



# Oregon

Kate Brown, Governor

## Public Utility Commission

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April 2, 2019

### ***Via Electronic Filing***

OREGON PUBLIC UTILITY COMMISSION  
ATTENTION: FILING CENTER  
PO BOX: 1088  
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**RE: Docket No. UE 352 – In the Matter of PACIFICORP, dba  
PACIFIC POWER, 2019 Renewable Adjustment Clause.**

Enclosed for electronic filing is Staff Opening Testimony:

Exhibit 100 Redacted Opening Testimony  
pages 15-16, 65-67 and 71-72 are confidential

Exhibit 101 Witness Qualifications

Certificate of Service and Service

CD containing confidential testimony and confidential work paper is  
being mailed to parties who have signed Protective Order: 18-490.

*/s/ Kay Barnes*

Kay Barnes

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UE 352 – SERVICE LIST

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CASE: UE 352  
WITNESS: STEVE STORM

**PUBLIC UTILITY COMMISSION  
OF  
OREGON**

**STAFF EXHIBIT 100**

**Opening Testimony**

**April 2, 2019**

1 **Q. Please state your name, occupation, and business address.**

2 A. My name is Steve Storm. I am a Senior Economist employed in the Energy  
3 Rates, Finance and Audit Division of the Public Utility Commission of Oregon  
4 (Commission). My business address is 201 High Street SE, Suite 100, Salem,  
5 Oregon 97301.

6 **Q. Please describe your educational background and work experience.**

7 A. My witness qualification statement is found in Exhibit Staff/101.

8 **Q. What is the purpose of your testimony?**

9 A. My testimony discusses PacifiCorp's (PAC or the Company) filing for the  
10 recovery of costs associated with the repowering of wind turbine generators  
11 (WTG) in several of the Company's wind resources<sup>1</sup> through the existing  
12 Renewable Adjustment Clause.<sup>2</sup> I discuss the purpose of the Renewable  
13 Adjustment Clause (RAC), PacifiCorp's economic analysis of costs and  
14 benefits related to this proceeding, risks associated with the repowering effort,  
15 the Company's revenue requirement analysis, and its proposed rate  
16 spread/rate design. I include recommendations related to some of these  
17 topics.

18 **Q. Please summarize your recommendations in this proceeding.**

19 A. Staff's recommendations include:

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<sup>1</sup> Staff uses the terms wind resource, wind generation resource, wind facility, and wind farm interchangeably in this testimony.

<sup>2</sup> PacifiCorp's recovery of these costs is through rates in the Company's Schedule 202.

- 1       1. Staff recommends the Commission require a signed affidavit from  
2       PacifiCorp's (or Pacific Power's or Rocky Mountain Power's) Chief Executive  
3       Officer attesting to each wind repowering project in this proceeding having  
4       been placed in service and in commercial operation on or prior to its  
5       respective rate effective date.
- 6       2. Staff recommends the dollar benefits of each repowering project in this  
7       proceeding continue to be included in PacifiCorp's annual TAM filing, with the  
8       benefits clearly and separately identified in each such filing.
- 9       3. Staff recommends the Commission limit the dollar benefits of the repowering  
10      projects in this proceeding in such a way that PTC benefits, net of any  
11      applicable Wyoming wind tax (net PTC benefits), included in a TAM filing be  
12      no less than the net PTC benefits included in the Company's economic  
13      analyses supporting these wind repowering projects.  
14      For purposes of ratemaking in PacifiCorp's annual Power Cost Adjustment  
15      Mechanism (PCAM) proceedings, the benefits of the wind repowering  
16      projects in this proceeding will not be subject to any deadband, sharing, or  
17      earnings test restrictions.
- 18      4. Staff recommends Commission approval of gross plant in the amount of  
19      \$358.060 million and \$468.772 million for the October 1, 2019 and  
20      December 1, 2019 rate effective dates, respectively.
- 21      5. Staff recommends the revenue requirement in this proceeding be adjusted  
22      downward to offset the amount of annual revenue requirement associated  
23      with PacifiCorp's return on the removed equipment that is in current rates.

1 6. Staff recommends the annual revenue requirement in this proceeding be  
2 reduced to offset that associated with the ongoing net salvage accrual in  
3 current rates for the equipment removed as a result of the repowering  
4 projects.

5 7. Staff recommends the Commission approve PacifiCorp's proposed  
6 housekeeping edits to Schedule 202, which remove the reference to SB 408  
7 due to that legislation being superseded by SB 967 in 2011.

8 8. Staff recommends the Commission approve PacifiCorp's proposal to change  
9 the applicability of the RAC schedule to include direct access customers.

10 **Q. Did you prepare an exhibit for this docket?**

11 A. Yes. I include Exhibit Staff/101, consisting of one page.

12 **Q. How is your testimony organized?**

13 A. My testimony is organized as follows:

14	Issue 1, The Renewable Adjustment Clause and PacifiCorp's Filing .....	4
15	Issue 2, Wind Repowering Costs, Benefits, and Risks.....	21
16	Issue 3, Revenue Requirement.....	60
17	Issue 4, Rate Spread and Rate Design .....	73
18	Summary of Recommendations .....	74

19

1                    **ISSUE 1, THE RAC MECHANISM AND PACIFICORP'S FILING**

2            **Q. What is a Renewable Adjustment Clause?**

3            A. Oregon Senate Bill 838 (SB 838), enacted on June 6, 2007, established a  
4            Renewable Portfolio Standard (RPS) for electricity and required that  
5            jurisdictional<sup>3</sup> electric utilities meet specified percentages of their respective  
6            Oregon loads with electricity generated by eligible renewable resources by  
7            specified dates. The legislation requires the Commission to establish an  
8            automatic adjustment clause or another method that allows timely recovery of  
9            costs prudently incurred for the construction or acquisition of renewable  
10           energy resources, costs related to associated electricity transmission and  
11           costs related to associated energy storage.

12           The Commission adopted, in Order No. 07-572,<sup>4</sup> the Renewable Adjustment  
13           Clause (RAC) to meet the requirements of SB 838. PacifiCorp's RAC is  
14           included in its Schedule 202.

15           **Q. What is an "automatic adjustment clause?"**

16           A. The term automatic adjustment clause (AAC) is defined, in ORS 757.210 and  
17           in the context of Oregon statutory language regarding utility regulation by the  
18           Commission, as "a provision of a rate schedule that provides for rate  
19           increases or decreases or both, without prior hearing, reflecting increases or  
20           decreases or both in costs incurred, taxes paid to units of government or

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<sup>3</sup> An electric utility that has sales to Oregon retail electricity consumers that is less than three percent of all sales to Oregon retail electricity consumers is not subject to the RPS. This "small electric utility" exception in SB 838 results in the exclusion of Idaho Power Company from the RPS requirements.

<sup>4</sup> Docket No. UM 1330.

1 revenues earned by a utility and that is subject to review by the commission  
2 at least once every two years.”<sup>5</sup>

3 **Q. What are some implications of an automatic adjustment clause?**

4 A. An AAC may allow more closely matching the timing of benefits with the  
5 timing of costs. To a large extent the perspectives on an AAC may vary  
6 between ratepayers and the utility, depending on whether a rate (and  
7 underlying cost) subject to an AAC is increasing or decreasing; i.e., what is  
8 viewed as a positive from the perspective of a utility is often a negative from  
9 the perspective of ratepayers. An automatic adjustment clause allows  
10 changes in rates “without prior hearing,” which may reduce some of the  
11 effects of regulatory lag if an AAC can be utilized in lieu of a general rate case  
12 to add capital investments to rates.

13 Automatic adjustment clauses that are to recover utility capital investments—  
14 as does PacifiCorp’s RAC—have additional characteristics, as they allow not  
15 only a more timely return *of* a utility’s investment, but also of a more timely  
16 return *on* a utility’s investment.

17 An automatic adjustment clause has another result: it does not allow for the  
18 evaluation of the cost to be recovered pursuant to the AAC in the context of  
19 overall rates. In short, an AAC amounts to single issue ratemaking, which the  
20 Commission generally disfavors. Commission Staff generally prefers to  
21 evaluate utility investments proposed for inclusion in customer rates in the

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<sup>5</sup> Emphasis added.



1 context of a general rate case and not in a single issue rate case such as a  
2 RAC filing, as multiple issues that impact rates can be evaluated within the  
3 same proceeding and at the same time. This may be particularly true for cost  
4 recovery of large investments, such as has been requested in this RAC  
5 proceeding.

6 As one informed observer of utility regulation has stated:

7 "A defining characteristic of an adjustment clause is that it effectively  
8 shifts the risk associated with recovery of the expense in question  
9 from shareholders to customers, because if the clause operates as  
10 designed, the company is able to change its rates to recover its costs  
11 on a current basis, without any negative effect on the bottom line and  
12 without the expense and delay that accompanies a [general] rate case  
13 filing."<sup>6</sup>

14 Note that PacifiCorp's RAC does allow for cost recovery of an investment,  
15 but this recovery is subject to Commission approval.

16 **Q. Does Staff investigate the prudence of an investment in a PacifiCorp**  
17 **RAC filing for purposes of recovering investments in renewable**  
18 **generation?**

19 A. Yes, and this is a primary purpose of this proceeding.

20 **Q. How does PacifiCorp describe its RAC?**

21 A. PacifiCorp describes its RAC at Exhibit PAC/100 Lockey/3:

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<sup>6</sup> Page 1 of S&P Global's RRA "Regulatory Focus" article on adjustment clauses dated September 12, 2017.

1 “The RAC is the automatic adjustment clause created in accordance  
2 with Section 13 of Senate Bill 838 to allow for the timely recovery of  
3 costs associated with renewable portfolio compliance.”

4 **Q. What costs may be recovered in a RAC filing?**

5 A. The revenue requirement in a RAC filing for cost recovery in rates is to  
6 include:<sup>7</sup>

- 7 • The return of and return on capital costs of the renewable energy source  
8 and associated transmission;
- 9 • Forecasted operation and maintenance (O&M) costs;
- 10 • Forecasted property taxes;
- 11 • Forecasted energy tax credits; and
- 12 • Other forecasted costs and cost offsets authorized by Section 13(3) of  
13 SB 838 and not captured in the Utility’s annual power cost update.

14 Additionally, the stipulation stated that all costs in the RAC rate schedules are  
15 to be updated annually, with the update to include an update to gross  
16 revenues, net revenues, and total income tax expense for the calculation of  
17 “taxes authorized to be collected in rates” pursuant to OAR 860-022-0041,  
18 and an update to the forecasted inter-jurisdiction allocation factors from the  
19 then current methodology approved by the Commission based on the same  
20 12-month period used in Pacific Power’s power cost update filing.<sup>8</sup>

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<sup>7</sup> Page 3 of Order No. 07-572 in Docket No. UM 1330.

<sup>8</sup> See page 3 of Order No. 07-572 in Docket No. UM 1330.

1           There are also filing requirements associated with the RAC, including that it  
2           will be filed on April 1, concurrent with PacifiCorp's Transition Adjustment  
3           Mechanism (TAM) filing.

4           **Q. Please summarize PacifiCorp's requests in this proceeding.**

5           A. PacifiCorp requests Commission approval of the following:

- 6           • Recovery of capital costs associated with repowering nine Company-  
7           owned wind resources, with rate changes to be effective on October 1  
8           and December 1, 2019 reflecting anticipated in-service dates. The  
9           annual revenue requirement impacts of these requests are \$14.0 million  
10          and \$18.2 million, respectively;
- 11          • Approval for housekeeping edits to remove the reference to SB 408 in  
12          the Company's Schedule 202, as that legislation was superseded by  
13          SB 967 in 2011;
- 14          • Application of Schedule 202 to direct access customers; and
- 15          • Including in future TAM filings certain benefits and Federal production  
16          tax credits (PTC) associated with those wind repowering projects  
17          included in this proceeding (which is consistent with the 2019 TAM).

18          **Q. What is wind turbine generator (WTG) "repowering" and why did  
19          PacifiCorp make these investments at this time?**

20          A. WTG "repowering" in this context refers to the upgrading of Company-owned  
21          wind generation resources located in Oregon, Washington, and Wyoming to  
22          include longer blades and new technology. PacifiCorp states that repowering  
23          "broadly describes the upgrade of an existing, operating wind facility with new

1 WTG equipment that can increase a facility's generating capacity and the  
2 amount of electrical generation produced from the facility. Specifically,  
3 PacifiCorp's repowering plan involves replacing the nacelle, hub and rotor of  
4 the WTG."<sup>9</sup>

5 According to the Company, these upgrades will "...increase the output of the  
6 wind facilities by 26.7 percent on average, extend the operating life of the  
7 facilities, and allow the facilities to requalify for federal production tax credits  
8 (PTC) for an additional 10 years."<sup>10</sup> PacifiCorp also states that, "...[t]o receive  
9 the full PTC benefits for customers, the repowered facilities must be  
10 commercially operational by the end of 2020" and that the costs included in  
11 this filing are those associated with specific repowered facilities the Company  
12 expects to come online by year-end 2019.<sup>11</sup>

13 Staff concludes that the reason PacifiCorp is making these wind repowering  
14 investments at this time is due to the benefits stated by the Company in direct  
15 testimony—including the availability of PTC—and not for RPS compliance  
16 purposes.<sup>12, 13</sup>

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<sup>9</sup> Exhibit PAC/200 Hemstreet/3. See Exhibit PAC/201 Hemstreet/1 for an illustration depicting the major components of a wind turbine generator.

<sup>10</sup> Exhibit PAC/100 Lockey/2.

<sup>11</sup> Ibid.

<sup>12</sup> Staff identified three locations in the Company's direct testimony in this proceeding where the word "compliance" appears. In each of these locations "compliance" is related to the prospective December 1, 2019 "compliance" filing to update its Schedule 202 RAC rates. Staff did not identify any locations in the Company's direct testimony which included either the abbreviation "RPS" or the term "renewable portfolio standard."

<sup>13</sup> See also page 2 of PacifiCorp's response to Staff's Public Meeting Memorandum, prepared for the December 5, 2017 Public Meeting and regarding the Company's 2017 IRP, including that "Energy Vision 2020 is neither merely an "economic opportunity" nor driven by compliance obligations under renewable portfolio standards."

1 **Q. Did PacifiCorp discuss its wind repowering projects<sup>14</sup> in the Company's**  
2 **most recently filed IRP and did the Company include these as an action**  
3 **item?**

4 A. Yes. PacifiCorp filed its 2017 IRP on April 4, 2017 in Docket No. LC 67. The  
5 Company stated that “[a]nalysis performed in the 2017 IRP supports  
6 repowering 905 MW of existing wind resources by the end of 2020 and  
7 demonstrates [the wind repowering projects] will save customers hundreds of  
8 millions of dollars.”<sup>15</sup> Its 2017 IRP also included the Company's forecast for  
9 compliance with the state-specific RPS of Oregon, California, and  
10 Washington, and the Company stated that compliance with Oregon's RPS  
11 “...is achieved through 2034 with the addition of repowered wind, new  
12 renewable resources and transmission in the 2017 IRP preferred portfolio.”<sup>16</sup>  
13 The preferred portfolio in PacifiCorp's 2017 IRP included the wind repowering  
14 projects<sup>17</sup> and Action Item 1a of its 2017 IRP Action Plan pertains to those  
15 projects.<sup>18</sup>

16 **Q. What was Action Item 1a in PacifiCorp's 2017 IRP?**

17 A. Action Item 1a in PacifiCorp's 2017 IRP, as filed, was stated as follows:<sup>19</sup>

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<sup>14</sup> While PacifiCorp typically applies the term “project” to the larger wind repowering effort involving multiple wind resources (multiple wind farms) in the Company's direct testimony, Staff prefers to consider the repowering of each individual wind resource (wind farm) as an individual project. Staff hopes its use of “project” or “projects” in this testimony is clear in context.

