Corners/Palo Verde may not always possible, even though costs are lower than SP15 , due to transmission limitations. Therefore, to meet System load obligations on a dependable basis, PacifiCorp would have to purchase power at SP-15 and pay additional ISO and LADWP transmission charges.

This analysis assumed SP-15 savings associated with the Gadsby units and 4C/Palo Verde savings associated with the West Valley units. This approach is reasonable as

Page 2 of 2
PacifiCorp originally assumed reduced transmission expenses out of SP-15 with the completion of the new Gadsby units. Through November 2002, the Gadsby and West Valley units saved PacifiCorp's customers $\$ 6.2$ million for energy, $\$ 3.7$ million for transmission, and $\$ 3$ million for reserves for a total benefit of $\$ 12.9$ million. Wyoming's share of this benefit, based on a $15 \%$ allocation factor, was $\$ 929 \mathrm{~K}$ for energy, $\$ 550 \mathrm{~K}$ for transmission, and $\$ 456 \mathrm{~K}$ for reserves, for a total Wyoming benefit of $\$ 1.9$ million. The supporting workpaper is attached. Unit availability statistics are also provided which indicate the units are being economically dispatched close to the original plan.

PPW System Benefit w/Gadsby \& West Valley Peakers: SP15 View


## PPW System Benefit w/Gadsby \& West Valley: 4C/Palo Verde View

| Period Span | June '02- Nov '02 | Gadsby | West Valley | Total |
| :---: | :---: | :---: | :---: | :---: |
| Total System Benefits |  | \$2,396,113 | \$7,263,245 | \$9,659,358 |
| Avoided 4C/PV Energy Costs Avoided Cholla Reserve Costs |  | $\begin{gathered} \$ 1,607,794 \\ \$ 788,319 \\ \hline \end{gathered}$ | $\begin{aligned} & \$ 5,011,618 \\ & \$ 2,251,627 \\ & \hline \end{aligned}$ | $\begin{aligned} & \$ 6,619,412 \\ & \$ 3,039,946 \end{aligned}$ |
| Wyoming's Portion of System Benefits (15\%) |  | \$359,417 | \$1,089,487 | \$1,448,904 |
| Avoided 4C/PV Energy Costs Avoided Cholla Reserve Costs |  | $\begin{aligned} & \$ 241,169 \\ & \$ 118,248 \end{aligned}$ | $\begin{aligned} & \$ 751,743 \\ & \$ 337,744 \end{aligned}$ | $\begin{aligned} & \$ 992,912 \\ & \$ 455,992 \end{aligned}$ |

PPW System Benefit w/Gadsby \& West Valley Peakers: SP15 View for Gadsby, 4C/Palo Verde View for West Valley

Actual Unit Availability Statistics (Since Start-Up)

| Unit | Hours Dispatched (\%) | Energy Produced (MWhs) | Average HL Rate (MW) |
| :--- | :---: | :---: | :---: |
| WV1 | $45 \%$ | 67,678 | 28.6 |
| WV2 | $56 \%$ | 71,430 | 32.6 |
| WV3 | $52 \%$ | 76,630 | 32.7 |
| WV4 | $51 \%$ | 79,610 | 32.5 |
| WV5 | $36 \%$ | 45,209 | 24.4 |
| Gad4 | $45 \%$ | 58,211 | 31.3 |
| Gad5 | $36 \%$ | 45,647 | 23.5 |
| Gad6 | $44 \%$ | 45,177 | 26.3 |

PPW System Benefit w/Gadsby \& West Valley Peakers: SP15 View for Gadsby, 4C/Palo Verde View for West Valley


| Actual Unit Availability Statistics (Since Start-Up) | Unit | Hours Dispatched (\%) | Energy Produced (MWhs) | Average HL Rate (MW) |
| :---: | :---: | :---: | :---: | :---: |
|  | WV1 | 45\% | 67,678 | 28.6 |
|  | WV2 | 56\% | 71,430 | 32.6 |
|  | WV3 | 52\% | 76,630 | 32.7 |
|  | WV4 | 51\% | 79,610 | 32.5 |
|  | WV5 | 36\% | 45,209 | 24.4 |
|  | Gad4 | 45\% | 58,211 | 31.3 |
|  | Gad5 | 36\% | 45,647 | 23.5 |
|  | Gad6 | 44\% | 45.177 | 26.3 |
| Planned Unit Availability Statistics (Since Start-Up) | Unit | Hours Dispatched (\%) | Energy Produced (MWhs) | Average HL Rate (MW) |
|  | WV1 | 59\% | 87,680 | $\frac{40}{}$ |
|  | WV2 | 59\% | 87,680 | 40 |
|  | WV3 | 59\% | 87.680 | 40 |
|  | WV4 | 59\% | 87,680 | 40 |
|  | WV5 | 59\% | 68,480 | 40 |
|  | Gad4 | 33\% | 38,720 | 23 |
|  | Gad5 | 33\% | 38,720 | 23 |
|  | Gad6 | 33\% | 38.720 | 23 |




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|  |  | ※ \& ~~~~~ <br>  | $\frac{6}{N}$ |  |  | $\frac{0}{m}$ | + |  | $\mathscr{N}_{\infty}^{\infty}$ | $\underset{\sim}{\underset{N}{N}}$ |  |  |  |  |


| Long Term Firm Purchases |  |
| :---: | :---: |
| Aquila hydro hedge | 1,750,002 |
| APS Supplemental Purchase | 233,571 |
| Avista Summer Capacity | 5,378,184 |
| Black Hills CTs | 1,375,594 |
| BPA Entitlement Capacity | 24,069 |
| BPA FC IV Exchange | 2,799 |
| BPA Peaking | 58,719,000 |
| BPA So. Idaho Exchange | (314,565) |
| BPA Supplemental Capacity | 24,069 |
| Canadian Entitlement |  |
| Clark S\&I Purchases | 7,643,934 |
| Colockum Capacity Exchange |  |
| Constellation temperature hed | 687,918 |
| Deseret G\&T Expansion | 3,401,835 |
| Deseret G\&T Non Firm | 1,406,930 |
| Deseret Monthly |  |
| Douglas PUD Settlement | 1,012,916 |
| Element Re temperature hedgi | 242,920 |
| Enron Purchase | 863,200 |
| EWEB FC I Storage Agreemeı |  |
| Fort James | 17,421,891 |
| Gemstate | 2,273,521 |
| Grant County | 3,068,380 |
| Hermiston Purchase | 68,836,933 |
| Idaho Power RTSA return |  |
| IPP Purchase | 26,187,080 |
| MagCorp | 1,324,896 |
| Mid Columbia | 16,077,307 |
| Morgan Stanley call | 2,916,000 |
| NuCor | 1,207,500 |
| P4 Production | 1,287,500 |
| PGE Cove | 193,503 |
| PSCO FC III Storage Agreeme |  |
| QF Biomass | 16,669,448 |
| QF D.R. Johnson | 6,298,439 |
| QF Hydro East | 3,244,992 |
| QF Hydro West | 17,406,450 |
| QF Other |  |
| QF Sunnyside | 29,767,162 |
| QF Warm Springs (Pelton) | 1,858,130 |
| Rock River | 5,860,602 |
| SCE Firm Capacity | 4,415,357 |
| Sempra call | 3,415,300 |
| SF Phosphates | 5,755,347 |
| Small Purchases east | 421,304 |
| Small Purchases west | 322,838 |
| TransAlta Purchase | 81,459,264 |
| Tri-State Purchase | 11,117,698 |
| DSM (Load Curtailment) | 9,644,182 |
| Total Long Term Firm Purchases | 420,936,904 |










