



1 **INTRODUCTION**

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

3 **A.** My name is Dr. Joni S. Zenger. I am a Technical Consultant for the Utah Division of  
4 Public Utilities (Division). My business address is 160 East 300 South, Salt Lake City,  
5 Utah 84111.

6 **Q. On whose behalf are you testifying?**

7 **A.** The Division.

8 **Q. Please summarize your background for the record.**

9 **A.** I have been working for the Division for 20 years. During that time, I have filed  
10 testimony and memoranda with the Public Service Commission of Utah (Commission)  
11 involving a variety of economic, regulatory compliance, and policy topics. I also manage  
12 the Division's review of Rocky Mountain Power's (Company) Integrated Resource Plan  
13 (IRP). I have a Ph.D. and M.S. in Economics, both from the University of Utah.

14 **Q. What is the purpose of your testimony in this case?**

15 **A.** My testimony addresses issues associated with the Company's acquisition of the Pryor  
16 Mountain Wind Project (Project) that is included in this case. The decision to acquire the  
17 late-stage Project was time sensitive, high risk, and was performed outside of any least-  
18 cost planning and request for proposal (RFP) processes. However, because of the  
19 benefits the Company sets forth, the Division has attempted to evaluate the Project in a  
20 judicious manner and may recommend approving the Project at a later date with certain  
21 conditions tied to its approval. However, as the case currently stands, the Division

22 recommends denying the Company’s Application for approval of the Pryor Mountain  
23 Wind Project and its associated Project costs. The Division has not made an adjustment  
24 against Rocky Mountain Power’s revenue requirement at this time, but may do so as the  
25 docket progresses.

26 First, the Company needs to demonstrate that the Project produces customer  
27 benefits in the Company’s IRP modeling runs without including the potential value of  
28 renewable energy credits (RECs) generated by the incremental energy output from the  
29 Project. I will further describe the reasoning for this later in my testimony. The Division  
30 reserves the right to determine if the Pryor Mountain Wind Project is prudent or if it is a  
31 net benefit to Utah ratepayers, after further analysis and after the Company’s Rebuttal  
32 Testimony is filed. The Division is still evaluating information as it comes in in this case.

33 In the meantime, the Division has considered a series of conditions that it may put  
34 forth at a future date, as conditional approval requirements. The conditions I am referring  
35 to for this Project are stringent, but reasonable, given the unique situation that the  
36 Company has put forth in its case--a Project incremental to any long-term resource plan  
37 and presented under the terms of an Oregon Schedule 272 - Renewable Energy Rider  
38 Optional Bulk Purchase Option (Schedule 272) Agreement for large, non-residential  
39 consumers receiving delivery service.<sup>1</sup> The Schedule 272 Agreement in the Company’s  
40 Application is a highly-confidential contract that contains the terms, prices, and

---

<sup>1</sup>PacifiCorp’s Notice of Exception under OAR 860-089-0100, September 27, 2019.

41 conditions for the purchase of the RECs that will be generated by the Project over a 25-  
42 year period.<sup>2</sup>

43 It is pertinent that the Schedule 272 Agreement process is currently being  
44 questioned and is subject to a review in Oregon in the context of PacifiCorp's current  
45 general rate case in Oregon.<sup>3</sup> As a highly-confidential agreement, the contract terms and  
46 pricing of the REC sales are not transparent to the remaining cost of service ratepayers,  
47 who are left paying for the Project for the full 30 years of its depreciable life.

48 The recommended conditions serve to protect cost of service ratepayers, and Utah  
49 customers in general, from the types of risk that ensue when the Company acquires a  
50 resource, incremental to its IRP and outside of Commission planning and procurement  
51 processes. Because the resource is not needed to serve load or cure a reliability  
52 deficiency, the Project is only beneficial if it provides net economic benefits to its  
53 customers. The Project must be carefully evaluated to determine whether there is a high  
54 probability that customers will be better off with the Project than without it.

