

1 **Q. Please state your name, business address and position with PacifiCorp (“the**  
2 **Company.”)**

3 A. My name is Gregory N. Duvall. My business address is 825 NE Multnomah  
4 Street, Suite 300, Portland, Oregon 97232. I am employed by PacifiCorp as  
5 Managing Director, Planning and Major Projects.

6 **Qualifications**

7 **Q. Please summarize your education and business experience.**

8 A. I received a degree from University of Washington in Mathematics in 1976 and  
9 an MBA from University of Portland in 1979. I was employed by Pacific Power  
10 in 1976 and have held various positions in resource and transmission planning,  
11 regulation, resource acquisitions and trading. From 1997 through 2000 I lived in  
12 Australia where I managed the Energy Trading Department for Powercor, a  
13 PacifiCorp subsidiary at that time. Since my return to Portland, I have been  
14 involved in direct access issues in Oregon and have been responsible for directing  
15 the analytical effort for the Multi-State Process (“MSP”).

16 **Q. Have you previously testified in state regulatory proceedings?**

17 A. Yes. I have testified in California, Idaho, Montana, Oregon, Utah, Washington  
18 and Wyoming on net power costs, customer class cost of service, avoided costs  
19 and direct access. I also sponsored testimony in the Company’s Structural  
20 Realignment Proposal (“SRP”) and MSP applications.

21 **Purpose**

22 **Q. What is the purpose of your direct testimony in this proceeding?**

23 A. My direct testimony addresses inter-jurisdictional cost allocation, the allocation of

1 power cost variances under the Company’s proposed Power Cost Adjustment  
2 Mechanism (“PCAM”), and the prudence for Washington ratemaking purposes of  
3 the Company’s resource acquisitions of Craig, Hayden, Cholla 4, Foote Creek,  
4 West Valley, Gadsby and Currant Creek generating units.

5 With regard to inter-jurisdictional allocation, my direct testimony first  
6 provides background information on PacifiCorp’s system operations and  
7 associated modeling tools. Next, my direct testimony describes the “Dynamic”  
8 and “Hybrid” proposals and summarizes key analytical findings with respect to  
9 them. Finally, my direct testimony provides further explanation of certain  
10 provisions of the PacifiCorp Inter-Jurisdictional Cost Allocation Protocol  
11 (“Revised Protocol”) sponsored by Mr. Taylor that relate to system operations.

12 In the portion of my testimony supporting the Company’s PCAM  
13 proposal, I describe how net power cost variances are allocated to Washington  
14 under the PCAM, consistent with the Revised Protocol.

15 Finally, in addressing the prudence for Washington ratemaking purposes  
16 of the Company’s resource acquisitions, I demonstrate that each of these  
17 resources are used and useful in providing service to the Company’s Washington  
18 customers and should be included in the Company’s Washington rate base  
19 consistent with the allocation of the costs of these resources under the Revised  
20 Protocol.

21 In the interest of clarity and consistency, when I use a capitalized term in  
22 my testimony, and do not otherwise define it, I intend the term to have the same  
23 meaning as provided for in Appendix A to the Revised Protocol. Appendix A is

1 included as part of Mr. Taylor's Exhibit No.\_\_(DLT-2).

2 **Inter-Jurisdictional Cost Allocation**

3 The PacifiCorp System

4 **Q. What is the relevance of PacifiCorp's system operations to inter-**  
5 **jurisdictional cost allocation issues?**

6 A. Most MSP participants expressed the view that cost allocations should reflect  
7 principles of cost causation. This is a relatively easy principle to follow for the  
8 assignment of distribution costs associated with local delivery of power to  
9 individual customers, but becomes more complex when it comes to transmission  
10 and generation costs. The local distribution costs in any State are dependent only  
11 on the customers in that State. Transmission and Generation costs, however, are  
12 costs incurred to produce and move bulk power to the local points of distribution  
13 across PacifiCorp's entire system. The Company has 1.5 million customers  
14 spread across six States covering over 135,000 square miles. The Company's  
15 supply portfolio consists of 8,200 megawatts of generating capacity from over 70  
16 generating facilities located across eight states as well as many wholesale  
17 purchased power contracts with other utilities. The Company owns 15,000 miles  
18 of transmission lines, has over 125 points of interconnection with other utilities  
19 and has many wheeling contracts that in combination are used to transport the  
20 power produced at the various facilities to the loads across the system. The  
21 Company is limited by transmission constraints and operates its system on an  
22 integrated basis with two control areas. In the real world of PacifiCorp's six-state  
23 integrated system, cost allocation issues for generation and transmission costs are

1 far more complicated than distribution costs and potentially contentious because  
2 the system has some attributes of a single system serving six states and some  
3 attributes of two separate systems serving different regions.

4 **Q. Please describe how PacifiCorp operates its power system.**

5 A. The Company dispatches its power system to minimize total Company costs on a  
6 six-state integrated basis. While the operation is separated into two control areas,  
7 it is dispatched as a single system from a central location. The Eastern Control  
8 Area includes the Idaho, Utah and Wyoming loads and includes generating  
9 resources such as Hunter, Huntington, Naughton, Gadsby, West Valley, Currant  
10 Creek, Dave Johnston, Cholla and Wyodak. The Western Control Area includes  
11 the California, Oregon and Washington loads and includes generating resources  
12 such as the Hydro-Electric Resources, Hermiston, Colstrip, and Jim Bridger as  
13 well as the Bonneville Peak Purchase contract and the Mid-Columbia Hydro  
14 Contracts.

15 **Q. What are the primary responsibilities of a control area operator?**

16 A. Each control area operator is responsible for ensuring that reliable service is  
17 provided to the control area loads in accordance with the National Electricity  
18 Reliability Council (“NERC”) Minimum Operating Reliability Code. This is  
19 accomplished by making sure that adequate spinning and non-spinning reserves  
20 are available for unplanned generator outages and that adequate regulating  
21 margins are available to ensure that the system frequency remains steady as loads  
22 increase and decrease on an instantaneous, real-time basis.

1 **Q. Why does PacifiCorp operate two control areas instead of one?**

2 A. It would not be practical for the Company to operate as a single control area  
3 because of the limited transmission rights between its Western and Eastern  
4 Control Areas. While it may be technically feasible to do so, it would require the  
5 Company to go through a NERC control area certification process that would  
6 require consultation with neighboring control area operators. In addition, the  
7 Company would continue to operate its system in the same manner as it does  
8 today even if certified as a single control area.

9 **Q. How does PacifiCorp model the transfer capability between its two control**  
10 **areas?**

11 A. Exhibit No.\_\_\_\_(GND-2) shows the transmission topology used in the Generation  
12 and Regulation Initiatives Decision Tools (“GRID”) model. The “bubbles”  
13 labeled “4C,” “APS transmission,” “Cholla,” “Colorado,” “East Main,” “Glen  
14 Canyon - Pinnacle Peak,” “PV,” “SP15,” “Tri-State multi-point” and “Wyoming”  
15 are in the Eastern Control Area, while those labeled “Amps Colstrip,” “BPA  
16 Multi-point,” “COB,” “Jim Bridger,” “IPC transmission,” “Mid Columbia,”  
17 “West Main,” and “Yakima WW” are in the Western Control Area. The  
18 maximum transfer capability modeled from the east to the west is 546 megawatts.  
19 This consists of 350 megawatts from Wyoming to Jim Bridger, 104 megawatts  
20 from East Main to Jim Bridger, and 92 megawatts from East Main to Amps  
21 Colstrip. The maximum transfer capability modeled from the west to the east is  
22 1,171 megawatts. This consists of 400 megawatts from Jim Bridger to Wyoming,  
23 254 megawatts firm and 441 megawatts day-ahead firm from IPC transmission to

1 East Main, and 76 megawatts from Amps Colstrip to East Main. In addition, 100  
2 megawatts of transfer capability is reserved from west to east for non-spinning  
3 reserves and 100 megawatts is reserved from west to east for spinning reserves.

4 **Q. How does the Company use its transfer capability between control areas?**

5 A. Depending upon the load requirements, Resource availability, and market prices  
6 in each control area, the Company is able to transfer power from east to west or  
7 west to east to minimize total system costs in each hour.