 $\begin{array}{r}50,733,164 \\ 357,770,74 \\ 11,874,49 \\ 255,968,387 \\ 7,983,89 \\ 684,41,60 \\ \hline 8\end{array}$

Short Term Firm Purchases
COB East Main West Main Total Short Term Firm Purchases

310,567
833,843
$1,060,453$ $2,204,863$

 $4,996,487$ 은

 7.763,147
 7,247,026

72,322,661
$1,170,790,615$

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SPECIAL SALES FOR RESALE
Long Term Firm Sales
AEPCO
Black Hills
BPA Flathead Sale
BPA Wind
CDWR
Clark Storage \& Integration
Clark Wafertech
Citizens Power
COPD (BHP Steel)
Deseret Supplemental
Deseret Displacement
Flathead
Hurricane Sale
LADWP (IPP Layoff)
PSCO
Puget Sound
SCE
SDG\&E Sale
Sierra Pac 2
SMUD
Springfield
UMPA
UMPA II
WAPA I
Total Long Term Firm Sales

Short Term Firm Sales


71,557
75,384
133,336
$\underline{207}$
280,484







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| Jan-02 | Feb-02 | Mar-02 | Apr-02 | May-02 | Jun-02 | Jul-02 | Aug-02 | Sep-02 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 4,782,342 | 4,191,171 | 4,310,301 | 4,061,804 | 4,330,878 | 4,418,307 | 4,817,333 | 4,860,848 | 4,228,508 |
| - | - | - | - | - | - | 6,840 | 8,775 | - |
| 36,422 | 33,601 | 38,114 | 35,179 | 37,970 | 19,452 | 19,575 | 38,112 | 36,092 |
| 40,176 | 36,288 | 40,176 | 38,880 | 40,176 | 38,880 | 40,176 | 40,176 | 38,826 |
| 4,996 | 4,109 | 4,241 | 3,805 | 2,930 | 3,044 | 3,069 | 2,822 | 3,234 |
| 44,700 | 42,000 | 63,200 | 46,200 | 44,700 | 43,200 | 44,700 | 49,200 | 61,200 |
| 5,623 | 8,428 | 12,427 | 14,020 | 19,797 | 12,956 | 9,575 | 10,380 | 12,192 |
| 7,440 | 6,720 | 7,440 | 7,200 | 7,440 | 7,200 | 7,440 | 7,440 | 7,190 |
| 14,450 | 13,600 | - | 9,120 | 9,600 | 12,800 | 14,080 | 2,000 |  |
| 7,440 | 6,720 | 7,440 | 7,200 | - |  |  | - | - |
| 27,900 | 25,200 | 27,900 | 27,000 | 27,900 | 27,000 | 27,900 | 27,900 | 26,963 |
| 3 | 942 | 3,068 | 52 | 2,597 | 3,777 | 3,777 | 3,822 | 5,737 |
| 11,904 | 10,752 | 11,904 | 11,520 | 11,904 | 11,520 | 11,904 | 11,904 | 11,504 |
| 1,125 | 1,004 | 1,009 | 987 | 1,105 | 913 | 990 | 1,023 | 858 |
| 42,855 | 38,707 | 42,855 | 42,583 | 48,023 | 45,960 | 46,312 | 46,890 | 44,286 |
| 94,336 | 85,184 | 102,080 | 91,238 | 94,336 | 94,547 | 101,658 | 102,080 | 95,850 |
| 72,200 | 94,000 | 104,000 | 81,600 | 77,800 | 57,600 | 59,600 | 96,800 | 100,800 |
| 83,200 | 76,800 | 83,200 | 83,200 | 83,200 | 80,000 | 83,200 | 86,400 | 76,800 |
| - | - | - |  |  |  |  |  |  |
| 35,625 | 33,075 | 44,625 | 36,750 | 33,825 | 29,700 | 36,750 | 44,625 | 42,525 |
| 8,600 | 6,700 | 74,400 | 34,800 | 26,200 | 9,000 | 15,000 | 20,600 | 43,800 |
| 14,875 | 13,425 | 14,875 | 14,400 | 14,875 | 14,400 | 14,875 | 33,600 | 18,432 |
| 2,976 | 2,792 | 4,464 | 3,464 | 3,144 | 2,976 | 3,304 | 4,080 | 3,664 |
| 4,768 | 2,723 | 3,570 | 1,347 | 2,716 | 23,596 | 18,308 | 29,524 | 32,560 |
| 39,432 | 35,616 | 39,432 | 38,160 | 39,432 | 38,160 | 39,432 | 39,432 | 38,107 |
| 601,045 | 578,386 | 730,421 | 628,706 | 629,671 | 576,680 | 608,465 | 707,584 | 700,619 |



| $\begin{aligned} & \text { N } \\ & \dot{\circ} \\ & \stackrel{0}{\otimes} \end{aligned}$ |  |  |  |  |  | $\begin{aligned} & \text { H } \\ & \stackrel{N}{\mathbf{N}} \\ & \underset{\sim}{2} \end{aligned}$ | $\begin{aligned} & \sigma_{0} \\ & \infty \\ & \infty \\ & \stackrel{\infty}{\sim} \\ & \underset{\sim}{N} \end{aligned}$ | §o $\stackrel{5}{\circ}$ $\infty$ $\infty$ |  |  |
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|  | $(142,560)$ |  |  |  |  | $\begin{aligned} & \stackrel{\circ}{\mathrm{R}} \\ & \dot{\text { G/ }} \end{aligned}$ | $\begin{aligned} & \infty \quad \infty \\ & \stackrel{\infty}{0} \underset{\sim}{\sim} \\ & \\ & \underset{\sim}{-} \end{aligned}$ | $\stackrel{O}{\circ}$ |  |  |
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| $\begin{aligned} & \text { N } \\ & \stackrel{i}{\text { ® }} \\ & \underset{\Sigma}{\prime} \end{aligned}$ | $\begin{aligned} & \underset{O}{\underset{\sim}{2}} \\ & \underset{\sim}{\infty} \end{aligned}$ |  <br>  |  |  |  | $\begin{aligned} & \stackrel{\circ}{\mathrm{N}} \\ & \text { ※゙ } \end{aligned}$ | $\begin{aligned} & \text { N్ N } \\ & \text { Ö } \\ & \text { E= } \end{aligned}$ | $\circ$ $\infty$ $\infty$ $\infty$ |  |  |
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| $\begin{aligned} & \text { N } \\ & \stackrel{\text { O}}{0} \\ & \text { Li } \end{aligned}$ | $\frac{\mathrm{N}}{\stackrel{5}{6}}$ |  |  |  |  | $\stackrel{\text { M }}{\text { M }}$ |  | $\stackrel{\circ}{+}$ <br> $\underset{\sim}{\infty}$ |  |  |
| $\begin{aligned} & \text { N } \\ & \stackrel{i}{5} \\ & \stackrel{i}{5} \end{aligned}$ | $\begin{aligned} & \stackrel{\circ}{0} \\ & \text { N } \\ & \underset{\sim}{7} \end{aligned}$ |  |  |  |  |  |  |  |  |  |
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 Long Term Firm Purchases
APS Exchange
APS Supplemental Purchase
Avista Seasonal Exch
Avista Summer Capacity
BPA Exchange
BPA FC II Storage Agreement
BPA FC IV Storage Agreemen
BPA Peaking
BPA So. Idaho Exchange
BPA Supplemental Capacity
Canadian Entitlement
Clark S\&I Purchases
Colockum Capacity Exchange
Cowlitz Swift
CSPE
Deseret G\&T Expansion
Deseret G\&T Non Firm
Douglas PUD Settlement
Enron Purchase
EWEB FC I Storage AgreemeI
Foote Creek I
Fort James
Gemstate
Grant County
Hermiston Purchase
Hurricane Purchase
Idaho Power RTSA Return
IPP Purchase
MagCorp
Mid Columbia
Morgan Stanley call
PGE Cove
PSCO FC III Storage Agreeme
QF Biomass
QF D.R. Johnson
QF Hydro East
QF Hydro West
QF Other
QF Sunnyside
QF Warm Springs (Pelton)
Redding Exchange
Rock River
SCE Firm Capacity
SCL State Line Storage Agree
Sempra call
SF Phosphates
Small Purchases east
Small Purchases west
TransAlta Purchase
Tri-State Exchange
Tri-State Purchase
Total Long Term Firm Purchases Short Term Firm Purchases
COB
DSW
East Main
Mid C
West Main
Wyoming
Total Short Term Firm Purchases


