



OFFICE OF INSPECTOR GENERAL

U.S. Department of Energy

AUDIT REPORT

OAI-FS-17-08

FEBRUARY 2017

**WESTERN FEDERAL POWER SYSTEM'S
FISCAL YEAR 2016 FINANCIAL
STATEMENT AUDIT**



Department of Energy
Washington, DC 20585

February 27, 2017

MEMORANDUM FOR THE ADMINISTRATOR, WESTERN AREA POWER
ADMINISTRATION

A handwritten signature in cursive script that reads "Sarah B. Nelson".

FROM: Sarah B. Nelson
Assistant Inspector General
for Audits and Administration

SUBJECT: INFORMATION: Audit Report on "Western Federal Power System's
Fiscal Year 2016 Financial Statement Audit"

The attached report presents the results of the independent certified public accountants' audit of the Western Federal Power System's (Western) combined balance sheets, as of September 30, 2016 and 2015, and the related combined statements of revenues and expenses, changes in capitalization, and cash flows for the years then ended.

To fulfill the Office of Inspector General's (OIG) audit responsibilities, we contracted with the independent public accounting firm of KPMG LLP (KPMG) to conduct the audit, subject to our review. KPMG is responsible for expressing an opinion on Western's financial statements and reporting on applicable internal controls and compliance with laws and regulations. The OIG monitored audit progress and reviewed the audit report and related documentation. This review disclosed no instances where KPMG did not comply, in all material respects, with generally accepted Government auditing standards. The OIG did not express an independent opinion on Western's financial statements.

KPMG concluded that the combined financial statements present fairly, in all material respects, the respective financial position of Western as of September 30, 2016 and 2015, and the results of its operations and its cash flow for the years then ended, in conformity with United States generally accepted accounting principles.

As part of this review, the auditors also considered Western's internal control over financial reporting and tested for compliance with certain provisions of laws, regulations, contracts, and grant agreements that could have a direct and material effect on the determination of financial statement amounts. The auditors' review of Western's internal control structure and compliance with certain laws and regulations disclosed no instances of noncompliance or other matters required to be reported under generally accepted Government auditing standards.

Attachment

cc: Deputy Chief Financial Officer, CF-2
Acting Senior Vice President and Chief Financial Officer, Western Area Power Administration
Vice President of Financial Management, Western Power Administration
Director, Office of Finance and Accounting, CF-10
Deputy Director, Office of Finance and Accounting, CF-10
Assistant Director, Office of Financial Policy and Internal Controls, CF-12
Division Director, Office of Financial Policy and Internal Controls, CF-12
Acting Team Leader, Office of Financial Policy and Controls, CF-12
Audit Resolution Specialist, Office of Financial Policy and Controls, CF-12
Audit Liaison, Internal Audit and Compliance Office, Western Area Power Administration

Report Number: OAI-FS-17-08



WESTERN FEDERAL POWER SYSTEM
Combined Financial Statements
September 30, 2016 and 2015
(With Independent Auditors' Report Thereon)

WESTERN FEDERAL POWER SYSTEM

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KPMG LLP
Suite 800
1225 17th Street
Denver, CO 80202-5598

Independent Auditors' Report

The Administrator of Western Area Power Administration and the
U.S. Department of Energy Office of the Inspector General:

Report on the Combined Financial Statements

We have audited the accompanying combined financial statements of the Western Federal Power System (the System), which comprise the combined balance sheets as of September 30, 2016 and 2015, and the related combined statements of revenues and expenses, changes in capitalization, and cash flows for the years then ended, and the related notes to the combined financial statements. As described in note 1(a) to the combined financial statements, the combined financial statements include the Western Area Power Administration (WAPA), a component of the U.S. Department of Energy, and the hydroelectric power generating functions of the U.S. Department of the Interior, Bureau of Reclamation; the U.S. Department of Defense, Army Corps of Engineers; and the U.S. Department of State, International Boundary and Water Commission (the generating agencies) for which WAPA markets and transmits power.

Management's Responsibility for the Combined Financial Statements

Management is responsible for the preparation and fair presentation of these combined financial statements in accordance with U.S. generally accepted accounting principles; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of combined financial statements that are free from material misstatement, whether due to fraud or error.

Auditors' Responsibility

Our responsibility is to express an opinion on these combined financial statements based on our audits. We conducted our audits in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audits to obtain reasonable assurance about whether the combined financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the combined financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the combined financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the combined financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the combined financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

**Opinion on the Combined Financial Statements**

In our opinion, the combined financial statements referred to above present fairly, in all material respects, the financial position of the Western Federal Power System as of September 30, 2016 and 2015, and the results of its operations and its cash flows for the years then ended in accordance with U.S. generally accepted accounting principles.

Other Matters*Supplementary and Other Information*

Our audits were conducted for the purpose of forming an opinion on the System's basic combined financial statements as a whole. The supplementary information in schedules 1 through 4 is presented for purposes of additional analysis and is not a required part of the basic combined financial statements.

The supplementary information in schedules 1 through 4 is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic combined financial statements. Such information has been subjected to the auditing procedures applied in the audits of the basic combined financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic combined financial statements or to the basic combined financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, the supplementary information in schedules 1 through 4 is fairly stated, in all material respects, in relation to the basic combined financial statements as a whole.

Other Reporting Required by Government Auditing Standards

In accordance with *Government Auditing Standards*, we have also issued our report dated February 10, 2017 on our consideration of the System's internal control over financial reporting and our report dated February 10, 2017 on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of those reports is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the internal control over financial reporting or on compliance. Those reports are an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the System's internal control over financial reporting and compliance.

KPMG LLP

Denver, Colorado
February 10, 2017



KPMG LLP
Suite 800
1225 17th Street
Denver, CO 80202-5598

Independent Auditors' Report on Internal Control over Financial Reporting Based on an Audit of Combined Financial Statements Performed in Accordance with *Government Auditing Standards*

The Administrator of Western Area Power Administration and the
U.S. Department of Energy Office of the Inspector General:

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States, the combined financial statements of the Western Federal Power System (the System), which comprise the combined balance sheets as of September 30, 2016 and 2015, and the related combined statements of revenues and expenses, changes in capitalization, and cash flows for the years then ended, and the related notes to the combined financial statements, and have issued our report thereon dated February 10, 2017. The combined financial statements include the Western Area Power Administration (WAPA), a component of the U.S. Department of Energy, and the hydroelectric power generating functions of the U.S. Department of the Interior, Bureau of Reclamation; the U.S. Department of Defense, Army Corps of Engineers; and the U.S. Department of State, International Boundary and Water Commission (the generating agencies) for which WAPA markets and transmits power.

Internal Control over Financial Reporting

In planning and performing our audit of the combined financial statements as of and for the year ended September 30, 2016, we considered the System's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the combined financial statements, but not for the purpose of expressing an opinion on the effectiveness of the System's internal control. Accordingly, we do not express an opinion on the effectiveness of the System's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A material weakness is a deficiency, or combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's combined financial statements will not be prevented, or detected and corrected on a timely basis. A significant deficiency is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.



Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and the result of that testing, and not to provide an opinion on the effectiveness of the System's internal control. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the System's internal control. Accordingly, this communication is not suitable for any other purpose.

KPMG LLP

Denver, Colorado
February 10, 2017



KPMG LLP
 Suite 800
 1225 17th Street
 Denver, CO 80202-5598

Independent Auditors' Report on Compliance and Other Matters Based on an Audit of Combined Financial Statements Performed in Accordance with *Government Auditing Standards*

The Administrator of Western Area Power Administration and the
 U.S. Department of Energy Office of Inspector General:

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States, the combined financial statements of the Western Federal Power System (the System), which comprise the combined balance sheets as of September 30, 2016 and 2015, and the related combined statements of revenues and expenses, changes in capitalization, and cash flows for the years then ended, and the related notes to the combined financial statements, and have issued our report thereon dated February 10, 2017. The combined financial statements include the Western Area Power Administration (WAPA), a component of the U.S. Department of Energy, and the hydroelectric power generating functions of the U.S. Department of the Interior, Bureau of Reclamation; the U.S. Department of Defense, Army Corps of Engineers; and the U.S. Department of State, International Boundary and Water Commission (the generating agencies) for which WAPA markets and transmits power.

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the System's combined financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of combined financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests of compliance disclosed no instances of noncompliance or other matters that are required to be reported herein under *Government Auditing Standards*.

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of compliance and the results of that testing, and not to provide an opinion on the System's compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the System's compliance. Accordingly, this communication is not suitable for any other purpose.

KPMG LLP

Denver, Colorado
 February 10, 2017

WESTERN FEDERAL POWER SYSTEM

Combined Balance Sheets

September 30, 2016 and 2015

(In thousands)

Assets	2016	2015
Completed utility plant	\$ 7,799,236	7,585,807
Accumulated depreciation	(4,188,416)	(4,073,138)
Net completed plant	3,610,820	3,512,669
Construction work in progress	377,280	406,611
Net utility plant	3,988,100	3,919,280
Cash	1,455,150	1,516,908
Restricted cash (note 1(g))	1,249,926	1,066,864
Accounts receivable, net	151,765	159,202
Regulatory assets	159,486	147,596
Other assets	111,458	103,045
Total assets	\$ <u>7,115,885</u>	<u>6,912,895</u>
Total Liabilities and Capitalization		
Liabilities:		
Long-term liabilities	\$ 188,980	202,489
Customer advances and other liabilities	236,323	237,473
Deferred revenue (note 1(f))	111,771	115,837
Accounts payable	49,875	68,361
Environmental cleanup liabilities	23,911	13,546
Total liabilities	<u>610,860</u>	<u>637,706</u>
Capitalization (note 6):		
Payable to U.S. Treasury	1,527,000	1,565,161
Accumulated net revenues	4,978,025	4,710,028
Total capitalization	6,505,025	6,275,189
Commitments and contingencies (notes 6(c), 9, 10, and 11)		
Total liabilities and capitalization	\$ <u>7,115,885</u>	<u>6,912,895</u>

See accompanying notes to combined financial statements.

WESTERN FEDERAL POWER SYSTEM

Combined Statements of Revenues and Expenses

Years ended September 30, 2016 and 2015

(In thousands)

	<u>2016</u>	<u>2015</u>
Operating revenues:		
Sales of electric power	\$ 833,672	910,662
Transmission and other operating revenues	<u>487,268</u>	<u>435,144</u>
Total operating revenues	<u>1,320,940</u>	<u>1,345,806</u>
Operating expenses:		
Operation and maintenance	545,094	549,136
Purchased power	109,596	187,013
Purchased transmission services	149,943	78,947
Depreciation	139,391	140,468
Administration and general	<u>75,677</u>	<u>67,989</u>
Total operating expenses	<u>1,019,701</u>	<u>1,023,553</u>
Net operating revenues	<u>301,239</u>	<u>322,253</u>
Interest expenses:		
Interest on payable to U.S. Treasury (note 1(k))	50,026	49,550
Allowance for funds used during construction	<u>(14,946)</u>	<u>(16,473)</u>
Net interest on payable to U.S. Treasury	35,080	33,077
Interest on long-term liabilities	<u>3,608</u>	<u>7,236</u>
Net interest expense	<u>38,688</u>	<u>40,313</u>
Net revenues	<u>\$ 262,551</u>	<u>281,940</u>

See accompanying notes to combined financial statements.

