#### DOCUMENT RESUME

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Examination of Financial Statements of Federal Columbia River Power System. EMD-77-10; B-114858. December 23, 1976. 2 pp. + enclosures (14 pp.).

Report to Secretary, Department of the Interior; by Elger B. Staats, Comptroller General.

Contact: Energy and Minerals Div.

Budget Function: Natural Resources, Environment, and Emergy: Water Resources and Power (301).

Organization Concerned: Department of the Army: Corps of Engineers.

Authority: (P.L. 94-400; 90 Stat. 1211).

The financial statements of the Federal Columbia River Power System were examined in accordance with generally accepted auditing standards. The financial statements were prepared on a cost-accounting basis which included depreciation. Financial results are not presented on a basis designed to show whether power rates are adequate to repay the Federal investment in the Findings/Conclusions: A break occurred in the Teton Dam in 1976, causing extensive damage to the project and from the resulting flood. Congress has enacted legislation to pay the costs of claims of non-Federal entities and individuals, and the system will not be required to pay such claims. No decision has been made regarding the future of the Teton Dam project; until that decision is Lade, the \$13.1 million project investment allocated to power is shown as a deferred charge, and the \$40.1 million irrigation investment repayable from power revenues is included in repayable irrigation costs. (RRS)



# COMPTROLLER GENERAL OF THE UNITED STATES WASHINGTON. D.C. 20545

B-114858

DEC 2 3 1976

The Honorable
The Secretary of the Interior

Dear Mr. Secretary:

We have examined the statement of assets and liabilities of the Federal Columbia River Power System (see note 1 to the financial statements) as of June 30, 1976 and 1975, and the related statements of revenues and expenses and of changes in financial position for the years then ended. We made our examination in accordance with generally accepted auditing standards and included tests of the accounting records of the Corps of Engineers, the Bureau of Reclamation, and the Bonneville Power Administration and such other auditing procedures as we considered necessary in the circumstances.

The accompanying financial statements were prepared on a costaccounting basis which included depreciation. The statements do not present the financial results on a basis designed to show whether power rates are adequate to repay the Federal investment in the System, for the fiscal year or cumulatively, on the basis of established repayment periods. (See note 1 to the financial statements.)

As described in note 9 to the financial statements, a breach occurred in the Teton Dam on June 5, 1976, causing extensive damage to the project and downstream from the resulting flood. The Congress has enacted legislation to pay the costs of any claims of non-Federal entities and individuals resulting from the damage caused by the flood; thus the System will not be required to pay them (Public Law 94-400, 90 Stat. 1211, September 7, 1976). At the time of our review no decision had been made regarding the future of the project. Until that decision is made, the \$13.1 million project investment allocated to power is shown as a Deferred Charge; the \$40.1 million irrigation investment repayable from power revenues is included in the repayable irrigation costs described in note 4.

In our opinion, the accompanying financial statements (exhibits 1, 2, and 3), subject to the financial effects of future adjustments related to the adoption of firm cost allocations and the effect of the final decision on Teton Dam, as explained in notes 3 and 9, present fairly the financial position of the System at June 30, 1976 and 1975,

the financial results of its power operations, and the changes in financial position for the years then ended, in conformity with accounting principles and standards prescribed by the Comptroller General of the United States.

We are sending copies of this report to the Director, Office of Management and Budget; the Chairman, Federal Power Commission; the Administrator, Bonneville Power Administration; the Commissioner of Reclamation; the Secretary of the Army; and the Chief of Engineers.