218,795
$\underline{27,610}$
246,405
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556,990
$\underline{20,180}$
577,170




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458,853
$4,782,101$

 TOTAL PURCHASED PW \& NET I

THERMAL GENERATION Carbon Cholla
Colstrip

Craig
Dave Johnston Gadsby
Gadsby CTs Hayden Huntington Jim Bridger Naughton
West Valley CT HYDRO GENERATION
West Hydro
East Hydro
TOTAL HYDRO
TOTAL THERMAL GENERATION total resources









 Feb-02





10/01-09/02


























Period Ending September 2002
FUEL BURNED (Tons, MMBtu) $\qquad$
등 은 Craig
Dave Johnston Gadsby Gadsby
Hayden Hermisto
Hunter Huntington
Jim Bridger Naughton West Valley CT
Wyodak bURN RATE (Tons/MWH, MMBtu/MWH) Blundell
Carbon
Cholla
Colstrip
Craig
Dave Joh
Gadsby
Gadsby
Hayden
Hermisto
Hunter
Huntingto
Jim Bridg
Little Moun
Naughton
West Vall
Wyodak

## 

AVERAGE FUEL COST (\$/Ton, \$/MMBtu)


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GRID Results


PacifiCorp
Period Ending September 2002
SPECIAL SALES FOR RESALE
Long Term Firm Sales
AEPCO
Black Hills

## Black Hills Black Hills Capacity BPA Flathead Sale BPA Wind <br> Clark Storage \& Integration Clark W afertech Citizens Power COPD (BHP Steel) Deseret Supplemental Deseret Supplement Deseret Displacement <br> Hurricane Sale LADWP (IPP Layoff) Puget Sound   $=$ 0 0 0 0 0 0 0 0 0 <br> $\sum_{3}^{\infty}$ <br> UMPAII <br> Total Long Term Firm Sales

Short Term Firm Sales
COB
COB
DSW
East M
East Main
Mid C
West Main
West Main
Wyoming



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| ¢ |  |  | $\begin{aligned} & \text { N } \\ & \stackrel{\leftrightarrow}{\circ} \\ & \stackrel{y}{\circ} \end{aligned}$ |  | $\begin{aligned} & \text { ח్0 } \\ & \stackrel{0}{\sigma} \end{aligned}$ |  |  |  | $\begin{aligned} & \circ .8 \\ & \stackrel{\circ}{0} \end{aligned}$ | $\stackrel{\bar{\infty}}{\underset{\sim}{i}}$ |  | $\begin{aligned} & \stackrel{\infty}{0} \\ & \stackrel{0}{0} \\ & \stackrel{\sim}{\sim} \\ & \hline \end{aligned}$ | No |  |
| $\stackrel{\rightharpoonup}{4}$ | $$ |  | $\begin{aligned} & \hat{0} \\ & \stackrel{\rightharpoonup}{\infty} \\ & \stackrel{\rightharpoonup}{\circ} \end{aligned}$ | 贶 | ¢ |  |  |  | － 8 | 8－8 |  | $\begin{aligned} & \bar{\circ} \\ & \stackrel{0}{0} \\ & 0 . \\ & \stackrel{0}{0} \end{aligned}$ | － |  |


| 딕 |  |  | $\frac{\ell+}{N}$ | $\begin{aligned} & \text { ö } \\ & \stackrel{y}{-} \end{aligned}$ |  | $$ |  | $\circ$ <br> $\stackrel{\circ}{0}$ <br> $\stackrel{-}{8}$ | $\begin{aligned} & \stackrel{\circ}{\circ} \\ & \stackrel{\sim}{N} \\ & \stackrel{\sim}{\sim} \end{aligned}$ |  |  둘 |  |  |
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PURCHASED POWER \＆NET INTERCHANGE
Long Term Firm Purchases
 －ong Term Firm Purchases
Aquila hydro hedge
APS Supplemental Purchase APS Supplemental Purchase
Avista Summer Capacity Black Hills CTs BPA Entitlement Capacity
BPA FC IV Exchange BPA Peaking
BPA So．Idaho Exchange BPA Supplemental Capacity
Canadian Entitlement Clark S\＆I Purchases Colockum Capacity Exchange
Constellation temperature hed Constellation temperature hed
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Enron Purchase
EWEB FC I Storage Agreeme। Fort James Gemstate Grant County
Hermiston Purchase Idaho Power RTSA return
IPP Purchase
MagCorp IPP Purchase
MagCorp
Mid Columbia Mid Columbia
Morgan Stanley NuCor
P4 Production
PGE Cove PSCO FC III Storage Agreeme QF Biomass
QF D．R．Johnson
QF Hydro East QF D．R．Johnson
QF Hydro East
OF Hydro West QF Other QF Sunnyside
QF Warm Springs（Pelton）
Rock River Rock River
SCE Firm Capacity
Sempra call SCE Firm Capacity Small Purchases east Small Purchases west TransAlta Purchase DSM（Load Curtailment）

