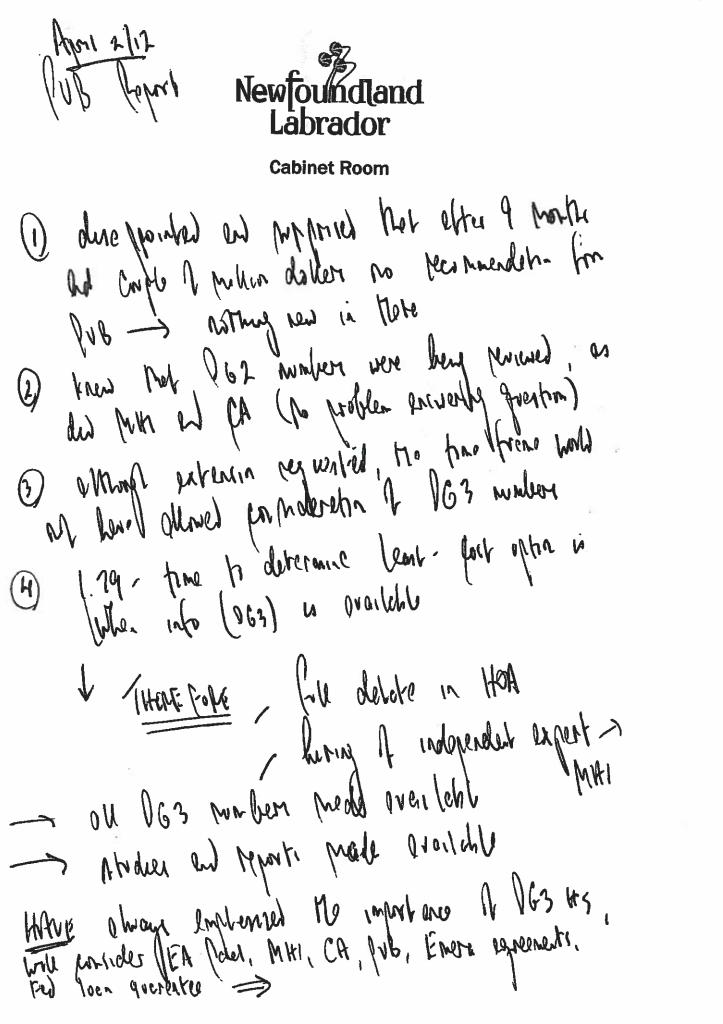
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NEWFOUNDLAND AND LABRADOR BOARD OF COMMISSIONERS OF PUBLIC UTILITIES

120 Torbay Road, P.O. Box 21040, St. John's, Newfoundland and Labrador Canada, A1A 5B2

2012 03 30

The Honourable Jerome Kennedy, Q.C. Minister of Natural Resources Government of Newfoundland and Labrador 7th Floor, Natural Resources Building 50 Elizabeth Avenue St. John's, NL. A1B 4J6

Dear Minister:

On June 17, 2011 Government issued a reference directing the Board to review and report on whether the development of the Muskrat Falls generation facility and the Labrador-Island Link transmission line is the least-cost option for the supply of power to Island Interconnected customers over the period of 2011-2067, as compared to the isolated Island development scenario, with both options outlined in the Terms of Reference.

We are pleased to advise that the Board has completed its review and is now submitting its report.

Respectfully submitted,

Andy Wells Chair and Chief Executive Officer

Dwanda Newman, LL.B. Commissioner

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Darlene Whalen, P. Eng. Vice-Chair

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Commissioner

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EXECUTIVE SUMMARY

The Reference

On June 17, 2011 Government issued a reference to the Board of Commissioners of Public Utilities (the "Board"), pursuant to section 5 of the *Electrical Power Control Act*, directing the Board to review and report on whether the Muskrat Falls generation facility and the Labrador-Island Link transmission line represents the least-cost option for the supply of power to Island Interconnected customers over the period of 2011-2067 as compared to the isolated Island development scenario (the "Reference Question").