WESTERN FEDERAL POWER SYSTEM

Combined Statements of Changes in Capitalization

Years ended September 30, 2016 and 2015

(In thousands)

	<u>Payable to U.S. Treasury</u>	<u>Accumulated net revenues</u>	<u>Total capitalization</u>
Total capitalization as of September 30, 2014	\$ 1,563,963	4,416,888	5,980,851
Additions:			
Congressional appropriations (note 1(d))	82,260	11,200	93,460
Interest	49,550	—	49,550
Total additions to capitalization	<u>131,810</u>	<u>11,200</u>	<u>143,010</u>
Deductions:			
Payments to U.S. Treasury (note 1(d))	(123,765)	—	(123,765)
Transfers of property and services, net	(6,847)	—	(6,847)
Total deductions to capitalization	<u>(130,612)</u>	<u>—</u>	<u>(130,612)</u>
Net revenues for the year ended September 30, 2015	<u>—</u>	<u>281,940</u>	<u>281,940</u>
Total capitalization as of September 30, 2015	\$ <u>1,565,161</u>	<u>4,710,028</u>	<u>6,275,189</u>
Additions:			
Congressional appropriations	12,842	5,446	18,288
Interest	50,026	—	50,026
Total additions to capitalization	<u>62,868</u>	<u>5,446</u>	<u>68,314</u>
Deductions:			
Payments to U.S. Treasury	(101,016)	—	(101,016)
Transfers of property and services, net	(13)	—	(13)
Total deductions to capitalization	<u>(101,029)</u>	<u>—</u>	<u>(101,029)</u>
Net revenues for the year ended September 30, 2016	<u>—</u>	<u>262,551</u>	<u>262,551</u>
Total capitalization as of September 30, 2016	\$ <u>1,527,000</u>	<u>4,978,025</u>	<u>6,505,025</u>

See accompanying notes to combined financial statements.

WESTERN FEDERAL POWER SYSTEM

Combined Statements of Cash Flows

Years ended September 30, 2016 and 2015

(In thousands)

	<u>2016</u>	<u>2015</u>
Cash flows from operating activities:		
Net revenues	\$ 262,551	281,940
Adjustments to reconcile net revenues to net cash provided by operating activities:		
Depreciation	139,391	140,468
Net interest on payable to U.S. Treasury	35,080	33,077
Loss on disposition of assets	4,452	5,216
Unfunded postretirement benefits	18,310	17,940
Bill credits applied against long-term liabilities	(35,925)	(18,208)
Amortization of regulatory assets	3,660	3,522
Change in unfunded FECA liability	(321)	508
(Increase) decrease in assets:		
Accounts receivable, net	7,437	3,186
Regulatory assets	(3,420)	(10,994)
Other assets	(7,299)	(3,136)
Increase (decrease) in liabilities:		
Customer advances and other liabilities	(3,061)	(3,997)
Deferred revenue	(4,066)	(4,067)
Accounts payable	(18,486)	(14,065)
Environmental cleanup liabilities	(170)	(1,717)
Net cash provided by operating activities	<u>398,133</u>	<u>429,673</u>
Cash flows from investing activities:		
Investment in utility plant	<u>(213,040)</u>	<u>(182,888)</u>
Net cash used in investing activities	<u>(213,040)</u>	<u>(182,888)</u>
Cash flows from financing activities:		
Congressional appropriations (note 1(d))	38,060	60,152
Payments to U.S. Treasury (note 1(d))	(101,016)	(123,765)
Proceeds from long-term liabilities	—	285,718
Principal payments on long-term liabilities	<u>(833)</u>	<u>(281,308)</u>
Net cash used in financing activities	<u>(63,789)</u>	<u>(59,203)</u>
Net increase in cash	121,304	187,582
Cash and restricted cash, beginning of year	<u>2,583,772</u>	<u>2,396,190</u>
Cash and restricted cash, end of year	<u>\$ 2,705,076</u>	<u>2,583,772</u>
Cash paid for interest	\$ 40,074	36,607
Supplemental cash flow information:		
Capitalized interest	14,946	16,473
Transfer of construction work in progress to completed plant	263,345	198,207
Plant acquired by long-term financing	23,249	30,256
Changes in the allocation and assignment of generating agency balances to hydroelectric power generating function affecting net utility plant	41,453	(22,078)

See accompanying notes to combined financial statements.

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

September 30, 2016 and 2015

(1) Basis of Presentation and Summary of Significant Accounting Policies**(a) Principles of Combination**

The Western Federal Power System (the System) combined financial statements include the combined financial position, results of operations and cash flows of the Western Area Power Administration (WAPA), an agency of the U.S. Department of Energy (DOE), and the hydroelectric power generating functions of the U.S. Department of the Interior (DOI), Bureau of Reclamation (Reclamation); the U.S. Department of Defense (DOD), Army Corps of Engineers (Corps); and the U.S. Department of State (State), International Boundary and Water Commission (IBWC) (collectively referred to as the generating agencies). For the generating agencies, only the individual power systems for which WAPA markets and transmits hydroelectric power are included in the combined financial statements. WAPA, a Federal power marketing administration, markets and transmits hydroelectric power generated from these power systems, which are operated and maintained by the generating agencies, throughout 15 western states.

The combined financial statements contain three types of business activities: the hydroelectric power systems of WAPA and the generating agencies; the Transmission Infrastructure Program of WAPA (TIP); and other activities of WAPA. Hydroelectric power systems activity represents power activity of WAPA and the generating agencies that are generally reimbursable for purposes of repayment to the U.S. Treasury. These amounts include project use energy.

TIP activity represents WAPA activity related to Section 402 of the American Recovery and Reinvestment Act of 2009 (Recovery Act), Public Law No. 111-5, which was signed into law on February 17, 2009. Section 402 of the Recovery Act added Section 301 to the Hoover Power Plant Act of 1984 (Public Law No. 98-381) giving WAPA's Administrator the discretion to borrow up to \$3.25 billion from the U.S. Treasury for the purposes of (1) constructing, financing, facilitating, planning, operating, maintaining, or studying construction of new or upgraded electric power transmission lines and related facilities that have at least one terminus within the area served by WAPA and (2) delivering or facilitating the delivery of power generated by renewable energy resources constructed or reasonably expected to be constructed after the Recovery Act was enacted.

Other activities represent those WAPA activities that are not reimbursable through the rate-setting process. This consists of agreements WAPA has with Federal and non-Federal customers to provide services on a fee basis and plant acquired from funds received from the Federal Communications Commission (FCC) to change WAPA's bandwidth (referred to as the Spectrum Relocation Fund). The Spectrum Relocation Fund paid for the cost of WAPA to relocate its bandwidth when the FCC sold the former bandwidth. The majority of the operating revenues and expenses are a result of services provided through specific agreements with customers, and are excluded from the rate-making process.

The combined financial statements include project use energy. Project use energy is the amount of hydroelectric energy required to deliver project water to project water customers and other project-specific authorizations such as irrigation and fish and wildlife needs. Project use energy capital costs may be reimbursed through the power rates, through the generating agencies' water rates, depending on the agreement with the generating agency, or may be deemed nonreimbursable (note 6(a)). Project use capital costs represent an allocation of total power capital assets necessary to generate and transmit hydroelectric power sufficient for project use needs. Although some project use capital costs may not be recovered through the power rates, the activity is included in the combined

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

September 30, 2016 and 2015

financial statements because it is directly related to hydroelectric power generation and transmission and is necessary to reflect the full financial activity of the System.

The combined financial statements are prepared following accounting principles generally accepted in the United States of America (U.S. GAAP). The combined financial statements also reflect Federal Energy Regulatory Commission (FERC) regulations, FERC's prescribed uniform system of accounts for electric utilities and DOE's accounting practices.

For purposes of financial reporting, the hydroelectric power facilities and related operations of the System are considered one entity. All material intra-entity balances and transactions have been eliminated from the combined financial statements.

(b) Allocation of Costs to Hydroelectric Power

Certain amounts included in the combined financial statements represent reimbursable power activities of the generating agencies for repayment to the U.S. Treasury. The costs of multipurpose generating agency projects are assigned to specific hydroelectric power functions through a cost allocation process. Reclamation hydroelectric power amounts are allocated to the combined financial statements based on power repayment responsibility (note 6(b)). Reclamation has power-only facilities that are fully reimbursable, and has certain multi-purpose water resource projects where the costs are allocated among project activities, which primarily include power, irrigation, recreation, municipal and industrial water, navigation and flood control. Completed utility plant costs are allocated to the hydroelectric power portion of the Statement of Project Construction Cost and Repayment (SPCCR) based on studies prepared by Reclamation economists. The allocation method developed from the SPCCRs is applied to all multi-purpose utility plant and construction work-in-progress balances. Current assets and liabilities, excluding cash (note 1(g)), are allocated based upon the amounts directly recorded to power accounts. Revenue and expense accounts are also allocated based on the amounts directly recorded to power activities or amounts attributed to power repayment by Reclamation.

Corps and IBWC hydroelectric power amounts are allocated based on legislatively determined rates of power repayment responsibility. The Corps and IBWC have processes in their financial systems to track and allocate costs to be recovered from the System's customers.

To the extent possible, the generating agencies identify costs as direct costs. Direct costs are those that can be specifically identified to a power system, program or activity. In some cases, costs benefit two or more power systems, programs or activities; in these situations, it is not economically feasible to identify these costs as direct costs. Such costs include administrative support costs, space rental, utilities and office equipment. These costs are accumulated in indirect cost pools and allocated to the benefiting activities through a labor surcharge rate, based on direct labor charges.

