

Docket No. UE 433  
Exhibit PAC/800  
Witness: Rick T. Link

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Direct Testimony of Rick T. Link**

**February 2024**

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**ATTACHED EXHIBITS**

Exhibit PAC/801—Transmission Projects Analysis

1                                   **I. INTRODUCTION AND QUALIFICATIONS**

2   **Q. Please state your name, business address, and present position with PacifiCorp**  
3   **d/b/a Pacific Power (PacifiCorp or Company).**

4   A. My name is Rick T. Link. My business address is 825 NE Multnomah Street, Suite  
5   600, Portland, Oregon 97232. My position is Senior Vice President, Resource  
6   Planning, Procurement and Optimization.

7   **Q. Please describe the responsibilities of your current position.**

8   A. I am responsible for PacifiCorp's energy supply management and resource planning  
9   and procurement functions, which includes the integrated resource plan (IRP),  
10   structured commercial business and valuation activities, and long-term load forecasts.  
11   Most relevant to this docket, I am responsible for the economic analysis used to  
12   screen system resource investments and conducting competitive request for proposal  
13   (RFP) processes, consistent with applicable state procurement rules and guidelines.

14   **Q. Briefly describe your education and professional experience.**

15   A. I joined PacifiCorp in December 2003 and assumed the responsibilities of my current  
16   position in September 2021. I have held several analytical and leadership positions  
17   responsible for developing long-term commodity price forecasts, pricing structured  
18   commercial contract opportunities and developing financial models to evaluate  
19   resource investment opportunities, negotiating commercial contract terms, and  
20   overseeing development of PacifiCorp's resource plans. I have been heavily involved  
21   in developing PacifiCorp's IRPs since 2013; have been directly involved in several  
22   resource RFP processes; and performed economic analysis supporting a range of  
23   resource and transmission investment opportunities. Before joining PacifiCorp, I was

1 an energy and environmental economics consultant with ICF Consulting (now ICF  
2 International) from 1999 to 2003, where I performed electric-sector financial  
3 modeling of environmental policies and resource investment opportunities for utility  
4 clients. I received a Bachelor of Science degree in Environmental Science from the  
5 Ohio State University in 1996 and a Master of Environmental Management from  
6 Duke University in 1999.

7 **Q. Have you testified in previous regulatory proceedings?**

8 A. Yes. I have testified in proceedings before the Public Utility Commission of Oregon  
9 (Commission), the California Public Utilities Commission, the Idaho Public Utilities  
10 Commission, the Utah Public Service Commission (Utah Commission), the  
11 Washington Utilities and Transportation Commission , and the Wyoming Public  
12 Service Commission.

13 **II. PURPOSE OF TESTIMONY**

14 **Q. What is the purpose of your direct testimony?**

15 A. I provide economic analysis that supports PacifiCorp's decision to build two  
16 transmission projects, including: (1) Gateway South, a 414-mile, 500-kilovolt (kV)  
17 overhead transmission line between the Aeolus Substation, near Medicine Bow,  
18 Wyoming, to the Clover substation near Mona, Utah; and (2) Gateway West Segment  
19 D.1, a 59-mile, 230-kV transmission line from the Shirley Basin substation in  
20 southeastern Wyoming to the Windstar substation near Glenrock, Wyoming and the  
21 accompanying ancillary facilities (collectively, the Transmission Projects).

22 I also summarize PacifiCorp's assessment of the projects from the 2021 IRP  
23 and 2021 IRP update, provide background on PacifiCorp's 2020 All-Source Request

1 for Proposal (2020AS RFP) to solicit new resources, including those enabled by the  
2 Transmission Projects, and discuss customer benefits that result from the projects.

3 For details regarding Gateway South and Gateway West, please refer to the  
4 direct testimony of Company witness Richard A. Vail.

5 **Q. Please summarize your testimony for the Transmission Projects.**

6 A. The 2021 IRP confirmed that the Transmission Projects remain a key transmission  
7 investment that will enable the procurement of low-cost wind facilities to reliably  
8 meet the Company's need for additional resources. These resources are expected to  
9 produce significant customer benefits. This includes ensuring that all new wind  
10 resources from the 2020AS RFP that depend on the Transmission Projects: (1) qualify  
11 for 110 percent of available federal production tax credits (PTC), further reducing the  
12 cost of these resources (that already have no fuel costs or emissions) relative to other  
13 resource options; and (2) generate renewable-energy certificates (RECs) that can be  
14 used to offset revenue requirements where appropriate.

15 As discussed by Company witness Vail, the Transmission Projects will also  
16 provide critical voltage support to the Wyoming transmission network, improve  
17 overall reliability of the transmission system, and enhance PacifiCorp's ability to  
18 comply with mandated reliability and performance standards. Most importantly, the  
19 Transmission Projects ensure the Company will meet its obligations to reliably  
20 accommodate nearly 2,500 megawatts (MW) of interconnection and transmission  
21 service requests, including 13 executed interconnection service and transmission  
22 service agreements for over 1,600 MW of new wind resources. This includes  
23 500 MW of firm point-to-point (PTP) transmission service to a third-party

1 transmission customer under the Federal Energy Regulatory Commission's (FERC)  
2 jurisdiction. Moreover, the Transmission Projects create additional opportunity to  
3 increase transfer capability with the construction of additional segments of the Energy  
4 Gateway project.

5 **Q. Please summarize your economic analysis of the Transmission Projects.**

6 A. My economic analysis demonstrates that the Transmission Projects are necessary and  
7 in the public interest. In my analyses, I reviewed the change in revenue requirement  
8 due to the Transmission Projects, and associated resources that are dependent upon  
9 the Transmission Projects, using the Company's IRP modeling tool across five  
10 different scenarios that pair varying natural gas price assumptions with varying  
11 carbon dioxide (CO<sub>2</sub>) policy assumptions (price-policy scenarios). For each price-  
12 policy scenario, I calculated the change in system revenue requirement between cases  
13 with and without the Transmission Projects through 2040, where capital revenue  
14 requirement is levelized. The price-policy scenarios include:

- 15 • Medium natural gas prices paired with medium CO<sub>2</sub> prices (MM);
- 16 • Medium natural gas prices without a CO<sub>2</sub> price (MN);
- 17 • High natural gas prices paired with high CO<sub>2</sub> prices (HH);
- 18 • Low natural gas prices without a CO<sub>2</sub> price (LN); and
- 19 • The Social Cost of Greenhouse Gas (SCGHG).

20 These analyses confirm that the Transmission Projects are expected to  
21 generate customer benefits. Under the MM price-policy scenario, the present-value  
22 revenue requirement differential (PVRR(d)) customer benefit when using the most  
23 conservative assumptions for unavoidable transmission is \$128 million and the risk-

1 adjusted PVRR(d) benefits are \$260 million. When assuming the cost of the  
2 Transmission Projects are unavoidable, the PVRR(d) under the MM price-policy  
3 scenario yields a \$610 million customer benefit and a risk-adjusted benefit of  
4 \$742 million. Conservatively, these benefits do not assign any value to the RECs that  
5 will be generated by new resources made available due to the Transmission Projects.  
6 The risk-adjusted results indicate that the Transmission Projects add significant risk  
7 mitigation benefits associated with volatility in market prices, loads, hydroelectric  
8 generation, and unplanned outages.

9 **Q. Did you develop an additional calculation to measure how changes in cost might**  
10 **influence customer benefits?**

11 A. Yes. I produced a calculation to determine how changes in resource and transmission  
12 cost assumptions would impact customer benefits. My review of resource costs show  
13 that assumed initial capital costs would need to increase by 32 percent to erode the  
14 customer benefits from the MM price-policy scenario. Similarly, the cost of the  
15 Transmission Projects would need to increase by 50 percent to erode the benefits  
16 from the MM price-policy scenario. These results show that the projected customer  
17 benefits are robust, and that they persist even if the resource costs and transmission  
18 costs far exceed the estimates that were available when we committed to move  
19 forward with the Transmission Projects.

20 **Q. Did you continue to review the economic analysis after the Company began**  
21 **construction of the Transmission Projects?**

22 A. Yes. I revisited the economic analysis as we were finalizing contracts for the wind  
23 resources dependent upon the Transmission Projects. This update accounted for,

1 among other things, higher costs, higher PTC values associated with the passage of  
2 the Inflation Reduction Act (IRA), and the potential impacts of the Ozone Transport  
3 Rule (OTR). This review showed risk-adjusted customer benefits totaling  
4 \$247 million in the MM price-policy scenario.

5 **Q. Do you believe your testimony supports the prudence of the Company's**  
6 **investments for both Transmission Projects?**

7 A. Yes.

8 **III. GATEWAY SOUTH AND GATEWAY WEST SEGMENT D.1**

9 A. **Need**

10 **Q. Did the 2021 IRP identify the need for additional resources to serve PacifiCorp's**  
11 **customers?**

12 A. Yes. The primary focus of the 2021 IRP is to forecast the need for resources and then  
13 evaluate different ways to meet that need over time. In the 2021 IRP, the assessment  
14 of resource need is presented in Volume I, Chapter 6. The load-and-resource balance  
15 shows that PacifiCorp has a capacity deficit in all years of the planning horizon—  
16 starting at 1,071 MW in 2021, and increasing to over 6,600 MW by 2040.<sup>1</sup> In 2025,  
17 the first full year that the Transmission Projects will be online, the resource need is  
18 1,627 MW. Consistent with prior IRPs, all resource portfolios produced in the 2021  
19 IRP that were considered as candidates for the preferred portfolio contain new  
20 supply-side, demand-side, and market resources to fill this need.