In answering the Reference Question the Board was directed to consider and evaluate factors it considers relevant, including Hydro's and Nalcor's forecasts and assumptions for the Island load, system planning assumptions, and the processes for developing and comparing the estimated costs for the supply of power to Island Interconnected customers. The Board was directed to assume that any power from the Muskrat Falls generation facility which is in excess of the needs of the Province is not monetized or utilized, and therefore to not include consideration of the options and decisions respecting the monetization of the excess power from the Muskrat Falls generation facility, including the Maritime Link project.

The two options to be compared were set out in the Terms of Reference as the Muskrat Falls generation facility and the Labrador-Island Link transmission line (the "Interconnected Option"), and an isolated Island development scenario (the "Isolated Island Option"). Consideration of matters such as other supply options and the potential impact on rates for Island customers was not part of the Board's review.

Thomas Johnson, LL.B., was appointed by Government as the Consumer Advocate.

This report sets out the Board's response to the Reference Question and reflects the information provided by Nalcor, the findings of the Board's expert consultants, input from presenters and other persons who participated in the review, and the final submissions by Nalcor and the Consumer Advocate.

Review Process

The Board engaged the services of Manitoba Hydro International ("MHI") as its expert consultant to assist with the review. MHI's two-volume report was released on February 1, 2012.

A significant amount of documentation was filed by Nalcor during the review, including public and confidential exhibits. In addition Nalcor filed responses to 605 information requests.

The Board set aside two weeks commencing February 13, 2012 for presentations by Nalcor, MHI and other interested parties. A number of written comments and presentations were also received during the process. All review documentation, including transcripts, was posted to the Board's website, and the daily proceedings were webcast.

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worth

The Board's report on the Reference Question was initially required to be provided to the Minister of Natural Resources by December 30, 2011. This date was later extended to March 31, 2012 as a result of delays in receipt of critical documentation from Nalcor. This significantly impacted the Board's process and ability to answer the Reference Question as key procedural AC^M steps had to be changed or eliminated in order to meet the March 31, 2012 deadline.

The information provided to the Board by Nalcor was generally the information available as of Nalcor's Decision Gate 2 in November 2010. This information was considered to be at a concept study or feasibility level and was used by Nalcor in selecting a development scenario to proceed to detailed design. Because Nalcor did not provide information on the detailed 114 b Cond engineering and financial analysis completed after Decision Gate 2, the Board's review was 163 ks limited to the project components, costs and information as of November 2010.

MHI's Report and Findings

MHI's mandate included a review of the work completed by Nalcor and its consultants on the two supply options set out in the Terms of Reference. MHI assembled a team of specialists in the required areas of expertise to review the technical feasibility and cumulative present worth ("CPW") analysis for the Interconnected and Isolated Island Options.

MHI determined that the studies, work and analysis completed by Nalcor and its consultants as of Decision Gate 2 had been generally completed in accordance with best utility practices with certain exceptions:

- The domestic forecasting process is inherently biased toward under predicting energy consumption. Best utility practice would incorporate end-use modeling techniques for the domestic forecast which is not currently being done.
- Nalcor did not complete comprehensive probabilistic reliability studies of the two options to compare the relative reliability of each.
- System integration studies for the Interconnected Option were not completed at Decision Gate 2 as required by good utility practice.
- Nalcor currently does not comply with North American Electric Reliability Corporation (NERC) standards which have been adopted by the majority of utilities in Canada.
- Nalcor's selected design criteria for the Labrador-Island HVdc overland transmission line was not in accordance with industry standards and best utility practice in Canada.

MHI also noted that the potential for variability in the Industrial load forecast was high and could materially impact the CPW analysis.

