## Docket Nos. UE-180167 and UG-180168 (Consolidated) Vol. III

## In the Matter of: Avista Corporation d/b/a Avista Utilities

## April 2, 2019

## .

## BEFORE THE WASHINGTON

UTILITIES AND TRANSPORTATION COMMISSION

In the Matter of the Petition ) Docket Nos. UE-180167
of ) and UG-180168
) (Consolidated)
AVISTA CORPORATION d/b/a )
AVISTA UTILITIES )
)
For an Order Authorizing the )
Company to Revise its Electric )
Book Depreciation Rates and )
Authorizing Deferred Accounting)
Treatment for the Difference )
in Depreciation Expense )

TELEPHONIC CONFERENCE, VOLUME III
Pages 22-48
ADMINISTRATIVE LAW JUDGE ANDREW O'CONNELL

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& \text { April 2, } 2019 \\
& 10: 00 \text { a.m. }
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ADMINISTRATIVE LAW JUDGE:
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OLYMPIA, WASHINGTON; APRIL 2, 2019
10:00 A.M.
--○00--
PROCEEDINGS

JUDGE O'CONNELL: Let's be on the record. Good morning. We're here today for a telephonic order clarification conference regarding consolidated Dockets UE-180167 and UG-180168. The time is approximately ten after 10 o'clock in the morning.

My name is Andrew O'Connell. I'm an administrative law judge with the Washington Utilities and Transportation Commission, and I am presiding in this matter.

I am joined in the Commission's hearing room today by a court reporter, but all parties except Staff are appearing telephonically.

We are here today to discuss clarification of Order 04 entered in these dockets on March 25th, 2019. Avista has raised a concern, and it and Public Counsel requested this order clarification conference.

This conference is intended to help us understand the concern raised by Avista and help the parties understand our decision in Order 04 . I intend

1 to address clarification of Order 04 and hear from the 2 parties regarding concerns they may have, but first, 3 let's take appearances beginning with Avista.

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We did not intend for there to be a \$5.3 million loss to Avista, and $I$ am interested in hearing from Avista how such a loss would occur. I am also interested in how Avista's proposed language would modify the Commission's order, as the order already provides for Avista to recover the current level of annual depreciation expense at $\$ 4.5$ million until the next general rate case.

So let me now turn to the parties to hear from them starting with Avista. Mr. Meyer?

MR. MEYER: Yes, thank you, Your Honor. And also thank you for agreeing to have this order conference. I think that's very helpful.

And then also at the outset, Avista, to be clear, does not otherwise object to -- to addressing the Colstrip issues in the next rate case. I understand there are -- apparently, there may or may not be remaining concerns about the use of some tax dollars. Also, there may be some concerns about whether 2027 or 2025 is the right date to use for end of depreciable life. And, you know, we can't argue about and won't argue that it shouldn't be handled in the -- in the rate case at this point.

So the reason, and in this copy, the eye of our accountants who did the -- the math on it, quick

1 math on it as soon as the order came out, and true
2 enough, that $\$ 104.1$ million figure appears over and over again in the order reflecting the undepreciated balance of Colstrip that is to be recovered in due course.

But if -- if the Colstrip rates are -depreciation rates, not the recovery, just the depreciation rate, is to change on April lst along with the other changes of depreciation rates, that will have the effect of, as I said in the -- in the letter, working down that $\$ 104.1$ million balance over the next 12 months assuming the general rate case runs its course, and we haven't even filed it yet.

So with reasonable assumptions being made, if you were to take the annual impact of that, that's just over $\$ 5$ million that the -- that would come off of the balance, because it's -- you're working with a new Colstrip depreciation rate. And that would serve to revise downward month by month by month the undepreciated balance of 104 million.
So that -- as -- as a result of the
hereunder rate case, we will be left with a decision on how and what methodology to use to handle what will then be roughly 100 million, actually slightly below \$100 million of undepreciated Colstrip plant.
But in the meantime, in the -- in the

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1 meantime, we will have essentially the taken earnings, 2 or offset to earnings, the impact of this annual amount

1 that you've calculated you would not be able to recover 2 over the next year?