<sup>15</sup> Page 235 of the 2017 IRP. See also page 3.

<sup>16</sup> Page 8 of the 2017 IRP.

<sup>17</sup> Pages 234 – 235 of the 2017 IRP.

<sup>18</sup> Page 16 of the 2017 IRP.

<sup>19</sup> Page 16 of the 2017 IRP.

- 1           • PacifiCorp will implement the wind repowering project, taking advantage  
2           of safe-harbor wind-turbine-generator equipment purchase agreements  
3           executed in December 2016.
- 4           ○ Continue to refine and update the economic analysis of plant-specific  
5           wind repowering opportunities that maximize customer benefits  
6           before issuing the notice to proceed.
- 7           ○ By September 2017, complete technical and economic analysis of  
8           other potential repowering opportunities at PacifiCorp wind plants not  
9           studied in the 2017 IRP (i.e., Foote Creek I and Goodnoe Hills).
- 10          ○ Pursue regulatory review and approval as necessary.
- 11          ○ By May 2018, issue the engineering, procurement, and construction  
12          (EPC) notice to proceed to begin implementing the wind repowering  
13          for specific projects<sup>20</sup> consistent with updated financial analysis.
- 14          ○ By December 31, 2020, complete installation of wind repowering  
15          equipment on all identified projects.

16  
17 **Q. How did the Commission modify PacifiCorp's Action Item 1a as filed?**

18 A. The Commission, in Order No. 18-138 modified PacifiCorp's Action Item 1a  
19 as follows:<sup>21</sup>

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<sup>20</sup> Staff infers from PacifiCorp's usage in this context that the Company considers, as does Staff, the repowering of each individual wind resource (wind farm) to be a discrete project; i.e., "...specific projects..."

<sup>21</sup> See page 19 of Order No. 18-138 in Docket No. LC 67.

1 Action Items 1a, 1b, 2a: (Energy Vision 2020<sup>22</sup>)

- 2 • 1a - Wind Repowering - Repower over 900 MW of existing wind  
3 resources. PacifiCorp will implement the wind repowering project,  
4 taking advantage of safe-harbor wind-turbine-generator equipment  
5 purchase agreements executed in December 2016.

6 While Staff could not locate the term “Energy Vision 2020” in the 2017 IRP as  
7 filed, it did appear in the Order cited above; e.g., “PacifiCorp’s preferred  
8 portfolio includes a resource procurement plan called “Energy Vision 2020”—  
9 with the addition by 2020 of 905 megawatts (MW) of repowered wind  
10 resources...”<sup>23</sup>

11 **Q. Are the wind generation resources included in Action Item 1a of the**  
12 **2017 IRP, as filed, the same as those for which the Company is now**  
13 **seeking cost recovery under its RAC rate schedule?**

14 A. PacifiCorp, in a July 10, 2017 presentation to the Commission, expanded the  
15 scope of the wind repowering projects from those in the 2017 IRP to include  
16 repowering the Goodnoe Hills wind resource in Washington, which was not  
17 included as a wind resource to be repowered in the preferred portfolio in the  
18 2017 IRP as filed.<sup>24</sup> PacifiCorp’s presentation stated that including the

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<sup>22</sup> PacifiCorp’s Energy Vision 2020 included three different efforts proposed by the Company: the repowering of existing wind resources, construction of new wind resources in Wyoming, and construction of a new transmission facility (Aeolus to Bridger/Anticline) that was intended to reduce congestion and facilitate the addition of new Wyoming wind resources. See slide 2 of the July 10, 2017 presentation related to the 2017 IRP, pages 61 – 62 of the 2017 IRP, and pages 4 – 5 of Order No. 18-138 in Docket No. LC 67.

<sup>23</sup> Page 4 of Order No. 18-138 in Docket No. LC 67.

<sup>24</sup> See slide 3 of the July 10, 2017 presentation in Docket No. LC 67 at a Special Public Meeting.

1           Goodnoe Hills resource expanded the wind repowering scope from  
2           approximately 905 MW in the preferred portfolio to approximately 999 MW in  
3           the updated analysis included in the presentation. Note that, as above, the  
4           Commission's acknowledgement of the wind repowering Action Item 1a was  
5           for "...over 900 MW..." Table 1 lists PacifiCorp's owned wind resources, the  
6           state in which each is located, whether the Company planned to repower as  
7           of the filing in the instant proceeding, and which wind resources the Company  
8           included for cost recovery in this proceeding.



1 **Table 1: Owned Wind Resources Repowered and Cost Recovery in UE 352**

2017 IRP Owned Wind Resources <sup>25</sup>	State	To Be Repowered <sup>26</sup>	Included in RAC Filing (UE 352) <sup>27</sup>
Foote Creek	WY		
Leaning Jupiter	OR	✓	✓
Goodnoe Hills	WA	✓	✓
Marengo I	WA	✓	✓
Marengo II	WA	✓	✓
Glenrock I	WY	✓	✓
Glenrock III	WY	✓	
Rolling Hills	WY	✓	
Seven Mile Hill I	WY	✓	✓
Seven Mile Hill II	WY	✓	✓
High Plains	WY	✓	✓
McFadden Ridge I	WY	✓	✓
Dunlap I	WY	✓	

2

3 **Q. What did Staff recommend related to the wind repowering projects and**  
4 **Action Item 1a in PacifiCorp's 2017 IRP?**

<sup>25</sup> Table 5.5 on page 78 of Chapter 5 in PacifiCorp's 2017 IRP. Note that PacifiCorp has an 80 percent share of Foote Creek.

<sup>26</sup> Exhibit PAC/100 Lockey/9 does not list Rolling Hills as a wind resource to be repowered. PacifiCorp states at Exhibit PAC/400 McDougal/4 that the Rolling Hills wind resource is not currently in Oregon rates and the Company is not seeking recovery of the costs associated with repowering this resource in the RAC. See also footnote 1 at Exhibit/PAC Hemstreet/3. Footnote 1 at Exhibit PAC/100 Lockey/2 makes clear PacifiCorp plans to repower Rolling Hills.

<sup>27</sup> PacifiCorp states at Exhibit PAC/100 Lockey/10 that Glenrock III and Dunlop are not expected to come online until July 2020 and November 2020, respectively. See also Exhibit PAC/200 Hemstreet/3 – 4.

1 A. Staff recommended the Commission not acknowledge the wind repowering  
2 action item (Action Item 1a),<sup>28</sup> stating that “the proposed repowering project  
3 does not meet a capacity, energy, regulatory, or reliability need.”<sup>29</sup>  
4 PacifiCorp’s date by which the Company needs additional renewable  
5 resources for purposes of RPS compliance has moved around. Staff, in the  
6 Staff Report prepared for the December 5, 2017 Public Meeting, documented  
7 five different expressions regarding the amount and timing of PacifiCorp’s  
8 capacity needs,<sup>30</sup>  
9 Staff noted PacifiCorp’s assertion that “it has a current RPS compliance  
10 shortfall forecasted for 2025.”<sup>31</sup> PacifiCorp’s assertion was: “[t]he Energy  
11 Vision 2020 projects have the added benefit of allowing PacifiCorp to defer its  
12 RPS compliance shortfall, which is currently forecasted to occur in 2025.”<sup>32</sup>

13 This “shortfall in 2025” forecast is **[Begin Confidential]** [REDACTED]  
14 [REDACTED]  
15 [REDACTED]  
16 [REDACTED]  
17 [REDACTED]

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<sup>28</sup> Page 1 of the Staff Report (Staff Public Meeting Memorandum) for the December 5, 2017 Public Meeting (Agenda Item 3).

<sup>29</sup> Ibid, page 20.

<sup>30</sup> Ibid, pages 15-19.

<sup>31</sup> Ibid, page 14.

<sup>32</sup> Page 27 of PacifiCorp's Response Comments filed on October 30, 2017 in Docket No. LC 67, citing its Initial Application in its 2017-2021 Renewable Portfolio Standard Implementation Plan in Docket No. UM 1790, which was filed on July 15, 2016.

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[REDACTED]

[REDACTED] [End Confidential]<sup>33</sup>

PacifiCorp's assertion of a 2025 compliance need, in a October 30, 2017 filing, seems inconsistent with the timing of compliance need in the 2017 IRP, as it "...was prepared with information *consistent with the Company's most recently filed Integrated Resource Plan—the 2015 IRP and 2015 IRP Update*, unless stated otherwise."<sup>34</sup>

**Q. What did PacifiCorp include in its 2017 IRP regarding a compliance shortfall with respect to Oregon's RPS?<sup>35</sup>**

A. PacifiCorp included a modeling sensitivity (RE-1a) that accommodated Oregon's RPS by adding additional renewables to physically comply with Oregon's RPS on a just-in-time (JIT) basis.<sup>36</sup> Figure 1 below is the Company's figure in the 2017 IRP depicting the results of this sensitivity.

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<sup>33</sup> Page 2 of Confidential Appendix A to PacifiCorp's Initial Application in its 2017-2021 Renewable Portfolio Standard Implementation Plan, filed on July 15, 2016 in Docket No. UM 1790.

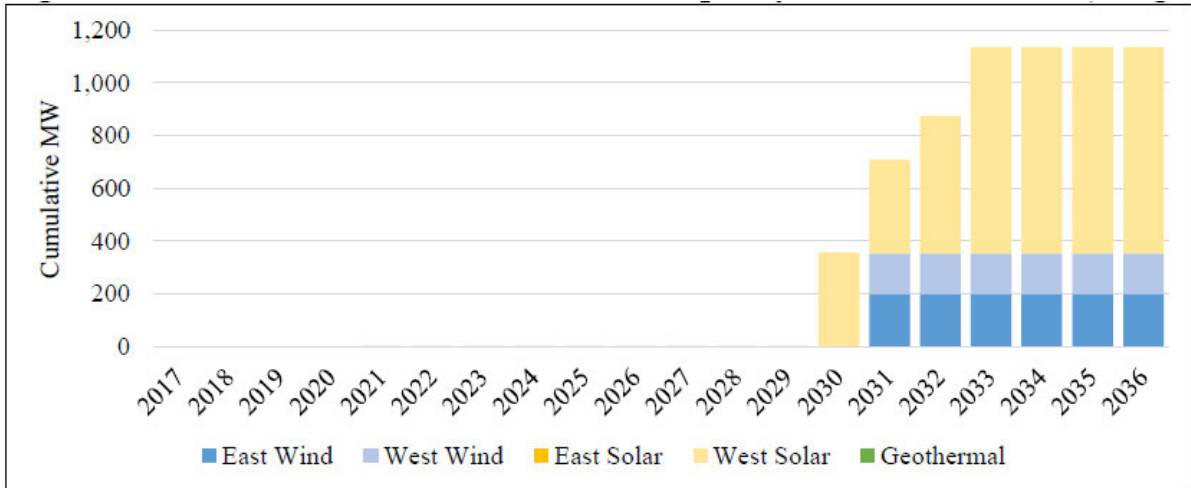
<sup>34</sup> Ibid, page 2. Emphasis added.

<sup>35</sup> Staff documented five different expressions of capacity need PacifiCorp presented in course of the 2017 IRP process. See pages 15 – 20 of the Staff Report dated November 21, 2017 and prepared for a December 5, 2017 Public Meeting regarding PacifiCorp's 2017 IRP.

<sup>36</sup> Pages 201 – 202 of PacifiCorp's 2017 IRP. Figure 1 here replicates Figure 2.28 in the 2017 IRP.

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**Figure 1: Cumulative Situs Renewable Capacity  
Core Case RE-1a (Oregon RPS)**



As can be seen in Figure 1, PacifiCorp, on a JIT basis for Oregon RPS compliance only, first needs a physical renewable generation resource in 2030. Alternatively, the Company, in response to Staff Data Request 51 in Docket No. LC 67, stated that “[t]he new wind and transmission project will also allow PacifiCorp to deliver Oregon renewable portfolio standards (RPS) compliance benefits, extending *the period in which PacifiCorp has an incremental compliance need from 2028 out to 2034...*”<sup>37</sup>

**Q. Regarding Staff’s Public Meeting Memorandum (above), what did PacifiCorp include in its response regarding renewable investments?**

A. The Company’s November 28, 2017 filing—its response to Staff’s Public Meeting Memorandum for the December 5, 2017 Public Meeting—included the following:

<sup>37</sup> PacifiCorp’s response to Staff Data Request 51 part b. Emphasis added.

1 “The Energy Vision 2020 projects meet both a near-term need  
2 within the two- to four-year period that otherwise would be filled  
3 by uncommitted FOTs, and a long-term energy and capacity  
4 need, at a heavily discounted cost and with reduced exposure to  
5 volatile wholesale markets that are driven by volatile fossil fuel  
6 prices and increasing carbon price risk. This is not the first time  
7 that renewables have provided an economic opportunity to  
8 displace FOTs at a lower cost and risk; in fact *all 1,698 MW of*  
9 *PacifiCorp’s existing contracted and owned renewable resources*  
10 *included in rates today, not including qualifying facilities, were*  
11 *acquired and approved by the Commission because they were*  
12 *demonstrated to be least-cost, least-risk, displaced FOTs, and*  
13 *were acquired well before any thermal capacity or renewable*  
14 *portfolio standard (RPS) need.*”<sup>38</sup>

15 **Q. What observation did PacifiCorp make in Docket No. LC 67 regarding**  
16 **capacity expansion planning over a 20-year horizon that does not**  
17 **include thermal generation?**

18 A. PacifiCorp’s 2017 IRP Update, filed on May 1, 2018, stated that the Update  
19 represented “...the first time an IRP has not included new fossil-fueled  
20 generation as a least cost-least risk resource” for the Company.”<sup>39</sup>

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<sup>38</sup> Page 3 of PacifiCorp’s November 28, 2017 filing in Docket No. LC 67, pertaining to the Company’s 2017 IRP. Emphasis added.

<sup>39</sup> Page 2 of the 2017 IRP Update in Docket No. LC 67. PacifiCorp has typically used a 20-year time horizon in its IRPs.

1     **Q. Do PacifiCorp’s wind repowering projects serve to meet its Oregon RPS**  
2     **requirements?**

3     A. Staff stated its conclusion above—that PacifiCorp is making these wind  
4     repowering investments at this time due to the benefits stated by the  
5     Company in its direct testimony, including the availability of the PTC—and not  
6     for RPS compliance purposes.

7     To the extent that a greater amount (MWh) of Oregon RPS-qualifying  
8     electricity is generated from the repowered wind turbine generators owned by  
9     PacifiCorp than would be the case absent the wind repowering projects, the  
10    wind repowering projects will likely serve to meet PacifiCorp’s future Oregon  
11    RPS compliance requirements.

12    **Q. Did the Commission acknowledge the Action Item regarding**  
13    **PacifiCorp’s proposed wind repowering projects?**

14    A. The Commission did acknowledge PacifiCorp’s Action Item 1a proposing the  
15    wind repowering projects. As the wind repowering projects are motivated by  
16    potential economic benefits to customers and not by meeting some near-term  
17    and clearly identified capacity or RPS compliance need, the Commission  
18    included language that makes clear that it will appropriately mitigate risks to  
19    customers regarding a number of uncertainties associated with the wind  
20    repowering projects.<sup>40</sup> Additionally, the Commission stated that PacifiCorp’s  
21    recovery of the costs of the wind repowering projects “...may be structured to

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<sup>40</sup> Pages 7-8 of Order No. 18-138 in Docket No. LC 67.

1 hold PacifiCorp to the cost and benefit projections in its analysis.” See Staff’s  
2 discussion of the Commission’s Order under Issue 2.

