Exhibit No. \_\_\_(Joint-1T)

**Docket UG-080546** 

Witnesses: C. Alex Miller

Kevin S. McVay Timothy W. Zawislak Ann M. C. LaRue David E. Dismukes

Steven Weiss Paula E. Pyron Charles M. Eberdt

# BEFORE THE WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION

WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION,

Complainant,

**DOCKET UG-080546** 

 $\mathbf{v}_{\bullet}$ 

NORTHWEST NATURAL GAS COMPANY,

Respondent.

#### JOINT TESTIMONY OF

C. ALEX MILLER,
KEVIN S. MCVAY
ANN M. C. LARUE
TIMOTHY W. ZAWISLAK,
DAVID E. DISMUKES,
STEVEN WEISS,
PAULA E. PYRON,
AND CHARLES M. EBERDT

SUPPORTING FULL SETTLEMENT

**OCTOBER 31, 2008** 

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Please state your names and positions.

Q.

A. My name is C. Alex Miller. I am the Assistant Treasurer and Managing Director of Regulatory Affairs at Northwest Natural Gas Company ("NW Natural" or "the Company"). My qualifications are included in my prefiled testimony in this proceeding, Exhibit No. \_\_\_(CAM-1).

My name is Kevin S. McVay. I am a financial consultant to the Rates and Regulatory Affairs Department and Finance Department of NW Natural. My qualifications are included in my prefiled testimony in this proceeding, Exhibit No. \_\_\_(KSM/NCS-1).

My name is Timothy W. Zawislak. I am employed as member of the staff of the Washington Utilities and Transportation Commission ("UTC Staff") as a Regulatory Analyst in the Regulatory Services Division. My qualifications are provided in Exhibit No. \_\_\_\_(TWZ-1), filed concurrently with this testimony. My name is Ann M. C. LaRue. I am employed as member of UTC Staff as a Regulatory Analyst in the Regulatory Services Division. My qualifications are provided in Exhibit No. \_\_\_\_(AMCL-1), filed concurrently with this testimony. My name is David E. Dismukes. I am employed by Acadian Consulting as a Consulting Economist. I am appearing on behalf of the Public Counsel Section of the Washington State Attorney General's Office ("Public Counsel") in support of

the Full Settlement in this proceeding. My qualifications are included in my

A. This testimony describes the procedural background and process prior to settlement, and the provisions of the Full Settlement related to: (1) revenue requirement, (2) delay on filing next general rate case, (3) gains related to property sales, (4) the Company's cost of service study and rate spread, (5) conservation program, (6) decoupling and weather-adjustment rate mechanisms (7) low-income assistance, (8) customer charge and rate design, (9) effective date, and (10) compliance tracking.

# II. BACKGROUND AND SCOPE OF THE UNDERLYING PROCEEDING

- Q. Please describe the filing that gave rise to this proceeding.
- A. On March 28, 2008, NW Natural filed with the Commission revisions to its currently effective Tariff WN U-6. The proposed revisions would implement a general rate increase of \$4,342,062, or 4.75 percent. On April 3, 2008, the Commission suspended the filing and set the matter for hearing (referred to hereinafter as the "General Rate Case").

  A Prehearing Conference in the General Rate Case was held on April 24, 2008, before Administrative Law Judge Adam E. Torem. Judge Torem granted the petitions to intervene in this docket of The Energy Project, NWIGU, and NWEC. These parties, UTC Staff and Public Counsel conducted extensive discovery on NW Natural's supporting evidence.

#### Q. How did the Full Settlement develop?

A. The Parties participated in a settlement conference on October 1, 2008. At this settlement conference and over subsequent days, the Parties presented proposals

and counter-proposals that eventually resulted in agreement among them to resolve the issues addressed by the Full Settlement. The Full Settlement was filed on October 21, 2008. In accordance with WAC 480-07-740(2), the parties now present this joint testimony in support of the Full Settlement.