(c) Confirmation and Approval of Rates

The System is not a public utility within the jurisdiction of FERC under the Federal Power Act. The Secretary of Energy (Secretary) has delegated authority to WAPA's Administrator to develop hydroelectric power and transmission rates for the individual power systems included in the combined financial statements. The Deputy Secretary of Energy has the authority to confirm, approve and place such rates in effect on an interim basis. FERC has the exclusive authority to confirm, approve and place into effect on a final basis, and to remand or to disapprove rates developed by WAPA's

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

September 30, 2016 and 2015

Administrator. FERC's review is limited to (1) whether the rates are the lowest possible consistent with sound business principles; (2) whether the revenue levels generated are sufficient to recover the costs of producing and transmitting electric energy including repayment within the period permitted by law; and (3) the assumptions and projections used in developing the rates. FERC shall reject decisions of WAPA's Administrator only if it finds them to be arbitrary, capricious or in violation of the law. Refunds with interest, as determined by FERC, are authorized if final rates approved are lower than rates approved on an interim basis. However, if at any time FERC determines that the administrative cost of a refund would exceed the amount to be refunded, no refunds will be required. No such refunds have been required or made in 2016 and 2015. As of September 30, 2016, the System's following rate orders were awaiting final FERC approval:

Rate order no.	Project	Type of rate action	Date submitted to FERC	Date of FERC confirmation
WAPA-174	Loveland Area Projects, Colorado River Storage Project, and Western Area Colorado Missouri Balancing Authority	Revised formula rates for Transmission, Ancillary Services, and Transmission Losses and new formula rate for LAP Sales of Surplus Products	08/24/16 and 12/5/16	pending
WAPA-175	Central Arizona Project, Intertie Project, Parker-Davis Project, and Western Area Lower Colorado Balancing Authority	Formula rates for WALC Ancillary Services, Unreserved Use, Losses and NITS for the Intertie and Parker-Davis projects.	08/26/16 and 12/05/16	pending

Accounting policies also reflect specific legislation and executive directives issued by departments of the Federal government. Certain balances within the combined financial statements are accounted for under the provisions of the Financial Accounting Standards Board (FASB) Accounting Standards Codification (ASC) Topic 980, *Regulated Operations*. The provisions of the ASC Topic 980 require, among other things, that regulated enterprises reflect the regulator's rate actions in its financial statements, when appropriate. The rate actions of WAPA's Administrator, subject to the limited authority of FERC, can provide reasonable assurance of the existence of an asset; reduce, eliminate or amortize the value of an asset; or impose a liability on a regulated enterprise.

(d) Payable to U.S. Treasury

Under the requirements of the power system's authorizing legislation and related Federal statutes, the System is required to repay the U.S. Treasury all costs, including capital investment, allocated to hydroelectric power system activity. Obligations to the U.S. Treasury include activity within the Reclamation Fund and the U.S. Treasury's General Fund. WAPA's payable to the U.S. Treasury includes congressional appropriations, related interest, transfers of property and services, and payments to the U.S. Treasury (note 6). As discussed in note 6(c), effective September 30, 2014, WAPA was transferred program management responsibility of Treasury Account Symbol 5000.27 within the Reclamation Fund. Accordingly, the associated payable to U.S. Treasury and the corresponding receivable have been eliminated within the System for combination purposes.

Historically, the congressional appropriations and corresponding payments to U.S. Treasury within the Reclamation Fund were presented gross in WAPA's combined statements of changes in capitalization

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

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and cash flows. Beginning in fiscal year 2016, these amounts are now reported net since WAPA has program management responsibility for the Treasury Account Symbol 5000.27 within the Reclamation Fund. Consequently, \$476,267,000 of congressional appropriations and corresponding payments to U.S. Treasury have been removed from the fiscal year 2015 combined statements of changes in capitalization and cash flows to be consistent with the fiscal year 2016 presentation. This change in presentation had no impact to the 2015 combined balance sheet, combined statement of revenues and expenses, or to net revenues or capitalization as of and for the year ended September 30, 2015.

(e) Operating Revenues and Accumulated Net Revenues (Deficit)

Operating revenues are recognized when goods or services are provided to the public or another government agency. Cash received from sales whose funding is derived from the U.S. Treasury's General Fund is deposited directly with the U.S. Treasury and is reflected as repayments to the U.S. Treasury, which is included in the payable to U.S. Treasury in the combined balance sheets. Cash received from sales whose funding is derived from the Reclamation Fund is reflected as restricted cash (note 1(g)) in the combined balance sheets, and represents both a repayment to the U.S. Treasury and reduction to the corresponding Reclamation Fund receivable. For power systems using revolving funds and customer advances, cash received is deposited in the U.S. Treasury and remains available to the power system; cash collected into revolving funds in excess of operating requirements is used for repayment of the payable to U.S. Treasury (note 6(a)).

Approved hydroelectric power and transmission rates are established under requirements of the power systems' authorizing legislation and related Federal statutes and are intended to provide sufficient revenue to recover all costs allocated to power and, in some power systems, a portion of irrigation-related costs (note 11(b)). Costs allocated to power include repayment to the U.S. Treasury in power facilities and associated interest. Rates are structured to provide for repayment of the payable in power facilities, generally over 50 years, while operating expenses and interest on the payable are recovered annually. Replacements of utility plant are generally to be repaid over their expected service lives.

WAPA and the generating agencies are nonprofit Federal agencies; therefore, accumulated net revenues of the hydroelectric power systems, to the extent that they are available, are committed to repayment.

WAPA provides purchasing, selling, scheduling, billing, and other ancillary services on behalf of other Federal and non-Federal entities. The agent transactions are evaluated under the provisions of FASB ASC Subtopic 605-45, *Revenue Recognition – Principal Agent Considerations*, to determine whether the transactions should be reported at the gross or net value. Generally, the System's policy is to record agent activity at gross because WAPA typically shares in the risks and rewards of the transaction. In the event WAPA does not meet the indicators of gross reporting, the System records the activity at net value within the combined statements of revenues and expenses.

WAPA may provide multiple services to any one customer. Significant services may include the sale of electric power, ancillary services and the purchase and resale of electric power and transmission services. The System accounts for these arrangements in accordance with the provisions of FASB ASC Subtopic 605-25, *Revenue Recognition – Multiple-Element Arrangements*. Services qualify as separate units of accounting with distinguishable rates, terms, and delivery schedules. Services are

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provided to meet customer load requirements and revenues are recognized when services are provided.

Transmission and other operating revenues include items such as transmission services, power wheeling, and recreational fees. Other operating revenues consist of fee-for-service arrangements, typically on a reimbursable basis, for services performed by the System that are not a part of its core mission of marketing and transmitting hydroelectric power generated by the combined power systems.

Effective October 1, 2015, functional control of WAPA's Upper Great Plains (UGP) transmission system was transferred to the Southwest Power Pool (SPP), a regional transmission organization. In addition, WAPA UGP also placed its generation and load in the eastern interconnection into the SPP Integrated Marketplace. Integration with the SPP has improved WAPA's access to energy markets and reduced purchased power costs associated with meeting its contractual energy obligations to its customers. Additionally, transmission revenues and costs have increased due to the SPP now providing transmission services for the WAPA UGP transmission system and WAPA UGP purchasing transmission services from the SPP.

(f) Deferred Revenue

During 2014, certain customers prepaid \$124.0 million to satisfy the System's obligation to the U.S. Treasury for appropriations received for construction of the Hoover Dam visitor center and air slots. The prepayments were deposited into the U.S. Treasury and represent a reduction to the payable to U.S. Treasury on the combined balance sheets. Although the prepayments are considered repayments for rate setting purposes, the prepayment has been deferred for revenue recognition purposes until power is delivered. For the years ended September 30, 2016 and 2015, the System recognized \$4.1 million of revenue relating to the Hoover Dam prepayment. As of September 30, 2016, the remaining deferred revenue balance of \$111.8 is expected to be fully realized over a period of 21 to 38 years, depending on the underlying repayment contract to which the prepayment relates, and includes the following items (in thousands):

	2014	Earned	2015	Earned	2016
	Prepayment	revenue	Deferred	revenue	Deferred
			revenue		revenue
1995 Visitor facility upgrade \$	111,941	7,222	104,719	3,611	101,108
1988 Air slots	8,996	750	8,246	375	7,871
2005 Visitor facility upgrade	2,346	114	2,232	57	2,175
1993 Air slots	687	47	640	23	617
	<u>123,970</u>	<u>8,133</u>	<u>115,837</u>	<u>4,066</u>	<u>111,771</u>

The 1995 and 2005 visitor facility upgrades are expected to be realized over a period of 30 and 40 years, respectively; the 1988 and 1993 air slots are expected to be realized over a period of 23 and 28 years, respectively.

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(g) Cash and Restricted Cash

Cash held by the System and the generating agencies represents the undisbursed balance of funds authorized by Congress, customer advances, revolving fund balances at the U.S. Treasury, and estimates of the amount of funds required to satisfy current hydroelectric power obligations.

Restricted cash represents the Reclamation Fund balance within Treasury Account Symbol 5000.27. These restricted funds represent cash received from sales of electric power whose funding is derived from the Reclamation Fund and deposited directly with the U.S. Treasury and are unavailable for power system operating needs without congressional action.

(h) Accounts Receivable, Net

Accounts receivable, net represents amounts billed to customers but not collected, net of the related allowance of \$335 thousand and \$343 thousand as of September 30, 2016 and 2015, respectively. The estimate of the allowance is based on past experience in the collection of receivables and an analysis of the outstanding balances. Interest is charged on the principal portion of delinquent receivables based on rates published by the U.S. Treasury for the period in which the debt became delinquent. Delinquent receivables are charged off against the allowance once they are deemed uncollectible. Generally, all delinquent receivables are charged off once the delinquency exceeds two years or the debtor has filed for bankruptcy.

Billing methods used by the System include net billing and bill crediting. Net billing is a two-way agreement between WAPA and a customer, whereby both parties buy and sell power to each other. Monthly sales and purchases, including any customer advances received, are netted between the two parties and the customer is provided either an invoice or a credit. Bill crediting involves a three-way net billing arrangement among WAPA, a customer and a third party whereby all three parties are involved in purchase and sales transactions. Under both billing methods, purchase and sales transactions are reported "gross" in the combined financial statements.

(i) Construction Financing Receivable

Pursuant to the Recovery Act, WAPA may enter into public-private agreements to finance capital investments in transmission facilities that will assist in delivering renewable energy. Interest is accrued based on the terms of the financing agreement. As of September 30, 2016 and 2015, there were no construction financing receivables outstanding.

(j) Utility Plant, Moveable Equipment and Internal Use Software

Utility plant includes items such as dams, spillways, generators, turbines, substations and related components, and transmission lines and related components. Under FERC guidelines, utility plant is stated at original cost, net of contributions from external entities. Costs include direct labor and materials; payments to contractors; indirect charges for engineering, supervision, and overhead; and interest during construction. The costs of additions, major replacements and betterments are capitalized; whereas, repairs and maintenance are charged to operation and maintenance expense as incurred.

Plant assets of the combined power systems are currently depreciated using the straight-line method over the estimated service lives ranging from 8 to 50 years for transmission assets and 10 to 100 years

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for generation assets. Power rights are amortized over 40 years. The service lives of utility plant may be different between financial reporting and repayment measures. With the exception of Reclamation, the cost of retired utility plant, net of accumulated depreciation, is charged to operation and maintenance expense as a gain (loss), net of cash proceeds, if any; Reclamation's assets are divided into two categories: (1) assets in existence prior to October 1, 2013 and (2) assets acquired subsequent to September 30, 2013. For assets in existence prior to October 1, 2013, Reclamation utilizes the composite method of depreciation and, accordingly, the cost of retired utility plant is charged against accumulated depreciation. Beginning October 1, 2013, Reclamation implemented a new accounting system allowing for individual assets to be separately tracked rather than accounted for at the group level. Accordingly, assets acquired subsequent to September 30, 2013 are recorded as individual assets and the cost of retired utility plant, net of accumulated depreciation, is charged to operation and maintenance expense as a gain (loss), net of cash proceeds, if any.