Sincerply yours,

Comptroller General of the United States

Enclosures - 6

#### FEDERAL COLUMBIA RIVER POWER SYSTEM STATEMENT OF REVENUES AND EXPENSES FOR THE FISCAL YEARS ENDED JUNE 30, 1976 AND JUNE 30, 1975

OPERATING REVENUES:		
Bonneville Power Administration	1976	<u> 1975</u>
Sales of electric energy:	(in th	ousands)
Publicly owned utilities	\$126,772	<b>*</b> 00 707
Privately owned utilities	57,395	\$ 99,127
Federal agencies	7,975	44,382 6,700
Al minum industry	70,927	56,469
Cher industry	7,976	6,239
•		0,2)9
Total	271,045	212,917
Other operating revenues:		
Wheeling revenues	17,531	16,321
Other revenues	3,646	5,180
Total	21,177	21,501
	7-1-	
Total Bonneville Power Administration revenues	292,222	234,418
Associated projects		
Other operating revenues	4,776	2,729
	<u> </u>	2,163
Total power system operating revenues	296,998	237,147
OPERATING EXPENSES:		
Operation and maintenance expense:		
Operation expense	48,775	AE 210
Maintenance expense	30,516	45,318 26,005
Total operation and maintenance expense	79,291	$\frac{20,005}{71,323}$
Purchase and exchange power	7,692	19,347
Depreciation	38,785	34,976
	<u></u>	
Total operating expenses	125,768	125,646
Net operating revenues	171,230	111,501
Tim Proven		
INTEREST:		
Interest on Federal investment (Note 7)	145,826	128,404
Interest charged to construction Interest income	35,561*	33,656 <del>*</del>
TU GELER C TUCOME	6,161*	<u>5,565</u> *
Net interest expense		
Nee THEELER EXPENSE	104,104	<u>89,183</u>
NET REVENUE (LOSS) (Schedule B)	A	
( (assurance D)	\$ 67,126	\$ 22,318

<sup>\*</sup> Denotes deduction

<sup>&</sup>quot;Notes to the Financial Statements" are an integral part of this statement.

Exhibit 2

"Notes to the Pinancial Statements" are an integral part of this statement. \* Denotes deduction

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# FFDERAL COLUMBIA RIVER POWER SYSTEM STATEMENT OF CHANGES IN FINANCIAL POSITION FOR THE FISCAL YEARS ENDING JUNE 30, 1976 AND JUNE 30, 1975

	•	
FINANCIAL RESOURCES PROVIDED FROM: Operations:	1976 (in th	1975 ousands)
Net revenues (Exhibit 1)		
Expenses not requiring repayment	\$ 67,126 	
Net revenues available for repayment		
Prior years adjustments (Note 10)	105,911 440*	57,294 517*
Resources provided from operations	105,471	56,777
Federal investment:		
Congressional appropriations	065 545	200
Transfers from other Federal agencies, net	257,543	
Interest on Federal investment	1,493	1,392
THAT OF THE OF THE STATE OF THE	145,861	127,089
Resources provided from Federal investment	410,897	507,778
Other resources:		
Decrease in current assets net of current liabilities	48.334	27.121*
Total resources provided	\$564,702	<u>\$537,434</u>
FINANCIAL RESOURCES USED:		
Investment in electric utility plant and facilities, net	<b>\$</b> 377 <b>,</b> 599	\$338,193
Funds returned to U.S. Treasury	151,853	185,362
Other uses:		•
Increase in other assets net or other liabilities	35,250	13,879
Total resources used	\$564.702	<b>#</b> 577 474
— · · · · · · · · · · · · · · · · · · ·	<b>●</b> 704, 102	\$537,434

<sup>\*</sup> Denotes deduction

<sup>&</sup>quot;Notes to the Financial Statements" are an integral part of this statement.

FEDERAL COLUMBIA RIVER POWER SYSTEM AMOUNT AND ALLOCATION

OF PLANT INVESTMENT AS OF JUNE 30, 1976

(All dollar amounts in thousands) ALLOCATED TO:

