

1 **I. Introduction**

2 This PacifiCorp Inter-Jurisdictional Cost Allocation Protocol is the result of
3 extensive discussions that have occurred among representatives of PacifiCorp,
4 Commission staff members and other interested parties from Utah, Oregon,
5 Wyoming, Idaho and Washington regarding issues arising from the Company's
6 status as a multi-jurisdictional utility.¹ These discussions were referred to as the
7 Multi-State Process, or MSP.

8 PacifiCorp commits that it will continue to plan and operate its generation
9 and transmission system on a six-State integrated basis in a manner that achieves a
10 least cost/least risk Resource portfolio for its customers.

11 The Protocol describes regulatory policies, which, if followed by all States on
12 a long-term basis, should afford PacifiCorp a reasonable opportunity to recover all of
13 its prudently incurred expenses and investments and earn its authorized rate of
14 return. The assignment of a particular expense or investment, or allocation of a share
15 of an expense or investment, to a State pursuant to the Protocol is not intended to,
16 and should not, prejudice the prudence of those costs. Nothing in the Protocol shall
17 abridge any State's right and/or obligation to establish fair, just and reasonable rates
18 based upon the law of that State and the record established in rate proceedings
19 conducted by that State. It is the intent that the terms of the Protocol be enduring.
20 Parties who have supported the ratification of the Protocol do so in the belief that it
21 will achieve a solution to MSP issues that is in the public interest. However, a party's
22 support of the Protocol is not intended in any manner to negate the necessary

¹ Key staff in California monitored the proceedings and received relevant documents.

1 flexibility of the regulatory process to deal with changed or unforeseen
2 circumstances, and a party's support of the Protocol will not bind or be used against
3 that party in the event that unforeseen or changed circumstances cause that party to
4 conclude, in good faith, that the Protocol no longer produces results that are just,
5 reasonable and in the public interest. Support of the Protocol shall not be deemed to
6 constitute an acknowledgement by any party of the validity or invalidity of any
7 particular method, theory or principle of regulation, cost recovery, cost of service or
8 rate design and no party shall be deemed to have agreed that any particular method,
9 theory or principle of regulation, cost recovery, cost of service or rate design
10 employed in the Protocol is appropriate for resolving any other issues.

11 The Protocol describes how the costs and wholesale revenues associated with
12 PacifiCorp's generation, transmission and distribution system will be assigned or
13 allocated among its six State jurisdictions for purposes of establishing its retail rates.

14 Definitions of terms that are capitalized in the Protocol are set forth in
15 Appendix A.

16 A table identifying the allocation factor to be applied to each component of
17 PacifiCorp's revenue requirement calculation is included as Appendix B.

18 The algebraic derivation of each allocation factor is contained in Appendix C.

19 A description and numeric example of how Special Contracts and related
20 discounts will be reflected in rates is set forth in Appendix D.

21 A listing of FERC accounts relied upon in the definition of "Annual
22 Embedded Costs" is set forth in Appendix E.

23 Each State's allocated share of each Mid-Columbia Contract and the method
24 for calculating the shares is set forth in Appendix F.

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II. Proposed Effective Date

The Protocol will be effective and apply to all PacifiCorp retail general rate proceedings initiated subsequent to June 1, 2004.

III. Classification of Resource Costs

All Resource Fixed Costs, Wholesale Contracts and Short-term Purchases and Sales will be classified as 75 percent Demand-Related and 25 percent Energy-Related. All costs associated with Non-Firm Purchases and Sales will be classified as 100 Percent Energy-Related.

IV. Allocation of Resource Costs and Wholesale Revenues

Resources will be assigned to one of four categories for inter-jurisdictional cost allocation purposes:

- A. Seasonal Resources,
- B. Regional Resources,
- C. State Resources, or
- D. System Resources.

There are three types of Seasonal Resources, one type of Regional Resource and three types of State Resources. The remainder are System Resources which constitute the substantial majority of PacifiCorp's Resources. Costs associated with each category and type of Resource will be allocated on the following basis:

A. Seasonal Resources

Costs associated with the following three types of Seasonal Resources will be allocated as follows:

1. Simple-Cycle Combustion Turbines (SCCTs): All Fixed Costs associated with SCCTs will be allocated based upon the

1 SSGCT (Seasonal System Generation Combustion Turbine)
2 Factor. All Variable Costs associated with SCCTs will be
3 allocated based upon the SSECT (Seasonal System Energy
4 Combustion Turbine) Factor.

