Docket No. UG-230968 - Vol. III

WUTC v. Puget Sound Energy

October 9, 2024



email: info@buellrealtime.com

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1 APPEARANCES	
	1 JUDGE BONFRISCO: Today is October
For the Respondent Puget Sound Energy: Donna Barnett	JUDGE BONFRISCO: Today is October 9th, 2024 and the time is 9:00 a.m. My name is Amy
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objections and we will go ahead and admit the prefiled

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1	Noelia Gravotta on behalf of Joint Environmental	1	testimony.
2	Advocates.	2	MS. BARNETT: Your Honor, I thought
3	JUDGE BONFRISCO: And what about	3	you just meant the witnesses.
4	Alliance of Western Energy Consumers, do we have a	4	I just wanted to make a couple clarifications on the
5	representative present today?	5	exhibits. I believe that the exhibit list I just
6	MS. MOSER: Good morning, Your Honor.	6	wanted to clarify for Puget Sound Energy there was on
7	Sommer Moser with Davison Van Cleve on behalf of AWEC.	7	the top of the exhibit list we referenced tariff sheets,
8	JUDGE BONFRISCO: Perfect. I want to	8	and I just wanted to clarify it looked like that was a
9	provide a brief road map of our plans today. We are	9	hyperlink so we couldn't see exactly what document was
10	going to begin with addressing prefiled exhibits and	10	linked, so we just wanted to clarify that those tariff
11	testimony, addressing any objections, and we will then	11	sheets are the ones that are currently in effect and not
12	allow the parties an opportunity to provide brief opening	12	the previous version or versions of Schedule 111.
13	statements limited to ten minutes. We will then turn to	13	JUDGE BONFRISCO: The hyperlinks were
14	the cross-examination of the witnesses following parties'	14	from the November 22nd, 2023 date.
15	agreed order of presentation, and then we will take each	15	MS. BARNETT: Okay. The tariff sheets
16	of the witnesses individually.	16	that we well, probably all of them should be in the
17	From what I saw in the proposed order of	17	record, but the ones that I specifically was trying to
18	presentation and time estimates, it appears the parties	18	submit as exhibits are the ones that are currently
19	estimate there will be approximately an hour and 80	19	effective.
20	minutes of cross-examination today.	20	JUDGE BONFRISCO: And I now have
21	Am I echoing? Okay. And just as a side note, if we	21	when you let me pull up that real quick, that
22	could just mute technically just so it doesn't echo in	22	hyperlink because I believe it's what we have in the
23	here and unmute when you are speaking that would be	23	record. So I would have appended what was previously
24	great, just to have a record. Thank you.	24	filed in the record.
25	And so taking that into account, you know, with	25	MS. BARNETT: I just didn't know if
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1	breaks and everything else, I think it's likely we are	1	there were multiple versions in the record.
2	going to end before noon today, but can tentatively plan	2	COMMISSIONER RENDAHL: It appears to
3	on taking a break at 10:30 or after questions by the	3	be the one received on November 22nd, 2023, and the
4	parties.	4	intent was to have current tariffs. Did you submit those
5	I also want to remind parties, like I just said,	5	as an exhibit through one of the witnesses? It's usually
6	about when you are speaking online then you can unmute	6	the filing that the
7	yourself, and then basically when you are not having a	7	MS. BARNETT: Right. I don't know if
8	speaking role just keep it on mute so we don't have	8	they weren't appended as a separate exhibit I think we
9	parties talking over one another.	9	can reference them anyway through like a brief if we need
10	And then if there is any technical issues or anybody	10	to just because they are they are currently on in
11	drops from the line, you know, just flag that either by	11	effect, so I don't think we need to I don't think it's
12	raising your hand online or making a note in the comments	12	necessary to list them as a separate exhibit just to
13	through Zoom and we can address that.	13	reference them that they exist.
14	Before I proceed, are there any housekeeping	14	JUDGE BONFRISCO: And basically I
15	matters? Okay. Great. So I want to turn to exhibits	15	grabbed that from your original proposed exhibit list, so
16	and the admission of the prefiled exhibits.	16	part of why that's included in the final exhibit list was
17	On October 4th, I circulated an exhibit list that	17	just to reflect that because that was that was in the
18	included all the prefiled testimony, including cross	18	exhibit list you submitted at the time of filing.
19	exhibits filed and encouraged the parties to stipulate to	19	MS. BARNETT: I didn't intend to link
20	any of those exhibits. And they didn't object in	20	it to anything. I just like listed what the tariff,
21	advance, nobody has objected in advance that I'm aware	21	the general tariff, but if that's the only one in the
22	of, so I just want to confirm that the parties don't have	22	record that's one I intended.
23	any concerns with the current ordering of the witnesses.	23	JUDGE BONFRISCO: That is the only one
24	Hearing none, let the record reflect there's no	24	in the record, so if PSE intends anything additional like
25	chiections and we will as aboad and admit the profiled	25	Commissioner Pendahl said you would just want to file

Commissioner Rendahl said you would just want to file

25

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1	that.	1	exhibit list so 6 and 8 are the data request responses,
2	MS. BARNETT: Thank you. And one	2	but 7 is the testimony, right?
3	other thing. I think that Exhibit RLE-7X was listed as	3	JUDGE BONFRISCO: So just to clarify,
4	public but I believe that's a confidential exhibit, so I	4	6X, 8X, and 9X are all data requests, and 7X is the
5	think maybe it should be RLE-7CX; is that correct?	5	testimony of Mr.
6	JUDGE BONFRISCO: You are correct. I	6	Earle, so you are correct. I think Mr. Robinson was
7	believe there are because we have the RLE the 6X,	7	addressing, just to clarify
8	and I believe now that you point that out, it would also	8	MR. O'NEILL: I thought you were
9	be the RLE-8X because those are both Public Counsel's	9	talking about the data requests. His testimony is
10	responses to the data request. Is that what you are	10	MS. BARNETT: That was 7. That's the
11	cross-referencing?	11	only one I think is wrong.
12	MS. BARNETT: I believe it's 7X in	12	JUDGE BONFRISCO: Just to clarify for
13	particular is confidential. I'm not sure. I don't have	13	the record, we will correct that to reflect RLE-7XC and
14	all the exhibits open in front of me. The one that stuck	14	the other cross exhibits will remain labeled as is.
15	out to me was RLE-7 is a confidential document.	15	MS. BARNETT: Thank you.
16	JUDGE BONFRISCO: Okay. We will make	16	JUDGE BONFRISCO: With that, the next
17	a note of that and make sure that is updated accordingly	17	thing I want to touch on is if we need to go into a
18	in the record.	18	closed proceeding at all today because we are going to be
19	MS. BARNETT: Thank you.	19	addressing any confidential information, I would need
20	CHAIR DANNER: Sorry, just in regard	20	each of the counsel to indicate to me anybody who is
21	to 7 or also 8?	21	present that hasn't signed a confidentiality agreement so
22	JUDGE BONFRISCO: I guess I would want	22	that we can make sure they are excluded from the room.
23	to clarify that with JEA because those are Public	23	And let's see, from what I can see on the record it
24	Counsel's responses to JEA's data request so I believe	24	appears that, Ms. Barnett, I did receive your filing on
25	those would also be marked confidential, Mr. O'Neill and	25	that confidentiality agreement, so thank you for that.
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1	Ms. Gravotta if you could address that.	1	And I do have all the confidentiality agreements for
2	MS. GRAVOTTA: So my understanding is	2	counsel and their respective staff, but if there's
3	that Public Counsel's response to data questions are not	3	anybody else present just alert me at that time so we can
4	confidential. They don't contain confidential	4	plan accordingly.
5	information.	5	I will also provide a copy of the exhibit list to
6	JUDGE BONFRISCO: Public Counsel, what	6	the court reporter, that final corrected copy so she has
7	is your view?	7	that.
8	MR. O'NEILL: I am pulling it up right	8	And the next thing I want to address, is there any
9	now.	9	objections to PSE's motion to file the revised rebuttal
10	JUDGE BONFRISCO: Thank you for taking	10	testimony of Jamie L. Martin, and that's marked as
11	that up, Ms. Barnett, for PSE.	11	Exhibit JLM-1CTR?
12	MR. O'NEILL: I'm not seeing anything	12	MR. CALLAGHAN: No objection from
13	designated as confidential. I'm not seeing that	13	Commission Staff, Your Honor.
14	designated them as confidential.	14	MR. O'NEILL: No objection from Public
15	MS. BARNETT: RLE-7X, should be as	15	Counsel.
16	I understand it's the testimony of Dr. Earle.	16	JUDGE BONFRISCO: And JEA?
17	MR. O'NEILL: The data request	17	MS. GRAVOTTA: No objection from JEA.
18	referenced in his testimony that's where the C comes	18	JUDGE BONFRISCO: Hearing none then i
19	from, but they are themselves, the answers are not	19	will enter that revised testimony into the record. And
20	confidential. And I don't think we designated them as	20	are there any other outstanding issues before we move
21	confidential either.	21	into opening statements?
22	JUDGE BONFRISCO: And that's correct.	22	Okay. As I indicated, I am going to allow each
23	When they submitted the exhibits they were submitted as	23	party the opportunity to provide a ten-minute opening
24	nonconfidential which is why it's reflected this way.	24 25	statement, so first I would like to start with PSE, Ms.
25	MS. BARNETT: I'm just looking at the	45	Barnett.
		I	

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2.1

MS. BARNETT: Thank you, Judge, and good morning, Commissioners.

Today Puget Sound Energy presents evidence to support its Climate Commitment Act risk-sharing mechanism, that PSE is not in favor of a Climate Commitment Act sharing mechanism. PSE submitted one because the Commission ordered it to do so.

Risk sharing mechanisms can be effective tools to incentivize the utility to limit costs that are within its control, such as power costs. But as explained by PSE, Senior Vice President of External Affairs, Matt Steuerwalt, who was integral in the design and passage of the legislation, the Climate Commitment Act is not like a power cost mechanism. It is a powerful legislative mandate to reduce greenhouse gases, and it can carry significant costs.

It requires PSE and other covered entities to buy compliance instruments in a market that PSE cannot control. The Climate Commitment Act was modeled on California's cap-in-trade program, which does not include a risk-sharing mechanism.

When Washington legislators passed the Climate Commitment Act they did not even consider a risk-sharing mechanism. A risk-sharing mechanism is not appropriate when the utility cannot control the risks. This violates Schedule 111 can reduce risks by allowing costs to be tracked and recovered accurately without subjecting the utility to volatility that can occur when it sometimes over earns and sometimes under earns.

A utility that tracks and recovers costs accurately through a tracker is less risky and more attractive to investors than a utility whose earnings rise and fall as costs are incurred and then recovered later following a rate case.

PSE's Senior Vice President and Chief Financial Officer, Jamie Martin is here, and has explained in testimony how reducing volatility, reduces capital costs for PSE specifically. It protects PSE's cash flow, earnings, and return on equity. Reducing capital costs benefits all customers.

The Schedule 111 contains additional protections for low income, highly impacted, and vulnerable communities. Matt Steuerwalt discusses this in his rebuttal testimony. The tracker includes equity considerations, such as seven million dollars in 2024 for targeted decarbonization project to specifically benefit low income and vulnerable customers.

The Commission should continue to allow PSE to recover Climate Commitment Act costs through Schedule 111 without imposing a risk-sharing mechanism, but if the

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the regulatory principle of risk and reward.

PSE can and will encourage customers to reduce greenhouse gas emissions, but PSE is obligated to serve customers and provide as much natural gas as they demand. PSE cannot force a customer to conserve, reduce emissions, or switch from natural gas to electricity.

Imposing a risk-sharing mechanism on PSE that evaluates performance based on the emissions of its natural gas customers means PSE could be financially penalized for doing exactly what it is obligated to do. Punishing a utility for fulfilling its duty to serve not only violates the regulatory compact, but imposing a risk-sharing mechanism deviates from the longstanding regulatory principle behind it.

Utilities should be able to recover costs necessary to meet customer loads. PSE currently recovers Climate Commitment Act costs through a tracker executed through PSE's natural gas tariff Schedule 111. It is based on forecasted compliance costs and is revised and trued up annually. It is an adjustment mechanism, the sort of which has been used by utilities and this Commission for years to recover discreet costs, flatten volatility, and reduce risks.

As explained by Todd Shipman, an expert in utility credit rating and capital markets, trackers such as PSE's

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Commission does impose a risk-sharing mechanism, then PSE

would accept the mechanism described by PSE witness Chris Michelson. PSE's risk-sharing mechanism is largely approved by Staff, but it contains a more reasonable and measured financial earnings test than either Staff's or the Joint Environmental Advocates proposal.

PSE's risk-sharing mechanism contains fewer operational challenges than Staff's and it is supported by extensive analyses, both financial and scientific.

Both of the alternative risk sharing mechanisms in this case contain flaws in their development and implementation. They include arbitrary caps and especially in the Joint Environmental Advocates' case could result in extreme reductions in PSE's earnings.

In summary, PSE's Schedule 111 should continue without a risk-sharing mechanism, but if one is imposed then the Commission should approve PSE's mechanism because it is the only one that has been thoroughly analyzed, is well thought out, and can be sensibly implemented.

Thank you for your attention today, and we look forward to your questions.

JUDGE BONFRISCO: Thank you, Ms. Barnett. I would like to turn to Staff's opening statement. Please proceed, Mr. Callaghan.

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MR. CALLAGHAN: Thank you, Your Honor. Good morning, Your Honor, and good morning, Commissioners.

Over the last few years within the Commission's community there's been a growing discussion about the prevalence of tracking mechanisms. It's safe to say that somewhere the pendulum may have swung too far in one direction, or at the very least that we should all reexamine whether these mechanisms are properly balancing the interests of all parties.

The case before the Commission today brings that issue directly into focus. With that background in mind, Staff proposes a framework for evaluating proposed tracking mechanisms that hopes the Commission will adopt in this case.

Now that framework is not a deviation from past Commission decisions. Staff isn't asking the Commission to consider a policy shift today. Staff's proposal just makes explicit the logic that the Commission has implicitly used in prior cases.

The framework described in Mr. McGuire's testimony is simply how Staff believes the Commission currently applies the public interest standard when it evaluates proposed tracking mechanisms.

Staff believes that now is the time for the

Commission stated, quote, We recognize, however, that the proposed tariff inappropriately places all the risks associated with CCA's compliance through allowances on

PSE's natural gas customers, unquote.

Next I would like to clarify Staff's primary recommendation because based on the rebuttal and cross answering testimony it appears that we have not communicated it clearly.

Staff's primary recommendation is not that the Commission should decide today whether Schedule 111 should continue at the end of the company's next GRC filing. Our recommendation is that the Commission order PSE to include these costs in base rates in the company's initial filing, but the company in that proceeding could, of course, still make its case that Schedule 111 should continue.

In other words, Staff is hoping that in this case the Commission adopts the framework that Staff lays out in Mr. McGuire's testimony, and if the Commission does, Staff believes PSE should have the opportunity to explain how Schedule 111 meets that standard in it's next GRC.

Most of the criticism from the other parties is actually premature on this point because Staff isn't arguing that these costs should be included in base rates, Staff's argument is that costs being in base rates

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Commission to make this standard explicit so that going forward all parties have a clear understanding of how the Commission evaluates proposed trackers and any related risk or cost sharing mechanisms.

Parties have argued that it would be inappropriate for the Commission to adopt that framework in this case, but that simply isn't true. It is black letter law that an agency can vet policy through adjudication and the Commission has done so many times throughout its history.

Again, Staff doesn't see its recommendation as a policy shift, but even if it were adopting a policy shift then any adjudication would be completely appropriate.

Now I am not going to go through Staff's entire recommendation, but one thing I do want to emphasize today is that the premise of Staff's recommendation is a recollection that approving a schism passthrough tracking mechanism shifts risk from the company onto customers. Everything else in Staff's proposed standard is just a logical extension of that key recognition.

And, again, that core insight is not anything new. It's something that the Commission has already implicitly recognized in past cases. And the Commission, in fact, explicitly cited this concern as the reason it set the risk-sharing mechanism issue for adjudication.

In Order 1 of the previous docket, UG-230470, the

is the default assumption, and that absent the demonstration that a tracking mechanism is in the public interest that is how they should be treated.

Finally, I want to address PSE's primary recommendation. PSE's primary recommendation is to approve Schedule 111 as a pure passthrough to its customers with no risk-sharing mechanism. This is even on rebuttal PSE recognizes that the company's choices do impact the overall cost of base per CCA allowances.

PSE even implies that the Commission may lack the authority to order a risk-sharing mechanism in this case. Staff will address that specific argument more in it's post hearing brief, but spoiler alert, that's incorrect. The Commission absolutely has the authority to order a risk-sharing mechanism in this case.

