

**EXHIBIT NO. __ (EMM-1CT)
DOCKET NO. UE-04__ /UG-04__
2004 PSE GENERAL RATE CASE
WITNESS: ERIC M. MARKELL**

**BEFORE THE
WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION**

**WASHINGTON UTILITIES AND
TRANSPORTATION COMMISSION,**

Complainant,

v.

PUGET SOUND ENERGY, INC.,

Respondent.

**Docket No. UE-04__
Docket No. UG-04__**

**PREFILED DIRECT TESTIMONY OF
ERIC M. MARKELL (CONFIDENTIAL)
ON BEHALF OF PUGET SOUND ENERGY, INC.**

REDACTED VERSION

APRIL 5, 2004

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PUGET SOUND ENERGY, INC.

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PREFILED DIRECT TESTIMONY OF ERIC M. MARKELL

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PUGET SOUND ENERGY, INC.

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PREFILED DIRECT TESTIMONY OF ERIC M. MARKELL

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I. INTRODUCTION

4

Q. Please state your name, business address, and position with Puget Sound Energy, Inc.?

5

6

A. My name is Eric M. Markell. My business address is 10885 N.E. Fourth Street Bellevue, WA 98004. I am the Senior Vice President Energy Resources for Puget Sound Energy, Inc. ("PSE" or "the Company").

7

8

9

Q. Have you prepared an exhibit describing your education, relevant employment experience, and other professional qualifications?

10

11

A. Yes, I have. It is Exhibit No. ____ (EMM-2).

12

Q. What are your duties as Senior Vice President Energy Resources for PSE?

13

A. My present responsibilities include oversight of: (i) the operation and maintenance of the Company's electric generating facilities and gas storage facilities; (ii) contracts for electric supply, transmission services, long-term gas supply, and long-term gas transportation services; (iii) generation resource acquisition and management activities; and (iv) Least Cost Resource planning.

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1 **Q. Please summarize the contents of your testimony?**

2 A. The purpose of my testimony is: (i) to identify and explain the Company's need
 3 to acquire additional energy supply resources over the next several years and to
 4 describe the status of our current acquisition efforts; (ii) to describe the expected
 5 magnitude and potential range of expenditures to meet those energy needs and to
 6 discuss the importance of improving the Company's financial strength to enable
 7 and support these acquisitions; (iii) to briefly describe the Company's current
 8 resource portfolio; and (iv) to explain the Company's request for recovery of
 9 deferred costs related to its White River Hydroelectric Project.

10 **II. RESOURCE NEEDS AND CURRENT ACQUISITIONS**

11 **Q. Please provide a brief overview of the Company's resource acquisition needs.**

12 A. As described in the testimony of Mr. Stephen Reynolds, Exhibit No. ___(SPR-
 13 1T), PSE is committed to meeting its public service obligations. The Company's
 14 Least Cost Planning efforts during the past two years have established that
 15 significant resource acquisitions will be required to meet those obligations. While
 16 the ultimate selection of such resources has yet to be made, these resource
 17 acquisitions are projected to require (i) direct capital investment of approximately
 18 \$ [REDACTED], and (ii) additional purchased power agreements ("PPAs")
 19 over that time period. Following that, additional investment of up to \$1.7 billion
 20 over the 2009-2013 time period may also be required. In addition to such direct
 21 use of funds, additional equity capital and credit capacity may be needed to

1 provide credit support for potential long-term fixed price fuel agreements and to
2 support portfolio risk management activities such as hedging of fuel supply costs,
3 as described in the testimony of Ms. Julia Ryan, Exhibit No. ____ (JMR-1T).

4 **Q. Please describe the Company's resource planning process.**

5 A. In accordance with the Least Cost Planning Rules (WAC 480-100-238 and 480-
6 90-238), the Company filed a Least Cost Plan ("LCP") in April of 2003, and
7 updated the LCP in August of 2003. The April 2003 LCP established a planning
8 standard, analyzed resource needs and alternatives, and established a long-term
9 resource strategy. Pursuant to the Commission's rules, PSE's next LCP is due to
10 be filed in April 2005. In the meantime, the Company continues to inform itself
11 about developments in the marketplace, works to improve its analytical tools and
12 updates information such as long-term resource needs, projected capital costs of
13 generation technologies, and projected wholesale natural gas and electric prices
14 for use in its on-going long-term planning process.