MHI concluded that, when considered together with the underlying assumptions and inputs provided by Nalcor, the Interconnected Option represents the least-cost option of the two alternatives reviewed. MHI noted, however, that the risks and uncertainties associated with the key inputs are magnified by the project's scope and the length of the analysis period, and changes in key inputs and assumptions can impact the results of the analysis and shift the preference for the least-cost option. iii

Board's Review and Conclusions

Nalcor submits that the Interconnected Option is the least-cost option based on its Decision Gate 2 analysis and the information available in November 2010. Decision Gate 2 is a concept study or feasibility level stage of the project planning process which provides for changes in project scope and costs as detailed design progresses. The degree of project definition associated with Nalcor's Decision Gate 2 analysis is 5% to 10% for the Interconnected Option and even less so for the Isolated Island Option. This high level, conceptual understanding of the project components is associated with a range of accuracy in the capital cost estimates of +50% to -30%. MHI found that Nalcor's estimates of component costs for both options were generally within this accuracy range except that certain estimates in relation to the Labrador-Island Link transmission line were found to be at the low end of the range. As well, the gaps identified by MHI in Nalcor's analysis as set out above have the potential to significantly impact the project definition and costs for the Interconnected Option.

As required by the Terms of Reference the Board reviewed the load forecast used by Nalcor and questions whether this forecast should be relied on in answering the Reference Question. This load forecast is approximately two years old and was not updated during the review. In addition MHI noted several issues in relation to the load forecast as set out above. While the forecast shows a gradual increase in load, it does not demonstrate an immediate need for the significant amount of new generation contemplated in the Interconnected Option. Assuming no monetization of excess power, the potential supply associated with the Interconnected Option is much greater than the forecast load. The preference for the Interconnected Option would appear to be the result of forecasted fuel savings associated with the closing of the Holyrood Thermal Generating Station.

The risks of capital cost overruns and the uncertainties around load and fuel forecasts for a planning period of over 50 years were concerns during the review. The sensitivity analyses show that the CPW results are significantly affected by changes to the assumptions for fuel prices, load and capital costs. For example, each of the following scenarios would effectively eliminate the CPW preference for the Interconnected Option: i) increasing the capital costs of the Interconnected Option by 50%; or ii) decreasing load by 880 GWh with a 10% increase in capital costs; or iii) reducing the fuel price forecast by 44%.

Nalcor advised that work has been ongoing since Decision Gate 2 and that, by June 2012, it will have an updated load forecast, a CPW analysis with updated inputs including fuel forecasts, and better defined capital costs. Updated information in relation to this ongoing work was not made available to the Board during the review. According to Nalcor the degree of project definition at Decision Gate 3 could be as high as 40% and the range of accuracy of the capital cost estimates could be as narrow as $\pm 10\%$.

In conclusion, the information which was made available during the review was considerably less detailed and comprehensive than the information that Nalcor has today and will have at Decision Gate 3. As Nalcor explained, there can be significant changes as a project proceeds through the planning process and, further, that proceeding through Decision Gate 2 does not ensure that the project will be sanctioned. Nalcor decided in November 2010 at Decision Gate 2 to move to the next phase in the planning process and commence detailed design. The Board

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was not asked to determine whether this decision was correct. Rather, the Board was asked to determine whether the Interconnected Option represents the least-cost option for the supply of power to Island Interconnected customers. The Board does not believe that it is possible to make a least-cost determination based on a concept study or feasibility level of information generally from November 2010 which was intended only to ground Nalcor's decision to move to the next phase of the analysis, especially given that so much additional work has already been done to define the project and costs and to further eliminate uncertainties.

The Board concludes that the information provided by Nalcor in the review is not detailed, complete or current enough to determine whether the Interconnected Option represents the least-cost option for the supply of power to Island Interconnected customers over the period of 2011-2067, as compared to the Isolated Island Option.

