Newfoundland & Labrador

BOARD OF COMMISSIONERS OF PUBLIC UTILITIES

IN THE MATTER OF THE

2022 CAPITAL BUDGET APPLICATION

FILED BY

NEWFOUNDLAND AND LABRADOR HYDRO

REASONS FOR DECISION

ORDER NO. P.U. 37(2021)

BEFORE:

Darlene Whalen, P. Eng., FEC Chair and CEO

Dwanda Newman, LL.B. Vice-Chair

John O'Brien, FCPA, FCA, CISA Commissioner

Christopher Pike, LL.B., FCIP Commissioner

NEWFOUNDLAND AND LABRADOR BOARD OF COMMISSIONERS OF PUBLIC UTILITIES

REASONS FOR DECISION

ORDER NO. P.U. 37(2021)

IN THE MATTER OF the *Electrical Power Control Act*, *1994*, SNL 1994, Chapter E-5.1 (the "*EPCA*") and the *Public Utilities Act*, RSNL 1990, Chapter P-47 (the "*Act*"), as amended, and regulations thereunder; and

IN THE MATTER OF an application by Newfoundland and Labrador Hydro for an Order, pursuant to sections 41 and 78 of the *Act*:

- (a) approving its 2022 capital purchases and construction projects in excess of \$50,000;
- (b) approving its 2022 Capital Budget of \$84,714,000; and
- (c) fixing and determining its average rate base for 2020 in the amount of \$2,310,559,000.

BEFORE:

Darlene Whalen, P. Eng., FEC Chair and CEO

Dwanda Newman, LL.B. Vice-Chair

John O'Brien, FCPA, FCA, CISA Commissioner

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On August 2, 2021 Newfoundland and Labrador Hydro ("Hydro") filed its 2022 Capital Budget

Application (the "Application") with the Board of Commissioners of Public Utilities (the

(a) approving its 2022 capital purchases and construction projects in excess of \$50,000;

Budget

\$12,214,500

10,732,800

3,063,700

1,904,100

1,205,200

2,630,400

1,603,500

10,321,500

515,600

1,186,100

33,917,700

3,281,200

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911,900

225,800

"Board"). In the Application Hydro requested that the Board make an order:

(b) approving its 2022 Capital Budget in the amount of \$84,714,000; and

(c) fixing and determining its average rate base for 2020 at \$2,310,559,000.

BACKGROUND

Application

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The proposed 2022 Capital Budget includes the following estimated expenditures:

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Proposed 2022 Capital Budget

Asset Class Generation Hydraulic Plant

Thermal Plant Gas Turbines

Tools and Equipment **General Properties**

Transportation Administration

Information Systems Telecontrol

Transmission and Rural Operations Transmission Distribution

Metering Tools & Equipment **Terminal Stations**

Generation **Allowance for Unforeseen Items**

Total

\$84,714,000 On December 20, 2021 the Board issued Order No. P.U. 37(2021) approving, among other things,

the proposed capital expenditures and Hydro's 2022 Capital Budget with reasons to be issued separately.² These are the Board's Reasons for Decision.

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¹ On September 17, 2021 Hydro filed a revision to the Application to include corrected information related to specifically assigned planned expenditures for 2022-2026 and the 2023 revenue requirement impact resulting from proposed 2022 projects.

² The proposed expenditures for the Additions for Load Growth (2022)-Distribution System-Mary's Harbour Voltage Conversion project were not approved as Hydro requested that consideration of these expenditures be deferred.

1.2 Regulatory Framework

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Section 41 of the Act requires a public utility to submit an annual capital budget of proposed improvements or additions to its property for approval of the Board by December 15th in each year for the next calendar year. Section 41 also requires the utility to include an estimate of contributions toward the cost of improvements or additions to its property which the utility intends to demand from its customers.

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Subsection 41(3) of the Act prohibits a utility from proceeding with the construction, purchase or lease of improvements or additions to its property without the Board's approval where (a) the cost of the construction or purchase exceeds \$50,000, or (b) the cost of the lease exceeds \$5,000 in a year of the lease.

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Section 78 of the Act gives the Board the authority to fix and determine the rate base for the service provided or supplied to the public by the utility and gives the Board the power to revise the rate base. Section 78 also provides guidance on elements that the Board may include in the rate base.

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In 2007 the Board established capital budget application guidelines. In 2019 the Board commenced a review of the guidelines and in early 2020, as part of this review, the Board implemented additional requirements for the 2021 capital budgets, including:

- (a) introductory presentations outlining the capital budget application;
- (b) additional information respecting the deferral of projects; and
- (c) additional information on the revenue requirement impacts of the proposed capital projects.

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This proceeding was conducted pursuant to these guidelines. Late in 2021, after Hydro filed the Application, the Board issued provisional guidelines for the utilities to use in their 2023 capital budget applications.³

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1.3 Procedural Matters

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Notice of the Application, including an invitation to participate, was published in The Telegram on August 15, 2021 and in The West Coast Wire on August 18, 2021. Details of the Application and supporting documentation were posted on the Board's website.

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On August 13, 2021 a group of Industrial customers (the "Industrial Customer Group") filed an intervenor submission. 4 Newfoundland Power Inc. ("Newfoundland Power") filed an intervenor submission on August 19, 2021. On August 25, 2021 the Consumer Advocate, Dennis Browne, Q.C. (the "Consumer Advocate") filed an intervenor submission.

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- 40 On September 14, 2021 the Consumer Advocate, the Industrial Customer Group, Newfoundland 41 Power and the Board issued 114 requests for information ("RFIs") to Hydro. On October 5, 2021
- 42 Hydro filed its responses.