15 **Q. What are the Company's current resource adequacy standards used for**
16 **planning purposes?**

17 A. This topic was presented in the Company's April 2003 LCP.¹ The Company
18 analyzed eight combinations of energy and capacity levels using different
19 combinations of resources to assess the costs and cost volatility of different
20 standards and methods for meeting those standards. The following is a summary

¹ April 2003 LCP, Chapter XI Electric Portfolio Analysis, Chapter XII Analytical Results

1 of the resource planning standards and resource strategy that were developed
2 based on the analysis and judgment included in the Least Cost Plan:²

- 3 1. The Company will plan to acquire long-term firm energy resources
4 sufficient to ensure that customer energy needs are met on an
5 expected monthly basis.
- 6 2. The Company will plan to meet a capacity planning level
7 associated with loads at a minimum hour temperature of 16
8 degrees Fahrenheit and will seek lower-cost approaches than
9 relying only on simple-cycle gas turbines to meet this capacity
10 planning level.
- 11 3. The Company will develop a diversified portfolio of multiple
12 resource technologies to meet its customers' future energy and
13 capacity needs, including establishment of a goal based on the
14 analysis to meet 5% of its customers' energy needs by 2013
15 through the use of renewable resources.

16 **Q. Does the Company have a need to acquire additional electric supply**
17 **resources?**

18 A. Yes. The August 2003 LCP Update concluded, based on application of the
19 resource adequacy standards described above, that the Company has a present

and Judgement, and XIII Electric Resource Strategy.

² April 2003, Chapter XIII at p. 26.

1 need to acquire resources for approximately 476 aMW by 2005 growing to
2 approximately 618 aMW by 2008 and to approximately 1,715 aMW by 2013.

3 **Q. Has the Company updated the resource needs presented in the August 2003**
4 **LCP Update?**

5 A. Yes, the Company's load-resource balance (thus its needs) described above have
6 been updated to reflect the following:

- 7 1. assumed acquisition of the Frederickson 1 project;
- 8 2. acquisition of energy efficiency resources consistent with the
9 August 2003 LCP Update;
- 10 3. an updated long-term load forecast;
- 11 4. updated long-term hydro conditions; and
- 12 5. a few minor adjustments to power contracts.

13 After updating for these factors, the need is approximately 280 aMW by 2005,
14 355 aMW by 2008, and 1,380 aMW by 2013. These aMW numbers represent the
15 highest average monthly energy need during the year, consistent with the
16 Company's resource adequacy standard, explained above. *See*
17 Exhibit No. ___(EMM-3).

18 **Q. What is driving the growing need for resources?**

19 A. The growing need for resources is primarily driven by load growth and by the

1 need to replace expiring energy supply contracts as well as other reductions of
2 generation from existing resources.

3 As shown in the April 2003 LCP, PSE is short on an energy basis in seven months
4 during 2004, and that short position grows. By 2012, PSE will be short in every
5 month.³ Additionally, there is a shortfall between PSE's projected winter peak
6 demand and peak capacity, which grows over time. The result is that the
7 Company has a significant near-term need for resources that grows significantly
8 over time.

9 **Q. What is the Company's strategy to meet the growing needs noted above?**

10 A. In order to balance exposure to a variety of risks, the Company has adopted a
11 strategy of acquiring a balanced portfolio of resources to meet its needs. This
12 portfolio includes a mix of energy efficiency, renewable and thermal resources.⁴
13 The Company is pursuing a program to acquire resources consistent with this
14 strategy.

15 **Q. Please describe the Company's resource acquisition program.**

16 A. The Company is currently engaged in a number of efforts to acquire resources
17 consistent with its resource strategy, including the following:

- 18
- Closing the Frederickson 1 acquisition;

³ April 2003 LCP, Appendix F.

⁴ See April 2003 LCP, Chapter XIII, and August 2003 LCP Update, Chapter IX, p. 2, Chart IX-1.

- 1 • Acquiring energy efficiency resources consistent with the analysis and
2 strategy described in the August 2003 LCP Update; and

- 3 • Pursuing acquisition of resources under three Requests for Proposals
4 (RFPs) that have been issued under the Commission's WAC Chapter 480-
5 107 process; one for wind resources, one for energy efficiency resources,
6 and one for all generation sources.

