BEFORE THE PUBLIC SERVICE COMMISSION OF UTAH

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In the Matter of the Application of Rocky	:	
Mountain Power, a Division of PacificCorp,	:	
for a Deferred Accounting Order To Defer	:	Docket No. 06-035-163
the Costs of Loans Made to Grid West, the	•	
Regional Transmission Organization	:	
	:	
In the Matter of the Application of Rocky	•	
Mountain Power for an Accounting Order to	•	Docket No. 07-035-04
Defer the Costs Related to the MidAmerican	•	
Energy Holdings Company Transaction.	•	
	:	
In the Matter of the Application of Rocky	:	
Mountain Power for an Accounting Order	:	Docket No. 07-035-14
Costs related to the Flooding of the	:	
Powerdale Hydro Facility	:	
	:	

DIRECT TESTIMONY

OF

DAVID T. THOMSON STATE OF UTAH DIVISION OF PUBLIC UTILITIES

SEPTEMBER 10, 2007

1	Q.	Please state your name and business address for the record.
2	A.	David T. Thomson. My business address is Heber M. Wells Building 4th Floor,
3		160 East 300 South, Salt Lake City, Utah 84114-6751.
4	Q.	For which party will you be offering testimony in this case?
5	A.	I will be offering testimony on behalf of the Utah Division of Public Utilities
6		("Division").
7	Q.	Please describe your position and duties with the Division of Public Utilities?
8	А.	I am a Technical Consultant. Among other things, I serve as an in-house
9		consultant on issues concerning the terms, conditions and prices of utility service;
10		industry and utility trends and issues; and regulatory form, compliance and
11		practice relating to public utilities. I examine public utility financial data for
12		determination of rates; review applications for rate increases; conduct research,
13		examine, analyze, organize, document and establish regulatory positions on a
14		variety of regulatory matters; review operations reports and ensure compliance
15		with laws and regulations, etc.; testify in hearings before the Public Service
16		Commission ("Commission"); assist in analysis of testimony and case
17		preparation; and participate in settlement conferences, etc.
18	Q.	Please summarize the Division's recommendations as to these three Dockets.
19	A.	The Division recommends that the application to defer the cost of loans made to
20		Grid West be denied by the Commission. The costs do not meet the Division's
21		guidelines for deferred accounting treatment. (See exhibit 1.1) The application

22		fails multiple portions of the Division's guidelines in that it was not extraordinary
23		and an unforeseen event, the Utah portion is not material, and there is no future
24		net benefit to ratepayers.
25		The Division recommends that the transition costs (\$6.4 million) in the
26		rate case settlement Docket No. 06-035-21 be denied deferred accounting
27		treatment. The Division's position is that they were part of the stipulated
28		settlement and a deferred accounting order for those costs is not appropriate. The
29		Company should not be able to change the stipulation and get an amortization.
30		The Division recommends that the transition costs in the application that
31		were not addressed in Docket No. 06-035-21, the transitions cost not considered
32		in Docket No. 06-035-21, (\$39 million) also be denied deferred accounting
33		treatment. The Division believes these costs would or could have been foreseen
34		and should have been included in the past rate case.
35		The Division recommends that the application to defer the costs related to
36		the flooding of the Powerdale Hydro Facility meets the Division's guidelines for
37		deferred accounting treatment and should be granted deferred accounting
38		treatment.
39	Q.	Please explain how you arrived at the above recommendations.
40	A.	The Division has guidelines for what costs qualify for deferred accounting. It is
41		the Division's position that if these guidelines are not met then a deferred
42		accounting order should not be granted by the Commission. These guidelines