#### Q. Do all Parties to the proceeding join in support of the Full Settlement?

A. Yes. All Parties have agreed to the Full Settlement, which resolves all issues in this proceeding.

# III. THE SCOPE OF THE FULL SETTLEMENT AND ITS PRINCIPLE ASPECTS

- Q. Please briefly describe the main components of the Full Settlement.
- A. This Full Settlement recommends an increase in natural gas revenue requirement of \$2,724,959, which is \$1,617,241 less than the Company requested in its initial filing. NW Natural's revenue requirement is based on a return on equity of 10.10 percent. This revenue requirement is supported in Exhibit A to the Full Settlement. Additionally, the Parties agree to implement an advisory group with the objective of developing an energy conservation program. Further, the Company agrees to begin investigating the implementation of a residential low-income bill payment assistance program to benefit customers in its Washington service territory. The Parties also agree that the proposed effective date for new rates is January 1, 2009.

#### A. Revenue Requirements

Q. Please describe how the agreed revenue requirement was determined.

A.	The agreed revenue requirement was determined using the revenue requirement
	model supporting the Company's prefiled direct testimony and exhibits, but with
	the following agreed adjustments:

*Cost of Capital:* The Parties agree to a return on equity of 10.10 percent. The capital structure and debt rates proposed by the Company in its direct case shall remain unchanged. The overall rate of return is 8.40 percent.

**Bonuses:** The Parties agree to exclude from rates (1) all executive bonuses, and (2) fifty percent (50%) of bonuses of all non-bargaining unit (NBU) employees. This feature attributes the excluded bonuses to the sole responsibility of shareholders, and decreases the expense amount by \$378,259 and the rate base by \$137,829.

*Investor Supplied Working Capital:* The Parties agree that the calculation of working capital shall reflect an increase in the rate base by \$6,325,365.

Marketing and Communications: The Parties agree that no costs related to the Company's Smart Energy program shall be recovered through rates. The Marketing and Communication expense amount will be decreased by \$352,984 in order to remove contested expenses. Prospectively, the Parties agree that upon approval of the Company's energy efficiency programs, reasonable and prudent advertising that relates to a specific, approved energy efficiency program may be included as part of such program's cost and recovered through the existing annual deferral mechanism for energy efficiency-related expenses, subject to WAC 480-90-223. Nothing in this paragraph prevents or precludes any party from

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JOINT TESTIMONY RE FULL SETTLEMENT

A. The Parties agree that the Company will convene an Energy Efficiency Advisory Group ("EEAG") of all interested parties, including the Parties. The Company shall develop energy efficiency programs in consultation with the EEAG. Not earlier than six (6) months after approval of the tariff filings to implement such energy efficiency programs, the Company may seek approval of a mechanism to address the issue of lost margins associated with reduced usage attributable to energy efficiency.

# Q. Will the Company directly operate the conservation program mentioned above?

- A. No. Subject to the resolution of any outstanding issues regarding the legal capacity of the Energy Trust of Oregon ("ETO") to deliver the Company's energy efficiency programs in Washington, the parties anticipate that ETO will operate the Company's energy efficiency programs in a cost-effective manner. The Parties agree to support the Company retaining ETO for this purpose on a pilot basis for a one-year period. Following this pilot period, the Company will, in consultation with the EEAG, evaluate the cost-effectiveness of continued use of ETO for delivering the Company's energy efficiency programs in Washington. At the one year review, the EEAG will assess the ETO's first year work as it compares to other energy efficiency delivery options. Public Counsel takes no position with respect to the retention of the ETO.
- Q. Will NW Natural's energy efficiency programs require additional administrative resources?

A. Yes. The Parties agree that the Company has demonstrated a prima facie case supporting the need for one full-time equivalent ("FTE") to administer its energy efficiency programs in Washington, and they do not oppose the recovery of costs associated with such FTE through the existing deferral mechanism for energy efficiency-related expenses. Public Counsel and The Energy Project take no position with respect to the necessity of an FTE.