And as I mentioned earlier, the Commission has been clear since at least July of last year that it believes a risk-sharing mechanism of some kind is needed. That's the whole reason we are having this adjudication.

PSE has had a good amount of time to reconsider its primary recommendation and the company has chose to stay the course. Now PSE is free to make whatever argument it wants, but I think the Commission should be clear in the final order that the stance PSE has consistently taken on this issue over the last year is out of line with the

5 (Pages 60 to 63)

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Commission's transition to performance based rates. The order in this case should act as a reminder that tracking mechanisms are a privilege, not a right, and the Commission can and will ensure that these mechanisms, if approved, are creating the proper incentives for utilities. Thank you.

JUDGE BONFRISCO: Thank you, Mr. Callaghan. Public Counsel, if you could proceed with your opening statement.

MR. O'NEILL: Thank you, Your Honor. When the legislature passed the Climate Commitment Act it included in its findings sections, which is now codified as 70A.65.005(2), that the legislature with the Act -- the legislature updated the State's greenhouse gas emissions limits that are set to be achieved by 2030, 2040, and 2050, based on current science and emission trends to support local and global efforts to avoid the most significant impacts from climate change.

Meeting these limits will require a coordinated, comprehensive, and multi sectorial implementation of policies, programs, and laws as other enacted policies are insufficient to meet the limits.

The legislature, through this statutory language, clearly indicated that the CCA was intended to be a part of a suite of regulatory and statutory efforts to address

and thank you Commissioners. The legislature passed the Climate Commitment Act or CCA to make sure the State plays its role in addressing climate crisis. The CCA sets the state's emissions cap and increases over time and uses financial incentives for regulated entities, including gas utilities, to reduce their emissions.

Despite this, PSE's 2023 IRP indicates that it does not plan to immediately reduce emissions. Its planned carbon emission trajectory shows that PSE's natural gas operations will only account for 82 percent of Washington state's total carbon emission target by 2050.

The company will primary seek to comply with the CCA by buying emissions allowances until at least mid century. PSE 2023 IRP reproduced in Exhibit 5 of Mr. Gehrke's cross answering testimony shows that PSE's net allowance purchases will more than double by 2030 and continue to remain through 2050.

PSE wants to treat the cost of those purchases as a passthrough directly to customers, even though these ongoing purchases are the result of the company's choice not to reduce emissions. PSE says that customers are ultimately responsible for their emissions, but that ignores the fact that it is the regulated entity, that it has an arsenal of resources to meaningfully work towards reducing emissions.

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climate change.

In the context of this proceeding, this means that the Utility Commission has its full panoply of regulatory tools, and it should direct them to accomplish the goals the legislature set out, which is to reduce greenhouse gas emissions to meet the limits set in various statutes that have passed since.

Puget Sound Energy is incorrect, and in the testimony you will hear they do have control over how they purchase allowances, which allowances they purchase, when they purchase them, on what market they purchase, and how they plan for purchasing them. That is what the incentive mechanism must be aimed at, incentivizing Puget Sound Energy to be prudent, and making it pure passthrough costs removes that incentive and is against the public interest. Thank you.

JUDGE BONFRISCO: Thank you. I would like to turn now to Joint Environmental Advocates, and Ms. Gravotta, if you could just pronounce your name for the record.

MS. GRAVOTTA: Noelia Gravotta. You were saying it perfectly.

JUDGE BONFRISCO: Perfect. Thank you. Please continue.

MS. GRAVOTTA: Thank you, Your Honor,

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It is a dual fuel utility with multimillion dollar operating budget, and capable technical staff and strategists, and it can add or remove generation and transmission infrastructure, and construction rates and customer incentive to promote or disperse the adoption of efficiency and electrification measures.

Customers do not have even a remotely similar ability to modify their energy system to reduce emissions. In the order to PSE in docket UG-230470 the Commission stated, quote, The CCA is meant to serve as a price signal to both utilities and their customers encouraging both to modify their behavior to reduce carbon emissions. Their mechanism should share risks such that all parties are encouraged to reduce their emissions and in turn the costs required for CCA compliance, unquote.

JEA's proposed risk sharing mechanism does just that. The mechanism disincentivizes the purchase of allowances priced near or at the price field and is the highest cost of CAA compliance. This forces PSE to consider alternate pathways and to consider not just short term compliance costs, but costs that accrue over the median and long term if it chooses to continue growing its emissions as opposed to decarbonizing its operations, as well as the company can be incentivized

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to, quote, modify its behavior to reduce carbon emissions, unquote, by investing in the future of its business and the wellbeing of its customers in a climate change world.

So what does the evidence in the docket show so far? I want to highlight three key points. First, it's clear that the Commission is correct that PSE must experience price signals from the CCA to encourage it to reduce emissions. JEA's witness Ms. McCloy provided testimony about the intent and structure of the CCA. To further support the fact that PSE must partake in CCA compliance risks and cannot treat these costs as a passthrough. PSE continues to resist the Commission's order by insisting that it should bear no risk of compliance under the CCA.

Second, it's evident that both PSE and Staff's risk-sharing mechanisms fail to achieve the objectives put forth in the Commission's order. PSE's witness Mr. Mickelson laid out a proposal that establishes sharing bands, wherein PSE would share ten percent in the first band, twenty percent in the second band, but notably only where the company earned about its authorized rates of return.

PSE's mechanism appears designed to passthrough all costs as Staff's witness Mr. McGuire noted. Our witness, Mr. Gehrke, explained why PSE's mechanism is unlikely to Page 70

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We proposed relatively conservative model that seeks to balance customer interest with company concerns about investments and financial performance. PSE can reduce its risk exposure by decarbonizing its system and not relying on additional purchases as its central compliance method in the median and long term.

Our model has been critiqued by Public Counsel's witness as insufficient and incentivizes PSE. We certainly have no objection to modifying our proposal to be a strong incentive to decarbonize.

In the interest of helping the Commission find points of agreement between parties focused on consumer advocacy and environmental advocacy, we agree that our model can be modified to incorporate some of Public Counsel's concerns. One option is removing the earnings test. Another is to adjust the statistical analysis to better represent the distribution of allowance prices.

That said, there are key points of difference between our model and Public Counsel's proposal. As you will have an opportunity to hear today, Public Counsel's approach is optimized to push PSE towards a lower cost option in the short term. We agree that this is one important consideration, but it should not be the primary driver. Our proposal focuses on longer term abatement risks so that PSE is incentivized to reduce emissions to

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be triggered, including the use of average and local compliance price compared to prices on the secondary market, PSE's regulatory expertise, and PSE's ability to access new cost allowances and price ceiling reserve options.

PSE's witnesses did not refute that PSE's model is unlikely to result in risk sharing but rather focused on why the company should not bear risks.

Staff witness Mr. McConnell proposed a risk-sharing mechanism that adopts PSE sharing bands but modifies the earning test to become a sharing cap.

Mr. Gehrke critiqued his focus on various risks. And also the Public Counsel's witness Mr. Earle explained how Staff's proposal would virtually never be triggered. making it a risk-sharing mechanism in name only.

Given the evidence in front of this Commission, it is clear that PSE and Staff approaches do not achieve the goals set out in this docket.

And now to my third point. The Commission has in front of it a workable risk-sharing mechanism that does set out to meet the goals of this docket and of the CCA, and it is our proposal. Mr. Gehrke has outlined a risk-sharing proposal that focuses on dissuading high cost allowance purchases and drives PSE to consider alternatives.

meet the goals of the CCA. We think that investing in decarbonization is a more prudent, and ultimately more equitable use of PSE funds than using customer money for the next 30 years. It's important to start making decisions and begin applying incentives to PSE. Waiting for further development in this policy docket simply delays what is sorely needed, a price signal from PSE to act rather than to offload responsibility onto customers.

In summary, the evidence before the Commission highlights the need for clear direction to PSE. You have already told them that they share the responsibility for reducing climate forcing emissions. It doesn't seem like they heard that message. We think it's time for you to impose clear direction on their responsibilities under the CCA, and we urge you to give our proposal careful consideration. Thank you, very much.

JUDGE BONFRISCO: Thank you, Ms. Gravotta. I just want to check, does AWEC have -- I don't believe they are presenting any testimony, correct? MS. MOSER: That is correct, Your

Honor.

JUDGE BONFRISCO: Ms. Barnett, it's my understanding PSE doesn't plan to conduct any cross; is that correct?

MS. BARNETT: That's correct.

	Page 72		Page 74
1	JUDGE BONFRISCO: Okay. And	1	THE WITNESS: I do.
2	additionally it's my understanding that Public Counsel	2	JUDGE BONFRISCO: Okay. Great. The
3	and Joint Environmental Advocates has also not reserved	3	witness is yours, Mr. Callaghan.
4	any time for cross of PSE witnesses; is this correct?	4	MR. CALLAGHAN: Thank you, Your Honor.
5	MR. O'NEILL: I had reserved fifteen	5	
6	minutes for Mr. Steuerwalt.	6	CROSS-EXAMINATION
7	JUDGE BONFRISCO: Okay. Let me check	7	BY MR. CALLAGHAN:
8	my records. Yes, I apologize. That's correct. I see	8	Q Good morning, Mr. Steuerwalt. Do you have copies of your
9	that. Fifteen minutes, I have that. My apologies.	9	initial testimony and rebuttal testimony with you?
10	So let's begin I think just for let's begin	10	A I do. Thank you for asking.
11	with Staff cross-examination of PSE's witnesses and then	11	Q Could you please turn to rebuttal testimony on Page 19
12	Staff, I will ask you to call in each PSE witness and	12	and let me know when you are there?
13	introduce them and then I will go ahead and swear them in	13	A I am there.
14	and then I can have you proceed with your examination.	14	Q Here you state that PSE's primary recommendation is still
15	MR. CALLAGHAN: Thank you, Your Honor.	15	to approve Schedule 11 without a risk-sharing mechanism;
16	Commission Staff calls Matt Steuerwalt.	16	is that correct? Lines 17 to 18.
17	JUDGE BONFRISCO: And is Mr.	17	A This testimony says PSE recommends the Commission decline
18	Steuerwalt present virtually?	18	to order a risk-sharing mechanism in the proceeding.
19	THE WITNESS: No, I'm in person.	19	Q Is that a yes?
20	JUDGE BONFRISCO: Perfect.	20	A Yes.
21	THE WITNESS: It's been a little while	21	Q All right. And one of your arguments is that the CCA
22	since I did this. Is this where I sit?	22	does not require the Commission to approve a risk-sharing
23	JUDGE BONFRISCO: Yes. Mr.	23	mechanism; is that accurate?
24	Steuerwalt, if you could turn on the push button, that	24	A That is accurate.
25	should light it up.	25	Q But the CCA does not require the Commission to approve
	Page 73		Page 75
1	And then I will just ask that you state your name	1	any kind of tracking or adjustment mechanism related to
2	and just speak closely into the microphone so we can have	2	CCA allowance costs either, does it?
3	a clear record. So I am going to go ahead an swear you	3	A No.
4	in?	4	Q Could you turn to your initial testimony at Page 11 and
5	THE WITNESS: I sure can, but I cannot	5	let me know when you are there.
6	get a light on the push button.	6	A The initial, not the rebuttal?
7	JUDGE BONFRISCO: Oh, there's no	7	Q Yes.
8	light? Thank you.	8	A Okay. I am there.
9	UNIDENTIFIED SPEAKER: Would it be	9	Q Here you say that PSE is concerned with the legality of
10	possible to have a camera on the witness so we can see?	10	developing a risk-sharing mechanism for the CCA, correct?
11	JUDGE BONFRISCO: I don't believe we	11	A I actually am we are concerned with the legality, the
12	have that technological setup. He would have to have his	12	ability, and the time to develop a sharing mechanism.
13	laptop on and he does not have that.	13	Q Okay. So it does that PSE is concerned with the legality
14	MS. BARNETT: Would you like me to	14	of developing a risk-sharing mechanism?
1 -	JUDGE BONFRISCO: Do you have a	15	A Yep.
15			Q Is it PSE's position that it would be beyond the
16	laptop, Ms. Barnett?	16	
16 17	laptop, Ms. Barnett? MS. BARNETT: Yes.	17	Commission's authority to order a risk-sharing mechanism
16 17 18	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for	17 18	Commission's authority to order a risk-sharing mechanism for Schedule 111?
16 17 18 19	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for helping out. We can hear you. Thank you. It looks like	17 18 19	Commission's authority to order a risk-sharing mechanism for Schedule 111? A It is our position that nothing in the CCA requires the
16 17 18 19 20	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for	17 18 19 20	Commission's authority to order a risk-sharing mechanism for Schedule 111? A It is our position that nothing in the CCA requires the Commission to order a risk-sharing mechanism or
16 17 18 19 20 21	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for helping out. We can hear you. Thank you. It looks like we can see you. It looks good.	17 18 19 20 21	Commission's authority to order a risk-sharing mechanism for Schedule 111? A It is our position that nothing in the CCA requires the Commission to order a risk-sharing mechanism or authorizes the Commission to order a risk-sharing
16 17 18 19 20 21	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for helping out. We can hear you. Thank you. It looks like we can see you. It looks good. MATT STEUERWALT, witness herein, being	17 18 19 20 21 22	Commission's authority to order a risk-sharing mechanism for Schedule 111? A It is our position that nothing in the CCA requires the Commission to order a risk-sharing mechanism or authorizes the Commission to order a risk-sharing mechanism. I believe the Commission has plenty of its
16 17 18 19 20 21 22 23	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for helping out. We can hear you. Thank you. It looks like we can see you. It looks good. MATT STEUERWALT, witness herein, being first duly sworn on oath,	17 18 19 20 21 22 23	Commission's authority to order a risk-sharing mechanism for Schedule 111? A It is our position that nothing in the CCA requires the Commission to order a risk-sharing mechanism or authorizes the Commission to order a risk-sharing mechanism. I believe the Commission has plenty of its own authority to set rates in some fashion.
16 17 18 19 20 21 22 23 24	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for helping out. We can hear you. Thank you. It looks like we can see you. It looks good. MATT STEUERWALT, witness herein, being first duly sworn on oath, was examined and testified	17 18 19 20 21 22 23 24	Commission's authority to order a risk-sharing mechanism for Schedule 111? A It is our position that nothing in the CCA requires the Commission to order a risk-sharing mechanism or authorizes the Commission to order a risk-sharing mechanism. I believe the Commission has plenty of its own authority to set rates in some fashion. Q Okay. Does that include setting ordering a risk-
16 17 18 19 20 21 22 23	laptop, Ms. Barnett? MS. BARNETT: Yes. JUDGE BONFRISCO: Thank you for helping out. We can hear you. Thank you. It looks like we can see you. It looks good. MATT STEUERWALT, witness herein, being first duly sworn on oath,	17 18 19 20 21 22 23	Commission's authority to order a risk-sharing mechanism for Schedule 111? A It is our position that nothing in the CCA requires the Commission to order a risk-sharing mechanism or authorizes the Commission to order a risk-sharing mechanism. I believe the Commission has plenty of its own authority to set rates in some fashion.

