

OFFICE OF RATEPAYER ADVOCATES CALIFORNIA PUBLIC UTILITIES COMMISSION

Report on the Results of Operations for Pacific Gas and Electric Company Test Year 2015 Gas Transmission and Storage Rate Case

Chapter 4 Transmission Pipe Engineering Programs Class Location, Shallow Pipe, and Water and Levee Crossing

> San Francisco, California August 11, 2014

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TRANSMISSION PIPE ENGINEERING PROGRAMS

2 I. INTRODUCTION

exhibit are as follows:

3	This exhibit presents the analyses and recommendations of the Office of
4	Ratepayer Advocates (ORA) regarding three of Pacific Gas and Electric Company's
5	(PG&E) Transmission Pipe Engineering Program proposals associated with its Test
6	Year (TY) 2015 Gas Transmission and Storage (GT&S) rate case. Specifically, this
7	exhibit addresses PG&E's forecasts of Class Location, Water and Levee Crossing,
8	and Shallow Pipe Program operation and maintenance (O&M) expenses for 2015
9	and capital expenditures for 2013 through 2015. ¹ These programs are associated
10	with work activities related to pipeline maintenance and reliability, station
11	maintenance, and the Transmission Integrity Management Program (TIMP).
12	PG&E's activities and costs are grouped with similar types of work into a
13	Major Work Category (MWC). The MWC's for the work activities addressed in this

15

14

16 17

Figure 4F-1 Transmission Pipe Engineering Major Work Categories (MWC)

MWC	Category Type	Description
MWC HP	Expense	Transmission Integrity Management Program
MWC JT	Expense	Reliability and General Maintenance
MWC JO	Expense	Pipeline Maintenance
MWC 44	Capital	Stanpac (PG&E share)
MCE 75	Capital	Pipeline Reliability

18

Source: PG&E Prepared Testimony, Volume1(Krannich), pp.3-5 to 3-6

- 19
- 20 PG&E's forecasts for expenses and capital expenditures are expressed in
- 21 nominal dollars. ORA's recommendations are made by MWC nominal dollars which

¹ This exhibit does not address PG&E's Work Requested by Others and Gas Gathering Programs.

- 1 are then translated into the appropriate FERC accounts through the Results of
- 2 Operations (RO) model.

3 II. SUMMARY OF RECOMMENDATIONS

- 4 The following summarizes ORA's recommendations regarding Transmission
- 5 Pipe Program O&M expenses:
- For the Class Location Program expenses, ORA recommends \$3.9
 million, while PG&E requests \$6.4 million for Test Year 2015. ORA
 forecasts lower unit costs per strength test than PG&E.
- 9 Description of the Water and Levee Crossing Program expenses, ORA recommends 10 no adjustments to PG&E's TY 2015 forecast.
- 11□For the Shallow Pipe Program expenses, ORA recommends no12adjustments to PG&E's TY 2015 forecast.
- 13 The following summarizes ORA's recommendations regarding Transmission
- 14 Pipe Program capital expenditures:
- 15□For the Class Location Program capital expenditures, ORA recommends16no adjustments for 2013 and 2014.
- For the 2015 Class Location Program capital expenditures, ORA
 recommends \$10.8 million, while PG&E requests \$17.1 million. ORA
 forecasts lower miles per year of pipeline replacement projects.
- 20□For the Water and Levee Crossing Program capital expenditures, ORA21recommends no adjustments for 2013, 2014, and 2015.
- For the Shallow Pipe Program capital expenditures, ORA recommends no
 adjustments for 2013, 2014, 2015.
- 24

- 1 Table 4F-1 compares ORA's and PG&E's TY2015 forecasts of Transmission
- 2 Pipe Engineering expenses:
- 3
- 4
- + 5

Table 4F-1Transmission Pipe Engineering Expenses for TY2015(In Thousands of Dollars)

Description (a)	ORA Recommended (b)	PG&E Proposed ² (c)	Amount PG&E>ORA (d=c-b)	Percentage PG&E>ORA (e=d/b)
MWC HP	\$2,425	\$4,850	\$2,425	100%
MWC JT	\$5,605	\$5,605	\$0	0%
MWC JO	\$ 399	\$ 399	\$0	0%
Total	\$8,429	\$10,854	\$2,425	29%

- 6 Table 4F-2 compares ORA's and PG&E's 2013-2015 forecasts of
- 7 Transmission Pipe Program capital expenditures:
- 8
- 0 9
- 10

Table 4F-2Transmission Pipe Engineering Capital Expenditures for 2013-2015(In Thousands of Dollars)