21 This need has continued to increase due to increases in forecasted load. The  
22 2021 IRP Update shows a resource need in all years of the planning horizon—starting

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<sup>1</sup> See PacifiCorp 2021 Integrated Resource Plan, Vol. I, Table 6.12.



1 at 1,584 MW in 2022 and increasing to 6,755 MW in 2040.<sup>2</sup> In 2025, the first full  
2 year that the Transmission Projects will be online, the resource need is 1,867 MW, an  
3 increase of 240 MW or approximately 15 percent from the 2021 IRP. The higher load  
4 reflected in the 2021 IRP Update approaches the level analyzed in the high-load  
5 sensitivity conducted in the 2021 IRP.<sup>3</sup>

6 Since the Company initiated construction of the Transmission Projects,  
7 national tariff policies, global supply-chain issues, and inflationary pressures  
8 eliminated some bids on the 2020AS RFP final shortlist. Consequently, PacifiCorp's  
9 procurement was reduced by 902 MW of solar resources and 497 MW of battery  
10 storage resources. Additional resources are needed to reduce PacifiCorp's reliance on  
11 the market.

12 **Q. Why is it important to reduce PacifiCorp's reliance on market purchases?**

13 A. There is a strong consensus that the western United States will face an increasing  
14 capacity deficit in the near future.<sup>4</sup> For example, in December 2020, the Western  
15 Electricity Coordinating Council (WECC) issued its Western Assessment of Resource  
16 Adequacy Report (WARA).<sup>5</sup> The WARA was developed based on data collected  
17 from balancing authorities describing their own demand and supply projections over  
18 the next 10 years. The WARA evaluated resource adequacy among six subregions  
19 under two scenarios—one with and without imports to the subregion. PacifiCorp  
20 serves load in three of these subregions—Northwest Power Pool Northwest (NWPP-

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<sup>2</sup> *Id.* at Table 4.2.

<sup>3</sup> *Id.* at 2.

<sup>4</sup> *Id.* at Vol. I, Ch. 5.

<sup>5</sup> *The Western Assessment of Resource Adequacy Report*, Western Electricity Coordinating Council (Dec. 18, 2020)

(<https://www.wecc.org/Administrative/Western%20Assessment%20of%20Resource%20Adequacy%20Report%2020201218.pdf>).

1 NW), Northwest Power Pool Northeast (NWPP-NE), and Northwest Power Pool  
2 Central (NWPP-C). For each of these scenarios, the WARA considered variations of  
3 supply. The most conservative assumes availability of only existing resources, and  
4 the most liberal includes availability of new resources under construction, those  
5 expected to come online, and those under development. The study found that for each  
6 of the three subregions in which PacifiCorp serves load, imports are needed to meet a  
7 one-day in 10-year planning threshold. The WARA shows that the NWPP-NW  
8 subregion would fall short of the planning threshold in 194 hours (under the most  
9 liberal supply case) to 208 hours (assuming availability of only existing resources)  
10 without imports. In the NWPP-NE and NWPP-C subregions, the study found that  
11 planning threshold is not met in 4,200 hours without imports.

12 These findings highlight that there are real reliability risks associated with  
13 relying on supply being available in the market to meet projected load obligations. In  
14 addition, WECC's 2021 WARA issued December 2021 further concludes that not  
15 only are resource adequacy risks to reliability likely to increase over the next  
16 10 years, it recommends entities take immediate action to mitigate near-term risks  
17 and prevent long-term risks. The 2021 WARA projects that "by 2025, each  
18 subregion, and the interconnection, will be unable to meet the 99.98%-one-day-in-  
19 ten-year-reliability threshold."<sup>6</sup>

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<sup>6</sup> 2021 *Western Assessment of Resource Adequacy Report*, Western Electricity Coordinating Council (Dec. 17, 2021) (<https://www.wecc.org/Administrative/WARA%202021.pdf>).

1 **Q. Are there any other third-party studies confirming the resource adequacy**  
2 **concerns in the west?**

3 A. Yes. In December 2020, the North American Electric Reliability Corporation (NERC)  
4 issued its Long-Term Resource Adequacy (LTRA) study that included its 10-year  
5 WECC region reliability assessment.<sup>7</sup> The NERC LTRA calculates an anticipated  
6 resource-based reserve margin to a reference reserve margin to establish one of three  
7 risk determinations—adequate (anticipated margin exceeds the reference margin),  
8 marginal (anticipated margin is below the reference margin, but new resources under  
9 development could cover the shortfall), and inadequate (anticipated reserve margin is  
10 below the reference margin and load interruption is likely).

11 The NERC LTRA shows that the Northwest Power Pool region and Rocky  
12 Mountain Reserve Group regions are projected to be inadequate beginning in 2028  
13 even if resources under development come online. Again, these findings highlight the  
14 risk of relying on other entities in the region to have excess supply available for the  
15 market when PacifiCorp may be required to buy power to serve its customers.

16 **Q. How did the 2021 IRP preferred portfolio address the need for new resources?**

17 A. The 2021 IRP preferred portfolio represented PacifiCorp's least-cost, least-risk plan  
18 to reliably meet customer demand over a 20-year planning period, based on the  
19 information available at the time the plan was developed. Using a range of cost and  
20 risk metrics to evaluate numerous resource portfolios, PacifiCorp selected a preferred  
21 portfolio that reflected a cost-conscious plan with near-term investments in renewable  
22 resources that capture tax credits before they expire or decrease, and new

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<sup>7</sup> 2020 Long-Term Reliability Assessment, North American Electric Reliability Corporation (Dec. 2020)  
([https://www.nerc.com/pa/RAPA/ra/Reliability%20Assessments%20DL/NERC\\_LTRA\\_2020.pdf](https://www.nerc.com/pa/RAPA/ra/Reliability%20Assessments%20DL/NERC_LTRA_2020.pdf)).

1 transmission infrastructure to facilitate the interconnection and delivery of these  
2 resources. These new resources and transmission investments are lower cost than  
3 other resource and transmission alternatives and are necessary to reliably serve our  
4 customers.

5 **Q. Were the Transmission Projects part of the 2021 IRP preferred portfolio?**

6 A. Yes. As described in Volume I, Chapter 4 of the 2021 IRP, the preferred portfolio  
7 includes both Gateway South and Gateway West Segment D.1. In the 2021 IRP, the  
8 Transmission Projects are assumed to be placed in service by the end of 2024,  
9 consistent with current construction timelines discussed by Company witness Vail.  
10 The Transmission Projects will enable the addition of new wind facilities that  
11 contribute to meeting 1,627 MW of projected resource need beginning 2025.

12 **Q. Did the Commission acknowledge the Transmission Projects in the 2021 IRP?**

13 A. Yes, and the Commission noted that it expected PacifiCorp to provide adequate  
14 analyses of the costs and benefits of transmission projects in future proceedings.<sup>8</sup>  
15 I believe my testimony provides the appropriate economic analyses to inform the  
16 Commission's request on this issue.

17 **Q. Were the Transmission Projects part of the 2021 IRP Update?**

18 A. Yes.<sup>9</sup>

19 **Q. What new transfer capabilities and interconnection capacity do the  
20 Transmission Projects add to PacifiCorp's system?**

21 A. The Transmission Projects will increase the transfer capability between the Aeolus

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<sup>8</sup> Order No. 22-178 (May 23, 2022).

<sup>9</sup> PacifiCorp's 2021 Integrated Resource Plan Update, Ch. 7, Action Plan Item 3a-3b, at 103-104 (Mar. 31, 2022) ([https://www.pacificorp.com/content/dam/pacorp/documents/en/pacificorp/energy/integrated-resource-plan/2021\\_IRP\\_Update.pdf](https://www.pacificorp.com/content/dam/pacorp/documents/en/pacificorp/energy/integrated-resource-plan/2021_IRP_Update.pdf)).

1 substation in eastern Wyoming and the Clover substation located near Mona, Utah by  
2 1,700 MW, and enable the interconnection of 2,030 MW of new resources in eastern  
3 Wyoming.

4 **Q. Please describe key factors supporting the inclusion of the Transmission Projects**  
5 **as prudent investments in this case.**

6 A. The Transmission Projects allow PacifiCorp to implement system improvements,  
7 support the full capacity rating of Gateway South and West, and enable the addition  
8 of incremental Wyoming renewable resources to support customer needs and deliver  
9 value for customers in the most cost-effective way. As discussed by Company  
10 witness Vail, the Transmission Projects will also improve overall reliability of the  
11 transmission system, and enhance PacifiCorp's ability to comply with mandated  
12 reliability and performance standards. Importantly, at the time PacifiCorp committed  
13 to move forward with building these new transmission assets, the Transmission  
14 Projects would ensure the Company could meet its obligations to reliably  
15 accommodate nearly 2,500 MW of interconnection and transmission service requests,  
16 including 13 executed interconnection service and transmission service agreements  
17 for over 1,600 MW of new wind resources. This included 500 MW of firm PTP  
18 transmission service to a third-party transmission customer under the FERC's  
19 jurisdiction.

20 **Q. Please describe the reliability benefits of the Transmission Projects.**

21 A The Transmission Projects directly connect eastern Wyoming to central Utah while  
22 enhancing reliability throughout PacifiCorp-served regions. Connecting to the  
23 Mona/Clover market hub provides additional flexibility in the use of least-cost

1 resources from eastern Wyoming or southern Utah.

2 Moreover, allowing additional generation resources to interconnect and serve  
3 load will lessen PacifiCorp's reliance on volatile and potentially diminishing market  
4 transactions to serve load. Given concerns over regional resource adequacy, reducing  
5 reliance on the market ensures a stable and reliable supply of capacity and energy  
6 going forward.