55 **Q. What is the Pryor Mountain Wind Project?**

56 A. The Project is a new 240 MW nameplate capacity wind generating resource located in  
57 Carbon County, Montana.<sup>4</sup> The Project includes a mix of 110 Vestas wind turbine  
58 generators (WTGs) and four General Electric (GE) WTGs, a 34.5 kV collector system, a  
59 collector substation with two 34.5 kV to 230 kV step-up transformers, an operations and

---

<sup>2</sup> Company's Highly Confidential response to UAE 2.21, May7, 2020.

<sup>3</sup> UE 374, Oregon Staff Reply Comments, Storm, p. 36, lines 11-16.

<sup>4</sup> Id., p. 3.

60 maintenance (O&M) building, and site access roads.<sup>5</sup> A new point of interconnection  
61 substation will be built on the Project site in Montana. The Project will ultimately tie to  
62 the Company's transmission line in northern Wyoming.

63 Based on current regulatory practice, the Project has been assessed using a  
64 depreciable life of 30 years. The planned in-service date for the Project is December 31,  
65 2020. The Project must be certified commercially operational by the end of 2020 to  
66 qualify for 100 percent of the federal production tax credits (PTCs).<sup>6</sup>

67 **Q. What is the Pryor Mountain cost for which PacifiCorp is seeking recovery in this**  
68 **proceeding?**

69 **A.** PacifiCorp's testimony states that the Pryor Mountain Wind Project costs included in this  
70 proceeding are approximately [REDACTED].<sup>7</sup> The Project plan and transmission revenue  
71 requirement included in the test period in this case is approximately [REDACTED] on a  
72 total Company basis and [REDACTED] on a Utah allocated basis.<sup>8</sup> If the Project is  
73 approved, the Company states that it will do the following:

74 PacifiCorp will prudently administer key contract  
75 provisions to manage project risks within acceptable limits  
76 and deliver the project before the end of 2020 to ensure the  
77 full value of available federal production tax credits are  
78 captured.<sup>9</sup>  
79

---

<sup>5</sup> Id.

<sup>6</sup> Id.

<sup>7</sup> Id., p. 4.

<sup>8</sup> Company's confidential response to UAE 2.27, July 8, 2020.

<sup>9</sup> Company's confidential response to DPU data request #6.1-10, August 7, 2020, p. 2.

80 **Q. Will you please explain the development and implementation timeline of the**  
81 **Project?**

82 A. Yes. The Company testifies that it first became interested in the Project in October  
83 2018,<sup>10</sup> although in DPU data request #6.1-10, the Company states that it originally  
84 evaluated the project for [REDACTED]

85 [REDACTED]  
86 [REDACTED]<sup>12</sup> By September 30, 2019 the Company had completed the  
87 final terms on all WTG equipment and on the engineer, procure, and construct (EPC)  
88 contract.<sup>13</sup>

89 In the same time period, Berkshire Hathaway Energy (BHE) Resources  
90 competitively bid and procured safe harbor wind turbines from the market making them  
91 available to deploy on the Project.<sup>14</sup>

92 Also in parallel, PacifiCorp was approached by, and negotiated a final offer with,  
93 Vitesse, LLC (Vitesse, a wholly-owned subsidiary of Facebook, Inc.), for the purchase of  
94 all RECs to be generated by the Project under Oregon Schedule 272 Agreement. The  
95 process from initial discussions and negotiation to final terms of the REC purchase took  
96 place in under six months.<sup>15</sup> The Company states that the importance and timing of the  
97 May 2019 acquisition from Innogy, the acquisition of safe harbor wind turbine equipment

---

<sup>10</sup>Direct Testimony of Robert Van Engelenhoven, (Van Engelenhoven), p. 3, lines 64-68.

<sup>11</sup> Company's confidential response to DPU 6.1-10, August 7, 2020, p. 5.

<sup>12</sup> Id.

<sup>13</sup> Van Engelenhoven, p. 3, lines 64-68.