#### F. <u>Decoupling and Weather-Adjustment Rate Mechanisms</u>

- Q. In its initial filing, the Company proposed to implement decoupling and weather-adjustment mechanisms.<sup>1</sup> Will NW Natural be implementing either?
- A Not at this time. Under the Full Settlement, the Company's adjustment mechanism proposals are withdrawn. However, no earlier than six (6) months after approval of the tariff filings to implement such energy efficiency programs, the Company may seek approval of a mechanism to address the issue of lost margins associated with reduced usage attributable to energy efficiency. The Company shall not propose to implement a decoupling mechanism in Washington prior to the filing of the evaluation required under Avista's pilot decoupling program (expected no later than March 31, 2009).. Additionally, the Parties agree that the Company will not pursue a weather-adjusted rate mechanism ("WARM") in this proceeding.

<sup>&</sup>lt;sup>1</sup> *See* Exh. No. \_\_\_(CAM-1).

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Q. Please explain the provisions of the Full Settlement with regard to low-

income assistance.

A. The Company will immediately begin an investigation into implementing a residential low-income bill payment assistance program in its Washington service territory.

Q. Please explain the process for implementing this low-income provision.

A. The Parties acknowledge that the Company faces unique challenges due to the structure of the local low-income agencies and organizations that currently operate or oversee low-income energy assistance programs in its service territory. The Company agrees to report to the Parties the results of its investigation into low-income assistance programs within thirty (30) days after the Commission approves the Full Settlement. The Company agrees to convene a low-income rate assistance working group to review the results of the investigation and to determine the appropriate design of a rate assistance program for the Company. The working group shall include the Parties, low-income advocates, and those agencies or organizations that currently operate or oversee low-income energy rate assistance programs in the Company's Washington service territory. Based on the finding of the working group, the Company will file a rate assistance program with the Commission by April 1, 2009. The existing low-income weatherization program shall be reviewed, evaluated and modified as necessary in consultation with the EEAG.

JOINT TESTIMONY RE FULL SETTLEMENT

Exhibit No. \_\_\_(Joint-1T)

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#### H. Customer Charge and Rate Design

- Q. Please explain the provisions in the Full Settlement regarding customer charges and rate design.
- A. The Parties agree to the elimination of Schedule 21 and to the following changes to the rate design in the Company's current tariffs:

	Current Rates	Revised Rates
01. General Sales Customer Charge	\$2.00 per month	\$3.47 per month
02. Residential Sales Customer Charge	\$5.00 per month	\$7.00 per month
03. Basic Firm Sales Customer Charge	\$10.50 per month	\$15.00 per month
27. Residential Heating Dry-Out Customer Charge	None	\$6.00 per month
41. Non-Residential Sales and Transport Service Customer Charge	\$195.16 per month	\$250 per month
42. Large Volume Non-Residential Sales & Transport Service Sixth Block		Revise current block structure to carry the same percent margin increase as other blocks of Schedule 42.

- Q. Is there an exhibit that illustrates the implementation of the Parties' rate spread and rate design recommendations?
- A. Yes. Exhibit No. \_\_\_(Joint-2) shows the rate impacts assuming the adoption of the revenue requirement increase recommended in the Full Settlement.

## I. <u>Effective Date</u>

- Q. What is the Parties' agreement with respect to a proposed effective date for the new rates?
- A. The Parties agree to an effective date of January 1, 2009 for new rates.

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Q. What do the Parties recommend as the compliance tracking action list for inclusion in the Commission's order (if the settlement is approved)?

- A. The Parties recommend that Exhibit No. \_\_\_\_(TWZ-2) be used as a tool for compliance tracking and that the action list outlined in Exhibit No. \_\_\_\_(TWZ-2) be appended to the Commission's order if this settlement is approved.
  - IV. INDIVIDUAL STATEMENTS OF SUPPORT FOR THE **FULL SETTLEMENT**
- Q. Please explain why the Full Settlement satisfies the public interest and the interests of NW Natural.
- A. NW Natural believes the Full Settlement satisfies the public interest because it reflects a fair and reasonable compromise of several significant issues in this proceeding, particularly regarding revenue requirement and rate spread and rate design. The Company is eager to begin developing new energy conservation measures in its Washington territory and was concerned about the costeffectiveness of hiring staff to design, administer, and operate an energy efficiency program, given the relatively small size of its service territory in Washington and the fact that it does not currently retain such staff to operate its energy efficiency program in Oregon, due to its relationship with the Energy Trust of Oregon ("ETO"). The Company believes the ETO, which for several years has been successful in developing cost-effective energy conservation measures in Oregon, will provide quality conservation programs to NW Natural's Washington customers. The Company believes operating on a pilot basis will not

only allow us to proceed quickly with program implementation, but will also provide for near-term program review and evaluation. Finally, NW Natural is eager to begin exploring a residential low-income bill payment assistance program for its customers residing in Washington.