7 In addition, Gateway South improves reliability by relieving the stress on the  
8 transmission system in eastern Wyoming and central Utah. Gateway South relieves  
9 stress on the underlying 230-kV transmission system in Wyoming, and it unloads the  
10 underlying 345-kV transmission system in central Utah, improving reliability in both  
11 regions. Essentially, the 500-kV line brings two distant areas closer to each other in a  
12 way that improves regional reliability.

13 Gateway West Segment D.1 creates a new transmission path that allows for  
14 additional resource development in the area. The addition of this line improves the  
15 reliability of the transmission system during certain identified outage conditions  
16 (Dave Johnston to Amasa 230-kV outage or Amasa – Shirley Basin 230-kV outage).  
17 Gateway West Segment D.1 is also a prerequisite for interconnecting new resources,  
18 including those selected in the 2020AS RFP. Company witness Vail's testimony  
19 addresses transmission system reliability and interconnection issues in greater detail.

20 **B. The 2020AS RFP**

21 **Q. Please provide an overview of the 2020AS RFP.**

22 A. The 2020AS RFP was issued to identify resources that could meet the Company's  
23 projected resource need identified in the 2019 IRP. Based on the cost-and-

1 performance assumptions for proxy resources in the 2019 IRP, the Company expected  
2 that new wind, solar and battery energy storage systems (BESS) were likely to be the  
3 most cost-competitive types of resources offered into the 2020AS RFP. However,  
4 bidders could offer proposals for other types of resources (*i.e.*, natural gas, pumped  
5 storage, *etc.*).

6 **Q. When was the 2020AS RFP issued?**

7 A. After receiving approval from the Utah Commission (docket 20-035-05) and Oregon  
8 Commission (docket UM 2059), PacifiCorp issued the 2020AS RFP on July 7,  
9 2020.<sup>10</sup>

10 **Q. What was the market response to the 2020AS RFP?**

11 A. There was a robust market response that resulted in over 28,000 MW of conforming  
12 bids, with an additional 12,500 MW of non-confirming bids. Bids for 24 projects  
13 totaling over 9,000 MW of resource capacity located in eastern Wyoming were  
14 submitted.

15 **Q. How did the Company evaluate submitted bids?**

16 A. The Company created an initial shortlist that was made public on October 29, 2020.  
17 This shortlist included 5,453 MW of renewable resource capacity: 2,974 MW of solar  
18 or solar with storage (1,130 MW of battery storage), 2,479 MW of wind, and  
19 200 MW of standalone BESS. PacifiCorp then initiated a capacity factor evaluation

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<sup>10</sup> In Oregon Administrative Rules 860-89-0010, et seq., the Oregon Commission has established competitive bidding requirements for certain resource acquisitions by Oregon's investor-owned utilities. *In the Matter of the Rulemaking Regarding Allowances for Diverse Ownership of Renewable Energy Resources*, Docket No. AR 600, Order No. 18-324, Appendix A (Aug. 30, 2018) (<https://apps.puc.state.or.us/orders/2018ords/18-324.pdf>). In addition, Utah's Energy Resource Procurement Act requires a competitive solicitation process before the acquisition of renewable resources greater than 300 MW. See Utah Code Ann. § 54-17-201 *et. seq.*

1 process (performed by third-party expert WSP Global). The initial shortlist contained  
2 a mix of various ownership structures, including proposals for power-purchase  
3 agreements (PPAs), build-transfer agreements (BTAs), and battery storage  
4 agreements (BSAs).

5 **Q. What resources were selected to the final shortlist?**

6 A. After evaluating a range of potential bid portfolios, and accounting for bid updates  
7 from interconnection study results, the final shortlist included: 1,792 MW of new  
8 wind capacity (590 MW as BTAs and 1,202 as PPAs); 1,302 MW of solar capacity as  
9 PPAs; 697 MW of BESS (497 MW of BESS capacity paired with solar bids, and  
10 200 MW as standalone BESS capacity as a BSA).<sup>11</sup>

11 **Q. Which final shortlist resources depend on the Transmission Projects for**  
12 **interconnection?**

13 A. Six final shortlist resources, representing over 1,600 MW of wind generation, require  
14 the Transmission Projects to interconnect to PacifiCorp's transmission system. Table  
15 1 summarizes the wind resources that require the Transmission Projects to achieve  
16 interconnection.

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<sup>11</sup> The final shortlist originally included an additional solar bid collocated with BESS. Shortly after the bidder was notified its project was on the final shortlist, it withdrew the bid from the 2020AS RFP. This bid is not included in the total capacity.



**Table 1. 2020AS RFP Wind Bids Dependent on the Transmission Projects for Interconnection**

Project	Bidder	Structure	Capacity (MW)
Cedar Springs IV	NextEra	PPA	350
Boswell Springs	Innergex	PPA	320
Two Rivers	BlueEarth Renewables LLC and Clearway Renew LLC	PPA	280
Anticline	NextEra	PPA	101
Rock Creek I	Invenergy	BTA	190
Rock Creek II	Invenergy	BTA	400

**Q. Was the 2020AS RFP overseen by independent evaluators?**

A. Yes. Consistent with Utah and Oregon Commissions’ requirements, the solicitation process was overseen by two independent evaluators—one retained by PacifiCorp and appointed by the Oregon Commission (PA Consulting Group, Inc.), and one retained by the Utah Commission (Merrimack Energy Group).

**Q. What were the independent evaluators’ conclusions regarding the 2020AS RFP?**

A. Both independent evaluators concluded that the process was fair and transparent, and that the bids selected for the final shortlist were reasonable.

**Q. Please describe the Utah independent evaluator’s conclusions regarding the 2020AS RFP.**

A. In its Shortlist Report, the Utah independent evaluator concluded that the RFP was fair, reasonable, and in the public interest.<sup>12</sup> In particular, the Utah independent evaluator concluded:

- The market response to the RFP was robust and, “Based on the unbelievable response from the market it is safe to say that the solicitation process resulted in a very competitive process with many more proposals generally submitted than the expected requirements by bubble identified by PacifiCorp.”<sup>13</sup>

<sup>12</sup> *In re Rocky Mountain Power 2020AS RFP Application*, Docket No. 20-035-05 (Utah Public Service Commission; Sept. 2, 2021) (<https://psc.utah.gov/2020/01/24/docket-no-20-035-05/>).

<sup>13</sup> Utah Independent Evaluator Shortlist Report at 74.

- 1 • PacifiCorp engaged the bidders throughout the process in a timely manner to  
2 ensure that all bidders were treated fairly.
- 3 • All bidders were treated the same, had access to the same information at the  
4 same time, and had an equal opportunity to compete.
- 5 • PacifiCorp implemented its evaluation and selection process consistent with  
6 its proposed evaluation and selection process as outlined in the RFP in a  
7 structured and consistent manner designed to result in the selection of a  
8 portfolio of projects that would result in a least cost solution.
- 9 • PacifiCorp subjected all bidders to the same information requirements and  
10 conducted a consistent evaluation process with all proposals treated equally in  
11 terms of the evaluation methodology and information required of each bidder.
- 12 • The selection process was unbiased with respect to ownership structures, i.e.,  
13 the process did not unreasonably favor bids that resulted in a utility-owned  
14 resource.
- 15 • The selected bids resulted in lower system cost than a case where no bids were  
16 selected and maximized customer benefits while managing risk.

17 **Q. Please describe the Oregon independent evaluator's conclusions regarding the**  
18 **2020AS RFP.**

19 A. In its Closing Report, the Oregon independent evaluator concluded that the final  
20 shortlist reflected a diverse portfolio of competitive resources that achieves the  
21 resource adequacy and least cost goals set forth in PacifiCorp's IRP.<sup>14</sup> This was based  
22 on the following conclusions:

- 23 • PacifiCorp's procurement process, scoring methodology and results were fair  
24 and free of bias across all bids and bidders.
- 25 • PacifiCorp applied the rules of the 2020AS RFP in an unbiased manner,  
26 communicated transparently with the independent evaluators regarding their  
27 modelling processes and with stakeholders regarding their decisions.
- 28 • PacifiCorp's bid price scores were on average consistent with the independent  
29 evaluator's independent scoring methodology.

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<sup>14</sup> *In re PacifiCorp's 2020AS RFP Application*, Docket No. UM 2059 (Oregon Commission; Jun. 15, 2021)  
(<https://apps.puc.state.or.us/edockets/DocketNoLayout.asp?DocketID=22320>).

- 1           • PacifiCorp’s utilization of an outside consultant, WSP Global, to evaluate  
2           wind, solar, and battery storage benefitted stakeholders.
- 3           • The final shortlist was reasonably aligned with the 2019 IRP preferred  
4           portfolio.

5   **Q.    Did the Oregon Commission acknowledge the shortlist?**

6   A.    Yes.<sup>15</sup> Acknowledgement means that the Oregon Commission found that the “final  
7           shortlist appears reasonable at the time of acknowledgment and was determined in a  
8           manner consistent with [Oregon’s] competitive bidding rules.”<sup>16</sup> The Oregon  
9           Commission noted that the final shortlist “is a reasonable capacity and energy blend,  
10          with diversity in contract structures (and therefore rate impact profiles), technology  
11          types, and geography.”<sup>17</sup>

12   **C.    Price-Policy Assumptions**

13   **Q.    Please summarize the natural gas and CO<sub>2</sub> price assumptions used in the**  
14   **economic analysis.**

15   A.    The economic analysis of the Transmission Projects includes five price-policy  
16          scenarios—MM, MN, HH, LN, and SCGHG. These assumptions can influence the  
17          value of system energy, the dispatch of system resources, and PacifiCorp’s resource  
18          mix. Consequently, wholesale-power prices and CO<sub>2</sub> policy assumptions affect net-  
19          power cost (NPC) benefits, non-NPC variable-cost benefits, and system fixed-cost  
20          benefits associated with the Transmission Projects. Because wholesale power prices  
21          and CO<sub>2</sub> policy outcomes are both uncertain and important drivers to the economic  
22          analysis, it is important to evaluate a range of assumptions for these variables. Table 2

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<sup>15</sup> Docket No. UM 2059, Order No. 21-437 (Nov. 24, 2021)

(<https://apps.puc.state.or.us/orders/2021ords/21-437.pdf>).