| Short Term Firm Purchases |  | Oct-01 | Nov-01 | Dec-01 | Jan-02 | Feb-02 | Mar-02 | Apr-02 | May-02 | Jun-02 | Jul-02 | Aug-02 | Sep-02 |
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| COB | 50,733,164 | 10,814,869 | 10,286,000 | 11,164,850 |  |  | 703,513 | 4,073,353 | 6,701,930 | 4,668,300 | 2,320,350 |  | - |
| DSW | 357,770,749 | 4,555,389 | 6,263,150 | 7,522,430 | 5,033,600 | 4,926,020 | 13,489,240 | 45,803,231 | 60,331,548 | 43,935,366 | 56,918,074 | 62,606,094 | 46,386,607 |
| East Main | 11,874,494 | - | 252,000 | - | - | 213,600 | - | 987,929 | 580,450 | 2,361,338 | 3,677,649 | 2,243,978 | 1,557,550 |
| Mid C | 255,968,387 | 12,123,383 | 16,605,420 | 23,308,512 | 15,544,254 | 9,648,060 | 19,722,868 | 40,870,656 | 39,073,408 | 31,823,960 | 18,956,440 | 16,135,360 | 12,156,066 |
| West Main | 7,983,895 | 250,796 | 213,200 | 435,800 | 507,600 | 855,358 | 936,260 | 921,225 | 447,460 | 716,800 | 2,509,170 | 120,507 | 69,720 |
| Wyoming | 81,600 |  |  |  |  |  | 63,000 |  | 18,600 |  |  |  |  |
| Total Short Term Firm Purchases | 684,412,290 | 27,744,436 | 33,619,770 | 42,431,592 | 21,085,454 | 15,643,038 | 34,914,881 | 92,656,394 | 107,153,396 | 83,505,764 | 84,381,683 | 81,105,939 | 60,169,943 |
| System Balancing Purchases |  |  |  |  |  |  |  |  |  |  |  |  |  |
| COB | 11,017,182 | 922,590 | 449,026 | 668,168 | 1,073,995 | 389,385 | 1,389,992 | 179,785 | 1,453,142 | 2,907,922 | 418,543 | 816,888 | 347,747 |
| DSW | 21,226,049 | 1,023,803 | 947,895 | 189,818 | 174,964 | 558,844 | 6,600,041 | 482,535 | 1,612,093 | 1,505,612 | 1,457,936 | 4,883,539 | 1,788,969 |
| Mid C | 46,324,734 | 6,249,578 | 7,421,514 | 5,939,834 | 4,462,779 | 4,199,553 | 5,248,350 | 5,287,297 | 3,473,171 | 608,318 | 627,190 | 1,429,991 | 1,377,158 |
| Emergency Purchases | 628,098 | - | - | - | - | - | - | - | - | - | 174,734 | 453,364 | - |
| Total System Balancing Purchas | 79,196,063 | 8,195,971 | 8,818,435 | 6,797,820 | 5,711,738 | 5,147,781 | 13,238,383 | 5,949,618 | 6,538,406 | 5,021,852 | 2,678,403 | 7,583,782 | 3,513,874 |
| OTAL PURCHASED PW \& NET I | ,184,719,071 | 73,302,562 | 81,242,149 | 88,215,984 | 58,474,465 | 49,615,389 | 80,482,530 | 127,647,600 | 144,530,368 | 118,816,535 | 125,520,240 | 131,800,986 | 105,070,263 |




## WHEELING \& U. OF F. EXPENSE

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COB
SPECIAL SALES FOR RESALE
Long Term Firm Sales
AEPCO
Black Hills
BPA Flathead Sale
BPA Wind
CDWR
Clark Storage \＆Integration
Clark Wafertech
Citizens Power
COPD（BHP Steel）
Deseret Supplemental
Deseret Displacement
Flathead
Hurricane Sale
LADWP（IPP Layoff）
PSCO
Puget Sound
SCE
SDG\＆E Sale
Sierra Pac 2
SMUD
Springfield
UMPA
UMPA II
WAPA I
Total Long Term Firm Sales