<sup>14</sup> Id., p. 4.

<sup>15</sup> Id., p. 4, lines 69-73.

98 from BHE, and the timing of the Schedule 272 REC purchase from Vitesse were  
99 instrumental in the Project's development.<sup>16</sup>

100 **Q. Will you explain the time-sensitive nature of the Project?**

101 A. The time-sensitive nature of the Project is primarily driven by the pending phase-out of  
102 the federal PTCs for new wind resources, much like the Energy Vision 2020 new wind  
103 projects approved by the Commission in Docket No. 17-035-40 and discussed in the  
104 Direct Testimony of Mr. Timothy J. Hemstreet in this docket.<sup>17</sup> With an in-service date  
105 before the end of 2020, the Pryor Mountain Wind Project will be eligible for the full rate  
106 (100 percent) of the PTCs. The Company purchased safe harbor Vestas WTG equipment  
107 before December 31, 2016.<sup>18</sup> The Company also purchased equipment, through an  
108 affiliated interest purchase from BHE, in order to achieve eligibility on the start of  
109 construction date.<sup>19</sup>

110 In Internal Revenue Code section 45, the Internal Revenue Service (IRS) provides  
111 PTCs at the 2017 full rate of 2.4 cents per kilowatt-hour of electrical energy produced by  
112 a wind facility.<sup>20</sup> The PTCs are available for a 10-year period that starts when the facility  
113 is placed in service. The Protecting Americans from Tax Hikes Act of 2015 (the "PATH  
114 Act") extended the availability of the PTCs for wind facilities under construction before  
115 January 1, 2020.<sup>21</sup> The PATH Act extension also provides for a phase-out of the PTCs.

---

<sup>16</sup> Id.

<sup>17</sup> Direct Testimony of Mr. Timothy J. Hemstreet, p. 12.

<sup>18</sup> Van Engelenhoven, p. 4. Lines 90-91.

<sup>19</sup> Id., p. 5, lines 99-101.

<sup>20</sup> <https://www.irs.gov/newsroom/path-act-tax-related-provisions>.

<sup>21</sup> <https://www.irs.gov/newsroom/path-act-tax-related-provisions>.

116 Wind facilities that began construction before January 1, 2017, per IRS rules, will realize  
117 the full PTC credit, which is the case for the Pryor Mountain Wind Project.<sup>22</sup>

118 To receive “safe-harbor” PTCs, the facilities must be placed into commercial  
119 operation by the end of the fourth calendar year following the year in which construction  
120 began (the start-of-construction standard) or otherwise meet specific IRS continuity  
121 standards throughout the implementation timeline. If a wind facility begins construction  
122 in 2017, the PTCs are reduced by 20 percent. The PTCs are reduced by 40 percent if  
123 construction begins in 2018, and by 60 percent if construction begins in 2019. Under the  
124 PATH Act, PTCs are not available for wind facilities that begin construction after  
125 December 31, 2019.<sup>23</sup>

126 The Company’s acquisition and implementation plan for the Project is designed to  
127 meet the year-end 2020 in-service schedule. As of this date, the Company reports the  
128 Balance of Plan (BOP) contractor’s mechanical completion date remains at November  
129 16, 2020, and the substantial completion date remains at December 12, 2020.<sup>24</sup>

130 **Q. What are the benefits that this Project brings to customers?**

131 A. The Project benefits include the following:<sup>25</sup> (1) PTC benefits, (2) net power cost  
132 benefits, and (3) it supplies Vitesse with RECs for its data center in Oregon for 25 years.  
133 The 2.4 cent discount (PTC benefit) from the IRS for each kilowatt-hour of energy  
134 produced for a period of 10 years is the primary benefit of the Project. The Company

---

<sup>22</sup> Van Engelenhoven, p. 5.

<sup>23</sup> Id.

<sup>24</sup> Company’s response to UAE 2.22, July 6, 2020.

<sup>25</sup> Van Engelenhoven, pp. 4-7.