<sup>16</sup> *Id.* at 12.

<sup>17</sup> *Id.* at 13.

1 summarizes the price-policy scenarios used to analyze the Transmission Projects.

2 **Table 2. Price-Policy Scenario Assumption Overview**

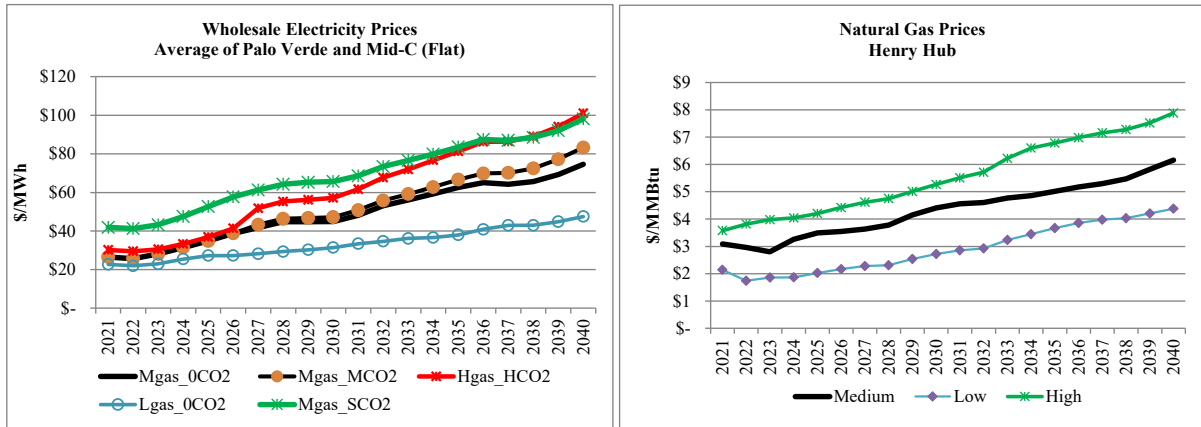
Price-Policy Scenario	Henry Hub Natural Gas Price (Levelized \$/MMBtu)	CO <sub>2</sub> Price Description
MM	\$4.44	\$9.93/ton starting 2025 rising to \$57.94/ton in 2040
MN	\$4.44	None
HH	\$5.64	\$22.57/ton starting 2025 rising to \$102.48/ton in 2040
LN	\$2.94	None
SCGHG	\$4.44	\$74.10/ton starting 2021 rising to \$150.38/ton in 2040
*Nominal levelized Henry Hub natural gas price from 2025 through 2040.		

3 **Q. Please describe the natural-gas price assumptions used in the price-policy**  
4 **scenarios.**

5 A. The medium natural gas price assumptions are from PacifiCorp’s official forward  
6 price curve (OFPC) dated March 31, 2021, which was the most current OFPC  
7 available when PacifiCorp prepared its modeling inputs for the 2021 IRP. The first  
8 36 months of the OFPC reflect market forwards at the close of a given trading day  
9 (March 31, 2021, in this case). As such, these 36 months are market forwards as of  
10 March 2021. The blending period (months 37 through 48) is calculated by averaging  
11 the month-on-month market forwards from the prior year with the month-on-month  
12 fundamentals-based price from the subsequent year. The fundamentals portion of the  
13 natural gas OFPC reflects an expert third-party, multi-client “off-the-shelf” price  
14 forecast. The fundamentals portion of the electricity OFPC reflects prices as forecast  
15 by AURORAXMP4 (Aurora), a WECC-wide market model. Aurora uses the expert  
16 third-party natural gas price forecast to produce a consistent electricity price forecast

1 for market hubs in which PacifiCorp participates. Figure 1 shows Henry Hub natural-  
 2 gas price assumptions for the medium, high, and low natural gas price scenarios.

3 **Figure 1. Natural Gas Price Assumptions**

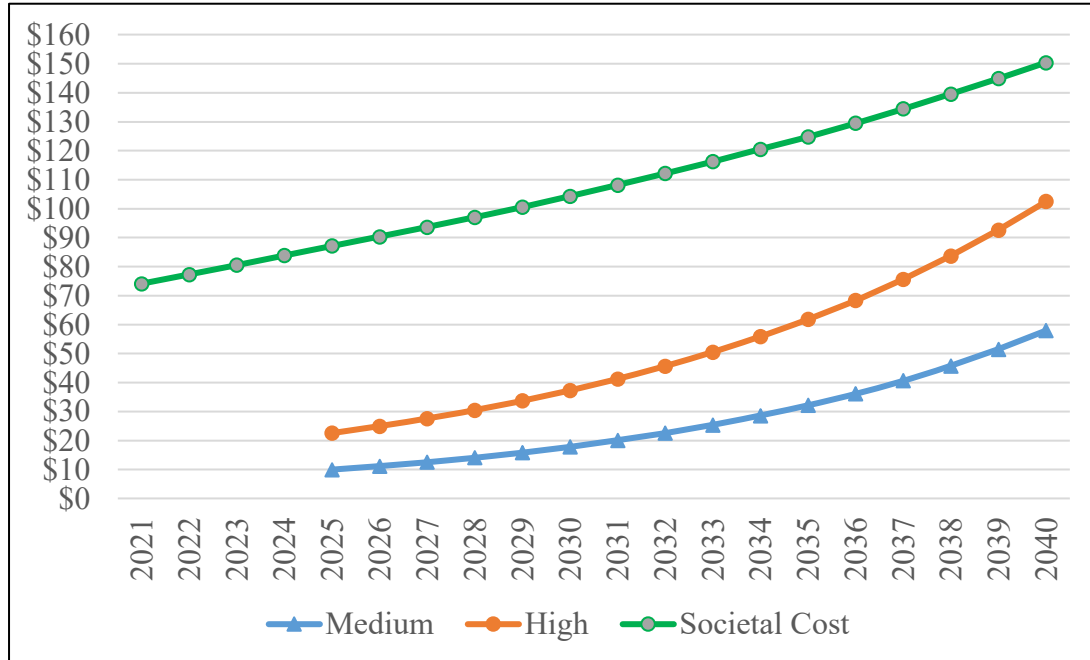


4 **Q. Please describe the CO<sub>2</sub> price assumptions used in the price-policy scenarios.**

5 A. PacifiCorp used four different CO<sub>2</sub> price scenarios in the 2021 IRP—zero, medium,  
 6 high, and a price forecast that aligns with the social cost of greenhouse gases. The  
 7 medium and high scenario are derived from expert third-party, multi-client “off-the-  
 8 shelf” subscription services. Both scenarios apply a CO<sub>2</sub> price beginning 2025.  
 9 PacifiCorp also incorporated the social cost of greenhouse gas, which is assumed to  
 10 start in 2021. The social cost of greenhouse gases is applied such that the price for the  
 11 social cost of greenhouse gas is reflected in market prices and dispatch costs for the  
 12 purposes of developing each portfolio (*i.e.*, incorporated into capacity expansion  
 13 optimization modeling). Figure 2 shows the three non-zero CO<sub>2</sub> price assumptions  
 14 used to analyze the Transmission Projects.

1

**Figure 2. CO<sub>2</sub> Price Assumptions**



2 **Q. How did PacifiCorp pair the natural gas and CO<sub>2</sub> price assumptions for**  
 3 **purposes of its analysis of the Transmission Projects?**

4 A. Scenarios pairing medium gas prices with alternative CO<sub>2</sub> price assumptions reflect  
 5 OFPC forwards through April 2024 before transitioning to a fundamentals forecast.  
 6 Scenarios using high or low gas prices, regardless of CO<sub>2</sub> price assumptions, do not  
 7 incorporate any market forwards because these scenarios are designed to reflect an  
 8 alternative view to that of the market. As such, the low and high natural gas price  
 9 scenarios are purely fundamental forecasts. Low and high natural gas price scenarios  
 10 are also derived from expert third-party, multi-client “off-the-shelf” subscription  
 11 services.

12 **Q. Does including potential future CO<sub>2</sub> costs reflect prudent utility planning?**

13 A. Yes. The Company’s price-policy scenarios include varying levels of assumed CO<sub>2</sub>  
 14 costs to reflect the fact it is more likely than not that some policy will exist that will

1 drive reduced emissions over the life of the Transmission Projects. When determining  
2 CO<sub>2</sub> costs used for planning purposes, the Company strives to ensure that it is not an  
3 outlier as discussed above, and the medium price is within a reasonable range used by  
4 the industry to assess risk and conduct prudent resource planning.

5 **Q. Are the modeled CO<sub>2</sub> costs intended to represent a literal carbon tax?**

6 A. No. The modeled CO<sub>2</sub> costs are not intended to explicitly account for a future tax on  
7 CO<sub>2</sub> emissions. Rather, these costs capture the effect of policies incentivizing reduced  
8 emissions through benefits or imposing costs through penalties or other costs  
9 resulting from market dynamics driving the need for zero-emission resources or  
10 customer preferences.