**ISSUE 2, WIND REPOWERING COSTS, BENEFITS, AND RISKS**

1                   **ISSUE 2, WIND REPOWERING COSTS, BENEFITS, AND RISKS**  
2           **Q. What is the level of capital investment for PacifiCorp's wind**  
3           **repowering projects?**

4           A. On a system basis for all wind repowering projects through 2020, and not just  
5           those repowering projects submitted for cost recovery in this proceeding,  
6           PacifiCorp's economic analysis "assumes an up-front capital investment  
7           totaling approximately \$1.101 billion."<sup>41</sup> The capital investment associated  
8           with those projects PacifiCorp included in this filing for cost recovery total  
9           \$827 million.<sup>42</sup>

10           **Q. What did PacifiCorp assume in its February, 2018 economic analysis**  
11           **regarding the WTG equipment that will be removed and replaced with**  
12           **the wind repowering projects?**

13           A. PacifiCorp assumed it "will fully recover the unrecovered investment in the  
14           original equipment and earn its authorized rate of return on the unrecovered  
15           balance over the 30-year depreciable life of each repowered facility."<sup>43</sup> The  
16           Company made this assumption in prior economic analyses of wind  
17           repowering projects, including in the July 28, 2017 filing in Docket No. LC 67  
18           discussed below.

19           **Q. What did PacifiCorp assume regarding the salvage value of the replaced**  
20           **equipment?**

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<sup>41</sup> Exhibit PAC/300 Link/15.

<sup>42</sup> Based on values in Corrected Exhibit PAC/401.

<sup>43</sup> Exhibit PAC/300 Link/16-17. Staff discusses this assumption in the Revenue Requirement discussion below.



1 A. PacifiCorp assumed the replaced equipment would not have any salvage  
2 value.<sup>44</sup>

3 **Q. What does PacifiCorp claim are the tangible benefits to ratepayers of**  
4 **the wind repowering projects submitted for cost recovery in this**  
5 **proceeding?**

6 A. The Company identified the following as benefits of the repowering projects:

- 7 • Each repowered facility will qualify for an additional 10 years of Federal  
8 production tax credits (PTC);
- 9 • Each repowered wind resource will produce more energy;
- 10 • Each repowered wind resource resets its 30-year depreciable life and  
11 extends its useful life by at least 10 years;
- 12 • Each repowered wind resource will have lower run-rate operating  
13 costs;<sup>45</sup> and
- 14 • Energy Imbalance Market (EIM) benefits.<sup>46</sup>

15 PacifiCorp asserts that its "...economic analysis of the wind-repowering  
16 project demonstrates that net benefits, which include federal PTC benefits,  
17 net power cost (NPC) benefits, other system variable-cost benefits, and  
18 system fixed-cost benefits, more than outweigh net project costs."<sup>47</sup>

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<sup>44</sup> Exhibit PAC/300 Link/17.

<sup>45</sup> Exhibits PAC/100 Lockey/11, PAC/200 Hemstreet/6-7, and PAC/300 Link/3.

<sup>46</sup> EIM benefits were included in the February 2018 economic analysis discussed below. See Exhibit PAC/300 Link/16.

<sup>47</sup> Exhibit PAC/300 Link/3.

1 **Q. Will the increased generation resulting from repowering be of value to**  
2 **customers?**

3 A. PacifiCorp said it plans to use the additional generating capacity provided by  
4 the repowered WTGs, but to do so the Company will need to modify its  
5 existing transmission interconnection agreements to accommodate the  
6 increased generation.<sup>48</sup> The Company also said it does not expect additional  
7 transmission capacity to be available for the Leaning Juniper or Goodnoe  
8 Hills resources due to transmission constraints.<sup>49</sup> However, the Company has  
9 asserted that its analysis shows that repowering is economic even if the  
10 repowered facilities are operated within their existing transmission capacity  
11 limits.<sup>50</sup>

12 **Q. As there is likely a correspondence between available transmission**  
13 **capacity relative to increased electricity production resulting from the**  
14 **wind repowering projects and continued operation of coal plants, is this**  
15 **the appropriate time to discuss coal plant unit retirements?**

16 A. Staff currently understands PacifiCorp's coal plant analysis is not complete as  
17 of the date this testimony is filed.<sup>51</sup> Additionally, scheduled dates for retiring  
18 the Company's coal plant units may be an outcome of negotiations in Docket  
19 No. UM 1050, PacifiCorp's Multistate Protocol (MSP) proceeding regarding

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<sup>48</sup> Exhibit PAC/200 Hemstreet/16.

<sup>49</sup> Ibid.

<sup>50</sup> Exhibit PAC/200 Hemstreet/17. See also footnote 3 on Exhibit PAC/200 Hemstreet/6 and Exhibit PAC/300 Link/45 - 46.

<sup>51</sup> See; e.g., slide 5 of PacifiCorp's March 21, 2019 presentation regarding its 2019 IRP.

1 inter-jurisdictional cost allocations. For these reasons, Staff will not be  
2 discussing in this testimony the impact and timing of any coal plant unit  
3 retirements and any related increase in available transmission capacity of  
4 potential use for the greater production resulting from the wind repowering  
5 projects.

6 **Q. Did PacifiCorp perform an economic analysis of the costs and benefits**  
7 **associated with the wind repowering projects?**

8 A. PacifiCorp has performed more than one economic analysis of the wind  
9 repowering projects. The first was apparently in 2016 and prior to the  
10 Company's December 2016 "safe harbor" purchases,<sup>52</sup> which totaled  
11 \$77.8 million.<sup>53</sup>

12 The 2017 IRP, filed April 4, 2017, included a brief description of the wind  
13 repowering effort<sup>54</sup> and the Company added wind repowering (the OP-REP  
14 case) "...as a sensitivity to evaluate, in the context of the IRP, the economic  
15 benefits of PacifiCorp's December 2016 safe-harbor wind-turbine-generator  
16 (WTG) equipment purchase, securing the option to repower existing wind  
17 facilities and re-qualifying the repower projects for PTC benefits over a 10-  
18 year period."<sup>55</sup>

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<sup>52</sup> Statement by PacifiCorp's Rick Link in the July 10, 2017 Commission workshop in Docket No. LC 67 in response to a question from Commissioner Bloom (audio file accessed March 20, 2019). See also Exhibit PAC/200 Hemstreet/8 and page 205 of the 2017 IRP.

<sup>53</sup> Exhibit PAC/300 Link/4-5.

<sup>54</sup> Page 3 of the 2017 IRP. See also page 179 and page 205, which pages discuss the projects, and related analyses, in more detail.

<sup>55</sup> Page 204 of the 2017 IRP.

1 **Q. How did PacifiCorp evaluate the wind repowering sensitivity in the 2017**  
2 **IRP?**

3 A. A primary metric the Company uses for comparing alternatives in its IRPs is  
4 the difference in the present value of revenue requirements (PVRR) between  
5 the given alternative and some base (or other alternative) case, or what the  
6 Company refers to as PVRR(d).<sup>56</sup> PacifiCorp evaluated the PVRR(d) of the  
7 wind repowering sensitivity versus a benchmark non-repowering case  
8 (OP-NT3). The resulting PVRR(d) values,<sup>57</sup> in multiple scenarios and  
9 including stochastic risk modeling,<sup>58, 59</sup> were negative, indicating a net benefit  
10 (decline in PVRR) associated with wind repowering. The lowest level of net  
11 benefit (least negative PVRR(d) value), both when evaluated over the 20-year  
12 planning horizon of the 2017 IRP and evaluated when extending the  
13 timeframe through 2050, was obtained in scenarios that included low natural  
14 gas prices. That material benefits, as modeled by PacifiCorp, are realized  
15 beyond the 20-year timeframe of the 2017 IRP is reflected in levels of  
16 PVRR(d) for the low gas price scenarios through 2036 (PVRR(d) values of  
17 negative \$51 million and negative \$48 million) versus those levels in the same

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<sup>56</sup> Page 146 of the 2017 IRP lists the costs and revenues included in the system PVRR values, as used in the Company's system optimizer (SO) modeling. See also pages 143 – 156 generally.

<sup>57</sup> Pages 205 – 206 of the 2017 IRP. The ending year 2050 reflects the expected extension of WTG lives as a result of repowering. In other words, the repowered WTGs continue to generate electricity after the expected end-of-life date if the WTGs are not repowered. See also slide 3 of the July 10, 2017 presentation at a Commission Workshop in Docket No. LC 67.

<sup>58</sup> See pages 156 – 157 of the 2017 IRP.

<sup>59</sup> PacifiCorp's economic analyses of the wind repowering projects appear to incorporate methodologies consistent with those used in recent PacifiCorp IRPs. Staff has presumably vetted these methodologies—as necessary—in the course of these IRP proceedings.

1 scenarios through 2050 (PVRR(d) values of negative \$340 million and  
2 negative \$333 million).<sup>60</sup>

3 PacifiCorp stated that "...with all-in economic savings for customers—the  
4 company can add 905 MW of repowered wind resources..."<sup>61</sup> and the  
5 Company included wind repowering projects in the preferred portfolio of its  
6 2017 IRP.<sup>62</sup>

7 **Q. What is your opinion of using a modeling timeframe that extends**  
8 **beyond the 20-year horizon of an IRP?**

9 A. PacifiCorp assumes it would—absent the wind repowering projects—retire  
10 the existing wind resources between 2036 and 2040, and the Company  
11 expects the repowering projects to extend the useful operating lives of the  
12 existing wind resources that are repowered by approximately 10 years.<sup>63</sup>

13 Most, if not all, of this 10-year period is beyond the 2036 horizon of the 2017  
14 IRP. Therefore, the wind repowering projects result in generation from the  
15 repowered wind resources over approximately 10 years (or more) that would  
16 otherwise not be produced, unless the Company invested in other generation  
17 resources. Use of a timeframe that includes the last year assumed by  
18 PacifiCorp to include generation from the repowered WTGs<sup>64</sup> seems

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<sup>60</sup> See Table 8.6 on page 206 of the 2017 IRP.

<sup>61</sup> Page 234 of the 2017 IRP. See also Exhibit PAC/300 Link/6 – 14.

<sup>62</sup> See, e.g., page 233 of the 2017 IRP. Exhibit PAC/300 Link/4 – 8 also discusses wind repowering in the 2017 IRP.

<sup>63</sup> See, e.g., Exhibit Pac/200 Hemstreet/21 – 22.

<sup>64</sup> See also Exhibit PAC/300 Link/19-21 regarding use of a timeframe extending through 2050 in the context of analysis performed subsequent to that included in PacifiCorp's 2017 IRP.

1 appropriate in context and presumably captures the “end effects” Commission  
2 guidelines say IRP analyses are to include.<sup>65</sup>

3 **Q. PacifiCorp filed its 2017 IRP on April 4, 2017. What took place after that**  
4 **date and prior to the December 5, 2017 Public Meeting that included**  
5 **Commission acknowledgement of Action Items in the 2017 IRP as an**  
6 **agenda item?**

7 A. PacifiCorp presented its 2017 IRP to the Commission, in a Special Public  
8 Meeting (Commission Workshop) on July 10, 2017. The Company’s  
9 presentation included nine slides related to its Energy Vision 2020 projects  
10 and it noted that it had updated its economic analysis of these projects and  
11 would provide this and the associated work papers in its state IRP  
12 proceedings.<sup>66</sup>

13 **Q. What changed in this economic analysis by PacifiCorp?**

14 A. PacifiCorp stated in the July 10, 2017 presentation that it had updated the  
15 forward price curve and environmental policy assumptions, updated cost and  
16 performance assumptions for the Energy Vision 2020 projects, and expanded  
17 the wind repowering project’s scope to include the repowering of its Goodnoe  
18 Hills wind resource.<sup>67</sup>

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<sup>65</sup> See page 2 of Appendix A in Order No. 07-047 in Docket No. UM 1056. Staff acknowledges that the greater the time horizon, the more uncertainty is introduced into an economic analysis, all else being equal.

<sup>66</sup> Slide 3 of the July 10, 2017 presentation of PacifiCorp’s 2017 IRP in Docket No. LC 67.

<sup>67</sup> Ibid, slide 4. See also page 15 of PacifiCorp’s July 28, 2017 information filing discussed below.

1 **Q. What were the results of the updated wind repowering economic**  
2 **analysis, as presented by PacifiCorp on July 10, 2017?**

3 A. PacifiCorp's presentation included PVRR(d) results of wind repowering that  
4 were generally negative when analyzed over the timeframe through 2036; i.e.,  
5 results generally showed net customer benefits. There were two exceptions to  
6 this general result: the repowering projects represented a net cost (positive  
7 PVRR(d)) to customers for the two natural gas price – carbon policy  
8 scenarios that combined a low natural gas price forecast and either the no or  
9 medium future CO<sub>2</sub> price assumptions.<sup>68</sup> Table 2 replicates the tabular  
10 information on slide 5 of the Company's July 10<sup>th</sup> presentation.

11 **Table 2: Wind Repowering Results ((Benefit)/Cost: 2036) in \$Millions<sup>69</sup>**

Price-Policy Scenario	SO Model PVRR(d)	PaR Stochastic-Mean PVRR(d)	PaR Risk-Adjusted PVRR(d)
Low Gas, Zero CO2	\$33	\$43	\$44
Low Gas, Medium CO2	\$0	\$9	\$8
Low Gas, High CO2	(\$18)	(\$17)	(\$19)
Medium Gas, Zero CO2	(\$33)	(\$24)	(\$25)
Medium Gas, Medium CO2	(\$22)	(\$13)	(\$15)
Medium Gas, High CO2	(\$41)	(\$35)	(\$36)
High Gas, Zero CO2	(\$75)	(\$40)	(\$43)
High Gas, Medium CO2	(\$64)	(\$34)	(\$37)
High Gas, High CO2	(\$103)	(\$80)	(\$85)

12 PacifiCorp submitted an informational filing in Docket No. LC 67 on July 28,  
13 2017, identified as "2017 Integrated Resource Plan – Energy Vision 2020  
14 Update" (July 28, 2017 Update), fulfilling the commitment it made to do so in  
15

<sup>68</sup> Ibid, slide 5. The results in this slide did not include any benefits from incremental RECs resulting from the repowering projects.

<sup>69</sup> Ibid. See also Table 3.1 on page 16 of the Company's July 28, 2017 Update in Docket No. LC 67.

1 the July 10, 2017 workshop regarding the Energy Vision 2020 projects  
2 proposed in the 2017 IRP. Table 3.1 of the July 28, 2017 Update includes the  
3 same tabular values presented on slide 5 of the Company's July 10, 2017  
4 presentation as Table 2 above.

5 The Company's July 28, 2017 filing included that, "[a]s was assumed in the  
6 2017 IRP, the updated economic analysis continues to assume that  
7 PacifiCorp will fully recover the unrecovered investment in the original  
8 equipment on existing wind resources and earn its authorized rate of return  
9 on the unrecovered balance over the remainder of the original 30-year  
10 depreciable life of each repowered wind facility."<sup>70</sup>

11 PacifiCorp's July 28, 2017 Update filing included a figure showing the change  
12 in incremental wind energy output do to wind repowering, which Staff has  
13 replicated below as Figure 2.<sup>71</sup> As can be seen in this figure, PacifiCorp  
14 estimates the life extension of WTGs as a result of the repowering projects  
15 will produce relatively large increases in wind energy output, as—absent  
16 repowering—WTGs would be removed from service beginning in 2036.