In order to reach a compromise acceptable to all parties, NW Natural has agreed, for purposes of this case only, not to seek a weather-adjusted rate mechanism or a decoupling mechanism. The Company is free, however, to propose implementation of a decoupling mechanism in Washington six (6) months after the effective date of the tariff filings to implement its new energy efficiency programs and after the filing of the evaluation required under Avista's pilot decoupling program, which is expected no later than March 31, 2009. NW Natural believes that the Full Settlement will result in rates, terms, and conditions of service that are fair, just, reasonable, and sufficient, and that the Full Settlement is good for the Company, its customers, and its shareholders. NW Natural recommends approval of the Full Settlement.

- Q. Please explain why the Full Settlement satisfies the public interest and the interests of UTC Staff.
- A. UTC Staff believes that the Full Settlement is in the public interest based on its comprehensive review of NW Natural's filing, which included a review of the Company's per book numbers, test-year results of operations, cost of service models, the proposed rate spread and rate design, capital structure and rate of return. Staff sent a total of 87 data requests and also reviewed responses to discovery requests submitted by other parties. In addition, Staff performed on-

site visits to NW Natural covering several aspects of this case. The Full Settlement is the result of compromises by all parties and was negotiated as a comprehensive package. The revenue requirement contained in the settlement is significantly lower than that contained in the Company's original filing, yet remains fair to the Company. Staff believes the agreement as a whole provides an outcome that satisfies the public interest, and will result in rates, terms, and conditions of service that are fair, just, reasonable and sufficient.

The Settlement also contains several other provisions that address both Staff's interest and the public interest. First, issues pertaining to conservation and the development of energy efficiency programs will be addressed through the Energy Efficiency Advisory Group (EEAG), in conjunction with all interested parties. Second, NW Natural's decoupling proposal is not included in the Settlement, and the Company may not propose to implement decoupling prior to the filing of the evaluation required under Avista's pilot decoupling program. Third, the Settlement does not include NW Natural's proposed Weather-Adjusted Rate Mechanism, which would have shifted weather-related risks to ratepayers. Finally, the settlement provides for the implementation of a new low-income rate assistance program, as well as an evaluation and modification (as necessary) of the Company's existing low-income weatherization program, in an attempt to mitigate the effect of rate increases for those most in need. For all of these reasons, Staff recommends that the Commission approve the Full Settlement.

Q. Please explain why the Full Settlement satisfies the public interest and the interest of Public Counsel.

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Public Counsel supports the Full Settlement as a reasonable resolution of the disputed issues in this case. There are many aspects of this settlement that are in the interest of NW Natural's Washington residential and small business customers. First, the overall reduction to the Company's proposed revenue requirement minimizes the rate impact for residential and small business customers while allowing the company a sufficient revenue increase to cover additional costs. Specifically, the Full Settlement reflects a more proper allocation of expenses related to executive bonuses and promotional advertising to shareholders, rather than ratepayers. Additionally, Public Counsel supports the return of gains (with interest) related to the sale of the Vancouver and Albany properties to ratepayers because ratepayers funded the original purchase of these properties and are thus entitled to the gains from their sale.

Public Counsel supports implementation of energy efficiency programs in Washington. Public Counsel supports development of these programs in conjunction with the EEAG, although it expresses no position on NW Natural's retention of the ETO or need for an additional FTE. Public Counsel also supports the creation of low-income bill assistance program because there is currently no Commission-approved program available to NW Natural's Washington customers.

The withdrawal of NW Natural's partial decoupling and WARM proposals is important to Public Counsel because the Company has not shown that either is justified at this time. In general, Public Counsel has concerns about whether such mechanisms are ever proper. However, withdrawal here is

particularly appropriate because evaluations of existing pilot programs have yet to occur and because NW Natural has essentially no energy efficiency programs in Washington at this time.