³ On December 20, 2021, the Board issued Provisional Capital Budget Application Guidelines effective January 2022.

⁴ The Industrial Customer Group consists of Corner Brook Pulp and Paper Limited, Braya Renewable Fuels (Newfoundland) GP Inc. (formerly NARL Refining Inc.), and Vale Newfoundland and Labrador Limited.

On October 18, 2021 Grant Thornton LLP ("Grant Thornton"), the Board's financial consultant, filed a report on its review of the calculation of the 2020 average rate base. Grant Thornton's report was circulated to Newfoundland Power, the Consumer Advocate, the Industrial Customer Group, and Hydro on October 19, 2021.

On October 27, 2021 the Consumer Advocate filed eight additional requests for information. On November 5, 2021 Hydro filed responses to these requests.

Newfoundland Power and the Industrial Customer Group filed their submissions respecting the Application on November 12, 2021. The Consumer Advocate filed his submission on November 15, 2021. Hydro filed its reply submission on November 19, 2021.

2 EVIDENCE AND SUBMISSIONS

2.1 Overview

The Application requests approval of, among other things:

- capital expenditures in 2022 of \$28,532,700 for projects over \$50,000 scheduled for completion in 2022;
- capital expenditures in 2022 of \$12,994,100 for multi-year projects over \$50,000 commencing in 2022;
- capital expenditures in 2022 of \$2,427,400 related to multi-year projects approved in Order No. P.U. 6(2020) and \$40,759,800 related to multi-year projects approved in Order No. P.U. 2(2021); and
- future year capital expenditures associated with multi-year projects commencing in 2022 in the amount of \$35,254,500 in 2023 and \$3,765,900 in 2024.

The proposed multi-year expenditures include capital spending related to 19 projects proposed to begin in 2022, 16 projects previously approved to start in 2021, and one project previously approved to start in 2020. The Application estimates contributions in aid of construction recoverable from customers for 2022 of approximately \$300,000 for distribution upgrades and service extensions.

In accordance with the legislation, regulations and capital budget application guidelines, the Application included information in relation to the proposed capital expenditures and, for a number of projects, additional studies and reports were also provided. Hydro also included information required to comply with previous Board Orders, including reports related to the Holyrood Thermal Generating Station, its 2021 capital expenditures, its five-year capital plan, as well as evidence relating to deferred charges and a reconciliation of average rate base to invested capital.

Hydro's five-year capital plan forecasts average annual expenditures of approximately \$121,000,000, as compared to average annual capital expenditures over the period 2016 to 2020 of approximately \$120,000,000, excluding extraordinary expenditures.⁵ The total forecast

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⁵ During the period 2016 to 2020 Hydro's actual average annual capital expenditure was \$183,000,000, primarily as a result of the construction of transmission lines TL 267 and TL 266.

investment of approximately \$604,000,000 in plant and equipment over the period 2022 to 2026 is primarily for sustaining capital. The forecast expenditures over the period include \$19,000,000 for capital upgrades required to accommodate growth in Labrador West, \$50,000,000 for Phase 1 of the interconnection of the communities of southern Labrador, \$63,000,000 for life extension work at the Bay d'Espoir penstocks, \$12,000,000 for fully contributed work for the Valentine Gold interconnection project, and \$7,000,000 for the renewal of assets specifically assigned to Industrial customers.

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2.2 Submissions

Newfoundland Power did not comment on the expenditures proposed in the Application except to submit that it is premature for the Board to approve Hydro's proposed Mary's Harbour voltage conversion project until the Board makes its decision on the application filed by Hydro with respect to the long-term supply for Southern Labrador.

The Industrial Customer Group had no comment on the Application.

The Consumer Advocate asserted that Hydro had not met the burden of proof required for the Board to approve the projects proposed in the Application. Despite this, the Consumer Advocate stated that he did not take issue with the Application given Hydro's plan to review its asset management system. In the Consumer Advocate's view, this would enable Hydro to quantify project risks and benefits and to prioritize its projects and manage future capital expenditures.

In its reply submission Hydro agreed with Newfoundland Power's submission that it is premature for the Board to approve the Mary's Harbour voltage conversion project and requested that the Board defer its consideration of this project. Hydro stressed that it strives to deliver power to consumers at the lowest possible cost consistent with reliable service and that it focused on cost management in all stages of its capital program. Hydro elaborated that, before beginning its capital budget planning, it held engagement sessions with stakeholder groups and internal business units to discuss planning priorities and expectations. Hydro acknowledged the impact of capital investment on rates and the requirement to balance cost management, reliability, safety, and environmental stewardship. Hydro submitted that the proposed capital expenditures are necessary to ensure that it meets its obligation to provide reasonably safe and adequate service which is just and reasonable and to deliver power to customers at the lowest possible cost consistent with reliable service.⁷

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⁶ Investment of \$19,000,000 is recoverable from Industrial customers for transmission assets specifically assigned to them.

⁷ Section 37 of the *Act* and sections 3 and 4 of the *EPCA*.

3 **BOARD DECISIONS**

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In considering the Application the Board must assess whether approval of the capital expenditures proposals is consistent with the statutory obligations imposed on the Board and Hydro.⁸ In particular section 3(b) of the EPCA requires a public utility to manage and operate its facilities for the efficient production, transmission and distribution of power in a manner that would result in consumers in the province having equitable access to an adequate supply of power at the lowest possible cost consistent with reliable service. In making its determinations the Board balances the interests of customers and the utility to ensure reasonable levels of capital spending that provide for least-cost reliable and safe service. This approach is set out in the Board's 2007 Capital Budget Application Guidelines and was further clarified by the Board in the recently released provisional Capital Budget Application Guidelines as follows:

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The Board considers the interests of both customers and utilities in determining whether proposed capital expenditures should be approved. Appropriate capital spending is in the interest of both customers and utilities as customers benefit from a utility which is well positioned to provide safe, reliable and adequate service and utilities benefit when the rates to be paid by customers are reasonable and just. Cost, performance and risk are among the factors considered by the Board in determining whether capital expenditures are appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.9

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The Board has reviewed the Application and supporting materials, the responses to the requests for information and the submissions of the parties and sets out below its determinations in relation to Hydro's proposed capital expenditures, its 2022 Capital Budget and its 2020 average rate base.