5 2. Seasonal Contracts: All Costs associated with the Seasonal
6 Contracts will be allocated based upon the SSGP (Seasonal
7 System Generation Purchases) Factor.

8 3. Cholla IV/ APS: All Fixed Costs associated with the Cholla
9 Unit 4 and the seasonal exchange provided for in the APS
10 Contract will be allocated based upon the SSGCH (Seasonal
11 System Generation Cholla) Factor. All Variable Costs
12 associated with Cholla Unit 4 and the seasonal exchange
13 provided for in the APS Contract will be allocated based upon
14 the SSECH (Seasonal System Energy Cholla) Factor.

15 Following the expiration of the APS Contract, Cholla Unit 4
16 will be allocated as a System Resource and no longer allocated
17 as a Seasonal Resource.

18 The MSP Standing Committee will review Seasonal Resources
19 criteria and allocation. Items to be considered include the seasonal
20 patterns of Resource operation to determine seasonality, the treatment
21 of associated off-system sales, the value of operating reserves
22 provided from Seasonal Resources, criteria to define seasonal
23 Exchange Contracts and methods for allocating the costs of seasonal
24 exchange returns.

25 **B. Regional Resources**

26 Costs associated with Regional Resources will be assigned and
27 allocated as follows:

- 1 1. Hydro-Endowment:
- 2 a. Owned Hydro Embedded Cost Differential
- 3 Adjustment. The Owned Hydro Embedded Cost Differential
- 4 Adjustment is calculated as the Annual Embedded Costs – Hydro-
- 5 Electric Resources, less the Annual Embedded Costs – All Other,
- 6 multiplied by the normalized MWh’s of output from the Hydro-
- 7 Electric Resources used to set rates (Hydro less All Other). The
- 8 Owned Hydro Embedded Cost Differential Adjustment will be
- 9 allocated on the DGP factor and the inverse amount will be allocated
- 10 on the SG factor.
- 11 b. Mid-Columbia Contract Embedded Cost Differential
- 12 Adjustment: The Mid-Columbia Contract Embedded Cost Differential
- 13 Adjustment is calculated as the Annual Mid-Columbia Contracts
- 14 Costs, less the Annual Embedded Costs – All Other, multiplied by the
- 15 normalized MWh’s of output from the Mid-Columbia Contracts
- 16 (Mid-C less All Other). The allocation of Mid-Columbia Contracts to
- 17 each State is established pursuant to Appendix F. The Mid-Columbia
- 18 Embedded Cost Differential Adjustment will be allocated on the MC
- 19 factor and the inverse amount will be allocated on the SG factor.
- 20 c. Unless otherwise recommended by the MSP Standing
- 21 Committee, as long as the Oregon parties that originally supported
- 22 ratification of the Protocol continue to support the use of the Protocol
- 23 for purposes of establishing the Company’s Oregon revenue
- 24 requirement, PacifiCorp will not propose or advocate any material
- 25 change in the Protocol provisions related to Hydro-Electric
- 26 Resources, Mid-Columbia Contracts and Existing QF Contracts.

1 Provided, however, the foregoing provision shall not prevent the
2 Company from complying with any Commission order.

3 **C. State Resources**

4 Costs associated with the three types of State Resources will be
5 assigned as follows:

6 1. Demand-Side Management Programs: Costs associated with
7 Demand-Side Management Programs will be assigned on a
8 situs basis to the State in which the investment is made.
9 Benefits from these programs, in the form of reduced
10 consumption, will be reflected through time in the Load-Based
11 Dynamic Allocation Factors.

12 2. Portfolio Standards: Costs associated with Resources acquired
13 pursuant to a State Portfolio Standard, which exceed the costs
14 PacifiCorp would have otherwise incurred acquiring
15 Comparable Resources, will be assigned on a situs basis to the
16 State adopting the standard.