43 have been put forth in other filings before the Commission and those guidelines 44 are outlined in Exhibit 1.1. 45 The Division has concerns for transition costs that it has considered, that are not part of its guidelines in exhibit1.1, that it believes warrant the denial of 46 47 deferred cost accounting. In addition to the guidelines in exhibit 1.1, the Division 48 also believes that costs in a deferred accounting order should be given some initial 49 consideration by the applicant as to qualification for rate recovery. 50 Q. Does the Division have any concerns with the filing of these three deferred 51 accounting applications? Yes. Within the space of four months, Rocky Mountain Power ("RMP") 52 A. 53 submitted three deferred accounting applications with the Commission. The 54 Applications for Deferral for Grid West - Docket No. 06-035-163 and Transition 55 costs – Docket 07-035-04 were filed December 2006 and January 2007, respectively. The Powerdale Hydro application was filed March 2007. Upon 56 57 review of the first two applications, the Division had concerns that the costs do not meet the Division's guidelines for deferred accounting qualification. The 58 59 Division also believes these costs, outside of its guidelines, would not qualify for 60 deferred accounting.

61 These applications have provided the Division the opportunity to discuss 62 its guidelines for what costs qualifies for deferred accounting. The Division sees 63 a need for the Commission to clarify its policy on when an application can be

64 made for a deferred accounting treatment, what is addressed in the application 65 process and what is ordered after the process is completed. This clarification is 66 especially needed in light of the provision in the law for a future test year and the 67 increased frequency in filing rate cases in electric regulation in Utah.

68 0. Please explain why the Grid West costs do not qualify for deferred 69 accounting.

- 70 A. Using the Division's guidelines, the Grid West costs do not qualify for deferred 71 accounting for the following reasons. First, the costs are not extraordinary and 72 could have been foreseen and included in a past rate case. In response to the 73 Committee of Consumers Services data request No. 1.27 under Docket 06-035-
- 74 163 which asked "When was the Company first aware that Grid West would
- 75 cease activities?" The responses was as follows:
- 76 After two utilities had withdrawn from continued support and 77 funding for Grid West in late 2005, the Company assisted in 78 development of a streamlined business model for consideration of 79 Grid West funders. In February and March 2006, the Company 80 evaluated Grid West's proposal and its chances of success. It 81 concluded that even if funders had sufficient interest and 82 commitment to justify moving forward, it was unlikely that Grid 83 West could support its loan burden if it were to implement the 84 more limited services and markets contemplated at that time. After 85 several additional funders decided to withdraw, the Company 86 determined that continued development efforts were no longer 87 justified and therefore supported the Grid West Board of Directors' 88 recommendations to dissolve. 89
- 90 The Division believes that RMP had adequate time and knowledge of the 91
 - Grid West situation to present this information in its last rate case filing or at least

during the proceedings of the last rate case which was filed March 2006.
Applications were filed immediately in three states in March 2006 when the
Company supported dissolution of Grid West, thus enabling the Company to
determine the worthlessness of its loans to the Grid West entity. (See Exhibit 1.2
for the Divisions summary of RMP's filings in all jurisdictions for deferred cost
addressed in this testimony)

At a minimum RMP could have filed for a deferred accounting application in March like it did in other states. This would have brought to light the costs for consideration for future rate recovery or consideration in settlement negotiations. However, RMP did not file its application in Utah until December 2006 long after it negotiated a settlement in the last rate case which took place during July 2006.

Second, the Grid West loans have no future net benefit to ratepayers. The
Division believes the Company has failed to demonstrate any net future benefits
that customers have received as a result of the Grid West funding.

106 Third, the costs to be deferred for Grid West are not material. Judgment is 107 required in addressing the materiality of costs perceived as extraordinary and 108 unforeseen and having net future benefit. The Division could find no hard fast 109 rules in accounting literature relating to materiality.