8 **Q. Does the Company use day ahead firm transmission to augment the**  
9 **integration of its control areas?**

10 A. Yes. The Company is able to purchase day ahead firm transmission on an “as, if  
11 and when needed” basis to enhance system integration. Historically, this has  
12 represented about 441 average megawatts of transfer capability in excess of the  
13 Company’s firm transmission rights. This allows the Company to use Resources  
14 in one control area to help meet the loads in the other control area.

15 **Q. Does the Company expect to maintain two control areas in the event it**  
16 **participates in a Regional Transmission Organization (“RTO”)?**

17 A. No. An RTO would consolidate control areas in order to provide for system  
18 operation efficiencies, reliability benefits, improved planning and decision-  
19 making on system expansion and to provide “one stop shopping” for transmission  
20 services. The Company’s Eastern and Western Control Areas, along with those of  
21 several other utilities, are expected to be consolidated into the same control area  
22 upon participation in an RTO.

1 **Q. Can a Resource added in one control area provide benefits to customers**  
2 **located in the other control area?**

3 A. Yes. The Company's control areas are not entirely separate, so power can be  
4 transferred directly from resources in one control area to the other control area.  
5 Even if power is not transferred directly, there are several ways that resources  
6 added in one control area can provide benefits to customers located in the other  
7 control area. This will be described later in my testimony in the section titled  
8 "Prudence of Resource Acquisitions." The degree to which resources in one  
9 control area can impact the other control area is shown in the analyses of the  
10 impacts of load loss, discussed later in my testimony in the sub-section titled  
11 "2003 MSP Analyses."

12 At a more general level, PacifiCorp will continue to plan and operate its  
13 generation and transmission on a six-state integrated basis in a manner that  
14 minimizes costs to all its retail customers. This allows the Company to locate a  
15 power plant in one control area to meet load requirements in the other control area  
16 if that is the least-cost, least-risk option for the total system and for PacifiCorp's  
17 Washington customers.

18 Net Power Costs

19 **Q. What are Net Power Costs?**

20 A. Net Power Costs are the sum of: (a) the Company's variable generation costs  
21 (mostly fuel), (b) costs under purchased power contracts, and (c) wheeling costs,  
22 less (d) revenues received under power sales contracts.

1 **Q. How does the Company compute Net Power Costs?**

2 A. The Company computes Net Power Costs using the GRID model. This model  
3 was developed by PacifiCorp to simulate the hourly operations of its power and  
4 transmission system. GRID calculations reflect all of the Company's generating  
5 facilities and power contracts based upon their individual attributes. Operation of  
6 the Company's system is limited by transmission constraints. These constraints  
7 are also reflected in GRID. The Company has used the GRID model as the basis  
8 for computing Net Power Costs in rate cases filed since December 2001. The  
9 GRID model is more realistic than previous models of Net Power Costs because it  
10 simulates system operation on an hourly basis, substantially reflecting the way the  
11 system is actually operated.

12 2002 MSP Analyses

13 **Q. Please describe the MSP analytical process during 2002.**

14 A. Beginning in March 2002, the Company organized a Modeling Workgroup of  
15 MSP participants. The group received briefings on analytical methods and issues.  
16 The Company made available copies of the GRID model, together with computers  
17 capable of running it, to key groups in each State. Members of the workgroup  
18 were invited to suggest analytical studies that could be run either by the Company  
19 or by other participants.

20 The analytical workgroup met either by phone or in person 28 times  
21 during 2002. The workgroup discussed studies to be run, specific analytical  
22 issues, and the results of completed studies.



1 **Q. What studies were considered by the workgroup?**

2 A. The Company compiled a list of 56 studies which were proposed for  
3 consideration by the workgroup. Each study was intended to help evaluate the  
4 impact on revenue requirements in each State of specific changes in allocation  
5 methodology. As I indicated previously, the GRID model computes Net Power  
6 Costs on a total system basis. In order to calculate individual State impacts, the  
7 results of each GRID study were used as input into the Revenue Forecasting  
8 Model (“RFM”). Most studies were run for the 15-year period beginning with  
9 fiscal year 2004. The input data used in the first studies was updated four times to  
10 incorporate more recent information. The final set of data largely incorporates the  
11 results of the Company’s 2003 Integrated Resource Plan along with hydro  
12 relicensing and clean air costs. Some studies were proposed, but not completed,  
13 either because the sponsor withdrew the request or replaced a requested study  
14 with another.

15 The 2002 studies identified and evaluated many issues and laid the  
16 foundation for development of the Protocol and the Revised Protocol. Studies  
17 MSP-1 (Rolled-In) and MSP-2 (Modified Accord) became the standards of  
18 comparison and were updated as the input data were updated. These studies  
19 allowed each MSP participant to assess the revenue requirement impact that  
20 different changes would have on their individual State. Studies MSP-8 through  
21 MSP-15 began the evaluation of directly assigning Resources to individual States  
22 and therefore introducing the concept of interchange and transfer pricing. This  
23 concept was eventually refined in Study MSP-47, which produced revenue

1 requirement results using the Hybrid Proposal, which I describe later in my  
2 testimony. Studies MSP-16 and MSP-17 analyzed situs assignment of simple  
3 cycle and Hydro-Electric Resources, respectively. Studies MSP-31, MSP-33, and  
4 MSP-35 evaluated the inclusion of a hydro endowment in a dynamic framework.  
5 These studies also introduced the concept of monthly weighting of costs for  
6 Resources principally acquired for use during a particular season of the year.  
7 Both of these concepts were incorporated in the Revised Protocol. In addition,  
8 hourly allocation factors were examined in this series of studies along with the  
9 appropriateness of the situs assignment of Demand Side Management costs and  
10 the need for a wholesale jurisdiction. The use of hourly allocation factors did not  
11 prove to provide sufficient benefit over the use of monthly factors to take on the  
12 added complexity of working with hourly data. The studies on Demand Side  
13 Management resulted in validating that the current situs assignment method was  
14 still appropriate. Studies MSP-44 through MSP-52 examined the separation of  
15 States either physically or on an accounting basis. Studies MSP-47 (Hybrid),  
16 MSP-50 (Control Area Stand Alone) and MSP-51 (Divisional Stand Alone) were  
17 presented at the July 2003 MSP meeting.

18 The Dynamic and Hybrid Proposals

19 **Q. The last MSP meeting of 2002 occurred in December. What were the results**  
20 **of that meeting?**

21 A. The group identified two possible allocation methods: the Dynamic Proposal and  
22 the Hybrid Proposal. Under both methods, the Company would continue to  
23 operate its system on an integrated basis. Both methods were seen as “accounting

1 solutions” that would pertain only to ratemaking. Nonetheless, the two methods  
2 represented quite different approaches. The Dynamic Proposal generally  
3 allocated a proportionate slice of all system-wide costs and revenues to each  
4 State, while the Hybrid Proposal assigned costs and revenues by control area with  
5 hourly accounting for transfers between control areas. Neither of these methods  
6 commanded a consensus of participants. Participants agreed that the Company  
7 should further analyze and develop the two proposals in consultation with other  
8 participants. The conclusions were to be presented at a future MSP meeting.

9 Following the meeting, the Company conferred with MSP participants and  
10 performed the requested analyses. The results were discussed at the MSP meeting  
11 in July 2003.

12 **Q. Please summarize the Dynamic Proposal.**

13 A. The core Dynamic Proposal is the “rolled-in” allocation method. Under this  
14 method, all States would pay shares of the Company’s costs that are based upon  
15 the State’s shares of total system demand, energy, and other factors. Cost shares  
16 would change over time as States grow at different rates and the characteristics of  
17 their loads change. Net Power Costs would be allocated based upon each State’s  
18 requirement for system capacity and energy. Costs of generation Resources  
19 would be classified as 75 percent Demand/25 percent Energy-Related and  
20 allocated based upon the 12 CP Factor in the same manner proposed for System  
21 Resources under the Revised Protocol as described by Mr. Taylor. Under the  
22 Dynamic Proposal, the allocation of Resource costs would be the same for all  
23 generation, existing and new, regardless of location.