						IRRIGATION							Per ent of
		CO	MMERCIAL POWE		From	Returneble							Total Leturnable
			Construction		Commercial	From	0-4-3		Flood	CNREIMBURSA Pish and	BLE		Compressed Power
Project	Total	Completed Plant	Work in Progress	Commercial Power	Power Revenues	Other Sources	Total Irrigation	Mavigation	Control	Wildlife	Recreation	Other	Revenues
Francisco do Campina													
Transmission factities (BPA)	\$1,719,245	\$1,467,674	\$231,571	\$1,719,245									100.0
Albeni Palls (CE)	33,454	32,063		32,063				<b>\$</b> 134	\$ 174		<b>\$ 1,08</b> ?		95.8
Roise (BR)	66,987	5,138	517	5,655	\$ 11,007	\$ 35,317	<b>\$</b> 46,324		15,00e				24.9
Bonneville (CE)	161,811	61,807	65,456	127,263				32,845			1,279	<b>8</b> 424	78.6
Chief Joseph (CE)	238,537	155,011	82,492	237,503	723		723				255	56	59 <b>.9</b>
Columbia Basin (ER)	1,153,075	335,909	300,248	636,157	401,583	68,093	<b>469,</b> 676	1,000	45,715			527	90.0
Cougar (CE)	59,746	18,258	1	18,259		3,025	3,025	539	37,715			208	30.6
Detroit-Rig Cliff (CE)	66,611	40,459		40,459		4,764	4,764	220	20.877			291	60.7
Dworshak (CE) (a)	317,956	281,214	38	281,252		_		9,838	20,549		6,317	2.564	A3.5
Green Peter-Poster (CE)	S9,800	49,639		49,639		5,776	5,776	363	30,107		1,854	2,061 273	55.3
Hills Creek (CE)	48,840	17,313	60	17,373		4,312	4,312	625	26,257			215	35.6
Fungry Horse (ER)	101,286	76,68 <b>6</b>	8	76,694	•			44 500	24,592				75.7
ice Harbor (CE)	173,610	126,704		126,704		•		44,598	14 (0)		2,308	26,409	73.0
John Dey (CE) (a)	521,343	381,636	18	381,654				87,461	14,691		11,128	30,839	7 <b>3.2</b> 78 <b>.1</b>
Libby (CE) (a)	513,382	398,727	2,426	4(1,153				46 063	81,390		7 -16	2,598	72.5
Little Goose (CE) (a)	193,595	118,570	21,830	140,400		3 704	3 704	46,861	46,798		3,736	2,596 94	48.1
Lookout Foint-Dexier (CE)	95,251	45,842	7	45,849		1,324	1,324	709	40,790		417	8, 220	79.9
Lower Granate (CE) (a)	332,400	242,726	22,717	265,443				53,762			4,975 2,192	417	75 <b>.</b> 8
Lower Monumental (CE) (a)	207,165	150,305	6,723	156,928				47,628				741	82.7
Mennry (CE)	317,715	261,633	544	262,177	10.000	47 410	67 504	53,375	29,860		1,563 1.73	294	24.1
Minidoka-Palisades (BR)	97,215	13,357	27	13,384	10,092	43,412	53,504	40 477	29,000		1,842	22	66.1
The Dolles (CE)	319,803	273,527	1,979	275,506	30.400	40 673	50.303	42,433	316	\$ 1,152	238		22.9
Yekima (ER)	65,378	4,571		4,571	10,428	. 48 <b>,</b> 673	59,101		710	₩ 1,172	/16		22.9
Lost Creek (CE)	120,990		22,914	22,914		1,878	1,878		45,573	20,849	17,693	12,083	18.9
Irrigation Assistance at 11 Projects Having No Power Generation	67,331				67,331		67,331						300.0
HAVING NO 13 NOT ON HELECULOR													
Subtotal plant prestment	, 7,081,926	4,578,669	759,576	5,338,245	501,164	216,574	717,738	422,391	439,622	22,001	57,113	84,816 (	e) 82.5
Repayment obligation retained by Columbia Basin Project;	2,211	1,352		1,352 (	(b) 859		859						130.0
Investment in Teton Project (d) (See Note 9)	68,887		13,090	13,090	40,102	3,533	43,635		10,377		1, 785		77.2
·													
Total	\$7,153,024	\$4.580,021	\$772,666	5,352,687	\$542,125	\$220,107	\$762,232	\$122,391	\$449,999	\$22,001	<u>\$58,998</u>	<b>\$</b> 84,816 (	c) 82.4

BPA - Bonneville Power Administration CE - Corps of Engineers

BH - Bureau of Reclination

Locedule A

<sup>(</sup>a) Projects in service that have tentative cost allocations at June 30, 1976. Projects under construction have tentative cost allocations (Note 3).

