

ORDER NO. 25-201

ENTERED May 28 2025

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

UM 1991(5)(6)

In the Matter of

PORTLAND GENERAL ELECTRIC  
COMPANY,

Application for Reauthorization to Defer  
Benefits or Costs Associated with Research  
and Development Tax Credits.

ORDER

**DISPOSITION: STAFF'S RECOMMENDATION ADOPTED**

At its public meeting on May 27, 2025, the Public Utility Commission of Oregon adopted Staff's recommendation in this matter. The Staff Report with the recommendation is attached as Appendix A.

BY THE COMMISSION:



**Alison Lackey**

Chief Administrative Law Judge



A party may request rehearing or reconsideration of this order under ORS 756.561. A request for rehearing or reconsideration must be filed with the Commission within 60 days of the date of service of this order. The request must comply with the requirements in OAR 860-001-0720. A copy of the request must also be served on each party to the proceedings as provided in OAR 860-001-0180(2). A party may appeal this order by filing a petition for review with the Circuit Court for Marion County in compliance with ORS 183.484.

ITEM NO. CA9

**PUBLIC UTILITY COMMISSION OF OREGON  
STAFF REPORT  
PUBLIC MEETING DATE: May 27, 2025**

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

**DATE:** May 13, 2025

**TO:** Public Utility Commission

**FROM:** Kathy Zarate

**THROUGH:** Scott Gibbens and Michelle Scala **SIGNED**

**SUBJECT:** PORTLAND GENERAL ELECTRIC:  
(Docket No. UM 1991(5) and (6))  
Company's Application for Deferral of Net Benefits or Costs Associated  
with PGE's R&D Income Tax Credits.

**STAFF RECOMMENDATION:**

Staff recommends that the Commission approve Portland General Electric Company's (PGE or Company) applications to defer costs and benefits associated with PGE's Research and Development (R&D) Income Tax Credit, one for the 12-month period beginning December 18, 2023 through December 17, 2024, and the second for the 12-month period beginning December 18, 2024 through December 17, 2025.

**DISCUSSION:**

Issue

Whether the Commission should authorize PGE's request to defer the benefits (Deferred Amount) associated with PGE's actual research and development income tax credits (R&D tax credits) and the costs of a consultant to perform the studies to determine the proposed R&D tax credits to claim on PGE's income tax returns.

Applicable Law

Under ORS 757.259, the Commission may authorize deferred accounting for later incorporation in rates upon a finding that amounts should be deferred in order to minimize the frequency of rate changes or the fluctuation of rate levels or to match appropriately the costs borne by and benefits received by ratepayers, the Commission

Docket No. UM 1991(5) and (6)  
May 13, 2025  
Page 2

may authorize deferred accounting treatment with interest of utility expenses and revenues.

OAR 860-027-0300 generally sets forth the Commission's application requirements for deferrals and amortization of deferred amounts.

In OAR 860-027-0300(3), the Commission has set forth the requirements for the contents of deferred accounting applications.

Applications for reauthorization must include an explanation of the entries in the deferred account to the date of the application for reauthorization and the reason for continuation of deferred accounting. OAR 860-027-0300(4). Notice of the application must be provided pursuant to OAR 860-027-0300(6). Unless subject to an automatic adjustment clause under ORS 757.210(1), amounts deferred are allowed in rates to the extent authorized by the Commission in a proceeding under ORS 757.210 to change rates and upon review of the utility's earnings at the time of application to amortize the deferral.

The Commission's final determination on deferred amounts allowable in the rates of the utility is subject to a finding by the Commission that the amount was prudently incurred by the utility. ORS 757.259(5).

### Analysis

#### *Background*

Commission Order No. 18-464 (Docket No. UE 335), adopted the third partial stipulation (dated September 6, 2018), which specified that PGE would hire a consultant to determine how much of PGE's costs qualify for the R&D tax credits.

The stipulation also specified that any net benefit resulting from the study would be refunded to customers and any net costs would be split evenly between PGE's customers and shareholders.

The R&D tax credit represents a federal<sup>1</sup> income tax incentive for the performance of qualified research within the U.S. to develop new or improved products, processes, or software.

The R&D tax credit is calculated as a percentage of qualified expenses determined by §41 of the Internal Revenue Code and by ORS 317.152. The R&D tax credit must be

---

<sup>1</sup> The Oregon R&D tax credit expired for tax years beginning after December 31, 2017.

Docket No. UM 1991(5) and (6)  
May 13, 2025  
Page 3

used before production tax credits (PTCs) such that the use of R&D tax credits could delay the use of PTCs, which could increase the PTC carryforward balance.

The last action by the Commission was to approve the UM 1991(4) deferral filing and issue Order No. 23-494 on December 23, 2023. The Company has two filings that have not yet been acted upon and are addressed by this memo; namely, UM 1991(5) that was filed by PGE on December 14, 2023, and UM 1991(6) that was filed on December 17, 2024.

*Description of Expenses*

The deferral will record the net benefits associated with PGE's actual R&D tax credits and the costs of a consultant to perform the studies to determine the proposed R&D tax credits to claim on PGE's income tax returns.