MR. MEYER: Sure. In fact, there's a much better person than $I$, and that's Liz Andrews in the room, if I might have her give you that very explanation.

JUDGE O'CONNELL: Please.
MS. ANDREWS: Yes, this is Liz Andrews for Avista. The current depreciation rate on a system basis equates to a little over $\$ 7$ million. Washington share of that is 5.3 million, I -- I think it is. By changing the depreciation rates to reflect a 2027 depreciable date, that increases that system depreciation expense over 13.7 million.

Therefore, on an annual basis, the difference of additional depreciation expense that we would begin recording April 1, if these go into effect, would increase expense 6.6 million or the Washington share for -- for the portion that gets Colstrip is additional 4.3 million for Washington and then the additional million on top of that that gets to the 5.3 that we're talking about is the Washington share of beginning to depreciate the -- at the retirement obligation that we're currently not recovering from customers.

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4 April 1, 2019. that understandable? in its letter. state their position.

So this is all because of increasing the rates compared to what we're recovering from customers today if this -- if these rate changes went into effect

Is there -- do I need to clarify more or is

JUDGE O'CONNELL: Let me -- let me digest for a moment what you've said. So I think I'd like to ask, then, about the language that Avista has proposed

MR. MEYER: Yes, it was a simple addition of a short sentence, and this would clarify what -- and I think it's -- and you may learn when you canvas the other parties, that there was enough ambiguity in the order as written that people came to different conclusions on this, but I'll let the other parties

But the -- the language would -- the simple fix would simply say, "In the meantime, the depreciation rates for Colstrip shall remain unchanged." So the nub of all this, as Liz was explaining, is that we're kicking all of Col- -- almost all of Colstrip over to the general rate case, including the 2027 or some other date as the end of the depreciable life.

But if we implement the rates on April 1st

1 for Colstrip, those rates will assume what has not yet 2 been decided or agreed upon, those rates will assume May 32027 end of useful life. So we're -- we're sort of 4 getting the cart behind -- behind, before the horse. 5 And so it -- it just doesn't -- it just doesn't fit 6 together to presume a depreciation rate, which is based 7 on a matter still at issue, and that is whether 2027 is 8 the appropriate date. Does that help?

JUDGE O'CONNELL: Yes, and I've reviewed Avista's proposed edits to the order, and to the appendices, which includes a settlement stipulation, and I notice that it remains in the settlement stipulation that paragraph $15(\mathrm{a})$, (as read) The company agrees to adopt a depreciation schedule for Colstrip units 3 and 4 that assumes a remaining useful life for depreciation purposes of December 31st, 2027.

So from what I am hearing, I am -- I consider this to be only for accounting purposes that you're having this concern; is that correct?

MR. MEYER: Well, no, it's -- it's not just an accounting on our books. It's -- it's more than that. It would have an excess of a $\$ 5$ million impact on earnings, because if we start accounting on our books for a depreciation rate for Colstrip as of April 1st, that will have an impact on our depreciation expense,

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1 and we will under-recover that for over the next 12
2 months. So it has a real life dollar impact. This is
3 not just on the books kind of stuff.

JUDGE O'CONNELL: So, Mr. Meyer, the addition of the sentence into the order, let me pull that up so I can make sure that I read it right, the addition of, "In the meantime, the depreciation rates for Colstrip shall remain unchanged," would that addition mean that what is going to be recovered by the company as it relates to Colstrip would be the $\$ 4.5$ million currently in rates, but it would $I$ guess to a certain extent -- well, let me stop there.

Does it mean that if we accept this language, and depreciation rates for Colstrip remain unchanged, would that mean that Avista would continue to recover at $\$ 4.5$ million currently in rates?