<sup>(</sup>d) Commercial Power portion of Teton included in Exhibit 2 as a Deferred Item.

<sup>(</sup>b) Joint Facilities transferred to Bureau of Sport Pisheries and Wildlife. This portion is included in Exhibit 2 as a Deferred Ctem.

<sup>&</sup>quot;Notes to the Firmuc al Statements" on integral our of this schedule.

<sup>(</sup>c) Included in this amount are nonreimbursable road costs amounting to \$70.2 million.

FINANCIAL STATEMENTS TO REPAYKENT STUDY POR THE PISCAL YEAR ENDED JUNE 30, 1976 (All dollar amounts in thousands) PEDERAL COLUMBIA RIVER POWER SYSTEM RECONCILIATION OF COST ACCOUNTING

Cumulative Data Through June 30, 1976 on Repayment Study	\$2,295,851	266,807	846,439 1,072,605	2,185,851		\$ 814,000	85,260,344 814,000 g/	38,805 67,126 67,126 23,291 82,198 8 814,009
Cumilative Adjustment to Repsyment Basis (Note 1)		\$ 37,732	472,657*	434,925*		\$434,925	20.971 20.971	Thenk secutities)
Cumulative Balance June 30, 1976	\$2,999,851	229,075	846,439 1,072,605 172,657	2,620,776	\$ 379,075	\$ 379,075	44,578,669 34,137 1,352 13,090 542,125	2 invested in Gover
Prior Years Adjustments (Note 10)			\$387 35 18	440	\$440		t (Schedule A)	including \$11,15
Fiscal Year 1976 Operations (Exhibit 1)	\$296,998	7,692	79,291 104,104 39,785	229,872	\$ 67,126		. Basin Projec Exhibit 2)	une 30, 1975 (djustment djustment 30, 1976
Cumulative Balance June 30, 1975	\$2,702,853	221,383	766,761 968,466 433,854	2,390,464	\$ 312,389		2) ess (Exhibit 2) alred by Columbia Teton Project (i chedule A)	IN CUMULATIVE AMORTIZATIONS Intive emortization through June 30, 16 soal year 1976 Depreciation Net revenues Prior years adjustments Prior years adjustments Amortization for the year lative emortization through June 30, 19
	OPERATING REVENUES	EXPENSES: Purchase and exchange power	Operation and maintenance expense Interest expense Depreciation	Total expense	NET REVENUES (Exhibit 2)	RECONCILIATION TO CUMULATIVE AMORTIZATION	Completed plant (Exhibit 2) Retirement work in progress (Exhibit 2) Retirement work in progress (Exhibit 2) Repayment obligation retained by Columbia Basin Project (Schedule A) Repayment obligation for Teton Project (Exhibit 2) Irrigation Assistance (Schedule A) Met retirements Less amortization Unamortized plant investment	(a) CHANGES IN CUNULATIVE AMORTIZATIONS CHANGES IN CUNULATIVE AMORTIZATIONS CHANGES IN CUNULATIVE AMORTIZATIONS Fiscal year 1976 Depreciation Net revenues Prior years adjustments Prior years adjustments Amortization for the year Cumulative amortization through June 30, 1976

"Notes to the Pinancial Statements" are an integral part of this schedule. \*Denotes deduction

# FEDERAL COLUMBIA RIVER POWER SYSTEM Notes to the Financial Statements

#### Note 1. Major Accounting Considerations

The Federal Columbia River Power System (FCRPS) consists of the Bonneville Power Administration (BPA) and the generating facilities of the Corps of Engineers (Corps) and the Bureau of Reclamation (Bureau) for which BPA is the power marketing agent. Each entity is separately managed and financed, but the facilities and ited as an integrated power system with the financial results consolidated under the FCRPS title.