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	Page 76		Page 78
1	A I believe the Commission could order that. I don't	1	And, Mr. Callaghan, can you please call PSE's next
2	believe the Commission should have ordered that.	2	witness that you plan to call, and I will swear them in.
3	Q Okay. And you would agree that the Commission has the	3	MR. CALLAGHAN: Your Honor, I believe
4	authority to order risk-sharing mechanisms related to	4	that Public Counsel has reserved time for
5	other kinds of costs, correct?	5	cross-examination of Mr. Steuerwalt.
6	A I would.	6	JUDGE BONFRISCO: Yes, my apologies.
7	Q Okay. Are you familiar with PSE's power cost adjustment	7	MS. BARNETT: Can I ask a redirect,
8	mechanism on the electric side?	8	please?
9	A I have a somewhat limited familiarity with it. I can	9	JUDGE BONFRISCO: Yes, my apologies.
10	talk to some parts of it, but there are other people that	10	Thank you. Actually, let me allow Public Counsel to
11	can talk to it in much better detail.	11	proceed with his arguments and then we will do a
		12	redirect. We will have a redirect after Public Counsel
12	Q Are you aware whether or not that mechanism has sharing?	13	crosses the witness.
13	A That mechanism does indeed have sharing.	14	CROSS-EXAMINATION
14 15	Q Okay. Moving on. Another argument that PSE makes in	15	BY MR. O'NEILL:
	favor of its primary recommendation is that PSE is	16	Q Good morning, Mr. Steuerwalt.
16	required to comply with the CCA and so these costs are	17	A Good morning.
17	necessary to serve customers, correct?	18	Q In your rebuttal testimony you reference the drafting
18	A I'm thinking about your question.	19	process for House Bill 1589, do you recall that
19	PSE is indeed the compliance entity for natural gas,	20	testimony?
20	natural gas emissions, most of the natural gas greenhouse	21	A If you will give me a moment I will look. Do you have a
21	gas emissions, although not all of them under the CCA.	22	page and line reference for me?
22	And what was the second part? I'm sorry.	23	Q It would be useful if I did, but I did not write it down.
23	Q So one argument that PSE makes is that it's required to	24	A I think I have it on Page 3 of the rebuttal. Is that the
24	comply with the CCA and so these costs are necessary to	25	reference that you are looking for?
25	serve customers, and therefore PSE should just have a		
	Page 77		Page 79
1	pure passthrough mechanism.	1	Q It is.
2	A These are when we incur costs to comply with a state	2	A Okay.
3	obligation such as the CCA, those coasts should be passed	3	Q You heard my opening statement; is that correct?
4	on the customers.	4	A I was in the room but was actually talking with one of my
5	Q Does PSE have a legal obligation to serve its retail	5	colleagues about a different matter.
6	customers in its natural gas service territory?	6	Q Would you agree with me that the legislature intended the
7	A Yes.	7	CCA to be part of a suite of legislative enactments to
8	Q Okay. So every cost that the company incurs in order to	8	combat climate change?
9	serve customers could be characterized as a compliance	9	A Yes.
10	cost, couldn't it?	10	Q And the House Bill 1589, when was that passed?
11	A I think the well, I think that the record would show	11	A That was enacted this year.
12	that parties would assume that not every cost is a	12	Q In the spring, correct?
13	compliance cost. The parties might well argue that some	13	A March or April.
- 4	of the athle and the form of the control of the state of	14	Q And when did the Commission order PSE to propose a
14	of the things we incur costs on were not to the benefit		• •
14 15	of the filings we incur costs on were not to the benefit of customers.	15	risk-sharing mechanism?
15	of customers. Q But if PSE has an obligation to serve, isn't every cost it incurs in order to complete that service a compliance	15	risk-sharing mechanism? A I don't know off the top of my head. Q It was in November of last year, correct?
15 16	of customers. Q But if PSE has an obligation to serve, isn't every cost it incurs in order to complete that service a compliance cost with its related to its obligation to serve?	15 16 17 18	risk-sharing mechanism? A I don't know off the top of my head. Q It was in November of last year, correct? A I don't know off the top of my head.
15 16 17	of customers. Q But if PSE has an obligation to serve, isn't every cost it incurs in order to complete that service a compliance cost with its related to its obligation to serve? A I don't know how to answer your question better than I	15 16 17 18 19	risk-sharing mechanism? A I don't know off the top of my head. Q It was in November of last year, correct? A I don't know off the top of my head. Q Okay. Are you aware of the statutory construction maxim
15 16 17 18	of customers. Q But if PSE has an obligation to serve, isn't every cost it incurs in order to complete that service a compliance cost with its related to its obligation to serve? A I don't know how to answer your question better than I did the first time. I can because the hypothetical is	15 16 17 18 19 20	risk-sharing mechanism? A I don't know off the top of my head. Q It was in November of last year, correct? A I don't know off the top of my head. Q Okay. Are you aware of the statutory construction maxim that the courts presume legislature is aware of actions
15 16 17 18 19 20 21	of customers. Q But if PSE has an obligation to serve, isn't every cost it incurs in order to complete that service a compliance cost with its related to its obligation to serve? A I don't know how to answer your question better than I did the first time. I can because the hypothetical is so broad for me, I don't know that I have a better answer	15 16 17 18 19 20 21	risk-sharing mechanism? A I don't know off the top of my head. Q It was in November of last year, correct? A I don't know off the top of my head. Q Okay. Are you aware of the statutory construction maxim that the courts presume legislature is aware of actions of other regulatory entities such as the Commission?
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15 16 17 18 19 20 21 22 23	of customers. Q But if PSE has an obligation to serve, isn't every cost it incurs in order to complete that service a compliance cost with its related to its obligation to serve? A I don't know how to answer your question better than I did the first time. I can because the hypothetical is so broad for me, I don't know that I have a better answer for you. Q Okay.	15 16 17 18 19 20 21 22 23	risk-sharing mechanism? A I don't know off the top of my head. Q It was in November of last year, correct? A I don't know off the top of my head. Q Okay. Are you aware of the statutory construction maxim that the courts presume legislature is aware of actions of other regulatory entities such as the Commission? A No. Q In your in House Bill 1589, I am going to go ahead and
15 16 17 18 19 20 21 22	of customers. Q But if PSE has an obligation to serve, isn't every cost it incurs in order to complete that service a compliance cost with its related to its obligation to serve? A I don't know how to answer your question better than I did the first time. I can because the hypothetical is so broad for me, I don't know that I have a better answer for you.	15 16 17 18 19 20 21 22	risk-sharing mechanism? A I don't know off the top of my head. Q It was in November of last year, correct? A I don't know off the top of my head. Q Okay. Are you aware of the statutory construction maxim that the courts presume legislature is aware of actions of other regulatory entities such as the Commission? A No.

1 A You are testing my eyesight.

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2 Q I will see if I can adjust that as well. This is the House Bill 1589 as it was passed by the legislature, and 4 you can see that there. If you go to the first section of that bill, so Section 4, in Subsection 4 the legislature found that as Washington transitions to a hundred percent clean electricity, and as the State implements the Washington Climate Commitment Act, switching from fossil fuel based heating equipment and other fossil fuel based appliances, high efficiency non emitting equipment, will reduce climate impact and fuel price prices for consumers in the long term. This new 13 paradigm requires a thoughtful transition to decarbonize the energy system to ensure that all customers benefit 14 from the transitions, that customers are protected, are not subject to sudden price shocks, and continue to receive needed energy services.

Did I read that correctly?

- 19 A That's how I read it.
 - Q The last sentence says this transition will require careful and integrated planning by and between utilities and the Commission and customers as well as new regulatory tools.

Did I read that correctly?

25 A lagree. Page 82

- the company to have an education program and removes the 2 company's energy efficiency programs for residential gas
- 3 customers at the end of this year or next. I can't
- 4 recall, and then sunsets the company's commercial gas
- 5 conservation program to a later date. I believe this is 6

directly tied to that requirement.

- Q So you would read it with that limitation?
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9 Q It goes on to say in that same section, programs to 10 accelerate the adoption of efficient, non emitting 11 appliances have the potential to allow large combination 12 utilities to optimize to use energy infrastructure, 13 improve the management of energy loads, better manage the 14 integration of variable energy resources, reduce 15 greenhouse gas emissions from the building sector, to 16 mitigate the environmental impacts of utility operations 17 and power purchases, and improve the health outcome for 18 occupants.

19 Did I read that correctly?

- 20 A You did.
- 21 Q It's true that PSE is the entity that has the ability to 22 optimize the use of energy infrastructure, correct?
- 23 A I think it's true that both the customers and the utility 24 have the ability to optimize the use of energy
- 25 infrastructure. I believe, in fact, that there are a

Page 81

- Q So in 1589 that was passed, you would agree with me that the legislature has identified as a public policy minimizing price shocks and transitioning to a new fossil -- non fossil fuel based economy -- or energy system, would you agree with me?
- A I would say they have a legislative intent to avoid sudden price shocks and to decarbonize the energy system, which I think is slightly different than your raising of -- I can't remember the exact words that you used.
- Q That's fair. I will take what your testimony is as it

I have highlighted the first part of Subsection 2, which is what I want to direct your attention to. The legislature found that as the State transitions to cleaner sources of energy large combination utilities are an important part of that in helping their customers make smart energy choices, including actively supporting the replacement of fossil fuel based space and watering equipment and other fossil fuel based equipment with high efficiency non emitting equipment.

Do you agree with me that the utilities such as Puget Sound Energy are an important partner in helping customers make smart energy choices?

A I believe that when the legislature wrote this language they were referring to the section below that requires

1 number of growing programs on the energy efficiency side 2 designed to have customers make smart energy choices.

Page 83

- Q You would characterize that as a shared ability between the customers and the utility?
- A I would.

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- Q Would you characterize the utility as having a shared ability to improve the management of energy loads?
- A Yes. Again, I think that's a place where new technology is providing customers the opportunity to participate in the management of loads, and for us to be able to try to call on those resources as we can.
- 12 Q Do you agree that it is the utility that has the ability 13 to better manage the integration of variable renewable energy resources?

That's not something that customers can do?

- A Why would you say that?
- Q I don't know. You tell me.
- 18 A I think that we will increasingly see customer 19 participation at the scale of small customers and very 20 large customers in the management of infrastructure 21 designed to increase global demand and to meet the needs 22 of the system as a whole. And we are developing programs 23 and the Commission is approving those programs to do just 24 that, those kind of things.
 - Q You would agree that the utility, at least, is a partner

Page 84 Page 86 in that process? Q Which I think is my point. You project that gas 1 1 2 A Oh, absolutely. 2 customers are going to leave the system? 3 Q The last sentence of the section is the legislative 3 A We see, as a result of other public policies, that the 4 clarity is important for utilities to offer programs and 4 addition of new gas customers has slowed considerably. I 5 5 services, including incentives in the decarbonization of believe there is evidence in the other proceedings about 6 6 homes and buildings for their customers. the change in the loads on the gas system, which are 7 7 Did I read that correctly? declining. And I don't know that I can predict the pace 8 8 and scale of those transitions, but they appear to be 9 Q You would agree with me that the legislature has clearly 9 underway. 10 10 stated a policy of encouraging decarbonization? Q And the market in which you anticipate at whatever speed 11 it's ultimately going to be departure from customers 11 12 12 Q If the risk management mechanism in this case, the leaving gas assets, doesn't it make sense for the -- just 13 Climate Commitment Act case that we are dealing with 13 financial sense for the company to accelerate its 14 would incentivize the company to better accomplish those 14 decarbonization efforts to shift consumers to 15 steps toward the goals, would you agree with me that that 15 electricity, for example? 16 16 COMMISSIONER RENDAHL: Please, Mr. is a good idea? 17 A If the risk-sharing mechanism would incentivize us to 17 Steuerwalt, if you could speak more directly into the 18 18 microphone as folks online are having a hard time hearing achieve those goals. 19 19 I would agree with that if I thought the you. 20 20 risk-sharing mechanism would indeed incentivize us to THE WITNESS: I'm sorry, Commissioner 21 21 achieve those goals, and to go back to your Section 4 Rendahl. I will endeavor to be more clear. I'm still a 22 22 stuff, to achieve the other public policy goals of the little foggy. You guys start early. And I have 23 23 Act, not all of which are decarbonation. completely lost the thread. Could we go back to the 24 Q One of the things that 1589 authorized the Commission to 24 25 25 do is gave it new regulatory tools. I'm not certain it's Q (By Mr. O'Neill) Sure. I will see if I can reask the Page 85 Page 87 1 new, but certainly identified them as eligible for Puget 1 question. 2 Sound Energy, the only utility that actually qualifies 2 It's rational for a company in Puget Sound's space 3 under the decarbonation bill. One of those is 3 to begin making steps toward decarbonization because you 4 accelerated depreciation of gas assets; is that correct? 4 are projecting the carbon market is going to shrink in 5 5 A I would agree with you that that is not a new regulatory terms of customers using natural gas? 6 6 A I think those are a number of different thoughts that I'm 7 Q But is it referenced in the statute? 7 not sure I would put together. Again, I don't know that 8 8 A It is in the statute. we have a projection for the long term about the pace and 9 9 Q Explicitly? scale of customer departure on the gas system. 10 10 I know that in the current rate case we have A Yes. 11 11 Q As a tool that can be used for Puget Sound Energy? projections about the high loads and some assumptions 12 12 about the growth or lack thereof in the system. A Yes. 13 13 Q Does Puget Sound Energy plan to utilize its -- that Your next phrase was is it a reasonable thing to do 14 statutory mechanism to ask for accelerated depreciation 14 to accelerate the departure of customers. of gas assets? 15 15 Q I think I meant accelerate decarbonization efforts by the 16 16 A In a different proceeding that before this Commission we company. 17 17 have indeed asked to shorten the depreciation life on the A I would say there should be efforts to decarbonize at the 18 18 gas business. lowest reasonable cost for customers. 19 Q You would agree with me what that means in practical 19 Q Fair. And do you agree with me that if the company is 20 2.0 terms is that rate payers are going to pay more money up going to undertake those efforts that it should be 21 front for gas assets? They are going to pay faster? 21 incentivized to achieve the least cost method to 22 A I would suggest that what it means is that existing rate 22 accomplish that goal? 23 23 A I don't think we are asking to be incentivized to payers will pay for the infrastructure they have before 24 24 many of them depart from the system leaving the remaining decarbonize. I think we are being required to do that. 25 25 rate payers to pay for the rest of the cost. And I don't think we perceive that we should be

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A I'm aware there is another proceeding about who is

eligible and has identified as being a low income

A I think if you were to give me an example I could

probably make my way through that.

Q Have you ever heard of the concept of penetration rates?

Page 88 Page 90 1 incentivized. In fact, should the Commission decide to 1 Q Sure. So let's assume there is a projected need in the 2 adopt our risk-sharing mechanism it does not include an 2 community and your program is reaching a certain number 3 incentive for the company. It's -- we don't think that's 3 of people, and you could calculate that as a percentage 4 4 and then call that a penetration rate. In other words, a necessary thing. 5 5 Q We should just trust you to get it right? your program reaches a certain percentage. 6 6 A No, I'm not saying that at all, sir. I'm saying we A Sure. 7 7 Q Do you know what PSE's penetration rate is? have -- the Commission has the regulatory authority using 8 8 its existing mechanisms to examine whether we are making A For what. 9 9 Q For reaching low income customers? cost effective choices to comply with CCA for customers. 10 10 Q I would like to shift to one other topic before I let you go. If you turn to Page 15 of your testimony, the 11 Q Would you agree with me that if you reach a mere fraction 11 12 rebuttal testimony. 12 it's not fair to say that you have eliminated the low 13 A Sure. Hang on one second. I am there. 13 income burden? 14 Q And Lines 16 to 18 is where I want to focus your 14 A No. I would not. 15 attention, if I could. 15 Q You disagree with me? 16 A I'm there. 16 A I would. 17 Q I clicked on the button and it took me up to the top of 17 MR. O'NEILL: Okay. That's all the 18 the document and away from where I was going to ask the 18 questions I have. Thank you. 19 questions, so I apologize. 19 JUDGE BONFRISCO: Thank you, Mr. Robinson O'Neill. A I'm here all day. 20 20 21 21 Q So is everybody else. Ms. Barnett, you can proceed with your redirect. 22 You say that PSE has structured its compliance, 22 MS. BARNETT: Thank you. 23 meaning the CCA compliance, accordingly, including 23 24 eliminating low income burden and prioritizing investment 24 REDIRECT EXAMINATION 25 of revenues in projects that address high energy burden 25 BY MS. BARNETT: Page 89 Page 91 1 in low income communities. 1 Q Mr. Steuerwalt, you heard counsel for Staff ask you about 2 Did I read that correctly? 2 your legal concern of passing through -- of implementing 3 a risk-sharing mechanism. When you expressed concern 3 A Yes. 4 4 about the legality of imposing a risk-sharing mechanism, Q Do you know how many individuals in Puget Sound Energy's 5 what are your concerns? 5 service territory that your third party data suggests 6 A I'm concerned -- the company is concerned, excuse me, 6 qualify for one of your low income programs? 7 7 that the CCA did not contemplate such a mechanism, and A I do not. 8 had it been contemplated the remainder of the bill might 8 Q Would it surprise you that the number is 245,000, 9 have looked different as well. 9 approximately? 10 Q Counsel for Staff also asked you about some costs that I 10 A I don't have any context for even evaluating whether 11 think -- I'm trying to paraphrase the question -- was 11 that's a big number or a small number. 12 based on your PSE general duty to serve are all costs 12 Q Do you know how many individuals are currently enrolled 13 passthrough to customers, and I apologize if I'm 13 in a discount program? 14 mischaracterizing the question. 14 A I do not. 15 My question is, would you expect to pass through 15 Q Are you aware there is another proceeding before the 16 costs to customers that were not deemed prudent, were 16 Commission in which the company is asking to reduce the 17 adjudicated imprudent, for example? 17 number of individuals enrolled in the program from 70,000 18 A No. 18 to -- well, to reduce by 53,000, so 17, are you aware of

12 (Pages 88 to 91)

Q And my last question, counsel for Public Counsel asked

you about customers' ability to share in both the load

sharing of -- increased sharing on the part of customers,

why is it appropriate to pass through all the CCA costs

A The CCA is a different mechanism than requiring than us

rather than share the risks?

and their consumption of natural gas. If there is this

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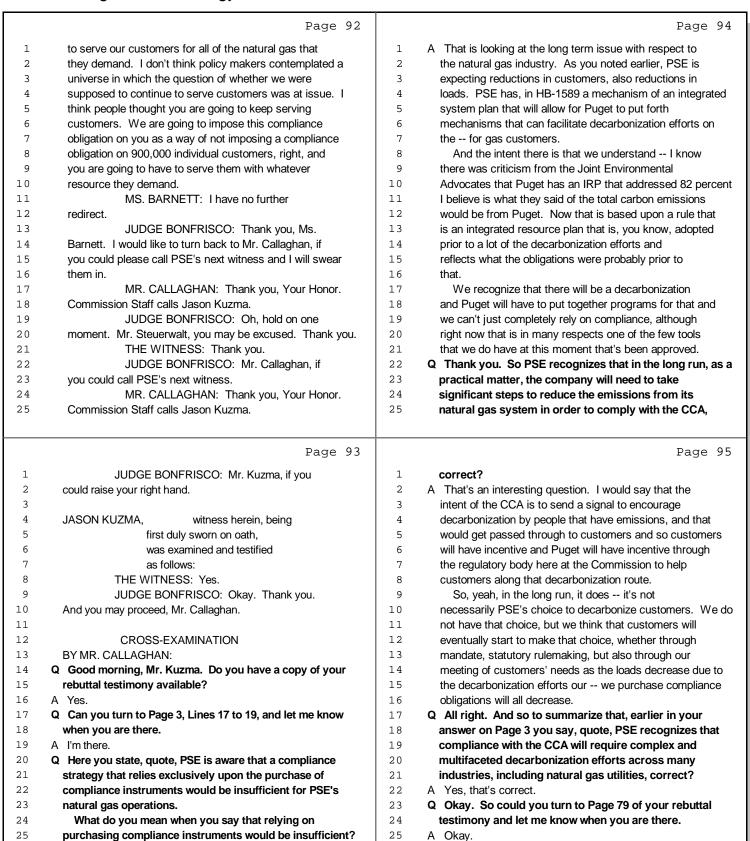
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Page 99

Page 96

Q So here you give a hypothetical in which CCA costs are placed into base rates and PSE pays ten percent more for allowances than what was forecast when those costs were set in base rates, leading to under recovery, correct?