11 **D. Modeling Methodology**

12 **Q. Please describe the modeling methodology PacifiCorp used in its analysis of the**  
13 **Transmission Projects.**

14 A. PacifiCorp calculated a system present-value revenue requirement (PVRR) by  
15 identifying least-cost resource portfolios and dispatching system resources through  
16 2040, which aligns with the 20-year forecast period used in the 2021 IRP. Net  
17 customer benefits are calculated as the PVRR(d) between two simulations of  
18 PacifiCorp's system. One simulation includes the Transmission Projects, and the  
19 other simulation excludes them. In addition, because wind bids selected from the  
20 2020AS RFP located in eastern Wyoming cannot interconnect without the  
21 Transmission Projects, these wind resources are also eliminated from the simulation  
22 without the Transmission Projects. When the two simulations are compared, changes

1 to system costs are attributable to the Transmission Projects and associated wind  
2 resources from the 2020AS RFP final shortlist.

3 Customers are expected to realize benefits when the system PVRR from the  
4 simulation with the Transmission Projects is lower than the system PVRR without the  
5 Transmission Projects. Conversely, customers would experience increased costs if the  
6 system PVRR with the Transmission Projects were higher than the system PVRR  
7 without the Transmission Projects.

8 **Q. Are there any other costs that differ between the simulations with and without**  
9 **the Transmission Projects?**

10 A. Yes. The simulation that excludes the Transmission Projects includes the cost of  
11 transmission upgrades necessary to accommodate PacifiCorp's obligation to provide  
12 500 MW of firm PTP transmission service to a third-party customer. As explained in  
13 more detail by Company witness Vail, these transmission upgrade costs were  
14 included because, even conservatively ignoring all the executed interconnection  
15 service and transmission service contracts listing the Transmission Projects as  
16 prerequisites and focusing solely on the upgrades required to provide service under  
17 one transmission service contract, PacifiCorp assumed it would need to construct a  
18 230-kV line by the end of 2024 at an estimated cost of approximately \$1.4 billion.

19 Further, this \$1.4 billion cost is the minimum cost for the alternative  
20 considering that it includes only the upgrades required to provide service under a  
21 single transmission service contract. Additional costs would be incurred to provide  
22 service under all interconnection service contracts listing the Transmission Projects as  
23 prerequisites. To provide service under all these contracts, it is likely the alternative



1 would be to construct the Transmission Projects, which means that construction of  
2 these transmission investments are unavoidable given PacifiCorp's federal open  
3 access transmission tariff obligations to grant interconnection and transmission  
4 service requests.

5 **Q. Please describe the modeling tool used to create the economic analysis of the**  
6 **Transmission Projects.**

7 A. PacifiCorp uses the PLEXOS modeling system. The PLEXOS modeling system  
8 provides three platforms of the PLEXOS tool (referred to as Long-term (LT),  
9 Medium-term (MT) and Short-term (ST)), which work on an integrated basis to  
10 inform the optimal combination of resources by type, timing, size, and location over  
11 PacifiCorp's 20-year planning horizon. The PLEXOS tool also allows for improved  
12 endogenous modeling of resource options simultaneously, greatly reducing the  
13 volume of individual portfolios needed to evaluate impacts of varying resource  
14 decisions.

15 **Q. Please describe how PacifiCorp used the LT model.**

16 A. PacifiCorp used the LT model to produce unique resource portfolios across a range of  
17 different planning cases. Informed by the public-input process, PacifiCorp identified  
18 case assumptions that were used to produce optimized resource portfolios, each one  
19 unique regarding the type, timing, location, and amount of new resources that could  
20 be pursued to serve customers over the next 20 years. Portfolios from the LT model  
21 are informed by an hourly review of reliability based on ST model simulations  
22 (described below). This ensures that each portfolio meets minimum reliability criteria  
23 in all hours.

1 **Q. Please describe how PacifiCorp used the MT model.**

2 A. PacifiCorp used the MT model to perform stochastic risk analysis of the portfolios.  
3 Each portfolio was evaluated for cost and risk among five price-policy scenarios  
4 (MM, MN, HH, LN, and SCGHG). A primary function of the MT model is to  
5 calculate an optimized risk-adjustment, representing the relative risk of a portfolio  
6 under unfavorable stochastic conditions for that portfolio.

7 **Q. Please describe how PacifiCorp used the ST model.**

8 A. PacifiCorp used to ST model to evaluate each portfolio to establish system costs over  
9 the entire 20-year planning period. The ST model accounts for resource availability  
10 and system requirements at an hourly level, producing reliability and resource value  
11 outcomes as well as a PVRR, which serves as the basis for selecting least-cost, least-  
12 risk portfolios. As noted above, ST model simulations were also used to identify the  
13 potential need for resources in the portfolio to maintain system reliability.

14 **Q. How did each of the three PLEXOS models work together to inform the  
15 economic analysis presented here?**

16 A. In the first step, resource portfolios (with and without the Transmission Projects and  
17 associated wind resources) were developed using the LT model. The LT model  
18 operates by minimizing operating costs for existing and prospective new resources,  
19 subject to system load balance, reliability, and other constraints. Over the 20-year  
20 planning horizon, the model optimizes resource additions subject to resource costs  
21 and load constraints. These constraints include seasonal loads, operating reserves and  
22 regulation reserves plus a minimum capacity reserve margin for each load area  
23 represented in the model.

1           To accomplish these optimization objectives, the LT model performs a least-  
2 cost dispatch for existing and potential planned generation, while considering cost  
3 and performance of existing contracts and new demand-side management (DSM)  
4 alternatives within PacifiCorp's transmission system. Resource dispatch is based on  
5 representative data blocks for each of the 12 months of every year. Dispatch also  
6 determines optimal electricity flows between zones and includes spot market  
7 transactions for system balancing. The model minimizes the system PVRR, which  
8 includes the net present value cost of existing contracts, market purchase costs,  
9 market sale revenues, generation costs (fuel, fixed and variable operation and  
10 maintenance, decommissioning, emissions, unserved energy, and unmet capacity),  
11 costs of DSM resources, amortized capital costs for existing coal resources and  
12 potential new resources, and costs for potential transmission upgrades.

13           Each portfolio developed by the LT model must have sufficient capacity to be  
14 reliable over the IRP's 20-year planning horizon. The resource portfolios reflect a  
15 combination of planning assumptions such as resource retirements, CO<sub>2</sub> prices,  
16 wholesale power and natural gas prices, load growth net of assumed private  
17 generation penetration levels, cost and performance attributes of potential  
18 transmission upgrades, and new and existing resource cost and performance data,  
19 including assumptions for new supply-side resources and incremental DSM  
20 resources.

21 **Q.    What is the next step in the modeling process?**

22 A.    In the second step, the Company conducted a reliability assessment using the ST  
23 model. The ST model begins with a portfolio from the LT model that has not yet

1 benefited from a reliability assessment conducted at an hourly level. The ST model is  
2 first run at an hourly level for 20 years to retrieve two critical pieces of data: (1)  
3 shortfalls by hour; and (2) the value of every potential resource to the system. This  
4 information is then used to determine the most cost-effective resource additions  
5 needed to meet reliability shortfalls, leading to a reliability-modified portfolio. The  
6 ST model is then run again with the modified portfolio to calculate an initial PVRR,  
7 which is risk-adjusted by outcomes of MT model stochastics that occurs in the third  
8 step of the process.

9 **Q. Please describe how the MT model is used to conduct cost and risk analysis.**

10 A. In the third step, the resource portfolios developed by the LT model and adjusted for  
11 reliability by the ST model are simulated in the MT model to produce metrics that  
12 support comparative cost and risk analysis among the different resource portfolio  
13 alternatives. The stochastic simulation in the MT model produces a dispatch solution  
14 that accounts for chronological commitment and dispatch constraints. The MT  
15 simulation incorporates stochastic risk in its production cost estimates by using the  
16 Monte Carlo sampling of stochastic variables, which include load, wholesale  
17 electricity and natural gas prices, hydro generation, and thermal unit outages. The MT  
18 results are used to calculate a risk adjustment, which is combined with ST model  
19 system costs to achieve a final risk-adjusted PVRR.

20 **Q. Is the PLEXOS model appropriate for analyzing the customer benefits of the**  
21 **Transmission Projects?**

22 A. Yes. The PLEXOS model is the appropriate modeling tool when evaluating  
23 significant capital investments that influence PacifiCorp's resource mix and affect

1 least-cost dispatch of system resources. The LT model simultaneously and  
2 endogenously evaluates capacity and energy trade-offs associated with resource and  
3 transmission capital projects and is needed to understand how the type, timing, and  
4 location of future resources might be affected by the Transmission Projects. The ST  
5 and MT models provide additional granularity on how the Transmission Projects are  
6 projected to affect system operations while assessing stochastic risks. Together, the  
7 LT, MT, and ST models are best suited to perform a benefit analysis for the  
8 Transmission Projects that is consistent with long-standing least-cost, least-risk  
9 planning principles applied in PacifiCorp's IRP and resource procurement activities.

10 **Q. When developing resource portfolios with the PLEXOS model, did you perform**  
11 **a reliability assessment?**

12 A. Yes. As described above, the ST model was used to establish system costs for each  
13 portfolio over the entire 20-year planning period. The ST model accounts for resource  
14 availability and system requirements at an hourly level, producing reliability and  
15 resource value outcomes that will reveal whether an initially reliable portfolio  
16 selected by the LT model leaves shortfalls at an hourly level, which can then be  
17 addressed.