1 **Q. What were the principal concerns raised by MSP participants regarding the**  
2 **Dynamic Proposal?**

3 A. Some participants, primarily from Oregon and Washington, expressed concerns  
4 that using the Dynamic Proposal would cause customers in their States to pay  
5 additional costs associated with New Resources acquired to serve rapidly growing  
6 loads in Utah. Participants, again primarily from Oregon and Washington,  
7 expressed a belief that their States were entitled to a greater share of the benefits  
8 of the Company's Hydro-Electric Resources than would be provided under the  
9 Dynamic Proposal. There was also evidence that the Dynamic Proposal would  
10 not accommodate differing State policies and perspectives regarding the types of  
11 New Resources to be developed. The Company was also concerned that the  
12 Dynamic Proposal would not be sufficiently durable to resolve allocation issues  
13 during the years to come because of differing State policies and perspectives such  
14 as those related to New Resources additions and Direct Access Programs.

15 **Q. Please summarize the Hybrid Proposal.**

16 A. The Hybrid Proposal would separate PacifiCorp's system, for purposes of cost  
17 allocation, into two regions. Loads in the states of Oregon, Washington and  
18 California would be associated with the West Region. Loads in the states of  
19 Idaho, Utah and Wyoming area would be associated with the East Region.  
20 Generating Resources and Wholesale Contracts would be assigned based on  
21 present control area location. The overwhelming majority of Hydro-Electric  
22 Resources are located in the Western Control Area and would be assigned to the  
23 West Region. New Resources would be assigned to a particular region based

1 upon location and would be substantively reviewed only by commissions in the  
2 affected region. Although the Company would continue to operate its system on  
3 an integrated basis, customers in the two regions would be deemed to be served  
4 from different Resource pools. Consequently, for ratemaking purposes, one  
5 region may be deemed to be “short” (having fewer Resources than needed to  
6 serve load) in an hour during which the other region is “long.” To deal with this  
7 issue, the Hybrid Proposal includes an “interchange accounting” method which  
8 would compensate a “long” region if its Resources were deemed to have been  
9 relied upon by the other region.

10 **Q. What were the principal concerns raised by MSP participants regarding the**  
11 **Hybrid Proposal?**

12 A. Many parties expressed concerns and disagreements regarding the initial  
13 assignment of Resources to the regions. Even proponents of the Hybrid Proposal  
14 could not agree on an appropriate initial Resource assignment. Some parties  
15 advocated assignment of some Resources in ways that were inconsistent with the  
16 control area approach, based upon claims of historic “ownership.” Some  
17 participants, primarily from Utah, expressed concerns that the Hybrid Proposal  
18 would lead the Company away from integrated least-cost system planning. They  
19 expressed concerns that the Hybrid Proposal would increase risks because it  
20 reduces the diversity of fuel types used to serve each region. They also expressed  
21 concerns that the interchange accounting method would complicate the regulatory  
22 process and become unworkable.

1 2003 MSP Analyses

2 **Q. What were the results of the Company's analysis of the Hybrid and Dynamic**  
3 **Proposals?**

4 A. The impact of the Hybrid Proposal on overall revenue requirements is shown in  
5 Exhibit No.\_\_(GND-3). The overall impact is quite modest. On a present value  
6 basis, all States see small increases in revenue requirements as the existing  
7 allocation "hole" is closed. Each State's costs increase by less than one percent.  
8 All States see increases in some years and decreases in others.

9 **Q. Did the Company analyze the risks associated with the Hybrid Proposal?**

10 A. Yes. The Company's risk analyses are described in Exhibit No.\_\_(GND-4).  
11 The analyses were intended to highlight situations in which customers in specific  
12 States might face different risks under the Dynamic Proposal than under the  
13 Hybrid Proposal. The analyses considered 10 scenarios. The scenarios included  
14 two that studied the impact of temporary, unexpected losses of load: one in the  
15 East Region and one in the West. Four of the scenarios studied risks associated  
16 with Resources. Of these, one scenario altered assumptions regarding New  
17 Resource additions in response to changes in load forecasts since the development  
18 of the Company's 2002 Integrated Resource Plan. Two of the Resource scenarios  
19 looked at the impacts of low and high water conditions combined with high and  
20 low market prices, respectively. The fourth considered the loss, for one year, of a  
21 major coal-fired generating Resource in the Eastern Control Area. This last  
22 scenario also assumed that natural gas and market prices were high at the time of  
23 the loss.

1 The remaining four analyses studied risks associated with market prices. Of  
2 these, two assumed that wholesale market price trends (both natural gas and  
3 electric) were higher or lower than expected. Another looked at the impact of a  
4 year in which market prices in the West Region were higher, relative to the East  
5 Region, than were assumed in the base analysis. The last risk scenario studied the  
6 reverse of this situation, with East market prices rising relative to the West.

7 **Q. What did the Company conclude from its analyses of generation risks?**

8 A. The generation sensitivity studies show greater risk under the Hybrid Proposal  
9 than under the Dynamic Proposal. High water conditions, for example, reduce  
10 costs for the Company as a whole. Under the Dynamic Proposal, these cost  
11 reductions are shared equally among all States. Under the Hybrid Proposal, cost  
12 reductions are experienced only by States in the West Region. Patterns associated  
13 with generation loss in the East Region were even more striking. While the  
14 Dynamic Proposal results in similar cost increases for all States, the Hybrid  
15 Proposal leads to much greater cost increases in the East Region – nearly three  
16 times as great when measured against the Dynamic Proposal on a dollars-per-  
17 megawatt-hour basis. The Hybrid Proposal actually leads to cost decreases in the  
18 West Region, due to increased revenue from off-system sales and interchange  
19 accounting.

20 **Q. What did the Company conclude from its analysis of market price risks?**

21 A. Studies of market price risk also showed greater risks under the Hybrid Proposal  
22 than under the Dynamic Proposal. Low market prices decrease costs for the  
23 Company as a whole. This was true in eight of the 10 years that the Company

1 analyzed. The opposite is true under high market prices. Net Power Costs  
2 increase with higher market prices when the Company buys more from the market  
3 than it sells. The only two years this was not true, 2008 and 2009, followed the  
4 addition of two low incremental cost resources on the system, creating a short-  
5 term surplus of power which resulted in lower power costs for the Company when  
6 market prices increased. Under the Dynamic Proposal, these cost increases and  
7 decreases are shared among the States in proportion to their retail loads. Under  
8 the Hybrid Proposal, States in the West Region experience a cost increase when  
9 total system costs decreased and received a cost decrease when total system costs  
10 increased. This pattern reflects the differences in the initial assignment of  
11 Resources as well as different load and Resource balances in each control area  
12 over the 10-year study time frame. The Western Control Area receives benefits  
13 under high market prices since it is generally surplus in relationship to the Eastern  
14 Control Area in the Hybrid analyses and therefore receives more revenue credit  
15 from system balancing sales and interchange accounting.

16 **Q. How does the Revised Protocol correspond to the “Dynamic” and Hybrid”**  
17 **Proposals described above?**

18 A. The Revised Protocol contains elements of both the Dynamic and Hybrid  
19 Proposals as well as some new concepts. No further work was done on either the  
20 Dynamic or Hybrid Proposals since the July 2003 meeting and neither proposal  
21 was ever completed as the Company focused its efforts on the Protocol and  
22 subsequently the Revised Protocol. In March 2005, the Company, along with  
23 other interested parties, began to address issues associated with the Hybrid



1 Proposal in response to the Oregon Commission's Order on MSP, Order No. 05-  
2 021 in Docket UM 1050. In that Order, the Oregon Commission adopted the  
3 Revised Protocol, and further required the Company to develop a Hybrid Method  
4 by December 1, 2005 that can be used as a comparator to the Revised Protocol for  
5 reporting purposes only.

