Witness OCS – 2D

# BEFORE THE PUBLIC SERVICE COMMISSION OF UTAH

In the Matter of the Application of Rocky Mountain Power for Authority to Increase	)	Docket No. 11-035-200
Its Retail Electric Utility Service Rates in	ý	Direct Revenue
Utah and for Approval of Its Proposed	)	Requirement Testimony
Electric Service Schedules and Electric	)	of Michele Beck
Service Regulations	)	For the Office of
-	)	Consumer Services

# REDACTED

# CONFIDENTIAL INFORMATION REDACTED

June 11, 2012

# 1 Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY?

A. I introduce the witnesses who provide revenue requirement testimony on
behalf of the Office of Consumer Services in this case and provide the
Office's overall revenue requirement recommendation based on our
analysis. I will also present the Office's policy recommendation regarding
Net Power Cost updates in future rate cases and testimony related to the
inclusion of costs associated with the Klamath Hydroelectric Settlement
Agreement (KHSA.)

# 9 Q. PLEASE IDENTIFY THE WITNESSES FOR THE OFFICE AND THEIR 10 GENERAL AREA OF TESTIMONY.

11 Α. In the revenue requirement phase of this docket the Office has three 12 witnesses, in addition to myself, who offer direct testimony. The first 13 witness is Daniel J. Lawton of the Lawton Law Firm. His direct testimony, 14 filed on May 31, 2012, presented the Office's recommended cost of capital 15 and return on equity for Rocky Mountain Power. Next is Donna Ramas, a 16 certified public accountant with the firm, Larkin & Associates, LLC. Ms. Ramas recommends a number of rate base and net operating income 17 18 Ms. Ramas also recommends (revenue requirement) adjustments. 19 modifications to the Company's lead/lag study and also raises concerns 20 with regards PacifiCorp's accounting for legal costs. Finally, Randall J. 21 Falkenberg, RFI Consulting, will identify and describe recommended 22 adjustments in the area of Rocky Mountain Power's net power costs, 23 including some recommendations regarding the NPC modeling. Each of

these witnesses will provide a description of their adjustments, the
reasons for the adjustments and the dollar impact. Ms. Ramas provides
the results of running all of the Office's recommended adjustments
through Rocky Mountain Power's jurisdictional allocation model.

28 Q. BASED ON THE OFFICE'S ANALYSIS OF ROCKY MOUNTAIN 29 POWER'S FILING, WHAT IS THE OFFICE'S RECOMMENDED 30 CHANGE TO THE CURRENT LEVEL OF UTAH REVENUE 31 REQUIREMENT?

A. Rocky Mountain Power has requested an increase in revenue requirement
 of \$172,267,339. Based on our analysis the Office recommends an
 increase in the current level of Utah revenue requirement of \$73,405,760.

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36 NPC Updates

# 37 Q. YOU INDICATED THAT YOU WILL ALSO OFFER A POLICY 38 RECOMMENDATIONS RELATED TO NPC UPDATES IN FUTURE 39 RATE CASES. WHAT IS THE OFFICE'S RECOMMENDATION?

# A. In this docket the Company was allowed to update its net power costs on a date certain and with a limited number of issues. The Office does not view this as an approval to allow NPC updates in future rate cases. As a matter of policy the Office recommends that if net power cost updates are permitted they should be subject to the following process and limitations:

- Limited to a one-time update during the case approximately mid-way
  between the Company's initial filing and intervenors filing of direct
  testimony.
- Parties should be allowed to address updates in direct and rebuttal
  testimony, as was the case in this docket.
- The scope of updates should be limited to items that are readily
  verifiable.
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53 The Office has previously expressed its general concern related to 54 updates, which relates to the symmetry of adjustments. The Company 55 controls the information related to the case. If they are allowed to update without limitation there is a significant potential for asymmetrical 56 57 information being provided. Adjustments or updates that favor the 58 Company may have countervailing adjustments but unless the Company 59 provides that information as well there may not be time for parties to 60 determine appropriate offsets. Therefore, the Office recommends limits to 61 the scope and timing of any updates the Commission may allow in future 62 cases, as outlined above. Mr. Falkenberg further discusses NPC updates 63 in his testimony.