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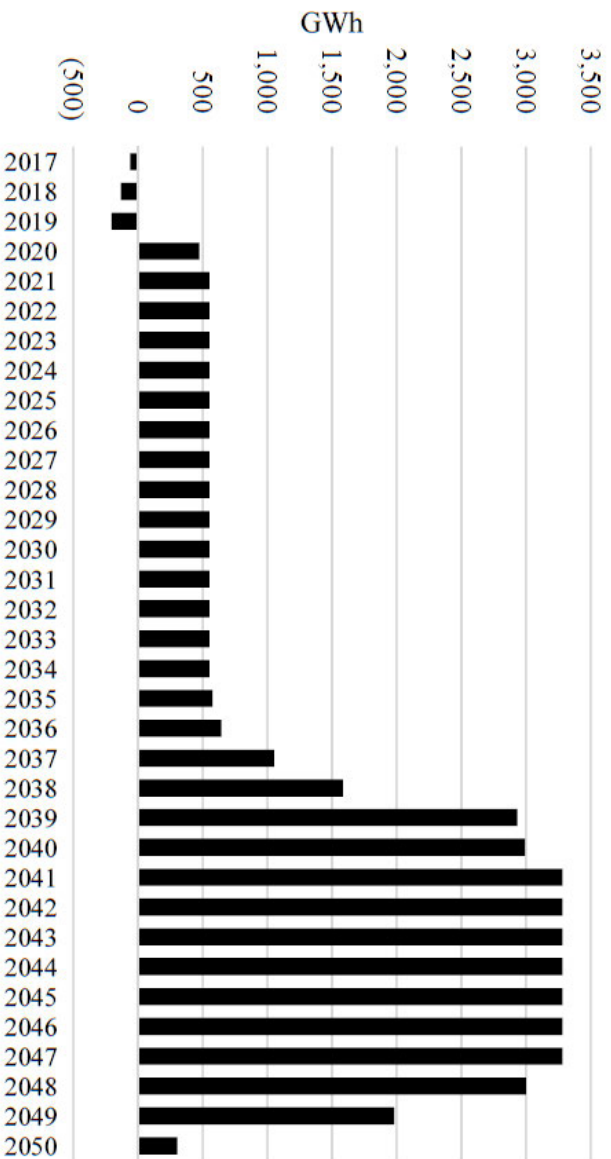
<sup>70</sup> Page 14 of the July 28, 2017 Update in Docket No. LC 67. See also Exhibit PAC/300 Link/16 – 17. Staff discusses this in the discussion of Issue 3, Revenue Requirement.

<sup>71</sup> Page 18 of the July 28, 2017 Update in Docket No. LC 67. The same information, based on visual inspection, appeared on slide 6 of PacifiCorp's July 10, 2017 presentation in Docket No. LC 67 at the Special Public Meeting on that date.



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**Figure 2: Change in Incremental Wind Energy Output  
Due to Wind Repowering**



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**Q. Regarding PacifiCorp's wind repowering projects (Action Item 1a) in the Company's 2017 IRP, please identify the Company's most recent economic analysis prior to the Commission's acknowledgement decision with respect to Action Item 1a?**

A. Commission Order No. 18-138 memorialized the Commission's decision made and effective at the December 11, 2017 Special Public Meeting for Commission deliberations related to Docket No. LC 67 (PacifiCorp's 2017 IRP). The Staff Report (Public Meeting Memorandum) related to this decision is dated November 21, 2017 and was prepared to accompany Agenda Item 3 in the December 5, 2017 Public Meeting, which was in regards to Commission acknowledgement of PacifiCorp's 2017 IRP. PacifiCorp filed its

1 response to this Staff Report on November 28, 2017. Neither this Staff Report  
2 nor PacifiCorp's response includes any quantitative valuation of costs and  
3 benefits of the wind repowering projects.

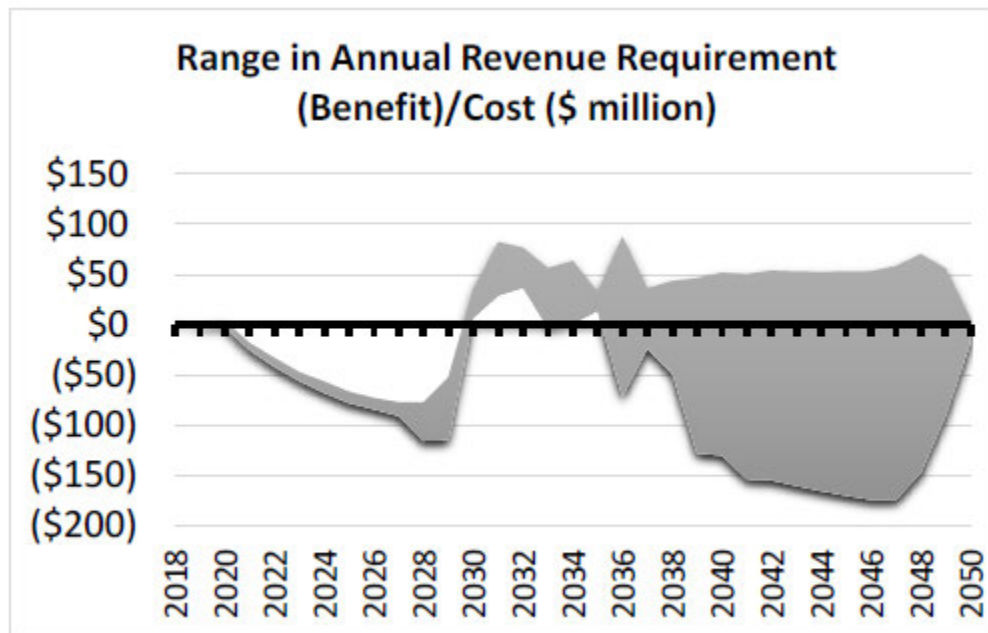
4 The most recent quantitative information regarding costs and benefits of the  
5 wind repowering projects available to PacifiCorp prior to the Commission's  
6 decision appears to be information presented at a workshop regarding the  
7 Company's 2017 IRP in a Special Public Meeting on September 14, 2017.

8 **Q. What quantitative cost and benefit information related to the wind**  
9 **repowering project did PacifiCorp include in its September 14, 2017**  
10 **presentation?**

11 A. Slide 5 of the presentation contains the only material in the presentation  
12 specifically related to the costs and benefits of the wind repowering projects.

13 This slide included two charts and three bullet points. The left-hand chart  
14 shows the range in annual revenue requirement over the period 2018 – 2050,  
15 with positive values indicating a net cost (positive revenue requirement  
16 impact) to customers and negative values (negative revenue requirement  
17 impact) indicating a net benefit. Staff includes this chart as Figure 3.

1 **Figure 3: System Annual Revenue Requirement from Wind Repowering**



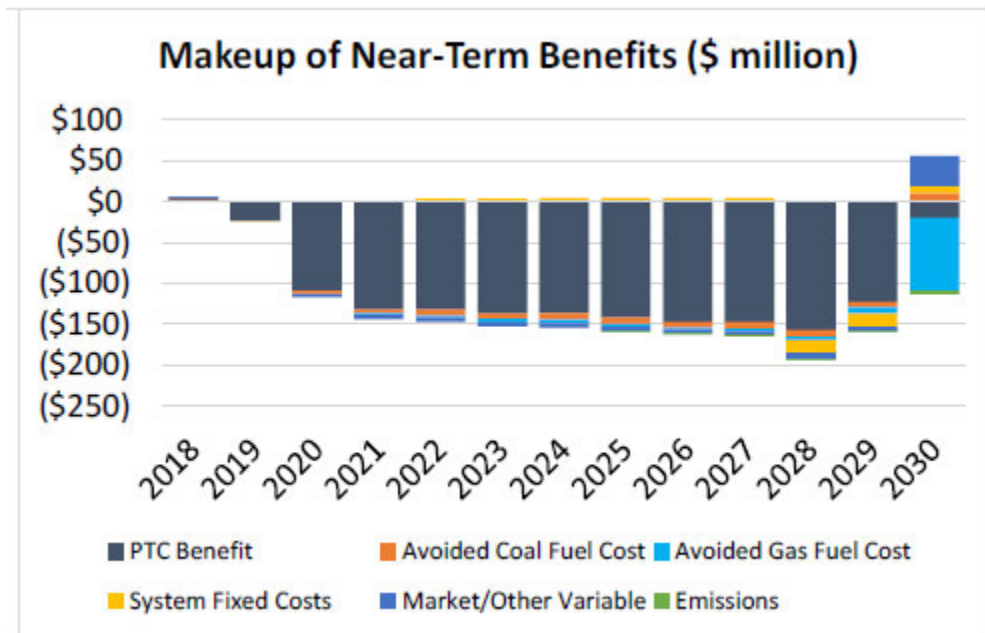
2

3 Figure 3 shows that the range of net benefits/costs—as translated into annual  
 4 revenue requirements—does not include a net cost (positive revenue  
 5 requirement) in any year prior to at least 2029 and after PTC are no longer  
 6 available to PacifiCorp related to the wind repowering projects included in this  
 7 proceeding.

8 The right-hand chart on slide 5 of the presentation shows the composition of  
 9 estimated benefits resulting from the wind repowering projects over the period  
 10 2018 – 2030, inclusive. Annual benefits are decomposed into Federal  
 11 production tax credits (PTC), avoided fuel costs (separately identified for gas-  
 12 versus coal-fired generation), system fixed costs, market and other variables,  
 13 and the benefit associated with fewer emissions. Staff includes this chart as  
 14 Figure 4.

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**Figure 4: Makeup of Near-term Benefits from Wind Repowering**



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PacifiCorp included three bullet points below the two charts in slide 5 of the presentation, which Staff has replicated below.

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- Near-term net benefits are not speculative and are nearly immediate.
- Federal production tax credits, avoided fuel costs, and avoided system fixed costs make up approximately 96% of the benefit stream (~4% tied to primarily to increased market sales and emissions).
- Net power cost benefits are expected to persist over the long term, with significant incremental wind generation beyond 2036; longer-term benefits would increase if coal-unit retirements occurred sooner than assumed.

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Realization of incremental production tax credits (PTC) accounts for

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89 percent<sup>72</sup> of the benefits over the 2020 – 2029 timeframe, while avoided

<sup>72</sup> Value calculated using information provided by PacifiCorp in response to Staff Data Request 10.

1 fuel costs account for approximately 6 percent of benefits over the same  
2 timeframe.

3 **Q. Regarding PacifiCorp's right-hand chart in slide 5 of the Company's**  
4 **September 14, 2017 presentation (Figure 4, above), what was the**  
5 **estimated dollar value of 2019 benefits on an Oregon-allocated basis?**

6 A. Approximately \$6.0 million,<sup>73</sup> using the inter-jurisdictional allocation factors  
7 used in Docket No. UE 339. System-level annual PTC benefits, as estimated  
8 by PacifiCorp for 2020 – 2030, appear in Figure 5 below.<sup>74</sup>

9 **Q. What was the forecasted dollar value of 2019 benefits, on an Oregon-**  
10 **allocated basis and attributed to PacifiCorp's wind repowering projects,**  
11 **reflected in net power costs in the Company's 2019 TAM proceeding for**  
12 **inclusion in customer rates?**

13 A. Including the wind repowering projects' benefits in the 2019 TAM reduced  
14 Oregon-allocated net power costs by approximately \$7.7 million.<sup>75</sup> Customer  
15 benefits for 2019, as estimated and modeled by PacifiCorp, appear to have  
16 increased from the September 14, 2017 presentation to the 2019 TAM filing.

17 **Q. What are the system-level annual PTC benefits in Figure 4, as estimated**  
18 **by PacifiCorp and included in the Company's September 14, 2017**  
19 **presentation?**

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<sup>73</sup> Value calculated using information provided by PacifiCorp in response to Staff Data Request 10.

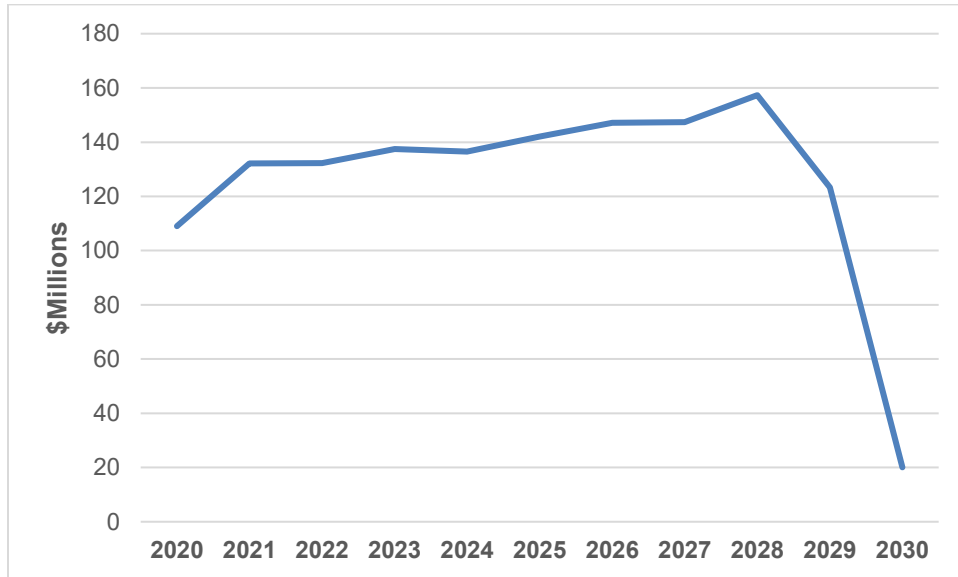
<sup>74</sup> Values provided by PacifiCorp in response to Staff Data Request 10.

<sup>75</sup> Page 3 of Order No. 18-421 in Docket No. UE 339.

- 1 A. PacifiCorp's estimate of system-level annual PTC benefits for 2020 – 2030  
2 appear in Figure 5.<sup>76</sup>

3 **Figure 5: Annual PTC Benefits from Wind Repowering Projects**

4 **PacifiCorp's September 14, 2017 Presentation**



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- 6 **Q. Where does the preceding discussion leave us regarding the**  
7 **Company's most recently completed economic analysis prior to the**  
8 **Commission's acknowledgement decision with respect to Action Item**  
9 **1a?**

- 10 A. Staff assumes—based on chronological order—that the most recent  
11 information was that included in PacifiCorp's September 14, 2017  
12 presentation and the July 28, 2017 informational filing. As above, information  
13 specifically regarding the wind repowering effort only appeared on slide 5 of

<sup>76</sup> Values provided by PacifiCorp in response to Staff Data Request 10.

1 the former, which Staff has replicated in Figures 3 and 4, presented in  
2 Figure 5, or included as bullet points Staff replicated above.

3 **Q. What quality distinguishes PacifiCorp's proposed wind repowering**  
4 **projects from other investments the Company has typically proposed in**  
5 **its IRPs?**

6 A. The primary difference was that PacifiCorp proposed the wind repowering  
7 projects as actions what would benefit customers economically, not because  
8 the projects were to meet some near-term capacity or RPS compliance need.

9 **Q. Did the Commission acknowledge PacifiCorp's 2017 IRP Action Item**  
10 **related to the Company's wind repowering projects?**

11 A. Yes, in Order No. 18-138 and after restating to:

12 Action Items 1a, 1b, 2a: (Energy Vision 2020)

- 13 • 1a - Wind Repowering - Repower over 900 MW of existing wind  
14 resources.<sup>77</sup>

15 See also the discussion regarding Action Item 1a in PacifiCorp's 2017 IRP  
16 under Issue 1 above.

17 **Q. Did the Commission's acknowledgement Order include conditions**  
18 **and limitations with respect to Action Item 1a (the wind repowering**  
19 **projects)?**

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<sup>77</sup> Page 19 of Order No. 18-138 in Docket No. LC 67.