6 Consequences of Load Growth

7 **Q. One of the concerns expressed during the MSP is that not all States are**  
8 **growing at the same rate. Is this the case?**

9 A. Yes. Exhibit No.\_\_(GND-5) shows the change in both energy consumption and  
10 contribution to system peak over the last 10 years. As can be seen, Utah's load  
11 growth has been significantly higher than that of the other States. The Company's  
12 current load forecast expects this trend to continue.

13 **Q. You testified that the Revised Protocol allocates costs dynamically and all**  
14 **States share in the cost of New Resources. Does this provision cause slow-**  
15 **growing States to subsidize fast-growing States?**

16 A. Not to a material degree. At the time of its 2003 MSP filings, the Company  
17 reached this conclusion based on three analyses: an analysis of a specific New  
18 Resource addition, an examination of the impact of the Hybrid and Dynamic  
19 Proposals, and the analysis of load risks conducted on the Hybrid and Dynamic  
20 Proposals. These studies indicate that the Dynamic Proposal limits, to a  
21 surprising degree, the impacts of load growth across states. On balance, an  
22 allocation under the Dynamic Proposal limits the impacts of faster Utah load  
23 growth as well as the Hybrid Proposal.

1 **Q. Please describe the Company's specific analysis of the impact of Utah load**  
2 **growth under the Dynamic Proposal.**

3 A. In this study, Utah's loads were increased an additional 200 megawatts above the  
4 MSP forecast starting in 2010. Concurrently, a 200 megawatt combined-cycle  
5 gas plant was assumed to be added to meet the additional load. Exhibit  
6 No.\_\_(GND-6) shows the revenue requirement impacts of these two changes.  
7 Utah is allocated 94 percent of the total revenue requirement increase. The other  
8 States experience some impact, but the impact is minimal.

9 **Q. Why aren't more of the costs of the additional Resource passed on to other**  
10 **States?**

11 A. While all States pick up their proportional share of the higher than system average  
12 costs of the New Resource, Utah – the faster growing State in this example –  
13 picks up a larger share of all other allocated costs. As a result of its now larger  
14 allocation factors, Utah picks up a larger share of the costs of the remaining  
15 generation Resources, a larger share of the system's transmission costs, a larger  
16 share of A&G expenses, and all other allocated costs.

17 **Q. You indicated earlier that the Company conducted a risk analysis that**  
18 **studied the impact of a loss of load in each Control Area. What did the**  
19 **Company conclude from this analysis?**

20 A. A one-year loss of load would allocate costs very similarly under the Hybrid  
21 Proposal and the Dynamic Proposal. The results are shown in Exhibit  
22 No.\_\_(GND-4). As measured on a dollars per megawatt hour basis, a loss of  
23 load in one State increases costs in that State by an amount that is very similar

1 between the two proposals. Interestingly, a loss of load in one State has almost no  
2 impact on costs in other States under either proposal.

3 **Q. Would you expect this same pattern if loads increased?**

4 A. Yes. Based on this study, I would expect an increase in loads in one State to  
5 reduce costs per megawatt hour in the affected State and have little effect on  
6 remaining States.

7 **Q. Are there additional conclusions that can be drawn from this risk analysis?**

8 A. Yes. The Company examined the response of individual generating resources  
9 predicted by GRID as a result of the loss of load. The results, presented in  
10 Exhibit No.\_\_\_\_(GND-7), show clearly that the two control areas work together to  
11 meet changing loads. In response to load loss in the Eastern Control Area,  
12 Company generating resources reduced their output by 162 average megawatts.  
13 Of that reduction, nearly half (46 percent) occurred at Resources in the Western  
14 Control Area. A similar shared response occurs in response to load loss in the  
15 Western Control Area. The control areas are not totally isolated from one  
16 another. This implies two conclusions. First, there is no operational reason to  
17 assume that resources added in the Eastern Control Area have no benefit to the  
18 Western Control Area. Second, even the Hybrid Proposal would not be sufficient  
19 to entirely insulate a state in one control area from developments in another  
20 control area, because the operation of the system links the two.

1 **Q. You stated above that at the time of the MSP 2003 filings, the Company had**  
2 **concluded that allocating the costs of New Resources dynamically among**  
3 **jurisdictions did not result in a “material” subsidy flowing from slower-**  
4 **growing States to faster growing States. Why did the Company continue to**  
5 **study the load growth issue after the 2003 filings of the original Protocol?**

6 A. For two reasons. First, Oregon parties were not convinced that the analyses done  
7 before the Protocol filing were adequate to resolve the load growth issue. Second,  
8 the concept of “materiality” is somewhat subjective. Oregon parties pointed out  
9 that what appears to be a “small” cost shift, when expressed as a percentage of  
10 existing rates, can nonetheless translate into a significant impact when expressed  
11 in dollars. Because our Protocol filing did not resolve the load growth issue,  
12 parties in Oregon and Utah submitted a number of additional data requests which  
13 gave rise to a number of additional studies.

14 **Q. Please describe the nature of these studies.**

15 A. Most of the studies assumed either a one-time increase in Utah loads or a  
16 continuing pattern of higher Utah load growth which were matched with different  
17 types of Resource additions. Additional similar studies were done assuming  
18 higher Oregon load growth and corresponding Resource additions. Furthermore,  
19 two studies were done which attempted to quantify the cumulative impact of  
20 faster Utah load growth over a 14-year period. These studies (one performed in  
21 response to Oregon Public Utility Commission (OPUC) Staff Data Request 59/60,  
22 and the other performed subsequently in response to Committee of Consumer  
23 Services (CCS) Data Request 10.1), estimate and compare two different cost

1 streams – one corresponding to low Utah load growth (equal to the average of the  
2 other States’ projected load growth) and one corresponding to the higher rate of  
3 Utah load growth that is currently forecasted. For purposes of these studies, the  
4 difference between these cost streams is predictive of the impact on other States  
5 of the costs of Utah’s additional relative load growth. The analysis performed in  
6 response to CCS Data Request 10.1 improved upon the OPUC studies by more  
7 closely matching New Resources to load growth. The improved study shows that  
8 the 14-year present value of cost shifts to Washington from Utah load growth is  
9 \$22 million, or less than one percent of revenue requirements.

10 **Q. What quantitative assumptions underlie these studies?**

11 A. Major assumptions are as follows:

- 12 1. All studies use the Company’s 2003 load forecast.
- 13 2. Additional Resources are layered on top of underlying load growth and  
14 planned IRP Resource additions.
- 15 3. All studies assume an underlying system peak Resource deficiency in the  
16 early years and the addition of Resources that closely match the Diversified  
17 Portfolio I from the Company’s 2003 Integrated Resource Plan with two long-  
18 term purchased power contracts removed from the Western Control Area to  
19 reflect the lower loads forecast for the West in the Company’s 2003 load forecast.
- 20 4. Most of the studies assume that future wholesale gas and electricity prices  
21 will follow the Company’s forward price curves. Some of the studies were done  
22 with a high natural gas/electricity price assumption.

1 **Q. Please summarize the results of these studies.**

2 A. Under a rolled-in allocation method a faster-growing State supports both its  
3 allocated share of any New Resource additions and a larger share of the  
4 Company's existing costs. Correspondingly, slower growing States support their  
5 allocated share of the cost of the New Resource addition, but a smaller share of  
6 the Company's existing costs. In our studies, the sum of these two State revenue  
7 requirement impacts is compared to the total revenue requirement impact of the  
8 New Resource additions. If the total revenue requirement increase experienced  
9 by a faster-growing State is equal to or greater than the total revenue requirement  
10 impact of a New Resource, the faster growing State is deemed to be "supporting  
11 the cost of its load growth" and not causing a cost shift to slower growing States.

12 When considered from this perspective, our studies suggest that under the  
13 various approaches, a total system allocation method, as embodied in the Protocol  
14 and Revised Protocol, results in the growth State supporting between 86 percent  
15 and 127 percent of the cost of its load growth.

16 **Q. Why do the percentages differ from study to study?**

17 A. It appears that principal drivers of the study outcomes are:

18 1. The greater the rate of growth of one State compared to other States, the  
19 greater is the potential for cost shifts to slower growing States.

20 2. The higher the cost of New Resource additions compared to existing  
21 Resources, the greater is the potential for cost shifts to slower growing States.