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3.1 Proposed Capital Expenditures over \$50,000

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Pursuant to section 41(3) of the Act Hydro requires the prior approval of the Board for capital expenditures in excess of \$50,000. The proposed 2022 Capital Budget includes expenditures of \$27,352,900 for 32 projects over \$50,000 planned for 2022 and \$12,994,100 for 19 multi-year projects over \$50,000 to commence in 2022.¹⁰ Hydro provided support for these projects and associated expenditures in excess of \$50,000, including a project description, justification, expenditures, costing methodology and future commitments. Engineering and technical reports were also provided in relation to many of the projects. Hydro provided additional details in its responses to 122 RFIs filed by the Board and the other parties in this proceeding.

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The Consumer Advocate, the Industrial Customer Group and Newfoundland Power did not object to the proposed capital expenditures over \$50,000.¹¹

⁸ Sections 37 and 54 of the *Act* and sections 3 and 4 of the *EPCA*.

⁹ Provisional Capital Budget Guidelines, January 2022, pages 1-2.

¹⁰ The 2022 expenditures include \$43,187,200 for projects previously approved by the Board and started in 2020 or 2021. The 2022 expenditures also include \$179,800 for capital projects less than \$50,000 and \$1,000,000 for Hydro's Allowance for Unforeseen Items.

¹¹ Hydro agreed that consideration of the Additions for Load Growth (2022)-Distribution System-Mary's Harbour Voltage Conversion project should be deferred as submitted by Newfoundland Power.

Generation

 Hydro proposes capital expenditures of \$26,236,800 in 2022 and \$9,242,400 in 2023 and \$3,674,700 in 2024 related to generation. The expenditures proposed for 2022 account for 31% of Hydro's 2022 Capital Budget. The proposed generation expenditures are related to Hydro's hydraulic, thermal and gas turbine assets.

Hydraulic Plant

Expenditures of \$12,214,500 in 2022, \$7,259,000 in 2023 and \$3,674,700 in 2024 are proposed in relation to hydraulic plant.¹³

There are two hydraulic plant projects proposed to begin in 2022. The *Hydraulic Generation Refurbishment and Modernization (2022-2023)* project involves expenditures of \$2,970,600 in 2022 and \$3,788,900 in 2023 related to Hydro's hydraulic generating units, hydraulic structures, reservoirs, site buildings and services, and common auxiliary equipment. An engineering report was filed in support of the proposed expenditures. According to Hydro deferral of these expenditures would pose undue equipment failure and safety risks. The *Hydraulic Generation In-Service Failures (2022)* project involves expenditures in 2022 of \$1,000,000 to address unanticipated failures and deterioration of hydraulic equipment and infrastructure. Hydro states that this will allow it to address failures as they occur and thereby avoid detrimental impacts to customer power supply and unacceptable risks to worker or public safety.

The Board notes that the proposed hydraulic plant projects are consistent with Hydro's established philosophies and practices respecting its hydraulic generation assets. These expenditures will allow Hydro to refurbish and update these assets and address unanticipated failures and deterioration of hydraulic equipment and infrastructure on a timely basis to support the continued reliable operation of its hydraulic generation assets. The Board notes that the proposed 2022 expenditures for hydraulic generation are lower than the average expenditures over the previous five years. The Board is satisfied, based on the evidence that the proposed capital expenditures for hydraulic plant are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

Thermal Plant

Expenditures of \$10,732,800 in 2022 and \$1,916,800 for 2023 are proposed in relation to thermal plant. ¹⁶

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¹² This includes expenditures previously approved in Order Nos. P.U. 6(2020) and P.U. 2(2021) in the amount of \$12,037,900 for 2022 and \$3,470,100 for 2023 and \$3,674.700 for 2024. The proposed 2022 generation expenditures also include \$225,800 for various tools and equipment specific to Hydro's generation activity.

¹³ This includes expenditures of \$8,243,900 in 2022, \$3,470,100 in 2023 and \$3,674,700 in 2024 related to projects previously approved in Order Nos. P.U. 6(2020) and P.U. 2(2021).

¹⁴ Hydraulic Generation Asset Management Overview, Application, Capital Projects over \$500,000, Tab 1.

¹⁵ Hydro anticipates filing a supplemental capital budget application proposing 2022 expenditures of \$1.9 million to refurbish the penstocks at the Bay d'Espoir Hydroelectric Generating Facility.

¹⁶ This includes expenditures of \$915,900 in 2022 previously approved in Order No. P.U. 2(2021).