These financial statements are prepared on a cost accounting basis including compound interest depreciation and interest co the unamortized Federal investment.

Costs of multipurpose Corps and Bureau projects are assigned to the individual purposes through a cost allocation process. The portion of total project costs allocated to power is included in these statements. Schedule A lists the projects included in FCRPS and the allocation of plant investment to the various purposes.

BPA wholesale power rates are established by using a separate repayment analysis. The differences between the financial statements and the historical data on the repayment analysis are the treatment of

fixed assets, purchased power, and amortization. In the accompanying statements, the depreciation life for fixed assets allocated to power averages about 62 years, with the transmission system averaging 40 years and generating projects averaging 88 years. However, the repayment periods used to establish power rates are 50 years for the generating projects and 40 years for the transmission system, for an average of 47 years.

The purchase and exchange power costs in the cost accounting financial statements reflect the expense on a revenue and expense matching basis, while the figures in the repayment study are on a cash basis. The difference occurs when, for example, net billing for a thermal plant commences before the commercial operation date, such as the Trojan Nuclear Plant. The statement line item "Other assets and deferred charges" on Exhibit 2 for fiscal years 1976 and 1975 includes \$38.0 million and \$21.1 million, respectively, of accumulated Trojan Nuclear Plant costs which were accumulated prior to the plant operation date. These costs will be amortized against revenues produced from that project over the life of the project.

Schedule B provides a correlation between the accompanying cost statements and cumulative totals shown in the first line of the separate repayment analysis.

## Note 2. Financing of BPA's Construction Program

The Federal Columbia River Transmission System Act approved October 13, 1974, authorized RPA to use operating receipts and proceeds from sales of revenue bonds for further construction of the Federal transmission system in the Pacific Northwest. The transmission system construction program was financed through the appropriation process for fiscal year 1975 and all prior years. In fiscal year 1976, BlA expended the last of the unused portions of the fis all year 1975 and prior construction appropriation and began using operating receipts. Current receipts of \$61.7 million were used for construction of BPA facilities during the fiscal year.

#### Note 3. Tentative Cost Allocations

Plant cost and operation and maintenance expenses based on tentative allocations between power and nonpower purposes are included for seven of the projects listed in Schedule A. In the past, adjustments have been made to plant cost and accumulated net revenues when firm allocations were adopted. At June 30, 1976, total joint plant costs for these seven projects were about \$1.4 billion of which \$1.1 billion were tentatively allocated to power and subject to retroactive adjustment. The amount of adjustments that may be necessary when the allocations become firm is not determinable at this time.

#### Note 4. Repayment Responsibility for Irrigation Costs

Legislation requires that FCRPS net revenues will be used to repay to the U.S. Treasury the cost of Bureau irrigation facilities which benefiting water users are unable to repay. The use of power revenues for such repa ments represents a payment for irrigation assistance to the benefiting water users and, while paid by power rate payers, such costs do not represent a regular operations cost of the power program. The irrigation assistance payments will be shown as reductions of accumulated net revenues at the time future payments are made. The first payment is scheduled to be made in 1997. The 1997 and other future payments are disclosed in the FCRPS repayment studies which are used to establish BPA's power rates. Investment made in irrigation facilities through June 30, 1976, results in estimated irrigation assistance of \$542 million. This compares to \$511.5 million at June 30, 1975.

Not included in the above irrigation assistance costs, is any portion of \$21 million of original project facility costs allocated co irrigation at six Corps projects. If completion of irrigation facilities is ever proposed for authorization and development at these six projects, a determination of water users' repayment ability will probably be made which might result in additional irrigation assistance being required from power revenues.

#### Note 5. Commitments to Exchange Power and Acquire Project Capability

BPA has made commitments to acquire all or part of the generating capability of various thermal power plants, listed in the table below.