22 3. The better New Resource additions are matched to load patterns through  
23 an effective IRP process, the lower is the potential for cost shifts to slower

1 States.

2 **Q. Do these studies suggest that parties should ignore the potential for faster**  
3 **growing States shifting costs to slower growing States?**

4 A. No. The studies indicate that there is a potential for some shifting of costs. As a  
5 general proposition, MSP participants seem to favor eliminating any potential cost  
6 shift, as long as that could be done in a relatively simple and understandable way  
7 without giving rise to other, undesirable unintended consequences.

8 **Q. Are there other mitigating factors to consider?**

9 A. Yes. When a State loses load unexpectedly, other States are allocated a greater  
10 share of the fixed and variable costs of all Resources. This helps to mitigate the  
11 impact on the remaining customers in the State that loses load who would  
12 otherwise bear a larger share of the fixed and variable costs.

13 In addition, the impact of Utah load growth is balanced by the expected  
14 Resource loss in western States. One of the underlying tenets of the Revised  
15 Protocol is that all States bear a rolled-in share of Resources that are acquired to  
16 replace Existing Resources. Existing Resources that will require replacement  
17 over the next several years include expiring long-term wholesale contracts  
18 (primarily on the West side of the system), plant retirements, and the lost  
19 generation from Hydro-Electric Resources and Mid-Columbia Contracts as a  
20 result of relicensing and contract renegotiation. For the States that are recipients  
21 of the “hydro endowment,” this means that other States are paying a share of the  
22 costs of replacing resources from which the hydro endowment States have  
23 benefited.

1 **Q. Does the “embedded cost differential” method affect cost shifts?**

2 A. Yes. It helps to mitigate them for Washington if New Resources cost more than  
3 existing ones, because the embedded cost of other Resources increases. The  
4 embedded cost differential (ECD) method compares Hydro-Electric Resource  
5 costs to the embedded cost of other Resources. If embedded costs grow due to  
6 load growth, the value of the hydro endowment increases in the Revised Protocol.  
7 In our studies that attempted to quantify the cumulative impact of faster Utah load  
8 growth over a 14-year period, the impact of the ECD is to reduce the impact of  
9 cost shifts to Washington customers due to load growth in Utah.

10 **Q. Has an acceptable method of eliminating any potential for cost shifts from**  
11 **different rates of load growth been identified?**

12 A. No. However, as described in the Revised Protocol, the Company and other  
13 parties have committed to further discussions and analysis of potential additional  
14 allocation mechanisms or structural changes that would better address the issue.  
15 A workgroup has begun work on this issue and the Company anticipates filing a  
16 report with the commissions, pursuant to Section IV E of the Revised Protocol, on  
17 October 20, 2005. Based upon the analysis completed to date, the Company has  
18 concluded that a rolled-in approach for the allocation of New Resource costs, as  
19 modified in the Revised Protocol, provides the best balance of reasonably  
20 assigning costs without unintended consequences.



1 Revised Protocol Provisions

2 *Development of the MC Factor*

3 **Q. Please describe the MC factor.**

4 A. Appendix F to the Revised Protocol contains a description of the calculation of  
5 the MC factor as well as example calculations of the factor. Appendix F is  
6 included as part of Mr. Taylor's Exhibit No. \_\_\_(DLT-2). The MC factor is used  
7 in the Revised Protocol to allocate the Mid-Columbia Adjustment among the  
8 States.

9 **Q. Why has the Company developed an MC factor?**

10 A. The Company performed an extensive review of the Mid-Columbia Contracts at  
11 the request of the MSP participants. There are four contracts that were entered  
12 into in the 1950's and 1960's, and three contracts that were entered into in 2001.  
13 These latter three contracts are successor contracts to the two earlier contracts  
14 with Grant County which provide the Company a share of the output of the Priest  
15 Rapids and Wanapum dams. The Priest Rapids contract stated that the output was  
16 for the benefit of Oregon customers and the Wanapum contract stated that the  
17 output was for the benefit of Oregon and Washington customers. Based on this  
18 language, the MC factor is developed as though the Priest Rapids energy is  
19 assigned to Oregon and the Wanapum energy is assigned to Oregon and  
20 Washington as described in Appendix F. The energy from the three successor  
21 contracts is assigned to Oregon during the time subsequent to the expiration of the  
22 Priest Rapids contract and prior to the expiration of the Wanapum contract. After  
23 both contracts have expired, the energy from the successor contracts is split

1 between Oregon and Washington as described in Appendix F. In the MC factor,  
2 the energy from the remaining two contracts, associated with the Rocky Reach  
3 and Wells projects, is spread system-wide as these two contracts do not have  
4 specific language identifying any particular State as the beneficiary of the output.  
5 The MC factor is then calculated by dividing the energy assigned and allocated to  
6 each State by the total energy from the Mid-Columbia Contracts. The Mid-  
7 Columbia Adjustment is then made based on an allocated share of the costs of all  
8 of the Mid-Columbia Contracts using the MC factor. This adjustment ensures  
9 that no one State is burdened if the costs under one of the Mid-Columbia  
10 Contracts diverge from the other contracts. This method ensures that all States  
11 are afforded a share of the costs and benefits of the Mid-Columbia Contracts, with  
12 Oregon and Washington receiving a larger share than would be the case if they  
13 were treated as System Resources.

14 *Seasonal Resources*

15 **Q. Mr. Taylor's direct testimony indicates that the allocation factors for**  
16 **Seasonal Resources use monthly factors that are weighted by the monthly**  
17 **portion of the total annual energy generated by the Seasonal Resource. On**  
18 **what basis are these energy values determined?**

19 A. Seasonal Resources are primarily acquired to meet the Company's retail load;  
20 however, the GRID model will run Seasonal Resources to make wholesale sales if  
21 it reduces the overall system Net Power Costs. To isolate the operation of  
22 Seasonal Resources for meeting retail loads, a separate GRID run is made in  
23 which no incremental hourly sales are made in the wholesale markets. The

1 monthly and annual energy values are taken from this study and provided to Mr.  
2 Taylor for purposes of calculating allocation factors for Seasonal Resources.

3 **Allocation of PCAM Net Power Cost Variances**

4 **Q. From a jurisdictional allocation perspective, what principal did the Company**  
5 **follow in designing the proposed PCAM?**

6 A. The primary principal was to ensure that the inter-jurisdictional cost allocation for  
7 the PCAM be consistent with the allocations under the Revised Protocol.

8 **Q. Is the allocation of costs under the proposed PCAM consistent with the**  
9 **Revised Protocol?**

10 A. Yes. Under the Revised Protocol, all costs are generally allocated under a rolled-  
11 in approach, subject to four exceptions. The first exception, Seasonal Resources,  
12 use monthly-weighted allocation factors, rather than annual allocation factors.  
13 While this is a departure from the strict application of a rolled-in methodology,  
14 the costs of Seasonal Resources are still allocated on a system-wide basis. The  
15 other three exceptions result from the application of the ECD to Hydro-Electric  
16 Resources, Mid-Columbia Contracts and Existing QF Contracts.

17 **Q. What effect does the ECD have on cost allocation?**

18 A. First, the ECD allocates the costs and benefits of the Hydro-Electric Resources to  
19 the former Pacific Power and Light jurisdictions. Second, as compared to rolled-  
20 in, the ECD allocates a higher percentage of the costs and benefits of the Mid-  
21 Columbia Contracts to Oregon and Washington. Finally, the ECD allocates the  
22 costs and benefits of Existing QF Contracts on a situs basis.

1 **Q. How does this affect the proposed PCAM?**

2 A. The proposed PCAM is designed to allocate changes in costs and benefits for  
3 these three components in a manner that is consistent with the initial allocation of  
4 the costs and benefits under the Revised Protocol.

5 **Q. How is this done?**

6 A. As testified by Mr. Widmer, the GRID model is used to isolate all net power cost  
7 changes from the baseline forecast.

8 **Q. How are the net power cost changes associated with Existing QF Contracts  
9 determined?**

10 A. The actual costs for Existing QF Contracts in Washington are compared to the  
11 costs included in the GRID study used to set current rates. This amount is the  
12 PCAM-related adjustment for Existing QF Contracts.