There are eight thermal plant projects proposed to begin in 2022 with total expenditures of \$9,816,900 in 2022 and \$1,916,800 in 2023. These projects relate to the Holyrood Thermal Generating Station and include: Thermal In-Service Failures (2022) (\$2,000,000), Boiler Condition Assessment and Miscellaneous Upgrades (\$3,014,200), Air Receivers Condition Assessment and Upgrades (\$336,500), Turbine Valve Overhaul Unit 3 (\$3,623,500), Major Pumps Overhaul (\$491,300), Upgrade Wastewater Treatment Plant 600 V Variable Frequency Drives (\$70,100), Unit 3 Generator Components Condition Assessment and Miscellaneous Upgrades (\$153,000 in 2022 and \$338,800 in 2023) and Replace Underground Fire Water Distribution System (\$128,300 in 2022 and \$1,578,000 in 2023). The report filed in relation to the Holyrood Thermal Generating Station provides an overview of the capital plan and expenditure outlook, as well as the operational outlook and maintenance strategy. ¹⁷ In addition the Application includes engineering reports in support of four of the proposed projects. 18 Hydro states that until the Muskrat Falls Project assets come online and are proven reliable, the Holyrood Thermal Generating Station must operate reliably as a generating facility to support service to its customers.

The Board accepts that based on the information provided with respect to the condition and current operational outlook and schedule for the Holyrood Thermal Generating Station, the proposed capital expenditures are necessary to support the continued reliability of this plant until it is retired as a generating facility. The proposed 2022 expenditures are higher than the thermal generation expenditures forecast for 2022 in the 2021 five-year capital plan. This is primarily due to the expenditures required to support the continued reliable operation of the Holyrood Thermal Generating Station as a generating facility until March 31, 2024.¹⁹ The Board is satisfied, based on the evidence, that the proposed capital expenditures for thermal plant are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

Gas Turbines

Expenditures of \$3,063,700 in 2022 and \$66,000 in 2023 are proposed in relation to gas turbines.²⁰

There are two multi-year projects related to gas turbines proposed to begin in 2022: *Install Infrared Scanning-Happy Valley Gas Turbine* (\$39,600 in 2022 and \$25,600 in 2023) and *Control System Replacement-Holyrood Gas Turbine* (\$146,000 in 2022 and \$41,000 in 2023). Hydro states the proposed expenditures are necessary to overall system reliability as they will reduce equipment downtime and mitigate outage time.

 The Board notes that Hydro's gas turbines provide standby and spinning reserve power and function as synchronous condensers to support voltage control on its system. The proposed expenditures will support the reliability of these assets which are critical to system reliability. The proposed expenditures are lower than the five-year average and are consistent with the expenditures forecast for 2022 in the 2021 capital plan. The Board is satisfied, based on the

¹⁷ Holyrood Thermal Generating Station Overview - Future Operation and Capital Expenditure Requirements, Application, Vol. 1, Tab 3.

¹⁸ Application, Vol 11, Tabs 3 to 6.

¹⁹ On February 4, 2022 Hydro advised that it intends to operate the Holyrood Thermal Generating Station as a generating facility until March 31, 2024.

²⁰ This includes expenditures of \$2,878,100 in 2022 previously approved in Order Nos. P.U. 2(2021) and P.U. 6(2020).

evidence, that the proposed capital expenditures for gas turbines are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

General Properties

 Hydro proposes capital expenditures of \$6,651,600 in 2022 and \$593,200 in 2023 and \$2,319,600 in 2024 related to general properties.²¹ The expenditures proposed for 2022 account for 8% of Hydro's 2022 Capital Budget. The proposed general properties expenditures are related to transportation, administration, information systems, and telecontrol.

Transportation

Expenditures of \$1,904,100 in 2022, \$593,200 in 2023 and \$2,319,600 in 2024 are proposed in relation to transportation.²²

There is one transportation project proposed to begin in 2022: *Replace Light- and Heavy-Duty Vehicles* (2022-2024) (\$569,000 in 2022, \$593,000 in 2023 and \$2,319,600 in 2024). This project involves the replacement of eight heavy-duty vehicles and four light-duty vehicles. An engineering report was provided in support of the proposed replacements. Two light-duty vehicles will be replaced based on their present condition and two vehicles equipped to support protection and control work will be purchased as short-term rentals are not available. Hydro will also replace eight heavy-duty vehicles used for specific purposes and for which it has limited options for backup should one of them fail. The proposals related to light-duty vehicles deviate from Hydro's vehicle replacement schedule but Hydro confirmed that this temporary deviation will not negatively impact reliability as replacement vehicles can be rented short-term if needed. Hydro advised that it intends to undertake a review of its light-duty fleet to determine whether its current practices optimize the value of its fleet.

The Board is satisfied that the proposed transportation expenditures will allow Hydro to replace vehicles as they reach the end of their service life. The proposed capital expenditures for 2022 are consistent with the average transportation expenditures over the previous five years and are lower than the forecast expenditures in the 2021 five-year capital plan. The Board is satisfied, based on the evidence, that the proposed transportation capital expenditures are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest cost consistent with reliable service.

Administration

Expenditures of \$1,205,200 in 2022 are proposed in relation to administration.²³

There are two administration projects proposed to begin in 2022: Remove Safety Hazards - Various

²¹ This includes expenditures of \$2,273,600 in 2022 previously approved in Order No. P.U. 2(2021).

²² This includes expenditures of \$1,335,100 in 2022 previously approved in Order No. P.U. 2(2021).

²³ This includes expenditures of \$938,500 in 2022 related to projects previously approved in Order No. P.U. 2(2021).

(2022) (\$199,600) and Purchase Office Equipment Less Than \$50,000 (2022) (\$67,100). Hydro states that these expenditures are required to replace worn-out office equipment and to meet its obligations under the Occupational Health and Safety Regulations, 2012.²⁴

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The Board is satisfied that the proposed administration expenditures will allow Hydro to meet statutory requirements and make necessary replacements. These expenditures are relatively consistent with Hydro's five-year average spending. The Board is satisfied, based on the evidence, that the proposed capital expenditures for administration are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

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Information Systems

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Expenditures of \$2,630,400 in 2022 are proposed in relation to information systems.