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In general, the Office recommends that allowed updates should be limited
to items such as: changes in third-party contracts for fuel, power and
transmission services. The Company should also be required to correct

68 filing errors it has identified and those identified by other parties. Types of 69 updates that should not be allowed include: index-related changes for third 70 party coal contracts; time frames, methodologies or assumptions relied 71 upon in developing NPC inputs, escalation rates or inflation rates (that are 72 not specified by contract). Without limiting the type of updates allowed the 73 extent of the information parties would have to investigate could be 74 overwhelming and significantly compromise parties' ability to effectively 75 present their case.

76 Q. DOES THE OFFICE HAVE A POSITION REGARDING UPDATING THE 77 COMPANY'S OFFICIAL FORWARD PRICE CURVE (OFPC)?

78 A. Yes. The Office generally opposes allowing updates of the forward price79 curve.

# 80Q.ARE THERE SPECIFIC PROBLEMS RELATED TO AN UPDATE OF81THE OFPC?

82 Α. Yes. Although Mr. Falkenberg identifies a number of issues related to 83 updating the OFPC I will discuss only one issue, which is how parties 84 obtain information related to the Company's OFPC. The Company 85 designates the workpapers and spreadsheets related to its forward price 86 curves as Highly Confidential and requires that parties review them "on site" (rather than the Company providing the documents under the 87 88 Commission's confidentiality rule.) Clearly, trying to establish the validity 89 of an updated OFPC in the middle of the case with limited analytical time 90 remaining would create a disadvantage for parties.

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92 The Office notes that in recent rate cases the Company has simply 93 designated the OFPC (and other) documents as Highly Confidential, 94 rather than requesting specific treatment from the Commission. The 95 Office recommends that if, in future cases, the Commission allows an 96 update to the OFPC it require the Company to provide all underlying 97 workpapers and documents with the update filing under the existing 98 confidentiality rule rather than requiring an additional in-person site visit 99 from each intervenor.

- 100
- 101 KHSA-Related Costs and Issues

102Q.HAVE YOU PREVIOUSLY TESTIFIED ON THE ISSUES ASSOCIATED103WITH THE KLAMATH HYDRO-ELECTRIC FACILITIES AND THE104KHSA?

105 A. Yes. I provided direct, rebuttal, and sur-rebuttal testimony on the issues in
106 the Company's previous general rate case, Docket No. 10-135-124.

107Q.WHAT WAS THE OUTCOME WITH RESPECT TO KLAMATH-108RELATED ISSUES IN THAT CASE?

A. Ultimately the parties to Docket 10-035-124 entered into a Stipulation to
resolve all of the revenue requirement issues. As detailed in paragraph 46
of the Settlement Stipulation, the parties agreed to remove any rate impact
associated with the Klamath facilities. It also indicated that parties were
free to take any position on the issues in subsequent cases.

# 114 Q. WHAT IS THE OFFICE'S GENERAL RESPONSE TO THE REQUEST 115 THAT COSTS ASSOCIATED WITH THE KHSA BE INCLUDED IN UTAH 116 RATES?

- 117 A. The Office's position is the same as was presented in Docket No. 10-035-
- 118 124, that Utah ratepayers should not bear these costs and in any event,
  119 they should not be considered in this general rate case for the following
  120 reasons:
- The costs relate to resolving Klamath basin regional interests and not the
   continued operation of a generating resource;
- The total costs are uncertain due to the many conditions in the agreement
  that have not been met; and
- Neither the KHSA nor its costs have received a full regulatory scrutiny by
   this Commission that is required to approve the agreement and its
   associated costs.

# 128 Q. WHAT WILL THIS PORTION OF YOUR TESTIMONY ADDRESS?

A. First, I will summarize the KHSA related costs and why they are inappropriate to include in Utah rates. I will also address certain specific issues raised in Company Witness Andrea Kelly's testimony regarding the cost benefit analysis of the KHSA. Finally, I will address Ms. Kelly's assertion that there have been recent advancements toward the implementation of the KHSA.

