

**STANDARD
& POOR'S****RATINGS DIRECT****RESEARCH**

Request For Comments: Imputing Debt To Purchased Power Obligations

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Standard & Poor's Ratings Services is requesting comments from market participants about one specific element of its refined methodology for imputing debt to purchased power obligations involving utility companies.

Proposal Summary

Standard & Poor's is abandoning its practice of not imputing debt for purchased power agreements (PPA) with terms of three years or less. In addition, where there is a high probability that the utility will have an ongoing obligation to serve load beyond the nominal tenor of short-term contracts, which is almost always the case, Standard & Poor's is contemplating providing evergreen treatment to PPA obligations to reflect the long-term load serving obligations borne by utilities. Unless an electric utility faces a declining population or real prospects of customer migration to other suppliers, both of which are rare, any near-term or intermediate power supply contracts will need to be renewed or replaced with contracted or self-built capacity to continue to meet load obligations.

We acknowledge that the process of providing evergreen treatment to outstanding contracts is imprecise. Uncertainties surround the level of capacity prices that should be assumed and the duration for which contracts should be extended to reflect the load-serving obligation. Therefore, we welcome input on evergreen-related issues as we refine these aspects of the criteria.

Response Deadline

Please submit your comments on this proposal through Dec. 15, 2006, to criteriacomments@standardandpoors.com

Imputation Is Important For Credit Analysis

Standard & Poor's has for many years considered PPAs as financial obligations that electric utilities incur when they elect to purchase rather than build their own capacity, and this obligation has affected our view of utilities' creditworthiness. Standard & Poor's has historically applied a "risk factor" of 0% to 100% to the net present value (NPV) of the PPA capacity payments, and capitalized this amount. The risk factor's role is to calibrate the stringencies of debt imputation relative to our evaluation of the certainty of recovery of power purchase costs by virtue of regulatory and legislative protections. The imputation of debt and debt service is important to our credit analysis because the resulting financial adjustments affect several key credit metrics used when we assess credit quality.

The risk factor acts as a proxy for the proportion of risk borne by the utility. At 100%, all risk related to

contractual obligations rests on the company with no mitigating regulatory or legislative support. Conversely, a 0% risk factor indicates that the burden of the contractual payments rests solely with ratepayers.

Reviewing Existing Criteria--And A Few Refinements

From time to time, Standard & Poor's has revisited the methodology employed for making the financial adjustments that incorporate the obligations created by PPAs in its credit evaluations. This article discusses the most recent refinements. It also includes a discussion of additional areas that are under consideration as potential future refinements to our ratings methodology. While we expect very modest, if any, rating changes to result from these modifications, the proposed modifications are being disseminated in this article in the interest of ensuring the ongoing transparency of our rating methodology.

Standard & Poor's published its original PPA criteria in 1991, and provided updates in 1993 and 2003. During this time, the industry has established a very strong track record of demonstrating the viability and effectiveness of the various recovery mechanisms that state regulators have established for costs associated with contracted generation capacity. Recovery mechanisms have largely performed as intended, and related write-offs have proven to be very low. These results justify the continued application of risk factors that serve to temper, often substantially, the amount of debt imputation. Ensuring meaningful comparability in the financial commitments among utilities that are building and those that are purchasing capacity to satisfy load obligations is the rationale for our imputation of debt and debt service for PPAs. PPAs essentially represent substitutes for direct, debt-financed, capital investments. In a sense, a utility that has entered into a PPA has contracted with a supplier to make the financial investment on its behalf. The analytical goal of our financial adjustments for PPAs is to reflect the fixed obligation in a way that depicts any credit exposure that is added by the presence of PPAs. That said, a PPA also shifts various risks to the supplier, such as construction risk and most of the operating risk. As a result, the principal risk borne by a utility that relies on PPAs is the recovery of the financial obligation in rates. While it is the utility that must of course make these payments, however, to the extent that regulators and, in certain cases, legislatures, have structured recovery to assign the burden to ratepayers, the utilities' risk diminishes.