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There are eight information systems projects proposed for 2022: Perform Software Upgrades and Minor Enhancements (2022) (\$621,700), Replacement of Short-Term Load Forecasting Software (\$439,500), Upgrade Core IT/OT Infrastructure (2022) (\$308,200), Refresh Cyber Security Infrastructure (2022) (\$221,700), Purchase Personal Computers (2022) (\$477,100), Replace Peripheral Infrastructure (2022) (\$193,200), Upgrade Energy Management System (2022) (\$292,600), and Hydro Command Centre Upgrade (2022) (\$76,400). Hydro states that the proposed expenditures are necessary to maintain its computing capacity and associated infrastructure, to ensure that it remains current and reliable. According to Hydro it maintains high levels of security and redundancy for its information technology and operating technology infrastructure. Hydro advised that that it considered deferring these projects but determined that doing so would impact the efficiency of its operations and adversely affect reliability and security.

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The Board is satisfied that the proposed information systems expenditures will support information system security and will allow Hydro to replace outdated assets so that its information technology and operating technology resources remain current and reliable. The proposed expenditures are higher than Hydro's five-year average and the expenditures forecast in Hydro's 2021 five-year capital plan. The evidence demonstrates that these expenditures will support overall system reliability by updating information technology and operating technology resources. The Board is satisfied, based on the evidence, that the proposed capital expenditures for information systems are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

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Telecontrol

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Expenditures of \$911,900 in 2022 are proposed in relation to telecontrol.

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42 There are seven telecontrol projects proposed for 2022: Replace Radomes (2022) (\$179,900), *Upgrade Site Facilities* (2022) (\$49,600), *Replace Network Communications Equipment* (2022) 43 44 (\$193,000), Upgrade Remote Terminal Units (2022) (\$171,100), Replace Mobile Devices 45 (\$49,700), Purchase Tools and Equipment less than \$50,000 (\$42,000), Replace Battery Banks

²⁴ Newfoundland and Labrador Reg. 5/12, section 14.

and Chargers (2022) (\$226,600). Hydro states that the proposed expenditures are to replace obsolete technology and aging hardware.

The Board notes that Hydro's telecontrol system provides communication channels to control equipment and to support employee communications. The proposed expenditures will allow Hydro to maintain this equipment which is vital to the operation and control of its power systems. The proposed expenditures are lower than Hydro's five-year average principally as a result of Hydro's decision to defer the project to replace VHF mobile radio systems until 2023 while it continues to review its communications requirements. Hydro confirmed that deferral of this purchase until 2023 will not impact the reliability of the existing systems because it can extend its contract for these radios from month to month. The Board is satisfied that the proposed capital expenditures for telecontrol are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

Transmission and Rural Operations

Hydro proposes capital expenditures of \$50,826,600 in 2022, \$37,098,700 in 2023 and \$1,446,300 in 2024 related to transmission and rural operations. The expenditures proposed for 2022 account for 60% of Hydro's 2022 Capital Budget. The proposed transmission and rural operations expenditures are related to transmission, distribution, metering, tools and equipment, light-duty equipment, terminal stations, and rural generation.

Transmission

Expenditures of \$1,603,500 in 2022 are proposed in relation to transmission.²⁷

There is one transmission project proposed for 2022: Wood Pole Line Management Program (2022) (\$1,603,500). An engineering report was provided in support of this project. Hydro states that it will replace or refurbish only poles and hardware requiring immediate attention and will defer all other required refurbishment identified in 2021 inspections until 2023. According to Hydro this will provide a one year gap between inspections and refurbishment which will allow for better planning and more accurate cost estimating.

The Board notes that Hydro has 2,300 kilometres of wood pole transmission lines and the proposed expenditures will support overall system reliability by protecting the integrity of these assets. The proposed 2022 transmission expenditure are materially lower than the five-year average.²⁸ The proposed expenditure is also lower than the forecast for 2022 in Hydro's 2021 five-year capital plan. This is attributed to the decision to move to a two-year cycle for replacing or refurbishing transmission system poles and hardware. The Board is satisfied, based on the evidence, that the proposed capital expenditures for transmission are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

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²⁵ This project was in the 2021 capital budget application for 2022.

²⁶ This includes expenditures of \$28,875,700 in 2022 and \$8,209,700 in 2023 previously approved in Order No. P.U. 2(2021).

²⁷ This does not include any expenditures previously approved by the Board.

²⁸ The five-year average was elevated by the construction of TL 266 and TL 267.

Distribution

Expenditures of \$10,321,500 in 2022 and \$3,601,000 in 2023 are proposed in relation to distribution.²⁹

There are six distribution projects proposed to begin 2022:

i) During the proceeding Hydro requested that consideration of the *Additions for Load* (2022)-Distribution System-Mary's Harbour Voltage Conversion project (\$550,600 in 2022 and \$524,600 in 2023) be deferred.³⁰