135 describes this as a “unique opportunity.”<sup>26</sup> As previously discussed, this benefit accrues  
136 and is passed through to customers for the first ten years of operation of the wind plant,  
137 assuming the full 100 percent PTC benefit is realized. It is important to note that there is  
138 no PTC benefit for the remaining 20-year depreciable life of the Project or for ratepayers  
139 who will still be paying for the Project 20 to 30 years from now. There will also be  
140 Operating and Maintenance expenses and other ongoing costs for the remaining years  
141 after the PTCs expire.

142 The Project will also provide net power cost benefits as it will be a zero emitting  
143 energy resource with a wind generating capacity factor of that stated in Mr. Van  
144 Engelenhoven’s testimony.<sup>27</sup> The Project will be a renewable generation resource  
145 supplying incremental electricity to the Company’s system.

146 Next, the Project meets the needs of one large customer in Oregon to purchase  
147 RECs or green energy for its data center. The Project will be the Company’s means to  
148 fulfill a contract the Company executed with Vitesse on June 27, 2019, for the purchase  
149 of all RECs generated by the Project under the Company’s Oregon Schedule 272  
150 Agreement.<sup>28</sup> The Schedule 272 Agreement outlines the pricing, terms, and conditions  
151 for the purchase of the RECs by Vitesse over a 25-year period. Pursuant to the Schedule  
152 272 Agreement, PacifiCorp will retire all RECs generated by the Project on behalf of  
153 Vitesse.<sup>29</sup>

---

<sup>26</sup> PacifiCorp’s Notice of Exception under OAR 860-089-0100, September 27, 2019, p. 2.

<sup>27</sup> Van Engelenhoven, p. 6, line 120.

<sup>28</sup> Direct Testimony of Joelle R. Steward, p.12, lines 236 – 245; p. 13 lines 254 – 258.

<sup>29</sup> PacifiCorp’s Notice of Exception under OAR 860-089-0100, September 27, 2019.

154           The Company describes the execution of the Schedule 272 Agreement with  
155           Vitesse as “a necessary milestone” for the Project to move forward to mitigate the risk of  
156           deteriorating value under different price and policy scenarios.<sup>30</sup> Utah’s allocation of the  
157           REC revenues will be passed through to Utah customers through Electric Service  
158           Schedule No. 98 – REC Revenue Balancing Account.<sup>31</sup>

159           This benefit raises questions in that the Project’s depreciable life is 30 years and  
160           the Vitesse contract is for 25 years. The Company’s cost-of-service customers will  
161           receive “bundled” renewable energy from the Project for its last five years, when the  
162           value of the produced RECs is uncertain. Will the deteriorating value under different  
163           price and policy scenarios be what remains once the Vitesse agreement ends? This is  
164           another reason the Company should in its Rebuttal filing provide the Project’s economic  
165           analysis without REC sales and respond to these questions posed by the Division. The  
166           Division would like to see evidence that supports the REC sales as optimizing value for  
167           the rest of the system, but separately and only after the PVRR(d) and nominal levelized  
168           benefits as in Table 4 are presented without RECs.

169           The Division questions whether the benefit to one large Oregon commercial  
170           delivery customer for a small attribute (green energy or REC) of an overall Project of this  
171           magnitude is really a benefit to the rest of the Company’s cost of service customers who  
172           pay for the Project through retail rates for 30 years of the project’s depreciable life, but  
173           who also assume the project risk to construct the wind generating unit, and pay the

---

<sup>30</sup> Id., p. 4.

<sup>31</sup> Company’s response to UAE 2.31, July 6, 2020.