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135	Q.	PLEASE DESCRIBE THE COSTS RELATED TO THE KLAMATH
136		HYDROELECTRIC SETTLEMENT AGREEMENT FOR WHICH ROCKY
137		MOUNTAIN POWER IS SEEKING RECOVERY IN THIS DOCKET?
138	Α.	There are three types of costs explicitly at issue within this docket (see
139		Kelly Direct lines 56 – 65 and McDougal Direct lines 828 – 833):
140		• Relicensing and settlement process costs, requested to be added
141		to rate base and begun amortization, as described in Ms. Kelly's
142		testimony in lines 456 to 498,
143		Accelerated depreciation of the Klamath dams and related facilities,
144		and
145		<ul> <li>Allocation of the KHSA dam removal surcharge.</li> </ul>
146		Additional costs associated with implementing the agreement, not
147		explicitly discussed by the Company in its description of the KHSA costs,
148		are also included in this case in the form of higher operation and
149		maintenance costs as well as additions to plant in service (described in
150		Office Witness Donna Ramas' Direct Testimony lines618 - 682.) It is
151		important to distinguish between ongoing operation and maintenance
152		costs for the Klamath hydroelectric resources and the extraordinary KHSA
153		related costs for a 13- year project, the last five to seven of which have
154		been devoted to satisfying the interests of Klamath River Basin regional
155		entities whose goal was the removal of the dams rather than the
156		relicensing of a generating facility.

# 157 Q. WHAT IS THE KLAMATH HYDROELECTRIC SETTLEMENT 158 AGREEMENT?

159 The KHSA establishes the terms by which the Klamath facilities are Α. 160 transferred to a Dam Removal Entity no sooner than 2020. It includes 161 several conditions that must be met prior to such transfer as well as 162 specific provisions for operating the facilities in the interim. Ms. Kelly 163 indicated that the Company submitted its application for relicense in 164 February 2004 and began settlement discussions with stakeholders in 165 October 2004. (Kelly Direct lines 287-288 and 366-367.) Relicensing and 166 settlement costs were expended at first to re-license Klamath River 167 hydroelectric dams in Oregon and California. However, a review of the 168 issues clearly indicates that the focus shifted toward dam removal. For 169 example in Order 10-364, September 16, 2010, the Oregon Utility

170 Commission noted on page 3:

171 Pacific Power initiated settlement discussions in October 2004 with 172 stakeholders and held settlement meetings in 2005 and 2006. During 173 settlement discussions, representatives of the federal government 174 and the states of Oregon and California expressed strong 175 preferences for removing the dams. As a result of these settlement 176 meetings, on November 13, 2008, Pacific Power, the states of Oregon and 177 California and the United States Department of Interior (DOI) entered into 178 the Klamath Agreement in Principle (AIP). The AIP provided a framework 179 to decommission and remove the four mainstem hydroelectric dams in the 180 Project: J.C. Boyle, Copco No. 1, Copco No. 2 and Iron Gate (the Klamath 181 dams).<sup>1</sup> (Emphasis added.)

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<sup>&</sup>lt;sup>1</sup> Footnote references to PacifiCorp testimony are omitted.

183Q.FROM WHAT SOURCE DO YOU DRAW YOUR CONCLUSION184THAT THE KHSA AND THE KHSA COSTS THAT WOULD BE185INCLUDED IN UTAH RATES ARE INTENDED TO SERVE REGIONAL186INTERESTS?

187 I rely on the KHSA itself in Section 1.1 Recitals. This source Α. 188 indicates that the discussions and negotiations, the technical studies and 189 analysis, and the expenditures and financial commitments by PacifiCorp, 190 Oregon and California are intended to resolve long-standing and 191 contentious disputes over resources in the Klamath River Basin, to the 192 benefit of the interests of Indian tribes, environmental organizations, 193 fishermen, water users and local communities. A review of the signatories 194 to the KHSA clearly indicates whose interests were represented. I have 195 attached a list of signatories taken directly out of the KHSA as Exhibit 196 OCS 2.1D.

197Q.MS. KELLY INDICATES THAT THE INCORPORATED CORE198PRINCIPLES RESULTED IN A FAIR AND BALANCED OUTCOME TO199CUSTOMERS AND OTHER STAKEHOLDERS (SEE KELLY DIRECT200LINES 587-588.) WHAT IS YOUR RESPONSE?

201 In the Office's opinion placing all costs on ratepayers and any costs 202 on Utah ratepayers who were not a participant to the negotiations is not a 203 "fair and balanced" outcome.