- ii) The *Provide Service Extensions* (2022) project involves expenditures of \$3,627,200 in 2022 to respond to customer-driven service requests. These expenditures are based expenditures in the last five years, supplemented with anticipated future activity levels. Hydro states that it is obliged to provide the requested services and cannot defer acting on these requests.
- iii) The Distribution System In-Service Failures, Miscellaneous Upgrades and Street Lights (2022) project involves expenditures of \$3,826,700 in 2022 to complete upgrades in response to in-service failure of equipment and to address localized service deficiencies as well as small-scale infrastructure replacements due to storm damage. The expenditures will also provide for the continuation of Hydro's street light modernization program started in 2021 to replace mercury vapour and high-pressure sodium street lights to light-emitting diode technology. Hydro reports that the conversions to date have yielded positive results including lower maintenance requirements, greater energy efficiency, enhanced reliability, and improved lighting quality.
- iv) The *Upgrade Worst-Performing Distribution Feeders* (2022-2023) project involves expenditures of \$850,000 in 2022 and \$1,922,900 in 2023 to complete work on a distribution feeder in the Bottom Waters system. An engineering report was provided in support of this project. Hydro states that this project will improve the feeder performance, reduce power outages, and materially improve overall performance. Hydro considered the alternatives to this project and concluded that upgrading the existing line is the least-cost alternative. Hydro states that, since 2019, it has focused on refurbishing distribution feeders which have poor reliability performance or which have significant impact on overall distribution system performance or both.
- v) The *Labrador City L22 Voltage Conversion Project* (2022-2023) project involves expenditures of \$486,800 in 2022 and \$1,004,400 in 2023 to convert L22 to a 25 kV line supplied from the Vanier terminal station. An engineering report was provided in support of this project. Hydro states that this project will support the provision of reliable energy for customers in Labrador City served by L22. The existing pad mounted transformers and high-voltage cables serving the Labrador Mall, which are over 40 years old and at the end of their useful life will be replaced with 25 kV-rated equipment.
- vi) The *Install Recloser Remote Control* (2022-2023) project involves expenditures of \$174,600 in 2022 and \$149,100 in 2023 to install remote controls at the Coney Arm and Jackson's Arm terminal stations. According to Hydro this project will reduce outage durations experienced by customers in these communities.

²⁹ This includes expenditures of \$805,600 in 2022 previously approved in Order No. P.U. 2(2021).

³⁰ Hydro agreed with Newfoundland Power's submission that consideration of this project should be deferred until a decision has been rendered on Hydro's *Long-Term Supply for Southern Labrador-Phase 1* application.

The Board agrees that the expenditures for the *Additions for Load* (2022)-*Distribution System-Mary's Harbour Voltage Conversion* project should not be considered at this time. The Board is satisfied that the remaining proposed expenditures will allow Hydro to address distribution lines and equipment that require upgrades or replacement before failure, thereby reducing the probability of service interruptions to customers. The Board notes that the proposed distribution expenditures for 2022 are less than the five-year average expenditures and are also relatively consistent with the forecast expenditures for 2022 in the 2021 five-year capital plan. The Board is satisfied, based on the evidence, that the proposed capital expenditures for distribution, with the exception of the Mary's Harbour voltage conversion project, are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service. Hydro may reapply for approval of expenditures related to the Mary's Harbour voltage conversion at a later time.

Metering

Expenditures of \$515,600 in 2022, \$3,865,600 in 2023 and \$994,600 in 2024 are proposed in relation to metering.

The proposed metering expenditures relate to one project to begin in 2022: *Replace Metering System* which involves the upgrade of the metering system that Hydro uses to measure customer consumption of electricity for billing purposes.³¹ Hydro's manually read meters and obsolete TS1 meters will be replaced with a new drive-by automated meter reading system that does not require manual entry. An engineering report was provided in support of the proposed metering expenditures.

The Board is satisfied that installing an automated meter reading system will result in cost savings associated with reduced labour and administrative efficiencies. Further there are safety benefits associated with the installation of an automated meter reading system. It is estimated that over its 20-year life the system will generate cumulative cost savings of over \$8,500,000. The Board is satisfied, based on the evidence, that the proposed capital expenditures for metering are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

Tools and Equipment

Expenditures of \$1,186,100 in 2022, \$1,964,500 in 2023 and \$106,600 in 2024 are proposed in relation to tools and equipment used in transmission and rural operations.

The tools and equipment projects proposed to begin in 2022 include:

 i) The *Purchase 85' Material Handler Aerial Device on Track Unit* project involves expenditures of \$20,400 in 2022, \$1,265,700 in 2023 and \$67,800 in 2024 to replace an off-road material handler with an 85-foot Category A aerial device. An engineering report was provided in support of this project. Hydro states that this material handler will reduce the time required to respond to issues on the transmission system and further expand Hydro's ability to apply live line techniques.

³¹ Hydro also proposes expenditures of \$76,400 on software related to the automated meter reading system.

- ii) The *Purchase 46' Material Handler Aerial Device on Track Unit* project involves expenditures of \$20,400 in 2022, \$698,800 in 2023 and \$38,800 in 2024 to replace two off-road material handler track units now in service with a single 46-foot Category B aerial device. An engineering report was provided in support of this project. Hydro states that this material handler is more efficient than those it will replace because it has greater off-road capabilities.
- iii) Three projects *Tools and Equipment Less than \$50,000*, for the Central, Northern and Labrador areas involve total expenditures of \$450,300 in 2022 for tools and equipment to support transmission and rural operations.
- iv) The *Replace Light-Duty Mobile Equipment (2022)* project involves expenditures of \$695,000 in 2022 to replace light-duty mobile equipment such as snowmobiles, all-terrain vehicles, trailers, and forklifts used to support maintenance and repair of the electrical system. An engineering report was provided in support of this project. Hydro plans to replace 29 all-terrain vehicles, 12 snowmobiles, four light-duty trailers, and one forklift in 2022. According to Hydro, as this class of equipment ages it experiences increased downtime that could negatively impact response times for emergency outages or planned maintenance.