Refinements To The Methodology

With only modest liberalization of the treatment of PPAs, we are perpetuating the current ratings criteria. Current guidelines for utilities whose capacity payments are recovered in base rates provides for the application of a 50% risk factor to the NPV of the capacity payments. This approach will continue. The NPV is calculated using the utility's average cost of debt (excluding securitization debt), rather than the standardized 10% discount rate used previously. For purposes of adjusting cash flow measures, implied interest expense is calculated on the imputed debt amount. This is accomplished by applying the average cost of debt to the relevant year's imputed debt level.

To date, where PPA capacity costs were recovered through a fuel adjustment clause (FAC), as compared with base rate recovery, a risk factor of 30% has been generally used in lieu of the 50% risk factor. We view the recovery of the capacity component of a PPA through a FAC as providing greater certainty and timeliness than recovery through a base rate mechanism. (The base rate mechanism generally has greater potential for under-recovery due to variations in volume sales and fluctuations in fuel prices over time.) Based on the effectiveness of FAC mechanisms, we will adjust modestly the risk factor of 30% down to 25%.

We recognize that there are certain jurisdictions that have true-up mechanisms that are more favorable and frequent than the review of base rates, but still do not amount to pure FACs. Some of these mechanisms are triggered when certain financial thresholds are met or after prescribed periods of time have passed. In these instances, a risk factor between the revised 25% FAC risk factor and the 50% risk factor will be employed in calculating adjusted ratios.

In those instances where recovery of PPA-related capacity costs is guaranteed by a legislative mechanism, the level of the risk factor will be determined by the timeliness provided by the legislative true-up mechanism. The strength of the mechanism can result in risk factors as low as 0% because legislatively prescribed recovery mechanisms are viewed as providing utilities with a greater level of protection than that provided by regulatory orders.

There are a number of utilities to which Standard & Poor's does not impute any PPA-related debt. Specifically, Standard & Poor's does not impute debt for supply arrangements if a utility acts merely as a conduit for the delivery of power (e.g., because it has been transformed into a pure transmission and distribution utility by regulators or legislation that has directed the divestiture of all generation assets). For example, in New Jersey, the vertically integrated utility companies were transformed into pure transmission and distribution utilities. The state commission, or an appointed proxy, leads an annual auction in which suppliers bid to serve the state's retail customers, and the utilities are protected from supplier default. In New Jersey, the power supply function of the state's utilities has essentially been reduced to the delivery of power and the collection of revenues from retail customers on behalf of the suppliers. Therefore, while Standard & Poor's has continued to impute debt to New Jersey's utilities for qualifying facility and exempt wholesale generator contracts to which the utilities are parties, we do not do so for other electricity supply contracts where the utilities merely act as conduits between the winners of the regulator's supply auction and the end-user, retail customers.

Finally, Standard & Poor's is abandoning the practice of not imputing debt for contracts with terms of three years or less. In addition to abandoning our historical three-year rule, we are contemplating applying an evergreen mechanism for short-term contracts. Because expiring contracts must be replaced with either debt-financed capacity additions or replacement PPAs for regulated utilities to meet load serving obligations, Standard & Poor's must look beyond the termination of near-term and intermediate-term contracts to approximate the fixed obligations that will succeed the current contracts in evaluating a utility's financial profile.

The process of providing evergreen treatment to outstanding contracts is imprecise. Uncertainties surround the level of capacity prices that should be assumed and the duration for which contracts should be extended to reflect the load-serving obligation. Therefore, we welcome input on evergreen-related issues as we refine these aspects of the criteria over the next 45 days.

Adjusting Financial Ratios

Standard & Poor's determines the debt equivalence that it will add to a utility's balance sheet as a result of being a party to a PPA by calculating the NPV of the annual capacity payments over the life of the contract because it is the capacity payment that represents the vehicle that funds the recovery of the supplier's investment in the generation asset.