Description	ORA Recommended			PC	S&E Propos	ed ³
	2013	2014	2015	2013	2014	2015
MWC 44	\$0	\$0	\$1,556	\$0	\$0	\$1,556
MWC 75	\$1,908	\$3,389	\$44,203	\$1,908	\$3,389	\$50,431
MWC 2J	\$2,500	\$150	\$0	\$2,500	\$150	\$0
Total	\$4,408	\$3,539	\$45,759	\$4,408	\$3,539	\$51,987

11 III. GENERAL OVERVIEW

12 As described by PG&E, the engineering programs analyzed in this exhibit

- 13 address threats to PG&E's gas transmission pipelines. These threats include the
- 14 risks of leaks or ruptures.⁴ According to PG&E's Risk Mitigation Summary, the Class

² PG&E Workpapers, Chapter 4B, pp. WP 4B-2 to WP4B-3.

³ PG&E Workpapers, Chapter 4B, pp. WP 4B-16 to WP 4B-17.

⁴ PG&E Prepared Testimony, Volume1 (Mojica), p.4B-3.

- 1 Location Program activities are designed to mitigate the loss of supply and service.
- 2 The Shallow Pipe and Water and Levee Crossings programs are designed to
- 3 mitigate the loss of containment.⁵ The following figure provides the key activities of
- 4 the three programs discussed in the sections below:
- 5
- 6
- 7

	Figure 4F-3	
Transmissio	on Pipe Engineering Progra	m Activities
Due surges	Devenance	1/ /

Program	Purpose	Key Activities
	Compliance with	
	population density	
Class Location	standards ^{<u>6</u>}	Study, test, replace
	Evaluate underwater ad	Survey, monitor, replace,
Water and Levee Crossing	within levee threats	retire
	Identify depth of cover	Excavation, protection,
Shallow Pipe	issues	replace, retire

8 IV. DISCUSSION / ANALYSIS OF CLASS LOCATION PROGRAM

- 9 This section discusses PG&E's proposal for its Class Location Program.
- 10 The following tables summarize PG&E's request and ORA's recommendation
- 11 for the MWCs within the Class Location Program.
- 12
- 13
- 14

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Table 4F-4 Transmission Pipe Engineering Expenses for TY2015 Class Location Program (In Thousands of Dollars)

	ORA	PG&E	
Description	Recommended	Proposed ²	
(a)	(d)	(C)	
MWC HP	\$2,425	\$4,851	
MWC JT	\$1,161	\$1,161	
MWC JO	\$399	\$399	
Total	\$3,985	\$6,411	

⁵ PG&E Prepared Testimony, Volume 1 (Mojica), Figure 4B-1, p. 4B-4.

⁶ Title 49, Code of Federal Regulations – Transportation (49 CFR) Part 192.613 (PG&E Prepared Testimony, Volume1 (Mojica), p.4B-5).

^{*^T*} PG&E Workpapers, Chapter 4B, WP 4B-2.

- 2 3
- 4 5

Table 4F-5 Transmission Pipe Engineering Capital Expenditures for 2013-2015 Class Location Program (In Thousands of Dollars)

Description	ORA Recommended			PG	&E Propos	ed ^{<u></u>8}
	2013	2014	2015	2013	2014	2015
MWC 44	\$0	\$0	\$180	\$0	\$0	\$180
MWC 75	\$224	\$1,437	\$10,648	\$224	\$1,437	\$16,876
MWC 2J	\$2,500	\$150	\$0	\$2,500	\$150	\$0
Total	\$2,724	\$1,587	\$10,828	\$2,724	\$1,587	\$17,056

6 A. Class Location Expenses

7 The Class Location Program recorded and forecast expenses are presented

8 in the following table:

9	
10	2011-2012
	_

11 12

Table 4F-6 2011-2012 Recorded Data/2013-2015 Forecast Data for Class Location Programs by MWC (in Thousands of Dollars)

Description	2011	2012	2013	2014	2015			
MWC HP	\$0	\$0.17	\$0	\$10,114	\$4,851			
MWC JT	\$0	\$2,131	\$695	\$989	\$1,161			
MWC JO	\$0	\$0	\$0	\$0	\$399			
MCW KF	\$5,032	\$10,513	\$0	\$0	\$0			
Total	\$5,032	\$12,644	\$695	\$11,143	\$6,411			
Source: PG&E Workpapers, Chapter 4B, WP 4B-2.								

13

1. MWC HP

14 15

PG&E corrected its forecast expenses for TY 2015 to \$6.41 million, compared

- 16 to its original submittal containing a forecast of \$7.27 million.⁹ Table 4F-6 above
- 17 depicts an erratic historical spending pattern, making it not conducive to average
- 18 year forecasting methods. Several activities and their timing have impacted this

⁸ PG&E Workpapers, Chapter 4B, WP 4B-2.