7 In addition, the Company monitors the marketplace for resource opportunities that
8 may arise outside the formal RFP processes in an effort to identify potentially
9 valuable transactions that may not present themselves through the formal RFP
10 process.

11 **Q. What is the status of the Frederickson 1 acquisition?**

12 A. In October 2003, PSE agreed to purchase a 49.85% share of the 249 MW
13 Frederickson 1 facility located near Tacoma, Washington. The Company's
14 acquisition and inclusion of costs associated with the Frederickson 1 transaction
15 are presently before the Commission for prudence review and related ratemaking
16 treatment in Docket No. UE-031725. As of the date my testimony was filed, the
17 Company was also still awaiting FERC's approval of the transaction with respect
18 to the "Section 203 filing" for Frederickson 1. Transmission service from BPA
19 was granted by letter dated March 17, 2004, and has been accepted by the
20 Company. Once the transaction closes, the Company will true-up the proforma
21 adjustment to the closing date, as described in the testimony of Mr. John Story,

1 Exhibit No. ____ (JHS-1T).

2 **Q. What is the status of the Company's Wind Power Projects RFP (Wind RFP)?**

3 A. The Wind RFP seeks proposals for long-term PPAs or PSE ownership of wind-
4 power projects. The Wind RFP was issued in November 2003 and replies were
5 received in January 2003. The Company is currently engaged in the technical
6 evaluation of various wind resources and project due diligence. The Company
7 anticipates the Wind RFP process will result in one or more projects that could
8 come online by the end of 2006.

9 **Q. What is the status of the All-Source RFP?**

10 A. The All-Source RFP is seeking proposals for long-term purchase-power
11 agreements or PSE ownership of generation resources of all types and was issued
12 in early February 2004. By the response deadline of March 12, 2004, PSE
13 received 47 multi-part proposals. The Company has begun evaluating the
14 proposals and anticipates acquiring one or more resources as a result of the All-
15 Source RFP process.

16 **Q. What are the Company's expectations with regard to growth in gas sales**
17 **load?**

18 A. Exhibit No. ____ (EMM-4) includes a chart illustrating the projected annual growth
19 in sales volumes, the amount of annual sales met by conservation and storage, and
20 the annual volume met by flowing supplies; i.e., load met by supply contracts.

21 Exhibit No. ____ (EMM-4) also includes a table showing load growth and growth

1 in load served by flowing supplies.

2 **III. CAPITAL REQUIREMENTS/COSTS**

3 **Q. Earlier in your testimony, you explained that by 2008, the Company would**
4 **need 355 aMW of energy. How is the Company projecting that those needs**
5 **will be met over the next five years?**

6 A. Although the Company has not yet made any decisions with respect to actual
7 resource selections, for purposes of understanding the potential range of capital
8 needs associated with resource acquisitions, the Company estimates that by 2008,
9 it may acquire assets with capital costs totaling approximately [REDACTED] million plus
10 enter into additional PPAs, based on the following planning scenario:

- 11 1. Addition of a [REDACTED] MW combined cycle gas turbine plant with an
12 estimated average cost of [REDACTED]/kW;
- 13 2. Acquisition of a [REDACTED] MW base load PPA;
- 14 3. Acquisition of one [REDACTED] MW wind plant (name plate capacity) of
15 which PSE would own [REDACTED] and purchase the other [REDACTED] of
16 output through a PPA. Capital costs are assumed to be
17 approximately [REDACTED]/kW;
- 18 4. Acquisition of a second [REDACTED] MW wind plant (name plate
19 capacity), which again would be owned [REDACTED] by PSE, with the
20 other [REDACTED] acquired through a PPA. Capital costs are assumed to

1 be [REDACTED]/kW;

2 5. Purchase of peaking resources such as call-options; and

3 6. Investment of an additional [REDACTED] million in transmission.

4 **Q. Do non-capital additions increase the Company's financial needs?**

5 A. Yes. To the extent the Company acquires PPAs to meet its resource needs,
6 additional capital requirements will be placed on the Company. Certain PPAs
7 carry with them imputed debt characteristics and require equity capital support, as
8 discussed in the testimony of Mr. Donald Gaines, Exhibit No. ___(DEG-1CT). In
9 addition, as described below, the Company must have the financial strength to
10 assure potential counterparties that it will meet its long-term obligations under
11 such agreements.