*Reason for Deferral*

Pursuant to ORS 757.259(2)(e), PGE seeks to continue deferred accounting treatment of the benefits and/or costs associated with each vintage of R&D tax credits.

Alongside that, and in order to determine the R&D tax credit for each vintage, PGE expects to incur costs to pay for a consultant who will help PGE determine the amount of R&D tax credit to claim.

*Proposed Accounting*

PGE proposes to continue to use two separate accounts for the applicable vintage. If the Deferred Amount is a credit (refund), PGE proposes to record it as a regulatory liability in FERC Account, 254 Other Regulatory Liability, with a debit to FERC Account 410.1 Provision for Deferred Income Taxes, Utility Operating Income and FERC Account 190 Accumulated Deferred Income Taxes.

If the Deferred Amount is a debit (collection), PGE proposes to record it as a regulatory asset in FERC Account 182.3, Other Regulatory Assets, with a credit to FERC Account 407.4 Regulatory credits.

*Estimate of Amounts*

The cost and benefits of the vintage for tax years 2024 and 2025 will not be determined until studies are completed for each of the tax years.

Table 1, below, lists the current vintages, the R&D tax credits, the adjustments to derive the net benefit available for customer refund, and the expected refund by year.

Docket No. UM 1991(5) and (6)  
May 13, 2025  
Page 4

**Table 1  
R&D Tax Credit Vintages**

(S in millions)	Tax Years	A R&D Tax Credits	B Reserve for Uncertain Tax Position	C Study Cost	D=A+B+C Net Amount Available for Refund or Collection	Net Benefit Refund Year	Final Refund / Collection Amount <sup>1</sup>	Final Refund / Collection Year <sup>1</sup>
<b>Vintage 1</b>	2016- 2017- 2018	\$5.34	(\$1.45)	(\$0.36)	\$3.54	2021	TBD	TBD
<b>Vintage 2</b>	2019	\$0.27	\$0	(\$0.01)	\$0.26	2021	TBD	TBD
<b>Vintage 3<sup>2</sup></b>	2020	\$1.55	(\$0.51)	(\$0.08)	\$0.96	2022	TBD	TBD
<b>Vintage 4<sup>3</sup></b>	2021	\$0.07	\$0	(\$0.01)	\$0.06	2023	TBD	TBD
<b>Vintage 5</b>	2022	\$2.00	(\$0.72)	(\$0.13)	\$1.16	2024	TBD	TBD
<b>Vintage 6</b>	2023	\$1.83	(\$0.73)	(\$0.19)	\$0.91	2025	TBD	TBD
<b>Vintage 7</b>	2024	TBD	TBD	TBD	TBD	2026	TBD	TBD

1) Post IRS audit or expiration of statute of limitations.

2) As a result of the 2022 R&D Study, an additional \$23,658.27 credit was identified for the 2020 tax year.

3) An approximately \$0.1M credit was identified on the 2021 tax return and deferred in 2023.

In addition, each year's net benefit or cost constitutes a vintage of R&D tax credits. Because of the on-going nature of determining each vintage of credits, plus refunding them and truing-up each vintage of R&D tax credits to final actual amounts, PGE proposes that this deferral continue to support an automatic adjustment clause.

#### *Information Related to Future Amortization*

- **Earnings Review** - The Deferred Amounts of the R&D tax credits are subject to an automatic adjustment clause rate schedule and are not subject to a mandatory earnings review under ORS 757.259.
- **Prudence Review** - A prudence review should be performed by the Commission Staff as part of the amortization and final adjustment filings.
- **Share Percentages** - All prudently incurred costs and benefits will be collected from or refunded to customers based on the following:
  - PGE's customers will receive a refund of 100 percent of the Deferred Amount, when it is a net benefit.
  - PGE's customers will receive a charge of 50 percent of the Deferred Amount when it is a net cost.
- **Rate Spread/Rate Design** - Any Deferred Amount will be allocated to each schedule using the applicable schedule's forecasted energy on the basis of an equal percent of revenues.
- **Three Percent Test (ORS 757.259(6))** - The amortization of the Deferred Amounts for each vintage associated with the R&D tax credits will be subject to the three percent test in accordance with the ORS 757.259(7) and (8), which

Docket No. UM 1991(5) and (6)  
May 13, 2025  
Page 5

limits aggregated deferral amortizations during a 12-month period to no more than three percent of the utility's gross revenues for the preceding year.

### Conclusion

Staff concludes that reauthorization of the deferral of costs and benefits for R&D tax credits complies with the requirements of ORS 757.259 and OAR 860-027-0300 and is consistent with Commission Order No. 18-464, approving the third partial stipulation.

Staff also agrees that the yearly amortization of net tax credits is appropriately accomplished through continued use of an automatic adjustment clause mechanism. The Company has reviewed this memo and agrees with its contents.

### **PROPOSED COMMISSION MOTION:**

Approve PGE's applications for reauthorization to defer costs and benefits associated with PGE's R&D Income Tax Credits for the 12-month period beginning December 18, 2023 through December 17, 2024, and the 12-month period beginning December 18, 2024 through December 17, 2025.