⁹ PG&E Response to ORA-DR-96, Q1.and PG&E Response to ORA-DR-65, O1.

program's expenses. For example, the 2012 spending increased over 100 percent
due the 2011 Class Location Study taking about 18 months to complete.¹⁰ The 2013
spending decreased due to the utilization of the completed Pipeline Feature List.¹¹
The key cost driver for the 2014 and 2015 Class Location Program expenses
are the planned strength (hydrotest) tests, which are reflected in MWC HP. For TY
2015, the following table summarizes PG&E's and ORA assumptions used for the
program cost forecast:

- 8
- 9
- 10

Table 4F-7 Class Location Program Expenses 2015 Forecast Assumptions PG&E and ORA

TOTAL EXPENSE	PG&E	ORA	
	2015	2015	
Units (Miles)	2.09	2.09	
Escalation Rate	1.055	1.055	
Expense - Class Location Study	\$1,100,000	\$1,100,000	
Expense - Field Verification	\$399,348	\$399,348	
Strength Test Unit Cost	\$2,200,000	\$1,100,000	
Total Class Location Expense	\$6,410,738	\$3,985,293	

11

12 The strength test unit cost of \$2.20 million per test was supplied by the company's Hydrotest team, according to PG&E.¹² As a result of this forecast, PG&E 13 14 budgets for "approximately two" strength tests at \$2.43 million each, for total 15 strength testing of \$4.86 million for TY 2015. ORA recommends a 50 percent 16 adjustment to the strength test forecast, as discussed below. ORA's TY 2015 17 forecast for this program totals \$3.99 million; a \$2.43 million difference from PG&E's 18 forecast. 19 PG&E's strength test unit cost forecast is high. First, workpaper WP4B-7

20 shows that the recent strength test data from 2011-2013 is about .62 miles per year,

21 which is significantly lower than PG&E's weighted average assumption of 2.09 miles

¹⁰ PG&E Response to ORA-DR-65, O2.

¹¹ PG&E Response to ORA-DR-65, O2.

¹² PG&E Workpapers Supporting Chapter 4B, page WP 4B-6.

per vear.¹³ Second. ORA's Hydrotest witness forecasts approximately 50 percent 1 less cost per mile than PG&E.¹⁴ Finally, PG&E does not document or provide any 2 3 support for assuming \$2.20 million per mile test in the Class Location Program, while 4 at the same time the company assumes \$.97 million per mile cost in the Hydrotest 5 Program. Therefore, for the purposes of the strength test cost assumptions for the 6 Class Location Program, ORA assumes a 50 percent cost reduction per mile 7 strength test, which reduces the unit cost to \$1.1 million per mile. The unit cost 8 reduction flows into the planning order line items as follows:



¹³ Total Miles (6.87) divided by Number of Tests (11).

¹⁴ ORA Witness Roberts forecasts \$0.56 million per mile instead of \$0.97 million per mile forecast by PG&E. See Ex. ORA-04C.

Table 4F-9
Class Location Program Expenses 2015
Strength Tests
PG&E and ORA

TOTAL CAPITAL

	PG&E 2015	ORA 2015
Units (Miles per year)	1.68	1.06
Escalation Rate	1.07	1.07
Stanpac	\$168,144	\$168,144
Total Capital	\$17,055,644	\$10,827,696

Capital Unit Cost

Projected Units	1.68	1.06	miles per year
Unit Cost Per Foot	\$1,793	\$1,793	
Unit Cost Per Mile	\$9,468,349	\$9,468,349	
PG&E Identified			
Efficiencies	\$80,426	\$80,426	
Pipeline Replacement	\$9,387,923	\$9,387,923	per mile

 $^{\underline{15}}$ This table reflects both MWC 44 and MWC 75.

B. Class Location Capital Expenditures

The Class Location Program capital expenditures are primarily for pipeline replacement projects in MWC 75. The other costs are for PG&E's portion of the Stanpac line, reflected in MWC 44.

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1

1. MWC 44

PG&E forecasts about \$0.2 million for capital expenditures in MWC 44. ORA
reviewed PG&E's testimony, workpapers, and discovery responses for this cost
category, and recommends no adjustments to the TY 2015 forecast provided by
PG&E.