174 ongoing operating and maintenance costs through the life of the project. Here we have  
175 the situation where, as Oregon Citizen’s Utility Board member, Mr Jenkes, stated quite  
176 fittingly, “other cost of service customers are essentially procuring a brown resource with  
177 a variable load shape.”<sup>32</sup>

178           Until the Schedule 272 disagreement in Oregon has been vetted and completed  
179 its review, any project benefits in this general rate case should be calculated using the  
180 pre-REC or without REC scenarios that the Company’s other projects in this proceeding  
181 have been evaluated by. Any incremental RECs can be considered as an incremental  
182 customer upside to the PVRR(d) results, just as they were in the Energy Vision 2020  
183 Projects and as Leaning Juniper was evaluated as in this proceeding.<sup>33</sup>

184 **Q. Will you please now turn to the customer benefits? Please outline the economic**  
185 **benefits of the Pryor Mountain Wind Project as presented by Company witness, Mr.**  
186 **Rick T. Link?**

187 A. Company witness Mr. Rick T. Link provides the Company’s calculation of the net  
188 benefits for customers using Integrated Resource Planning (IRP) software modeling  
189 tools. His economic analysis of the Project relies on an assessment of system value based  
190 on two Planning and Risk model (PaR) runs with a simulation period covering 2019-  
191 2038. One PaR run includes the incremental wind generation from the Project, and one is  
192 without the incremental generation from the Project.<sup>34</sup>

---

<sup>32</sup> UE 374. Oregon Citizen’s Utility Board, Mr. Bob Jenks Direct Testimony, August 2020, p. 35.

<sup>33</sup>Direct Testimony of Mr. Rick T. Link (Link), p. 7, lines 134-138.

<sup>34</sup> Id., p. 14.

193 Mr. Link uses the same two price-policy scenarios as in PacifiCorp’s project-by-  
194 project wind repowering analysis for Foote Creek I. The economic analysis covers the  
195 30-year life of the asset from 2020 through 2050, although the value of energy is  
196 extended out through 2050 by extrapolating the system values calculated from modeled  
197 data over the 2028 to 2038 timeframe and from 2034 to 2038. The assumed system  
198 value, expressed in dollars-per-megawatt-hour, is applied to the incremental energy  
199 output from the Project. The system value of incremental energy is converted to a dollar-  
200 per-megawatt-hour value by dividing the reduction in annual system costs associated  
201 with the Project by the change in incremental energy from the Project.<sup>35</sup>

202 According to the Company’s filing, the net benefits range from \$1 million to \$82  
203 million, depending on modeling assumptions, including carbon and natural gas prices.  
204 (This is quite a large range for benefits and provides little assurance of accuracy.)

205 The nominal levelized benefit ranges from \$0.12/MWh to \$8.56/MWh of  
206 incremental energy.<sup>36</sup> This analysis was performed for two of the price-policy  
207 scenarios—the medium gas price, medium carbon price (MM) and the low gas price, no  
208 carbon price (LN) through 2038.

209 As Mr. Link and Mr. Van Engelenhoven mention, the methodology used to  
210 perform the economic analysis is consistent with the methodology used to perform the  
211 economic analysis of the Energy Vision 2020 Projects.<sup>37</sup> The only difference is that for

---

<sup>35</sup> Id., p. 16.

<sup>36</sup> Id.

<sup>37</sup> Van Engelenhoven, p. 7, lines 138-141.

212 the Energy Vision 2020 wind projects, for the repowering projects, and for Leaning  
213 Juniper and Foote Creek Projects in this general rate case, the Company includes the  
214 benefits from REC sales *after* it has performed the PVRR (d) calculation and sometimes  
215 only mentions the fact that there would be some incremental value in the RECs had they  
216 been included.

217 In Table 4 below, Mr. Link added the REC sales to the project economics *before*  
218 calculating the net benefits, so that Table 4 *includes REC benefits*. It also includes PTC  
219 benefits. The Company should provide the Table 4 results *without the REC benefits*  
220 included, and calculated separately, as it has in the other projects in this general rate case.  
221 Although some of Mr. Link’s work papers identify REC benefits, there have been several  
222 versions of Table 4, and it is unclear from his work papers how to identify benefits  
223 without including RECs in the PVRR (d) analysis. It is incumbent upon Mr. Link, who  
224 created and understands his own work papers to put forth the results of his economic  
225 analysis in Rebuttal Testimony for the Commission and so that others can verify the  
226 current Table 4 benefits minus the RECs. The REC benefits can be provided separately as  
227 an increment to the benefits in Table 4. Again, the Division reserves the right to  
228 determine if the Project without the REC benefits results in net benefits to Utah  
229 ratepayers.