13 **Q. How is the PCAM-related adjustment for Hydro-Electric Resources  
14 allocated among the Company's jurisdictions?**

15 A. This adjustment is allocated using the Divisional Generation Pacific (DGP) factor.

16 **Q. How is the PCAM-related adjustment for the Mid-Columbia Contracts  
17 allocated among the Company's jurisdictions?**

18 A. This adjustment is allocated using the Mid-Columbia (MC) factor.

19 **Q. How is the PCAM-related adjustment for Existing QF Contracts allocated  
20 among the Company's jurisdictions?**

21 A. This adjustment is assigned on a situs basis.

22 **Q. How is the remaining PCAM adjustment amount determined?**

23 A. The remaining PCAM-related changes in net power costs are determined by

1 taking the difference between the adjusted actual and normalized net power costs  
2 less the amounts previously applied to Hydro-Electric Resources, Mid-Columbia  
3 Contracts and Existing QF Contracts.

4 **Q. How is the PCAM-related adjustment for all other resources allocated**  
5 **among the Company's jurisdictions?**

6 A. The remaining PCAM adjustment is allocated on the System Generation (SG)  
7 factor.

8 **Prudence of Resource Acquisitions**

9 **Q. What requirement was imposed on the Company regarding the prudence of**  
10 **certain resource acquisitions?**

11 A. In the Commission's Third Supplemental Order in the Company's 1999 general  
12 rate case (Docket No. UE-991832), the Commission approved a stipulation that  
13 contained the following requirement:

14 The Company will be required to make an affirmative showing in the  
15 direct testimony and exhibits of its next general rate proceeding  
16 demonstrating the prudence of those resources acquired since its previous  
17 general rate case (Cause No. U-86-02) which it proposes to include in  
18 rates in such proceeding.

19  
20 **Q. Have the resources acquired between the Company's 1986 and 1999 general**  
21 **rate cases undergone a prudence review process?**

22 A. Yes. The participating parties in the Company's 1999 general rate case (Staff,  
23 Public Counsel, and ICNU) were provided an opportunity to review the  
24 information provided by the Company that would comprise the Company's direct  
25 case as it relates to the acquisition of resources between the Company's 1986 and  
26 1999 general rate cases. This review culminated in the Joint Report, a copy of

1 which was included in the Company's last general rate case (Docket No. UE-  
2 032065) and is also included as Exhibit No.\_\_\_\_(GND-8) in this proceeding.

3 **Q. Which resources were addressed in the Joint Report?**

4 A. The Joint Report addressed Craig and Hayden, Cholla Unit 4, the James River  
5 cogeneration project, the Hermiston cogeneration project, and the Foote Creek  
6 Wind Project.

7 **Q. What action did the Commission take on the prudence of these resources in  
8 the last general rate case?**

9 A. The Commission found the two resources in the Company's Western Control  
10 Area (Hermiston and James River) to be prudent. (Order No. 06, Appendix A,  
11 Paragraph 10(c)). The prudence of the resources acquired since 1986 located in  
12 the Company's Eastern Control Area (West Valley, Gadsby, Craig, Hayden,  
13 Foote Creek, and Cholla) was not determined in that proceeding due to a lack of  
14 agreement on inter-jurisdictional cost allocation. The Joint Report did find,  
15 however, that Craig, Hayden, Foote Creek and Cholla were prudent on a system-  
16 wide basis.

17 **Q. What was the conclusion of the Joint Report?**

18 A. In the Joint Report, Staff concluded that the Company's acquisition of resources  
19 was consistent with increases in load and customer growth, and that the  
20 Company's decisions regarding the need to acquire new resources was guided by  
21 the Company's least-cost plan. Further, although Staff did not make a  
22 determination that the resources were acquired specifically to satisfy demand of  
23 Washington customers, Staff concluded that on a system-wide basis the resources

1 were acquired prudently. Staff indicated that future proceedings could consider  
2 “whether these resources were acquired prudently to satisfy increased load growth  
3 or demand in Washington State, including consideration of the Company’s  
4 commitments under merger agreements and orders, the impact of the ‘inter-  
5 jurisdictional’ allocation method used by the Company, and particular load-  
6 growth characteristics of the Company’s Washington service territory.” (Joint  
7 Report, p. 62)

8 **Q. Has the Commission traditionally assessed the prudence and cost allocation**  
9 **of new resources from a system-wide or state-specific perspective?**

10 A. It appears from prior decisions that the Commission has traditionally assessed  
11 prudence and cost allocation of new resources from a system-wide perspective.  
12 The jurisdictional allocation of total system costs across all states has been the  
13 consistent practice with respect to Washington’s regulation of PacifiCorp and its  
14 predecessors for many years. That was the standard prior to the Pacific Power /  
15 Utah Power merger, that was the standard for post merger investments, and it  
16 should remain the standard now.

17 In its 1986 order in Cause No. U-86-02, the Company’s last fully litigated  
18 general rate case in Washington, the Commission affirmed the appropriateness of  
19 sharing PacifiCorp’s integrated system costs across all the states that PacifiCorp  
20 serves:

21 As the Company provides electrical service to customers in six states  
22 including Washington, the Company’s joint facilities must be allocated to  
23 each of the states. (Second Supplemental Order, Cause No. U-86-02, page  
24 33)

1 **Q. Why is it appropriate to review the prudence of the Company's resource**  
2 **acquisitions from a system-wide basis?**

3 A. It makes sense to determine the prudence of resource acquisitions that support and  
4 benefit the Company's entire system from a system-wide basis. The Company  
5 operates a geographically dispersed system with characteristics that differ by  
6 location. In order to take advantage of those differences, the Company operates  
7 and plans its system on an integrated basis to capture the efficiencies of its  
8 system, which benefits all of the Company's customers by keeping net power  
9 costs as low as possible. Operating and planning the Company's system from the  
10 perspective of one State, in contrast, would lead to sub-optimal financial results  
11 for the Company and all of the Company's customers would pay higher costs.  
12 Accordingly, the prudence of the resource acquisitions should be analyzed from a  
13 total Company basis, not on the basis of a single State. Since the Joint Report  
14 found that resources were prudent from a system basis, the Commission has a  
15 sound basis for concluding that the acquisitions were prudent and therefore  
16 eligible for inclusion in Washington rates.

17 **Q. How is the treatment of these resources affected by the "impact of the 'inter-**  
18 **jurisdictional' allocation used by the Company"?**

19 A. The Company is proposing adoption of the Revised Protocol in this proceeding.  
20 These resources are proposed to be treated in the manner provided in the Revised  
21 Protocol. The Revised Protocol does not require that we demonstrate a "State-  
22 specific" benefit for particular resources before they can be recovered in a  
23 particular State's retail rates. Rather, resources are treated on a system-wide



1 basis, and allocated among the States pursuant to the Revised Protocol, which in  
2 the case of some resources takes into account the seasonal nature of the resource  
3 and any seasonality of a State's load.

4 **Q. What are the limitations of a State-specific approach to cost allocation and**  
5 **prudence reviews?**

6 A. As discussed in the beginning of my testimony, in an integrated system like  
7 PacifiCorp's, it is not always clear which State is responsible for what costs.  
8 Costs related to production, transmission and Company overheads are not related  
9 to any specific load and, therefore, it is necessary to develop a method to  
10 apportion those costs among the States and customers served from the integrated  
11 system. In addition to not being able to identify which State is responsible for  
12 which cost, it is not always clear whether new resources are being added for load  
13 growth, replacement of expiring resources and contracts, or for system reserves.  
14 These factors make assigning cost responsibility of specific resources to specific  
15 States very subjective.