17 3. Qualifying Facilities (QF) Contracts:
18 a. Existing QF Contracts Embedded Cost Differential
19 Adjustment: The Existing QF Contracts Cost Differential
20 Adjustment is calculated as the Annual Existing QF
21 Contracts Costs for each State, less the Annual Embedded
22 Costs – All Other, multiplied by the normalized MWh’s of
23 output from the respective State’s Existing QF Contracts
24 (State QF less All Other). The Existing QF Contract
25 Embedded Cost Differential Adjustment will be allocated on
26 a situs basis and the inverse amount will be allocated on the
27 SG factor.

1 b. New QF Contracts: Costs associated with any New
2 QF Contract, which exceed the costs PacifiCorp would have
3 otherwise incurred acquiring Comparable Resources, will be
4 assigned on a situs basis to the State approving such contract.

5 **D. System Resources**

6 All Resources that are not Seasonal Resources, Regional Resources or
7 State Resources are System Resources. Generally, all Fixed Costs
8 associated with System Resources and all costs incurred under
9 Wholesale Contracts will be allocated based upon the SG Factor.
10 Generally, all Variable Costs associated with System Resources will
11 be allocated based upon the SE Factor. Revenues received by the
12 Company pursuant to Wholesale Contracts will be allocated based
13 upon the SG Factor. A complete description of the allocation factors
14 to be utilized is set forth in Appendix B.

15 **E. Load Growth**

16 In concert with the 2004 IRP cycle, the Company and parties will
17 analyze and quantify potential cost shifts related to faster-growing
18 States.² In addition, a multi-state workgroup will track key factors
19 including actual relative growth rates, forecast relative growth rates,
20 costs of new Resources compared to costs of existing Resources, and
21 other factors deemed relevant to this issue. No later than nine months
22 after filing the 2004 IRP, the Company, in consultation with the MSP
23 Standing Committee and other parties, will file a report with the

² This issue will be monitored through studies that compute the costs allocated to each State for two cases: (a) with currently projected load growth together with a least-cost, least-risk mix of Resource additions to meet that growth and (b) with the fastest-growing State growing at the average growth projected for the remaining States, again with a least-cost, least-risk mix of Resource additions.

1 Commissions regarding this issue. Included in this report will be a
2 description of one or more options for a structural protection
3 mechanism, detailed with sufficient specificity to allow timely
4 implementation in the event that the studies show a material and
5 sustained net harm to customers in any jurisdiction.

6
7 The MSP Standing Committee is charged with developing one or
8 more ameliorative mechanisms that could be implemented in a timely
9 manner in the event that the studies show a material and sustained net
10 harm to particular States from the implementation of the IRP. The
11 MSP Standing Committee should consider the impact of load growth
12 in light of all other relevant factors. Potential mechanisms to be
13 studied include tiered allocations, treatment of Seasonal Resources, a
14 structural separation of the Company, temporary assignment of the
15 costs of some new Resources to fast-growing States, and the inclusion
16 of measures of recent load growth in the computation of allocation
17 factors.

18
19 **V. Refunctionalization and Allocation of Transmission Costs and Revenues**

20 If the Company is required to refunctionalize assets that are currently
21 functionalized as “transmission” to “distribution”, the cost responsibility for any
22 such refunctionalized assets will be assigned to the State where they are located. Any
23 refunctionalization will be implemented under the guidance of the MSP Standing
24 Committee.

25 Costs associated with transmission assets, and firm wheeling expenses and
26 revenues, will be classified as 75 percent Demand-Related, 25 percent Energy-
27 Related and allocated among the States based upon the SG (System Generation)

1 factor. Non-firm wheeling expenses and revenues will be allocated among the States
2 based upon the SE Factor.

3

4 **VI. Assignment of Distribution Costs**

5 All distribution-related expenses and investment that can be directly assigned
6 will be directly assigned to the state where they are located. Those costs that cannot
7 be directly assigned will be allocated among States consistent with the factors set
8 forth in Appendix B.

9

10 **VII. Allocation of Administrative and General Costs**

11 Administrative and general costs, costs of General Plant and costs of
12 Intangible Plant will be allocated among States consistent with the factors set forth in
13 Appendix B.