230

231

232

**Table 4. Net Benefits from the Pryor Mountain Wind Project<sup>38</sup>**

Price Policy Scenario	PVRR(d) Net (Benefit/Cost(\$million))	Nom. Lev. Benefit (\$MWh of Incremental Energy)
MM ('28-'38 Extrapolation)	(\$69)	(\$7.22)
MM ('34-38 Extrapolation)	(\$82)	(\$8.56)
LN ('28-'38 Extrapolation)	\$1	\$0.12
LN ('34-38 Extrapolation)	(\$7)	(\$0.72)

233

234

Mr. Link, in his Energy Vision 2020 testimony does not count the RECs in

235

calculating the project economics of the RECs. He states the following (*italics added*):<sup>39</sup>

236

Consistent with my direct testimony, the PVRR(d) results presented in Table 2-SD do not reflect the potential value of RECs generated by the incremental energy output from the Wind Projects. Accounting for the updated performance estimates discussed above, customer benefits for all price-policy scenarios would improve by approximately \$31 million for every dollar assigned to the incremental RECs that will be generated from the Wind Projects through 2036 (up from \$26 million in my original analysis). Quantifying the potential upside associated with incremental REC revenues is simply intended to communicate that *the net benefits from the Combined Projects could improve if the incremental RECs can be monetized in the market.*

237

238

239

240

241

242

243

244

245

246

247

248

249

As another example, see the Direct Testimony of Rick T. Link, May 2020, p. 7, lines

250

134-138 in this docket.<sup>40</sup>

251

**Q. Is there incremental customer upside to the PVRR (d) results calculated from the SO model and PaR through 2036 for Leaning Juniper?**

252

253

254

<sup>38</sup> (Link), May 2020, p. 16, lines 306-307.

<sup>39</sup> Docket No. 17-035-40, Supplemental Direct and Rebuttal Testimony of Rick T. Link, January 2018, p. 29, lines 587-595.

<sup>40</sup> (Link), p. 7, lines 136-138.

255 A. Yes. As is the case for the February 2018 analysis, the  
256 PVRR(d) results presented in Table 1 do not reflect the  
257 potential value of renewable energy credits (“RECs”)  
258 generated by the incremental energy output from the  
259 repowered facilities.  
260

261 Also, see Mr. Link’s Supplemental Direct Testimony in Docket No. 17-035-39, p. 23,  
262 lines 399-407.

263 **Q. Is there incremental customer upside to the PVRR (d)**  
264 **results calculated from the SO model and PaR through**  
265 **2036 for Leaning Juniper?**  
266

267 A. Yes. As is the case for the February 2018 analysis, the  
268 PVRR(d) results presented in Table 1 do not reflect the  
269 potential value of renewable energy credits (“RECs”)  
270 generated by the incremental energy output from the  
271 repowered facilities.  
272

273 **Q. Do you have any other concerns with the project economics and benefit calculation?**

274 A. Yes. If what the Company has presented in Table 4 is the best-case scenario with the  
275 PTCs and RECs included, do the project economics without the RECs in the modeling  
276 even make the Project worth pursuing?