- 1 A. The Commission's Order included the following language<sup>78</sup> related to its  
2 acknowledgement of this Action Item:<sup>79</sup>
- 3 • Given the uncertainty at this time regarding...the outcome of recent  
4 tax reform efforts on the federal level, PacifiCorp must:
    - 5 ○ Update its analysis of the Energy Vision 2020 projects as part of  
6 its 2017 IRP Update, including any...changes to critical  
7 assumptions, such as availability of tax credits, corporate tax  
8 rate, then-current cost-and-performance data for repowered  
9 wind resources...
    - 10 • The risk of proceeding with the Energy Vision 2020 projects  
11 remains with PacifiCorp unless and until the Commission  
12 completes a prudence review and approves cost recovery of these  
13 resources in rates. Recovery may be conditioned or limited to  
14 ensure customer benefits remain at least as favorable as IRP  
15 planning assumptions.
      - 16 ○ For uncertainties that will be resolved by the time of the projects'  
17 commercial operation date (pre-COD risks), we acknowledge the  
18 projects only insofar as customers do not bear the risk of construction  
19 cost overruns, delays or other factors that impact PTC value, or

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<sup>78</sup> Pages 7 – 8 of Order No. 18-138 in Docket No. LC 67. Commission language in Order edited here to exclude aspects not pertaining to Action Item 1a.

<sup>79</sup> PacifiCorp discusses Commission acknowledgement of Action Item 1a at Exhibit PAC/300 Link/8.



1 project costs and expected capacity factors that are less favorable  
2 than the assumptions presented in the IRP.

- 3 ○ For uncertainties that may persist beyond project commercial  
4 operation date (post-COD risks), such as project performance,  
5 tax policy changes, and resource value relative to market, we  
6 will carefully scrutinize the net benefits during future...IRP  
7 Update filing, and rate recovery proceedings. We intend to  
8 ensure that customer risk exposure is mitigated appropriately,  
9 and recovery may be structured to hold PacifiCorp to the cost  
10 and benefit projections in its analysis.

11 **Q. What economic analyses did PacifiCorp perform subsequent to the**  
12 **Commission's decision to acknowledge with conditions and**  
13 **limitations?**

- 14 A. PacifiCorp completed an economic analysis of the wind repowering projects  
15 in February, 2018 and updated this analysis in August, 2018.<sup>80</sup> The  
16 Company's 2017 IRP Update, filed on May 1, 2018, included a summary of  
17 the February 2018 analysis,<sup>81</sup> representing the Company's compliance with  
18 the Commission's requirement in the Order related to Action Item 1a in the  
19 2017 IRP.<sup>82</sup>

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<sup>80</sup> Exhibit PAC/300 Link/3.

<sup>81</sup> Exhibit PAC/300 Link/8.

<sup>82</sup> Page 19 of Order No. 18-138 in Docket No. LC 67. See also Exhibit PAC/300 Link/8.

1 **Q. What economic analyses of the wind repowering projects did PacifiCorp**  
2 **include with its RAC filing in this proceeding?**

3 A. PacifiCorp's testimony discusses an economic analysis it identifies as its  
4 February 2018 analysis and an economic analysis it identifies as its August  
5 2018 economic analysis.<sup>83</sup>

6 **Q. How did PacifiCorp make use of the February 2018 economic analysis?**

7 A. PacifiCorp states that: "[t]hese economic analyses informed PacifiCorp's  
8 decision to move forward with the project."<sup>84</sup>

9 **Q. What do you make of this statement by PacifiCorp?**

10 A. PacifiCorp used the results of the February, 2018 economic analysis to  
11 "inform" one or more discrete "go/no go" decisions ("...decision to move  
12 forward...") made subsequent to the availability of these analyses in—  
13 presumably—February of 2018. Staff found nothing in PacifiCorp's testimony  
14 which indicates the Company could not have abandoned any or all of the  
15 individual wind repowering projects at that time; i.e., a "go/no go" decision  
16 was available to the Company in early 2018.

17 **Q. What variables did PacifiCorp include in the February 2018 PaR**  
18 **simulations as stochastic variables?**

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<sup>83</sup> Exhibit PAC/300 Link/9 – 55.

<sup>84</sup> Exhibit PAC/300 Link/9.

1 A. PacifiCorp's Monte Carlo simulations drew from distributions of several  
2 stochastic variables, including load, wholesale electricity and natural gas  
3 prices, hydro generation, and thermal unit outages.<sup>85</sup>

4 **Q. What key parameters and assumptions did PacifiCorp update in its**  
5 **February 2018 analysis?**

6 A. PacifiCorp updated the applicable marginal Federal income tax rate to reflect  
7 changes resulting from the Tax Cuts and Jobs Act of 2017.<sup>86</sup> The Company  
8 incorporated updated assumptions regarding capital costs, run-rate operating  
9 costs, and energy output for both existing and repowered wind generation  
10 resources.<sup>87</sup>

11 **Q. Did PacifiCorp's February 2018 economic analyses include any**  
12 **sensitivities?**

13 A. PacifiCorp examined sensitivities with respect to the wholesale market price  
14 of electricity and the price of natural gas (both with "low," "medium," and  
15 "high" prices), and with respect to CO<sub>2</sub> price-policy assumptions ("zero,"  
16 "medium," and "high" CO<sub>2</sub> prices) for its system-level analysis of wind  
17 repowering projects.<sup>88</sup>

18 **Q. What were the key results of the February 2018 economic analysis?**

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<sup>85</sup> Exhibit PAC/300 Link/11.

<sup>86</sup> Exhibit PAC/300 Link/13.

<sup>87</sup> Exhibit PAC/300 Link/15.

<sup>88</sup> Exhibit PAC/300 Link 14.

- 1 A. Table 3 shows system-level results of PacifiCorp's analysis of the wind  
2 repowering projects,<sup>89</sup> where the timeframe of analysis was restricted to not  
3 include results beyond the 2036 horizon of the 2017 IRP.

4 **Table 3: Wind Repowering Results ((Benefit)/Cost: 2036) in \$Millions**

Price-Policy Scenario	SO Model PVRR(d)	PaR Stochastic-Mean PVRR(d)	PaR Risk-Adjusted PVRR(d)
Low Gas, Zero CO <sub>2</sub>	(\$159)	(\$141)	(\$148)
Low Gas, Medium CO <sub>2</sub>	(\$158)	(\$139)	(\$146)
Low Gas, High CO <sub>2</sub>	(\$183)	(\$165)	(\$173)
Medium Gas, Zero CO <sub>2</sub>	(\$201)	(\$171)	(\$180)
Medium Gas, Medium CO <sub>2</sub>	(\$204)	(\$180)	(\$189)
Medium Gas, High CO <sub>2</sub>	(\$215)	(\$193)	(\$203)
High Gas, Zero CO <sub>2</sub>	(\$257)	(\$234)	(\$246)
High Gas, Medium CO <sub>2</sub>	(\$260)	(\$248)	(\$260)
High Gas, High CO <sub>2</sub>	(\$273)	(\$240)	(\$252)

- 5
- 6 **Q. How do the results in Table 3 from PacifiCorp's February 2018 analysis**  
7 **compare with those from their earlier analysis?**

- 8 A. PacifiCorp's results in Table 3, using the updated parameters, forecasts, and  
9 assumptions, are uniformly more favorable to customers than the earlier  
10 results shown in Table 2 from the Company's July 10, 2017 presentation to  
11 the Commission. In PacifiCorp's central price-policy scenario, which assumes  
12 medium natural gas prices and medium CO<sub>2</sub> prices, the range of PVRR(d)  
13 values, resulting from an analysis (or set of analyses) with wind repowering

<sup>89</sup> Exhibit PAC/300 Link/35, where Table 3 appears as Table 6.

1 versus an analysis (or set of analyses) without wind repowering,<sup>90</sup> improved  
2 (greater customer benefit) by \$174 million (PaR Risk-Adjusted) to  
3 \$182 million (SO) from those in the July 10, 2017 presentation. The Company  
4 added repowering the Goodnoe Hills wind resource in the more recent  
5 analysis,<sup>91</sup> in addition to the changes discussed above and in PacifiCorp's  
6 testimony. Goodnoe Hills represents approximately 10 percent of the values  
7 in Table 3 for the medium natural gas price, medium CO<sub>2</sub> price-policy  
8 scenario, producing a net benefit to customers for repowering this wind  
9 resource (with respect to this specific scenario).

10 Results in the low natural gas price – zero CO<sub>2</sub> price – policy scenario, which  
11 included an economic cost (higher PVRR, or positive PVRR(d)) to customers  
12 from the wind powering projects in the July 10, 2017 presentation, indicate an  
13 economic benefit to customers in the February 2018 analysis. This holds for  
14 each of the other scenarios PacifiCorp analyzed.

15 **Q. Did PacifiCorp's February 2018 analysis include a cost/benefit analysis**  
16 **of individual wind repowering projects?**

17 A. PacifiCorp used two price – policy scenarios in the February 2018 analysis of  
18 individual repowering projects: one with low natural gas price and zero CO<sub>2</sub>  
19 price – policy and one with medium natural gas price and medium CO<sub>2</sub> price –  
20 policy.

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<sup>90</sup> Exhibit PAC/300 Link/35.

<sup>91</sup> The PVRR(d) values for all wind repowering projects, including Goodnoe Hills, shown at Exhibit PAC/300 Link/30 are roughly equivalent in total to those shown at Exhibit PAC/300 Link/35 for the medium natural gas price – medium CO<sub>2</sub> price scenario.

1 Table 4<sup>92</sup> shows results of the February 2018 analysis of individual  
2 repowering projects with the time horizon constrained to 2036.

3 **Table 4: Project-by-Project Wind Repowering Results ((Benefit)/Cost: 2036) –**  
4 **Medium Natural Gas Price and Medium CO<sub>2</sub> Price – Policy (\$Millions)**

Wind Facility	SO Model PVRR(d)	PaR Stochastic-Mean PVRR(d)	PaR Risk-Adjusted PVRR(d)
Glenrock 1	(\$25)	(\$21)	(\$23)
Glenrock 3	(\$8)	(\$7)	(\$7)
Seven Mile Hill 1	(\$33)	(\$28)	(\$29)
Seven Mile Hill 2	(\$7)	(\$7)	(\$7)
High Plains	(\$17)	(\$13)	(\$13)
McFadden Ridge	(\$5)	(\$4)	(\$4)
Dunlap Ranch	(\$30)	(\$26)	(\$27)
Rolling Hills	(\$12)	(\$9)	(\$10)
Leaning Juniper	(\$0)	(\$0)	(\$0)
Marengo 1	(\$35)	(\$33)	(\$34)
Marengo 2	(\$15)	(\$14)	(\$15)
Goodnoe Hills	(\$18)	(\$18)	(\$19)
Total	(\$205)	(\$180)	(\$189)

5  
6 As noted by PacifiCorp, the Leaning Jupiter repowering project has benefits  
7 equal to costs (PVRR(d) = 0) in this scenario. In the second scenario, with low  
8 natural gas price and zero CO<sub>2</sub> price – policy, costs from repowering Leaning  
9 Jupiter are slightly greater than benefits, as shown in Table 5.<sup>93</sup>

<sup>92</sup> Exhibit PAC/300 Link/30, where Table 4 appears as Table 2.

<sup>93</sup> Exhibit PAC/300 Link/31, where Table 5 appears as Table 3.

1 **Table 5: Project-by-Project Wind Repowering Results ((Benefit)/Cost: 2036) –**  
 2 **Low Natural Gas and Zero CO<sub>2</sub> Price – Policy (\$Millions)**

Wind Facility	SO Model PVRR(d)	PaR Stochastic-Mean PVRR(d)	PaR Risk-Adjusted PVRR(d)
Glenrock 1	(\$21)	(\$21)	(\$22)
Glenrock 3	(\$7)	(\$6)	(\$6)
Seven Mile Hill 1	(\$28)	(\$28)	(\$29)
Seven Mile Hill 2	(\$6)	(\$6)	(\$6)
High Plains	(\$12)	(\$9)	(\$10)
McFadden Ridge	(\$4)	(\$3)	(\$3)
Dunlap Ranch	(\$25)	(\$22)	(\$24)
Rolling Hills	(\$9)	(\$7)	(\$7)
Leaning Juniper	\$6	\$3	\$4
Marengo 1	(\$27)	(\$25)	(\$26)
Marengo 2	(\$11)	(\$10)	(\$11)
Goodnoe Hills	(\$13)	(\$15)	(\$15)
Total	(\$157)	(\$149)	(\$156)

3  
 4 PacifiCorp's February 2018 analysis of individual wind repowering projects  
 5 included a two additional project-by-project economic analyses, where the  
 6 time horizon was extended through 2050. These differ from the analyses with  
 7 results represented in Tables 4 and 5 in one other way: the PVRR(d)  
 8 measure incorporates PVRR values using the nominal annual revenue  
 9 requirement for capital costs,<sup>94</sup> not PVRR values using the levelized revenue  
 10 requirement for capital costs. The result of these analyses, for each of the two

<sup>94</sup> Exhibit PAC/300 Link/32. See PacifiCorp's discussion of the two approaches (nominal revenue requirement versus levelized cost) at Exhibit PAC/300 Link/17 – 19.

1 scenarios analyzed, are in Table 6.<sup>95</sup> The Leaning Juniper repowering project  
 2 in the scenario with medium natural gas price and medium CO<sub>2</sub> price – policy  
 3 has a negative PVRR(d), indicating a net benefit to customers. The scenario  
 4 with low natural gas price and zero CO<sub>2</sub> price – policy has costs equaling  
 5 benefits (PVRR(d) = 0) on this basis.

6 **Table 6: Project-by-Project Wind Repowering Results ((Benefit)/Cost: 2050) –**  
 7 **Nominal Revenue Requirement Basis (Millions of \$2017)**

Wind Facility	Medium Natural-Gas and Medium CO <sub>2</sub>	Low Natural-Gas and Zero CO <sub>2</sub>
Glenrock 1	(\$33)	(\$33)
Glenrock 3	(\$11)	(\$6)
Seven Mile Hill 1	(\$41)	(\$40)
Seven Mile Hill 2	(\$10)	(\$6)
High Plains	(\$22)	(\$6)
McFadden Ridge	(\$7)	(\$2)
Dunlap Ranch	(\$39)	(\$23)
Rolling Hills	(\$15)	(\$5)
Leaning Juniper	(\$8)	(\$0)
Marengo 1	(\$50)	(\$22)
Marengo 2	(\$20)	(\$7)
Goodnoe Hills	(\$26)	(\$19)
Total	(\$282)	(\$170)

8  
 9 **Q. Why did PacifiCorp perform the analyses for the time horizon through**  
 10 **2050 using a different methodology?**

<sup>95</sup> Exhibit PAC/300 Link/32, where Table 6 appears as Table 4.



1 A. Staff is unaware of PacifiCorp's reason(s) for not performing the analyses for  
2 the time horizon through 2050 using methods consistent with those for the  
3 analysis with the time horizon through 2036 and also consistent with the  
4 analyses it performed at a system level, as Staff discussed above.

5 **Q. Did PacifiCorp explain in testimony the Company's decision to repower**  
6 **the Leaning Jupiter resource, given that it appears to be more marginal**  
7 **with respect to customer benefits than most of the other repowering**  
8 **projects?**

9 A. PacifiCorp did not. The Company's testimony suggests that some variation by  
10 wind resource in PVRR(d) results is due to the relative capacities of different  
11 wind resources.<sup>96</sup> Staff notes that, with the time horizon through 2050,  
12 repowering Leaning Jupiter produces an expected net benefit under the  
13 Company's central medium natural gas price and medium CO<sub>2</sub> price – policy  
14 scenario<sup>97</sup> and has a PVRR(d) result that is comparable to that for McFadden  
15 Ridge.<sup>98</sup>

16 PacifiCorp notes that the CO<sub>2</sub> price assumptions used in the February 2018  
17 analyses "...were inadvertently modeled in 2012 real dollars instead of  
18 nominal dollars" (i.e., CO<sub>2</sub> prices were generally *understated*); and the

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<sup>96</sup> Exhibit PAC/300 Link/33 – 35, including Table 5.