Short Term Firm Sales COB
DSW East Main West Main Wyoming
Short Term Fi System Balancing Sales COB
DSW Mid C
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| PURCHASED POWER \& NET INTERCHANGE |  | Oct-01 | Nov-01 | Dec-01 | Jan-02 | Feb-02 | Mar-02 | Apr-02 | May-02 | Jun-02 | Jul-02 | Aug-02 | Sep-02 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Long Term Firm Purchases |  |  |  |  |  |  |  |  |  |  |  |  |  |
| APS Exchange | - | 78,240 | 138,240 | 142,560 | 142,560 | 69,120 | - | - | $(78,240)$ | $(138,240)$ | $(142,560)$ | $(142,560)$ | $(69,120)$ |
| APS Supplemental Purchase | 12,250 | 12,250 | - | - | - | - | - | - | - | - | - | - | - |
| Avista Seasonal Exch | - | - | - | $(18,600)$ | $(4,300)$ | $(4,700)$ | - | - | - | - | 50 | 18,550 | 9,000 |
| Avista Summer Capacity | 82,800 | - | - | - | - | - | - | - | - | 5,400 | 11,250 | 32,550 | 33,600 |
| BPA Exchange | 93 | $(66,666)$ | $(66,667)$ | - | - | - | $(50,000)$ | - | - | 133,898 | 116,102 |  | $(66,574)$ |
| BPA FC II Storage Agreement | 320 | 183 | 111 | 42 | 38 | (93) | 47 | (35) | (100) | 37 | 24 | (14) | 80 |
| BPA FC IV Storage Agreemen | 2,993 | 1,712 | 1,030 | 392 | 362 | (875) | 443 | (321) | (929) | 343 | 229 | (135) | 743 |
| BPA Peaking | 15,263 | 19,333 | $(13,135)$ | 17,113 | $(29,785)$ | - | 22,015 | $(24,513)$ | 27,935 | $(38,480)$ | 6,568 | 12,950 | 15,263 |
| BPA So. Idaho Exchange | 51,772 | 1,461 | 2,413 | 2,796 | 2,653 | 1,347 | 419 | 2,587 | 1,891 | 7,734 | 12,700 | 8,123 | 7,647 |
| BPA Supplemental Capacity | 28 | 8 | (80) | 176 | (376) | (8) | 288 | (192) | 192 | (192) | (184) | 280 | 116 |
| Canadian Entitlement | $(74,399)$ | $(6,399)$ | $(6,168)$ | $(6,207)$ | $(6,399)$ | $(5,706)$ | $(6,207)$ | $(6,168)$ | $(6,399)$ | $(5,976)$ | $(6,399)$ | $(6,399)$ | $(5,971)$ |
| Clark S\&I Purchases | 362,444 | 14,580 | 16,598 | 28,912 | 45,030 | 40,154 | 39,665 | 24,190 | 77,162 | 15,542 | 18,313 | 19,002 | 23,296 |
| Colockum Capacity Exchange | $(199,332)$ | $(13,797)$ | $(18,018)$ | $(15,498)$ | $(19,404)$ | $(17,955)$ | (378) | $(18,585)$ | $(19,278)$ | $(20,160)$ | $(19,656)$ | $(18,774)$ | $(17,829)$ |
| Cowlitz Swift | 25,621 | (20) | (58) | (5) | (5) | (47) | (47) | (6) | 6,315 | 6,131 | 5,270 | 3,385 | 4,708 |
| CSPE | 79,364 | 6,354 | 6,138 | 7,470 | 7,470 | 6,732 | 6,336 | 6,000 | 6,208 | 6,016 | 7,312 | 7,312 | 6,016 |
| Deseret G\&T Expansion | 216,485 | 18,201 | 18,668 | 20,068 | 19,134 | 16,801 | 17,267 | 11,667 | 19,134 | 18,668 | 19,134 | 18,201 | 19,543 |
| Deseret G\&T Non Firm | 69,096 | 14,265 | 496 | 240 | 205 | 719 | 4,760 | 13,104 | 2,438 | 3,012 | 12,201 | 7,737 | 9,921 |
| Douglas PUD Settlement | 78,001 | 3,631 | 4,447 | 5,164 | 7,213 | 7,002 | 7,327 | 7,252 | 9,489 | 9,537 | 6,795 | 5,899 | 4,247 |
| Enron Purchase | 20,800 | 10,800 | 10,000 |  | - | - | - | - | - | - |  | - | - |
| EWEB FC I Storage Agreemeı | 1,544 | 145 | 163 | 165 | 165 | 137 | 141 | 126 | 98 | 101 | 101 | 94 | 108 |
| Foote Creek I | 121,711 | 11,389 | 12,858 | 13,004 | 13,085 | 10,761 | 11,106 | 9,966 | 7,673 | 7,973 | 8,037 | 7,390 | 8,469 |
| Fort James | 373,484 | 31,724 | 30,701 | 31,724 | 31,724 | 28,654 | 31,724 | 30,701 | 31,724 | 30,701 | 31,724 | 31,724 | 30,658 |
| Gemstate | 34,628 | - | - | - | - | - | - | - | 2,992 | 12,254 | 10,956 | 8,426 | - |
| Grant County | 87,668 | 5,908 | 4,732 | 6,090 | 6,398 | 4,998 | 5,824 | 7,420 | 9,352 | 9,996 | 10,290 | 9,562 | 7,098 |
| Hermiston Purchase | 1,393,741 | 157,356 | 158,987 | 153,283 | 139,723 | 116,094 | 148,456 | 107,924 | 117,161 | 1,020 | 153 | 150,228 | 143,355 |
| Hurricane Purchase | 1,047 | 51 | 100 | 48 | 148 | 94 | 81 | 60 | 79 | 92 | 88 | 102 | 104 |
| Idaho Power RTSA Return | $(78,329)$ | $(6,840)$ | $(7,200)$ | $(7,160)$ | $(7,416)$ | $(6,624)$ | $(6,584)$ | $(4,896)$ | $(4,944)$ | $(6,560)$ | $(8,336)$ | $(5,976)$ | $(5,793)$ |
| IPP Purchase | 539,002 | 46,290 | 49,843 | 44,398 | 42,855 | 38,707 | 42,855 | 42,583 | 48,023 | 45,960 | 46,312 | 46,890 | 44,286 |
| MagCorp | 34,808 | - | - | - | - | - | - | - | - | 8,400 | 9,776 | 9,720 | 6,912 |
| Mid Columbia | 2,170,403 | 165,697 | 130,306 | 155,671 | 263,465 | 245,300 | 195,191 | 109,041 | 151,396 | 212,065 | 221,829 | 175,009 | 145,433 |
| Morgan Stanley call | 3,200 | - | - | - | - | - | - | - | - | 1,600 | 1,600 | - | - |
| PGE Cove | 14,603 | 2,038 | 1,973 | 1,611 | 1,014 | 942 | 1,014 | 990 | 1,014 | 990 | 1,014 | 1,014 | 989 |
| PSCO FC III Storage Agreeme | 294 | 3,114 | 3,401 | 1,262 | 206 | $(1,703)$ | $(1,499)$ | (601) | $(2,626)$ | $(1,506)$ | 299 | (432) | 379 |
| QF Biomass | 97,765 | 10,765 | 12,995 | 14,616 | 14,823 | 19 | - | - | - | - | 15,656 | 14,971 | 13,920 |
| QF D.R. Johnson | 62,930 | 4,185 | 5,400 | 5,580 | 5,022 | 5,040 | 5,580 | 5,400 | 5,580 | 4,590 | 5,580 | 5,580 | 5,393 |
| QF Hydro East | 61,227 | 4,736 | 3,717 | 6,131 | 5,281 | 3,777 | 3,609 | 5,903 | 5,990 | 9,199 | 5,010 | 3,852 | 4,022 |
| QF Hydro West | 187,554 | 9,010 | 10,955 | 15,497 | 21,980 | 13,434 | 17,944 | 22,555 | 22,496 | 18,772 | 12,298 | 11,762 | 10,851 |
| QF Other | - | - | - | - | - | - | - | - | - | - | - | - | - |
| QF Sunnyside | 385,013 | 26,865 | 33,581 | 34,700 | 34,700 | 31,342 | 19,029 | 33,581 | 34,700 | 33,581 | 34,700 | 34,700 | 33,534 |
| QF Warm Springs (Pelton) | 19,797 | 6,203 | 6,386 | 7,208 | - | - | - | - | - | - | - | - | - |
| Redding Exchange | 17,262 | $(9,164)$ | $(4,397)$ | 10,755 | 8,610 | 7,852 | 750 | $(2,678)$ | $(1,025)$ | 6,108 | 5,253 | 3,058 | $(7,860)$ |
| Rock River | 165,162 | - | 15,767 | 19,933 | 20,057 | 16,494 | 17,023 | 15,276 | 11,762 | 12,221 | 12,319 | 11,328 | 12,982 |
| SCE Firm Capacity | - | - | - | - | - | - | - | - | - | - |  | - |  |
| SCL State Line Storage Agree | 80,688 | - | - | - | 45,816 | 38,410 | $(7,508)$ | 1,602 | 8,660 | 6,103 | $(3,381)$ | (969) | $(8,045)$ |
| Sempra call | 25,600 | - | - | - | - | - | - | - | - | 3,200 | 11,200 | 11,200 |  |
| SF Phosphates | 77,211 | 3,264 | 5,760 | 5,952 | 7,068 | 6,384 | 7,068 | 6,840 | 7,068 | 6,840 | 7,068 | 7,068 | 6,831 |
| Small Purchases east | 6,867 | 481 | 538 | 662 | 890 | 538 | 590 | 663 | 630 | 589 | 589 | 319 | 378 |
| Small Purchases west | 8,433 | 71 | 356 | 193 | 230 | 302 | 259 | 212 | 70 | 98 | 5,635 | 1,521 | (514) |
| TransAlta Purchase | 2,764,028 | 216,432 | 209,640 | 216,768 | 216,600 | 195,552 | 216,600 | 209,472 | 216,600 | 209,640 | 288,800 | 288,576 | 279,348 |
| Tri-State Exchange | (850) | 26,000 | 25,200 | 26,000 | 26,000 | 23,500 | 26,000 | $(25,200)$ | $(26,000)$ | $(25,200)$ | $(26,000)$ | $(26,000)$ | $(25,150)$ |
| Tri-State Purchase | 284,810 | 31,123 | 26,900 | 31,935 | 17,408 | 19,105 | 37,200 | 20,238 | 19,975 | 12,600 | 13,020 | 23,453 | 31,855 |
| Total Long Term Firm Purchases | 9,684,899 | 840,976 | 832,676 | 980,648 | 1,080,248 | 911,601 | 814,388 | 612,158 | 714,266 | 624,697 | 768,738 | 790,277 | 714,226 |
| Short Term Firm Purchases |  |  |  |  |  |  |  |  |  |  |  |  |  |
| COB | 979,875 | 111,750 | 108,000 | 130,800 | - | - | 23,750 | 138,175 | 252,200 | 142,000 | 73,200 | - | - ${ }^{-}$ |
| DSW | 8,719,620 | 124,000 | 198,600 | 232,800 | 194,200 | 219,000 | 517,600 | 1,452,325 | 1,958,880 | 1,277,240 | 859,400 | 969,800 | 715,775 |
| East Main | 324,924 | - | 8,400 | - | - | 9,936 | 744 | 33,757 | 20,816 | 74,827 | 85,812 | 51,731 | 38,901 |
| Mid C | 9,634,623 | 224,200 | 400,800 | 595,800 | 507,400 | 390,000 | 768,400 | 1,601,418 | 1,834,680 | 1,412,000 | 889,400 | 582,400 | 428,125 |
| West Main | 497,614 | 11,545 | 16,160 | 13,376 | 13,776 | 27,408 | 30,116 | 29,454 | 19,716 | 57,280 | 264,216 | 10,056 | 4,512 |
| Wyoming | 3,840 |  |  | = | = | $=$ | 2,640 | $=$ | 1,200 | = |  | $=$ |  |
| Total Short Term Firm Purchases | 20,160,496 | 471,495 | 731,960 | 972,776 | 715,376 | 646,344 | 1,343,250 | 3,255,128 | 4,087,492 | 2,963,347 | 2,172,028 | 1,613,987 | 1,187,313 |
| System Balancing Purchases |  |  |  |  |  |  |  |  |  |  |  |  |  |
| COB | 601,768 | 36,930 | 22,303 | 31,285 | 61,879 | 19,360 | 44,003 | 7,555 | 60,866 | 238,756 | 25,659 | 38,372 | 14,800 |




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Falkenberg/45


# BEFORE THE PUBLIC UTILITY COMMISSION <br> OF OREGON 

UE 170

In the Matter of )
PACIFIC POWER \& LIGHT )
(dba PACIFICORP) )

Request for a General Rate Increase in the Company's Oregon Annual Revenues.