12 **Q. If the Company were to acquire more "hard" assets and fewer PPAs, would**
13 **the capital requirement be different than the estimated \$ [REDACTED] million?**

14 A. Yes. For instance, if the Company were to acquire hard assets to meet all of its
15 energy and capacity needs identified in the August 2003 LCP Update (as opposed
16 to relying in part on PPAs), the Company may need to invest approximately \$800
17 million in such assets by 2008 (not including Frederickson 1) based on the
18 generic resource costs described in the LCP.

19 **Q. Are there other uncertainties associated with the Company's projections of**
20 **capital needs?**

1 A. Yes. The actual capital costs associated with future resource acquisitions may be
2 significantly different from the generic resource costs from the 2003 LCP or other
3 current estimates. In general, such LCP estimates do not include such "soft" costs
4 as interest during construction, development fees, due diligence costs, spare parts
5 costs and the legal costs of negotiating and documenting complex commercial
6 terms and conditions. Transmission costs, too, are very difficult to estimate for a
7 generic resource because one does not know the actual site of construction. Risks
8 related to timing can also influence actual capital costs. Inflation, regulatory and
9 siting requirements, legal costs of permits and appeals, along with numerous other
10 variables, are very difficult to predict with accuracy. Nevertheless, we believe the
11 estimated costs above present a reasonable range of future resource costs for
12 financial and resource planning purposes.

13 **Q. Does the Company's Least Cost Plan indicate that the Company will**
14 **continue to have significant needs to invest in generating resources beyond**
15 **2008?**

16 A. Yes. If the Company acquired hard assets consistent with the Company's resource
17 strategy in the August 2003 LCP Update, the Company could require an
18 additional investment of approximately \$1.7 billion over the 2009-2013 time
19 period (assuming asset ownership). This figure is taken from the LCP process
20 and is based on generic costs. I provide these estimates simply to demonstrate the
21 potential range of future capital needs as the Company plans to meet its public
22 service obligations.

1 **Q. Does the Company's financial condition impact its resource acquisition**
2 **program?**

3 A. Yes. In order to fund the acquisition or construction of additional generation
4 resources, the Company must have the capability to pay cash to asset sellers,
5 contractors, or vendors engaged respectively, in the sale or construction of a
6 facility. Similarly, if the Company is the purchaser of energy from a third party in
7 connection with a PPA, the counterparty must have confidence the Company will
8 be able to perform its obligations under the agreement over the long term. In
9 particular, the Company must have the credit capacity to post cash or other
10 security as may be required as markets move in relation to such purchase
11 obligations.

12 A company with a strong balance sheet, strong earnings and cash flow and highly
13 rated debt is best positioned to offer such comfort and to transact on favorable
14 terms and conditions. Debt ratings are one of the most widely accepted measures
15 of a company's ability to perform its financial obligations. Generally speaking,
16 the higher one's debt ratings, the more favorable the terms of such debt, including
17 its cost as described by Mr. Donald Gaines and Dr. Charles Cicchetti,
18 Exhibit No. ___(CJC-1T). A higher rated company will be more likely to have
19 greater success with contractors in avoiding onerous credit terms such as
20 excessively large up-front deposits, the posting of letters of credit, and hidden
21 margins designed to provide the vendor a risk premium for doing business with a
22 weak credit party.

1 **Q. Will execution of the Company's resource strategy create other financial**
2 **pressures on the Company?**

3 A. Yes. My testimony up to this point has only addressed the Company's current
4 estimates of the fixed or capital costs needed for acquiring new generation
5 resources or purchased power contracts. If the Company's acquisition process
6 results in purchase of generation assets with fuel requirements, whether through a
7 supply contract or through direct ownership, such acquisition will substantially
8 increase the Company's need for credit to support the acquisition and management
9 of fuel supply to such facilities.

10 For example, in the event the Company were to elect to acquire a gas-fired
11 resource with a long-term fixed-price source of gas for part of its fuel
12 requirements, the supply counterparties would likely require that unencumbered
13 credit be available to post as cash, an irrevocable direct pay letter of credit or
14 similar liquidity instrument to support contractual mark-to-market terms of such
15 gas supply agreement. Hedging issues related to gas supply are further addressed
16 in the testimony of Ms. Julia Ryan.