<sup>97</sup> See Exhibit PAC/300 Link/39.

<sup>98</sup> See; e.g., Table 4 at Exhibit PAC/300 Link/32.

1 PVRR(d) net benefits in the medium natural gas price and medium CO<sub>2</sub> price  
2 – policy scenario are therefore “conservative.”<sup>99</sup>

3 **Q. Does PacifiCorp believe its February 2018 analysis represents**  
4 **conservative levels of the net benefits to customers?**

5 A. PacifiCorp states this in testimony.<sup>100</sup> The Company also believes its  
6 analytical results are conservative as they do not include any value  
7 associated with increased RECs produced by the repowered resources.<sup>101</sup>

8 **Q. Did PacifiCorp analyze the impact of the wind repowering projects if the**  
9 **new Wyoming wind and associated transmission projects were**  
10 **undertaken?**

11 A. The results of PacifiCorp’s February 2018 analysis of this situation are in  
12 Table 7<sup>102</sup> for each of the two scenarios discussed above and with a time  
13 horizon of 2036.<sup>103</sup> The Company concluded that customer benefits of the  
14 wind repowering projects increase significantly when they are accompanied  
15 by the new wind and transmission projects in the Energy Vision 2020  
16 umbrella.

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<sup>99</sup> Exhibit PAC/300 Link/35 and Link/37, with identical wording in both locations. Staff could not locate in PacifiCorp’s testimony any other reference to this misstatement of CO<sub>2</sub> prices in the Company’s economic analysis.

<sup>100</sup> See, e.g., Exhibits PAC/300 Link/3-4, and Link/35-37.

<sup>101</sup> See, e.g., Exhibit PAC/300 Link/41.

<sup>102</sup> Exhibit PAC/300 Link/46, where Table 7 is identified as Table 9.

<sup>103</sup> Exhibit PAC/300 Link/45.

**Table 7: New Wind and Aeolus-to-Bridger/Anticline Sensitivity****((Benefit)/Cost: 2036) – Wind Repowering (Millions of \$2017)**

	Sensitivity (Repowering + New Wind & Trans.) PVRR(d)	Base Study (Repowering) PVRR(d)	Change in PVRR(d)
<b>Medium Gas, Medium CO<sub>2</sub></b>			
SO Model	(\$532)	(\$204)	(\$328)
PaR Stochastic Mean	(\$466)	(\$180)	(\$286)
PaR Risk Adjusted	(\$489)	(\$189)	(\$300)
<b>Low Gas, Zero CO<sub>2</sub></b>			
SO Model	(\$301)	(\$159)	(\$142)
PaR Stochastic Mean	(\$300)	(\$141)	(\$159)
PaR Risk Adjusted	(\$315)	(\$148)	(\$167)

**Q. Did PacifiCorp update its load forecasts from those in its prior analyses?**

A. The Company's 2017 IRP Update, filed May 1, 2018, incorporated an updated forecast of coincident peak, which was down an average of roughly 424 MW over the first ten years of the 2017 – 2036 planning period from the level in the 2017 IRP.<sup>104</sup> It is not clear to Staff whether the February 2018 analysis included this load forecast update, but Staff's expectation—based on timing—is that the August 2018 analysis discussed below did include this update.

**Q. Did PacifiCorp complete another economic analysis prior to its filing in this proceeding and what was its purpose?**

<sup>104</sup> See; e.g., page 3 of the 2017 IRP Update.

1 A. PacifiCorp's testimony discusses an analysis performed subsequent to the  
2 February 2018 analysis discussed above. The Company refers to this as its  
3 August 2018 analysis, and states that it was performed "...to understand how  
4 more recent changes in other modeling assumptions affect project-by-project  
5 results relative to those included in the February 2018 analysis."<sup>105</sup>

6 **Q. What results did PacifiCorp obtain in its August 2018 economic  
7 analysis?**

8 A. PacifiCorp's August 2018 analysis assumed the medium natural gas price  
9 and medium CO<sub>2</sub> price – policy assumptions; i.e., it was of one scenario  
10 involving these modelling inputs. The Company's testimony included a table  
11 that provided results for individual wind repowering projects for both the  
12 February 2018 and August 2018 analyses. Staff replicates this as Table 8.<sup>106</sup>

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<sup>105</sup> Exhibit PAC/300 Link/3.

<sup>106</sup> Exhibit PAC/300 Link/49; PacifiCorp's Table 11 appears in Staff's testimony as Table 8.

1 **Table 8. Project-by-Project SO Model and PaR PVRR(d)**  
 2 **((Benefit)/Cost: 2036) of Wind Repowering**  
 3 **with Medium Natural-Gas and Medium CO<sub>2</sub>**  
 4 **Price-Policy Assumptions (Millions of \$2017 for February 2018 and Millions**  
 5 **of \$2018 for August 2018)<sup>107</sup>**

Wind Facility	SO Model PVRR(d)		PaR Stochastic-Mean PVRR(d)		PaR Risk-Adjusted PVRR(d)	
	February 2018 (2017S)	August 2018 (2018S)	February 2018 (2017S)	August 2018 (2018S)	February 2018 (2017S)	August 2018 (2018S)
Glenrock 1	(\$25)	(\$29)	(\$21)	(\$24)	(\$23)	(\$31)
Glenrock 3	(\$8)	(\$10)	(\$7)	(\$8)	(\$7)	(\$11)
Seven Mile Hill 1	(\$33)	(\$40)	(\$28)	(\$31)	(\$29)	(\$39)
Seven Mile Hill 2	(\$7)	(\$9)	(\$7)	(\$8)	(\$7)	(\$9)
High Plains	(\$17)	(\$23)	(\$13)	(\$14)	(\$13)	(\$21)
McFadden Ridge	(\$5)	(\$7)	(\$4)	(\$5)	(\$4)	(\$7)
Dunlap Ranch	(\$30)	(\$37)	(\$26)	(\$28)	(\$27)	(\$37)
Rolling Hills	(\$12)	(\$16)	(\$9)	(\$11)	(\$10)	(\$16)
Leaning Juniper	(\$0)	(\$10)	(\$0)	(\$10)	(\$0)	(\$10)
Marengo 1	(\$35)	(\$44)	(\$33)	(\$33)	(\$34)	(\$43)
Marengo 2	(\$15)	(\$20)	(\$14)	(\$15)	(\$15)	(\$20)
Goodnoe Hills	(\$18)	(\$24)	(\$18)	(\$20)	(\$19)	(\$26)

6  
 7 As can be seen in Table 8, the PVRR(d) values improved (more negative) for  
 8 outputs of the SO model, outputs of the PaR model, and for the risk-adjusted  
 9 PVRR(d): with one exception. The Marengo I PVRR(d) result for the PaR  
 10 model's stochastic mean remained the same between the two analyses  
 11 (when expressed in millions of dollars and without adjustment for the  
 12 difference between \$2017 and \$2018. Note that Leaning Jupiter, in the

<sup>107</sup> Table 8 is identified as Table 11 in Exhibit PAC/300 Link/49. PacifiCorp notes that its Table 11 PVRR(d) results are stated in both \$2017 (for February 2018 results) and in \$2018 (for August 2018 results). As Staff understands PacifiCorp's testimony regarding the difference between the two methods of statement, Staff considers the difference to be inconsequential, as inflation is approximately 2 percent in the relevant timeframes. See footnote 6 at Exhibit PAC/300 Link/47.

1 August 2018 analysis, now shows positive net benefits to customers for all  
2 three results.

3 **Q. What do you view as the most important risks to ratepayers *prior to***  
4 **commercial operation (pre-COD risks) of a repowered wind resource?**

5 A. Staff views the most important pre-COD risks as investment cost overruns  
6 and actual in-service dates that fail to qualify the repowered wind resource for  
7 the full value PTC. PacifiCorp's requested revenue requirement in this  
8 proceeding is associated with capital investments totaling \$827 million<sup>108</sup> and  
9 its planned in-service dates for repowered wind resources included in this  
10 proceeding range from September 2, 2019 (Seven Mile Hill I and II) to  
11 November 29, 2019 (Marengo I and II).<sup>109</sup> Should a repowered wind resource  
12 not be in-service by December 31, 2020, it can only qualify for full PTC  
13 treatment under the IRS' "continuous efforts" standard, which PacifiCorp  
14 alleges is a difficult standard to meet.<sup>110</sup>

15 While permitting challenges are present in many utility projects, PacifiCorp's  
16 testimony states that permitting requirements associated with the repowering  
17 projects are limited.<sup>111</sup>

18 An additional risk related to the in-service timing of the repowered wind  
19 resources is whether they are actually in-service as of the rate effective date.

20 **Q. What has PacifiCorp done to mitigate these risks?**

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<sup>108</sup> Corrected Exhibit PAC/401.

<sup>109</sup> Exhibit PAC/204.

<sup>110</sup> Exhibit PAC/200 Hemstreet/8.

<sup>111</sup> Exhibit PAC/200 Hemstreet/26.

1 A. First, with respect to the wind repowering projects in-service dates, PacifiCorp  
2 executed its “safe harbor” equipment purchases in late 2016 and at a dollar  
3 level that the Company believes will qualify the repowered wind resources for  
4 the full value PTC if the repowered resources are in-service by the end of the  
5 fourth calendar year following these safe harbor purchases,<sup>112</sup> which is year-  
6 end 2020. As the planned in-service dates for those repowered resources  
7 included in this proceeding are 13 or more months prior to year-end 2020,  
8 PacifiCorp appears to have ample time should it experience permitting or  
9 construction delays. Staff notes that this apparently “ample time” is essentially  
10 one construction season. On the other hand, PacifiCorp’s testimony does not  
11 include results of a sensitivity analysis which assumes later in-service dates.  
12 Regarding permitting, PacifiCorp states that it has obtained all of the  
13 necessary major permits required for the repowering projects as of the date  
14 the Company filed its testimony in this proceeding.<sup>113</sup>

15 **Q. Did PacifiCorp request a private letter ruling from the Internal Revenue**  
16 **Service (IRS) regarding its safe harbor purchases?**

17 A. No. PacifiCorp discusses certain IRS requirements to qualify for PTC,  
18 including IRS guidance in Notice 2016-31.<sup>114</sup> The Company’s testimony did  
19 not include that, per Notice 2016-31, the IRS has stated that it will not issue

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<sup>112</sup> Exhibit PAC/200 Hemstreet/7.

<sup>113</sup> Exhibit PAC/200 Hemstreet /26.

<sup>114</sup> Exhibit PAC/200 Hemstreet/7-9.

1 private letter rulings regarding certain timing aspects with respect to the  
2 beginning of construction relative to qualifying for PTC.

3 **Q. How did PacifiCorp mitigate the risk of wind repowering projects' cost**  
4 **overruns?**

5 There are two aspects regarding the risk of actual capital investment  
6 exceeding levels planned. First, PacifiCorp's securing of full value PTC by the  
7 "safe harbor" equipment purchases is dependent upon the total capital  
8 investment, as the safe harbor level of investment must be at least five  
9 percent of total project costs.<sup>115</sup> As the Company's safe harbor equipment  
10 purchases totaled \$77.8 million,<sup>116</sup> its total capital investment for the wind  
11 repowering projects can be no more than \$1,556 million. As the Company's  
12 estimated total capital investment associated with all wind repowering  
13 projects is \$1.101 billion,<sup>117</sup> its level of safe harbor investments seems more  
14 than adequate—all else being equal. In other words, the dollar value of the  
15 Company's safe harbor purchases, at 7.1 percent of its expected total capital  
16 investment, appears conservative.

17 The second aspect of capital investment risk is that the investments made  
18 subsequent to the safe harbor investments will be greater than PacifiCorp's  
19 estimate of \$1,023.2 million. The Company has controlled this risk by entering  
20 into a fixed price master retrofit contract with General Electric (GE), with GE

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<sup>115</sup> Exhibit PAC/200 Hemstreet/7.

<sup>116</sup> Exhibit PAC/300 Link/4-5.

<sup>117</sup> Exhibit PAC/300 Link/15.



1 to “perform turn-key supply, delivery, installation, and commissioning of the  
2 repowered turbines...”<sup>118</sup> for those wind resources with GE equipment. For  
3 those wind resources with Vestas equipment (those located in Washington),  
4 PacifiCorp has executed fixed-price turbine supply contracts with Vestas. For  
5 these three wind resources, the Company negotiated separate contracts with  
6 wind energy construction companies for installation of the Vestas equipment  
7 associated with these repowering projects. PacifiCorp stated, in its response  
8 to Staff Data Request 18, that it considers each of the installation contracts  
9 for the Vestas equipment to be fixed price.

10 **Q. What do you view as the most important risks to ratepayers *subsequent***  
11 **to commercial operation (post-COD risks) of a repowered wind**  
12 **resource?**

13 A. Staff considers the primary post-COD risk, assuming the repowering projects  
14 qualify for the full PTC (a pre-COD risk), to be a lower realized PTC dollar  
15 value than anticipated, as PTC account for 89 percent<sup>119</sup> of the benefits over  
16 the 2020 – 2029 timeframe This risk decomposes into quantity risk—actual  
17 generation from the repowered wind resources is less than was anticipated—  
18 and rate risk—the actual realized PTC per kWh generated is less than  
19 anticipated.

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<sup>118</sup> Exhibit PAC/200 Hemstreet/24.

<sup>119</sup> Value calculated using information provided by PacifiCorp in response to Staff Data Request 10. This information was graphically communicated by the Company at the September 14, 2017 Commission workshop.

1 The extreme case of rate risk is probably legislative curtailment of the PTC  
2 program prior to the current 2029 end date. Staff views a more likely rate risk  
3 to be that PacifiCorp has over-estimated the rate of increase in the PTC per  
4 kWh rate over the 2020 – 2029 timeframe.

5 **Q. What risks underlie the quantity risk?**

6 A. The quantity risk is that actual capacity factors or generated electricity after  
7 repowering are less than PacifiCorp included in its analyses. This can result  
8 from multiple causes, including higher hours of curtailment to minimize avian  
9 impacts, wake losses<sup>120</sup> that are greater than forecasted, higher than  
10 expected hours of unplanned outages, and other issues that result in less  
11 generation after repowering than was forecasted.

12 **Q. What has PacifiCorp done to mitigate the quantity risk?**

13 A. PacifiCorp worked with consultant Black & Veatch to derive “precise  
14 estimates of the energy production expected from repowering,”<sup>121</sup> using the  
15 Company’s extensive data history involving the wind resources to be  
16 repowered.

17 PacifiCorp states that the estimates of increased generation from repowering  
18 are likely conservative, as they do not include expected improvements in  
19 operational availability following repowering.<sup>122</sup> PacifiCorp states that it will

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<sup>120</sup> PacifiCorp describes this type of loss at Exhibit PAC/200 Hemstreet/13 as “the reduction in generation at turbines downwind of other turbines due to reduced wind speed and increased turbulence in the airflow behind a turbine.”

<sup>121</sup> Exhibit PAC/13 Hemstreet/13.

<sup>122</sup> Exhibit PAC/200 Hemstreet/14.