110The Securities and Exchange Commission in Staff111Accounting Bulletin No. 99 on materiality states the following:

112The use of a percentage as a numerical threshold, such as1135%, may provide the basis for a preliminary assumption that –

114 without considering all relevant circumstances – a deviation of less than the specific percentage with respect to a particular item on the 115 registrant's financial statements is unlikely to be material. The 116 117 staff has no objection to such a "rule of thumb" as an initial step in 118 assessing materiality. But quantifying, in percentage terms, the magnitude of a misstatement is only the beginning of an analysis 119 120 of materiality; it cannot appropriately be used as a substitute for a full analysis of all relevant considerations. Materiality concerns 121 the significant of an item to users of a registrant's financial 122 123 statements. A matter is "material" if there is substantial likelihood 124 that a reasonable person would consider it important. In its 125 Statement of Financial Accounting Concepts No. 2, The Financial 126 Accounting Standards Board stated the essence of the concept of 127 materiality as follows: 128

The omission or misstatement of an item in a financial report is material if, in the light of surrounding circumstances, the magnitude of the items is such that it is probable that the judgment of a reasonable person relying upon the report would have been changed or influence by the inclusion or correction of the item.

This formulation in the accounting literature is in substance identical to the formulation used by the Courts in interpreting the federal securities laws. The Supreme Court has held that a fact is material if there is – a substantial likelihood that thefact would have been viewed by the reasonable investor as having significant altered the "total mix" of information made available.

Under the governing principles, an assessment of materiality requires that one view the facts in the context of the 'surrounding circumstances,' as the accounting literature puts it, or the "total mix" of information, in the words of the Supreme Court. In the context of a misstatement of a financial statement item, while the "total mix" includes the size in numerical or percentage terms of the misstatement, it also includes the factual context in which the user of financial statements would view the financial statement item. The shorthand in the accounting and auditing literature for this analysis is that financial management and the auditor must consider both "quantitative" and "qualitative" factors in assessing an item's materiality. Court decisions, Commission rules and enforcement actions, and accounting and auditing literature have all considered "qualitative" factors in various contexts.

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However, the Federal Energy Regulatory System ("FERC") system of accounts for electric and gas utilities defines materiality, relating to an extraordinary item, as approximately 5% of income, computed before extraordinary items and FERC approval must be obtained to treat an item of less than 5 percent as extraordinary. (18 CFR Ch.1 part 101, p 293 [4/1/03 Edition] – definition of extraordinary items) The Division would like to note that the Utah Commission has granted deferral for costs under 5%.

162 The amortization term also affects materiality on a year to year basis. 163 Subject to the length of the amortization, a cost may or may not be material in a 164 given yearly period. For example, if one felt that \$1 million is material for 165 deferred accounting treatment for a yearly period, and then a total \$5 million 166 deferred cost amortized over 5 years is material. However, if the \$5 million is 167 amortized over 10 years it is not. In determining materiality for deferred costs the Division believes the effect of the deferred costs on rate of return or income from 168 169 operations could be used to assist in judging materiality.

The Division believes the burden of proof as to materiality should rest with the applicant. The Division believes that the FERC threshold of 5% of income before extraordinary items is a good starting point and any cost below this threshold should be justified by the applicant. Taking Utah's \$1.1 million cost deferral for Utah for Grid West loans and amortizing the costs by three years gives a yearly cost amount of \$367,000. The Division believes this yearly amount

and the total amount are immaterial. The total is less than 1% of utility net
operating income and the yearly amortization amount has no material significance
to rate of return. If a longer amortization term is used the yearly amount becomes
even more immaterial.

180 However, if the cost is deemed material by the applicant, the Division 181 believes this is evidence that the event should be important enough that the 182 deferral accounting application be filed as soon as possible after the event has 183 taken place. Again, the Division notes that the Grid West application for Utah 184 was filed in December 2006 with other applications for Grid West being filed in 185 March 2006 with Wyoming, Oregon and Idaho. (See exhibit 1.2) March was 186 when the Company determined the loan was uncollectible. (I reference the filings 187 from other states in this testimony for timing purposes only and not to address 188 how other States handled these deferred accounting applications. The handling of 189 these applications is a matter for this jurisdiction and these Dockets.)

Finally, the Division is troubled that RMP now seeks to shift the burden of its funding of Grid West's expenses through loans to ratepayers. The Grid West organization was set-up, run for six years, and ended outside the utility organization, regulation and accounting records except as a third party loan. Any costs, loans or expenses of this organization should not rest with ratepayers.