MR. MEYER: It -- it does, but more importantly is -- and maybe this clarifies it, is it preserves for a determination in the general rate case. The treatment of the $\$ 104$ million of undepreciated balance, and that -- if that was the goal of the Commission in its -- in this order, then that goal of finding a way to address the -- the depreciation on \$104 million of plant at the end of the rate case, then that's the only way you can preserve that number.

1 Because if you otherwise change the depreciation rates 2 now for Colstrip in advance such a general rate case 3 determination, then you're going to be working with a 4 lesser number, and I don't think that was what the

So it does not have the same impact, because the intent was to recover the 4.53 from customers currently in rates, and that amount, through depreciation, would remain recovered from -- from rates from customers, and any other changes that are associated with that 104.1 million would be recovered differently through a regulatory asset.

JUDGE O'CONNELL: All right. I understand.
And the -- the parties' proposal in this settlement stipulation for recovering the $\$ 104.1$ million, we -- we do not approve, at least at this time. But my understanding is that there are essentially three buckets from which the parties propose to recover the $\$ 104.1$ million. And as I recall, approximately 39, almost $\$ 40$ million was from the continued recovery of $\$ 4.5$ million in annual depreciation expense. Is that what you're referring to, Ms. Andrews?

MS. ANDREWS: Yes, so that -- that recovery of the 39.7 million would still be recovered because that's what we're recovering from customers today. What is intact is the $\$ 53.5$ million bucket of dollars that we had -- the parties had proposed to recover over -- over a longer period of time. That's the bucket that actually gets reduced.

> JUDGE O'CONNELL: Okay.

MS. ANDREWS: If we were to include the higher rates April 1, we would depreciation -- we would depreciate more of that balance down, we would hit earnings for that 5.3 million and that $\$ 53.5$ million bucket that we were -- had agreed to recover over the close of the 35 years, that's the bucket that's going to be reduced and we have no opportunity to recover it.

JUDGE O'CONNELL: Okay. I want to be very careful and very clear about what I'm going to say next. And I want to be very clear with the parties that Order 04 makes no decision or determination on the proposed methodology if it is presented in the next general rate case.

Order 04 is limited to stating that we do not approve the proposed methodology to recover the $\$ 104$ million that the parties have presented and believe that because of all the additional issues that involve that proposed recovery method, that method would require us to consider other things that would be presented in a general rate case. And I believe that is conveyed through the order.

And, Mr. Meyer and Ms. Andrews, I'm still unsure how it is that if we are not approving the methodology for recovering the $\$ 104$ million, how Avista would not be able to recover that $\$ 104$ million in the

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1 future.

MR. MEYER: Let me just take another crack at it. As part of the Order 04 , it also approved attachment $B$-- or it also had reference to attachment B, and -- and as -- as you can see in our letter, we made corresponding changes to that attachment which otherwise stated before we eliminated this language, it provided, (as read) Starting April 1st, 2019, Colstrip capital additions will be depreciated at the revised depreciation rates reflecting a 2027 depreciable life.

And so hence the tension between that which talks about a -- a revised Colstrip depreciation rate effective April 1st based on a 2027 end date for depreciation purposes.

So if, in fact, that -- that were to stand, i.e., that we would revise the depreciation rates now, okay, then what we will be arguing about in the rate case is not the 104 million, but something $\$ 5$ million less than that. So we will -- we will not have a chance to recover that full $\$ 104.1$ million regardless of the methodology employed and agreed on.

JUDGE O'CONNELL: Okay. I think I
understand. Thank you, Mr. Meyer, and thank you, Ms. Andrews.

Let me turn to the other parties to hear

1 from them. Commission Staff?

MR. CALLAGHAN: Thank you, Your Honor.
First, Commission Staff agrees with Avista's assessment that the effect of the order would be to increase their expense by 5.3 million until the next general rate case.

Commission Staff's preference would be to amend the order to allow the defer- -- a deferral similar to the alternative that Avista proposes in its letter except that it mentions offsetting the deferral by 1.5 or 1.6 million based on the electric depreciation benefits.