The settlement of rate spread issues is also in the interest of residential and small business customers because it includes a smaller increase to the fixed customer charges for these classes than the Company originally requested.

Minimizing fixed charges encourages conservation and ensures that low-income residential customers are not more heavily burdened. Finally, Public Counsel supports the agreement to delay the timing of the next general rate case because it will minimize regulatory burdens and ensure rate stability for NW Natural Washington customers for the coming year.

- Q. Please explain why the Full Settlement satisfies the public interest and the interests of NWEC.
- A. NW Energy Coalition believes the Full Settlement is a fair compromise that satisfies our interests in this proceeding. Those interests include:
  - a) expansion of the Company's very limited conservation programs in Washington. We are satisfied that the ETO is a good choice for implementing this program. We appreciate the "pilot" nature of the first year and understand that parties will have the opportunity to evaluate and suggest modifications to the program. We believe that characterization of this first year as a pilot is important in understanding that certain start-up costs may be necessary that would

otherwise perhaps not be considered cost-effective in a mature program;

- b) the introduction of a low-income bill assistance program, which is a critical need of customers facing ever-increasing utility bills;
- the proposed process to improve the Company's essentially dormant low-income weatherization program;
- the option for the Company to propose lost margin or decoupling mechanisms in the future, relying upon the upcoming Avista evaluation for guidance; and,
- e) the retention of a relatively modest customer charge, which helps to maintain a good marginal volumetric price signal to consumers.

For these reasons, NWEC recommends approval of the Full Settlement.

- Q. Please explain why the Full Settlement satisfies the public interest and the interests of NWIGU.
- A. NWIGU recommends the Commission adopt the Full Settlement Stipulation because the best interests of NW Natural's customers are served by the underlying fair compromise on all revenue requirement issues. While the signing parties may each hold different positions on the individual components of NW Natural's natural gas revenue requirement adjustments, NWIGU has based its assessment upon the compromises of various revenue requirement issues that brought down the overall gas revenue requirement increase by \$1.6 million to \$2.7 million. This

reduction is in part resulting from a reduced cost of capital that incorporates a fair compromise between NW Natural and its customers in current financial markets.

NWIGU also finds this Full Settlement Stipulation to be in the public interest as the spread of the gas rate increase is done in a manner that is consistent with the results of the Company's cost of service analysis. Under the Full Settlement Stipulation, it is important from NWIGU's perspective that all schedules move toward their relative cost of service.

NWIGU also supports this Full Settlement because the rate increases within Schedule 42 industrial customers have been applied in a fair and reasonable manner to the rate blocks to minimize the range of varying actual customer impact. As part of the Full Settlement, NW Natural has agreed that it will not file a general rate proceeding before January 1, 2010, providing some rate relief to all customers. In addition, NW Natural has agreed to share the deferred gains with interest from the sale of two properties (one in Oregon and one in Washington) on an equal margin basis to all customers over a one-year period through a tariff rider. In recommending Commission approval of this Full Settlement Stipulation, NWIGU is not seeking Commission approval of any new process or ratemaking method as part of the Full Settlement Stipulation and reserves the right to raise all issues compromised in this proceeding in any future natural gas rate case.

Q. Please explain why the Full Settlement satisfies the public interest and the interests of The Energy Project.

A.

The Energy Project supports the full settlement of the disputed issues in this case.
The Energy Project's primary focus is on NW Natural's low income customers.
An increase in the cost of a necessity like natural gas is especially difficult to
accept in these economic times for low income customers. The Energy Project
entered this settlement because the Company has agreed to support the creation of
a UTC approved low income bill assistance program, as well as a new energy
efficiency program. These commitments allow NW Natural to join with all other
WUTC regulated gas and electric utilities in Washington that have such programs
The existing low income weatherization program shall be reviewed and modified
as necessary to enhance its effectiveness. The Energy project believes that this
full settlement is in the public interest

- Q. Are there any other legal points that bear on the proposed settlement?
- A. No.

## V. CONCLUSION

- Q. Does this conclude your joint testimony?
- 16 A. Yes.