195The Division believes that the way Grid West was organized and funded196precluded it from the opportunity for future rate recovery before this Commission.

197 For rate recovery to take place, the Division believes that ratepayers from the 198 beginning should have had the opportunity to review the cost underlying the loans 199 as being prudent, fair, reasonableness and for adherence to this Commission's 200 policies for rate recovery. This did not happen. Ratepayers do have the 201 opportunity for judging prudence of costs related to other FERC activities and 202 expenses related to the Company because such activates are included in normal 203 operational expenses of the Company. In fact, Company expenses for Grid West 204 have been included in past rate case filings. The Grid West loan should not now 205 become a responsibility of ratepayers.

206 Q. Please explain why the transition costs do not qualify for deferred 207 accounting.

A. I will first address why the transition costs that were included in the last rate casedo not qualify for deferred accounting.

There should be no deferral of costs if such costs were part of a rate case that had a stipulated settlement and if such costs were not referenced to specific treatment in the stipulation. Another way of putting this is that there cannot be a future amortization of costs unless that amortization is spelled out in either a deferred accounting order or a rate case decision either by stipulation or by order.

This reason is unique to Docket No. 07-035-14. It relates specifically to the first part of the application relating to the deferral of transition costs of \$6.4 million that were put forth by RMP in its last rate case in Docket No. 06-035-21.

218 Due to the settlement, the Commission had no opportunity to issue an order 219 authorizing deferral of the transition costs or to establish transition cost 220 amortization.

221 The last rate case took place with a partial "black box" settlement and a 222 Rates went forward from the settlement and stay out stay out provision. 223 provisions. The Division believes that items under the settlement should only be 224 addressed to future periods if specifically addressed in the settlement. This is due 225 to the fact that the final components under the settlement that make up the 226 revenue requirement have not been determined. Since components have not been 227 determined, it is not possible at a later date to address a specific cost as a deferral 228 because it is assumed that all remaining issues are included in the settlement.

The Division notes that some items were specifically outlined in the settlement such as rate of return, revenue requirement, rate credit, rate spread, retail load forecast, stay out provision, Power Cost Adjustment Mechanism and other items. RMP had the opportunity to include the amortization of the transition cost in the stipulation but it did not.

Since it is not specifically in the settlement stipulation, the Division believes it does not qualify for a deferral. Again, the Division believes this qualification is unique to the "black box" settlement stipulation and, if deferrals are specified in future settlements, then this reason for not qualifying will disappear because of a lack of relevancy.

239	Second, as to the next part of the transition costs of \$40 million that was
240	not contemplated in the last rate case, the Division believes there should be no
241	deferral of cost because they would or could have been foreseen or should have
242	been included in the last rate case.
243	In his Direct Testimony to these Dockets, Mr. Jeffery K. Larsen discusses
244	the rule against retroactive ratemaking and whether the rule prohibits the
245	Company from deferring the costs that it has requested in these Dockets (See lines
246	133 to 142). He states the following:
247 248 249 250 251 252 253 254 255 256 257	The rule against retroactive ratemaking only applies to a rate setting proceeding in which the utility is attempting to recover past expenses or in which it is being required to refund past revenue that were contemplated in setting rates in the prior proceeding. When the estimates of cost and revenues prove to be inaccurate and costs are either higher or lower than predicted, the rates cannot be changed to correct for the error. As such, the rule prohibits refunds when rates were set too high and surcharges when rates were too low. (Emphasis added) The Division believes that if deferred costs were not contemplated but
258	should have been contemplated, or were not predicted but should have been
259	predicted in a future test year filing, returning to the prior period to correct the
260	non-contemplated or non-predicted cost (a "misstep") is retroactive ratemaking.
261	The utility has control and the best information of what is included or not
262	included in the rate case filing (including whether costs should be deferred) for
263	revenue requirement. If it puts forth its best effort to prepare an accurate rate
264	case filing, then there should be a high probability of the capture of all foreseeable