Moveable equipment includes computers, copiers, cranes, energy testing equipment, helicopters, trucks and wood chippers. Moveable equipment is currently depreciated using the straight-line method over the estimated service lives ranging from 3 to 20 years. Moveable equipment is classified as other assets on the combined balance sheets (note 4).

Internal use software includes software purchased from commercial vendors "off the shelf" and internally developed software. The System's internal use software is depreciated over five years, using the straight-line method. Internal use software is classified as other assets on the combined balance sheets (note 4).

Most completed utility plant, as required by law, is recovered through the rates regardless of whether an asset is abandoned, loses value, is disposed of significantly before the end of its estimated useful life or is destroyed. Consequently, the cash flow is not impaired regardless of the condition of the asset.

The System's policy is to move capitalized costs into completed utility plant at the time a project or feature of a project is deemed to be substantially complete. A project is substantially complete when it is providing benefits and services for the intended purpose, and is generating project purpose revenue, where applicable.

(k) Interest on the Payable to U.S. Treasury

Interest, a component of total capitalization, is accrued annually on the payable to U.S. Treasury based on Federal statutes and power system legislation. Such interest is reflected as an expense in the combined financial statements. The System calculates interest annually based on the unpaid balances owed to the U.S. Treasury using rates set by law, administrative orders following law or administrative policies. Interest rates on unpaid balances ranged from 2.50% to 11.38% for the years ended September 30, 2016 and 2015.

As discussed in note 6(c), effective September 30, 2014, WAPA was transferred program management responsibility of Treasury Account Symbol 5000.27 within the Reclamation Fund. Accordingly, the associated interest on the payable to U.S. Treasury of \$124.2 million and \$140.5 million, has been eliminated within WAPA for combination purposes for the years ended September 30, 2016 and 2015, respectively.

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As provided by Federal law, interest is not assessed on unpaid balances in irrigation facilities anticipated to be repaid through power sales (note 11(b)).

(l) Allowance for Funds Used During Construction

Allowance for funds used during construction (AFUDC or interest during construction) represents interest on funds borrowed from the U.S. Treasury during the construction of all generation and transmission facilities including assets allocated to project use energy. The System calculates AFUDC based on the average annual outstanding balance of construction work in progress and is calculated through the date in which assets are placed in service. AFUDC is capitalized and recovered over the repayment period of the related plant asset. Applicable interest rates ranged from 2.88% to 8.27% and 2.75% to 8.27% for the years ended September 30, 2016 and 2015, respectively, depending on the year in which construction of the transmission and generation facilities was initiated and requirements of the authorizing legislation.

(m) Transfers of Property and Services, Net

Transfers of property and services, net is a component of total capitalization that represents the receipt of unfunded transfers of assets or costs offset by the unfunded transfers of revenues. Transfers are recognized upon physical delivery of the asset or performance of the service. Transfers occur between projects, project types and other Federal entities. Transfers between WAPA and the generating agencies eliminate upon combination.

(n) Pension and Other Postretirement Benefits

WAPA and generating agency employees participate in one of the following contributory defined-benefit plans: the Civil Service Retirement System (CSRS) or Federal Employees Retirement System (FERS). Agency contributions are based on eligible employee compensation and total 7.0% for CSRS and up to 13.7% for FERS. These contributions are submitted to benefit program trust funds administered by the Office of Personnel Management (OPM). The System's contributions for the two plans amounted to \$36.7 million and \$34.0 million for the years ended September 30, 2016 and 2015, respectively. The contribution levels, as legislatively mandated, do not reflect the full-cost requirements to fund the CSRS or FERS pension plans. The additional cost of providing CSRS and FERS benefits is approximately 33.5% and 15.1% of base salary, respectively, and is funded by OPM.

In addition to the amounts contributed to the CSRS and FERS as stated above, the System recorded an expense for the pension and other postretirement benefits in the combined financial statements of \$18.3 million and \$18.0 million for the years ended September 30, 2016 and 2015, respectively. This amount reflects the contribution made on behalf of WAPA and the generating agencies by OPM to the benefit program trust funds. This expense will be recovered from power customers through the future sale of power.

Other postretirement benefits administered and partially funded by OPM are the Federal Employees Health and Benefits Program (FEHB) and the Federal Employee Group Life Insurance Program (FEGLI). FEHB is calculated at \$6,266 and \$5,469 per employee in fiscal years 2016 and 2015, respectively, and FEGLI is based on 0.02% of base salary for each employee enrolled in these programs.

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As a Federal agency, all postretirement activity is managed by OPM; therefore, neither the assets of the plans nor the actuarial data with respect to the accumulated plan benefits relative to WAPA and generating agency employees are included in this report.

(o) Use of Estimates

System management utilizes estimates and assumptions relating to the reporting of assets and liabilities and the disclosure of contingent assets and liabilities to prepare these combined financial statements in conformity with U.S. GAAP. Significant items subject to such estimates and assumptions include the useful lives of completed utility plant; allowances for doubtful accounts; employee benefit obligations; environmental cleanup liabilities; and other contingencies. Estimates have also been used in allocating the reimbursable power activity of generating agencies for the purpose of repayment to the U.S. Treasury, and for allocating capital assets to project use energy. Actual results could differ significantly from these estimates.

(p) Derivative and Hedging Activities

The System analyzes derivative financial instruments under FASB ASC Topic 815, *Derivatives and Hedging*. This standard requires that all derivative instruments, as defined by ASC Topic 815, be recorded on the combined balance sheets at fair value, unless exempted. Changes in a derivative instrument's fair value must be recognized currently in the combined statements of revenues and expenses, unless the derivative has been designated in a qualifying hedging relationship. The application of hedge accounting allows a derivative instrument's gains and losses to offset related results of the hedged item in the combined statements of revenues and expenses to the extent effective. ASC Topic 815 requires that the hedging relationship be highly effective and that an organization formally designate a hedging relationship at the inception of the contract to apply hedge accounting.

WAPA enters into contracts for the purchase and sale of electricity for use in its business operations. ASC Topic 815 requires the System to evaluate these contracts to determine whether the contracts are derivatives. Certain contracts that literally meet the definition of a derivative may be exempted from ASC Topic 815 as normal purchases or normal sales. Normal purchases and sales are contracts that provide for the purchase or sale of something other than a financial instrument or derivative instrument that will be delivered in quantities expected to be used or sold over a reasonable period in the normal course of business. Contracts that meet the requirements of normal purchases or sales are documented and exempted from the accounting and reporting requirements of ASC Topic 815.

The System's policy is to fulfill all derivative and hedging contracts by either providing power to a third party or by taking delivery of power from a third party as provided for in each contract. The System's policy does not authorize the use of derivative or hedging instruments for speculative purposes such as hedging electricity pricing fluctuations beyond WAPA's estimated capacity to deliver or receive power. Accordingly, the System evaluates all of its contracts to determine if they are derivatives and, if applicable, to ensure that they qualify and meet the normal purchases and normal sales designation requirements under ASC Topic 815. Normal purchases and normal sales contracts are accounted for as executory contracts as required under U.S. GAAP. As of September 30, 2016 and 2015, the System has no contracts accounted for as derivatives.

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(q) Concentrations of Credit Risk

Financial instruments, which potentially subject the System to credit risk, include accounts receivable for customer purchases of power, transmission or other products and services. These receivables are primarily held with a group of diverse customers that are generally large, stable and established organizations, which do not represent a significant credit risk. Although the System is affected by the business environment of the utility industry, System management does not believe a significant risk of loss from a concentration of credit exists.

For TIP financed projects, risk exists at the individual project level and includes, but is not limited to: construction delays, cost overruns, contractor disputes, land acquisition and land right of way negotiations, weather-related delays and limitations, and regulatory review and approvals. Risk is mitigated through the application of due diligence efforts focused on the project developer. At the project level, this includes securitization of assets (first lien), parental guarantees, letters of credit and continuous monitoring of construction, financial and other material risks.

(r) Regulatory Assets (note 3)

Regulatory assets are assets that result from rate actions of WAPA's Administrator and other regulatory agencies. These assets arise from specific costs that would have been included in the determination of net revenue or deficit in one period, but are deferred until a different period for purposes of developing rates to charge for services, per the requirements of ASC Topic 980. The System defers costs as regulatory assets so that the costs will be recovered through the rates during the periods when the costs are scheduled to be paid. This ensures the matching of revenues and expenses. The System does not earn a rate of return on its regulatory assets. The assets listed below are regulatory in nature:

(i) Workers' Compensation Actuarial Cost

The U.S. Department of Labor (DOL) determines an actuarial liability associated with cases incurred for which additional future claims may be made on an annual basis. DOL determines the actuarial liability associated with future claims using historical benefit payment patterns discounted to present value (37 years) using economic assumptions for 10-year U.S. Treasury notes and bonds.

The recovery of future claims is deferred for rate-making purposes until such time as the claims are submitted to and paid by DOL. Therefore, the recognition of the actuarial expense associated with hydroelectric power operations has been deferred as a regulatory asset in the combined balance sheets to reflect the effects of the rate-making process. The actuarial cost associated with TIP and other activities is expensed as incurred.

(ii) Abandoned Project Costs, Net

Occasionally, congressionally authorized projects originally planned for service are discontinued due to political and/or economic reasons. The System classifies these discontinued projects based on congressional action as abandoned projects and amortizes them in the same manner as that used for rate-making purposes. The amortization period is a maximum of 50 years. These abandoned projects are considered regulatory assets because the costs are amortized into the

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power rates over a period of time, rather than being expensed in the year of the congressional action. The discount rate on the System's abandoned projects is 3%.

(iii) *Recovery Implementation Program (RIP)*

Section 8 of the Colorado River Storage Project (CRSP) Act of 1956, as amended, mandates that DOI establish and implement programs to conserve fish and wildlife. Under this Act and other legislation, Reclamation has established programs to preserve the habitat and otherwise aid endangered fish and wildlife. The RIP is an example of such a program and is managed by the U.S. Fish and Wildlife Service. On October 30, 2000, Congress passed Public Law 106-392 that authorized additional funding to Reclamation to continue the RIP. The legislation specifies that a total of \$17.0 million is to be collected by the System from its power customers and provided to Reclamation to finance capital costs. Repayment of amounts borrowed from the State of Colorado for the RIP and accrued interest were deferred until October 1, 2012. All interest accrued during the deferral period of \$4.0 million was accreted into the outstanding principal balance. Commencing October 1, 2012, all costs are amortized to expense over the repayment period of 30 years. Total expense amortized was \$.3 million for the years ended September 30, 2016 and 2015.

(iv) *Accrued Annual Leave*

Accrued annual leave represents benefits that will be paid out to employees upon retirement or separation from employment with the government. The amount not funded by revolving funds has been deferred as a regulatory asset to reflect the effects of the rate-making process. Deferred annual leave costs are expensed as used.

(v) *Transmission Termination Settlement*

WAPA renegotiated certain CRSP long-term contractual obligations with third-party power providers in 2007. Under the terms of the settlement agreements, annual payments of \$0.6 million will be made through 2017 to PacifiCorp for a total of \$6.0 million. The unpaid portion of the settlements has been deferred as a regulatory asset to reflect the effects of the rate-making process.