18 **Q. Did PacifiCorp analyze how other assumptions affect its economic analysis of the**  
19 **Transmission Projects?**

20 A. Yes. The economic analysis also included one sensitivity that quantified how changes  
21 in new resource capital costs for the two BTA wind projects and capital cost  
22 assumptions for the Transmission Projects influenced projected customer benefits.

1 **Q. Company witness Vail’s testimony indicates that the Transmission Projects will**  
2 **enable up to 2,030 MW of new resources to interconnect in eastern Wyoming.**

3 **Why does your analysis only account for 1,640 MW?**

4 A. The economic analysis reasonably accounted for only those wind resources that were  
5 selected to the 2020AS RFP final shortlist.

6 **Q. Does PacifiCorp assume that all the up-front capital costs of the Transmission**  
7 **Projects will be paid by its retail customers?**

8 A. No. The cost of the Transmission Projects will be shared between PacifiCorp’s retail  
9 and wholesale transmission customers. In my analyses, I assumed retail customers  
10 would pay 80 percent of the revenue requirement from the up-front capital cost for  
11 the Transmission Projects, after accounting for an assumed 20 percent revenue credit  
12 from the Company’s transmission customers.

13 **E. Price-Policy Scenario Results**

14 **Q. Please summarize the PVRR(d) results calculated from the PLEXOS model.**

15 A. Table 3 summarizes the PVRR(d) results for each price-policy scenario.<sup>18</sup>

16 **Table 3. PVRR(d) (Benefit)/Cost of the Transmission Projects (\$ million)**

<b>Price-Policy Scenario</b>	<b>PVRR(d)</b>	<b>Risk-Adjusted PVRR(d)</b>
MM	(\$128)	(\$260)
LN	\$755	\$670
MN	\$393	\$289
HH	(\$932)	(\$1,100)
SCGHG	(\$2,568)	(\$2,819)

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<sup>18</sup> Exhibit PAC/801 Transmission Projects Analysis.

1           As shown above, system costs increase when the Transmission Projects are  
2 removed from the portfolio in the MM, HH, and SCGHG price-policy scenarios.  
3 Conversely, costs decrease in the LN and MN price-policy scenarios. Without the  
4 Transmission Projects, emissions from PacifiCorp's generation resources increase  
5 considerably—ranging from 8.4 percent in the MN price-policy scenario to  
6 17.8 percent in the SCGHG price-policy scenario. The LN and MN scenarios  
7 unrealistically fail to account for the risk that there will be some form of policy action  
8 taken to impute a cost or penalty on greenhouse gas emissions over the planning  
9 period. It is also unlikely gas prices will be suppressed for many decades to come, as  
10 assumed in the LN price-policy scenario. Further, cost-and-risk results indicate that  
11 there is a tremendous opportunity cost of not building the Transmission Projects  
12 should policies develop that impose costs on greenhouse gas emissions. This is seen  
13 with the disproportionate increase in costs under the HH and SCGHG price-policy  
14 scenarios relative to the size of cost reductions in the unlikely LN and MN price-  
15 policy scenarios.

16           Considering that the removal of the Transmission Projects increases system  
17 costs among the MM, HH, and SCGHG price-policy scenarios, significantly increases  
18 emissions and associated costs and risks, and significantly increases market-reliance  
19 risk (discussed further below), this analysis supports the necessity of the Transmission  
20 Projects and indicates that they are likely to result in robust customer benefits.

1 **Q. Did you calculate how the PVRR(d) results presented above would change if you**  
 2 **assumed the Transmission Projects would be required to provide service under**  
 3 **all these interconnection and transmission service contracts?**

4 A. Yes. This would increase the cost of the “alternative” to equal the cost of the  
 5 Transmission Projects, which represents a \$971 million increase in unavoidable  
 6 capital relative to what is shown in the table above. This translates into \$482 million  
 7 on a PVRR basis. Table 4 shows the PVRR(d) results with this level of unavoidable  
 8 capital. When this higher cost is applied to the results, the MN price-policy scenario  
 9 now shows there are significant customer benefits from the Transmission Projects.

10 **Table 4. PVRR(d) (Benefit)/Cost of the Transmission Projects Assuming the**  
 11 **Transmission Projects are Unavoidable (\$ million)**

<b>Price-Policy Scenario</b>	<b>PVRR(d)</b>	<b>Risk-Adjusted PVRR(d)</b>
MM	(\$610)	(\$742)
LN	\$273	\$188
MN	(\$90)	(\$194)
HH	(\$1,414)	(\$1,582)
SCGHG	(\$3,050)	(\$3,301)

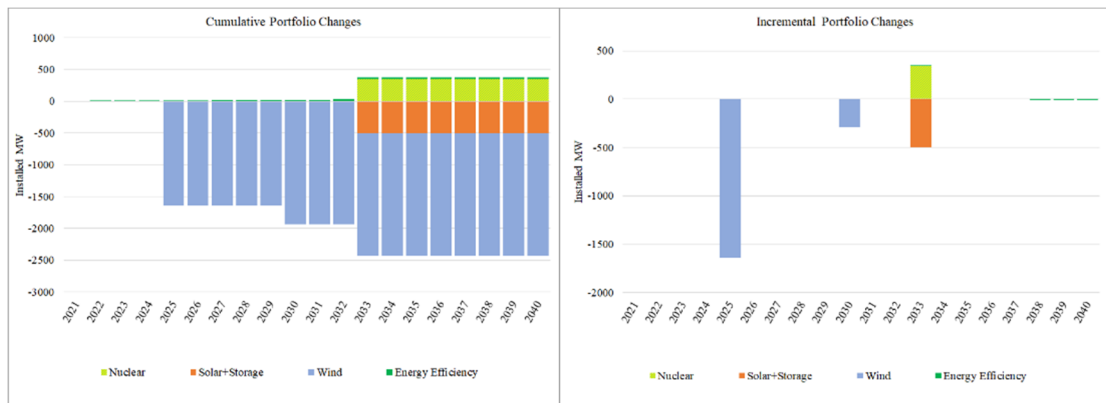
12 **Q. Please describe the impact of removing the Transmission Projects and associated**  
 13 **wind resources from the 2021 IRP’s preferred portfolio.**

14 A. Figure 3 shows the cumulative (at left) and incremental (at right) portfolio changes  
 15 when the Transmission Projects are eliminated under the MM price-policy scenario.  
 16 A positive value indicates an increase in resources and a negative value indicates a  
 17 decrease in resources when the Transmission Projects are eliminated. Without the  
 18 Transmission Projects, the 1,640 MW of wind resources selected in the 2020AS RFP  
 19 are removed from the portfolio in 2024 (shown as a reduction in 2025, the first full



1 year these resources would be online). An additional 289 MW of wind is eliminated  
 2 in 2030. In 2034, the absence of the new wind resources triggers the addition of an  
 3 advanced nuclear plant that displaces solar co-located with storage resources.

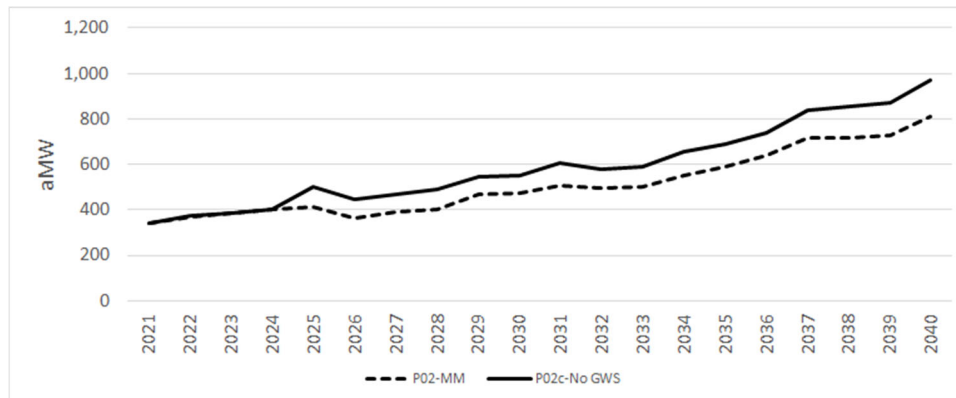
4 **Figure 3. Changes in the Resource Portfolio without the Transmission Projects**



5 **Q. Does the removal of the Transmission Projects and associated wind resources**  
 6 **increase the Company’s reliance on market purchases?**

7 **A.** Yes. Figure 4 shows how market purchases change when the Transmission Projects  
 8 are removed from the portfolio under the MM price-policy scenario. With fewer  
 9 resources, market purchases increase by nearly 20 percent on an annual basis. This  
 10 creates higher risk as the Company is forced to rely on market purchases at a time  
 11 when there are increasing resource adequacy concerns throughout the western  
 12 interconnect. This increased market and reliability risk is not reflected in the  
 13 PVRR(d) results.