BPA is obligated to pay by exchange and net-billing agreements its share of the project costs whether or not the project is completed, operable, or operated. The "Present Termination Commitment" represents those project financing costs (without credit for assets) which would have been payable over the varied financing repayment periods if the project had terminated at June 30, 1976.

BPA has also entered into agreements with 41 utilities to exchange an agreed amount of power for their rights to the Canadian Entitlement.

The Canadian Entitlement is one-half of the additional power benefits realized from three Canadian Treaty dams. It was purchased for a 30-year period by the 41 utilities with a \$314.1 million bond issue. BPA furnishes a specified amount of power regardless of the actual additional power generated.

Estimated RPA Portion

Project Name	Commitment Period	Capacity	Total Capital Cost	Present Termination Commitment
		(Megawatts)	(in thousands)	(in thousands)
Hanford	Present, for project life	800	\$ 68,000	\$ 58,900
Trojan Nuclear Plant	Present, for project life	339	144,500	144,500
WPPSS* Nuclear Project #1	Start 12/79 for project life	850	1,217,100	355,000
WPPSS Nuclear Project #2	Start 12/76 for project life	1,100	998,700	600,000
WPPSS Nuclear Project #3	Start 12/80 for project life	868	1,016,500	250,000

<sup>\*</sup> Washington Public Power Supply System

#### Note 6. Contingent Liabilities

Contingent liabilities other than those liabilities relating to the failure of Teton Dam, which are discussed in Note 9, total approximately \$40.4 million of which \$32.9 million represent various contractor claims and \$7.5 million represent claims under the Federal Tort Claims Act.

#### Note 7. Interest Rates

Rates of interest applied to the unamortized Federal investment for each generating project and for each year's investment in the transmission system range from 2-1/2% to 6-5/8%. The rates have been set either by law, by administrative order pursuant to law, or by administrative policies. They have not necessarily been designed to recover the interest costs to the U.S. Treasury to finance the investment.

#### Note 8. <u>Imputed Rent</u>

The General Services Administration (GSA) provides facilities to BPA, the Corps, and the Bureau. Beginning in fiscal year 1975, all three agencies were required by law to pay GSA approximate commercial rental rates. Prior to fiscal year 1975, BPA and the Bureau imputed the rental cost, but the Corps did not because they believed the costs were insignificant. The Corps has estimated these rental costs at \$1.7 million for fiscal years 1972-74 of which \$.5 million would be written off against accumulated net revenues and \$1.2 million would be added to completed plant.

#### Note 9. Teton Dam

On June 5, 1976, a breach occurred in the Teton Dam. The project was extensively damaged, and a vast amount of damage occurred downstream from the resulting flood. The gross investment in the project at June 30, 1976 was \$68.9 million. The amount of investment allocated to power was \$13.1 million, and the amount of investment allocated to irrigation but repayable from power resenues, was \$40.1 million.

Disposition of the project costs and final decision on the repayment obligation are dependent upon Department of the Interior administrative action and/or Congressional action. The most severe impact on the financial position of the rederal Columbia River Power System would be if the total reimbursable project investment became due and payable immediately and the asset cost allocated to power was written off against accumulated net revenues.

Until a decision is made regarding the future of the project, the investment allocated to power is included as a deferred charge on the Statement of Assets and Liabilities and the costs of irrigation assistance are included with the other irrigation costs, described in Note 4.

The FCRPS will not be required to repay the costs of claims of non-Federal entities and individuals resulting from failure of Teton Dam. The Congress enacted legislation to pay the costs of these claims and stipulated that all such payments would be nonreimbursable.

## Note 10. Adjustments to Accumulated Net Revenues

The following table lists the prior year adjustments deducted from Accumulated Net Revenues as shown in Exhibit 2 and Schedule B.

		Fiscal Year 1976	Fiscal Year 1975
		(in t	thousands)
1.	Adjustment to write-off prior year's employee compensation.	\$368	. <del>-</del>
2.	Property retirements		\$517
3.	Interest	35	-
4.	Depreciation	18	- -
5.	Other	<u>19</u>	
	Net Decrease	\$440	3517