The Board is satisfied that the proposed tools and equipment expenditures will allow Hydro to maintain and in some cases improve response time, and will contribute to more efficient operations. While the proposed expenditures in 2022 are higher than the five-year average, the evidence, which included engineering reports, supports the proposed expenditures. The Board is satisfied, based on the evidence, that the proposed capital expenditures for tools and equipment used to support transmission and rural operations are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

Terminal Stations

 Expenditures of \$33,917,700 in 2022 and \$21,681,200 in 2023 are proposed in relation to terminal stations.³²

There are three terminal station projects to begin in 2022:

i) The *Terminal Station Refurbishment and Modernization (2022-2023)* project involves expenditures of \$3,111,900 in 2022 and \$6,109,700 in 2023 to refurbish and modernize electrical equipment, physical plant, and protection and control equipment. Damaged, defective, or obsolete equipment at Hydro's terminal stations will be replaced or refurbished. Work will also be completed on terminal station buildings and infrastructure, including upgrades to station lighting and remediation of structural issues.³³ A fire suppression system will be installed at the Buchans terminal station. As well, Hydro has identified battery banks at various locations requiring replacement because they have reached the end of their service life.³⁴ An engineering report was provided in support of this project.

³² This includes expenditures of \$27,783,900 in 2022 and \$8,209,700 in 2023 for projects previously approved in Order No. P.U. 2(2021).

³³ Hydro plans to upgrade lighting at its Buchans and Hardwoods terminal stations and refurbish concrete foundations at its Barachoix and Linton Lake terminal stations.

³⁴ Hydro plans to replace battery banks at its St. Anthony, English Harbour West, and Hardwoods terminal stations.

- ii) The *Terminal Station In-Service Failures* (2022) project involves expenditures of \$900,000 in 2022 to address unanticipated failures and deterioration of terminal station systems and equipment. Hydro states that this will provide an effective and timely means to undertake immediate capital refurbishment and replacement work to maintain safe and reliable operation of its terminal station assets. The report provided in support of this project detailed Hydro's 2020 in-service failure activities and set out that Hydro reduced the budget for this project from \$1.8 million based on its reassessment of actual expenditures in 2018, 2019 and 2020.
- iii) The *Upgrade Circuit Breakers* (2022-2023) project involves expenditures of \$2,121,900 in 2022 and \$7,361,800 in 2023 to upgrade circuit breakers. Hydro states that it has to replace its oil circuit breakers by 2025 to comply with federal regulations regarding the use of polychlorinated biphenyls as well as other circuit breakers which are obsolete or damaged. An engineering report was provided in support of these expenditures.

The Board notes that Hydro has 69 terminal stations that convert electricity from transmission voltages to lower voltage for distribution to customers. Many of Hydro's terminal station assets were built in the 1960s with expected useful lives of 40 to 50 years. The proposed expenditures involve upgrades and replacement of aging electrical equipment, civil works, and other equipment and are required to address safety issues, manage resource requirements and mitigate system outages. The Board notes that the proposed 2022 expenditures are greater than the five-year average expenditures but are less than the expenditures projected in the 2021 five-year capital plan. The Board is satisfied, based on the evidence, that the proposed capital expenditures for terminal stations are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

Rural Generation

Expenditures of \$3,281,200 in 2022, \$5,986,400 in 2023 and \$345,100 in 2024 are proposed in relation to rural generation.³⁵

There are six rural generation projects to be started in 2022:

- i) The *Overhaul Diesel Units Various* (2022) project involves expenditures of \$1,360,500 in 2022 to overhaul seven diesel engines and one alternator at isolated diesel generating stations. These diesel units are the sole sources of power in the communities they serve and the proposed work is based on the forecast operating hours of these units.³⁶ The engineering report provided in support of this project detailed the age and last overhaul date of the units. Hydro states that deferring these overhauls would require it to operate these units beyond its established and accepted criteria for engine overhauls.³⁷
- ii) The *Upgrade Fuel Storage Tanks* (2022) *Mary's Harbour* project involves expenditures of \$499,100 in 2022 to replace two 314,000 litre vertical fuel storage tanks in Mary's Harbour with three 60,000 litre horizontal storage tanks. These tanks are due for inspection in 2022 and Hydro expects that they will need to undergo repairs to extend their service life. Hydro states that it needs less bulk fuel storage capacity in Mary's Harbour because

³⁵ This includes expenditures of \$286,200 in 2022 previously approved in Order No. P.U. 2(2021).

³⁶ The project will cover work on engines only for units at Nain, Paradise River, Mary's Harbour, Norman's Bay, and Grey River. It will also cover work one an engine only for one unit in Rigolet and the engine and alternator for another.

³⁷ Hydro may determine that it is more cost-effective to replace rather than overhaul a unit.

- highway development in Southern Labrador allows resupply by road throughout the year.
- iii) The Additions for Load (2022) Mary's Harbour Service Conductor project involves expenditures of \$307,800 in 2022 and \$51,300 in 2023. Hydro states that its long-term planning criteria require replacement of equipment when ratings are exceeded, as overloaded equipment is at greater risk of failure, reducing system reliability. The service conductor in Mary's Harbour was expected to exceed its rated capacity during the summer of 2021
- iv) The *Install Fire Protection in Diesel Plants* (2022-2023) *Ramea* project involves expenditures of \$90,700 in 2022 and \$1,838,100 in 2023 to install a fire protection system in the Ramea diesel generating station. The engineering report provided in support of these expenditures provided information with respect to operating experience and alternatives.
- v) The *Diesel Genset Replacement Unit 2039 St. Lewis* project involves expenditures of \$397,000 in 2022, \$1,583,800 in 2023, and \$134,900 in 2024. Hydro replaces its diesel gensets when they have operated for 100,000 hours. Hydro expects Unit 2039 at the St. Lewis diesel generating station will cross this threshold in 2023 and therefore it must be replaced. The engineering report provided in support of these expenditures provided information with respect to operating experience and alternatives.
- vi) The *Diesel Genset Replacement Unit 2012 L'Anse-Au-Loup* project expenditures of \$339,900 in 2022, \$2,513,200 in 2023, and \$210,200 in 2024. Hydro states replacing Unit 2012 in L'Anse-au-Loup, which has been in service since 1984, is necessary because parts are no longer available for it. Hydro notes that the community of L'Anse-au-Loup relies on the diesel generating station to back up electricity supplied by Hydro-Québec which may be interrupted at any time because of planned and unplanned outages. The engineering report provided in support of these expenditures provided information with respect to operating experience and alternatives.