Staff would be in favor of also offsetting by the gas side benefits, because the gas side also reduces the annual depreciation expense.

In general, Staff discourages deferred accounting, but in this case, $I$ think our position is that it would be appropriate.

JUDGE O'CONNELL: Does Staff have a rough estimate of what the gas side benefits would be it proposes to include?

MR. CALLAGHAN: That would be 1.28 million, and I believe that that's a figure that's in Order 04.

JUDGE O'CONNELL: Okay. Thank you. Let me -- is there anything else from Staff?

MR. CALLAGHAN: No, Your Honor.

JUDGE O'CONNELL: Okay. Public Counsel, Ms. Suetake, are you there?

MS. SUETAKE: Yes, I'm still here.
JUDGE O'CONNELL: Okay. Please go ahead.
MS. SUETAKE: Your Honor, Public Counsel issued its letter asking for this clarification conference because after talking to parties, it was clear that it wasn't entirely certain if the order was saying that the -- the accelerated depreciation rates for Colstrip were going into effect by this order or if the rates would also included -- would be included in the GRC completely.

And since parties weren't in agreement in my discussions with the parties as to how the order actually was going to be implemented, I couldn't actually agree or disagree with your condition.

I -- in speaking to Avista and Staff, I agree with their interpretations of the impact if the accelerated rates are put into effect now, and I have -I agree with Staff's recommendation to also defer the gas impacts as well to sort of offset the deferral for the Colstrip expenses.

JUDGE O'CONNELL: Okay. Thank you.
Mr. Pepple?
MR. PEPPLE: Thank you -- thank you, Your

1 Honor. So AWEC submitted a letter agreeing with the 2 condition. Our understanding of the order was that it just left everything unchanged with respect to Colstrip relative to the -- how it was treated before the depreciation study.

So, you know, in essence, so before this current depreciation study, the assumed depreciable lives for Colstrip 3 and 4 were 2034 and 2036 respectively. Our understanding is that the order maintains those assumed depreciable lives for now until the general rate case when possibly a different depreciable life will be set at that point.

And if the -- if the previous depreciable lives remain the same at 2034 and 2036 for now, Avista's concern about not being able to recover that incremental depreciation expense is resolved. And I think that's the proposal that they are making in terms of the change to the order that they've proposed. So we don't have an objection to that.

I think we would prefer that to a deferral for a couple of reasons: One, it seems unnecessarily complicated to do a deferral when you could just keep the same rates the same as they are today without going through that exercise.

The other is simply that, you know, we tend

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1 to -- you know, Staff mentioned, you know, that it's not 2 necessarily supportive of these types of deferrals. Normally we would agree with that, and we don't really see a need to implement a deferral here. So that would be AWEC's position.

JUDGE O'CONNELL: Okay. Thank you.
And, Mr. Gerhart?

MR. GERHART: Thank you, Your Honor. So Sierra Club sent its letter of acceptance prior to seeing Avista's letter and, you know, not having the benefit of having seen that, we don't have an objection to the proposal that Avista put forward in its letter. JUDGE O'CONNELL: And is that the -- there were -- there was a proposal and an alternative proposal. Are you saying that Sierra Club is -- has no objection to either of the proposals?

MR. GERHART: I think at this point, we don't have a position as between what Staff is suggesting and -- and Avista's proposal.

JUDGE O'CONNELL: Okay. Thank you.
MR. MEYER: Your Honor, may I have a chance to -- to respond to what Staff was suggesting?

JUDGE O'CONNELL: Yes, I'd like to hear from you, Mr. Meyer. Go ahead.

MR. MEYER: Okay. Thank you.

And also thank you, Tyler, for your comments in support of the amending language in the conditioning paragraph.

You know, we -- we -- we agreed as an alternative to our recommended language that we could on the electric side do a deferral. I think I -- I do think it unnecessarily complicates things, and it confuses -- or it can lead to confusion about when and when is it not appropriate to use deferrals, none of which we need to address if our preferred language is built into the conditioning paragraph.