17 **Q. What are some of the other issues that impact the Company's resource**
18 **acquisition program and consequent need for financial strength?**

19 A. Financial strength is also needed to provide the Company with the flexibility to
20 respond to uncertainties in the current resource acquisition environment. One
21 such risk that can have significant financial consequences is timing risk, which is

1 the possibility for a project development or acquisition to be delayed. This can be
2 caused by numerous factors including siting issues and permit appeals. Such
3 risks are pervasive in today's development environment. Delay in the on-line date
4 of a new resource leaves the Company exposed to market prices to a greater
5 degree and for a longer time. The Company's ability to mitigate such risk is
6 dependent upon the Company's ability to utilize hedging strategies, as described
7 by Ms. Julia Ryan, which strategies in turn create a need for enhanced financial
8 strength.

9 IV. PORTFOLIO DISCUSSION

10 **Q. Please provide a summary of PSE's electric and gas supply portfolio.**

11 A. Please see Exhibit No. ___(EMM-5).

12 **Q. Have there been changes to PSE's existing long-term electric resource**
13 **portfolio since the Company's recent Power Cost Only Rate Case (PCORC),**
14 **Docket UE-031725?**

15 A. No.

16 **Q. What are PSE's natural gas supply portfolio changes since the Company's**
17 **last general rate case, Docket No. UG-011571?**

18 A. There are two transportation capacity additions to the gas supply portfolio, both
19 on upstream pipelines. PSE has acquired long-term transportation for
20 approximately 40,000 Dth per day on Westcoast Pipeline from Station 2 in

1 northern British Columbia (B.C.) to the interconnect with Northwest Pipeline at
2 Sumas. Additionally, PSE has acquired long and medium term transportation
3 contracts for approximately 80,000 Dth per day on the Trans-Canada Alberta
4 system (formerly known as NOVA) and the Trans-Canada B.C. system (formerly
5 known as ANG) to transport gas supplies from the AECO market to the
6 interconnect with Gas Transmission Northwest (formerly known as PGT) at
7 Kingsgate.

8 Finally, PSE has continued to participate with its partners in the expansion of the
9 Jackson Prairie natural gas storage facility.

10 **Q. Why did the Company acquire transportation capacity on upstream**
11 **pipelines in Canada?**

12 A. The transportation capacity from the AECO market on the Trans-Canada Alberta
13 System and the Trans-Canada B.C. system was acquired to replace transportation
14 capacity currently included in the long-term, bundled supply contract for Alberta
15 gas delivered to Kingsgate that expires October 31, 2004. By bundled, I mean the
16 contract includes both gas commodity and transportation capacity to transport gas
17 to Kingsgate. PSE has a long-term transportation agreement on Gas Transmission
18 Northwest to transport Alberta gas from Kingsgate to Northwest Pipeline. The
19 commercial challenge, however, is that Kingsgate is a relatively less liquid
20 trading point for natural gas--there are no monthly market indices and not always
21 daily indices published for Kingsgate. Therefore, in order for PSE to retain the
22 geographic diversity and pricing diversity of supply from Alberta, the Company

1 acquired capacity on NOVA and ANG to access the AECO market. PSE has
2 been paying for a comparable level of firm upstream transportation capacity in the
3 demand charge for this expiring bundled gas supply agreement. Beginning
4 November, 2004 PSE will be able to acquire gas directly at the more liquid
5 AECO trading hub rather than through a bundled supply and capacity agreement
6 at the Kingsgate interconnect.

7 The upstream transportation capacity on Westcoast ("T-South") was purchased to
8 diversify the pricing location for a portion of PSE's B.C.-sourced supply and to
9 ensure firm delivery of B.C. gas to PSE's receipt point capacity on Northwest
10 Pipeline at Sumas. Previously, all of PSE's B.C.-originated gas supply was
11 acquired via supply contracts that bundled gas commodity and T-South transport
12 capacity to Sumas; such supply agreements generally required PSE to pay
13 demand charges for the T-South capacity. Effective November 2003, PSE
14 established the ability to acquire up to 40,000 Dth/day of gas at Station 2, where
15 gas is typically priced as a function of the AECO Index rather than the Sumas
16 Index. Further, PSE has now established control over such pipeline capacity for
17 purposes of capacity assignment (release) at times when gas is not flowed from
18 Station 2.