14

15 **VIII. Allocation of Special Contracts**

16 Revenues associated with Special Contracts will be included in State
17 revenues and loads of Special Contract customers will be included in all Load-Based
18 Dynamic Allocation Factors. Special Contracts may or may not include Customer
19 Ancillary Service Contract attributes. In recognition that Special Contracts may take
20 different forms, Appendix D provides a written description and numeric example of
21 the regulatory treatment of Special Contracts and associated discounts.

22

23 **IX. Allocation of Gain or Loss from Sale of Resources or Transmission**

24 **Assets**

25 Any loss or gain from the sale of a Resource (other than a Freed-Up
26 Resource) or a transmission asset will be allocated among States based upon the
27 allocation factor used to allocate the Fixed Costs of the Resource or the transmission

1 asset at the time of its sale. Each Commission will determine the appropriate
2 allocation of loss or gain allocated to that State as between State customers and
3 PacifiCorp shareholders.

4

5 **X. Implementation of Direct Access Programs**

6 **A. Allocation of Costs and Benefits of Freed-Up Resources**

- 7 1. Loads lost to Direct Access – Where the Company is required to
8 continue to plan for the load of Direct Access Customers, such
9 load will be included in Load-Based Dynamic Allocation Factors
10 for all Resources.
- 11 2. Loads of customers permanently choosing Direct Access or
12 permanently opting out of New Resources – Where the Company
13 is no longer required to plan for the load of customers who
14 permanently choose direct access or permanently opt out of New
15 Resources, such loads will be included in Load-Based Dynamic
16 Allocation Factors for all Existing Resources but will not be
17 included in Load-Based Dynamic Allocation Factors for New
18 Resources acquired after the election to permanently choose
19 Direct Access or opt out of New Resources. An effective date for
20 this process will be established at such time as customers
21 permanently choose Direct Access or opt out, and this process will
22 be implemented under the guidance of the MSP Standing
23 Committee.
- 24 3. In each State with Direct Access Customers, an additional step
25 will take place for ratemaking purposes to establish a value or cost
26 (which could include a transfer of Freed-Up Resources between

1 customer classes within a State) resulting from the departure of
2 the departing load; other States do not implement the second step.

3 **B. Freed-Up Resource Sale Approval**

4 Any proposed sale of a Freed-Up Resource for purposes of
5 calculating transition charges or credits will be subject to applicable
6 regulatory review and approval based upon a “no-harm” standard.
7 States implementing Direct Access Programs that involve the sale of
8 Freed-Up Resources will endeavor to propose a method for allocating
9 the gain or loss on a sale to Direct Access Customers in a manner that
10 satisfies the “no-harm” standard in respect to customers in the other
11 States. The parties agree that they will not advocate a sale of Freed-
12 Up Resources to be consummated if the proposed allocation of the
13 gain or loss from the sale would cause the Company to distribute
14 more than the total gain on a sale or recover less than the full amount
15 of the total loss on a sale.

16 **C. Allocation of Revenues and Costs from Direct Access Purchases
17 and Sales**

18 Revenues and costs from Direct Access Purchases and Sales will be
19 assigned situs to the State where the Direct Access Customers are
20 located and will not be included in Net Power Costs.

21

22 **XI. Loss or Increase in Load**

23 Any loss or increase in retail load occurring as a result of condemnation or
24 municipalization, sale or acquisition of new service territory which involves less than
25 five percent of system load, realignment of service territories, changes in economic
26 conditions or gain or loss of large customers will be reflected in changes in Load-
27 Based Dynamic Allocation Factors. The allocation of costs and benefits arising from

1 merger, sale and acquisition transactions proposed by the Company involving more
2 than five percent of system load will be dealt with on a case-by-case basis in the
3 course of Commission approval proceedings.

4

5 **XII. Commission Regulation of Resources**

6 PacifiCorp shall plan and acquire new Resources on a system-wide least cost,
7 least risk basis. Prudently incurred investments in Resources will be reflected in
8 rates consistent with the laws and regulations in each State.