265 costs, including deferred costs. An accurate and fully complete filing would limit 266 the need for a deferred accounting order till the end of the rate effective period or 267 the filing of a future rate case except for unforeseen and extraordinary events. 268 The utility would not need to take a second bite of the apple to try and recover a 269 deferred cost which it may have not predicted but should have predicted in 270 electing to use a future test year. The Division believes one should not only 271 determine what costs were not considered in the prior rate case but also why they 272 were not considered. Were they not considered because they were poorly 273 predicted or not predicted or not included but should have been included? Or, 274 were they not considered because they were unforeseen or extraordinary? As 275 stated above, "when the estimates of costs and revenues prove to be inaccurate 276 and costs are either higher or lower than predicted, the rates cannot be changed to correct the error." 277

278 The transition costs of a number of employees were included in the last 279 rate case, but it appears not enough were included. Deferred accounting 280 applications for transition costs were filed in May 2006 for Wyoming, Oregon and Washington. (See exhibit 1.2) It appears from the above filing dates that 281 282 additional transition costs other than those already in the filed rate case were 283 known to be taking place in early 2006, which was during the last rate case in 284 Utah. In a filing with the Idaho Public Service Commission in October 2006, the 285 Company stated, "The Costs of the Transition severance plan is anticipated to

286 exceed \$25 million on a total company basis." In response to Committee of 287 Consumer Services data request No. 1.8; the Company provided confidential 288 information about the severance cost by displacement dates. The total 289 displacement costs by month were broken down by the Division from that Data 290 response and are shown in confidential Exhibit 1.4. It appears from the exhibit 291 that RMP knew that significant numbers of employees and related severance costs 292 along with related salary saving were taking place during the last rate case. Why 293 weren't these significant numbers included in the future test year filing? The 294 Division believes the additional severance costs not in the rate case should or 295 could have been contemplated and should or could have been predicted in the last 296 rate case filing. To not include them in the filing was to err in future test year 297 prediction of costs.

At a minimum RMP could have filed for a deferred accounting application in May 2006 as like they did in other states. This would have brought to light the costs for consideration for future rate recovery or consideration in settlement negotiations. However, it did not file its application in Utah until January 2007, long after it negotiated a settlement in the last rate case which ended in July 2006.

303 In its data request 2.24 to this Docket, the Division asked the following, 304 'What are the Company's criteria for determining when information relating to 305 expenses or revenue in rate case filing is beyond "lockdown of results to complete 306 the case filing,' The Company responded as follows:

307There is no specific time frame associated with the lockdown of308results and will be determined on a case-by-case basis. The309lockdown of results occurs when no further changes are made to310revenue requirement so that sufficient time is provided to perform311the costs of service study and prepare the company's final rate312spread and pricing proposal.

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- If "locking down" a rate case is on a case-by-case basis, in other words is at the discretion of management as to when that takes place, then the Division believes that the locking down of changes to the revenue requirement could have been modified or postponed at management's discretion to ensure that the anticipated Grid West and forecasted transition costs were included in the last rate case. The Company is in control of the timing of the filing of a rate case.
- 320 The Division believes that great care should be given to include all 321 foreseeable cost benefit actions in a rate case. Locking down the rate case filing 322 (February/March 2006), negotiating a stipulated rate requirement settlement (July 323 2006) in Utah, and then filing an application in January of 2007 in Utah for 324 severances cost that should or could have been contemplated or forecasted during 325 the rate case, in the eyes of the Division, is a misstep in forecasting and is an 326 attempt to take another bite of the apple and disqualifies the cost for deferred 327 accounting application.

328 Q Please explain why the Powerdale Hydro costs qualify for deferred 329 accounting.

A. Using the Division's guidelines, the event and its related cost qualifies fordeferred accounting because it was unforeseen and extraordinary. The costs are

most likely material and should qualify for rate recovery. The Division agrees that a regulatory asset in Account 182.2 could be established consisting of the original book value of the asset in Account 101 decreased by the actual accumulated provision for depreciation from Account 108. Insurance proceeds should also offset the net cost, if any. Since it is an early retirement of an asset, net salvage value should also be considered.