16 **Q. Has it been the Commission's policy to require that each resource on the**  
17 **Company's system physically deliver power directly to Washington**  
18 **customers before that resource's costs can be included in the Company's**  
19 **Washington rates?**

20 A. No. For example, in the Commission's order addressing the prudence of Colstrip  
21 3, the Commission states:

22 The Commission is aware that the plant is currently producing power, and,  
23 in fact, power from the plant was used to meet the company's power needs  
24 in December 1983. The Commission is aware that the current surplus may  
25 end in the not too distant future. The Commission has considered the

1 power reserves of the company and is convinced that the Colstrip 3 plant  
2 is used and useful to the ratepayers of the state of Washington. (Second  
3 Supplemental Order, Cause No. U-83-57, page 8)

4  
5 Colstrip 3 is used. It now produces power and has been used to meet the  
6 company's power needs. Colstrip 3 is useful. It provides a source of  
7 reserves and is a relatively low-cost resource. (Second Supplemental  
8 Order, Cause No. U-83-57, page 9)

9  
10 The order does not cite the need to physically move power to Washington loads in  
11 order for that resource to be used and useful. In fact, the Company does not have  
12 sufficient transmission rights to move all of the power from its share of Colstrip  
13 units 3 and 4 to its Washington loads.

14 **Q. You previously stated that the Company is limited by transmission**  
15 **constraints and operates its system on an integrated basis with two control**  
16 **areas. Has the Commission previously taken into account the control area in**  
17 **which a resource is located in determining prudence?**

18 A. No. Prior to the 1989 merger with Utah Power, the former Pacific Power  
19 operated as an integrated system with two control areas – a Western Control Area  
20 and a Wyoming Control Area. Many of the same transmission constraints for  
21 moving power between control areas that exist now existed then, yet the costs of  
22 the Dave Johnston and Wyodak generating stations were included in Washington  
23 rates even though these generating stations were in the Wyoming Control Area  
24 and Washington customer loads were in the Western Control Area. Dave  
25 Johnston and Wyodak together provide over 1000 megawatts of capacity to the  
26 system.

1 **Q. Are there other examples where the Commission has included costs from the**  
2 **Company's Eastern Control Area in Washington rates?**

3 A. Yes. In the order approving the Pacific Power / Utah Power merger, the  
4 Commission directed the Company to file a rate reduction based on the  
5 Company's projected cost reductions arising from integrating a third control area  
6 (Utah Power) into the Company's then existing system. In that order the  
7 Commission stated:

8 [T]he Company demonstrated on this record that there are substantial  
9 economies to be gained in the first five years of the merger; it estimated  
10 total merger benefits of \$48 million per year in the first year, increasing to  
11 \$158 million per year in the fifth year. While recognizing that these are  
12 estimates, the Commission notes the benefits to be of substantial  
13 magnitude. The evidence establishing merger benefits was largely  
14 uncontradicted. Thus, the Commission's concern was that Washington  
15 ratepayers receive an equitable share of the benefits. (Second  
16 Supplemental Order, Docket No. U-87-1338-AT, page 13)

17  
18 In April 1989, the Company filed a "tracker" filing, as ordered by the  
19 Commission, in which Washington rates were reduced by the Washington-  
20 allocated share of half of the first-year and half of the second-year merger benefits  
21 (projected to be \$59 million on a total Company basis). These price reductions  
22 were based on cost reductions that were forecasted to occur by integrating the  
23 operation of the Company over three control areas.

24 **Q. What are the implications for inter-jurisdictional cost allocation if the**  
25 **Commission were to find a generating resource to be imprudent for**  
26 **Washington customers although prudent on a system basis?**

27 A. As discussed later in my testimony, from 1985-2003, Washington needed about  
28 230 megawatts of new resources to satisfy its load growth. From 2003-2015,

1 Washington is expected to need nearly 300 megawatts of additional new  
2 resources to meet its load growth and to replace a number of power purchased  
3 contracts that expire. If the Commission were to disallow recovery of a system-  
4 allocated share of new resources identified by the least-cost plan, then the cost of  
5 other new resources would need to be assigned to Washington to meet the needs  
6 of the Company's Washington customers. This would likely raise the cost of  
7 serving Washington customers as a result of incurring costs that are inconsistent  
8 with the Company's least-cost plan and through loss of integration benefits, as  
9 discussed above.

10 **Q. In your view, what is the appropriate standard to be applied in judging the**  
11 **prudence of new resources located in the Company's Eastern Control Area?**

12 A. The appropriate and traditional standard used by the Commission for judging the  
13 prudence of new resources is from a system-wide perspective. Under this  
14 standard, if resources are prudent from a system-wide perspective, then they are  
15 prudent for customers that are being served by that system. Judging prudence of  
16 new resources from a State-specific basis is a new and higher standard than has  
17 been required in the past. Thus, while the remainder of this section of my  
18 testimony discusses some of the Washington-specific benefits of these resources,  
19 such a showing is not required under the Revised Protocol nor is it consistent with  
20 traditional Commission policies; it is being offered only to respond to the specific  
21 issues raised by Staff in the Joint Report.

22 **Q. What are the remaining prudence issues to be addressed in this proceeding?**

23 A. My testimony describes why the Eastern Control Area resources discussed in the

1 Joint Report (Craig, Hayden, Foote Creek and Cholla) are prudent for purposes of  
2 inclusion in Washington rates. In addition, since the Company's 1999 general  
3 rate case, the Company has acquired the Gadsby, West Valley and Currant Creek  
4 resources. This filing also addresses the prudence of these resource acquisitions.  
5 Mr. Tallman's testimony addresses the prudence of these resource acquisitions  
6 from a system-wide perspective. My testimony describes why these resources –  
7 as well as Craig, Hayden, Foote Creek and Cholla – provide benefits for  
8 Washington customers, and should be included in rates.

9 **Q. Have the Company's other jurisdictions included the resources addressed in**  
10 **the Joint Report in rates?**

11 A. Yes. All of the Company's other jurisdictions have included these resources in  
12 rates, with the exception of Idaho, which has not had a general rate case either  
13 during or after the period of the resource acquisitions. Idaho has, however,  
14 ratified the Revised Protocol for use in allocating costs to the Company's Idaho  
15 jurisdiction. In addition, the Company used the Revised Protocol in its pending  
16 general rate case filing in Idaho. While the adopted treatment of other  
17 jurisdictions is not binding on the Commission, it should be an indication that  
18 these resources have been found to be reasonable in cost and necessary to serve  
19 the Company's retail customers, including those in Washington.

20 **Q. Was an expansion of PacifiCorp's system necessary to meet the requirements**  
21 **of the Company's Washington customers?**

22 A. Yes. As shown on page 1 of Exhibit No.\_\_\_\_(GND-9), the Company acquired  
23 1,024 megawatts of net resources through 2003, and Washington's share of those

1 resources is approximately 82 megawatts. It also shows that during the same  
2 period, Washington megawatt hour sales increased by approximately 161 average  
3 megawatts or 229 megawatts on an annual peak basis. This demonstrates that  
4 Washington load growth contributed heavily to the need to add these resources,  
5 and that these “resources were acquired prudently to satisfy increased load growth  
6 in Washington state.” If the Company had to plan for Washington’s load growth  
7 separately, Washington would be allocated nearly three times the amount of  
8 resource costs than are allocated under the Revised Protocol. This reflects the  
9 value of being part of a large, diversified, integrated system and produces results  
10 that could not be achieved if the Company planned and acquired resources for  
11 Washington on a stand-alone basis.

12 **Q. Are the allocation of resource costs to Washington expected to remain**  
13 **equitable in the future under the Revised Protocol?**

14 A. Yes. As described above, Washington customers are expected to need about 300  
15 megawatts of new resources between 2003 and 2015 both to meet Washington’s  
16 growing loads and to replace expiring contracts that are currently allocated to  
17 Washington. As shown on page 2 of Exhibit No. \_\_\_\_ (GND-9), new resource  
18 costs allocated to Washington over this same time period will closely match these  
19 needs.