A That's correct.

Q All right. And on the next page you summarize the point of your hypothetical by saying small changes in large numbers have large results; is that correct?

A Yes.

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Q But doesn't this hypothetical demonstrate that if PSE were motivated to reduce the costs it pays for CCA allowances, even if PSE were only successful in reducing that average allowance cost by five or ten percent, that small reduction would have a large impact on the costs that ultimately get passed on to PSE's customers, wouldn't it?

17 A No.

- Q No? Why?
- A Because your isolating it to CCA compliance costs and there's a whole suite of other costs that are ignored in that situation. So if we have -- the problem that Puget has at this point is that we have one tool to comply, and that's the compliance tool. We can put together other programs and I believe we heard JEA mention it earlier in their opening testimony that they could -- there could be

A Again, I would not agree with that. And the reason that I wouldn't agree with that is that you are making an assumption that on the CCA compliance costs Puget can do

anything other than purchase at an auction, so by
 definition Puget will be buying CCA compliance costs at

6 auction.

And so basically all you are proving there is that our actual costs might be less than what was projected going into that compliance year, but that doesn't prove anything other than the projections are wrong.

And that's the problem with putting it into a base rate, is that nobody knows what the compliance costs for the next year are until they actually occur. So we are making a guess going into that year that's based on the -- I mean, Puget has done a fantastic job, in my estimation, to this date meeting the compliance obligation on a prudent basis, and so I don't think anything in this proceeding will effectively change Puget's obligations or activities going forward.

I know that there has been discussion here about passthroughs, but a passthrough always has prudence risks, and Puget always considers those. And so that's our fundamental point in this proceeding is that we should be able to forecast what those prices are, true them up to what the actuals are subject to some type of

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other mechanisms that are more cost -- that are of a higher cost to customers in the short term or today, and so those costs might get passed through differently, so you can't simply look at one part of the calculus.

It's a complicated calculus that what is the total cost to customers, and that is something that, at this point, we really don't have a lot of direction on, and that's something we hope to in the ISP try to get established with the Commission a mechanism that would allow us to sort of say what is an appropriate suite of mechanisms that we can offer to customers to reduce decarbonization and meet the CCA.

So, yes, our CCA compliance obligation costs might go down, but it might be that customers are paying more because they entered into a bill assistance program to, you know, electrify their home to switch -- a fuel switch.

So I can't answer your question on, you know, an individual point because all of the costs need to be factored into the customer.

Q But under your hypothetical, wouldn't you agree that what this demonstrates is that to the extent that PSE is able to get a lower cost per CCA allowance that that lower average cost would have a big impact, if you hold demand constant?

prudence review.

- Q Okay. So you are mentioning a prudence review of the CCA allowance costs. Doesn't a prudence review imply that the decisions that the Commission -- that PSE makes related to the auctions and the CCA allowance costs, doesn't that imply that PSE does have some amount of control over its decision to impact how much customers ultimately pay for CCA allowances?
- A Far less than you would assume. For example, this year every auction that we have uncured we have actually lost allowances on a net basis because of the way the auctions have been set up. We are not able to purchase a sufficient number of allowances at auctions to meet our actual needs. So we have a very limited ability to actually control the costs other than to buy as much as we can in every auction.
 - Q Okay. So your position is that PSE's ability to influence to cost it pays for CCA allowances on average is limited, but doesn't your hypothetical on Page 79 demonstrate that even if it does have a limited ability, even a small chance of PSE being able to reduce the costs, the average cost of CCS allowances, that would have a significant impact on PSE's customers if successful, correct?
- 24 suce25 A No.

14 (Pages 96 to 99)

Page 100

Q No?

A No. And the reason is that when you put a cost into base rates it's a projection. It's a projection based on we have really no idea what next year's compliance obligations will be or costs will be. They were really high the first year. They were low this year, and who knows what they will be next year.

So all you are doing there is Puget will go out and comply and the actual costs will be higher or lower than what is put in the base rates. There is no ability -- it's not like a person's salary that Puget can say the salary next year is going to be X. We know that that cost is, so if that person is retired or laid off or promoted then we know that there's a difference going to happen.

Here we just know there's going to be a cost. We have an idea of what the cost might be, and if it comes in five or ten percent lower that is, in some part, likely due to some activity that Puget did, but it might just also be the market. That's just a function of dealing with a market. We don't know what the cost will be next year.

Q Right. So you would agree that PSE's decisions have the ability to result in lower or higher average CCA allowance costs? Q So what you are saying is there is a lot of uncertainty here and we are just doing the best we can with our forecasts, right?

Whether these coasts are in base rates or in the tracking mechanism, right, the forecast is just the best that we can do, correct?

- A Right. And that's why we would have to suggest that there would be the true up mechanism so that -- subject to prudence review so that you could take a look and make sure that Puget did what it could to try to manage those costs to keep them within a reasonable range around whatever the market averages. But at the end of the day, if the market surges by 30 percent our costs are going to surge by about 30 percent.
- Q Okay. Fair enough. But to the extent that PSE' decisions can have any impact on the amount that it pays for the average CCA allowance cost, even a small change would have a large impact on the cost that customers pay, right?
- A In the aggregate, yes, because of Puget's costs -compliance costs would be in the aggregate large, yes.

 MR. CALLAGHAN: Thank you. No further
 questions.
- JUDGE BONFRISCO: Thank you. Any redirect, Ms. Barnett?

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A Compared to the average market cost, yes. We can make sure that our costs are in line with what the market costs are, but we don't control the market. That's the problem with putting it in base rates is that what is the market cost? That's what we are projecting. We don't know what that is. We can tell you that we can try to keep it on the low side. Last year we were below what the average price throughout the year was, so we, in my mind, met our prudence standard. We showed we did a wonderful job in trying to manage that risk, with a lot of difficulty we had in that process.

I'm saying we don't control the market. We can control our activities within the market so on a margin, yeah, we can sort of say we can try to be, you know, within X percent of whatever the average costs are, but at the end of the day we don't control that market. That market is determined by activities of the state, activities of other participants in the market. There's a fair number of Wall Street participants in the market. It's a complicated market.

And going forward, on top of that, I mean, if we have engaged with other jurisdictions you have added that complication in as a factor. You know, I don't really know how to factor in how to address what the projected cost of a two state, one province market might look like.

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MS. BARNETT: No thank you.

JUDGE BONFRISCO: Okay. Thank you.

At this point, we are at about 10:21. I just want to take a pulse if we want to take a break or if we want to, you know, I know we tentatively planned for 10:30.

COMMISSIONER RENDAHL: Your Honor, I would appreciate a break.

JUDGE BONFRISCO: Okay. We will take a ten-minute break -- or ten minutes, is that good? So we will be back at 10:32 a.m. Thank you.

(Recess 10:22 a.m. to 10:38 a.m.)

JUDGE BONFRISCO: Okay. We are back on the record. Mr. Callaghan, if you would like to call PSE's next witness.

MR. CALLAGHAN: Thank you, Your Honor.
Commission Staff calls Todd Shipman.

JUDGE BONFRISCO: Mr. Shipman, could I have you raise your right hand.

TODD SHIPMAN, witness herein, being first duly sworn on oath, was examined and testified as follows:

Page 104 Page 106 1 THE WITNESS: I do. 1 A Yes. 2 JUDGE BONFRISCO: Okay. Mr. 2 Q Do you have a copy of it readily available? 3 Callaghan, you may proceed with your examination. 3 A No. 4 MR. CALLAGHAN: Thank you, Your Honor. 4 Q You don't? 5 5 A No. 6 **CROSS-EXAMINATION** 6 Q Okay. All right. So just based on your recollection, 7 7 BY MR. CALLAGHAN: doesn't witness Martin argue the opposite of what you are 8 8 arguing in parts of her rebuttal testimony? Q Good morning, Mr. Shipman, can you hear me? 9 9 A Yes. A That's best to ask her. Q Okay. So what's PSE's position in this case? Should the Q Do you have a copy of your rebuttal testimony with you? 10 10 11 approval of an adjustment mechanism impact the 11 12 12 Q So before we begin, is your argument in your rebuttal Commission's next cost of capital decision or not? 13 testimony that approving adjustment mechanisms ultimately 13 A I don't know what the position is on that. 14 lowers the cost of capital, and that lower cost of 14 Q Okay. Moving on, could you turn to your rebuttal 15 capital benefits customers more than any harm that might 15 testimony, Page 7, Line 5, and let me know when you are 16 be caused by approving a given adjustment; is that a fair 16 there. 17 17 A I'm there. summary? 18 A No. I would say we are not recognizing any harm to 18 Q In this answer you state, quote, Utilities have the same 19 employing adjustment mechanisms, but other than that I 19 incentive to control costs whether the relationship of 20 would agree with your statement. 20 costs to revenue is positive, neutral, or negative; is Q Okay. Thank you. So after the Commission approves an 21 21 that accurate? 22 22 adjustment mechanism, assuming all else is equal, that A Yes. 23 should reduce the approved cost of capital whenever the 23 Q Are you arguing that the utility has the same incentive 24 next opportunity arises, correct? 24 to control specific costs that are subject to a pure 25 A Yes, all else being equal. 25 passthrough adjustment mechanism compared to if those Page 105 Page 107 1 Q Okay. So is your argument that approving an adjustment 1 same costs were embedded in rates? 2 mechanism is always a net benefit to customers because 2 A Yes. I think their incentive to control costs is 3 3 adjustment mechanisms result in a lower rate of return? constant. They have a profit motive to try to maximize 4 4 profits and to the extent that they can reduce costs, A I would say most of the time. I can't think of every 5 5 circumstance off the top of my head that supports a it's in your best interest. 6 Q But if a specific set of costs are subject to a pure 6 blanket statement, but I would say under most 7 passthrough mechanism, to the extent they reduce those 7 circumstances any actions that the Commission takes to 8 costs, doesn't that get passed back to the customer? 8 improve a company's ability to reduce the volatility of 9 A Yes, it gets passed through the customers. 9 its earnings and cash flow is going to rebound to the 10 Q So in that case reducing those costs would not be 10 benefit of the rate payers. 11 beneficial to the utility, would it, from a financial 11 Q All right. Could you turn to Page 7, Lines 6 through 9 12 perspective? 12 of your rebuttal testimony and let me know when you are 13 A I think it's in their best interest to keep their rates

there.

14 A I am there.

> Q So here you state, quote, Cost of capital experts recognize the risk reducing effects of adjustment mechanisms; is that accurate?

18 A Yes.

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Q All right. So you would disagree with the argument that the approval of an adjustment mechanism has no bearing on an expert witness' recommendation on cost of capital,

22 correct?

23 A Yes.

> Q Have you reviewed the rebuttal testimony of PSE's witness Jamie Martin?

as low as possible. For one thing, it would encourage. you know, people to use their product and that's what most companies strive to do. I would not disagree with the idea that a passthrough mechanism perhaps does not have the same -- doesn't present the same urgency to control costs, but I think a utility like any other company wants to have the lowest price for their product in order to please their customers.

21 22 Q All right. So what I think I have heard from your 23 response is that you said it doesn't have the same 24 urgency. So it's not the exact same incentive in the 25 case of a pur passthrough versus those same costs being

16 (Pages 104 to 107)

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	Page 108		Page 110
1	embedded in the rates?	1	MR. CALLAGHAN: Thank you, Your Honor.
2	A I would agree with that.	2	Commission Staff calls Christopher Mickelson.
3	Q Okay. So starting on Page 7, Line 5 you state, quote,	3	JUDGE BONFRISCO: Okay. Mr.
4	Utility managers have shown a deal for cost cutting for a	4	Mickelson, can I go ahead and swear you in?
5	variety of different reasons; is that accurate?	5	THE WITNESS: Yes.
6	A Yes.	6	JUDGE BONFRISCO: Okay. If you could
7	Q Okay. So, again, are you arguing here that a utility	7	raise your right hand.
8	manager would have the same incentive to cut costs when	8	Tailoo your right harra.
9	they have a full passthrough adjustment compared to if	9	CHRISTOPHER MICKELSON, witness herein, being
10	those same costs were embedded in rates?	10	first duly sworn on oath,
11	A That's not the issue I was addressing in this section of	11	was examined and testified
12		12	as follows:
13	my testimony. Q Okay. Can you point me to any evidence in the record	13	THE WITNESS: I do.
14		14	
	that supports the claim that you are making on Page 7, Line 15?		JUDGE BONFRISCO: Thank you. You may
15		15 16	proceed, Mr. Callaghan.
16	A Okay.		MR. CALLAGHAN: Thank you, Your Honor.
17	Q Does your testimony cite any prior Commission decisions	17	OD OOO EWANINIATION
18	that come to the same conclusion that you have on this	18	CROSS-EXAMINATION
19	point?	19	BY MR. CALLAGHAN:
20	A No.	20	Q Good morning, Mr. Mickelson.
21	MR. CALLAGHAN: Nothing further.	21	A Good morning.
22	Thank you, Your Honor.	22	Q Do you have copies of your initial and rebuttal testimony
23	COMMISSIONER RENDAHL: So that	23	with you?
24	concludes your questions?	24	A Ido.
25	MR. CALLAGHAN: Yes.	25	Q Okay. Could you turn to Page 4 of your rebuttal
	Page 109		Page 111
1	Page 109 JUDGE BONFRISCO: Any redirect?	1	Page 111 testimony and let me know when you are there.
1 2	_	1 2	
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2	JUDGE BONFRISCO: Any redirect? MS. BARNETT: Yes, just quickly, I	2	testimony and let me know when you are there. A I'm there.
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Page 112

- 1 A Yes. It's in the Commission's power to decide a lot of 2 things that the company would have to comply with.
 - Q Okay. So if the Commission does approve a risk-sharing mechanism with an earnings test and PSE has any lingering questions about the way it's supposed to work, is it safe
- 6 to assume that the company would move to clarify the 7 order?
- 8 A Do you mind rephrasing that?