19 Such flexibility, at a modest increase in cost, provides a diversity of supply and
20 pricing options to meet PSE's supply needs. As the Company surveils the
21 marketplace, it has become apparent that many B.C. producers are intent upon
22 reducing their holdings of T-South transportation capacity in favor of having

1 options to move gas into the U.S. Midwest (through Alberta via the Alliance
2 system) or into the more liquid market in Alberta. The expected effect of such
3 supplier behavior will be to diminish the diversity and availability of
4 counterparties for contracts for supplies at the Sumas interconnect point, and with
5 such lost diversity, there is a prospect of less competitive prices. Therefore, in
6 order to help ensure firm delivery and a diversity of supply, PSE acquired the T-
7 South capacity.

8 **Q. Please describe the expansion program of Jackson Prairie storage.**

9 A. Jackson Prairie is an underground aquifer storage field that is designed and
10 constructed to deliver large quantities of gas over a relatively short period of time.
11 The most recent significant expansion of Jackson Prairie storage facility was
12 completed in 1999. That expansion was addressed in Washington Natural Gas's
13 1995 LCP and noted in PSE's 2000/2001 Least Cost Plan. The expansion
14 increased both the capacity (the amount of gas that can be held in the facility) and
15 deliverability (the amount of gas that can be withdrawn in a single day). Jackson
16 Prairie's total working gas capacity is 18.3 Bcf and maximum firm deliverability
17 is 850,000 Mcf per day.

18 Since completion of the 1999 expansion, owners of Jackson Prairie (PSE, Avista,
19 and Northwest Pipeline) have commenced a capacity expansion with FERC
20 approval. This is anticipated to add an additional 1.75 Bcf of storage capacity to
21 the facility each year for the six years from 2003 to 2008. The total planned
22 expansion capacity of the facility is 10.5 Bcf. Expanding the storage capacity of

1 Jackson Prairie will increase the amount of summer-priced gas used to offset
2 higher-priced winter gas and will increase the physical reliability of winter gas
3 supplies by increasing the amount of gas stored near our customers. The means
4 by which such storage capacity will be added is water withdrawal from the
5 aquifer, which is most effectively implemented at a slow rate, thus the 6-year
6 timeline. Forty percent of the new capacity created is expected to be used for
7 cushion gas--gas that is injected and used to pressurize the reservoir. The
8 remaining 60% of new capacity will be used to provide working storage capacity.
9 PSE will own one third of the additional capacity.

10 **V. RECOVERY OF DEFERRED WHITE RIVER COSTS**

11 **Q. Please describe the White River Hydroelectric Project ("White River**
12 **Project" or "Project").**

13 A. The Project was built in 1911 and has remained a generating resource in the
14 Company's energy supply portfolio until January 15, 2004. The Project diverted
15 water from the White River to Lake Tapps, a man-made reservoir, and from this
16 reservoir, water was released to generate electricity and then discharged back into
17 the White River. The Project generated electricity with an average annual net
18 generation output of 26.3 aMW over the period 1987-2001.

19 **Q. What costs have been deferred with respect to the White River Project?**

20 A. During the pendency of FERC proceedings on PSE's application for a license for
21 the White River Project, the Company deferred costs related to such licensing

1 effort, as described in the testimony of Mr. John Story.

2 The Commission has before it the Company's request for ratemaking and
3 accounting treatment of these costs in Docket No. UE-032043. In late 2003, PSE
4 decided to retire the White River Project rather than accept a FERC license
5 containing provisions that would render uneconomic continued hydroelectric
6 production. Accordingly, the Company is seeking in this proceeding recovery of
7 its deferred costs. The Company's accounting petition in Docket No. UE-032043
8 proposed to defer any decision on the prudence and ratemaking treatment of such
9 deferred costs to the Company's next general rate case.

10 **Q. Was the White River plant operated under a FERC hydroelectric license?**

11 A. No. For many years, the Project was believed to fall outside of the jurisdiction of
12 the Federal Power Act. This jurisdictional question was litigated in the 1970s and
13 resolved in 1981, establishing FERC's jurisdiction over the Project. PSE
14 submitted a license application to FERC in December 1983. Proceedings on that
15 application continued for 14 years until, in December of 1997, FERC issued a
16 license for the White River Project ("1997 License"). As described below,
17 various parties to the licensing proceeding appealed the 1997 License, and PSE
18 elected to file its own appeal, albeit for different reasons.