The Division at this time has no input as to the amortization period other than it request that the Commission consider that the net plant costs should not be amortized beyond the end of the dismantling of the plant. Considering a start date of January 1, 2007, a 3 to 5 year amortization would appear to be reasonable.

342 The Division suggests that the amortization start January 1, 2007. We 343 note that in November 2005, the Company had a FERC order permitting 344 generation until April 10, 2010, at which time the plant was to be dismantled. We 345 are concerned that this information and proper accounting for the plant 346 decommissioning cost activity was not presented in the last general rate case. 347 When preparing their last rate case, the Company knew that the plant was going 348 to be decommissioned per FERC order, its license efforts terminated and that it 349 would not be generating electricity past April 10, 2010. Depreciation rates that 350 were being used should have been terminated at the time it was known that the 351 plant had a decommission date in 2010, and the depreciation/amortization of the

352 remaining costs over the remaining life of the plant should have been addressed in353 the last rate case.

354 The Division does not know how those costs would have been treated in 355 the last rate case. It is possible that if the amortization had started at the FERC 356 order date the amortization of the remaining plant costs now would be lower 357 because the amortization of costs from prior periods would be higher than the 358 depreciation rate (4.2%), which the Division assumes is still being applied at the 359 time of this testimony, to depreciate the cost of the plant. Amortization costs have 360 been delayed and pushed into future accounting periods and possibly future test 361 years.

362 The Division will address its concerns, if it has any, as to rate recovery in363 the next rate case.

364 Q. Does the Division have an accounting position for the decommission costs?

A. No, not at this time. Since the decommissioning cost will not start until April
2010, there is no need to address these costs prior to the next rate case. However,
the Division believes that the decommissioning costs should be addressed in the
next rate case as to amortization, amortization start date and recovery. The
Commission, as part of its Order in this Docket could make this a requirement.

Q. Once a cost qualifies for a deferred accounting what should happen next?

A. The Division believes that an order from a deferred cost application should put
forth or address certain items. The items would be addressed through hearing

procedures, *i.e.* technical conferences, discovery and testimony. The Division
would like to suggest the following be part of the order issued by the
Commission.

376 The first suggestion is that the Commission continues to state the period 377 for the amortization of the costs in the final deferred accounting order. The 378 Division also believes the amortization period should be of proper length that 379 costs are matched to the life of the benefit. The burden for putting forth the life of 380 the benefit should be on the applicant. The method or analysis used to determine 381 benefit life should be disclosed in the application. The Division notes that in past 382 deferred accounting orders, the Commission has used a wide variety of 383 amortization lives based on its analysis of the cost and the circumstances 384 surrounding the costs in the application. (See exhibit 1.3)

385 The second suggestion is that the Commission continues, as it has done in 386 the past, to state the start date of the costs to be amortized. The Division believes 387 that the amortization of the costs should begin at a date that best enables the 388 proper matching of cost amortization to benefit life. If the cost amortization 389 begins at the start of the future benefit and the amortization of such costs run the 390 life term of the benefit, you have a perfect matching of cost to benefit. Any 391 unnecessary delays in starting the amortization period will create a mismatch due 392 to the benefit life running and the matching costs are being held in abeyance. 393 Retroactively setting a date to create proper matching would correct this problem

394		but accounting for the deferred costs prior to the final determination of cost
395		treatment would be misstated until the correct timing of cost recognition is given
396		by the Commission.
397	Q.	What would be the Division's recommendation for amortization start date
398		and length if the Commission accepts the Grid West and Transition cost for
399		deferral accounting?
400	A.	For Grid West the Division would accept the three year amortization put forth by
401		the Company in its filed testimony and would recommend a starting date of
402		March 2006.
403		For the Transition cost the Division would accept the start date put forth
404		by the Company in its filed testimony and would recommend a five year life.
405	Q.	Does this conclude your Testimony?
406	A.	Yes.