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- 9 Q Yes. So if PSE had any -- if there was any confusion 10 about what the Commission was requiring PSE to do for Schedule 111, would PSE take steps to resolve that 11
- 12 confusion, to get clarity?
- 13 A Within all Commission orders we -- PSE complies with, and 14 if there's any unclarity we typically will ask for the
- 15 Commission to clarify but, yes, in essence.
- 16 Q Okay. You call Staff's proposed earnings cap drastic and 17 arbitrary on Page 4 of your rebuttal testimony; is that 18 right?
- 19 A Can you point to a line? I found it. Line 17.
- Q Is that correct? 20
- 21 A Yes, because it's not clear how Staff came about with the 22 ten point basis point on an annual basis.
- 23 Q Okay. Do you have a copy of Exhibit CTM-5 with you?
- 24
- 25 Q Could you review this exhibit and then let me know when

- Q Okay. Do you have a copy of your initial testimony?
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- 3 Q Could you turn to Page 18 and let me know when you are 4 there.
- 5 A I'm there.
- 6 Q Here you describe PSE's proposed earnings test, correct?
- 7 A Correct.
- 8 Q And one feature of PSE's proposed earnings test is that 9 if PSE earns anything below its authorized rate of return 10 that PSE pays nothing under the proposed risk-sharing 11 mechanism, correct?
- 12 A That is correct. That is the proposal to not increase 13 the financial harm to the company and take away possible 14 cash flow for other carbon -- decarbonization efforts or 15
 - Q Has PSE provided any historical perspective on how often it has earned above its authorized return on the gas side?
- 19 A Within the filing I'm not sure if we have or haven't. I 20 know -- I believe in the past we have indicated those 21 kind of things.
- 22 Q Okay. Do you have a general sense of how often PSE has 23 earned above its authorized return in let's say the last 24 10 or 20 years?
- 25 A I do not. Unfortunately, I have kind of been out of the

Page 113

- you are done. 1
 - A It's multiple data requests from PSE to Staff.
- 3 Q Thank you. In this data request response Staff is 4 providing an example of how its earnings cap would have 5
 - worked if it had been in place from 2020 to 2023,
- 6 correct?

2

- 7 A That's correct. However, this one in part of the record,
- 8 if I didn't ask these requests, this was not part of the 9
 - initial response testimony of Staff.
- 10 Q Okay. And in this response the hypothetical maximum cost 11 to PSE over the four years would have been a little over 12 five million dollars; is that correct?
- 13 A I assume you are referencing data request number three 14 from PSE?
- 15 Q Yes.
- 16 A That would be correct, under the hypothetical. It was 17 for illustrative purposes only, and it doesn't reflect
- 18 what actual market conditions are right now.
- 19 Q Fair enough. Is the ballpark amount of a little over 20 five million dollars over four years really drastic in 21 light of the total potential CCA cost that might be 22 passed through rates to customers?
- 23 A In this hypothetical, I would say no. However, what the actual application, and what that would look like or 24
- 25 result in I cannot answer.

- state for most of that time period, but I would likely to guess it's probably not often.
- 3 Q One person said the risk-sharing mechanism is to create 4 incentives for the utilities, wouldn't you agree?
 - A I would not agree.
 - Q You would not agree with that one purpose of the risk-sharing mechanism is to create incentives for a utility?
 - A For risk sharing? No, that would be more of a performance incentive mechanism.
- 11 Q Okay. Doesn't this kind of earnings test dampen any 12 incentive created by the risk-sharing mechanism?
- 13 A What do you mean by that?
 - Q Well, you have just testified that based on your recollection PSE does not often earn above its authorized return on the gas side. Doesn't PSE's proposed earnings test then really limit the incentive created by the risk-sharing mechanism?

MS. BARNETT: Objection, mischaracterizes the testimony. I believe Mr. Mickelson

20 2.1 said he was not aware of the natural gas rate earnings in 2.2 the past, and that the risk-sharing mechanism did not

23 create incentive, he said that was a performance

24 incentive mechanism.

JUDGE BONFRISCO: Staff, could you

18 (Pages 112 to 115)

		1	
	Page 116		Page 118
1	rephrase that?	1	THE WITNESS: I do.
2	MR. CALLAGHAN: Yes. Thank you, Your	2	JUDGE BONFRISCO: All right. Thank
3	Honor. And I will sustain that objection.	3	you. Mr. Callaghan, you may proceed.
4	Q (By Mr. Callaghan) Mr. Mickelson, if the purpose of a	4	MR. CALLAGHAN: Thank you, Your Honor.
5	risk-sharing mechanism is to create incentives for a	5	
6	utility, doesn't PSE's proposed earnings test reduce the	6	CROSS-EXAMINATION
7	incentive created by the risk-sharing mechanism itself?	7	BY MR. CALLAGHAN:
8	A I would say no. This allows the company to have an	8	Q Good morning, Ms. Martin. Do you have a copy of your
9	opportunity to earn an authorized return, but this	9	rebuttal testimony?
10	financial earnings test only gets triggered if we are	10	A Yes, I do.
11	under that, and thus doesn't create additional harm	11	Q In your rebuttal testimony you opposed Staff's primary
12	financially to the company. When this does apply, then	12	recommendation, correct?
13	the company helps reduce the price signals that customers	13	A That's correct.
14	get.	14	Q And your argument opposing Staff's proposed framework
15	Q But if historically PSE knows that it often does not end	15	doesn't address the specifics of any of Staff's proposed
16	up earning its authorized rate of return, then doesn't it	16	criteria, correct?
17	also know that under this earnings test it's unlikely	17	A I'm not sure I follow your question. Could you rephrase
18	that it will be required to share in any of the costs	18	it, please?
19	incurred for CCA allowance?	19	Q Yes. So in your criticism of Staff's proposed primary
20	A No. That would be a false perception because just like	20	recommendation you don't specifically criticize Staff's
21	stock market returns you don't just look at historical	21	criteria one, criteria two, et cetera, correct?
22	and assume that will apply going forward.	22	A I think the premise of my testimony is that the
23	Q So your argument is that PSE does not have any idea of	23	elimination of a Schedule 111 mechanism isn't the right
24	going forward whether it's likely to earn above its	24	path for these types of costs. And by making that
25	authorized rate of return or not?	25	argument in my testimony, it's implicit that the
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	Page 117		Page 119
1	A The company's goal is always to strive to earn its	1	subsequent items in Staff's proposal, from my
2	authorized rate of return. Whether we meet that it's	2	perspective, do not make sense.
3	multiple conditions apply so I cannot truly answer that.	3	Q Okay. So your rebuttal is focused on Staff's premise
4	Q So your testimony is you don't have a sense of how likely	4	that, in general, absent specific circumstances, it is
5	it is in the future that PSE will earn above it's	5	not in the public interest to approve tracking
6	authorize rate of return?	6	mechanisms; is that accurate?
7	A I'm sorry. I don't have a crystal ball.	7	A Sorry. Do you have a reference point for my testimony?
8	MR. CALLAGHAN: Okay. No further	8	Q I'm not citing a specific part of the testimony, but I
9	questions, Your Honor.	9	guess my question is, you are attacking the premise that
10	JUDGE BONFRISCO: All right. Any	10	without a specific public interest demonstration, Staff's
11	redirect?	11	premise that it's not in the public interest to approve a
12	MS. BARNETT: No, thank you, Your	12	tracking mechanism, you are attacking that premise,
13	Honor.	13	correct?
14	JUDGE BONFRISCO: Thank you. With	14	A What I'm arguing is that retaining a Schedule 111
15	that then, Mr. Callaghan, would you like to call it	15	mechanism for these specific costs is the right thing to
16	looks it's PSE's last witness.	16	do given where we are in implementation of CCA, and more
17	MR. CALLAGHAN: Thank you, Your Honor.	17	broadly as I reference later in my testimony.
18	Commission Staff calls Jamie Martin.	18	Q Okay. So setting aside your argument about whether
19	JUDGE BONFRISCO: Hello, Ms. Martin.	19	Staff's primary recommendation is within the scope of
20	If you could raise your right hand.	20	this proceeding or not, is it fair to say that the main
21		21	point of your rebuttal testimony is essentially that
22	JAMIE MARTIN, witness herein, being	22	Staff is incorrect that shifting variances from the
23	first duly sworn on oath,	23	company onto the customers is a problem that the
24	was examined and testified	24	Commission needs to address in this case; is that a
25	as follows:	25	reasonably accurate summary?

- A Parts of what I articulate in my testimony is that what Staff suggests is variant interest and considered in returns on equity isn't accurate.
 - Q Okay. And your reasoning is that shifts in variances from the company to the customer are already accounted for in return on equity analysis and ultimately Commission decisions on higher rates; is that correct?
- A Again, is there a specific part of my testimony you arereferencing?
- 10 Q Let's turn to Page 7, Lines 10 through 13 and let me know when you are there.
- 12 A I'm there.

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- Q Okay. So I will repeat my question. Your reasoning in rebuttal is that shifts in variances from the company to customer are already accounted for in return on equity analysis and Commission decisions on higher rates; is that accurate?
 - A I don't think the testimony referenced that we are looking at right now is specifically related to that.
 - Q So here you state, In other words the risk reducing impacts of adjustment mechanism and approved returns on equity established by regulatory bodies are largely imbalanced because the latter incorporates the existence of the former. Am I reading that right?
 - A You are reading that right.

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Page 123

- Commission Staff is bringing up because those risks are already accounted for in return on equity analysis?
- 3 Isn't that the argument you are making?
- A The argument I'm making is that the cost should not -the cost of CCA compliance should not be in base rates,
 they should remain an adjustment mechanism because ar
- they should remain an adjustment mechanism because an
 adjustment mechanism is an appropriate place for those
 costs.
- 9 Q Okay. So could you turn to Page 4 and let me know when you are there.
- 11 A I'm on Page 4.
- 12 Q All right. On Lines 7 to 11 you state that Staff
 13 incorrectly suggests that ROE compensates utilities for
 14 variances, and that this statement is quote, represents a
 15 fundamental misunderstanding of bedrock principles
 16 related to risk and returns in regulatory law; is that
 17 correct?
 - A Yes. That's correct.

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- 19 Q That's a strong statement, wouldn't you agree?
 - A I think it's a comprehensive statement.
- Q All right. So is it your opinion that Commission
 approved ROE does not or is not intended to compensate
 inventors for variances?
- A Part of what I am articulating here is that the variance risk introduced in Staff's testimony isn't consistent

Page 121

- Q All right. That's essentially saying that the impacts of adjustment mechanisms are already accounted for in return on equity decisions; isn't it?
- you look at the other components of how I wrote about this in my testimony the point here is that the existence of adjustment mechanisms are a component of how returns on equity are set across a set of tiered utilities. Adjustment mechanisms are a common regulatory tool and approved returns on equity consider those in aggregate, often not in isolation, and that is reflected in cost of capital across utilities.

A The context of this statement is important and so when

There's other components in my testimony that describe how this specific situation in regards to CCA compliance is risky in and of itself. It's certainly new amongst all of the jurisdictions that consider ROEs in the United States specifically.

And the existence of adjustment mechanisms are appropriate when there is a risk introducing set of activities that a utility needs to participate in because of a policy decision or regulatory decision.

of a policy decision or regulatory decision.

Q But isn't your discussion on ROE and how the Commission decides returns on equity and overall rate of return, isn't the relevance of that for this case that the Commission does not need to worry about the issues that

- with how risk and returns are considered inside of regulated activities.
- Q So are you saying that ROE -- that ROE analysis does or does not consider variances?
- A I think it's important to define variance risk.
- Q Okay.
- A Staff's definition of variance risk in this case seems to
 be the costs -- the difference between forecasted cost
 and actual costs.
 - Q Based on that definition, is your opinion that Commission approved ROE does or does not compensate investors for variances?
 - A The question is very broad, and so I think it's important to understand we have to talk in the specifics about what ROE compensates for with regard to the difference between forecasted and actual costs. ROEs are designed to ensure utilities have the opportunity to be compensated for the suite of risks that they face given the environment in which they operate.

costs is certainly embedded in there, but it's not the only thing that's considered. I think when jurisdictions are setting ROEs, the type of costs, the ability to protect and control those costs, the known and unknowns associated with those costs are all really important

The difference between forecasted cost and actual

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- 1 characteristics of what goes into the definition of a 2 variance risk. They can't, in my opinion, be done so 3 broadly.
 - Q So I think what you said was it's embedded in there along with other risks, so are you saying that you do think that ROE compensates investors for variances?
 - A Not for the risk we are talking about in this proceeding.
 - Q All right. So your -- so is your opinion that ROE does not compensate for variance risk as Commission Staff has defined it?
 - A I don't know that I can give you a better answer than what I just gave you, but the variance risk associated with the volatility in CCA compliance costs are different than other types of costs as I was describing in my answer previously.
 - Q So but here I'm just asking about variance risk in
 - A Okay. Yes, and my -- the way I'm trying to answer your question is to say that variance risk, as defined by Staff, I don't agree with the definition of the variance risk that Staff's position indicates. It's too broad in my opinion, and that's why I'm giving you the answers that I'm giving you at this time.
 - Q Okay. So in that same answer, again on Page 4, Lines 12 through 16, you state, quote, Establishing return on

- 1 Q (By Mr. Callaghan) So do you belive that an investor 2 would not consider the potential difference between 3 actual cost and the level of costs embedded in rates when 4 deciding whether or not to invest in a specific utility?
 - A I believe that an investor would consider the ability of the utility to manage its costs or earn a fair return and recover those costs timely and completely based on its prudent operations.
 - Q Okay. So it's not a fundamental misunderstanding of bedrock principles of regulatory law to say that variance risk is something that an investor would consider, is it?
- 12 A I'm back to saying that the definition of variance risk 13 as offered in Staff's testimony is too broad and there 14 are many factors that an investor would consider in 15 determining whether to invest in a utility, and the 16 principles associated with risk evaluation and 17 establishing returns are much more broad than variance 18 risk.
 - Q Okay. But are you saying that variance risk as Staff has defined it is not something that is considered in ROE analysis?
- 22 A It's a component of.
- 23 Q Okay. So could you turn to Page 8 of your rebuttal 24 testimony and let me know when you are there.
- 25 A I'm on Page 8.

Page 125

1 Q All right. In Footnote 14 you cite two articles from S&D 2 Global Market Intelligence, and you provide a hyperlink 3 to the 2017 article; is that right?

4 A Yes.

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Q Have you read the article that you cite here?

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7 Q Can you recall whether or not this article gives an 8 opinion on whether or not adjustment mechanisms are 9 beneficial to utilities?

10 A It's been -- I can't recall the guts of the article. If 11 you want to talk about it specifically you can bring it 12

> Q Do you recall whether or not this article states, quote, A defining characteristic of an adjustment clause is that it effectively shifts the risk associated with the recovery of the expense in question from shareholders to customers because if the clause operates as designed, the company is able to change its rates to recover its cost on a current basis without any negative on the bottom line, and without the expense and delay that accompanies a rate case filing?

22 A I don't recall. I don't have the article in front of me.

- 23 Q Okay. But do you agree with that statement?
- 24 A Can you read it again?
 - Q Yes. A defining characteristic of an adjustment clause

equity is a regulatory concept in the quest of capital attraction which involves the comparison of risks among alternative investments, unquote.

Wouldn't variance risk as Staff has defined it be one of the risks that a potential investor consider when they compare a specific utility to other to other potential investments?

A I think that utility investors look at a number of things when they look at the risk profile of a particular investment opportunity inside of a utility space. I think they look at the types of compliance requirements the utility has, the construct of the regulatory environment, the ability for the utility to earn a fair return, the ability of a utility to deliver for its customers, and deliver for its debt and equity holders. And, again, the definition of Staff's variance risk in its testimony, I think, is very broad and so to say anything specific about it is difficult for me.

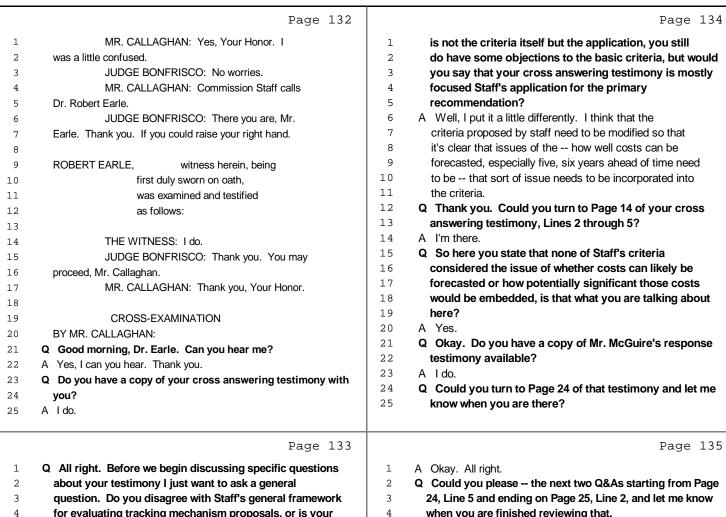
JUDGE BONFRISCO: Ms. Martin, if I could have you bring the microphone closer I'm getting input they are having a difficult time hearing you. Thank you.