# 204 Q. THE COMPANY ASSERTS THAT THE KHSA IS COST EFFECTIVE 205 COMPARED TO A RELICENSING SCENARIO. WHAT IS YOUR 206 RESPONSE?

A. Ms. Kelly provides a Present Value Revenue Requirement (PVRR)
analysis of the costs associated with the KHSA and replacement power
compared to costs that would be incurred if the project were relicensed.
This analysis shows the KHSA alternative to be

211 I have several concerns about this analysis. First, the 212 cost differences are deminimus. Third, the Company's analysis relies on a 213 large number of assumptions, some of which may not prove out over time. 214 Third, the Company has a responsibility to plan toward a least cost 215 standard considering risk. This does not mean that any option slightly less 216 costly than the alternative against which it is measured is automatically 217 acceptable. The actual resource choices and all associated costs must be 218 reviewed and scrutinized. The analysis cannot end when it is determined 219 to be less costly than one alternative. Finally, each cost incorporated in 220 anv resource analysis must be reviewed for prudence and 221 appropriateness before included in rates. Inappropriate costs cannot be 222 charged to ratepayers simply because the total remains less than an 223 alternative.

# 224 Q. IN GENERAL, HOW IS PACIFICORP FUNDING ITS OBLIGATION 225 UNDER THE KHSA?

226 Α. As described in PacifiCorp's March 31, 2012 SEC Form10 Q, PacifiCorp's 227 contribution to dam removal is capped at \$200 million, "of which up to 228 \$184 million would be collected from PacifiCorp's Oregon customers with 229 the remainder to be collected from PacifiCorp's California customers." 230 The State of California must also contribute an additional \$250 million for 231 dam removal costs expected to be raised through a California bond 232 measure or other appropriate State of California financing mechanism. 233 However, the Company is again seeking to recover a share of these costs 234 from Utah ratepayers.

Q. MS. KELLY INDICATES THAT IT WOULD BE A DEPARTURE FROM
 STANDARD RATE DESIGN TO CONSIDER WHETHER INDIVIDUAL
 RATE ELEMENTS HAVE BEEN OVER OR UNDER-RECOVERED.
 (KELLY DIRECT 138-144) WHAT IS YOUR RESPONSE?

239 Α. This argument misses the essence of the Klamath issue. California and 240 Oregon (at the direction of its legislature) have considered the KHSA in 241 separate, dedicated regulatory proceedings and determined it to be just 242 and reasonable for them to pay, in full, the costs associated with this 243 agreement. We do not dispute that such an outcome may be appropriate 244 and reasonable for California and Oregon since the agreement in many 245 respects reflects a political compromise incorporating many complex 246 issues and positions relevant to regional interests. It would not be 247 appropriate or reasonable for Utah to pay any share of these costs. Т 248 would also note that whether or not it is standard ratemaking treatment, it

249 is appropriate for the Utah Commission to consider whether the Company 250 is already receiving full recovery of its costs associated with KHSA before 251 determining whether Utah ratepayers should have any assigned to them.

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#### 253 ARE THERE OTHER CONCERNS WITH INCLUDING KHSA RELATED Q. 254 **COSTS IN THIS DOCKET?**

255 Yes. It is not clear whether any KHSA related costs should be Α. 256 properly included in any general rate case docket. The dam removal 257 surcharge in Oregon required authorization by the Oregon Legislature<sup>2</sup> 258 and required a separate Commission proceeding for authorization in 259 California. PacifiCorp has not requested from the Utah Commission, or 260 any Utah governmental entity, authority to enter into the KHSA or any 261 preceding agreement or expenditure that anticipated it, even though the 262 KHSA calls for transfer of ratepayer funds and title to generation 263 resources to a third party.<sup>3</sup> In fact, PacifiCorp proposes that Utah parties 264 and the Commission, in 240 days, fully analyze the rate impact of an 265 agreement that took the United States, Oregon, California, multiple tribal 266 nations, local governments and non-governmental organizations up to a 267 decade to study and design, and which is subject to certain pre-conditions. 268 PacifiCorp's development of plans to remove the dams and its agreement 269 to the implementation of the KHSA should be examined with the same

<sup>3</sup> The KHSA refers to this entity as the Dam Removal Entity (DRE), which has yet to be defined or created.