The Board notes that Hydro's rural generation assets include 23 diesel generating stations throughout the province, 18 of which are in isolated communities. The Board is satisfied that the proposed rural generation expenditures are necessary to maintain or replace aging assets and to meet planning or maintenance criteria. The proposed expenditures for 2022 are less than the five-year average and the forecast in the 2021 five-year capital plan. The Board is satisfied, based on the evidence, that the proposed capital expenditures for rural generation are justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

Allowance for Unforeseen Items

Hydro proposes a \$1,000,000 allowance for unforeseen items in 2022. This allowance will permit Hydro to proceed with capital expenditures that were not budgeted so that it can respond expeditiously to events affecting the electrical system. This allowance is consistent with the amount approved in Hydro's previous capital budget applications and accounts for 1% of its 2022 Capital Budget. The Board is satisfied that the proposed allowance is justified, appropriate and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service.

³⁸ Hydro has filed a supplemental capital budget application for approval of additional capital expenditures of \$15,819,700 in 2022 for a project related to the long-term supply for Southern Labrador.

3.2 Proposed 2022 Capital Budget

The Application requests the approval of Hydro's 2022 Capital Budget in the amount of \$84,163,400.³⁹ The Board notes that the intervenors do not object to the approval of Hydro's 2022 Capital Budget. The Consumer Advocate observed that Hydro held its 2022 capital budget expenditures at levels less than those approved by the Board in recent capital budget applications and thereby "has made a concerted effort to manage its spending in recognition of the economic climate in the Province and the rate impacts brought on by the Muskrat Falls Project ... and rate mitigation efforts generally."⁴⁰

The Board has determined that the proposed 2022 expenditures in excess of \$50,000 for improvements and additions which make up Hydro's proposed 2022 Capital Budget are justified. The Board is satisfied that Hydro's proposed 2022 Capital Budget represents a reasonable balance of costs and reliability. Aside from the *Additions for Load (2022)-Distribution System-Mary's Harbour Voltage Conversion* project, approval of the proposed 2022 Capital Budget is justified, reasonable and necessary to ensure the delivery of power to customers at the lowest possible cost consistent with reliable service and should be approved in the amount of \$84,163,400.

While the Board is satisfied that Hydro's 2022 Capital Budget should be approved, the Board acknowledges the rate pressures anticipated upon commissioning of the Muskrat Falls Project. The Board believes that, given the circumstances, both Hydro and Newfoundland Power should renew their efforts to demonstrate that they are making every effort to reduce costs for customers while ensuring the continued provision of reliable service. The Board notes that the recently issued provisional capital budget guidelines set out additional requirements with respect to the information both utilities are to provide as part of their 2023 capital budget applications. The Board expects that the 2023 capital budget applications filed by both utilities will include comprehensive and detailed support for proposed capital expenditures, including evidence which addresses the level of capital expenditure in the context of expected customer rate pressures, clearly delineates the cost reduction measures considered and taken and the savings achieved, and demonstrates that the proposed capital expenditures and capital budget are consistent with the provision of least-cost reliable service in the current circumstances.

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³⁹ The Application requested approval of Hydro's 2022 Capital Budget in the amount of \$84,714,000 but the proposed 2022 expenditures are reduced by \$550,600 with the removal of the *Additions for Load (2022)-Distribution System-Mary's Harbour Voltage Conversion* project as discussed earlier.

⁴⁰ Consumer Advocate's Submission, page 2.

3.3 Proposed 2020 Average Rate Base

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The Application requested that the Board fix and determine Hydro's 2020 average rate base in the amount of \$2,310,559,000.

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Grant Thornton reviewed Hydro's average rate base for 2020 and concluded, based on their procedures, that the 2020 average rate base as presented below accords with established practice and relevant Board Orders.

Newfoundland and Labrador Hydro Computation of Average Rate Base for the Year Ended December 31, 2020 (\$000s)

	2020
Total Capital Assets	\$2,158,515
Deduct Items Excluded from Rate Base	
Work in Progress	(24,988)
Asset Retirement Obligations (net of amortization)	(768)
Net Capital Assets	2,132,758
Net Capital Assets, Previous Year	2,115,068
Unadjusted Average Capital Assets	2,123,913
Deduct	
Average Net Capital Assets Excluded from Rate Base	(8,257)
Average Capital Assets	2,115,656
Cash Working Capital Allowance	1,409
Fuel Inventory	54,075
Supplies Inventory	38,438
Average Deferred Charges	100,981
Average Rate Base at Year-End	\$2,310,559

9 The Consumer Advocate, Newfoundland Power, the Industrial Customer Group did not comment 10 on Hydro's proposed 2020 average rate base.

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The Board finds that the components of Hydro's average rate base for 2020 in the amount of \$2,310,559,000 should be approved.

DATED at St. John's, Newfoundland and Labrador this 20th day of April, 2022.

Darlene Whalen, P. Eng., FEC Chair and Chief Executive Officer

Dwanda Newman, LL.B.

Vice-Chair

John O'Brien, FCPA, FCA, CISA Commissioner

Christopher Pike, LL.B., FCIP

Commissioner

Board Secretary