277 Second, as opposed to traditional resource acquisitions, the Company’s  
278 development of the Project does not result from a near-term energy, capacity, or  
279 Renewable Portfolio Standard compliance need. We know this because the Company’s  
280 RFP procurement activity in fulfillment of the Company’s 2017 IRP action items  
281 regarding new wind generation facilities and related transmission--collectively

282 PacifiCorp's Energy Vision 2020 new wind and transmission projects--was already  
283 underway in Docket No 17-035-23.<sup>41</sup>

284 Third, the Company has taken a lot of risks venturing into this project. It has  
285 circumvented most regulatory hurdles in order to make this acquisition happen. I'll start  
286 with the Integrated Resource Plan (IRP). The Company filed its 2017 IRP on April 4,  
287 2017 in Docket No. 17-035-16.<sup>42</sup> The Energy Vision 2020 wind projects were in the  
288 2017 IRP, but the Pryor Mountain Wind Project was not.

289 **Q. Was the Project included in the Company's 2019 IRP?**

290 A. No, it was not. There was no mention of the Project in PacifiCorp's 2019<sup>43</sup> or in the  
291 Commission's Report and Order on PacifiCorp's 2019 IRP.<sup>44</sup> The Project was not part of  
292 any type of least-cost planning process put in place by this Commission.

293 The first regulatory filing that I am aware of pertaining to the Project was filed in  
294 Oregon, a requirement when a utility bypasses the typical request for RFP bidding  
295 process, which is put in place so that bidders can put forth their lowest cost, competitive  
296 bid for goods and services. The Company bypassed competitive market bidding and  
297 procurement processes and filed a Notice of Exception with the Oregon Public Utility  
298 Commission (OPUC) after the matter of the fact.<sup>45</sup> The Notice stated the following;

299 To meet the December 31, 2020 commercial operations date,  
300 PacifiCorp determined that issuing a RFP under Oregon's

---

<sup>41</sup> Docket No. 17-035-23, PacifiCorp's Application for Approval of a Solicitation Process, June 16, 2017.

<sup>42</sup> <https://pscdocs.utah.gov/electric/17docs/1703516/3005351703516rao3-2-2018.pdf>.

<sup>43</sup> Docket No. 19-035-02. PacifiCorp's 2019 IRP, October 18, 2019.

<sup>44</sup> Docket No. 19-035-02, Report and Order, May 13, 2019.

<https://pscdocs.utah.gov/electric/19docs/1903502/3137781903502o5-13-2020.pdf>

<sup>45</sup> PacifiCorp's Notice of Exception under OAR 860-089-0100, PacifiCorp Report, September 16, 2019.



301 competitive bidding rules would not allow for the prompt  
302 contracting required to ensure 100 percent PTC eligibility.

303  
304 A RFP process would have taken many months to complete and  
305 would have exceeded the timeline necessary to capture the unique  
306 value of this opportunity.

307  
308 This is especially true in light of the competition for contractors  
309 due to the impending expiration of PTCs (i.e., many entities are  
310 competing for the same resources in an effort to complete projects  
311 before the December 31, 2020 commercial operations date). To  
312 secure contractors and other resources, it was necessary to move  
313 quickly.<sup>46</sup>

314  
315 Again, the Company acted quickly, knowing that the time-sensitive nature of the PTCs  
316 are paramount to making this Project economic.

317 **Q. How did the OPUC respond to this filing?**

318 A. The OPUC wrote the following (italics added):<sup>47</sup>

319 *There is no means by which the resource can be acknowledged.*  
320 The Notice of Exception was filed on September 29, 2019, before  
321 the Company's Integrated Resource Plan was filed on October 18,  
322 2019.

323  
324 By pursuing the Project outside of all regulatory processes, the Division recommends that  
325 the Company and its shareholders should bear all risks pertaining to the Project. The  
326 regulatory processes were put in place to protect ratepayers who have no choice or  
327 decision in a utility's actions, especially when the utility behaves as an unregulated  
328 monopolist.

---

<sup>46</sup> Id.

<sup>47</sup> Docket No. LC 70, Comments on PacifiCorp's September 27, 2019 Notice of Exception to the Competitive Bidding Rules, October 25, 2019, p. 7.