THE WITNESS: You're welcome. Is that

24 better?

JUDGE BONFRISCO: Yes.

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	Page 128		Page 130
1	is that it effectively shifts the risk associated with	1	Advocates are proposing in this case?
2	the recovery of the expense in question from shareholders	2	MR. CALLAGHAN: Objection, Your Honor.
3	to customers because if the clause operates as designed,	3	This is outside the scope of my cross-examination.
4	the company is able to change its rates to recover its	4	JUDGE BONFRISCO: I am going to go
5	cost on a current basis without any negative on the	5	ahead and sustain that objection. If you could direct
6	bottom line, and without the expense and delay that	6	more specifically from what was previously
7	accompanies a rate case filing.	7	MS. BARNETT: And I believe the report
8	A Could you repeat the question?	8	that Nash Callaghan was reading from was a report
9	Q Do you agree with that statement?	9	regarding other overall jurisdictional applications of
10	A I would add subject to a prudence review.	10	risk-sharing mechanisms, and I'm asking a follow-up about
11	MR. CALLAGHAN: I have no further	11	other jurisdictions implementing those risk-sharing
12	questions, Your Honor.	12	mechanisms.
13	JUDGE BONFRISCO: Thank you. Do I	13	JUDGE BONFRISCO: Mr. Callaghan, what
14	have any redirect from PSE?	14	specifically do you believe is outside the scope?
15	MS. BARNETT: Yes, briefly. Thank	15	MR. CALLAGHAN: Questions related to
16	you.	16	the CCA. The article that I asked a question about is
17	JUDGE BONFRISCO: Okay.	17	from 2017 before the CCA existed. I did not ask Ms.
18	COBOL BON MOCO. Chay.	18	Martin about anything related to CCA costs.
19	REDIRECT EXAMINATION	19	CHAIR DANNER: Just to be clear, you
20	BY MS. BARNETT:	20	are talking about Footnote 14 in the testimony?
21	Q Ms. Martin, you heard Staff counsel asked you about the	21	MR. CALLAGHAN: That's correct.
22	variance risk definition that Staff had. What can	22	CHAIR DANNER: I have a date of 2022.
23	could just please articulate your concerns with that	23	MR. CALLAGHAN: There are two reports.
24	definition?	24	The last one is the one I asked questions about.
25	A Sure. My concerns are that that definition is overly	25	MS. BARNETT: I believe my redirect
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	Page 129		Page 131
1	broad in terms of what it indicates variance risk is.	1	question was not specific to this CCA. It was whether
2	The ROE is specifically designed to compensate utilities	2	California applies a risk-sharing mechanism, if Ms.
3	for differences in forecasted versus actual costs, that	3	Martin is aware of California imposing or applying a
4	there's more to ROE and ROE setting to variance risk.	4	risk-sharing mechanism in that jurisdictional utility.
5	Q Thank you. And are you aware of how the Commission or in	5	MR. CALLAGHAN: Your Honor, my
6	what form the Commission issues or approves an ROE for a	6	cross-examination did not ask any questions related to
7	utility?	7	other jurisdictions.
8	A I am aware, yes.	8	MS. BARNETT: I'm fine with
9	Q How is that?	9	withdrawing that because I believe it's in the record
10	A My understanding is that in the state of Washington ROEs	10	anyway.
11	are set inside of the rate plan and are evaluated on a	11	JUDGE BONFRISCO: Okay. Thank you.
12	number of criteria and then set accordingly in that	12	MS. BARNETT: No further questions.
13	proceeding.	13	JUDGE BONFRISCO: Okay. Ms. Martin,
14	Q Thank you. And is the CCA implementation costs and the	14	you may be excused. Thank you.
15	scale of those costs considered in PSE's ROE currently?	15	Oh, real quick, before I do that I want to make
16		16	sure, are there any questions from the bench? Okay. You
	A I don't believe it is, no.	1	
17	Q I believe you were asked about the California	17	may be excused, Ms. Martin.
18	Q I believe you were asked about the California cap-in-trade program or a report with other regarding	17 18	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's
18 19	Q I believe you were asked about the California cap-in-trade program or a report with other regarding other states, are you aware in is California the only	17 18 19	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's cross-examination of Staff's witness.
18 19 20	Q I believe you were asked about the California cap-in-trade program or a report with other regarding other states, are you aware in is California the only other jurisdiction with a similar cap-in-trade program as	17 18 19 20	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's cross-examination of Staff's witness. Mr. Callaghan, if you could please introduce Staff's
18 19 20 21	Q I believe you were asked about the California cap-in-trade program or a report with other regarding other states, are you aware in is California the only other jurisdiction with a similar cap-in-trade program as Washington?	17 18 19 20 21	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's cross-examination of Staff's witness. Mr. Callaghan, if you could please introduce Staff's witness that will be called and I will swear them in.
18 19 20 21 22	Q I believe you were asked about the California cap-in-trade program or a report with other regarding other states, are you aware in is California the only other jurisdiction with a similar cap-in-trade program as Washington? A I know California definitely has a cap-in-trade program.	17 18 19 20	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's cross-examination of Staff's witness. Mr. Callaghan, if you could please introduce Staff's witness that will be called and I will swear them in. MR. CALLAGHAN: Thank you, Your Honor,
18 19 20 21 22 23	Q I believe you were asked about the California cap-in-trade program or a report with other regarding other states, are you aware in is California the only other jurisdiction with a similar cap-in-trade program as Washington? A I know California definitely has a cap-in-trade program. Q Are you aware of if the Commission, the California Public	17 18 19 20 21 22	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's cross-examination of Staff's witness. Mr. Callaghan, if you could please introduce Staff's witness that will be called and I will swear them in. MR. CALLAGHAN: Thank you, Your Honor, Chris McGuire.
18 19 20 21 22 23 24	 Q I believe you were asked about the California cap-in-trade program or a report with other regarding other states, are you aware in is California the only other jurisdiction with a similar cap-in-trade program as Washington? A I know California definitely has a cap-in-trade program. Q Are you aware of if the Commission, the California Public Utilities Commission imposes a risk-sharing mechanism on 	17 18 19 20 21 22 23	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's cross-examination of Staff's witness. Mr. Callaghan, if you could please introduce Staff's witness that will be called and I will swear them in. MR. CALLAGHAN: Thank you, Your Honor,
18 19 20 21 22 23	Q I believe you were asked about the California cap-in-trade program or a report with other regarding other states, are you aware in is California the only other jurisdiction with a similar cap-in-trade program as Washington? A I know California definitely has a cap-in-trade program. Q Are you aware of if the Commission, the California Public	17 18 19 20 21 22 23 24	may be excused, Ms. Martin. Okay. We are now going to move to Public Counsel's cross-examination of Staff's witness. Mr. Callaghan, if you could please introduce Staff's witness that will be called and I will swear them in. MR. CALLAGHAN: Thank you, Your Honor, Chris McGuire. JUDGE BONFRISCO: Oh, just to clarify,



for evaluating tracking mechanism proposals, or is your position that you disagree with how Staff has applied that framework in this case? And specifically I'm thinking about Staff's primary recommendation or both.

A Okay. I will answer as best I can as it's a compound question. So I think there is an issue is -- I think what Staff has done in terms of bringing the issue of trackers and thinking about it is that is definitely commendable. I think there are things that Staff says that are useful.

However, I think, and I believe I say this somewhere in my testimony that their perspective is a bit limited. And so Mr. McGuire developed the three criteria. And these three criteria are limited by the perspective especially, in my view, of considering whether costs are forecastable or not, or to the degree in which you can actually forecast the costs.

Q Thank you.

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22 A And also whether an RSM can be developed to -- to -- as a 23 cost control.

Q Okay. Thank you. That's helpful.

So would it be fair to say that your main objection

when you are finished reviewing that.

A Yes, I'm here.

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Q Okay. Doesn't part of Mr. McGuire's proposed framework cover the circumstances you are concerned about here?

A So I'm not -- I'm not sure that it does, partly because there is -- to break it down there are two issues going on with CCA allowance costs. There's the price and there's the quantity.

And the price times the quantity gives you the total cost. So in this case the utility has the ability to control what its average price paid for allowances is. And so that addresses the question -- I guess it's not clear to me that this really, really addresses the issue of forecastability of the cost, of the total cost of the P times Q.

If I understand what he's saying is well, let's 2.0 see...if the utility doesn't have costs -- and he says 2.1 no. And then he says well, in circumstances where a high 22 risk variances weren't assessed in the tracker...he says 23 that the Commission should require these to establish an 24 RSM.

And I think that it would be more -- the three

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- criteria which, you know, if the Commission says these are the criteria that should be it would be more clear if embedded in his list of the three criteria that it was clear that there were times when trackers may be needed with appropriate RSMs in the criteria. And if that's what this is intended, fine, but when I read the three criteria it seems to me it seems to leave it out.
 - Q Okay. But if when Mr. McGuire talks about high variance risk, if that's the equivalent of when you talk in your testimony about something being difficult to forecast, is high variance risk and something being difficult to forecast are more or less synonyms of each other, would Public Counsel still have an issue with this criteria?
 - A When you say "this criteria" you mean these two questions and answer series you pointed me to or Mr. McGuire's list of the three criteria?

Because according to what Mr. McGuire says he thinks that a tracker with an RSM is less deplorable than putting things into base rates. So I don't see how these two question and answers really jive with my saying well, the three criteria don't address the essential issue, and therefore Mr. McGuire rejects having a tracker with an RSM as its preferred solution.

Q Okay. But if the mention of high variance risk is intended to mean something along the lines of in your might look like. And on the top of Page 27 you say that the Commission should reject the current proposal and direct the parties continue working to create an effective risk-sharing mechanism; is that correct?

5 A Correct.

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6 Q But didn't the parties already try this last year and it 7 didn't work out? Were you involved in the last docket?

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- Q Okay. So if the Commission -- I mean, the Commission has already asked the parties to go and try and resolve this issue of an appropriate risk-sharing mechanism, should it really ask the parties to do the same thing again?
- A Rather than giving up on protecting consumers, yes, I think the Commission should.
- Q Okay. If the Commission approved one of the proposed risk-sharing mechanisms in this docket, but required a reevaluation of Schedule 111 in PSE's next general rate case, would that give Public Counsel time to flesh out the general idea that you presented in your cross answering testimony?
- 21 A So I think as I state, you know, we have two years before 22 the next compliance cycle, if I'm counting correctly. 23 PSE has applied for new rates for 2025 and 2026, 24 presumably in 2026 they will apply for 2027 and 2028, an 25 RSM should put in place for the next compliance period

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testimony when you say that something is difficult to forecast, if those things are the same then your criticism that Commission Staff's criteria doesn't fit

3 4 the circumstance wouldn't be accurate anymore, would it?

A No, not at all.

- Q Okay. So with understanding that, you know, high variance risk is --is -- entails that something is difficult to forecast, would you say that you still have a general issue with Staff's proposed criteria?
- A Yes, because the way he has framed them does not make that explicit.
- Q Okay. But if it were explicit, would you still have an issue with it?
- A By it you mean his criteria?
- 15 Q Yes.
 - A I mean, I suppose that it depends on how it was -- how it was framed. My focus in this case was on the issue how well things can be forecast. I think fixing that in this criteria would be a step forward.
- Q Okay. So could you turn back to your rebuttal testimony 2.0 21 on Page 20, and let me know when you are there. I 22 apologize. Sorry. Page 25 to 27.
- 23 A Yes.
- 24 Q All right. Here in your testimony you lay out a general 25 idea of what you believe a proper risk-sharing mechanism

- 1 which starts again, I believe, in 2027. I think that it 2 would be -- this is my own personal opinion, not speaking 3 for Public Counsel necessarily, I think that discussion 4
- of an appropriate RSM would be useful to see if the 5 parties can come to some agreement before PSE files its 6
 - 2026 -- given the likely number of other issues that will be on their docket, in that docket.
- 8 Q So in between the end of this case and the next general 9 case or the next case where this risk-sharing mechanism 10 would be considered, is your opinion that it would be 11 better to have no risk-sharing mechanism, or to approve 12 one of the risk-sharing mechanisms that's been proposed 13 in this case?
 - A As I stated in my testimony, none of the risk-sharing mechanisms proposed in this case are effective for protecting consumers. So the Commission might go ahead and approve one, but there really -- in terms of protecting consumers, there's nothing behind them. The ability for PSE's risk-sharing mechanism to actually result in anything are basically zero.
- 21 Q So your position is -- Sorry. Go ahead.
- 22 A So I think the thing -- what I personally would worry 23 about, if the Commission says, well, we don't have one 24 that we like in front of us but let's approve something 25
 - just so we have one is the incumbency of that

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risk-sharing mechanism becomes difficult to overcome, even though, again, none of the ones proposed are going to be effective at protecting consumers.

MR. CALLAGHAN: Okay. Thank you. No further questions, Your Honor.

JUDGE BONFRISCO: Any redirect from

7 Public Counsel?

> MR. O'NEILL: I do have a few questions.

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REDIRECT EXAMINATION

BY MR. O'NEILL:

Q I will start where Mr. Callaghan ended, which is on the issue of timing whether or not there should be something approved today.

Are you aware of the brief we issued, the policy on the CCA that the Commission issued briefly this summer and then recalled?

19 A Lam.

20 Q Do you recall what that brief policy stated about this 21 proceeding in relation to how it would help set policy? 22

A I'm afraid I don't.

Q Okay. They said they were going to defer the decision of a risk-sharing mechanism to this docket. I am going to ask you to assume that's true.

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- 1 I guess that's what I trying to mean by the incumbency 2 being adopted of any risk-sharing mechanism. Once it's 3 adopted are there potential arenas where the risk-sharing 4 mechanism is adopted will undoubtedly refer to this 5 docket, so I think it's vital that the Commission not 6 adopt an ineffective risk-sharing mechanism.
 - Q (By Mr. O'Neill) Okay. The last of my questions for you have to do with Mr. Nash's questions about the forecastability and the high variance cost that Mr. McGuire testified about. You and I have spent how many hours this year addressing the difficulty of forecasting market costs? Do you know how many hours we have spent?

A Hundreds, I would say.

Q How capable would you be in forecasting the CCA market costs in the next six months?

A I'd find it very difficult. I mean, it's always possible to put together a forecast, but the accuracy of that forecast is likely to be quite low. And so I don't -- I wouldn't have much faith in my ability to forecast it. Again, it's the old story of if I could forecast those coasts I would probably be somewhere else.

Q Are you aware of anyone who has the ability for this market, for the CCA allowance market, that would be able to accurately forecast the costs until 2027 at the end of the first compliance period?

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MS. BARNETT: Objection. Could you restate what -- I'm sorry. I lost track of what you are talking about.

MR. O'NEILL: The policy statement deferred the issue of a risk-sharing mechanism that --MS. BARNETT: The policy statement that doesn't exist?

MR. O'NEILL: That was briefly issued,

MS. BARNETT: Yes, why are we -- I object to testimony regarding a policy statement that doesn't exist.

MR. O'NEILL: I -- well, I will let the Commission.

JUDGE BONFRISCO: If you could

rephrase what you were trying to address. MR. O'NEILL: Sure. The guestion I

want to ask is, if this docket is going to be a model for other dockets, how important is it we get it right in this docket, get an appropriate mechanism, and that's the question I want to ask.

JUDGE BONFRISCO: I am going to overrule the objection. You can go ahead and answer, Mr. Earle.

THE WITNESS: Thank you, Your Honor.

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A No. No. I'm not aware of any models out there. And part of the issue is even for California the models are that -- could attempt this are economy wide models, and these models are very, very different from the sort of models that is used for power forecast modeling.

Power forecast modeling goes back longer than I have been around. It goes back to the '50s and '60s. And the technique and the knowledge about how they act, and the knowledge about how power corresponds very, very deep.

In contrast for CCA allowances, particularly for Washington but also California, the models are very crude because it's what they have to do is they have to look at -- and I apologize for the terminology -- they have to look at general equilibrium models of the whole economy because Washington and California have economy wide allowance regimes, so it's very difficult. And I don't think honestly there are any good models out there that provide an acceptable variance for allowance costs.

Q And is it possible in the future that we will come up with models that would allow us to forecast allowance costs?

22 A So I think models can get better, whether there will be 23 an ability to forecast them as accurately in terms of 24 operations and maintenance costs or other things -- or other things like that that goes to base rates, I would

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Page 144

be surprised.