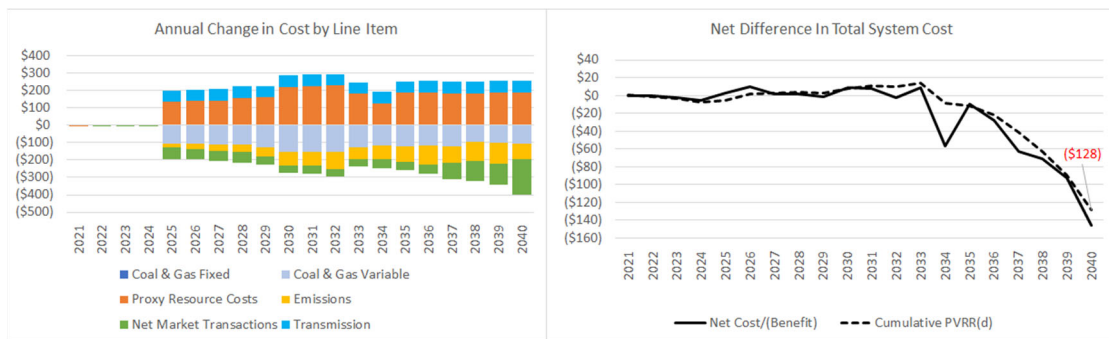
1 **Figure 4. Changes in Market Purchases without the Transmission Projects**



2 **Q. How do system costs change with and without the Transmission Projects?**

3 A. Figure 5 summarizes changes in system costs (conservatively assuming the cost for a  
 4 230-kV alternative is unavoidable), based on ST model results using MM price-policy  
 5 assumptions, when the Transmission Projects are eliminated from the portfolio. The  
 6 graph on the left shows annual changes in cost by category and the graph on right  
 7 shows annual net changes in total costs (the solid black line) and the cumulative  
 8 PVRR(d) of changes to net system costs over time (the dashed black line). Through  
 9 2040, the PVRR(d) shows that the portfolio without the Transmission Projects is  
 10 \$128 million higher cost than the portfolio with the Transmission Projects. On a risk-  
 11 adjusted basis, which factors in the risk associated with low-probability, high-cost  
 12 events through stochastic simulations, the portfolio without the Transmission Projects  
 13 is \$260 million higher cost than the portfolio with the Transmission Projects. The  
 14 risk-adjusted results indicate that the Transmission Projects add significant risk  
 15 mitigation benefits associated with volatility in market prices, loads, hydro  
 16 generation, and unplanned outages.

1 **Figure 5. Increase/(Decrease) in System Costs when the Transmission Projects are**  
 2 **Removed from the Portfolio**



3 **Q. Is there incremental customer upside to the PVRR(d) results?**

4 A. Yes. The PVRR(d) results presented in Table 4 do not reflect the potential value of  
 5 RECs generated by the incremental energy output from the renewable projects  
 6 enabled by the Transmission Projects. Customer benefits for all price-policy scenarios  
 7 would improve by approximately \$42 million for every dollar assigned to the  
 8 incremental RECs that will be generated through 2040. Beyond potential REC-  
 9 revenue benefits, the economic analysis of the Transmission Projects does not reflect  
 10 the reliability benefits that these investments will provide to the transmission system,  
 11 which are described by Company witness Vail.

12 **Q. How do the risk-adjusted PVRR(d) results compare to the stochastic-mean**  
 13 **PVRR(d) results?**

14 A. The risk-adjusted PVRR(d) results show an increase in the benefits of the  
 15 Transmission Projects when compared to the reported ST-model PVRR(d) results.  
 16 This indicates that the Transmission Projects provide stochastic risk benefits by  
 17 making the system less susceptible to low-probability combinations of load, market  
 18 price, hydro generation, and thermal outage volatility that can increase system costs.

1 **Q. Have you calculated how changes in the capital cost for the Transmission**  
2 **Projects might affect customer benefits?**

3 A. Yes. A one percent increase in the initial capital costs associated with the  
4 Transmission Projects would reduce PVRR benefits by \$4.8 million. This estimate  
5 conservatively assumes that there is no change in transmission costs that will be  
6 avoided with the construction of the Transmission Projects. In the MM price-policy  
7 scenario, capital costs for the Transmission Projects would need to increase by  
8 54 percent to eliminate customer benefits on a risk-adjusted basis. This demonstrates  
9 that the projected customer benefits are robust to potential variations in capital costs  
10 for the Transmission Projects, particularly when considering that the cost estimates  
11 used in the economic analysis of the Transmission Projects reflect PacifiCorp's  
12 experience with the recent construction of Gateway West Segment D.2 and the  
13 associated 230-kV network upgrades reflecting current market conditions.

14 **F. Post-Construction Economic Review**

15 **Q. Did you continue to revisit your economic analysis of the Transmission Projects**  
16 **after initiating construction?**

17 A. Yes.

18 **Q. Why did you continue to revisit your economic analysis?**

19 A. After PacifiCorp provided its notice to proceed to begin constructing the  
20 Transmission Projects, the Company continued to negotiate contracts for the wind  
21 resources that are dependent on the Transmission Projects. During the pendency of  
22 those negotiations, there were two significant developments that affected the cost of  
23 the wind resources. Considering that the cost of the wind resources affects the

1 economic analysis of the Transmission Projects, I continued to check that changes to  
2 costs did not erode customer benefits.

3 **Q. Please describe the two developments that affected the cost of the wind resources**  
4 **dependent upon the Transmission Projects.**

5 A. First, as the Company finalized contracts with resources selected to the 2020AS RFP  
6 final shortlist, national tariff policies, global supply-chain challenges, and inflationary  
7 pressures required that bidders secure higher prices than originally offered into the  
8 2020AS RFP. Second, Congress passed the IRA that, among other things, provided  
9 an opportunity for the wind projects dependent upon the Transmission Projects to  
10 qualify for a 110 percent PTC, which is substantially higher than the 60 percent PTC  
11 assumed in my economic analysis that supported the Company's decision to begin  
12 constructing the Transmission Projects.

13 **Q. How did you evaluate the impact of these developments on the economic analysis**  
14 **of the Transmission Projects?**

15 A. As the Company finalized the wind resource contracts to capture price changes and  
16 new provisions related to the IRA, MM price-policy results were revisited so that we  
17 could understand how the economic analysis was being impacted. The updated  
18 analysis captured price changes in the contracts and incorporated updated energy  
19 values for projected wind energy using more current market price assumptions (*i.e.*,  
20 June 2022).

21 **Q. Did your post-construction economic review capture other updates?**

22 A. Yes. Due to the price pressures I discussed above, some of the 2020AS RFP final  
23 shortlist bidders were unwilling to offer any form of price update. These projects

1 were removed from consideration. While this did not include any of the wind projects  
2 dependent on the Transmission Projects, the removal of bids increases the overall  
3 need for new resources. The updated analysis also included any new contracts that  
4 were executed outside of the 2020AS RFP process and incorporated the most current  
5 load forecast, which was developed in May 2022. The updated analysis also  
6 accounted for the potential impact of the OTR.

7 **Q. What did you find when you prepared this post-construction economic review of**  
8 **the Transmission Projects?**

9 A. This on-going review continued to show that the Transmission Projects are expected  
10 to generate customer benefits. The last of these reviews, prepared in September 2022,  
11 reflected updated pricing for all wind resource PPAs dependent upon the  
12 Transmission Projects and showed risk-adjusted customer benefits totaling  
13 \$247 million in the MM price-policy scenario. This is similar to the comparable risk-  
14 adjusted customer benefits totaling \$260 million from the economic analysis in place  
15 when the Company initiated construction of the Transmission Projects.

#### 16 **IV. CONCLUSION**

17 **Q. Please summarize the conclusions of your Gateway South and Gateway West**  
18 **testimony.**

19 A. PacifiCorp's analysis shows that the Transmission Projects are necessary and in the  
20 public interest. Under the MM price-policy scenario, the Transmission Projects  
21 produce significantly lower total system costs—ranging from \$128 to \$260 million  
22 when using the most conserving assumptions for avoided transmission and ranging  
23 from \$610 million to \$742 million when assuming the Transmission Projects are

1           unavoidable. The Transmission Projects are also lower risk than alternative scenarios  
2           without the resources. Most notably, without the Transmission Projects and  
3           accompanying wind resources, the Company is forced to rely heavily on market  
4           purchases to serve load, which increases risk related to market volatility and creates  
5           reliability concerns given the region's well established resource adequacy concerns.  
6           By proactively constructing the Transmission Projects the Company can not only  
7           save customers money (as evidenced by the savings in the MM price-policy scenario)  
8           but also reduce customer risk, which is a non-quantifiable benefit that strongly favors  
9           the Transmission Projects. The updated economic analysis of the Transmission  
10          Projects demonstrates that net benefits more than outweigh net project costs.

11   **Q.    What do you recommend?**

12   A.    As supported by PacifiCorp's economic analysis, I recommend that the Commission  
13          determine that Company's decisions to invest in the Transmission Projects are  
14          prudent and reasonable.