19 **Q. Please describe the nature of the appeals.**

20 A. Various natural resource agencies appealed the 1997 License, including NOAA
21 Fisheries ("NOAA Fisheries" or "NMFS"), U.S. Fish and Wildlife Service,

1 Washington State Department of Fish and Wildlife, and Washington State
2 Department of Ecology ("Ecology"). A principal focus of such appeals was a
3 desire to increase the amount of water dedicated to in-stream flows for the benefit
4 of fish. PSE also filed an appeal because it believed the 1997 License contained
5 terms and conditions, including instream flows, that would render ongoing
6 operations of the Project uneconomic relative to alternative resources available at
7 the time.

8 **Q. During the period from when PSE submitted its license application to FERC**
9 **in 1983 through December of 1997, was the Company allowed to operate**
10 **White River?**

11 A. Yes. By filing a license application with FERC, and subsequently appealing the
12 1997 License, the Company was allowed to continue to operate the White River
13 Project as a generation resource to meet our customers' energy needs.

14 **Q. What happened after the FERC license was appealed?**

15 A. Initially, the 1997 License was not stayed. As the appeal moved forward, PSE
16 was able to continue to operate the Project. In 1999, PSE, local citizens and state
17 and local elected officials concerned with the future of Lake Tapps reservoir and
18 its impact upon neighboring Pierce County communities, initiated a collaborative
19 settlement process to address the contested license terms and conditions and
20 related issues. To facilitate this collaborative process of interested parties, FERC
21 issued a two-year stay of the 1997 License order and related appeals.

1 One of the tasks that needed to be completed during the two-year stay was
2 completion by NMFS of a biological opinion. A biological opinion was needed
3 to determine the measures that PSE would be required to undertake if a settlement
4 were to be structured around a FERC license. Unfortunately, NMFS did not
5 complete its biological opinion during that two-year time period, which delayed
6 other tasks related to a potential settlement.

7 **Q. During this two-year stay, was PSE allowed to continue operating White**
8 **River as a hydroelectric facility while the various parties sought to resolve**
9 **outstanding issues?**

10 A. Yes. During the two-year stay granted by FERC, PSE was permitted to continue
11 operating White River to meet our customers' energy needs. The stay also
12 permitted PSE to defer significant capital costs that would have been required by
13 the terms of the 1997 License order. The stay did impose certain interim flow
14 restrictions, but the Project was able to continue to generate power economically.

15 **Q. After the two-year stay expired, did the FERC licensing and collaborative**
16 **settlement effort continue?**

17 A. Yes. In 2001, the parties sought and FERC granted a second two-year stay of the
18 litigation, through June 30, 2003. This second stay further extended the deferral
19 of significant capital expenditures, and allowed the Project to keep operating on
20 an economic basis. In October of 2002, NOAA Fisheries completed a
21 preliminary draft Biological Opinion. In the view of PSE and many other

1 stakeholders, this draft contained conditions that, if adopted, would render the
2 Project uneconomic as a hydropower facility. It also required flow restrictions
3 that threatened the very existence of Lake Tapps. In response to the preliminary
4 draft Biological Opinion, stakeholders provided NOAA Fisheries with detailed
5 recommendations for further consideration. In June of 2003, FERC granted a
6 further extension of the stay, giving the parties until January 15, 2004 to complete
7 a settlement agreement. As before, such stay again continued the deferral of
8 capital expenditures and allowed the Project to stay in operation.

9 **Q. What kinds of actions was PSE pursuing during the 2001-2004 time period in**
10 **the licensing and collaborative settlement effort?**

11 A. PSE initially approached the collaborative settlement process with the purpose
12 and expectation of licensing the existing hydroelectric project. PSE hoped that,
13 through collaboration with interested parties, alternative conditions for a FERC
14 license could be developed, and agreed to, that would preserve the Project as an
15 economic resource within its electric generation portfolio. However, PSE and the
16 Lake Tapps Task Force also recognized that the existing infrastructure (e.g.,
17 dams, dikes, flowlines) and the Lake Tapps reservoir itself had other intrinsic
18 values that served recreational and aesthetic interests. Moreover, the parties also
19 determined that the existence of the reservoir (and the continued operation of the
20 infrastructure that maintains the reservoir), unlike operation of a hydroelectric
21 project at the reservoir, would not depend upon securing a FERC license.