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And as an analogy, if you consider fuel costs, we look at fuel costs to go out one or two years and we know they are going to be off. Sometimes we are surprised about how much they are off. This is why the utilities when it comes to power forecasts say we will look at going two years forward, but the year before as late as we can we want to update, and still those forecasts are off.

Well, here we are talking about things that are natural gas prices and we are talking about looking out five to six years, which nobody with a straight face would suggest we do that with fuel costs.

- Q So I want to -- in terms of what is possible today, is it your opinion -- what is your opinion about whether it is possible to forecast costs that are accurately enough for it to be productive to put them into rates?
- A I don't think it's possible at all.

MR. O'NEILL: Nothing further.

JUDGE BONFRISCO: I just want to take a quick poll. I know that Joint Environmental Advocates also reserved 20 minutes to examine Mr. Earle, and it looks like we do have two other witnesses after that, so do we want to proceed or -- I kind of want to get a pulse from the room as far as where we are for time.

prudent purchase and sale of allowances. Could you please briefly summarize your response to that question?

A Sure. So the issue with that proposed RSM in their interim primary or in their secondary recommendation, which is an adaptation of PSE's own proposal, the problem is that if you take average prices over time it would take incredibly almost unbelievably egregious behavior for the proposed limits of 75 percent and 97.5 percent to have an effect.

And to show this, I did the Monte Carlo simulation where basically for just the year 2003, picked a number of random trading days with some equal to PSE and said okay, this is a blindfolded moneys throwing a dart at a dart board, and in this instance you would expect some of the outcomes to be very bad, well above the price, the average market price, and you would expect other of the options to be much lower than market price, and the distribution of that follows along distribution.

It turns out that while given the market prices and given the number of times they are trading on random days, only .3 percent of the time is the 75 percentile exceeded, and none of the time is it exceeded -- does it exceed the 97.5 percent.

So in other words, they only kick in if PSE's purchase of allowances is worse than 99.7 percent of

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COMMISSIONER RENDAHL: I would appreciate a short break, if possible.

JUDGE BONFRISCO: Okay. So we will take like a quick five-minute break and then we will start back up and have Joint Environmental Advocates continue with this witness and then we will proceed from there. Thank you.

(Recess 11:50 a.m. to 11:57 a.m.)

JUDGE BONFRISCO: We are back on the record. Mr. Earle, thank you. You may proceed with your examination of Mr. Earle.

CROSS-EXAMINATION

BY MS. GRAVOTTA:

- Q Good morning, Dr. Earle.
- A Good morning, Ms. Gravotta.
- Q I have some questions for you about your testimony on risk-sharing models. The first topic is your analysis using a Monte Carlo simulation. Could you turn to your testimony at Page 17?
- A I'm there.
- Q So you say the Staff's proposed risk-sharing mechanism does not provide reasonable incentives to the company for

blindfolded monkeys. And I think a reasonable standard would say, you know, they should be better than a lot of the monkeys rather than better than almost none of them. So that's the point, if that answers your question.

Q Thank you. Just one quick clarification. I think you said in the year 2003, did you mean the year 2023?

A Yes. Thank you.

Q So you mentioned a Monte Carlo analysis. Can you explain what a Monte Carlo simulation is?

A Sure. The idea is very simple. You have a hypothesis and you test it by choosing random cases. And this technique is widely used, and the hypothesis being tested here is well, are the 75th and 97.5 percentiles of the market an effective incentive for PSE?

Well, I don't know how PSE is going to trade, but I say if we trade at random, how much of the time do we violate the 75 percent and 97.5 percent? Presumably, PSE is not going to trade at random, but if we do something worse than PSE would ever do, how would it turn out? Well it turns out that basically we wouldn't expect PSE to violate the 75 percent or 97.5 percent at all.

- Q So do you know whether PSE's proposed risk-sharing model uses the same percentile threshold to trigger risk sharing as that proposal?
- A My understanding is that that proposal -- that Staff

26 (Pages 144 to 147)

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- 1 basically adopt PSE's proposal with a new earnings cap. 2 And in the case of the primary proposal they say let's
- 3 use PSE's theme just for two years to the next rate case. 4
 - Q Does that mean you can apply the same Monte Carlo analysis to PSE's risk-sharing mechanism?
 - A Absolutely. Absolutely. And the fact is that as you -if you look at what's likely to happen in a whole compliance period, so the compliance period plus the ten months of true up, you are going to have more trading. And so the percentages go down even more than in this one year 2023 calculation I did.
 - Q So based on your analysis using the Monte Carlo simulation for 2023, and now based on what you said about the average over the four-year compliance period, do you expect PSE to bear risk under Staff's or PSE's sharing mechanism?
- 17 A I don't expect they would bear any risk at all.
 - Q Okay. Thank you. So I move on to our second topic, which is how you distribute allowance price data to establish sharing bands. If you could please refer to your technical note on the use of normal distribution, and I believe it's RLE-4C.
- 23 A Yes, I'm there.

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24 Q If you could turn to Page 2. Actually, before you turn 25 to Page 2, could you just summarize your testimony

- Q Thank you. So on Page 2, Footnote 3, you referenced the Shapiro Wealth and D'Agostino Pearson test for normality, can you give a brief description of these tests?
- 4 A Sure. So the normal distribution is basically and I 5 think I described it in Footnote 4, is completely 6 determined by its mean or average and variance. Then you 7 plug those into the formula.

So the Shapiro Wealth says well, if it's a normal distribution then the skew of the distribution should be zero. That is, if you look at the graph on Page 1 it's completely symmetrical. Skew just means something to the left or right.

So what the Shapiro Wealth test does is it looks at the skew units of it and it says is it reasonable that from the samples we have a skew of this amount and it still be normal distribution. And conclusion in this case is no, you reject the hypothesis that it's a normal distribution.

The D'Agostino Pearson test for normality is a little bit different. Rather than looking at skewness it looks at the fatness of the tail. So the tails on normal distribution are not really fat and they are not really thin, just right. And the pretiosus of a normal distribution is three, and so essentially you go through a similar procedure with D'Agostino Pearson, and you say

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contained in this exhibit?

A Sure. It's a technical point, but PSE's proposed, Staff adopted this as well, to use the model allowance prices within normal distribution. And basically this is given allowance prices so far and it appears to be in error, and given the way allowance prices are likely to evolve given what we know about commodity prices, that's also an error.

And so the point of the this is to say well, if you adopt one of these themes they need to corrected from use of the normal distribution to model the allowance prices, instead what they need to do is -- a better approach is to use the actual empirical percentiles from what actually happened in the market.

And I think that maybe the easiest way to get this, and I did other statistical tests as well, is you -confidential figure on Page 2, but it turns out that if you calculate the bands using the empirical percentile you get something very different from if you assume a normal distribution, which I think in one case I think it was a 97.5 percent, if you use the -- if it exceeds any of the prices that actually occurred in the market, so it's a technical error.

If one of the proposals is adopted then -- against my recommendation, then it needs to be corrected.

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- 1 okay, what is the pretiosus of the normal distribution, 2 and it's three, and you say well, what is the pretiosus 3 of this other sample and is it reasonably different from 4 thee to get the hypothesis for normal. In this case, it 5 fails the test. Again, Figure 2 on Page 2 you can 6 eyeball it and see that it doesn't, but I did the formal 7
- 8 Q Okay. Thank you. So just to clarify, you are saying you 9 ran the Shapiro test and the D'Agostino Pearson test and 10 a visual test on the distribution of allowance price 11 data, correct?
- 12 A That's correct. And all of that is in my work papers.
- 13 Q So based on the analysis you conducted in this testimony 14 did you find evidence, any evidence that the allowance 15 data was normally distributed?
 - A I did not.

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test as well.

- Q So should normal be used if there is insufficient evidence that the distribution of the underlying data is
- 2.0 A No, because that will result in a distortion of the 21 calculation of whatever percentile levels you want to 22
 - Q So now I will turn your attention to Public Counsel's -or rather your responses to JEA's data requests. And I will direct you first to the response of data request

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WUTC v. Puget Sound Energy Docket No. UG-230968 - Vol. III Page 152 Page 154 number two. admitted. That was partially why I did the follow-up to 1 1 2 A I'm there. 2 file that from a prior correspondence yesterday. 3 Q So if allowance data has an --3 MS. GRAVOTTA: Thank you, very much. 4 JUDGE BONFRISCO: What exhibit number 4 Q (By Ms. Gravotta) So, Dr. Earle, turning to our third 5 and final topic on the role of a risk-sharing mechanism 5 is this? 6 6 in this docket, so I will ask you to turn back to your MS. GRAVOTTA: Sorry about that. The 7 7 testimony to Page 6. way I see it titled is PCDR-23. 8 A I'm there. 8 MR. O'NEILL: I believe it's RLE-9X. 9 Q So please tell me the purpose of Public Counsel's 9 MS. GRAVOTTA: Oh, I apologize. 10 suggested approach to a risk-sharing mechanism. 10 Q (By Ms. Gravotta) So did you prepare the responses to 11 A The purpose of Public Counsel's approach is to protect 11 that data request? 12 consumers, or to put it another way, to gave PSE the 12 A I did. 13 ability to -- to give Puget Sound Energy the incentive to 13 Q So I was asking if allowance data has a nonnormal purchase in trade allowances in a prudent manner, one 14 14 distribution, would it be more accurate to use the direct 15 that is beneficial to the consumers. 15 calculation of percentiles embedded in normal D scores to 16 Q Would preventing PSE from acquiring high ceiling units 16 calculate the percentiles of its nonnormal distribution? affect how much PSE spends overall in purchasing 17 17 A Yes. 18 allowances? 18 Q And then if I can return you to your response to data 19 A It might. It's an interesting question. I mean, I'm an 19 request three, which is contained in the same exhibit. 20 economist on the one hand, on the other hand, on the 20 A I'm there. 21 third hand. If all things being equal and they acquired 21 Q I'm sorry. It's not the same exhibit, it's RLE-9X, my 22 allowances more cheaply than pricing ceiling units that 22 apologies. And I apologize if you hear background noise 23 would be beneficial. 23 there's sirens going off. 24 There may be a larger question here. And as I tried 24 So you were asked about replacing the 95.6 25 to frame it with Mr. Callaghan, there's a P issue, a percentile calculation in JEA's Exhibit WD-3 with the 25 Page 153 Page 155 1 calculations that you used. Given the evidence of the 1 price issue, and a Q issue, a quantity issue. And what 2 record on the nonnormal distribution of allowance data 2 Public Counsel is focused on is price. What we would 3 would that approach be more appropriate? 3 like to see in the average price paying for allowances to 4 4 be within the zone of reasonableness, where above that A It would. 5 Q And why is that? 5 zone there would be penalties and below that zone PSE 6 A For the same reasons I have stated. The data shows a 6 would get some incentives. 7 very nonnormal distribution. Using the empirical 7 And this is something that I believe Mr. Kuzma 8 8 agrees that is under the control of PSE. PSE can't percentiles has a different result from using the normal 9 9 control what market prices will be, but PSE can control D scores. And this is important because you will end up 10 10 its trading, what it's average price looks like compared having cutoffs that are inaccurate in the sense of you 11 11 to the market. won't actually be matching. 12 12 Another way to think about this is the normal -- if The true question on the other hand, I think, is a 13 13 the allowance prices were normally distributed the difference issue, and that is how much -- how many 14 14 percentiles that you took empirically should be close to allowances are they actually out buying. 15 15 Q Can you elaborate on how PSE would purchase these normal D scores, but they are not. So that's sort of 16 another piece of evidence we are not really dealing with 16 different quantities of allowances depending on whether 17 with normally distributed data. 17 it was purchasing them at a price ceiling unit or at a

28 (Pages 152 to 155)

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lower that price ceiling unit?

gas, correct?

A So the quantity they need is going to depend on

they do to address the consumption itself.

consumption. And, you know, that's going to depend on a

this scenario is based on PSE's consumption of natural

number of factors, including weather, and including what

Q So just to recap, the way that Q would be affected in

MS. GRAVOTTA: Thank you very much.

JUDGE BONFRISCO: They are already

Before I proceed with the last topic of questioning, I

JUDGE BONFRISCO: Yes.

these into the record or are they already admitted?

MS. GRAVOTTA: I referenced the

cross-examination exhibits, do I need to formally admit

have a procedural question for the ALJ.

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- A Correct, or their rate payers' consumption, sure.
- 2 Q Yes. And so if we are focusing on the P part of the 3 equation, would it be correct to say that limiting the 4 purchase of price ceiling units would reduce the P in the 5 equation? 6
 - A So it's a complicated question, so if you will allow me. If you say I can't -- we are not going to let you purchase price ceiling units and, you know, there is some penalty for that, and there's a penalty for noncompliance that Ecology imposes, then that would change their behavior.

But I want to be -- I'm sorry to be picky, but I want to be careful for the outlying -- what the different cases, you know, could be in what a -- what a theme of penalties might look like.

- Q I understand. I would like to remove the question of penalties from this. I'm specifically asking whether the purchase of price ceiling units affects the P in this equation?
- 20 A Sure.

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- Q Okay. And would you agree that reducing how much PSE spends overall when purchasing allowances in turn affects how much customers are charged?
- 24
 - Q Okay. Thank you. So now going to Lines 13 to 16 of Page

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- of all the allowances in 2030 could be quite significant, 1 2 and so therefore cost control is appropriate. And I'm 3 trying to here motivate the discussion of why an RSM is 4 important and why it's needed.
 - Q I understand. So to be clear, the percentages you referred to, a ten percent reduction in allowance costs resulting in potentially a five percent reduction in customer bill costs is for the year 2030?
 - A It's for the year 2030, and it's talking about -- okay, they have all sorts of things that go into their rates, including allowance costs, and so this is the overall rate not just allowance costs in terms of reduction.
- 13 Q And then at Lines 6 to 7 on that same page you say that 14 PSE's -- based on PSE's 2023 IRP the cost of purchasing 15 emissions by 2030 could increase residential customer 16 bills' by 18 to 33 percent, correct?
 - A Correct.

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- Q Is that the increase that would occur without a risk-sharing mechanism in place?
- 20 A So this is -- this is basically saying well, again, in 21 2030 they need about five million allowances, saying 22 okay, what's the price of those allowances? This 23 calculation was done a bit differently. This was looking 24 at their sample bill data, and this is all in my work 25 papers, but basically take their sample bill, I forget

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- 6 of your testimony, can you explain how a risk-sharing mechanism reduces overall allowance costs by ten percent could result in a five percent reduction in customer
- 4 bills based on current rates?
 - A This was a projection that I developed in my work papers. And the basic idea is looking out at 2030 we are -- the exposure may be as much as five million metric tons for PSE, and looking at what that might cost in terms of I think I sued the changing projection of prices there.

If you do the arithmetic then it turns out that you have a significant reduction on the rates residential customers pay.

- Q And I would like to clarify that statement a bit. So do you mean that current customers bills would be five percent lower if PSE's overall allowance cost were reduced by ten percent this year?
- A No. No. This is really a projection looking forward in 2030, looking at the fact that well, they are confining all their allowances to -- all the no cost allowances for sale. The assumption here is that the proceeds of those no cost allowances don't go directly to customers but they are used for -- they don't go to the general customer base, but they go to things like low income, electrification pilots, et cetera.

It's really looking forward the cost of allowances,

how many therms they attribute to a typical bill, but there's so much emissions coming out at a projected cost, and then we use these numbers and this is what we end up

4 with, we end up with the 18 to 33 percent increase.

> Q So would a risk-sharing mechanism that reduces overall allowance costs by ten percent theoretically result in an increase to customer bills of 13 to 28 percent by 2030?

A Maybe. I haven't done the analysis that way, so it's -what you are saying seems reasonable, but I didn't do the analysis quite that way.

But clearly, if you reduce the amount then you are going to benefit -- you are going to benefit customer

MS. GRAVOTTA: Thank you. I have nothing further, Dr. Earle.