10

2. MWC 75

11 PG&E forecasts about \$17 million in TY 2015 for pipeline replacement

12 projects as a result of class location studies and strength testing, while ORA

13 forecasts about \$11 million. The key assumptions for the forecast are reflected in the

14 following table: 15

- 15
- 16 17
- 18

As shown in the table above the different assumption used between the forecasts is for pipeline replacement miles per year. PG&E's value of 1.68 miles per year is based on a formula provided in the workpapers. The formula weights the historical data (2000-2005) and recent data (2011-2013) of pipeline replacement project mileage. It is noteworthy that the simple average of the historical data results in 1.79 miles per year. Further, a simple average of the recent data results in 1.06 miles per year.

9 PG&E's formula gives too much weight to the historical data since the 2015 10 assumption of 1.68 miles per year is very close to 1.79 miles per year from the 2000-11 2005 period. In fact, it is not clear why *any* weight is given to the somewhat stale 12 historical data (2000-2005). In a data request, ORA asked for the mathematical and 13 narrative description of the formula used to derive the 1.68 miles per year 14 assumption. PG&E's response indicates that all of the cost data is of recent vintage.¹⁷ No justification however is provided for using the recent *and* historical 15 16 replacement data for the miles per year calculation. ORA recommends that for 17 consistency and simplicity, the recent replacement data should be used for the 18 purposes of the miles per year assumption for the pipeline replacement forecast. 19 The assumption should be 1.06 miles per year (3.17/3) instead of 1.68 miles per year.¹⁸ 20 21 Based on the pipeline replacement miles per year assumption, ORA's

forecast for the Class Location Program TY 2015 MWC 75 is \$10.7 million,

23 compared to PG&E's forecast of \$16.9 million for capital expenditures, a difference

of \$6.2 million.

¹⁶ 2000-2005 and 2011-2013 data from PG&E Workpapers, Chapter 4B, WP 4B-27.

¹⁷ PG&E Response to ORA-DR-65 Q6.

¹⁸ Pipeline Replacements Data (2011-2013), WP 4B-27.

1V.DISCUSSION / ANALYSIS OF WATER AND LEVEE CROSSING2PROGRAM

- 3 This section discusses the Water and Levee Crossing Program. The
- 4 following tables summarize PG&E's request and ORA's recommendation for the
- 5 MWCs within the Water and Levee Crossing Program:
- 6 7

8

9 10 Table 4F-10 Transmission Pipe Engineering E Water and Levee Crossi

Transmission Pipe Engineering Expenses for TY2015 Water and Levee Crossing Program (In Thousands of Dollars)

Description (a)	ORA Recommended (b)	PG&E Proposed ¹⁹ (c)	
MWC JT	\$1,372	\$1,372	
Total	\$1,372	\$1,372	

11	Table 4F-11
12	Transmission Pipe Engineering Capital Expenditures for 2013-2015
13	Water and Levee Crossing Program
14	(In Thousands of Dollars)

Description	ORA Recommended			PG8	E Propos	ed ²⁰
	2013	2014	2015	2013	2014	2015
MWC 44	\$0	\$0	\$1,376	\$0	\$0	\$1,376
MWC 75	\$1,684	\$0	\$11,984	\$1,684	\$0	\$11,984
Total	\$1,684	\$0	\$13,360	\$1,684	\$0	\$13,360

15

Note: Some capital expenditures in 2013 are for MWC 83.

16 A. Water and Levee Program Expenses

17 The Water and Levee Crossing Program recorded and forecast expenses are

18 presented in the following table:

¹⁹ PG&E Workpapers, Chapter 4B, WP 4B-3.

²⁰ PG&E Workpapers, Chapter 4B, WP 4B-17.

2 3 4 5	2011-201 for Wat	Ta I2 Recorded er and Levee (in Thou	able 4F-12 Data/2013 Crossing sands of I	-2015 Fore Program Dollars)	cast Data by MWC	
	Description	2011	2012	2013	2014	2015
	MWC JT	\$.12	\$.880	\$0	\$.29	\$1,372
6	l otal	<u> \$.12 </u>	088.\$ rs. Chantou	\$0 • 4 P \N/D 2	\$.29	\$1,372
7				-D, WI -3		
8	1. MWC JT					
9	The activities in MV	VC JT for the	Water and	Levee Cro	ssing Prog	ram are
10	focused on survey work a	nd lease asse	ssments fo	or the Juriso	dictional Sta	ate Water
11	Crossings. ²¹ Other non-J	urisdictional w	ork is also	performed	. ORA revie	ewed
12	PG&E's testimony, workpa	apers, and dis	covery res	ponses for	this cost ca	ategory, and
13	recommends no adjustme	nts to the TY	2015 forec	ast provide	d by PG&E	E.
14	B. Water and Le	vee Crossin	g Capital	Expendit	ures	
15	1. MWC 44					
16	PG&E forecasts ab	out \$1.4 millio	on for Stan	pac project	work in the	Water and
17	Levee Crossing Program.	ORA reviewe	d PG&E's	testimony,	workpapers	s, and
18	discovery responses for th	nis cost catego	ory, and re	commends	no adjustr	nents to the
19	TY 2015 forecast provided	d by PG&E.	,		,	
20	2. MWC 75					
21	PG&E forecasts ab	out \$12 millio	n for variou	us projects	for TY 201	5 in the
22	Water and Levee Crossing	g Program. Ol	RA reviewe	ed PG&E's	testimony,	workpapers
23	and discovery responses	for this cost ca	ategorv. an	d recomme	ends no adi	ustments to
24	the TY 2015 forecast prov	ided by PG&F	=		,	