22 As the collaborative process moved forward, certain water purveyors in the

1 central Puget Sound area began expressing interest in the Lake Tapps reservoir as
2 a potential source of drinking water. Accordingly, in order to realize the potential
3 of the reservoir as a resource for drinking water, and to add another potential
4 source of revenue to reduce the cost of operating the Project under a
5 FERC license, PSE applied for a new water right for municipal water supply
6 purposes. PSE, as owner of the reservoir, was the party with a sufficient property
7 interest to pursue an application for a consumptive water right.

8 On June 30, 2003, the Washington State Department of Ecology issued its
9 decision granting PSE's application to develop a new municipal water right. With
10 Ecology's decision in hand, PSE negotiated a Memorandum of Understanding
11 ("MOU") to sell the new water right and related project assets to a consortium of
12 municipalities, known as the Cascade Water Alliance ("Cascade"). Cascade is
13 actively conducting due diligence on the Project assets and is evaluating
14 alternative acquisition structures as part of negotiations to acquire the necessary
15 Project assets from PSE to develop the reservoir as a municipal water supply.
16 Cascade and PSE originally intended to finalize their negotiations before the end
17 of 2003, but appeals by certain parties of Ecology's decision to grant a new
18 municipal water right must be resolved before a sale can be completed.

19 In November of 2003, NOAA Fisheries issued a revised Biological Opinion that
20 did not differ materially from its prior draft. As with the preliminary draft issued
21 in October of 2002, PSE and the Lake Tapps Task Force concluded that the
22 Biological Opinion still rendered the hydropower facility economically infeasible.

1 The collaborative concluded that the concerns they had raised with respect to the
2 prior draft had not been addressed or answered. PSE and the Lake Tapps Task
3 Force concluded that their interests would be better served by turning their
4 attention to developing alternative uses for the Project assets that do not require
5 generation of hydropower or a FERC license. The collaborative has now turned
6 its full attention to developing this settlement option.

7 **Q. Did the Company's continued pursuit of an economic FERC license and**
8 **sequential stays granted by FERC in 1999, 2001 and in 2003 allow the**
9 **Company to continue operating the hydroelectric facility at White River?**

10 A. Yes. Such stays allowed the Company to keep the Project in operation without
11 making the substantial capital investments required by the 1997 License. The
12 Company did, however, make dam safety improvements during this time frame
13 that FERC required to ensure public safety.

14 **Q. Given the collaborative's conclusion that it was no longer productive to**
15 **pursue a FERC license, what further actions did the Company take?**

16 A. The second extension of the FERC stay expired on January 15, 2004. On that
17 date, PSE discontinued the generation of electricity at the Project and rejected the
18 1997 License. PSE then entered into an interim agreement with the U.S. Army
19 Corps of Engineers ("the Corps"), NOAA Fisheries and others to operate the
20 diversion dam for fish passage purposes. Such agreement facilitates the Corps'
21 execution of its obligations to trap and haul endangered Puget Sound Chinook

1 salmon above its Mud Mountain dam flood control project on the White River.
2 This agreement provides for reimbursement of certain costs incurred by PSE in
3 connection with these interim operations. It is anticipated that these fish
4 management interim operations will continue until the Corps develops and
5 implements a long-term solution for its fish passage needs. The Corps is working
6 with Pierce County, other agencies, several Native American tribes, and PSE to
7 develop this long-term solution.

8 **Q. If the FERC licensing and appeal efforts and related deferred costs accrued**
9 **during this period did not result in an acceptable FERC license, how do these**
10 **costs benefit PSE's customers?**

11 A. As noted above, the expenditures made to prosecute the licensing effort allowed
12 PSE to continue to generate relatively inexpensive power for its ratepayers. PSE
13 had to file a license application in 1983 to keep the Project in operation, and these
14 costs were (until December of 1997) incurred in anticipation of a FERC license
15 granted on reasonable terms and conditions. When the 1997 License was
16 appealed, the additional licensing and dam safety expenditures were incurred in
17 expectation of a reasonable settlement, and were incurred pursuant to a stay that
18 deferred significant capital expenditures required by the 1997 License order.
19 Without these expenditures, PSE would have had to retire the Project sooner,
20 thereby depriving customers of relatively inexpensive power during the course of
21 settlement discussions.

22 Regardless of the outcome of the FERC proceeding, it is also the case that at