<sup>&</sup>lt;sup>2</sup> http://apps.puc.state.or.us/orders/2010ords/10-364.pdf.

- depth and rigor as one would examine a solicitation and acquisition underthe Energy Resource Procurement Act.
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Q. MS. KELLY STATES THAT REGULATORY AND LEGISLATIVE
 PROGRESS IS IMPLEMENTING AND ADVANCING THE KHSA.
 (KELLY PAGE 35-37). WHAT IS THE CURRENT STATUS OF THE
 AGREEMENT?

- A. As of the date of this testimony, there has been little if any progress
  toward satisfying the conditions to implementing the KHSA in three
  significant areas that are conditions for the KHSA to proceed:
- Action by the U.S. Department of the Interior to make a Secretarial
  Determination;
- Action by California to fund its obligation under the agreement; and
- Congressional legislation both approving and funding dam removal
   under the KHSA and restoration under the Klamath Basic
   Restoration Agreement.
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# 287 Q. WHAT IS THE STATUS OF THE SECRETARIAL DETERMINATION?

A. In a February 27, 2012, press release<sup>4</sup> (See Exhibit OCS 2.2D), Secretary
of the Interior Salazar gave notice that "Because Congress has not
enacted legislation necessary to authorize a Secretarial Determination

<sup>&</sup>lt;sup>4</sup> http://www.doi.gov/news/pressreleases/Salazar-Praises-Work-of-Klamath-Agreements-Parties.cfm

under the terms of the KHSA, there will not be a decision by March 31,
2012 on potential removal of the dams." The press release goes on to

indicate that:

- 294
- 295The KHSA stipulates that three key conditions must first be296met before a Secretarial Determination can be made:
- The Interior Department must conduct additional studies
   in order to provide a clear and accurate description of the
   costs, benefits, and liabilities associated with dam
   removal (expected to be released in final form this
   spring);
- Oregon and California must identify a source for
  financing their share of the dam removal costs (Oregon
  has done so, and it is expected that California will confirm
  details of its share very soon); and
  - Congress must authorize a Secretarial Determination (legislation was introduced last November, but there has been no further action).
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# 310 Q. WHAT IS THE PURPOSE OF THE SECRETARIAL DETERMINATION?

A. As described by KHSA Section 3.3, the Secretary is to determine "whether, in his judgment, Facilities Removal (i) will advance restoration of the salmonid fisheries of the Klamath Basin, and (ii) is in the public interest, which includes but is not limited to consideration of potential impacts on affected local communities and Tribes." In addition, "[a]s a part of developing the basis for the Secretarial Determination, the Secretary shall develop a Detailed Plan to implement Facilities Removal."

# 318 Q. WHAT ARE THE CONSEQUENCES TO THE KHSA OF THE 319 SECRETARY'S FEBRUARY 27, 2012 NOTIFICATION?

A. The best explanation of the consequences is from the KHSA<sup>5</sup> Section
3.3.4 and Section 3.3.5 (See Exhibit OCS 2.3D.) In summary, it appears
that in the absence of approved funding and a Secretarial Determination,
there is such uncertainty surrounding the KHSA that PacifiCorp's request
for recovery of KHSA costs is unsupported and unsupportable.

# 325 Q. WHAT ACTION HAS CALIFORNIA TAKEN TO FUND ITS OBLIGATION

# 326 UNDER THE KHSA?

327 Α. California intended to fund the state's portion of the dam removal costs as 328 part of a water bond measure that was to include many of the State's 329 needed water resource projects. Originally scheduled as a ballot measure 330 in November 2010, the request for voter approval was delayed until 331 November 2012. However, California legislative leadership considers the 332 bond as unlikely to pass and will likely delay the measure until November 333 2014. "Water bond is circling the drain", Los Angeles Times, April 30, 334 2012<sup>6</sup>. (See Exhibit OCS 2.4D). California Governor Jerry Brown 335 indicated support for a delay in January. "Jerry Brown says he'd support 336 delaying water bond", San Francisco Chronicle, January 20, 2012<sup>7</sup>. See 337 Exhibit OCS 2.5D)