# SURREBUTTAL TESTIMONY OF 

JAMES SELECKY

ON BEHALF OF
THE INDUSTRIAL CUSTOMERS OF NORTHWEST UTILITIES

JUNE 27, 2005

## Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.

A. James T. Selecky, 1215 Fern Ridge Parkway, Suite 208, St. Louis, MO 63141-2000.
Q. WHAT IS YOUR OCCUPATION AND BY WHOM ARE YOU EMPLOYED?
A. I am a consultant in the field of public utility regulation and a principal in the firm of Brubaker \& Associates, Inc., energy, economic and regulatory consultants.
Q. ARE YOU THE SAME JAMES SELECKY WHO FILED DIRECT TESTIMONY IN THIS CASE?
A. Yes.
Q. WHAT IS THE PURPOSE OF YOUR SURREBUTTAL TESTIMONY?
A. This surrebuttal testimony is responsive to the rebuttal testimony of PacifiCorp witnesses Larry O. Martin and Bernard L. Uffelman, who respond to several witnesses with respect to the calculation of income taxes for ratemaking purposes. I will also respond to the testimony of Daniel J. Rosborough regarding PacifiCorp's pension-related expense and medical benefits. In addition, my surrebuttal testimony briefly responds to Al Kopec's testimony regarding pension expenses and Doug Larsen's testimony regarding Regional Transmission Organization ("RTO") costs.

## Consolidated Tax Adjustment

## Q. PLEASE SUMMARIZE MR. MARTIN'S TESTIMONY CONCERNING YOUR PROPOSED CONSOLIDATED TAX ADJUSTMENT TO PACIFICORP'S TEST YEAR INCOME TAX EXPENSE.

A. He argues that my proposed income tax adjustment should be rejected because it is inconsistent with the Oregon Commission statutory mandate that rates must be based on cost of service and that Oregon utilities must calculate and report income taxes on a stand-alone basis for regulatory and ratemaking purposes. He also contends that this tax adjustment will create tax timing differences.

## Q. IS MR. MARTIN CORRECT THAT YOUR PROPOSED ADJUSTMENT IS INCONSISTENT WITH PACIFICORP'S COST OF SERVICE?

A. No. Indeed, my adjustment is necessary in order to ensure that PacifiCorp's rates reflect only its cost of providing service. Specifically, as a result of ScottishPower's corporate structure, PacifiCorp's income tax expense is reduced. Hence, my adjustment is necessary in order to ensure customers' rates are not increased to provide recovery of an expense that PacifiCorp will not eventually pay to the taxing authorities.
Q. WOULD PACIFICORP HOLDINGS, INC. ("PHI") RECEIVE EXCESSIVE COMPENSATION FOR ITS INVESTMENT IN PACIFICORP IF PACIFICORP'S INCOME TAX EXPENSE IS NOT ADJUSTED TO MORE ACCURATELY REFLECT ACTUAL PAYMENTS TO TAXING AUTHORITIES?
A. Yes. PHI receives a return on its investment from, among other things, income tax contributions from PacifiCorp. However, when PacifiCorp makes payments to PHI based on PacifiCorp's tax liability as a stand-alone utility, PHI does not pay those amounts to taxing authorities when it files its taxes on a consolidated basis. Hence, PHI receives returns far in excess of what a typical investor would normally receive from dividends and stock price appreciation. Accordingly, permitting PHI to retain income tax expense that is not ultimately paid to taxing authorities provides PHI an excessive return on its investment in PacifiCorp.

## Q. WHAT OTHER ARGUMENTS DOES MR. MARTIN MAKE IN RESPONSE TO YOUR INCOME TAX EXPENSE ADJUSTMENT?

A. At PPL/1300, Martin/13-14, Mr. Martin argues that it would be inappropriate to use tax benefits associated with deductions of the affiliate to reduce PacifiCorp's tax calculation for regulatory purposes. He argues that ScottishPower bears the expense of its investment and that the underlying interest expense is not borne by ratepayers. Finally,
he argues that PacifiCorp witness Williams demonstrated that PacifiCorp's affiliation with ScottishPower has benefited PacifiCorp's ratepayers. Hence, he concludes that this adjustment fails the "benefit-burden" test.

## Q. PLEASE RESPOND.

A. Mr. Martin's arguments are simply off base. The issue here is whether PacifiCorp will actually incur income tax expense and should therefore recover that expense from customers. Indeed, as Standard \& Poor's ("S\&P") notes, PHI is a non-operating, wholly owned subsidiary of ScottishPower. After ScottishPower acquired PacifiCorp in 1999, it established PHI as the United States non-operating subsidiary in December 2001. ScottishPower then financed PHI to own PacifiCorp and three other non-regulated subsidiaries. Hence, PHI was formed and financed, in part, in order to minimize the income tax expense that ScottishPower would have to pay on PacifiCorp's taxable income. Importantly, the issue here is not whether customers should benefit from PHI's interest obligations, but rather the amount PacifiCorp will pay in income tax to federal, state and local governments. If ScottishPower has created a financing structure that will reduce or eliminate PacifiCorp's income tax expense, then PacifiCorp's rates should be adjusted to include only legitimate and known costs of providing service. Hence, my adjustment is purely based on cost of service principles.
Q. AT PPL/1300, MARTIN/7-8, MR. MARTIN ADDRESSES THE CONCEPT OF DEFERRED TAXES AS IT RELATES TO THE COMPANY'S PARTICIPATION IN A CONSOLIDATED RETURN. DOES THE INTEREST DEDUCTION ASSOCIATED WITH THE LOAN USED FOR ACQUISITION PURPOSES GIVE RISE TO DEFERRED TAXES THAT LATER REVERSE?
A. No. The interest deduction that is recognized for ratemaking purposes is permanent and does not give rise to deferred taxes that reverse in the future. The adjustment does not
reflect a tax timing difference. This is no different from how other interest expense is treated for calculating ratemaking income taxes.
Q. DOES YOUR ADJUSTMENT INVOLVE THE USE OF OPERATING LOSSES OF OTHER OPERATING COMPANIES OR OTHER SPECIAL DEPRECIATION OR DEPLETION DEDUCTIONS IN ORDER TO REDUCE PACIFICORP'S INCOME TAXES FOR REGULATORY PURPOSES?
A. No. The only difference between the approach that I have supported and the method that PacifiCorp put forth is the recognition of the manner in which PacifiCorp was acquired, the utilization for ratemaking purposes, and the tax benefit of the interest deduction associated with the internal loan used for this purpose. By not recognizing this interest deduction, PacifiCorp is essentially collecting from its Oregon ratepayers income taxes that will never be paid.
Q. AT PPL/1300, MARTIN/5-6, MR. MARTIN INDICATES THAT FILING A CONSOLIDATED TAX RETURN DOES NOT CREATE A PERMANENT BENEFIT. PLEASE RESPOND.