Other Considerations

There were gaps in Nalcor's information and analysis at Decision Gate 2, including: i) ac integration studies were not done; ii) probabilistic reliability studies to compare the two options were not done; iii) there is uncertainty with respect to adherence to NERC standards, and iv) the design return period for the HVdc overland transmission line is not in accordance with accepted standards and best practice. Nalcor has advised that it is completing the ac integration studies and assessing the implications of NERC compliance for Decision Gate 3. Nalcor does not plan to incorporate comprehensive probabilistic reliability assessments into its decision-making process as is done by other Canadian utilities for major projects. Of particular concern to the Board is the fact that Nalcor does not accept the recommendation of MHI with respect to transmission line design criteria.

Apart from the possible impact on project definition and costs these gaps relate to power system reliability and raise serious concerns in relation to Nalcor's assessment of the impact of the interconnection of the Muskrat Falls generation facility to the Island Interconnected system. Any outage on the system caused by the loss of the HVdc bipole line could significantly impact Hydro's Utility and Industrial customers and lead to additional costs for the system and customers, in addition to the possible societal and economic impacts associated with an extended outage. These deficiencies should be addressed by Nalcor in a meaningful way should the Interconnected Option proceed to project sanction.

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CIMFP Exhibit P-01237 Page 18 NEB GOARD Report - April - Jun 2012 81.4 here been iring thaces in they we 5M 1-WATY yn v I doted Deboby 2011 (WHAT PEOPLE ACTUALLY Includer phenje Connection perfor July 10.4 With 1x ste you and ou get 11.8 loub distribution MCNI MSUN ma livery - gol leafly byle Mine N Quell she for pegulatori i frains NEB Vorwi front take into feconing N. hu notice. N n popu 1~ forfiler, ficture ţ [m] de aly me N hapribility phere LOH IC STILL ACCUMITE delabel JA WILL Fr (NDAKED for Hort Jebrie 10.44 kol 1- NL juckoder energy, trensmission dertribution places Alberto w, Ontorio don't I is included Alberto" Arterio world by huger

NEB - Pricing - Electricity - Current Market Conditions April-June 2012

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Electricity - Current Market Conditions April-June 2012

In the first quarter of 2012, the Alberta on-peak power price averaged about \$72 per megawatthour (MW.h), with March as a partial estimate. Mild weather and low natural gas prices contributed to lower the price from the \$106/MW.h average during the fourth quarter of 2011. As of March, the futures prices for on-peak power in Alberta are averaging over \$75/MW.h for the April to June period, close to the average price over the same period one year ago.

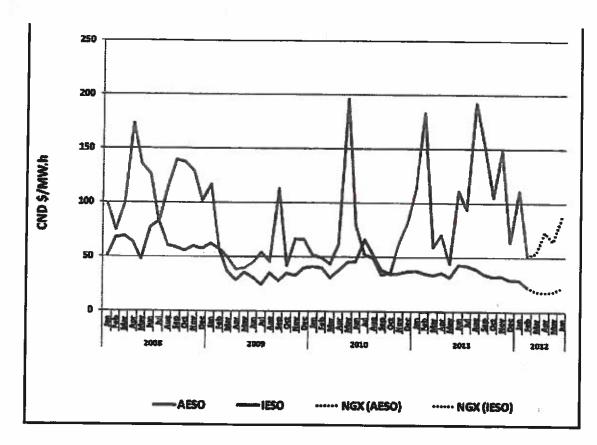
The Ontario wholesale market price is expected to remain lower than Alberta's over the first quarter of 2012. Compared to Alberta, Ontario is more interconnected with other provinces and neighbouring American markets, and thus its prices are affected more by other markets. The greater capacity to trade also dampens the price effect of outages within the market. The eastern markets are settling at levels lower than last year. Ontario's on-peak price in February was \$23/MW.h, with the Global Adjustment adding about \$56/MW.h. The Global Adjustment accounts for payments made to contracted and regulated generators; the adjustment is greater for months when the wholesale price is relatively low, and can be negative if the wholesale price is quite high.