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

16   A.    Yes.

Docket No. UE 433  
Exhibit PAC/801  
Witness: Rick T. Link

**BEFORE THE PUBLIC UTILITY COMMISSION  
OF OREGON**

**PACIFICORP**

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**Exhibit Accompanying Direct Testimony of Rick T. Link  
Transmission Projects Analysis**

**February 2024**



**Estimated Annual Revenue Requirement Results (\$ million)**

**Medium Gas, Medium CO2**

(Benefit)/Cost	PVRR(d)	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
Cost of Project	\$1,837	\$0	\$0	\$0	\$0	\$193	\$194	\$199	\$214	\$217	\$225	\$231	\$234	\$240	\$238	\$298	\$301	\$298	\$300	\$304	\$309
New Wind Capital Cost	\$397	\$0	\$0	\$0	\$0	\$33	\$34	\$34	\$40	\$40	\$42	\$45	\$45	\$47	\$51	\$93	\$94	\$94	\$95	\$97	\$99
Wind Run-Rate Fixed Costs	\$327	\$0	\$0	\$0	\$0	\$51	\$51	\$54	\$53	\$55	\$56	\$57	\$59	\$59	\$56	\$16	\$17	\$17	\$17	\$17	\$17
PPA	\$1,332	\$0	\$0	\$0	(\$0)	\$180	\$181	\$188	\$197	\$202	\$208	\$215	\$220	\$224	\$220	\$130	\$132	\$129	\$129	\$132	\$134
PTC Credits	(\$748)	\$0	\$0	\$0	\$0	(\$130)	(\$130)	(\$135)	(\$134)	(\$139)	(\$140)	(\$143)	(\$148)	(\$148)	(\$148)	\$0	\$0	\$0	\$0	\$0	\$0
Wind Tax	\$14	\$0	\$0	\$0	\$0	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2
Transmission GWS	\$1,261	\$0	\$0	\$0	\$0	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138
Transmission D.1	\$185	\$0	\$0	\$0	\$0	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20
Avoided Transmission - Base 230 kV	(\$843)	\$0	\$0	\$0	\$0	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)
Transmission Network Wind	\$41	\$0	\$0	\$0	\$0	\$5	\$5	\$5	\$5	\$4	\$4	\$4	\$4	\$4	\$4	\$5	\$4	\$4	\$4	\$4	\$4
Transmission OATT Credit	(\$129)	\$0	\$0	\$0	(\$0)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)
Change in NPC	(\$1,345)	(\$0)	\$0	(\$1)	(\$2)	(\$170)	(\$158)	(\$166)	(\$175)	(\$175)	(\$189)	(\$198)	(\$193)	(\$163)	(\$169)	(\$171)	(\$171)	(\$212)	(\$211)	(\$222)	(\$306)
Change in Emissions	(\$488)	\$0	\$0	\$0	\$0	(\$25)	(\$32)	(\$36)	(\$41)	(\$49)	(\$82)	(\$80)	(\$99)	(\$71)	(\$76)	(\$87)	(\$107)	(\$95)	(\$105)	(\$120)	(\$91)
Change in VOM & Driver Adjustments	(\$40)	(\$0)	\$0	\$0	(\$0)	(\$5)	(\$5)	(\$5)	(\$3)	(\$3)	(\$3)	(\$3)	(\$3)	\$34	(\$16)	(\$16)	(\$16)	(\$16)	(\$16)	(\$16)	(\$17)
Change in DSM	(\$41)	\$0	(\$1)	(\$2)	(\$3)	(\$3)	(\$3)	(\$4)	(\$5)	(\$5)	(\$5)	(\$5)	(\$6)	(\$5)	(\$5)	(\$5)	(\$6)	(\$6)	(\$6)	(\$6)	(\$6)
Change in Deficiency	(\$4)	(\$0)	\$0	\$0	(\$1)	(\$3)	\$0	(\$1)	(\$2)	(\$0)	\$0	\$0	\$0	\$0	\$0	\$1	(\$0)	\$0	\$0	\$0	\$0
Change in System Fixed Cost	(\$48)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	\$48	\$49	\$49	(\$40)	(\$41)	(\$43)	(\$43)	(\$45)	(\$46)	(\$48)	(\$49)
Net (Benefit)/Cost	(\$128)	(\$0)	(\$1)	(\$2)	(\$6)	(\$12)	(\$4)	(\$12)	(\$12)	(\$16)	(\$5)	(\$6)	(\$17)	(\$5)	(\$70)	(\$24)	(\$42)	(\$76)	(\$85)	(\$107)	(\$160)
Risk Adjustment	(\$132)																				
Net (Benefit)/Cost with Risk Adjustment	(\$260)																				

**Medium Gas, No CO2**

(Benefit)/Cost	PVRR(d)	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
Cost of Project	\$1,811	\$0	\$0	\$0	\$0	\$194	\$195	\$201	\$215	\$217	\$225	\$231	\$234	\$240	\$167	\$297	\$301	\$298	\$300	\$304	\$309
New Wind Capital Cost	\$398	\$0	\$0	\$0	\$0	\$34	\$35	\$34	\$40	\$40	\$42	\$45	\$45	\$47	\$51	\$93	\$94	\$94	\$95	\$97	\$99
Wind Run-Rate Fixed Costs	\$326	\$0	\$0	\$0	\$0	\$50	\$50	\$54	\$52	\$55	\$56	\$57	\$59	\$59	\$56	\$16	\$17	\$17	\$17	\$17	\$17
PPA	\$1,304	\$0	\$0	\$0	(\$0)	\$180	\$181	\$188	\$197	\$202	\$208	\$215	\$220	\$224	\$149	\$130	\$132	\$129	\$129	\$132	\$134
PTC Credits	(\$746)	\$0	\$0	\$0	\$0	(\$129)	(\$129)	(\$134)	(\$134)	(\$139)	(\$140)	(\$143)	(\$148)	(\$148)	(\$148)	\$0	\$0	\$0	\$0	\$0	\$0
Wind Tax	\$14	\$0	\$0	\$0	\$0	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2
Transmission GWS	\$1,261	\$0	\$0	\$0	\$0	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138
Transmission D.1	\$185	\$0	\$0	\$0	\$0	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20
Avoided Transmission - Base 230 kV	(\$843)	\$0	\$0	\$0	\$0	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)
Transmission Network Wind [1]	\$41	\$0	\$0	\$0	\$0	\$5	\$5	\$5	\$5	\$4	\$4	\$4	\$4	\$4	\$4	\$5	\$4	\$4	\$4	\$4	\$4
Transmission OATT Credit	(\$129)	\$0	\$0	\$0	(\$0)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)
Change in NPC	(\$1,305)	\$1	\$0	(\$1)	(\$1)	(\$163)	(\$163)	(\$168)	(\$171)	(\$172)	(\$202)	(\$197)	(\$203)	(\$150)	(\$152)	(\$153)	(\$167)	(\$190)	(\$202)	(\$215)	(\$251)
Change in Emissions	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Change in VOM & Driver Adjustments	(\$49)	(\$0)	(\$0)	\$0	(\$0)	(\$7)	(\$8)	(\$8)	(\$4)	(\$4)	(\$4)	(\$4)	(\$4)	\$34	(\$16)	(\$17)	(\$17)	(\$17)	(\$17)	(\$17)	(\$16)
Change in DSM	(\$41)	\$0	(\$1)	(\$2)	(\$3)	(\$3)	(\$3)	(\$4)	(\$5)	(\$5)	(\$5)	(\$5)	(\$6)	(\$5)	(\$5)	(\$5)	(\$6)	(\$6)	(\$6)	(\$6)	(\$6)
Change in Deficiency	(\$4)	(\$0)	\$0	\$0	(\$1)	(\$3)	(\$0)	(\$1)	(\$1)	\$0	(\$0)	\$0	\$0	(\$0)	\$0	(\$1)	\$0	\$0	\$0	\$0	\$0
Change in System Fixed Cost	(\$20)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)	\$48	\$49	\$49	(\$40)	\$30	(\$42)	(\$43)	(\$45)	(\$46)	(\$48)	(\$49)
Net (Benefit)/Cost	\$393	\$0	(\$1)	(\$2)	(\$5)	\$18	\$21	\$19	\$33	\$36	\$62	\$74	\$70	\$80	\$23	\$80	\$68	\$39	\$28	\$20	(\$12)
Risk Adjustment	(\$104)																				
Net (Benefit)/Cost with Risk Adjustment	\$289																				

**Estimated Annual Revenue Requirement Results (\$ million)**

**High Gas, High CO2**

(Benefit)/Cost	PVRR(d)	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
Cost of Project	\$1,808	\$0	\$0	\$0	\$0	\$193	\$194	\$199	\$214	\$217	\$225	\$231	\$234	\$240	\$167	\$298	\$301	\$298	\$300	\$304	\$309
New Wind Capital Cost	\$396	\$0	\$0	\$0	\$0	\$33	\$34	\$34	\$40	\$40	\$42	\$45	\$45	\$47	\$51	\$93	\$94	\$94	\$95	\$97	\$99
Wind Run-Rate Fixed Costs	\$327	\$0	\$0	\$0	\$0	\$51	\$51	\$54	\$53	\$55	\$56	\$57	\$59	\$59	\$56	\$16	\$17	\$17	\$17	\$17	\$17
PPA	\$1,304	\$0	\$0	\$0	(\$0)	\$180	\$181	\$188	\$197	\$202	\$208	\$215	\$220	\$224	\$149	\$130	\$132	\$129	\$129	\$132	\$134
PTC Credits	(\$749)	\$0	\$0	\$0	\$0	(\$131)	(\$131)	(\$135)	(\$134)	(\$139)	(\$140)	(\$143)	(\$148)	(\$148)	(\$148)	\$0	\$0	\$0	\$0	\$0	\$0
Wind Tax	\$14	\$0	\$0	\$0	\$0	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2	\$2
Transmission GWS	\$1,261	\$0	\$0	\$0	\$0	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138	\$138
Transmission D.1	\$185	\$0	\$0	\$0	\$0	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20	\$20
Avoided Transmission - Base 230 kV	(\$843)	\$0	\$0	\$0	\$0	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)	(\$92)
Transmission Network Wind	\$41	\$0	\$0	\$0	\$0	\$5	\$5	\$5	\$5	\$4	\$4	\$4	\$4	\$4	\$4	\$5	\$4	\$4	\$4	\$4	\$4
Transmission OATT Credit	(\$129)	\$0	\$0	\$0	(\$0)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)	(\$14)
Change in NPC	(\$1,697)	\$0	\$1	\$1	(\$4)	(\$185)	(\$183)	(\$199)	(\$217)	(\$206)	(\$232)	(\$241)	(\$259)	(\$217)	(\$211)	(\$237)	(\$233)	(\$269)	(\$346)	(\$349)	(\$339)