²¹ Jurisdictional under the California State Lands Commission.

1 VI. DISCUSSION / ANALYSIS OF SHALLOW PIPE PROGRAM

2 This section discusses the Shallow Pipe Program. The following tables
3 summarize PG&E's request and ORA's recommendation for the Shallow Pipe
4 Program:

5 6

7 8

Table 4F-13 Transmission Pipe Engineering Expenses for TY2015 Shallow Pipe Program (In Thousands of Dollars)

Description (a)	ORA Recommended (b)	PG&E Proposed ²² (c)	
MWC JT	\$3,073	\$3,073	
Total	\$3,073	\$3,073	

9	Table 4F-14
10	Transmission Pipe Engineering Capital Expenditures for 2013-2015
11	Shallow Pipe Program
12	(In Thousands of Dollars)

Description	ORA Recommended			PG8	&E Propos	ed ²³
	2013	2014	2015	2013	2014	2015
MWC 75	\$0	\$1,952	\$21,571	\$0	\$1,952	\$21,571
Total	\$0	\$1,952	\$21,571	\$0	\$1,952	\$21,571

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²² PG&E Workpapers, Chapter 4B, WP-3.

²³ PG&E Workpapers, Chapter 4B, WP-16.

A. Shallow Pipe Program Expenses 1

2 The Shallow Pipe Program recorded and forecast expenses are presented in the following table: 3

Table 4F-15

4	2044.00		Table 4F-	15 12 2045 5-		·-			
5 6	for Shallow Pipe Program by MWC								
7	(in Thousands of Dollars)								
	Description	2011	2012	2013	2014	2015			
	MWC JT	\$.21	\$.528	\$0	\$.365	\$3,073			
0	Total	\$.21	\$.528	\$0 ter 4D \\/D	\$.365	\$3,073			
ð	Source. PG	∝E vvorkpa	pers, Chap		-3				
9	1. MWC JT	-							
10	The activities of the	e Shallow P	ipe Progra	m focus on	mitigation	measures	to		
11	maintain pipelines to the	original min	imum deptl	n levels who	en they we	re installed	. <u>24</u>		
12	These activities include e	xcavation, o	covering, ca	apping, and	l bridging. T	The progra	m		
13	expenses are increasing	due to incre	easing miles	s of engine	ering analy	sis. ²⁵ ORA	\		
14	reviewed PG&E's testimo	ny, workpa	pers, and d	iscovery re	sponses fo	r this cost			
15	category, and recommend	ds no adjus	tments to th	ne TY 2015	forecast p	rovided by			
16	PG&E.								
17									
18	B. Shallow Pipe	Program	Capital Ex	kpenditur	es				
19	1. MWC 75	5							
20	PG&E forecasts 2.	5 miles of c	apital mitig	ation proje	cts in the S	hallow Pipe	е		
21	Program resulting in a for	ecast of \$2	1.6 million i	in capital ex	kpenditures	in TY 201	5. <mark>26</mark>		
22	A key driver in the forecas	st is the inc	reasing nee	ed to mitiga	te in highly	congested	ł		
23	and populated areas, acc	ording to P	G&E. ²⁷ OR	A reviewed	d PG&E's te	estimony,			
	²⁴ PG&E Prepared Testimor	— iy, Volume 1	(Mojica), pr	o. 4B-19 to p	р. 4B-21.				

²⁵ PG&E Prepared Testimony, Volume 1 (Mojica), p. 4B-25.

²⁶ PG&E Workpapers, Chapter 4B, WP 4B-21.

²⁷ PG&E Workpapers, Chapter 4B, WP 4B-20 to 4B-22.

- 1 workpapers, and discovery responses for this cost category, and recommends no
- 2 adjustments to the TY 2015 forecast provided by PG&E.