Figure 1: Wholesale Electricity Prices in Alberta (AESO) and Ontario (IESO)

NEB - Pricing - Electricity - Current Market Conditions April-June 2012



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Price variations in the wholesale market are usually not immediately passed on to consumers. Consumer prices need to go through a review process in all provinces and be approved by each province's respective regulatory authority (e.g., provincial energy board or public utility board). See FAQs for more information on pricing.

Consumer prices or "rates" vary for several reasons:

- variation in generation costs; prices in hydro-based provinces tend to be lower (e.g., British Columbia, Manitoba and Québec);
- customer class (e.g., residential, commercial, industrial); residential rates tend to be higher than commercial and industrial rates;
- amount of energy consumed in a given period (e.g., rates may vary based on customer consumption);
- time-of-use pricing (e.g., some consumers have access to time-of-use meters that show lower charges for electricity during off-peak periods); and
- capability to switch to lower cost fuels (e.g., industrial customers).

Information on specific rates is available from local distribution companies or provincial utilities In most provinces the electricity bill is composed of a fixed or "basic" charge (including transmission, distribution and miscellaneous billing and metering charges) and an energy charge,

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which varies with the amount of power consumed (mainly generation costs). The total power bill is the sum of these two costs. A tabular summary follows. See the Helpful Links section on our Web site for more information.

Current or Applied-for Residential Electricity Rates* (March 2012)

British Columbia

BC Hydro		
Basic Charge Per Day		14. 48¢
Energy Charge (cents/kW.h)		
	kW.h \leq 1350 bi-monthly	6.67
	kW.h > 1350 bi-monthly	9.62

Alberta

Regulated Rate Option - RRO		
Energy Charge (cents/kW.h)	8.5	
*The rates shown for the restructured markets in Alberta and Ontario include only energy charges; other charges such as transmission and distribution costs are not shown for these provinces. These costs are typically included in the "basic charge" for vertically integrated utilities.		

Saskatchewan

SaskPower, Saskatoon Light & Power			
	City, Town, Village, Urban Resort	Rural, Rural Resort	Saskatoon
Basic Charge Per Month	\$19.28	\$27.83	\$21.21
Energy Charge (cents/kW.h)	10.61	10.84	11.67

Manitoba

Manitoba Hydro			

http://www.neb-one.gc.ca/clf-nsi/rnrgynfmtn/prcng/lctrct/crrntmrktcndtn-eng.html

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3	-	
Basic Charge Per Month	≤ 200 amps	> 200 amps
	\$6.85	\$13.70
Energy Charge (cents/kW.h)		6.62
Ontario		
Regul	ated Price Plan	
	Energy Charge (ce	nts/kW.h)
Two-tiered option		

NEB - Pricing - Electricity - Current Market Conditions April-June 2012

Two-tiered option		
Winter Season (1 November to 30 April)	kW.h ≤ 1000 monthly	7.1
	kW.h > 1000 monthly	8.3
Summer season (1 May to 31 October)		7.1
	kW.h > 600 monthly	8.3
Time-of-use (TOU) consumers	On-Peak	10.8
	Mid-Peak	9.2
	Off-Peak	6.2
*The rates shown for the restructured markets in Alberta as	d Optimula ta desida andes ana ante de sera a set este est	

*The rates shown for the restructured markets in Alberta and Ontario include only energy charges; other charges such as transmission and distribution costs are not shown for these provinces. These costs are typically included in the "basic charge" for vertically integrated utilities.