9

10 **XIII. Sustainability of Protocol**

11 **A. Issues of Interpretation**

12 If questions of interpretation of the Protocol arise during rate proceedings
13 and/or audits of results of PacifiCorp's operations, parties will attempt to resolve
14 them with reference to the intent of the parties who have supported the ratification of
15 the Protocol.

16 **B. MSP Standing Committee**

17 1. An MSP Standing Committee will be organized consisting of one
18 member or delegate of each Commission. The chair of the MSP
19 Standing Committee will be elected each year by the members of the
20 Committee.

21 2. The MSP Standing Committee will appoint a Standing Neutral, at
22 the Company's expense, to facilitate discussions among States,
23 monitor issues and assist the MSP Standing Committee.

24 3. At least once during each calendar year, the Standing Neutral will
25 convene a meeting of the MSP Standing Committee and interested
26 parties from all States for the purpose of discussing and monitoring

1 emerging inter-jurisdictional issues facing the Company and its
2 customers. The meetings will be open to all interested parties.

3 4. The MSP Standing Committee will consider possible amendments
4 to the Protocol that would be equitable to PacifiCorp customers in all
5 States and to the Company. The MSP Standing Committee will have
6 discretion to determine how best to encourage consensual resolution
7 of issues arising under the Protocol. Its actions may include, but will
8 not be limited to: a) appointing a committee of interested parties to
9 study an issue and make recommendations, or b) retaining (at the
10 Company's expense) one or more disinterested parties to make
11 advisory findings on issues of fact arising under the Protocol.

12 5. The MSP Standing Committee has the immediate assignments of:
13 (a) developing one or more mechanisms that could be implemented in
14 a timely manner in the event that load growth studies show a material
15 and sustained net harm to particular States from the implementation
16 of the IRP; and (b) reviewing Seasonal Resources criteria and
17 allocation, including seasonal patterns of Resource operation to
18 determine seasonality, treatment of associated off-system sales, the
19 value of operating reserves provided from Seasonal Resources,
20 criteria to define seasonal Exchange Contracts and methods for
21 allocating the costs of seasonal exchange returns.

22 6. The work of the MSP Standing Committee will be supported by
23 sound technical analysis. A party supporting ratification of the
24 Protocol will work in good faith to address issues being considered by
25 the MSP Standing Committee.

1 **C. Protocol Amendments**

2 Proposed amendments to the Protocol will be submitted by PacifiCorp
3 to each Commission for ratification. The Protocol will only be
4 deemed to have been amended if each of the Commissions who have
5 previously ratified the Protocol ratifies the amendment. PacifiCorp
6 will not seek Commission ratification of any amendment to the
7 Protocol unless and until it has provided interested parties with at
8 least six months advance notice of its intent to do so and endeavored
9 to obtain consensus regarding its proposed amendment. A party's
10 initial support or acceptance of the Protocol will not bind or be used
11 against that party in the event that unforeseen or changed
12 circumstances cause that party to conclude that the Protocol no longer
13 produces just and reasonable results. Prior to departing from the terms
14 of the Protocol, consistent with their legal obligations, Commissions
15 and parties will endeavor to cause their concerns to be presented at
16 meetings of the MSP Standing Committee and interested parties from
17 all States in an attempt to achieve consensus on a proposed resolution
18 of those concerns.

19 **D. Interdependency among Commission Approvals**

20 The Protocol has been developed by the parties as an integrated, inter-
21 dependent, organic whole. Therefore, final ratification of the Protocol
22 by any of the Commissions of Oregon, Utah, Wyoming and Idaho, is
23 expressly conditioned upon similar ratification of the Protocol by the
24 other mentioned Commissions, without any deletion or alteration of a
25 material term, or the addition of other material terms or conditions.
26 Upon any rejection of the Protocol, or any material deletion,
27 alteration, or addition to its terms, by any one or more of the four

1 Commissions, the Commissions who have previously conditionally
2 adopted the Protocol shall initiate proceedings to determine whether
3 they should reaffirm their prior ratification of the Protocol,
4 notwithstanding the action of the other Commission or Commissions.
5 The Protocol shall only be in effect for a State upon final ratification
6 by its Commission. The Company will continue to bear the risk of
7 inconsistent allocation methods among the States.