(vi) *Extraordinary Maintenance*

Extraordinary maintenance represents costs that occur infrequently, involve relatively large amounts of funds, and ensure the future economic usefulness of the asset. Criteria used to determine if a cost is extraordinary and should be treated as a regulatory asset include the total cost of the program, the rate impact the cost would have if recovered as a normal maintenance expense in one year, the current water conditions for the project, and whether significant rate increases had taken place over the previous 10 years.

(vii) *Environmental Cleanup Liabilities (note 10)*

Environmental liabilities represent the amount recorded for the estimated liability for projected future cleanup costs associated with removing, containing, and/or disposing of hazardous waste, including asbestos. A liability, as well as a regulatory asset, is recorded for the estimated environmental cleanup costs. The costs are recorded when the future remediation costs are known and estimable. The cost is deferred until incurred and recovered through the rate-making process.

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(s) Interchange Energy and Energy Exchange (note 4)

Western's power contracts may include a provision for energy transfers and exchanges between WAPA and a supplier that result in claims or obligations to be settled at a future date, based on contractual provisions. Energy claims or obligations represent the valuation of excess energy delivered or received under the energy interchange and exchange contract provisions. The energy balance is recorded either as other assets when WAPA is the net supplier, or as other liabilities when WAPA is the net user. Transactions are recorded at the market value on the date of the transaction, under the provisions of ASC Topic 845, *Nonmonetary Transactions*, and are netted within purchase power expense as incurred under FERC regulations and rulings.

(t) Customer Advances

Customer advances represent the balance of advance payments received from power customers under co-sponsoring agreements with entities for construction, operation and maintenance or other furnished items. Subsidiary accounts are maintained by the customer to reflect the status of each advance. Also included are revenue financing contracts that provide advanced customer funds for construction, maintenance or purchase power expenses. For these contracts, the customer is provided revenue credits on future power bills up to the amount of the advanced funds and, if applicable, any interest or fees. Revenue is recognized upon application of bill credits.

(u) Taxes

As agencies of the U.S. Government, the System is exempt from all income taxes imposed by any governing body, whether it is a Federal, state or commonwealth of the United States or a local government.

(v) Fair Value of Financial Instruments

FASB ASC Topic 825, Financial Instruments, requires disclosure of the fair value of financial instruments. Fair value estimation methods for individual classes of financial instruments are described below.

(i) Short-Term Financial Instruments

The carrying (recorded) value of short-term financial instruments, including cash, restricted cash, accounts receivable, other assets (excluding moveable equipment and internal use software) accounts payable, and certain customer advances and other liabilities, approximates the fair value of these instruments because of the short maturity of these instruments. The fair value of certain unfunded, actuarially based liabilities, and environmental cleanup liabilities cannot be determined as the future payout dates have yet to be determined.

(ii) Long-Term Liabilities

Fair value is estimated by computing the present value of future payments discounted at prevailing U.S. Treasury interest rates at year end. The fair value of long-term liabilities was \$215.6 million and \$218.8 million as of September 30, 2016 and 2015, respectively.

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(w) Related Parties

As components of DOE, DOI, DOD, and State, these departments are considered related parties to the System. WAPA has certain agreements with DOE, DOI, and DOD to provide electric power, transmission services, and other services. As of September 30, 2016 and 2015, amounts outstanding in accounts receivable relating to related parties totaled \$20.2 million and \$26.7 million, respectively; for the years ended September 30, 2016 and 2015, total operating revenues earned from related party sources totaled \$206.0 million and \$215.9 million, respectively.

(x) Recent Accounting Pronouncements

In May 2014, the FASB issued ASU No. 2014-09, *Revenue from Contracts with Customers*, which requires an entity to recognize the amount of revenue which it expects to be entitled for the transfer of promised goods or services to customers. ASU No. 2014-09 will replace most existing revenue recognition guidance in U.S. GAAP when it becomes effective. ASU No. 2014-09 is effective for the System for periods beginning after December 15, 2017. ASU No. 2014-09 permits the use of either the retrospective or cumulative effect transition method. The System has not yet selected a transition method and is currently evaluating the effect that ASU No. 2014-09 will have on the System's combined financial statements and related disclosures.

In February 2016, the FASB issued ASU No. 2016-02, *Leases (Topic 842)*, which requires the recognition of lease assets and lease liabilities by lessees for those leases classified as operating leases under previous GAAP. ASU No. 2016-02 is effective for the System for periods beginning after December 15, 2019 and early adoption is permitted. The System is evaluating the effect that ASU No. 2016-02 will have on the System's combined financial statements and related disclosures.

(2) Hydroelectric Power Systems and Generating Agencies

WAPA markets and transmits hydroelectric power for 14 power systems. The expenses and net assets of the 14 power systems, which are generally expected to be recovered through rates, are included in the accompanying combined financial statements along with activity of the TIP program and other activity disclosed in note 1(a). Reclamation generates power for all power systems with the exception of Falcon-Amistad and Pacific Northwest-Pacific Southwest Intertie, which has only transmission facilities. The Pick-Sloan power system is unique in that both Reclamation and the Corps generate hydroelectric power for the power system. IBWC is WAPA's sole generation partner for the Falcon-Amistad power system. A listing of these power systems by generating agency includes:

Reclamation Power Systems

- Boulder Canyon
- Central Valley
- Collbran
- Colorado River Storage Project
- Dolores
- Fryingpan-Arkansas
- Parker-Davis
- Pick-Sloan Missouri River Basin
- Provo River

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- Rio Grande
- Seedskadee
- Washoe

Corps Power System

- Pick-Sloan Missouri River Basin

IBWC Power System

- Falcon-Amistad

(3) Regulatory Assets

Regulatory assets (note 1(r)) as of September 30, 2016 and 2015 consist of the following (in thousands):

	<u>2016</u>	<u>2015</u>
Extraordinary maintenance	\$ 58,477	57,305
Workers' compensation actuarial cost	37,107	38,991
Accrued annual leave	23,004	18,967
Environmental cleanup liabilities (note 10)	22,849	12,314
Recovery implementation program	14,286	14,601
Abandoned project costs, net	3,363	4,418
Transmission termination settlement	400	1,000
Total regulatory assets	<u>\$ 159,486</u>	<u>147,596</u>

(4) Other Assets

Other assets as of September 30, 2016 and 2015 consist of the following (in thousands):

	<u>2016</u>	<u>2015</u>
Moveable equipment, net (note 1(j))	\$ 65,462	59,441
Stores inventory	22,986	21,964
Internal use software, net (note 1(j))	15,555	12,190
Advances to others	1,909	850
Interchange energy and energy exchange (note 1(s))	458	724
Other	5,088	7,876
Total other assets	<u>\$ 111,458</u>	<u>103,045</u>

Under FERC requirements, the net revenue and expense activity in interchange energy and energy exchange is included in purchased power expense in the combined financial statements. The net activity included in purchased power expense was \$.3 million and \$4.0 million for the years ended September 30, 2016 and 2015, respectively.

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(5) Utility Plant

Utility plant as of September 30, 2016 and 2015 consists of the following (in thousands):

	<u>2016</u>	<u>2015</u>
Utility plant:		
Structures and facilities	\$ 6,802,737	6,647,282
Buildings	551,519	515,312
Land	261,304	244,833
Power rights	183,676	178,380
	<u>7,799,236</u>	<u>7,585,807</u>
Gross completed plant		
Accumulated depreciation	(4,188,416)	(4,073,138)
	<u>3,610,820</u>	<u>3,512,669</u>
Net completed plant		
Construction work in progress	377,280	406,611
	<u>3,988,100</u>	<u>3,919,280</u>
Net utility plant	\$	\$

In accordance with FERC guidelines, the System excludes contributed plant within the combined balance sheets to eliminate the impact on power and transmission rates. As of September 30, 2016 and 2015, contributed plant, net used in the System's operations totaled \$351.3 million and \$331.1 million, respectively.

The balances shown above include project use utility plant amounts used to provide project benefits to water customers (note 6(a)). In addition to water benefits, the projects include other authorized benefits, such as support for fish and wildlife needs.

(6) Capitalization and Cost Allocation

(a) General

Capitalization consists of congressional appropriations and accumulated interest on unpaid balances, less net transfers of property and services from other Federal agencies and repayments to the U.S. Treasury, and accumulated net revenues (deficit). Capitalization also includes the portion of WAPA's Reclamation Fund (note 6(c)) that is not eliminated upon combination. Congressional appropriations are comprised of the cumulative appropriations received. Appropriations are allocated to the payable to U.S. Treasury or net revenues (deficit), based on expected use in reimbursable and nonreimbursable activities. All power systems, except Dolores, Seedskadee, Boulder Canyon and the operations and maintenance and purchased power programs of the Colorado River Storage Project (CRSP), are primarily financed through congressional appropriations. Dolores, Seedskadee, Boulder Canyon and the operations and maintenance programs of CRSP are funded through the use of a revolving fund. Revolving funds allow the System to utilize resources for reinvestment in power operations without congressional appropriations. A portion of construction and rehabilitation, operation and maintenance and purchased power expenditures are financed through other methods, such as advances from non-Federal entities, reimbursements from other Federal agencies, use of receipts

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authorization and alternative billing methods, such as net billing and bill crediting or any combination of these methods.

Although most of the appropriations received by the System are expected to be repaid through the collection of the power rate, some costs are not recoverable through the power rate. When costs are deemed not recoverable through the power rate, the funding for these amounts is not included in the payable to U.S. Treasury. These costs may be recovered through the water rate charged by Reclamation or may be deemed nonreimbursable by legislation; however, such recovery is not reflected in these combined financial statements. The amount of capital project use assets not recovered through the power rates as of September 30, 2016 and 2015 was \$843.8 million and \$814.2 million, respectively. Generating agency project use operation and maintenance costs not recovered through revenues are excluded from the combined financial statements.

Operating expenses (excluding depreciation expense) and interest on the unpaid balances are generally repaid annually. In cases where revenues are not available for repayment, unpaid annual net deficits become payable from the future years' revenues. Interest is accrued on cumulative annual net deficits until paid. Deficits for operating expenses begin to accrue interest in the year they occur, while interest expense deficits begin to accrue interest in the following year. In cases where funds are available, unless otherwise required by legislation, repayment of balances is applied first to the increment bearing the highest interest rate. There is no requirement for repayment of a specific amount on an annual basis.

(b) Capitalization in Multi-Purpose Facilities

Capitalization in certain multipurpose facilities, primarily dams and structures integral to hydroelectric power generation required to be repaid from the power revenues, has been determined from preliminary cost allocation studies based on project evaluation standards approved by Congress. Allocations between power and nonpower activities may be changed in future years; however, the project evaluation standards cannot be changed unless approved by Congress.

Final studies will be performed by the generating agencies, as appropriate, upon completion of each individual power project and are still pending for all but the Fryingpan-Arkansas Power System (FryArk), which was completed in 1993. The Boulder Canyon and Parker-Davis power systems are not subject to cost allocation studies since the power systems' enacting legislation requires the total costs of the dams and appurtenant structures be repaid through power revenues.