329                   Next, because the Company excluded the Project from all IRPs and from all  
330 competitive procurement processes, we cannot know if the Project is the least-cost, least-  
331 risk option. We cannot know if the Company's compressed schedule to purchase a time-  
332 sensitive wind plant in Montana that benefits Vitesse's desire to go "green" in Oregon is  
333 the best option for Utah ratepayers, who will be paying for the Project 20 years after the  
334 PTCs expire and for five years of unbundled RECs when the Schedule 272 REC contract  
335 expires. As a result, the only way the Company should pursue this is if the full risk of  
336 any net costs associated with the project rests with PacifiCorp and not with Utah  
337 ratepayers.

338 **Q. What are the risks you are referring to?**

339 A. Any type of delay that affects the December 31, 2020 deadline to qualify for the full  
340 value of the PTCs is a risk. Examples of this type of risk include the following: inclement  
341 weather, a construction delay that could make the project ineligible for any PTCs, a delay  
342 in delivery of parts necessary to complete the project, a shortage of labor to erect the  
343 turbine parts, and a lower-than-expected capacity factor could cause a sub-optimal  
344 resource to be locked into PacifiCorp's resource mix for decades. Alternatively, an  
345 unexpected renewal of the PTC could make this opportunity relatively less valuable  
346 compared to potential future wind resources. These are foreseeable risks that a prudent  
347 utility would have planned for and that I discussed previously in my testimony.

348 **Q. Are there any other factors that should be considered here?**

349 A. Yes. On a positive note, the Company has extensive experience constructing wind  
350 generating resources, building transmission infrastructure to support wind generating  
351 plants, repowering wind plants, securing BOP contractors and EPC contractors,  
352 scheduling delivery of giant wind turbine blades, etc. The Company has been successful  
353 in delivering wind projects throughout Wyoming, beginning with the original Foote  
354 Creek dating back to approximately 2007. The Pryor Mountain Wind Project is the  
355 Company's first wind plant in Montana, but the Project is located north of Wyoming's  
356 border. The Company's proven track record in building wind projects should be  
357 considered here.

358 While the Division does not recommend circumventing long-term planning and  
359 competitive procurement processes, the Company has justified the need to secure this  
360 Project in a timely manner to make it economic. However, not on the backs of Utah  
361 customers. There are still too many unaccounted for risks associated with the Project that  
362 the Division would like answers to. For example, the Division would like to see the  
363 project economics without the REC sales in the Company's Rebuttal Testimony. If the  
364 Project shows customer benefits without the RECs, the Division may recommend the  
365 Commission approve the Project as long as there are significant risk mitigation  
366 assurances in place.

367 **Q. Please summarize the Division's recommendation to the Commission regarding the**  
368 **Company's Pryor Mountain Wind Project.**

369 A. The Company pursued the Project as an economic opportunity to take advantage of the  
370 PTCs before the tax benefit expired. This acquisition occurred outside of all normal  
371 Commission planning and procurement processes, so we will not know whether the  
372 proposed Project is the lowest-cost, lowest-risk resource necessary. The Project is  
373 beneficial only if it provides net economic benefits to customers.

374 The Project must be carefully evaluated to determine whether there is a high  
375 probability that customers will be better off with the Project than without the acquisition.  
376 The Division has identified potential benefits from the Project that might be realized to  
377 customers, but still many risks remain. The Division recommends not approving the  
378 Pryor Mountain Project in this general rate case at this time. The Division will continue  
379 to look for answers to its salient questions in Rebuttal Testimony and in discovery  
380 responses.

381 The Company needs to provide Table 4 (without RECs) in its Rebuttal Testimony  
382 in order to determine if the Project shows net benefits exclusive of RECs in the project  
383 economics. The Division continues to evaluate this matter and expects that some of its  
384 questions will be answered in the Company's Rebuttal Testimony. With respect to  
385 Oregon's investigation and review of the Schedule 272 Agreement used in this docket,  
386 the Division will continue to monitor this matter closely.

387 **Q. Does this conclude your Testimony?**

388 A. Yes.

389