A I do not believe this is an accurate statement in the context of my proposal. My proposal is not based on timing differences or losses carried forward, or any type of special deductions; and it does not create a net operating loss or deferred taxes that reverse in the future. My tax adjustment recognizes the manner in which ScottishPower chose to structure its acquisition of PacifiCorp.
Q. DOES THE INTEREST DEDUCTION ASSOCIATED WITH THE LOAN USED FOR ACQUIRING PACIFICORP GIVE RISE TO DEFERRED TAXES THAT LATER REVERSE?
A. No. The interest deduction is permanent and does not give rise to deferred taxes that reverse in the future.
Q. AT PPL/1300, MARTIN/8, LINES 21-22, MR. MARTIN STATES THAT PACIFICORP'S TAXABLE INCOME IS COMPUTED AND REPORTED TO THE IRS ON A SEPARATE COMPANY BASIS. IS THIS CORRECT? IF SO, WHAT DIFFERENCE DOES IT MAKE?
A. It may be true that with a consolidated tax return of PHI , there is a separate calculation for PacifiCorp. However, the taxes that are paid by PHI are determined from the consolidated filing, which blends the operating results and financing of each individual entity of the consolidated group. PacifiCorp does not pay to the federal or state governmental entity any amounts for income taxes. Thus, while Mr. Martin's statement may be accurate, it tells us nothing about the appropriateness of any particular approach to determining income taxes for regulatory purposes.
Q. AT PPL/1300, MARTIN/13-14, MR. MARTIN SEEMS TO BE INDICATING THAT THE RATEPAYERS SEE ALL THE BENEFITS WHILE THE SHAREHOLDERS OR AFFILIATES ABSORB ALL THE COST. DO YOU BELIEVE THAT IS A FAIR APPRAISAL OF YOUR PROPOSAL IN THIS CASE?
A. No. My adjustment is strictly based on the interest associated with the internal loan created in order to produce a tax benefit in association with the acquisition of PacifiCorp by ScottishPower. It is the earnings from PacifiCorp that allow PHI to file a tax return that substantially reduces its state and federal tax obligation. If the taxes that PacifiCorp includes in its revenue requirement are not paid to the taxing authority, those taxes should not be included in customer rates.
Q. HAVE YOU REVIEWED THE TESTIMONY OF PACIFICORP WITNESS BERNARD L. UFFELMAN?
A. Yes. Mr. Uffelman provides the results of a survey of the regulatory treatment of income tax expense by various commissions throughout the United States and provides comments on the treatment of income taxes proposed by various parties.

## Q. PLEASE COMMENT ON MR. UFFELMAN'S TESTIMONY.

A. First, the situation that exists with PacifiCorp and PHI is unique. That is, PacifiCorp has included in its cost of service a provision for state and federal income taxes that exceeds the amount that will actually be paid. Therefore, the results of the survey are not surprising since I am not aware of another utility that is structured like PacifiCorp and PHI.

Second, regarding Mr. Uffelman's comments on sound regulatory policies, I have addressed this earlier in my testimony.

## Pension Expense and Benefits

## Q. HAS PACIFICORP ADJUSTED ITS TEST YEAR PENSION EXPENSE?

A. Yes. Mr. Rosborough reports that PacifiCorp's actual FAS87 pension expense for 2005 is $\$ 48.4$ million (subject to a final true-up that will occur before the end of June). Therefore, PacifiCorp has increased its 2006 FAS87 pension expense in this case from $\$ 42.4$ million to $\$ 48.4$ million. Also, PacifiCorp reports that its actual FAS106 expense for 2005 is $\$ 24.1$ million. This is also subject to a final true-up that will occur before the end of June. The use of the 2005 actual expense reduces PacifiCorp's 2006 expense projections from $\$ 26.8$ million in its original filings to $\$ 24.1$ million.

## Q. SHOULD THE COMMISSION ADOPT PACIFICORP'S REVISED ESTIMATES OF ITS FAS87 AND FAS106 PENSION COSTS?

A. No. A combination of these two items increases PacifiCorp's test year pension expense by approximately $\$ 2$ million. It is inappropriate for the Company to selectively revise its cost estimates for certain items at this late stage of the rate proceeding. The Commission should not include cost increases that the Company could have identified in its cost of service. Just as there are items that will increase costs, there can be offsetting items that
will decrease PacifiCorp's cost. Therefore, the Commission should not reflect PacifiCorp's revised pension expense in its total cost of service. In addition, there are assumptions that can affect the determination of pension expense.
Q. DO YOU HAVE ANY ISSUES REGARDING ANY OF THE ASSUMPTIONS PACIFICORP UTILIZED TO DETERMINE ITS PENSION COSTS?
A. Yes. First, as I indicated in my direct testimony, I take exception with the utilization of a $5.75 \%$ discount rate. The Commission should utilize a $6.75 \%$ discount rate for purposes of calculating PacifiCorp's pension expense.
Q. WHY DO YOU SUPPORT THE UTILIZATION OF A 6.75\% DISCOUNT RATE
TO DETERMINE PACIFICORP'S PENSION EXPENSE?
A. As I indicated in my direct testimony, the Company's cost of equity witness, Mr. Hadaway, indicated that bond interest rates will increase over the next year. It is my understanding that he continues to support this in his rebuttal testimony. If interest rates are to increase over the next year, so will the discount rate utilized to calculate the appropriate pension expense. Increasing the discount rate would lower the pension expense.

## Q. DO YOU HAVE ANY OTHER COMMENTS TO MAKE REGARDING THE DEVELOPMENT OF PACIFICORP'S PENSION EXPENSE?

A. Yes. In developing its pension expense, PacifiCorp utilized a $4.0 \%$ rate of increase in compensation levels over the period that the pension expense was determined. Looking at the EIA Annual Energy Outlook 2005, over the next 20 years the projected inflation rate as measured by the CPI is approximately $2.6 \%$. Utilizing a lower rate of escalation would result in lower pension expense.

## Q. WHAT IS YOUR RECOMMENDATION IN THIS PROCEEDING REGARDING

 THE APPROPRIATE LEVEL OF PENSION EXPENSE?A. I continue to support the level of pension expense as stated in my direct testimony. As indicated in the testimony of Staff witness Michael Dougherty, pension expense is a volatile number that can change from year to year. Also, as I have indicated in both my direct testimony and my surrebuttal testimony, there are any number of assumptions, such as discount rate, expected return, and rate of increase in compensation levels that can affect the amount of pension expense.
Q. DO YOU HAVE ANY COMMENTS REGARDING THE REBUTTAL TESTIMONY OF AL KOPEC AS IT RELATES TO THE DETERMINATION OF PENSION EXPENSE?
A. Yes. Mr. Kopec states that PacifiCorp's actual pension expense for 2006 is more likely to mirror actual 2005 expense level than 2004 expense level. However, as I indicated above, the determination of the 2005 pension expense is dependent upon certain key assumptions. Those assumptions include the development of the appropriate discount rate and the rate of increase in compensation levels. Since adjusting these parameters will affect the level of pension expense, I continue to support the level of pension expense included in my direct testimony.
Q. DO YOU HAVE ANY COMMENTS TO MAKE REGARDING MR. ROSBOROUGH'S CRITICISM OF YOUR PROPOSED ADJUSTMENTS TO MEDICAL, DENTAL AND VISION BENEFIT COVERAGE COSTS?
A. Yes. PacifiCorp continues to support the utilization of an increase in medical costs of $12 \%$. As indicated in my direct testimony, this is inconsistent with industry trends and PacifiCorp's historical level of cost increases for medical benefit costs. Mr. Rosborough contends that over the past 18 months, PacifiCorp's medical expenses have increased
about $12 \%$. It is unclear whether this is an annual amount or if it covers the entire 18month period. However, as indicated in my direct testimony, PacifiCorp's medical costs have escalated from 2000 to 2004 at rates below the national average. As a result, I believe it is appropriate to utilize the average expected annual increase of $8 \%$ for medical expenses as reported in the 2005 Towers Perrin Health Care Cost Survey that is referenced in my direct testimony.