With final cost allocation studies still pending for many of the individual power systems, the potential exists for significant future adjustment in the Payable to U.S. Treasury for the cost of multi-purpose facilities allocated to power and the related accrued interest on the unpaid balance. Such reallocations could affect the future individual power system rates.

(c) Reclamation Fund Appropriations

In October 2014, as a result of discussions with OMB and the U.S. Treasury, DOE signed a memorandum of understanding with DOI transferring program management responsibility of Treasury Account Symbol 5000.27 within the Reclamation Fund to DOE on September 30, 2014. In conjunction with this transfer, WAPA recorded approximately \$997.9 million in restricted cash, \$3,485.4 million in other long-term receivables, and \$4,483.3 million in accumulated net revenues as of September 30,

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

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2014. As discussed in note 1(d), the payable to U.S. Treasury relating to the Reclamation Fund and related interest is eliminated upon combination. Nonetheless, WAPA has a legislative responsibility to set rates sufficient to repay monies appropriated from the Reclamation Fund, as well as related interest.

The following table presents the change in monies appropriated from the Reclamation Fund for the years ended September 30, 2016 and 2015 (in thousands):

		<u>2016</u>	<u>2015</u>
Reclamation Fund appropriations as of October 1	\$	3,546,430	3,485,459
Congressional appropriations		110,713	140,887
Interest		123,182	140,493
Transfers of property and services, net		1,027	11,231
Payments to U.S. Treasury		<u>(331,803)</u>	<u>(231,640)</u>
Reclamation Fund appropriations as of September 30	\$	<u><u>3,449,549</u></u>	<u><u>3,546,430</u></u>

(7) Long-Term Liabilities

Long-term liabilities, as of September 30, 2016 and 2015, consist of the following (in thousands):

		<u>2016</u>	<u>2015</u>
Long-term liabilities:			
Customer construction financing	\$	60,360	73,036
State of Wyoming loan		17,368	17,886
State of Colorado loan (note 1 (r))		14,286	14,601
Transmission Infrastructure Program		<u>96,966</u>	<u>96,966</u>
Total long-term liabilities	\$	<u><u>188,980</u></u>	<u><u>202,489</u></u>

Outstanding long-term liabilities, as of September 30, 2016, are scheduled to be credited or repaid as follows (in thousands):

		<u>Principal</u>	<u>Interest</u>	<u>Total</u>
Year ending September 30:				
2017	\$	34,722	6,193	40,915
2018		5,064	5,484	10,548
2019		2,965	5,301	8,266
2020		3,078	5,188	8,266
2021		3,201	5,065	8,266
2022 and thereafter		<u>139,950</u>	<u>76,902</u>	<u>216,852</u>
Total outstanding long-term liabilities	\$	<u><u>188,980</u></u>	<u><u>104,133</u></u>	<u><u>293,113</u></u>

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

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(a) Customer Construction Financing

WAPA enters into long-term financing arrangements with customers for project improvements and construction of interconnection facilities. These obligations are scheduled to be satisfied through issuing credits against future power bills. Outstanding customer financing obligations, as of September 30, 2016 and 2015, consist of the following (in thousands):

Project	Terms	2016	2015
Grande Prairie Wind		\$ 11,977	—
Power System	Pick-Sloan Missouri River Basin		
Maturity	2041		
Interest Rate	3.0%		
Zorb Project		7,601	7,601
Power System	Parker-Davis		
Maturity	2035		
Interest Rate	0%		
Flagstaff Project		7,557	8,478
Power System	Colorado River Storage Project		
Maturity	2035		
Interest Rate	0%		
Buffalo Head Switching Station		7,415	7,770
Power System	Pick-Sloan Missouri River Basin		
Maturity	2042		
Interest Rate	3.0% - once project becomes operational		
Sunflower Wind Project		7,176	—
Power System	Pick-Sloan Missouri River Basin		
Maturity	2041		
Interest Rate	3.0%		
Hoover Dam Generating Units		5,043	22,688
Power System	Boulder Canyon		
Maturity	2017		
Interest Rate	5.3% to 9.6%		
Griffith McConnico & Peacock		4,914	7,404
Transmission Lines & Switching Station			
Power System	Parker-Davis & Intertie		
Maturity	2018		
Interest Rate	8.5%		
Campbell County Wind Farm		4,792	—
Power System	Pick-Sloan Missouri River Basin		
Maturity	2041		
Interest Rate	3.0%		

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<u>Project</u>	<u>Terms</u>	<u>2016</u>	<u>2015</u>
Terry Ranch Road Substation		\$ 3,885	12,638
Power System	Pick-Sloan Missouri River Basin		
Maturity	2017		
Interest Rate	3.0%		
Kersey West Switching Station		—	4,990
Power System	Pick-Sloan Missouri River Basin		
Maturity	2016		
Interest Rate	3.0%		
Kofa Capacitor Bank Project		—	797
Power System	Parker-Davis		
Maturity	2016		
Interest Rate	0%		
Buckskin to Planet Tap Project		—	670
Power System	Parker-Davis		
Maturity	2016		
Interest Rate	0%		
	Total	\$ <u>60,360</u>	<u>73,036</u>

(b) State of Wyoming Loan

Reclamation received a loan from the State of Wyoming for providing partial financing for improvements at the Buffalo Bill Dam (Pick-Sloan Missouri Basin power system) and associated hydroelectric power plants. This liability is being repaid over a period of 35 years, which began in 1996, at an approximate interest rate of 11.1%.

(c) State of Colorado Loan

WAPA received a loan from the State of Colorado for \$5.5 million in December 2002 at an interest rate of 4.5% per year. Another \$5.9 million was received in December 2004 with an interest rate of 3.25%. The purpose of these loans was to fund Reclamation's endangered fish recovery implementation programs (note 1(r)). Interest began accruing at the time loans were granted and was accreted into the outstanding principal balance until repayment began in 2012. The loan will be repaid through power revenues through 2041.

(d) Transmission Infrastructure Program

WAPA borrows funds for the Trans West Express (TWE) project which is a proposed interstate high-voltage direct current (HVDC) development effort spanning 725 miles from south central Wyoming to the El Dorado Valley south of Las Vegas, Nevada. The White House Office of Management and Budget (OMB) authorized the use of up to \$25 million in borrowing authority to finance this development phase of the project. In 2015, WAPA capped those costs at \$21 million. Costs incurred relative to TWE are expensed as incurred, and are audited by WAPA. As of September 30, 2016 and 2015, the outstanding amount borrowed was \$20.8 million. The principle is due at maturity in 2017 while interest is due quarterly at a rate of .64%.

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Notes to Combined Financial Statements

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WAPA borrowed funds from the U.S. Treasury for the Electrical District No. 5 to Palo Verde Hub (ED5-PVH) project. The ED5-PVH project is a 109-mile transmission project which encompasses the acquisition of 64 miles of capacity rights in the new Southeast Valley Project from the Duke/Test Track Substation to the Palo Verde Hub; and new construction of 45 miles of a WAPA transmission line and upgraded facilities from the ED5 Substation to the Test Track Substation. The OMB authorized use of up to \$91 million in borrowing authority to finance the construction and related costs of the ED5-PVH project. As of September 30, 2016 and 2015, the outstanding amount borrowed was \$76.2 million. In 2015, the project was completed and the outstanding loan was converted to a 30-year long-term financing agreement with the U.S. Treasury. The principle is due at maturity in 2045 while interest is due semi-annually at a rate of 3.03%.

(8) Customer Advances and Other Liabilities (in thousands)

	<u>2016</u>	<u>2015</u>
Customer advances (note 1(t))	\$ 132,990	130,558
Workers' compensation actuarial liability	37,261	39,117
Accrued annual leave	23,004	18,967
Due to other federal agencies	11,131	10,607
Legal claims and settlements (note 11(a))	9,408	9,400
Accrued payroll benefits	8,560	14,330
Workers' compensation accrual	7,295	7,882
Transmission termination settlement	400	1,000
Other	<u>6,274</u>	<u>5,612</u>
Total customer advances and other liabilities	\$ <u>236,323</u>	<u>237,473</u>

(9) Lease Commitments

The System has three noncancelable operating leases. The first is for WAPA's headquarters office building in Lakewood, Colorado. The lease is for a term of 15 years with an annual cost of approximately \$1.7 million. Second, a noncancelable operating lease for two rooms in the Blake Street Building in Salida, Colorado. This lease is for a term of three years, with a two-year renewal option, at an annual cost of approximately \$13 thousand. Third, WAPA has a contract with Southern California Edison Company for the lease of two 230-kV transmission lines from the Hoover Power plant to Mead Substation. The contract provides WAPA the right to extend the lease indefinitely, but WAPA may terminate this contract upon three years written notice to the contractor. The lease represents an annual expense of approximately \$209 thousand.

The System has several cancelable operating leases, primarily for general purpose motor vehicles, office, and warehouse space that expire during the next 15 years. The right to relinquish space on cancelable leases is available with 120-day notice to terminate. The General Services Administration is generally the leaseholder for all cancelable equipment and building leases.

These leases generally contain renewal options for periods ranging from three to five years and require the lessee to pay all costs, such as maintenance and insurance.

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Rental expense for operating leases was approximately \$8.7 million and \$7.5 million for the years ended September 30, 2016 and 2015, respectively.

(10) Environmental Cleanup Liabilities

The Desert Southwest Region of WAPA has been engaged in remediating the Basic Substation located in Henderson, Nevada, since 1991. This site, which was built in 1942 to provide power to a local magnesium plant, was decommissioned in 2002. Rather than address all contamination at the site at once, the remediation has been pursued in a staged process, in parallel with demolition work to reduce the impact on annual budgets. The remediation was financed with nonreimbursable funding in 2010; therefore, it has no impact on the power rates. The estimated liability to remediate the Basic Substation was \$1.1 million and \$1.2 million as of September 30, 2016 and 2015, respectively.

The System's environmental liabilities also include the estimated cleanup costs for asbestos. Asbestos-related cleanup costs are the costs of removing, containing, and/or disposing of (1) asbestos-containing materials from property, or (2) material and/or property that consists of asbestos-containing material at permanent or temporary closure or shutdown of associated property, plant, and equipment. The System has estimated cleanup costs based on an inventory of assets and estimated cleanup costs per square foot, consistent with cost factors prescribed by DOE. The estimated liability for asbestos-related cleanup costs was approximately \$22.8 million and \$12.3 million as of September 30, 2016 and 2015, respectively. The asbestos-related cleanup costs are deferred as a regulatory asset until actual cleanup expenditures are incurred (note 1(r)). It is reasonably possible that a change in the environmental liability estimate will occur.

(11) Commitments and Contingencies**(a) General**

The System is involved in various claims, suits and complaints routine to the nature of their business as of September 30, 2016 and 2015. Liabilities for these claims, as reported in the combined financial statements, are based on reported pending claims, or estimates of claims incurred but not yet reported. It is System management's opinion that the ultimate disposition of these claims will not have a material adverse effect on the combined financial statements. In some cases, a portion of any loss that may occur may be paid from the U.S. Treasury's Judgment Fund (Judgment Fund). The Judgment Fund is a permanent, indefinite appropriation available to pay judgments against the government. Power-related claims related to the generating agencies, whose ultimate disposition will be paid by the Judgment Fund and are not subject to reimbursement from power revenues, are excluded from the combined financial statements and related footnote disclosures.