What we do not agree with is that aspect of what I heard for the first time this morning, that any deferral would also need to take into account approximately $\$ 1.3$ million on the gas side. I -- I know that the parties had discussed that very issue and whether that should be captured in the settlement agreement or not, and as you can see by -- on the face of the settlement agreement, it was not.

So now we're in a position where this issue has migrated over to the gas side and instead of it simply being a quick and easy fix on the electric depreciation rate implementation date, now it -- now we're bringing into this -- the gas piece of this having nothing to do with Colstrip.

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So that's -- and -- and it would be different if that hadn't been addressed by the parties during settlement discussions, but it was. And we did not agree at the time of the settlement to reflect the impact of the hundred and -- hundred -- $\$ 1.3$ million on the gas side.

So yes, we would agree to some kind of deferral, but not one that now would pull in 1.3 million on the gas side.

JUDGE O'CONNELL: Okay. Let me follow up with Staff briefly. Staff has proposed an alternative to Avista's proposed alternative. What -- does Staff have an opinion or a position on the first proposal by Avista?

MR. CALLAGHAN: So Commission Staff would prefer the alternative with the changes that Staff has proposed, in part because if Avista's first proposal to not change the depreciation rates until the end of the GRC is adopted, that provides a shorter amount of time in which ratepayers would be paying the accelerated depreciation. And it would essentially delay the accelerated depreciation for another year, and that would create a crunch. And so that's my understanding of why Commission Staff is in favor of the -- the deferral alternative.

JUDGE O'CONNELL: And that crunch results from, I'm assuming a couple things; the shortening of the depreciable life, and are you -- is Staff also considering the length of time until the end of the return of approximately $\$ 208$ million in protective EVAT benefits?

MR. CALLAGHAN: My understanding was that the focus was mostly on the shorter amount of time, the first issue.

JUDGE O'CONNELL: Okay. Then I don't see the need to repeat my clarification if the proposed methodology is not approved. And that -- I want to comment, then, to just restate that, in the order, while it's not determinative and the Commission doesn't base its decision on it, we are aware that the depreciable life for Colstrip may have to change to a time even shorter than 2027. And that's a possibility, but it's not for certain yet, but something that we are conscious of and aware of.

Okay. Mr. Meyer, do you have a last word?
MR. MEYER: Yes -- yes, thank you. First of
all, again, I think this has been a very helpful conference and we appreciate the opportunity to bring clarity to this.

But final word is, if those depreciation

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1 rates become, or allowed by inference to become
2 effective April 1st, then we -- then the order might as Suetake from Public Counsel again.

JUDGE O'CONNELL: Go ahead.
MS. SUETAKE: I just wanted to say and clarify that our position, if Staff's proposal to include the gas expense deferral is not accepted, we would prefer to -- to just move all Colstrip issues, including the depreciation rates, as suggested by AWEC to the GRC, which would make sense particularly given the concern that the depreciation date might change given the pending bill.

JUDGE O'CONNELL: Thank you.
Is there anything else from the other
parties?
MR. PEPPLE: Judge O'Connell, just one last quick point from AWEC, which is just that, you know, Staff mentioned that if, you know, this issue is delayed by another year, that's one less year for, you know, additional depreciation expense to be recovered over. And that's true, but because Avista would then also be deferring the impact, $I$ think it's essentially six one way and half-dozen the other. I don't know that ratepayers are better or worse off either way. So just wanted to make that point.

JUDGE O'CONNELL: Okay. Well, if there's nothing else, then we will adjourn for today. Thank you all for your time.

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| 1 | (Adjourned at 10:47 a.m.) |
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C E R T I F I C A T E

STATE OF WASHINGTON COUNTY OF THURSTON

I, Tayler Garlinghouse, a Certified Shorthand Reporter in and for the State of Washington, do hereby certify that the foregoing transcript is true and accurate to the best of my knowledge, skill and ability.

## Jouplen Grarlinghouse



Tayler Garlinghouse, CCR 3358