1 enter into service agreements with GE and Vestas that include performance  
2 guarantees and incentives “that are likely to result in more availability and  
3 generation than PacifiCorp has achieved in the past under similar wind  
4 conditions.”<sup>123</sup>

5 **Q. Does Staff find the wind repowering projects PacifiCorp proposes in**  
6 **this proceeding to be prudent?**

7 A. Yes. While Staff finds these projects to be prudent, they are driven by  
8 economic considerations and are not need-based, as discussed above and  
9 also in Issue 1. As such, the Commission’s Order acknowledging PacifiCorp’s  
10 wind repowering projects includes that cost recovery may be conditioned or  
11 limited to ensure customer benefits remain at least as favorable as IRP  
12 planning assumptions.<sup>124</sup>

13 **Q. What recommendations do you have that ensure customers are**  
14 **protected from both the pre-COD and post-COD risks?**

15 A. Staff has multiple recommendations with respect to conditions and limitations  
16 related to the wind repowering projects included in this filing. Recall the  
17 Commission’s language in Order No. 18-138 included that “[r]ecover may be  
18 conditioned or limited to ensure customer benefits remain at least as  
19 favorable [to customers] as IRP planning assumptions.” The Commission  
20 acknowledged Action Items related to PacifiCorp’s Energy Vision 2020  
21 projects “...only insofar as customers do not bear the risk of construction cost

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<sup>123</sup> Exhibit PAC/200 Hemstreet/14.

<sup>124</sup> Page 19 of Order No. 18-138 in Docket No. LC 67.

1           overruns, delays or other factors that impact PTC value, or project costs and  
2           expected capacity factors that are less favorable than the assumptions  
3           presented in the IRP.” The Commission’s language also included that  
4           “...recovery may be structured to hold PacifiCorp to the cost and benefit  
5           projections in its analysis.”<sup>125</sup>

6           1. Staff recommends the Commission require a signed affidavit from  
7           PacifiCorp’s (or Pacific Power’s or Rocky Mountain Power’s) Chief  
8           Executive Officer attesting to each wind repowering project in this  
9           proceeding having been placed in service and in commercial operation  
10          on or prior to its respective rate effective date. Staff has recommended  
11          similar requirements in previous proceedings,<sup>126</sup> and doing so in this  
12          context seems warranted. If a project associated with the October 1 rate-  
13          effective date is not in-service on or prior to October 1, Staff proposes  
14          that the project could receive cost-recovery with the December 1 rate-  
15          effective date if it is in service and an attestation is filed prior to that time.  
16          For any project not in service prior to the December 1, 2019 rate-  
17          effective date, cost-recovery must occur in a future general rate case or  
18          RAC proceeding.

19          2. Staff recommends the dollar benefits of each repowering project in this  
20          proceeding continue to be included in PacifiCorp’s annual TAM filing,  
21          with the benefits clearly and separately identified in each such filing.

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<sup>125</sup> Page 19 of Order No. 18-138 in Docket No. LC 67.

<sup>126</sup> See, e.g., page 5 of Appendix A to Order No. 13-474 in Docket No. UE 263.

1           3.    Because PacifiCorp proposed acquiring these resources on a basis  
2           other than of need, Staff recommends the Commission limit the dollar  
3           benefits of the repowering projects in this proceeding in such a way that  
4           PTC benefits, net of any applicable Wyoming wind tax (net PTC  
5           benefits), included in a TAM filing be no less than the net PTC benefits  
6           included in the Company's economic analyses supporting these wind  
7           repowering projects. In other words, Staff recommends the  
8           Commission—in order to protect ratepayers and in the context of the  
9           annual TAM filings—impute values of net PTC benefits that are no less  
10          than the Company included in its analyses.

11          Given the variation in actual net PTC benefits likely to be realized year-  
12          to-year, Staff recommends this be evaluated annually in the TAM  
13          proceeding and on a cumulative basis. Staff recommends this  
14          mechanism be implemented beginning with (forecasted) net PTC  
15          benefits for 2020 (in the 2020 TAM filing) and continuing through the  
16          2029 TAM filing, or through the last year for which PacifiCorp will realize  
17          PTC as a result of the Company's wind repowering projects in this  
18          proceeding, whichever year is later.

19          For purposes of ratemaking in PacifiCorp's annual Power Cost  
20          Adjustment Mechanism (PCAM) proceedings, the benefits of the wind  
21          repowering projects in this proceeding will not be subject to any  
22          deadband, sharing, or earnings test restrictions.

1     **Q. Please provide an example of how Staff's proposed third condition**  
2     **would work.**

3     A. As an example of how Staff envisions this working, in the context of a  
4     hypothetical 2025 TAM filing, the sum of actual net PTC benefits realized in  
5     2020, 2020<sup>1</sup>, 2022, and 2023 plus the forecasted amounts for 2024 (in the  
6     2024 TAM filing) and for 2025 (in the 2025 TAM filing) are compared with the  
7     cumulative net PTC benefits over the 2020 – 2025 (inclusive) timeframe from  
8     a specific PacifiCorp economic analysis described in the Company's Docket  
9     No. UE 352 filing (UE 352 net PTC benefits). If the cumulative actual plus  
10    forecasted net PTC benefits are less than the cumulative UE 352 net PTC  
11    benefits, as assessed for the hypothetical 2025 TAM filing, the 2025 TAM  
12    results are to include the 2025 UE 352 net PTC benefits for purposes of  
13    ratemaking. Should the inverse hold, where the cumulative actual plus  
14    forecasted net PTC benefits are greater than the cumulative UE 352 net PTC  
15    benefits, the 2025 TAM would operate as usual; i.e., the relevant 2025 TAM  
16    net PTC benefits are those forecasted for 2025.

17    Staff is willing to work with the Company and other Parties to this proceeding  
18    to identify a consensus economic analysis and specific set of annual net PTC  
19    benefit (as in the SO or one of the two PaR results, or some combination  
20    thereof) for Commission approval as the comparative metric to be used.

**ISSUE 3, REVENUE REQUIREMENT**

1  
2 **Q. What is the annual revenue requirement PacifiCorp requested to be in**  
3 **the Company's Schedule 202 (RAC) rates?**

4 A. PacifiCorp's filing included two annual revenue requirement values, with the  
5 first having an October 1, 2019 rate effective date with a requested annual  
6 revenue requirement of \$16.0 million and the second having a December 1,  
7 2019 rate effective date with a requested annual revenue requirement of  
8 \$20.8 million. The two annual revenue requirement values and rate effective  
9 dates result from two sets of WTG repowering projects the Company  
10 estimates will be completed by two different dates.<sup>127</sup> The total RAC  
11 annualized revenue requirement as of the December 1, 2019, second rate  
12 effective date is the sum of the two values, or \$36.8 million.

13 **Q. Which repowering projects pertain to each rate effective date?**

14 A. The repowering projects having an expected completion date prior to and rate  
15 effective date of October 1, 2019 include Leaning Juniper, Seven Mile Hill I,  
16 Seven Mile Hill II, and Glenrock I. The December 1, 2019 rate effective date  
17 pertains to the Goodnoe Hills, High Plains, McFadden Ridge, Marengo I, and  
18 Marengo II repowering projects.<sup>128</sup>

19 **Q. What inter-jurisdiction factors did PacifiCorp use to allocate costs to**  
20 **Oregon?**

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<sup>127</sup> See, e.g., Exhibit PAC/400 McDougal/3.

<sup>128</sup> Ibid.

1 A. PacifiCorp used its system generation (SG) factor to allocate all costs other  
2 than property taxes, franchise taxes, bad debt expense, resource supplier tax,  
3 and the PUC fee. Costs allocated using the SG factor represent over  
4 90 percent of the requested annual revenue requirement. The Company  
5 allocated property tax using its Gross Plant System (GPS) factor and costs  
6 other than those allocated using the SG or GPS are treated as Oregon-  
7 specific.

8 The SG factor PacifiCorp used in its RAC filing has the same value as the SG  
9 factor used in its 2019 TAM filing.<sup>129</sup>

10 **Q. Did PacifiCorp update the two annual revenue requirement values**  
11 **subsequent to the initial filing?**

12 A. Yes. Staff identified an error in a worksheet PacifiCorp submitted with its  
13 initial filing that included the Company's calculation of its pretax rate of return  
14 (ROR). Staff submitted its Data Request 25 on March 6<sup>th</sup> related to this error  
15 and PacifiCorp submitted corrected versions of the exhibits and work papers  
16 impacted by the error as an errata filing on March 7<sup>th</sup>.<sup>130</sup>

17 **Q. How did PacifiCorp's correction change the revenue requirement**  
18 **values?**

19 A. The correction reduced the pretax ROR from 11.426 rate percent in the  
20 original filing<sup>131</sup> to the 9.244 percent rate calculated by Staff. This reduced the

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<sup>129</sup> See, e.g., Exhibit Staff/100 Gibbens/20 in Docket No. UE 339.

<sup>130</sup> See also PacifiCorp's response to Staff Data Request 25.

<sup>131</sup> Exhibit PAC/404 McDougal/1.



1 value of annual revenue requirement on an Oregon-allocated basis  
2 associated with the October 1, 2019 rate effective date to \$14.0 million and  
3 the value on an Oregon-allocated basis associated with the December 1,  
4 2019 rate effective date to \$18.2 million; i.e., the total RAC annualized  
5 revenue requirement, using rounded values and on an Oregon-allocated  
6 basis, was reduced by \$4.5 million to \$32.2 million.<sup>132</sup>

7 **Q. Your Issue 2 discussion above includes an estimated wind**  
8 **repowering benefit included in the 2019 TAM of \$7.7 million and**  
9 **PacifiCorp is requesting \$32.2 million in annualized revenue**  
10 **requirement. How do these values relate to Figure 3 (above), which**  
11 **did not include a higher annual revenue requirement—wind**  
12 **repowering costs exceed benefits—versus the status quo as a result**  
13 **of the wind repowering projects until at least 2029?**

14 A. This results from the two values applying to two different timeframes. The  
15 \$32.2 million is a 12-month “run-rate” amount; i.e., the annualized revenue  
16 requirement after both the October and the December RAC rates are in  
17 effect. The monthly equivalent of the annual revenue requirement effective on  
18 October 1—for three months—plus the monthly equivalent of the annual  
19 revenue requirement effective on December 1<sup>st</sup>—for one month— is  
20 \$5.0 million. Staff considers this later value, when compared with the  
21 \$7.7 million in wind repowering benefits in the 2019 TAM, adequately

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<sup>132</sup> Corrected Exhibit PAC/401.

1 validates the general result depicted in Figure 3 for calendar 2019; i.e., that  
2 wind repowering benefits exceed costs. Staff does note, however, that the  
3 \$7.7 million in wind repowering benefits in the 2019 TAM assumed in-service  
4 dates for individual wind repowering projects that are different than PacifiCorp  
5 assumes in their RAC filing.<sup>133</sup>

6 **Q. What are the total gross plant additions proposed by PacifiCorp in**  
7 **this proceeding and how are these amounts calculated?**

8 A. The Company is proposing the following capital investments<sup>134</sup> to be included  
9 in customer rates:

- 10 • RAC Effective Date October 1, 2019 - \$358.157 million dollars
- 11 • RAC Effective Date December 1, 2019 - \$469.155 million dollars

12 PacifiCorp used a 13 month average of projected plant balances in  
13 calculating these amounts, covering September 2019 through September  
14 2020 for the October 1 rate effective date and November 2019 through  
15 November 2020 for the December 1 rate effective date.

16 **Q. Are capital additions embedded within the 13 month average for the**  
17 **October 1 rate effective date?**

18 A. Yes. PacifiCorp projects an average monthly plant balance of \$358.060  
19 million from September 2019 through June 2020 escalating to \$358.483  
20 million from July 2020 through September 2020.

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<sup>133</sup> See; e.g., the in-service dates in Confidential Exhibit PAC/204 Hemstreet/1 versus those in Table 2 of Exhibit AWEC/100 Mullins/8 in Docket No. UE 339.

<sup>134</sup> Corrected Exhibit PAC/401.

1 **Q. Are capital additions embedded in the 13 month average for the**  
2 **December 1 rate effective date?**

3 A. Yes, the Company is projecting an average monthly plant balance of  
4 \$468.772 million from November 2019 through June 2020 escalating to  
5 \$469.768 million from July 2020 through November 2020.

6 **Q. Did Staff inquire regarding the nature of the projected increases in**  
7 **July 2020 and the Company's rationale for including them in the**  
8 **13 month average?**

9 A. PacifiCorp's response to Staff Data Request 25e stated that "[t]hese capital  
10 amounts included in July 2020 are for projected on-going capital additions  
11 associated with operation of the repowered wind projects."

12 PacifiCorp's response to Staff Data Request 25f stated that:

13 "The company included these capital additions in rate base as part of  
14 an overall approach to reflect the average monthly net rate base  
15 during the twelve month test period. Including capital additions in rate  
16 base while concurrently reducing rate base each month by increasing  
17 amounts of accumulated depreciation deductions and calculating a  
18 13-month average rate base is a balanced approach to determining  
19 the average investment that a rate of return should be applied to."

20 **Q. What does Staff recommend regarding the July 2020 additions to**  
21 **gross plant?**

22 A. Staff finds that these costs must be removed and rates resulting from the  
23 revised investment levels must be revised, as these investments will not be

1 used and useful as of the rate-effective date. Staff recommends Commission  
2 approval of gross plant in the amount of \$358.060 million and  
3 \$468.772 million for the October 1, 2019 and December 1, 2019 rate effective  
4 dates, respectively.

5 **Q. What impacts do these two adjustments to rate base have on annual**  
6 **revenue requirement?**

7 A. The annual revenue requirement on an Oregon-allocated basis associated  
8 with the October 1, 2019 rate effective date is reduced by \$3 thousand and  
9 the annual revenue requirement associated with the December 1, 2019 rate  
10 effective date is reduced by \$11 thousand.

11 **Q. You cite, in your discussion of Issue 2, PacifiCorp's stated**  
12 **assumption that its economic analysis of wind repowering assumes**  
13 **"...PacifiCorp will fully recover the unrecovered investment in the**  
14 **original equipment on existing wind resources and earn its authorized**  
15 **rate of return on the unrecovered balance over the remainder of the**  
16 **original 30-year depreciable life of each repowered wind facility."**<sup>135</sup>

17 **What is the dollar value of the unrecovered investment?**

18 A. Per PacifiCorp's confidential response to Staff Data Request 22 part e, the  
19 dollar value of the unrecovered investment is approximately **[Begin**  
20 **Confidential]** [REDACTED] **[End Confidential]** on a system basis as of  
21 December 31, 2017. Staff's estimate of the amount in PacifiCorp's rate base

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<sup>135</sup> Page 14 of the July 28, 2017 Update in Docket No. LC 67. See also Exhibit PAC/300 Link/16 -- 17. Staff discusses this in the discussion of Issue 3, Revenue Requirement.

1 reflecting the June 1, 2014 rate effective date of the Company's last general  
2 rate case (i.e., the amount in current rates)<sup>136</sup> is approximately **[Begin**  
3 **Confidential]** [REDACTED] **[End Confidential]** on a system basis, with  
4 approximately **[Begin Confidential]** [REDACTED] **[End Confidential]**  
5 associated with the repowered wind resources having an October 1, 2019  
6 rate effective date and approximately **[Begin Confidential]** [REDACTED] **[End**  
7 **Confidential]** associated with the repowered wind resources having a  
8 December 1, 2019 rate effective date.

9 Allocating these values using the system generation (SG) factor used in  
10 PacifiCorp's last general rate case<sup>137</sup> results in values of approximately  
11 **[Begin Confidential]** [REDACTED] **[End Confidential]** and **[Begin**  
12 **Confidential]** [REDACTED] **[End Confidential]**, respectively, on an Oregon-  
13 allocated basis.