As of September 30, 2016 and 2015, the System has accrued contingent liabilities of \$9.4 million, where losses are determined to be probable and the amounts can be estimated. It is reasonably possible that a change in estimate will occur. However, any associated losses are expected to be paid by the Judgment Fund.

(b) Irrigation Assistance

Federal statute requires that certain individual power systems repay the U.S. Treasury the portion of Reclamation's project capital costs allocated to irrigation purposes determined by the Secretary of the Interior to be beyond the ability of the irrigation customers to repay. As a result, the System has

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

September 30, 2016 and 2015

included these capital costs in each respective power system's power repayment study. The System intends to collect the necessary revenue from power customers in accordance with the required repayment periods based on legislation, which generally does not exceed a maximum period of 50 years. These repayment amounts do not incur or accumulate interest from the date that Reclamation determines the irrigators' inability to pay. Although these repayments will be recovered through power sales, they do not represent an operating cost of the individual power systems and are treated as distributions from accumulated net revenues (deficit) in the combined statements of changes in capitalization at the time of repayment. Legislation provisions require that other costs have priority for recovery through power rates before irrigation capital costs including, but not limited to, higher interest investments and operation and maintenance and purchased power expenses. Anticipated irrigation assistance payments are not recorded as a liability on the combined balance sheets because of the following factors: (1) the System's ability to make anticipated payments is contingent on future rates and revenues, which are driven by highly variable factors such as water levels and the generating agencies' ability to produce hydroelectric power and (2) the System is capable of deferring the period of repayment to unspecified periods in the future.

Power repayment studies are one year in arrears. As of September 30, 2016, anticipated irrigation assistance totaled approximately \$1.8 billion, which may be repaid from future power revenues. The 2016 power repayment studies have not been completed as of the date of this report. Irrigation assistance payments in 2016 and 2015 totaled \$.2 million and \$0, respectively.

Anticipated irrigation assistance payments are as follows (in thousands):

		<u>Amount</u>
Year ending September 30:		
2017	\$	—
2018		—
2019		506
2020		45,139
2021		138
2022 and thereafter		<u>1,711,816</u>
Total anticipated irrigation assistance payments	\$	<u><u>1,757,599</u></u>

(c) Upper Colorado River Basin Project Funding

Among the purposes of the Colorado River Storage Project Act (CRSPA) is the comprehensive development of the water resources of the Upper Colorado River Basin (UCRB). A feature of section 5(e) of CRSPA is the use of hydroelectric power revenues to aid in development and repayment of certain irrigation costs of participating projects within the Upper Colorado River Basin. Current and future estimated collection of revenues required under CRSPA for irrigation assistance is beyond what is necessary to repay the irrigation components of the completed and under construction irrigation projects (note 11(b)). Revenues in excess of that required for irrigation assistance are authorized to be expended on projects within the UCRB. The System has entered into a Memorandum of Agreement (MOA) with upper division states of Colorado, New Mexico, Utah and Wyoming to fund projects within UCRB, and project payments are expensed as incurred. For the years ended September 30, 2016 and

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Notes to Combined Financial Statements

September 30, 2016 and 2015

2015, project payments of \$3.4 million are included in the combined statements of revenues and expenses.

Anticipated projects payments are as follows (in thousands):

	Amount
Year ending September 30:	
2017	\$ 3,805
2018	11,500
2019	11,500
2020	11,500
2021	11,500
2022 and thereafter	94,260
Total anticipated project payments	\$ 144,065

(d) Power Contract Commitments

WAPA has entered into various agreements for power and transmission purchases that vary in length but generally do not exceed 20 years. The current period purchased power and purchased transmission costs are included in the combined statements of revenues and expenses. The System's long-term commitments for these power and transmission contracts, subject to the availability of Federal funds and contingent upon annual appropriations from Congress, are as follows (in thousands):

	Purchased power	Purchased transmission	Total
Year ending September 30:			
2017	\$ 43,215	9,082	52,297
2018	32,344	8,927	41,271
2019	29,149	8,927	38,076
2020	18,416	8,927	27,343
2021	20,393	8,573	28,966
2022 and thereafter	38,791	90,599	129,390
Total	\$ 182,308	135,035	317,343

In addition to these contracts, WAPA maintains other long-term contracts which provide the ability to purchase unspecified quantities of transmission services within a contractually determined range and rate. To fulfill its contractual obligations to deliver power, the System has historically had to purchase a certain level of transmission services under these agreements.

WESTERN FEDERAL POWER SYSTEM

Notes to Combined Financial Statements

September 30, 2016 and 2015

(e) Construction in Abeyance

Construction in abeyance refers to long-term construction projects that have been suspended for a period of time due to legal, political or other reasons. There are several Reclamation construction projects that were placed in abeyance in the past. The Auburn dam, power plant and reservoir project were placed in abeyance due to a risk of major damage to the dam as a result of an earthquake in 1975. Although Reclamation has allocated a portion of the initial construction costs to hydroelectric power, these costs continue to be excluded from the System's rate-making processes until a final determination is made by Congress as to whether the project will be revised or deauthorized. As of September 30, 2016, power repayment is considered remote, and therefore, construction costs of \$45.7 million, including AFUDC, are not included in the combined financial statements. If the project is ultimately completed, there is a possibility that the associated costs may be repaid through future hydroelectric power rates.

(12) Subsequent Events

WAPA has evaluated subsequent events through the date the combined financial statements were available to be issued as of February 10, 2017 and identified no subsequent events.

WESTERN FEDERAL POWER SYSTEM

Combining Schedule of Balance Sheet Data

September 30, 2016

(In thousands)

Assets	Hydroelectric power systems	Transmission Infrastructure Program	Other activities	Reclamation Fund	Elimination	Total
Completed utility plant	\$ 7,628,054	70,160	101,022	—	—	7,799,236
Accumulated depreciation	(4,160,580)	(2,988)	(24,848)	—	—	(4,188,416)
Net completed plant	3,467,474	67,172	76,174	—	—	3,610,820
Construction work in progress	372,311	199	4,770	—	—	377,280
Net utility plant	3,839,785	67,371	80,944	—	—	3,988,100
Cash	1,328,380	18,325	108,445	—	—	1,455,150
Restricted cash	—	—	—	1,249,926	—	1,249,926
Accounts receivable, net	142,785	652	8,328	—	—	151,765
Regulatory assets	159,216	—	270	—	—	159,486
Other assets	110,195	—	1,263	3,449,549	(3,449,549)	111,458
Total assets	<u>\$ 5,580,361</u>	<u>86,348</u>	<u>199,250</u>	<u>4,699,475</u>	<u>(3,449,549)</u>	<u>7,115,885</u>
Total Liabilities and Capitalization						
Liabilities:						
Long-term liabilities	\$ 92,014	96,966	—	—	—	188,980
Customer advances and other liabilities	136,650	971	98,702	—	—	236,323
Deferred revenue	111,771	—	—	—	—	111,771
Accounts payable	48,362	12	1,501	—	—	49,875
Environmental cleanup liabilities	22,849	—	1,062	—	—	23,911
Total liabilities	<u>411,646</u>	<u>97,949</u>	<u>101,265</u>	<u>—</u>	<u>—</u>	<u>610,860</u>
Capitalization:						
Payable to U.S. Treasury	4,972,637	—	3,912	—	(3,449,549)	1,527,000
Accumulated net revenues (deficit)	196,078	(11,601)	94,073	4,699,475	—	4,978,025
Total capitalization	<u>5,168,715</u>	<u>(11,601)</u>	<u>97,985</u>	<u>4,699,475</u>	<u>(3,449,549)</u>	<u>6,505,025</u>
Total liabilities and capitalization	<u>\$ 5,580,361</u>	<u>86,348</u>	<u>199,250</u>	<u>4,699,475</u>	<u>(3,449,549)</u>	<u>7,115,885</u>

See accompanying independent auditors' report.

WESTERN FEDERAL POWER SYSTEM

Combining Schedule of Balance Sheet Data

September 30, 2015

(In thousands)

Assets	Hydroelectric power systems	Transmission Infrastructure Program	Other activities	Reclamation Fund	Elimination	Total
Completed utility plant	\$ 7,430,053	69,667	86,087	—	—	7,585,807
Accumulated depreciation	(4,051,381)	(1,635)	(20,122)	—	—	(4,073,138)
Net completed plant	3,378,672	68,032	65,965	—	—	3,512,669
Construction work in progress	388,520	105	17,986	—	—	406,611
Net utility plant	3,767,192	68,137	83,951	—	—	3,919,280
Cash	1,379,622	16,962	120,324	—	—	1,516,908
Restricted cash	—	—	—	1,066,864	—	1,066,864
Accounts receivable, net	146,900	837	11,465	—	—	159,202
Regulatory assets	147,306	—	290	—	—	147,596
Other assets	102,037	—	1,008	3,546,430	(3,546,430)	103,045
Total assets	<u>\$ 5,543,057</u>	<u>85,936</u>	<u>217,038</u>	<u>4,613,294</u>	<u>(3,546,430)</u>	<u>6,912,895</u>
Total Liabilities and Capitalization						
Liabilities:						
Long-term liabilities	\$ 105,523	96,966	—	—	—	202,489
Customer advances and other liabilities	128,432	945	108,096	—	—	237,473
Deferred revenue	115,837	—	—	—	—	115,837
Accounts payable	63,510	10	4,841	—	—	68,361
Environmental cleanup liabilities	12,313	—	1,233	—	—	13,546
Total liabilities	<u>425,615</u>	<u>97,921</u>	<u>114,170</u>	<u>—</u>	<u>—</u>	<u>637,706</u>
Capitalization:						
Payable to U.S. Treasury	5,107,455	—	4,136	—	(3,546,430)	1,565,161
Accumulated net revenues (deficit)	9,987	(11,985)	98,732	4,613,294	—	4,710,028
Total capitalization	<u>5,117,442</u>	<u>(11,985)</u>	<u>102,868</u>	<u>4,613,294</u>	<u>(3,546,430)</u>	<u>6,275,189</u>
Total liabilities and capitalization	<u>\$ 5,543,057</u>	<u>85,936</u>	<u>217,038</u>	<u>4,613,294</u>	<u>(3,546,430)</u>	<u>6,912,895</u>

See accompanying independent auditors' report.