Quebec

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Quebec (Hydro-Québec)			
Basic Charge Per Day		40.64¢	
Power above 50 kW	Winter	Summer	
	\$6.21/kW	\$1.26/kW	
Energy Charge (cents/kW.h)			
kW.h ≤ 3	0 daily	5.39	

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kW.h > 30 daily	7.51
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New Brunswick

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Énergie NB Power			
Basic Charge Per Month	Urban	Rural/Seasonal	
	\$19.73	\$21.63	
Energy Charge (cents/kW.h)		9.85	

Nova Scotia

Nova Scotia Power	
Basic Charge Per Month	\$10.83
Fuel Adjustment Mechanism	\$0.376
Demand Side Management Cost Recovery	\$0.548
Energy Charge (cents/kW.h)	12.638

Prince Edward Island

Maritime Electric			
Basic Charge Per Month		Urban	Rural
		\$24.57	\$26.92
Energy Charge (cents/kW.h)	,		
k	W.h \leq 2000 monthly		12.05
k	W.h > 2000 monthly		9.2

Newfoundland and Labrador

Newfoundland Power, Newfoundland and Labrador Hydro		
Basic Charge Per Month	£	\$15.71

http://www.neb-one.gc.ca/clf-nsi/rnrgynfmtn/prcng/lctrct/crrntmrktcndtn-eng.html

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NEB - Pricing - Electricity - Current Market Conditions April-June 2012

Domestic Service Optional Domestic Plan Seasonal Plan

	Plan		
Energy Charge (cents/kW.h)	10.407	Winter (December through April)	Summer (May through November)
		10.407 + 0.953	10.407 - 1.297

Nunavut

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Quiliq Energy Corporation				
Energy Charge (cents/kW.h)	Lowest rate (Iqaluit)	Highest rate (Kugaaruk)		
	52.39	102.71		

Northwest Territories

Northwest Territories Power Corporation					
	Energy Charge (cents/kW.h) 22.08				
Yellowknife					
Outside Yellowknife	· · · · · · · · · · · · · · · · · · ·				
September-March			22.08		
	kW.h \leq 1000 monthly	lowest rate	16.36		
	kW.h > 1000 monthly				
		highest rate	47.39		
April-August			22.08		
	kW.h \leq 600 monthly	lowest rate	16.36		
	kW.h > 600 monthly				
		highest rate	47.39		

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Page 25

Yukon

1

Yukon Electrical					
Basic Charge Per Month	\$14.65				
Energy Charge (cents/kW.h)		S			
kW.h \leq 1000 monthly		12.14			
1001 ≤≥ 2500	12.82				
> 2500 kW.h	Other than Old Crow	Old Crow			
	13.99	30.77			

For further electricity pricing data and information, please see our *Helpful Links*. The following sections are also available: *How Canadian Markets Work*, *Canadian Industry* and *FAQs*.

Date Modified: 2012-04-16

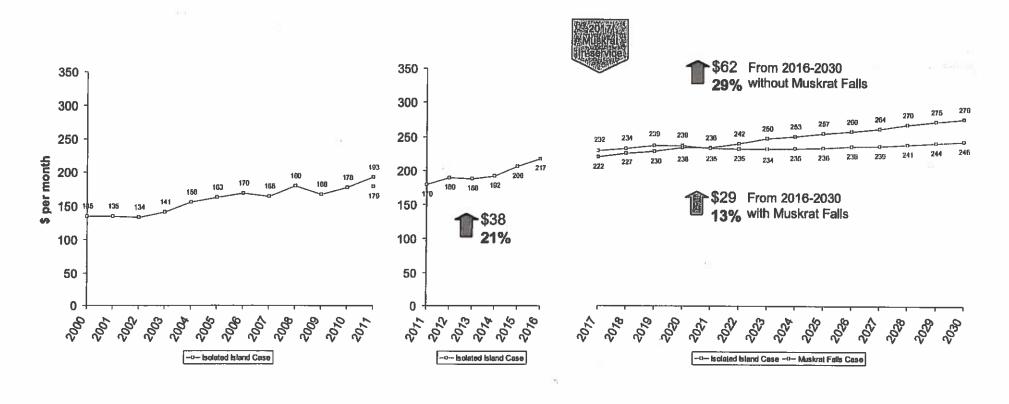
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Historical and Projected Monthly Electricity Bills Profile 3: Average of all Island customers





Based on the average monthly electricity consumption of all Island customers (1517 kWh per month); includes taxes; includes provincial HST rebate for years 2011 and beyond; Newfoundiand Power own rate increases for distribution would have additional cost increases; data points up to 2011 indicate actual rates in effect at July 1 of each year; 2012 includes Hydro's RSP increase scheduled to take effect July 1; data for 2013 and later is based on forecasts as per Decision Gate 2 data (November 2010).