## RTO Expense

## Q. PACIFICORP WITNESS DOUG LARSON TAKES EXCEPTION WITH YOUR EXCLUSION OF RTO DEVELOPMENT COST. HOW DO YOU RESPOND?

A. Mr. Larson has not quantified any benefits associated with the RTO included in PacifiCorp's revenue requirement. Therefore, I continue to recommend these costs be deferred and reviewed once the RTO is operating and providing benefits to PacifiCorp's Oregon ratepayers.

## Q. DOES THIS CONCLUDE YOUR SURREBUTTAL TESTIMONY?

A. Yes.

# BEFORE THE PUBLIC UTILITY COMMISSION <br> OF OREGON 

UE 170

In the Matter of )
PACIFIC POWER \& LIGHT )
(dba PACIFICORP) )
Request for a General Rate Increase in the Company's Oregon Annual Revenues.

# SURREBUTTAL TESTIMONY OF 

KATHRYN E. IVERSON
ON BEHALF OF
THE INDUSTRIAL CUSTOMERS OF NORTHWEST UTILITIES

JUNE 27, 2005

## Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.

A. My name is Kathryn E. Iverson, 17244 W. Cordova Court, Surprise, Arizona 85387.
Q. ARE YOU THE SAME KATHRYN E. IVERSON WHO FILED DIRECT TESTIMONY IN THIS CASE?
A. Yes.
Q. WHAT IS THE PURPOSE OF YOUR SURREBUTTAL TESTIMONY?
A. I will comment on two issues. First, my surrebuttal discusses PacifiCorp witness David Taylor's response to my recommendation for a functional reconciliation that includes recognition of generation demand and energy and transmission demand and energy. The second area of this testimony responds to PacifiCorp witness William Griffith's recommendation for time of day energy pricing for Schedule 48 customers served on cost-based supply service.
Q. MR. TAYLOR ARGUES THAT THE REVISED PROTOCOL IS FOR ALLOCATION OF COSTS AMONG STATES AND THAT STATE COMMISSIONS HAVE FULL INDEPENDENT AUTHORITY AS TO THE ALLOCATION OF COSTS AMONG CUSTOMER CLASSES. HOW DO YOU RESPOND?
A. While it is certainly true that the Revised Protocol is used for the allocation of costs among states, it also provides the basis for the functionalization of the Oregon revenue requirement in the reconciliation process. That is, the results of the Revised Protocol study are used by PacifiCorp to reconcile marginal costs to the functional revenue requirements. Consequently, the "two processes" that Mr. Taylor alludes to (allocation of costs among states and allocation of costs among customer classes) are certainly not independent of each other in Oregon, but are linked in the reconciliation process. My proposal simply refines PacifiCorp's reconciliation process by using additional information from the Revised Protocol. My recommendation in no way detracts from the

Oregon Commission's deliberative process-it merely gives the Commission additional relevant information.
Q. AT PPL/412, TAYLOR/10, MR. TAYLOR CLAIMS THAT YOUR RECONCILIATION PROPOSAL "SIMPLY SHIFTS COSTS BETWEEN THE DEMAND AND ENERGY COMPONENTS OF CUSTOMER PRICES." DO YOU AGREE?
A. No. My reconciliation proposal is concerned with the overall revenue requirement that will be recovered from customer classes. PacifiCorp's current structure of customer prices as between demand and energy would still be retained under my proposal. For example, the current pricing structure for cost-based supply (Schedule 200) for Schedule 48 customers is entirely energy-based, with no demand component. This energy-only pricing structure would be retained under my reconciliation proposal. Transmissionrelated costs are currently recovered through demand charges. This demand-only pricing structure would also be retained. Under my reconciliation proposal, there is no shift between demand and energy components of customer prices.
Q. MR. TAYLOR OBSERVES THAT, ACCORDING TO THE COMMISSION'S CURRENT POLICY, AS INCREMENTAL ENERGY COSTS BECOME A LARGER PORTION OF TOTAL GENERATION MARGINAL COSTS, ENERGY USAGE PLAYS A LARGER ROLE IN APPORTIONING THE REVENUE REQUIREMENT AMONG CUSTOMER CLASSES. PPL/412, TAYLOR/10. PLEASE COMMENT.
A. Mr. Taylor is correct in his observation regarding incremental energy costs and the apportionment of the revenue requirement among customer classes. However, the problem implicit in this policy is that the "energy usage" to which he alludes to as playing the "larger role" in the apportioning of the revenue requirement is "energy usage" in its most generic, uncomplicated form-that is, annual energy consumed at all times of the day, month and year. Under this policy, no consideration is given for "energy usage" during low-cost, off-peak times versus "energy usage" during high-cost, on-peak times.

Taken to its extreme, as incremental energy costs approach $100 \%$ of total generation marginal costs, annual "energy usage" would exclusively determine the allocation of revenue requirement under the present policy. This would effectively allocate $100 \%$ of any increase in generation revenue requirements on the basis of "energy usage," and would altogether eliminate the influence of the timing of when energy is used. Customers with energy usage during low-cost periods would be allocated revenue requirement increases no differently than customers with equivalent energy usage during high-cost periods. That would be an unfortunate price signal that can only lead to higher prices for all customers in the future.

## Q. HOW DOES YOUR RECONCILIATION PROPOSAL HELP TO RECTIFY THIS INHERENT PROBLEM?

A. The generation energy and transmission energy functional revenue requirements resulting from the Revised Protocol reflect the amount of revenues that must be collected from Oregon customers in order to serve their "energy usage" over all hours of the year. Consequently, when these functions are used to reconcile the marginal generation and transmission energy costs, there is a better alignment of costs to these non-timedifferentiated marginal costs.
Q. MR. GRIFFITH CLAIMS THAT EVEN THOUGH LARGE POWER USERS WILL PAY MORE FOR ON-PEAK POWER UNDER PACIFICORP'S TIME OF DAY PRICING PROPOSAL, THEY WILL PAY LESS FOR OFF-PEAK POWER. PPL/1204, GRIFFITH/9-10. IS THIS REASON ENOUGH FOR THE COMMISSION TO APPROVE PACIFICORP'S TIME OF DAY ENERGY PRICING FOR SCHEDULE 48 CUSTOMERS SERVED ON COST-BASED SUPPLY SERVICE?
A. No. PacifiCorp's proposal is not based on any cost allocation principle or hourly difference in energy costs. In fact, as Mr. Taylor admits, their marginal cost study is not designed to capture the hourly or seasonal differences in energy costs. Mr. Griffith does
point out, however, that PacifiCorp is making its time of day proposal "in order to commence a gradual movement to time differentiated prices and to provide some opportunity for customers to save money by shifting their loads to off-peak periods." PPL/1204, Griffith/9. While ICNU appreciates PacifiCorp commencing the gradual consideration of time-differentiated energy costs, we believe the appropriate starting point should be in the marginal cost study. Rate design should then flow from the cost study, rather than using an arbitrary energy price differential in hopes of customers shifting load.

## Q. DOES THIS CONCLUDE YOUR SURREBUTTAL TESTIMONY?

## A. Yes.


[^0]:    ${ }^{1 /}$ As discussed above, however, I believe that if the Company had run GRID without West Valley, the results would have indicated that the West Valley project increases system costs, even when priced at its dispatch cost (fuel) due to the operational problem the project engenders.

[^1]:    2/ Nothing in the selection of ninety and sixty-day rolling averages is intended to suggest these types of statistics are the only ones that traders might consider. These figures are simply presented to show the trend in market prices with some of the "noise" averaged out.