WESTERN FEDERAL POWER SYSTEM
Combining Schedule of Revenues and Expenses Data
Year ended September 30, 2016
(In thousands)

	<u>Hydroelectric power systems</u>	<u>Transmission Infrastructure Program</u>	<u>Other activities</u>	<u>Reclamation Fund</u>	<u>Elimination</u>	<u>Total</u>
Operating revenues:						
Sales of electric power	\$ 808,851	—	24,821	—	—	833,672
Transmission and other operating revenues	<u>429,207</u>	<u>6,759</u>	<u>51,302</u>	<u>124,158</u>	<u>(124,158)</u>	<u>487,268</u>
Total operating revenues	<u>1,238,058</u>	<u>6,759</u>	<u>76,123</u>	<u>124,158</u>	<u>(124,158)</u>	<u>1,320,940</u>
Operating expenses:						
Operation and maintenance	488,865	1,653	54,576	—	—	545,094
Purchased power	91,038	—	18,558	—	—	109,596
Purchased transmission services	149,856	—	87	—	—	149,943
Depreciation	132,951	1,353	5,087	—	—	139,391
Administration and general	<u>67,928</u>	<u>889</u>	<u>6,860</u>	<u>—</u>	<u>—</u>	<u>75,677</u>
Total operating expenses	<u>930,638</u>	<u>3,895</u>	<u>85,168</u>	<u>—</u>	<u>—</u>	<u>1,019,701</u>
Net operating revenues (expenses)	<u>307,420</u>	<u>2,864</u>	<u>(9,045)</u>	<u>124,158</u>	<u>(124,158)</u>	<u>301,239</u>
Interest expenses:						
Interest on payable to U.S. Treasury	174,167	—	17	—	(124,158)	50,026
Allowance for funds used during construction	<u>(14,946)</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>(14,946)</u>
Net interest on payable to U.S. Treasury	159,221	—	17	—	(124,158)	35,080
Interest on long-term liabilities	<u>1,164</u>	<u>2,444</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>3,608</u>
Net interest expense	<u>160,385</u>	<u>2,444</u>	<u>17</u>	<u>—</u>	<u>(124,158)</u>	<u>38,688</u>
Net revenues (deficit)	<u>\$ 147,035</u>	<u>420</u>	<u>(9,062)</u>	<u>124,158</u>	<u>—</u>	<u>262,551</u>

See accompanying independent auditors' report.

WESTERN FEDERAL POWER SYSTEM
Combining Schedule of Revenues and Expenses Data
Year ended September 30, 2015
(In thousands)

	<u>Hydroelectric power systems</u>	<u>Transmission Infrastructure Program</u>	<u>Other activities</u>	<u>Reclamation Fund</u>	<u>Elimination</u>	<u>Total</u>
Operating revenues:						
Sales of electric power	\$ 895,674	—	14,988	—	—	910,662
Transmission and other operating revenues	<u>362,173</u>	<u>6,549</u>	<u>66,422</u>	<u>140,493</u>	<u>(140,493)</u>	<u>435,144</u>
Total operating revenues	<u>1,257,847</u>	<u>6,549</u>	<u>81,410</u>	<u>140,493</u>	<u>(140,493)</u>	<u>1,345,806</u>
Operating expenses:						
Operation and maintenance	485,278	2,447	61,411	—	—	549,136
Purchased power	165,880	—	21,133	—	—	187,013
Purchased transmission services	78,947	—	—	—	—	78,947
Depreciation	134,571	1,635	4,262	—	—	140,468
Administration and general	<u>60,568</u>	<u>1,038</u>	<u>6,383</u>	<u>—</u>	<u>—</u>	<u>67,989</u>
Total operating expenses	<u>925,244</u>	<u>5,120</u>	<u>93,189</u>	<u>—</u>	<u>—</u>	<u>1,023,553</u>
Net operating revenues (expenses)	<u>332,603</u>	<u>1,429</u>	<u>(11,779)</u>	<u>140,493</u>	<u>(140,493)</u>	<u>322,253</u>
Interest expenses:						
Interest on payable to U.S. Treasury	190,027	—	16	—	(140,493)	49,550
Allowance for funds used during construction	<u>(16,473)</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>(16,473)</u>
Net interest on payable to U.S. Treasury	173,554	—	16	—	(140,493)	33,077
Interest on long-term liabilities	<u>6,319</u>	<u>917</u>	<u>—</u>	<u>—</u>	<u>—</u>	<u>7,236</u>
Net interest expense	<u>179,873</u>	<u>917</u>	<u>16</u>	<u>—</u>	<u>(140,493)</u>	<u>40,313</u>
Net revenues (deficit)	<u>\$ 152,730</u>	<u>512</u>	<u>(11,795)</u>	<u>140,493</u>	<u>—</u>	<u>281,940</u>

See accompanying independent auditors' report.

WESTERN FEDERAL POWER SYSTEM

Combining Schedule of Balance Sheet Data by Agency

September 30, 2016

(In thousands)

Assets	Western	Generating agencies	Total
Completed utility plant	\$ 4,325,697	3,473,539	7,799,236
Accumulated depreciation	<u>(2,086,030)</u>	<u>(2,102,386)</u>	<u>(4,188,416)</u>
Net completed plant	2,239,667	1,371,153	3,610,820
Construction work in progress	<u>120,605</u>	<u>256,675</u>	<u>377,280</u>
Net utility plant	2,360,272	1,627,828	3,988,100
Cash	1,061,070	394,080	1,455,150
Restricted cash	1,249,926	—	1,249,926
Accounts receivable, net	148,310	3,455	151,765
Regulatory assets	68,265	91,221	159,486
Other assets	<u>103,138</u>	<u>8,320</u>	<u>111,458</u>
Total assets	<u>\$ 4,990,981</u>	<u>2,124,904</u>	<u>7,115,885</u>
Total Liabilities and Capitalization			
Liabilities:			
Long-term liabilities	\$ 166,568	22,412	188,980
Customer advances and other liabilities	187,872	48,451	236,323
Deferred revenue	—	111,771	111,771
Accounts payable	36,341	13,534	49,875
Environmental cleanup liabilities	<u>21,722</u>	<u>2,189</u>	<u>23,911</u>
Total liabilities	<u>412,503</u>	<u>198,357</u>	<u>610,860</u>
Capitalization:			
Payable to U.S. Treasury	594,368	932,632	1,527,000
Accumulated net revenues	<u>3,984,110</u>	<u>993,915</u>	<u>4,978,025</u>
Total capitalization	<u>4,578,478</u>	<u>1,926,547</u>	<u>6,505,025</u>
Total liabilities and capitalization	<u>\$ 4,990,981</u>	<u>2,124,904</u>	<u>7,115,885</u>

See accompanying independent auditors' report.

WESTERN FEDERAL POWER SYSTEM

Combining Schedule of Balance Sheet Data by Agency

September 30, 2015

(In thousands)

Assets	Western	Generating agencies	Total
Completed utility plant	\$ 4,177,731	3,408,076	7,585,807
Accumulated depreciation	<u>(1,994,369)</u>	<u>(2,078,769)</u>	<u>(4,073,138)</u>
Net completed plant	2,183,362	1,329,307	3,512,669
Construction work in progress	<u>127,124</u>	<u>279,487</u>	<u>406,611</u>
Net utility plant	2,310,486	1,608,794	3,919,280
Cash	1,149,775	367,133	1,516,908
Restricted cash	1,066,864	—	1,066,864
Accounts receivable, net	156,111	3,091	159,202
Regulatory assets	58,439	89,157	147,596
Other assets	<u>96,006</u>	<u>7,039</u>	<u>103,045</u>
Total assets	<u>\$ 4,837,681</u>	<u>2,075,214</u>	<u>6,912,895</u>
Total Liabilities and Capitalization			
Liabilities:			
Long-term liabilities	\$ 161,915	40,574	202,489
Customer advances and other liabilities	189,935	47,538	237,473
Deferred revenue	—	115,837	115,837
Accounts payable	50,075	18,286	68,361
Environmental cleanup liabilities	<u>11,882</u>	<u>1,664</u>	<u>13,546</u>
Total liabilities	<u>413,807</u>	<u>223,899</u>	<u>637,706</u>
Capitalization:			
Payable to U.S. Treasury	622,064	943,097	1,565,161
Accumulated net revenues	<u>3,801,810</u>	<u>908,218</u>	<u>4,710,028</u>
Total capitalization	<u>4,423,874</u>	<u>1,851,315</u>	<u>6,275,189</u>
Total liabilities and capitalization	<u>\$ 4,837,681</u>	<u>2,075,214</u>	<u>6,912,895</u>

See accompanying independent auditors' report.

WESTERN FEDERAL POWER SYSTEM

Combining Schedule of Revenues and Expenses Data by Agency

Year ended September 30, 2016

(In thousands)

	<u>Western</u>	<u>Generating agencies</u>	<u>Total</u>
Operating revenues:			
Sales of electric power	\$ 503,948	329,724	833,672
Transmission and other operating revenues	464,721	22,547	487,268
Total operating revenues	<u>968,669</u>	<u>352,271</u>	<u>1,320,940</u>
Operating expenses:			
Operation and maintenance	288,570	256,524	545,094
Purchased power	109,596	—	109,596
Purchased transmission services	149,943	—	149,943
Depreciation	102,632	36,759	139,391
Administration and general	75,619	58	75,677
Total operating expenses	<u>726,360</u>	<u>293,341</u>	<u>1,019,701</u>
Net operating revenues	<u>242,309</u>	<u>58,930</u>	<u>301,239</u>
Interest expenses:			
Interest on payable to U.S. Treasury	13,525	36,501	50,026
Allowance for funds used during construction	(5,450)	(9,496)	(14,946)
Net interest on payable to U.S. Treasury	8,075	27,005	35,080
Interest on long-term liabilities	4,306	(698)	3,608
Net interest expense	<u>12,381</u>	<u>26,307</u>	<u>38,688</u>
Net revenues	<u>\$ 229,928</u>	<u>32,623</u>	<u>262,551</u>

See accompanying independent auditors' report.

WESTERN FEDERAL POWER SYSTEM

Combining Schedule of Revenues and Expenses Data by Agency

Year ended September 30, 2015

(In thousands)

	<u>Western</u>	<u>Generating agencies</u>	<u>Total</u>
Operating revenues:			
Sales of electric power	\$ 594,342	316,320	910,662
Transmission and other operating revenues	412,415	22,729	435,144
Total operating revenues	<u>1,006,757</u>	<u>339,049</u>	<u>1,345,806</u>
Operating expenses:			
Operation and maintenance	297,075	252,061	549,136
Purchased power	187,013	—	187,013
Purchased transmission services	78,947	—	78,947
Depreciation	100,197	40,271	140,468
Administration and general	67,932	57	67,989
Total operating expenses	<u>731,164</u>	<u>292,389</u>	<u>1,023,553</u>
Net operating revenues	<u>275,593</u>	<u>46,660</u>	<u>322,253</u>
Interest expenses:			
Interest on payable to U.S. Treasury	12,376	37,174	49,550
Allowance for funds used during construction	(7,573)	(8,900)	(16,473)
Net interest on payable to U.S. Treasury	4,803	28,274	33,077
Interest on long-term liabilities	2,371	4,865	7,236
Net interest expense	<u>7,174</u>	<u>33,139</u>	<u>40,313</u>
Net revenues	<u>\$ 268,419</u>	<u>13,521</u>	<u>281,940</u>

See accompanying independent auditors' report.

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