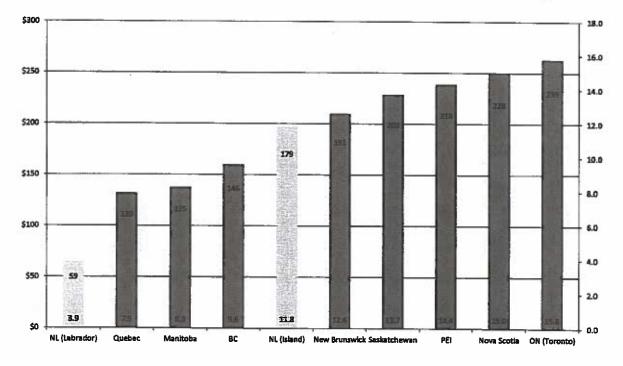
Electricity Rates in NL: Muskrat Falls and the Isolated Island

How Rates are Set

In Newfoundland and Labrador, as in most regulated jurisdictions in North America, electricity rates are set according to a utility's annual revenue requirement, that is the amount of money it must take in to cover all legitimate expenses (including the cost of capital) and to maintain a sound financial position. The PUB determines Hydro's revenue requirement by examining its capital and operating costs. It also sets the allowed rate of return on rate base (i.e. the physical assets purchased through capital such as power plants, transmission lines, substations, vehicles, and buildings). Rates are then set at a level that will provide the total required revenue.

Comparison with Canadian Jurisdictions

At present, residential electricity rates in Labrador are the lowest in Canada and tax-included rates on the Island are lower than all other provinces besides British Columbia, Manitoba, and Quebec (the jurisdictions whose electricity generation is largely from hydroelectricity). The following chart shows the average monthly bill as of April 2012 for an electricity customer using 1,517 kWh per month (the average residential consumption on the Island of Newfoundland) on the left axis and the price per kWh on the right axis.

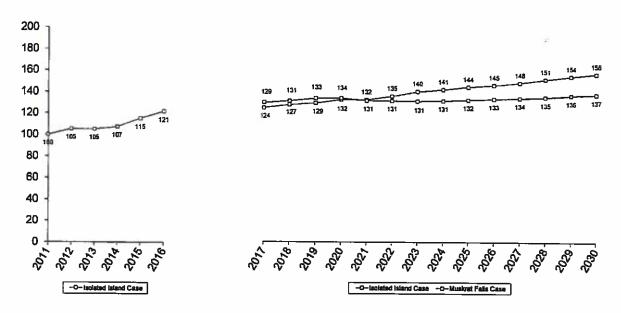


Rates Projections

Since Hydro maintains a forecast of all costs associated with each generation expansion plan, it can calculate the annual revenue requirement for each future year in each of the two alternative scenarios in the Muskrat Falls decision gate two (DG2) analysis. In the Isolated Island plan, 40 to 50 percent of the

total revenue requirement in each future year is directly attributable to fuel costs at Holyrood. In the Muskrat Falls plan, fuel costs drop to near zero in 2017 and 55 to 65 percent of the total revenue requirement is driven by power purchases from Nalcor's Muskrat Falls subsidiary and the associated transmission costs.