Where the PPA contract price is stated as a single, all-in energy price, Standard & Poor's will use a proxy capacity charge, stated in dollars per kilowatt-year, and multiply that figure by the number of kilowatts under contract. This number will be updated from time to time to reflect prevailing costs for the development and financing of the marginal unit, a combustion turbine. This is a departure from the historical practice of simply halving all-in energy payments and assuming a one-to-one ratio of energy to capacity payments. This new element of the rating methodology will also be applied to generation with extremely low variable costs whose price is stated as an all-in energy price, such as nuclear and wind generation.

The discount rate used in calculating an NPV, imputed debt, and imputed interest expense is the utility's average interest rate on its outstanding debt (excluding securitization related debt). Standard & Poor's multiplies the NPV of the stream of capacity payments by the appropriate risk factor, which will generally be 25% for capacity payments that are recovered through fuel adjustment clauses and 50% for capacity payments that are recovered in base rates. This amount is added to a utility's reported debt to calculate adjusted debt. Similarly, Standard & Poor's imputes an associated interest expense by multiplying a given year's NPV of PPA-related capacity payments by the risk factor and the company's average interest rate on outstanding debt. The resulting number is added to reported interest expense to calculate adjusted interest coverage ratios.

Key ratios affected include:

- Balance sheet debt is increased by the calculated NPV of the stream of capacity payments, after the application of the risk factor, which is added to the numerator and denominator in calculating an adjusted debt-to-capitalization ratio;
- The implied interest expense derived from applying the average interest rate to the NPV figure is

simultaneously treated as a reduction in power purchase expenses and added to interest expense for the calculation of the adjusted funds from operations (FFO) to interest ratio; and

- The FFO to total debt ratio is adjusted by adding the NPV of capacity payments, after the application of the risk factor, to debt in the denominator and an implied depreciation expense is added to FFO.

The depreciation expense adjustment, the last element of the principal financial adjustments cited above, represents a new element within the context of financial adjustments for PPAs (though it has been a long-standing component of the analytical adjustments for leases). Adding an implied depreciation expense to FFO is another element that aligns the analytical treatment of PPAs with the concept of purchased power as a substitute for self-build. The depreciation expense adjustment is a vehicle for capturing the ownership-like attributes of the contracted asset and has the effect of mitigating some of the ratio impact of debt imputation.

The mechanics of these adjustments are illustrated in the table.

Adjustments To Ratios

(Mil. \$)	Year 1	Year 2	Year 3	Year 4	Year 5	Thereafter
Funds from operations	2,500					
Interest expense	650					
Directly issued debt	10,000					
Shareholders' equity	9,000					
Fixed capacity commitments	500	500	500	500	500	4,000
NPV of fixed capacity commitments						
Using a 6.5% discount rate	4,079					
Applying a 25% risk factor	1,020					
Unadjusted ratios						
FFO/interest (x)	4.9					
FFO/total debt (%)	25					
Debt/capitalization (%)	53					
Ratios adjusted for debt imputation						
FFO/interest (x)*	4.6					
FFO/total debt (%)¶	23					
Debt/capitalization (%)§	55					

*Adds implied interest to the numerator and denominator. Also adds implied depreciation to the numerator. ¶Adds implied depreciation to the numerator and adds implied debt to total debt. §Adds implied debt to both the numerator and the denominator.

Clearly, the higher the risk factor, the greater the effect on adjusted financial ratios. The NPV of the PPA will typically decrease as the maturity of the contract approaches, but on a portfolio basis, the overall NPV may remain somewhat static as old contracts roll off and new ones are executed.

Conclusion

Absent legislative assurance of recovery, or an obligation that is little more than a fiduciary role for a transmission and distribution utility, PPAs constitute a financial risk by adding fixed obligations, though history is clearly on the side of full recovery. There is ample evidence that utility regulators and commissions have intended these costs to be for the account of the ratepayer, which justifies the continued use of risk factors. The modest revisions to our methodology seek to perpetuate our use of financial adjustments that reflect the legislative and regulatory protections that mitigate regulated utilities' exposure to the fixed obligations created by PPAs.

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