14 **Q. Does Staff recommend a revenue requirement adjustment related to the**  
15 **“unrecovered balance” in the replaced equipment?**

16 A. Yes. Staff recommends PacifiCorp's rates in Schedule 202 reflect the removal  
17 of return on plant that is no longer in service because it has been removed as  
18 part of the repowering project. Although Staff understands that this  
19 proceeding is not intended to true-up PacifiCorp's rate base, Staff finds that  
20 requiring ratepayers to pay both the return of and the return on removed plant

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<sup>136</sup> Docket No. UE 263.

<sup>137</sup> Page 10.2 of Exhibit PAC/1002 in Docket No. UE 263.

1 to be unfair, simply because PacifiCorp's request for rate recovery is  
2 occurring in the RAC and not a general rate case.

3 Staff recommends the Commission adjust the revenue requirement in this  
4 proceeding downward to offset the amount of annual revenue requirement  
5 associated with PacifiCorp's return on the removed equipment that is in  
6 current base rates. Staff estimates this as approximately **[Begin**  
7 **Confidential]** ██████████ **[End Confidential]** in annual revenue  
8 requirement associated with the repowered wind resources having an  
9 October 1, 2019 rate effective date and approximately **[Begin Confidential]**  
10 ██████████ **[End Confidential]** in annual revenue requirement  
11 associated with the repowered wind resources having a December 1, 2019  
12 rate effective date.

13 **Q. What does the depreciation expense component of the requested**  
14 **revenue requirement in this filing represent?**

15 A. PacifiCorp states in testimony that the depreciation expense shown in Exhibit  
16 PAC/401 represents the increased depreciation expense associated with the  
17 incremental capital investment placed in service due to repowering."<sup>138</sup>

18 **Q. What depreciation rates did PacifiCorp say the Company used to**  
19 **calculate depreciation expense in its RAC filing?**

20 A. PacifiCorp asserted that "[t]he depreciation expense included in the RAC has  
21 been calculated using currently approved depreciation rates."<sup>139</sup>

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<sup>138</sup> Exhibit PAC/400 McDougal/6.

<sup>139</sup> Exhibit PAC/400 McDougal/7.

1 **Q. Did PacifiCorp use the currently approved depreciation rates; i.e., those**  
2 **approved in Order No. 13-347 in Docket No. UM 1647?**

3 A. No. PacifiCorp did not use approved depreciation rates that were derived from  
4 the survivor curve-projection life and net salvage rates by FERC accounts.

5 The Company's revised response to Staff Data Request 1 stated that:

6 "The method for calculating depreciation in this proceeding, docket  
7 UE 352, was not based on a depreciation study approach that  
8 included the items described above. Because these are new  
9 projects the depreciation for wind turbine repowering was calculated  
10 for each project as described below:

11 (a) The initial capital cost of repowering plus estimated 2049  
12 removal costs of \$30,000 per wind turbine generator (WTG) in  
13 2018 dollars (2018\$), is depreciated straight-line over the  
14 30-year useful life of wind facilities from the date of repowering.

15 (b) On-going capital additions are depreciated straight-line over the  
16 remainder of the original 30-year useful life of wind facilities from  
17 the date of repowering.<sup>140</sup>

18 (c) Depreciation associated with pre-repowering investments is not  
19 included."<sup>141</sup>

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<sup>140</sup> See the discussion of the "on-going capital additions" below, with respect to rate effective dates of October 1, 2019 and December 1, 2019.

<sup>141</sup> See Exhibit Staff/102.

1 **Q. Does Staff concur with the use of the values PacifiCorp included in its**  
2 **revised response to Staff Data Request 1 for purposes of this filing?**

3 A. Staff concurs with PacifiCorp's use of a 30-year depreciable life for purposes  
4 of calculating revenue requirement in this proceeding. Staff continues to  
5 investigate the potential implications of PacifiCorp's statement that the  
6 "...estimated 2049 removal costs of \$30,000 per wind turbine generator  
7 (WTG)..." are stated in 2018 dollars.

8 **Q. What additional information did PacifiCorp provide in Corrected**  
9 **Exhibits PAC/401 McDougal/1, PAC/402 McDougal/1-2, and PAC/403**  
10 **McDougal/1 – 2?**

11 A. PacifiCorp included a footnote in each of these exhibits: "[a]s stated in  
12 testimony, actual depreciation expense will be adjusted by the impact of the  
13 retired assets until the next depreciation study." Staff searched the  
14 Company's filing using key words "actual depreciation" and the only locations  
15 where this term appears is apparently in the specified exhibits. This is also  
16 true for the term "retired assets."

17 **Q. Does the depreciation expense in the revenue requirement requested in**  
18 **this filing reflect any adjustment for the equipment replaced in the**  
19 **repowering projects?**

20 A. It does not per PacifiCorp, as the Company says that "[t]he asset value of the  
21 replaced wind plant is addressed in the 2018 Depreciation Study filed in



1 docket UM 1968.”<sup>142</sup> PacifiCorp’s February 2018 economic analysis assumes  
2 the Company “will fully recover the unrecovered investment in the original  
3 equipment and earn its authorized rate of return on the unrecovered balance  
4 over the 30-year depreciable life of each repowered facility.”<sup>143</sup>

5 **Q. Do you propose any other adjustment to PacifiCorp’s requested**  
6 **revenue requirement related to depreciation expense or reserves?**

7 A. Not at this time. PacifiCorp filed a depreciation study on September 13, 2018  
8 in Docket No. UM 1968. The Company’s motion to hold the depreciation  
9 proceeding in abeyance and to suspend its initial procedural schedule, with  
10 Staff supporting the motion, was granted on February 15, 2019.

11 **Q. Do you propose any other adjustment to PacifiCorp’s requested**  
12 **revenue requirement?**

13 A. Staff notes that the Company has assumed no salvage value for the removed  
14 equipment.<sup>144</sup> Staff recommends the annual revenue requirement in this  
15 proceeding be reduced to offset that associated with the ongoing net salvage  
16 accrual in current rates for the equipment removed as a result of the  
17 repowering projects. To not include such an offset in rates resulting from this  
18 proceeding means that PacifiCorp will continue accruing a net salvage value  
19 for equipment that—as of the effective dates if not sooner—is no longer in  
20 service and has already been “removed.”

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<sup>142</sup> Exhibit PAC/400 McDougal/7.

<sup>143</sup> Exhibit PAC/300 Link/16 – 17.

<sup>144</sup> Exhibit PAC/200 Hemstreet/27.

1 Staff estimates the amounts of the (negative) offset to the annual revenue  
2 requirements resulting from this proceeding as approximately **[Begin**  
3 **Confidential]** [REDACTED] **[End Confidential]** associated with the  
4 repowered wind resources having an October 1, 2019 rate effective date and  
5 approximately **[Begin Confidential]** [REDACTED] **[End Confidential]**  
6 associated with the repowered wind resources having a December 1, 2019  
7 rate effective date. As with other aspects of the current RAC revenue  
8 requirement, this will presumably be accounted for in PacifiCorp's next  
9 general rate case and the related depreciation study in Docket No. UM 1968.

10 Table 9 identifies each proposed Staff adjustment to annual revenue  
11 requirement and its value for each of the two rate effective dates.

12 Table 9 shows PacifiCorp's requested annual revenue requirement values,  
13 Staff's recommended adjustments, and Staff's recommended annual revenue  
14 requirement values.

15 **Q. Do you have a recommendation regarding PacifiCorp's proposed**  
16 **housekeeping edits to Schedule 202?**

17 **A.** Staff recommends the Commission approve PacifiCorp's proposed  
18 housekeeping edits to Schedule 202, to remove the reference to SB 408 due  
19 to that legislation being superseded by SB 967 in 2011.

1

[Begin Confidential]

2

**Table 9: Staff Adjustments to Annual Revenue Requirement**

3

(\$Thousands)

	October 1, 2019 Effective Date	December 1, 2019 Effective Date
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]		
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]
[REDACTED]	[REDACTED]	[REDACTED]

4

[End Confidential]

5

<sup>145</sup> These values reflect those included in PacifiCorp's errata filing of March 7, 2019.

<sup>146</sup> The "Correct PUC Fee Omitted" Staff adjustments are to correct a formula error in Corrected Exhibit PAC/401, which omitted the PUC Fee amounts in the total annual revenue requirement calculations. These "adjustments" in Table 9 are otherwise not discussed in Staff's testimony.

1

**ISSUE 4, RATE SPREAD AND RATE DESIGN**

2

**Q. Did you verify PacifiCorp's calculations regarding rate spread and rate design.**

3

4

5

A. Staff replicated PacifiCorp's calculation results in Exhibit PAC/501, which provided the rates in the revised Schedule 202 (Renewable Adjustment Clause) having an effective date of October 1, 2019.

6

7

8

**Q. Did PacifiCorp appropriately develop the rate spread between customer types and correctly calculate per kWh rates?**

9

10

A. Yes, subject to Staff completing its assessment of PacifiCorp's claim that direct access customers receive the same RAC benefits as do the cost-of-service industrial customers, and should pay the same per kWh RAC rates as a result.<sup>147</sup> Staff will be in a better position to make this assessment after receipt of PacifiCorp's response to Staff data requests not received as of the date this filing was prepared.<sup>148</sup>

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**Q. What does Staff recommend regarding PacifiCorp's proposal to change the applicability of the RAC schedule to include direct access customers?**

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A. Staff recommends the Commission approve PacifiCorp's proposal to change the applicability of the RAC schedule to include direct access customers.

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<sup>147</sup> Exhibits PAC/100 Lockey/5 and PAC/500 Ridenour/3.

<sup>148</sup> Staff Data Requests 26 – 28, with an April 1, 2019 response due date.

**SUMMARY OF RECOMMENDATIONS**

Staff's testimony includes the following recommendations. Recommendations 1 – 3 are from the discussion regarding Issue 2, Wind Repowering Costs, Benefits, and Risk; recommendations 4 – 7 are from the discussion regarding Issue 3, Revenue Requirement; and recommendation 8 is from the discussion regarding Issue 4, Rate Spread and Rate Design.

1. Staff recommends the Commission require a signed affidavit from PacifiCorp's (or Pacific Power's or Rocky Mountain Power's) Chief Executive Officer attesting to each wind repowering project in this proceeding having been placed in service and in commercial operation on or prior to its respective rate effective date. Staff has recommended similar requirements in previous proceedings,<sup>149</sup> and doing so in this context seems warranted. If a project associated with the October 1 rate-effective date is not in-service on or prior to October 1, Staff proposes that the project could receive cost-recovery with the December 1 rate-effective date if it is in service and an attestation is filed prior to that time. For any project not in service prior to the December 1, 2019 rate-effective date, cost-recovery must occur in a future general rate case or RAC proceeding,

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<sup>149</sup> See, e.g., page 5 of Appendix A to Order No. 13-474 in Docket No. UE 263.

- 1           2. Staff recommends the dollar benefits of each repowering project in this  
2           proceeding continue to be included in PacifiCorp's annual TAM filing,  
3           with the benefits clearly and separately identified in each such filing.
- 4           3. Because PacifiCorp proposed acquiring these resources on a basis  
5           other than of need, Staff recommends the Commission limit the dollar  
6           benefits of the repowering projects in this proceeding in such a way that  
7           PTC benefits, net of any applicable Wyoming wind tax (net PTC  
8           benefits), included in a TAM filing be no less than the net PTC benefits  
9           included in the Company's economic analyses supporting these wind  
10          repowering projects. In other words, Staff recommends the  
11          Commission—in order to protect ratepayers and in the context of the  
12          annual TAM filings—impute values of net PTC benefits that are no less  
13          than the Company included in its analyses.
- 14          Given the variation in actual net PTC benefits likely to be realized year-  
15          to-year, Staff recommends this be evaluated annually in the TAM  
16          proceeding and on a cumulative basis. Staff recommends this  
17          mechanism be implemented beginning with (forecasted) net PTC  
18          benefits for 2020 (in the 2020 TAM filing) and continuing through the  
19          2029 TAM filing, or through the last year for which PacifiCorp will realize  
20          PTC as a result of the Company's wind repowering projects in this  
21          proceeding, whichever year is later.
- 22          For purposes of ratemaking in PacifiCorp's annual Power Cost  
23          Adjustment Mechanism (PCAM) proceedings, the benefits of the wind

1           repowering projects in this proceeding will not be subject to any  
2           deadband, sharing, or earnings test restrictions.

- 3           4. Staff recommends Commission approval of gross plant in the amount of  
4           \$358.060 million and \$468.772 million for the October 1, 2019 and  
5           December 1, 2019 rate effective dates, respectively, reflecting Staff's  
6           reductions for investments made subsequent to the rate effective date.
- 7           5. Staff recommends PacifiCorp's rates in Schedule 202 reflect the removal  
8           of return on plant that is no longer in service because it has been  
9           removed as part of the repowering project. Although Staff understands  
10          that this proceeding is not intended to true-up PacifiCorp's rate base,  
11          Staff finds that requiring ratepayers to pay both the return of and the  
12          return on removed plant to be unfair, simply because PacifiCorp's  
13          request for rate recovery is occurring in the RAC and not a general rate  
14          case.
- 15          6. Staff recommends the annual revenue requirement in this proceeding be  
16          reduced to offset that associated with the ongoing net salvage accrual in  
17          current rates for the equipment removed as a result of the repowering  
18          projects. To not include such an offset in rates resulting from this  
19          proceeding means that PacifiCorp will continue accruing a net salvage  
20          value for equipment that—as of the effective dates if not sooner—is no  
21          longer in service and has already been “removed.”

1           7. Staff recommends the Commission approve PacifiCorp's proposed  
2           housekeeping edits to Schedule 202, to remove the reference to SB 408  
3           due to that legislation being superseded by SB 967 in 2011.

4           8. Staff recommends the Commission approve PacifiCorp's proposal to  
5           change the applicability of the RAC schedule to include direct access  
6           customers.

7       **Q. Does this conclude your testimony?**

8       A. Yes.



CASE: UE 352  
WITNESS: STEVE STORM

**PUBLIC UTILITY COMMISSION  
OF  
OREGON**

**STAFF EXHIBIT 101**

**Witness Qualification Statement**

**April 2, 2019**

**WITNESS QUALIFICATION STATEMENT**

**NAME** Steve Storm

**EMPLOYER** Public Utility Commission of Oregon

**TITLE** Senior Economist

**ADDRESS** 201 High Street SE, Suite 100  
Salem, OR 97301

**EDUCATION** MBA; University of Oregon; Eugene, Oregon  
AB (Economics); Harvard University; Cambridge, Massachusetts

**EXPERIENCE** I have been recently employed by the Public Utility Commission of Oregon since October 2018 as a Senior Economist. I was previously employed by the Commission as a Senior Economist 2007-2008, as the Program Manager of the Economic and Policy Analysis section 2008-2012, and as an Economist 4 2012-2013. My responsibilities have included performing as well as leading a team of analysts performing economic and financial research and providing technical support on a wide range of policy issues involving electric, natural gas, and telecommunications utilities. I have testified before the Commission on policy and technical issues in multiple dockets.

I have over 35 years of professional experience performing and directing the performing of economic, financial, and other quantitative analysis.

I was employed by NW Natural as a Senior Economist in its IRP team 2013-2018, with responsibilities that included customer and industrial load forecasting; performing cost of service and related financial analysis on a variety of infrastructure projects and alternatives; and preparing quarterly economic information for executive communications.

I was a self-employed financial planner for eight years following an 18 year career in management positions responsible for pricing and cost analysis; financial analysis, planning and management; and strategic planning in the publishing and telecommunications industries. I managed the pricing and cost accounting functions for Pacific Northwest Bell's Directory department and its successor company, US WEST Direct, for five years. I managed the departmental budgeting and management reporting functions at US WEST Direct for three years and had seven years management experience in capital budgeting, financial analysis, and strategic planning functions at US WEST Communications. I managed the corporate financial planning, analysis, and management reporting functions for one year at Electric Lightwave.