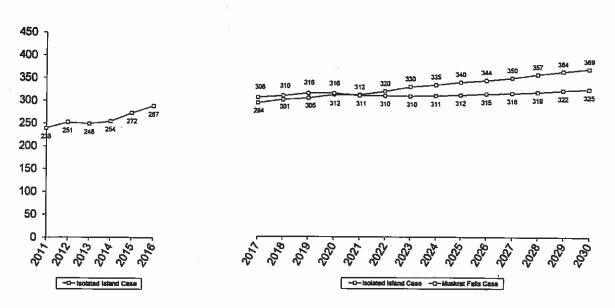
To illustrate the effects of each scenario on residential ratepayers, average monthly bills are then calculated for three unique residential demand profiles. The first profile represents an average customer who does not use electric space heating. About 90,000 Island electricity customers meet this definition. The second profile is for the average customer with electric heat. About 140,000 Island customers fall in this category. And the third profile is the all-in average consumption level for all residential electricity accounts on the Island (1,517 kWh of electricity per month). The average monthly bill for each of these customer profiles, by year, is shown below. All figures include taxes, and reflect the provincial HST rebate for years 2011 and beyond. Data points up to 2011 indicate actual rates in effect at July 1 of each year and 2012 shows current rates plus the recently-announced fuel-related adjustments which take effect July 1, 2012. Data for 2013 and later is based on forecasts as per DG2 data (November 2010).



Profile 1: Average of 90,000 customers without electric heat

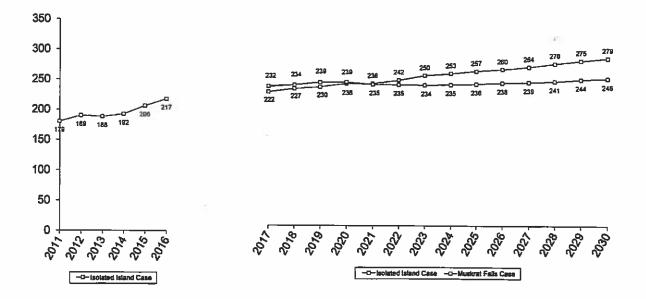
Profile 2: Average of 140,000 customers with electric heat

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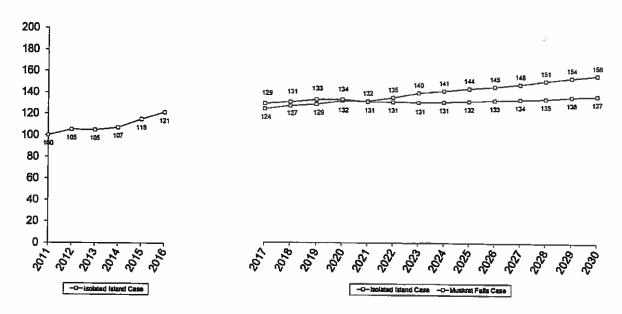


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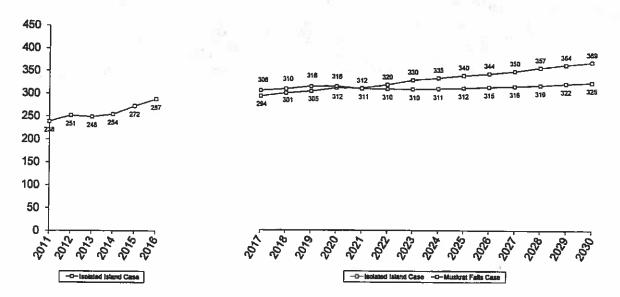
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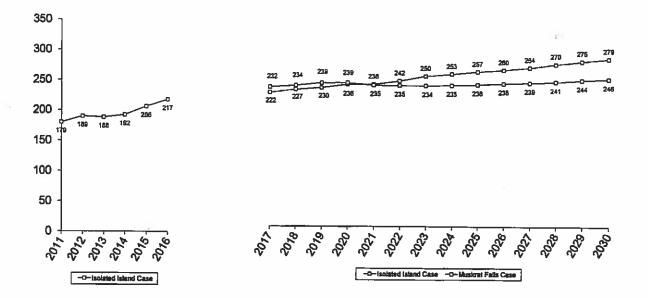
Profile 1: Average of 90,000 customers without electric heat

Profile 2: Average of 140,000 customers with electric heat





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