20 **Q. Do resources on both the West and East Regions of the Company’s system**  
21 **benefit Washington customers?**

22 A. Yes. As my following testimony discusses, resources in the East Region of the  
23 Company’s system benefit Washington customers in numerous ways. Craig,

1 Hayden and Cholla 4 resources benefit Washington customers because of peak  
2 diversity between the Company's Eastern and Western Control Areas. The  
3 Company's Eastern Control Area is summer peaking and the Western Control  
4 Area is winter peaking. This means that loads are higher in the Eastern Control  
5 Area during the summer season than during the winter season. On the other hand,  
6 the Western Control Area is winter peaking so just the opposite is true. Since the  
7 entire system is operated on an integrated basis, resources that are not being fully  
8 utilized in the Eastern Control Area are used to either serve customers in the  
9 Western Control Area, make additional wholesale sales or displace higher cost  
10 generation. The monthly level of peak diversity during the test period is shown  
11 on Exhibit No.\_\_(GND-10).

12 **Q. Have the resource acquisitions in the Eastern Control Area also benefited**  
13 **Washington retail customers through the deferral of resource acquisitions?**

14 A. Yes. The ability to more efficiently utilize resources as a result of peak diversity  
15 has allowed the Company to defer resource acquisitions that otherwise would  
16 have been required.

17 **Q. Are resources in the Eastern Control Area able to serve Western Control**  
18 **Area customers only through seasonal diversity?**

19 A. No. The operation of the Company's system on an integrated basis also allows  
20 Eastern Control Area resources to serve Western Control Area customers when  
21 Western Control Area resources are not available due to poor hydro conditions  
22 and forced and planned outages, as long as these Eastern Control Area resources  
23 are not being fully utilized.

1 **Q. Do Washington customers benefit from greater access to wholesale markets**  
2 **and a more efficient utilization of resources as a result of the acquisition of**  
3 **the Eastern Control Area resources?**

4 **A.** Yes. As part of the Craig and Hayden and Cholla Unit 4 acquisitions, the  
5 Company also acquired additional transmission rights to and from wholesale  
6 markets. The Craig and Hayden transaction included 67 megawatts of on-peak  
7 and 100 megawatts of off-peak transmission rights to the Four Corners wholesale  
8 market. The Cholla Unit 4 acquisition included access to 350 megawatts of  
9 transmission rights in the APS control area. These additional transmission rights  
10 allow the Company to more efficiently utilize all of the Company's resources in  
11 both the Eastern and Western Control Area resources through expanded access to  
12 wholesale markets. The additional access enables the Company to make more  
13 and higher margin wholesale sales when resources are not fully utilized for retail  
14 customers and, when economic, the ability to displace higher priced resources  
15 when market purchase prices are lower. Both of these types of transactions  
16 benefit Washington retail customers by reducing net power costs. The expanded  
17 access to wholesale markets, benefits of seasonal diversity, and resource deferrals  
18 were the same factors giving rise to the benefits associated with Pacific Power's  
19 merger with Utah Power, a transaction that was found by the Commission to be in  
20 the public interest.

21 **Q. Do the Eastern Control Area resources provide other benefits?**

22 **A.** Yes. The Craig and Hayden transactions include a seasonal exchange with  
23 Tristate that provides 50 megawatts of capacity during the winter season when the



1 Western Control Area is experiencing peak demand. Similarly, the Cholla  
2 transaction includes a seasonal exchange currently rated at 480 megawatts during  
3 the winter season. The addition of Craig, Hayden and Cholla further enhance the  
4 Company's system reliability and flexibility in maintenance scheduling and  
5 energy dispatching, which are beneficial to all of the Company's customers,  
6 including those in Washington.

7 In addition to supplying energy to customers from a renewable resource,  
8 Foote Creek is providing the Company with valuable knowledge and experience  
9 in wind project operation. This has assisted our evaluation of wind via the IRP  
10 planning process and has enabled us to procure the output from wind projects  
11 located in the Northwest. Additionally, the knowledge has enabled us to enter into  
12 integration/storage/return agreements with third parties that are buying the output  
13 from wind projects interconnected to our East and West control areas. The energy  
14 returned to these third parties in the West is, in turn, used to serve end-use load in  
15 Washington (via customers of the Bonneville Power Administration and Seattle  
16 City Light). Further, by adding renewable resources to the Company's resource  
17 portfolio, Foote Creek reduces the Company's reliance on less environmentally  
18 friendly resources and provides resource diversity.

19 **Q. To what extent did the Company use the resources in question during the test**  
20 **period in this case?**

21 A. The acquired resources are utilized extensively to meet the Company's resource  
22 requirements. In total, the resources addressed in the Joint Report that are located  
23 in the Eastern Control Area provide approximately 4 million megawatt hours of

1 net generation to serve customers. For the reasons discussed above in my  
2 testimony, the Commission has a basis for determining that the resource  
3 acquisitions were prudent from both a system-wide and a Washington  
4 perspective.

5 **Q. Please summarize your testimony regarding the prudence of the Company's**  
6 **acquisition of resources between 1986 and 1999.**

7 A. Between 1986 and 1999, the Company acquired the following resources in the  
8 Eastern Control Area: Craig and Hayden, Cholla Unit 4 and the Foote Creek  
9 Wind Project. These resource acquisitions were subjected to third-party  
10 verification and public review, including a thorough review by Staff in connection  
11 with the preparation of the Joint Report. In the Joint Report, Staff concluded that  
12 the Company's acquisition of resources was consistent with increases in load and  
13 customer growth, that the Company's decisions regarding the need to acquire new  
14 resources was guided by the Company's least-cost plan, and that on a system-  
15 wide basis the resources were acquired prudently.

16 These resources are "used," since they generated power to serve  
17 customers. These resources are also "useful," since they provide system-wide  
18 benefits to the Company's customers by adding operational flexibility, reducing  
19 net power costs through seasonal diversity benefits and increased access to  
20 wholesale markets, and increasing reliability and security of the Company's  
21 electricity supply. These resources provide system-wide benefits; therefore, it  
22 makes sense to evaluate their prudence on a system-wide basis. At the same time,  
23 however, if evaluated from the perspective of whether they provide benefits to

1 Washington, my testimony has shown the various benefits that these resources  
2 produce for the Company's Washington customers.

3 These resources have been added to the rate base in every State in which  
4 the Company has filed such a request. No Commission, including the  
5 Washington Commission, has disallowed resource costs solely for the reason that  
6 such resource was not located in the same control area as that State's  
7 jurisdictional loads. Staff has determined that the acquisition of these resources  
8 was prudent on a system-wide basis. Accordingly, the Company respectfully  
9 requests that the Commission include these resources in the Company's rate base  
10 in Washington.

11 **Q. Mr. Tallman describes why Gadsby, West Valley and Currant Creek are**  
12 **prudent resource acquisitions from a total Company perspective. How can**  
13 **these resources that are located in the Eastern Control Area be used and**  
14 **useful in serving Washington customers that are located in the Western**  
15 **Control Area?**

16 A. There are four examples of how resources located in the Eastern Control Area can  
17 benefit customers in the Western Control Area. First, to the extent that transfer  
18 capability is available, the output of these resources can be directly used to serve  
19 Washington loads. This could occur, for example, when the output of the Jim  
20 Bridger plant is reduced due to a scheduled or unscheduled outage. Second, by  
21 locating a new resource in the Eastern Control Area, the Company is able to  
22 redispach its system to meet Washington's needs. The new resource can displace  
23 resources located in the Western Control Area that were previously being used to

1 meet loads in the Eastern Control Area and/or optimize the resources utilized to  
2 provide reserves. The freed-up resource in the Western Control Area can then be  
3 used to meet Washington's needs. Third, these new resources can be used to help  
4 meet the Company's obligations under its cross-control area exchange contract  
5 with the Bonneville Power Administration (BPA). Under this exchange contract,  
6 the Company supplies power in the Eastern Control Area to serve BPA loads, and  
7 receive an equivalent amount of power in the Western Control Area that can be  
8 used to meet Washington loads. Finally, the power from these new resources can  
9 be sold in the wholesale markets that are accessible from the Eastern Control Area  
10 and an equivalent amount of power can be simultaneously purchased from the  
11 wholesale markets that are available to the Western Control Area. Under each of  
12 these examples, Washington customers benefit by having their incremental needs  
13 met by new resources that are least-cost to PacifiCorp, and therefore least-cost to  
14 Washington customers.

15 **Q. Does this conclude your direct testimony?**

16 A. Yes.