<sup>&</sup>lt;sup>5</sup> The entire KHSA can be found at: <u>http://klamathrestoration.gov/sites/klamathrestoration.gov/files/Klamath-Agreements/Klamath-Hydroelectric-Settlement-Agreement-2-18-10signed.pdf</u>

<sup>&</sup>lt;sup>6</sup> <u>http://articles.latimes.com/print/2012/apr/30/local/la-me-cap-water-20120430</u>

<sup>&</sup>lt;sup>7</sup> <u>http://www.sfgate.com/cgi-in/article.cgi?f=/c/a/2012/01/19/BAAA1MRMM7.DTL</u>

# 338 Q. WHAT IS THE STATUS OF THE CONGRESSIONAL LEGISLATION TO 339 WHICH MS. KELLY REFERS?

340 She is correct that Senate 1851 and H.R. 3398 were introduced Α. 341 November 10, 2011. But, beyond the referral of S. 1851 to a committee, 342 no action has occurred and none is expected, and Ms. Kelly's anticipation 343 of early 2012 consideration is not correct. According to a Klamath Falls 344 Herald and News report<sup>8</sup> (see Exhibit OCS 2.6D) on March 6, 2012, 345 Oregon Senator Wyden stated that he is hopeful that he can schedule a 346 hearing for the bill in 2013, but that a more than \$500 million single project 347 authorization will be challenging. .

# 348 Q. WHAT IMPACT DOES CONGRESSIONAL LEGISLATION HAVE ON 349 THE KHSA?

350 A. Without Congressional approval and funding of both the KHSA and the351 Klamath Basin Restoration Agreement, both agreements terminate.

# 352 Q. ARE THERE OTHER EVENTS THAT CREATE UNCERTAINTY FOR 353 THE KHSA?

354 A. Yes. A May 25, 2012 petition asks FERC to resume jurisdiction over the
355 Klamath dams relicensing and either relicense the project under current
356 applicable law or decommission the project. The request is the Petition of

<sup>8</sup> http://www.klamathbucketbrigade.org/H&N's\_SenatorKBRAahardsell030712.htm

357 Hoopa Valley Tribe for Declaratory Order in FERC Project No. P-2082.<sup>9</sup> 358 With some of the same concerns that the Office raises, the Petition notes 359 has the KHSA that FERC not approved and that potential 360 decommissioning is expressly subject to the achievement of contingent 361 events that include, but are not limited to, the federal legislation, California 362 water bond and Secretarial Determination I referenced earlier in my 363 testimony. Because this filing came to the Office's attention only late last week, we have not analyzed its potential impact upon the KHSA and its 364 365 funding mechanism. However, the petition certainly questions the viability 366 of the KHSA.

# 367 Q. WHAT DO THESE CIRCUMSTANCES MEAN TO PACIFICORP'S RATE 368 INCREASE REQUEST IN THIS CASE?

369 By its terms, the KHSA is an environmental, economic, political and social Α. 370 development agreement addressing regional interests and concerns. 371 Indeed, PacifiCorp's actions to implement interim measures in connection 372 with the KHSA and for which it is asking Utah ratepayers to pay, are solely 373 intended "to protect and enhance environmental resources in the Klamath 374 basin." (Kelly Page 35, line 786-787) Even if there was some reliable 375 evidence that the KHSA was a prudent agreement for PacifiCorp, and 376 Oregon and California ratepayers, there is no evidence that Utah has 377 interests in and receives benefits from PacifiCorp's voluntarily assumed

<sup>&</sup>lt;sup>9</sup> See <u>http://elibrary.ferc.gov/idmws/doc\_info.asp?document\_id=14026151</u> for document information and <u>http://elibrary.ferc.gov/idmws/File\_List.asp</u> to download a copy of the petition.

378 obligations. When one considers the now apparent uncertainty of the 379 KHSA, allocating to Utah ratepayers any of the costs that PacifiCorp has 380 and will incur is wholly improper. Recovery of any costs should be denied 381 in this and any other general rate case. Even if the Commission found the 382 claims that the benefits of removing the dams exceed the cost of re-383 licensing the dams to be credible, the Commission must not grant the 384 Company's request without full scrutiny within an appropriate and 385 separate regulatory proceeding.

# 386 Q. DOES THIS CONCLUDE YOUR TESTIMONY?

387 A. Yes.