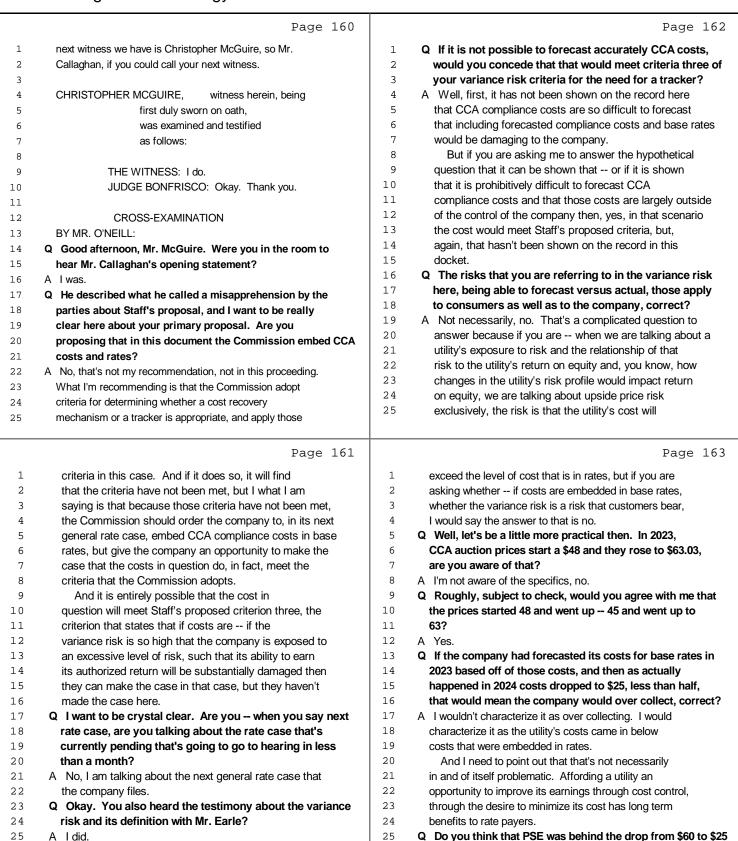
THE WITNESS: Thank you.

17 JUDGE BONFRISCO: Thank you, Ms. 18

Gravotta.

MR. O'NEILL: I have no redirect. JUDGE BONFRISCO: Any other questions from any of the other parties? Okay. Great. With that then it looks like our next -- oh, Mr. Earle, you may be excused. My apologies.

THE WITNESS: Thank you, Your Honor. JUDGE BONFRISCO: It looks like the



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- A Can you explain what you mean by behind the drop?
- Q You said that the company controls costs. Do you think that the company controlled allowance costs from \$63 to \$25 for allowance?
- A You are equating costs and price here. I am making the claim that the utility does have some ability to control its costs. And if you are asking whether the utility has some control to influence the price of allowances, no, it can't influence the market price of allowances, but it can choose when to purchase allowances, and it can develop a strategy for when to purchase allowances, so no I wouldn't say the utility is behind the drop.
- Q But to go back to the example we just gave, if they had based forecast based on the 2023 prices and began collecting those costs in rates, under your proposal when the price dropped to \$25 the consumers wouldn't get their money back, the company would keep that money, right?
- A So let's, I guess, just cut to the chase here. Your --Public Counsel's primary concern is that if forecasted costs were embedded in base rates, and those costs didn't cost in reality, came in far below the costs embedded in rates, that rate payers would be paying more than they needed to, or they would be overpaying for PSE's compliance with the CCA. However, Public Counsel's --

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To answer your question of would customers get that money back if prices plummeted. I guess it depends on the degree to which prices plummet. If it is a modest decrease in prices then there may be no reason to make customers whole. If it is a large decrease in price then there is always the opportunity to file a petition for deferred accounting. Either the company could file such a petition if it felt that, you know, the increase in costs were material enough to be impactful to the utility's earnings, or other interested parties can file a petition for deferred accounting. And if the Commission grants that petition the dollars that were overpaid by rate payers would be set aside in an account and then could be passed back to the rate payers later on, so, yes, it's possible that rate payers can recoup some of those overpaid funds, but it might not always be necessary, though.

- Q Looking forward, do you know what impact the election in less than a month will have on the CCA allowance cost qoing forward?
- 21
- 22 Q Do you know what impact the possible joinder -- assuming 23 it survives, the possible joinder between the CCA markets 24 in California and Canada and Washington will have on 25 prices?

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- Q If I could interrupt you here. I appreciate that you are trying to put yourself in my shoes, my specific question was, under your proposal would they get that money back?
- A They could. Yeah, it's possible they could. And if you let me explain.

Q Please do.

A First, I want to finish what I was just saying about the concern about the customers paying too much for CCA compliance. It seems to me that Public Counsel's position is that rate payers should be shielded from the risk that they pay too much for CCA compliance. The problem is that when you attempt to shield customers from downside price risks, you shield customers from paying too much for CCA compliance, what you are doing when you move those costs into a cost recovery mechanism or tracker, is that you are exposing customers then to the upside price risk that they weren't exposed to before, and they -- customers will pay for the increases in price that they would not have paid were the costs embedded in base rates, and it exposes rate payers to a rate instability that they wouldn't be exposed to otherwise. So I do find it -- I do find Public Counsel's position a little peculiar because its seems willing to -- it seems willing to shift upside price risks by the rate payers, and also create rate instability.

A No.

Q You are aware that part of that linkage issue is that the compliance period in California is different than in Washington, three years versus four, did you know that?

A No.

Q Would that have an impact on pries if we changed the compliance period?

8 A I don't know.

9 Q Now I want to focus a little bit on the secondary 10 proposal, which is to adopt the proposal from PSE.

As part of your review, did you review the actual prices paid by PSE in 2023 for allowance costs?

And I don't want you to tell me what the number is because I think that's protected information, I just want to know if you reviewed that?

- 16 A No, I was not Staff's witness assigned to review PSE's 17 proposed risk-sharing mechanism. I was not the witness 18 that put forward Staff's proposed mechanism. I did not 19 do that portion of the review.
- Q Do you know whether any of the purchases in 2023 would 2.0 21 have met the 75 percentile proposal by the company? 22
 - A I don't know. I did not do that analysis.
- 23 Q Do you know who did?
- 24 A Yeah, the witness Kody McConnell. I don't know if 25
 - Staff's witness McConnell performed the specific analysis

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	Page 168		Page 170
1	that you are describing right now, the Staff's witness	1	CROSS-EXAMINATION
2	McConnell was the witness assigned to do the review and	2	BY MR. O'NEILL:
3	analysis of the risk-sharing mechanism.	3	Q Good afternoon, Mr. Gehrke. Can you hear me?
4	MR. O'NEILL: Okay. That's all the	4	A Yes, I can.
5	questions I have. Thank you.	5	Q Have you had an opportunity to review Mr. Earle's
6	JUDGE BONFRISCO: Any redirect from	6	testimony about your proposal?
7	Staff?	7	A Yes, I have.
8	MR. CALLAGHAN: Very briefly, Your	8	Q Were you able to adjust your model or analysis in any way
9	Honor.	9	after receiving the responses from Public Counsel on the
10	JUDGE BONFRISCO: Okay.	10	calculation of the average prices?
11		11	A I was able in response to Dr. Earle's testimony, I wasn't
12	REDIRECT EXAMINATION	12	able to make changes in response to average prices, but I
13	BY MR. CALLAGHAN:	13	do agree with Dr. Earle's point on the nonnormal
14	Q Public Counsel was asking you questions related to if CCA	14	distribution and how to calculate the percentiles, and I
15	costs were in base rates the potential for the company to	15	found the evidence, the statistical analysis presented by
16	over recover, do you remember that?	16	Dr. Earle that I had talked about prior to this hearing
17	A I do.	17	to be convincing.
18	Q So under your proposed criteria, CCA-related costs would	18	So if I was to propose my proposal today, I would
19	on be in base rates if the Commission reviewed these	19	use a different I would use a percentile rather than a
20	costs, reviewed a tracking proposal, and concluded that	20	normal D score to calculate a percent to calculate a
21	it did not meet any of Staff's proposed criteria for	21	risk sharing band.
22	accepting a tracking mechanism, correct?	22	One more thing that I would be open to is Dr. Earle
23	A That's correct.	23	criticized the proposal that Joint Environmental
24	Q So the circumstance that you were talking about where	24	Advocates made around the discontinuous nature of my
25	there might be a deferred accounting petition for under	25	model, and I think it would be appropriate to if
	Page 169		Page 171
1	or over recovery of some significant amount, that would	1	the to add another sharing band, for example, from the
2	only be in the case where the Commission previously found	2	90th to the 97.5 percentile at a lower percentile, at a
3	that CCA costs were had a low variance to the extent	3	lower percentile to address Dr. Earle's concern, but
4	that it could be included in base rates, and that would	4	those are the two changes I would make after reviewing
5	be in the public interest?	5	Dr. Earle's testimony.
6	A Yes.	6	Q Thank you. You actually understood and answered my
7	MR. CALLAGHAN: Okay. No further	7	question even if I inartfully phrased it.
8	questions, Your Honor.	8	My next line of questions is, your proposal targets
9	JUDGE BONFRISCO: Okay. Any questions	9	the highest unit cost allowances, correct?
10	from any of the other parties? No? Okay.	10	A Yes.
11	Public Counsel, if you would like to call your next	11	Q What are the advantages of targeting unit costs rather
12	witness. Oh, and you may be excused. My apologies.	12	than the average costs?
13	MR. O'NEILL: Public Counsel calls	13	A So in PSE's last IRP the company presented it plan for
14	William Gehrke.	14	complying with the CCA, and it largely relied on
15	JUDGE BONFRISCO: Mr. Gehrke, will you	15	allowances to meet its compliance obligations. And if
16	raise your right hand for me?	16	you look at the quantity of allowances that PSE plans to
17		17	acquire, and the limits that PSE can have to acquire
18	WILLIAM GEHRKE, witness herein, being	18	allowances on the auction market, and, in general, how
19	first duly sworn on oath,	19	much the cap is protected in decline over time, it's
20	was examined and testified	20	likely that if the current structure would continue PSE
21	as follows:	21	would have to rely on price ceiling unit purchases, which
22	THE MITNESS II.	22	are extremely high in cost, or would have to rely on
23	THE WITNESS: I do.	23	really high cost allowances to comply with CCA given its
24	JUDGE BONFRISCO: Thank you. You may	24	current utility actions.
25	proceed.	25	So if you wanted to discourage price ceiling units

Page 172 Page 174 JUDGE BONFRISCO: Thank you, Mr. 1 and you find that they are the highest short term cost 1 2 method of complying with the CCA, if you use a price -- a 2 Gehrke. Does the Staff have any redirect? 3 unit cost approach you can specifically target those 3 MR. CALLAGHAN: No. this is Joint 4 4 Environmental Advocates' witness. allowances costs. 5 5 If you use an average cost, the price ceiling units JUDGE BONFRISCO: I'm sorry. I'm 6 6 are averaged out in the calculation when assessing risks sorry. Does Joint Environmental Advocates have any 7 7 in the models. redirect? My apologies. 8 Q When is PSE projected to be having to purchase ceiling 8 MS. GRAVOTTA: Yes, just one question. 9 9 units? 10 10 REDIRECT EXAMINATION A That wasn't -- the exact time wasn't detailed in the 11 BY MS. GRAVOTTA: 11 analysis. I think there's a lot of factors in there. 12 12 The time that PSE would have to acquire price ceiling Q You spoke about how pricing units, the first opportunity 13 units basically depends on economy wide conditions. 13 to purchase them would occur in 2027. And you also spoke 14 PSE's natural gas operations is not the only covered 14 about the importance of providing incentives ahead of 15 entity, and there's at a lot of dynamics on that exact 15 time. So given these two pieces of your testimony, do 16 16 you think -- is it your opinion that by providing notice point. 17 Q How many ceiling units has PSE purchased so far? 17 to PSE ahead of time that it cannot -- it should not be 18 A They haven't purchased any ceiling units, to my 18 relying on price ceiling units but begin providing 19 19 knowledge. incentives now? Q I guess, do you know when the price control proposal that 20 A Yes. I think what it does is it provides PSE an 20 21 21 you proposed -- like, when you would expect it to begin incentive to address the quantity of emissions that it 22 22 to kick in? has. I think my model addresses primarily the quantity 23 23 A It's a forward looking approach. Price ceiling unit of allowances that PSE plans on purchasing in the future, 24 purchases can only be conducted after the compliance 24 and how they are going to address the Climate Commitment 25 period is over, so it's impossible for PSE to have 25 Act. Page 173 Page 175 1 1 purchased price ceiling units at this time. You have to I think other models have expressed the price and 2 2 have the compliance period be finished. PSE would have how that interacts and what is the cost customers pay. 3 3 Q And one more thing. You noted that the price of to demonstrate that they cannot comply. They don't have 4 4 allowances depends on a variety of factors, including enough allowances to meet their obligations, so to answer 5 5 economy wide conditions. Does PSE's purchasing behavior the question on when, I haven't seen an exact time when 6 6 they are going to do it. and need for certain amounts of allowances depend solely 7 7 I think one of the core things that the utility on economy wide factors? 8 8 A No. It also depends on the quantity of emissions that regulatory frame was, is you provide incentives to the 9 9 utility ahead of time, and you give them notice on what PSE has, and it also -- I would add that as another 10 they are going to do in the future. And I think putting 10 factor besides just the economy wide factors. And it 11 it on now early in the compliance period while they are 11 also -- and I think the extension of that is what 12 decarbonization measures PSE takes in response to the 12 being subject to CCAs sends a clear signal to PSE that if 13 13 they rely on price ceiling units there's going to be CCA, and how that -- the quantity of allowances that PSE 14 14 risk-sharing consequences for shareholders on that. will need in the future. 15 Q But the first compliance period ends in 2027, correct? 15 MS. GRAVOTTA: Thank you. I have not 16 16 further redirect. A Yes. Q So the first time you can purchase ceiling units is going 17 17 JUDGE BONFRISCO: Thank you. And 18 to be in 2027? 18 questions from any of the other parties? Okay. 19 19 A Yes. Questions from the bench? 20 2.0 Q In the interim between then and now, does your proposal CHAIR DANNER: I have a question. I 21 create any incentive for PSE to keep its allowance 21 just want to make sure I understand. What happens if the 22 purchase prices low? 22 company buys allowances above the option ceiling price on 23 23 the secondary market? Under your proposal, it looks like A No. MR. O'NEILL: All right. Thank you. 24 24 there wouldn't be a penalty. 25 That's all the questions I have. 25 Wouldn't this incentivize the company to buy more

		1	Page 178
•	a secondary seller in order to	1	JUDGE BONFRISCO: And I'm showing the
do that to avoid those pena		2	reply briefs, just for the record, are due on November
	Thank you for the	3	21st.
4 question, Chair Danner. I th		4	MR. CALLAGHAN: Okay. So I don't
5 you handle that through a p		5	imagine for initial briefs we would need more than 20
6 you look at the utility's action	ns when they make the	6	pages.
7 purchase.		7	JUDGE BONFRISCO: PSE?
8 If I was analyzing a docur		8	MS. BARNETT: I really don't know, but
9 found that PSE projected th		9	isn't that something in the rules? Isn't there a limit?
	et price, let's say an example	10	I think we have a limit of 15?
	nd purchased allowances at	11	JUDGE BONFRISCO: Yes. You have a
that time at 145, I think you	would say as a business if	12	limit of 60 for the post hearing and for the you
they had the opportunity at	the end of the compliance	13	are right, the reply is 15.
14 period to buy at the price ce	eiling price at a fixed price	14	MS. BARNETT: So I can't I hope I
and they paid higher than th	at, you would charge that	15	don't need all 60, but I can't guess at how much less
incremental cost to the share	eholders, that 140 to 145,	16	than that I would need.
you charge the five dollars t	o customers and treat it as	17	JUDGE BONFRISCO: Okay. I guess with
a price ceiling unit in the mo		18	that, are there any other questions and Public Counsel
	R: All right. Thank you.	19	it sounds like
	RISCO: Any other questions?	20	MR. O'NEILL: I am uninclined to argue
21 No .		21	for a 60 page limit. I think I suspect that we would
Okay. I just have a few of	other housekeeping oh,	22	need 20 pages would be appropriate.
with that, Mr. Gehrke, you n		23	JUDGE BONFRISCO: And what about JEA?
	eeping items. Mr. Robinson	24	MS. GRAVOTTA: I'm of the same opinion
O'Neill, how much time do y		25	of Public Counsel.
		1	
	Page 177		Page 179
1 need to comply with public co		1	JUDGE BONFRISCO: Okay. Are there any
		1 2	JUDGE BONFRISCO: Okay. Are there any other questions from the parties? Okay. And if there's
	omments? o there was some	1	JUDGE BONFRISCO: Okay. Are there any
2 MR. O'NEILL: S	omments? o there was some : got left out so I had	2	JUDGE BONFRISCO: Okay. Are there any other questions from the parties? Okay. And if there's
2 MR. O'NEILL: S 3 confusion in the notice. That	omments? to there was some to got left out so I had the record open until	2 3	JUDGE BONFRISCO: Okay. Are there any other questions from the parties? Okay. And if there's nothing else to address then today we can be adjourned.
2 MR. O'NEILL: S 3 confusion in the notice. That 4 requested until Tuesday, leav 5 Tuesday so if there are any - we could get public commen	omments? to there was some to got left out so I had to the record open until to there was any confusion ts in until Tuesday next week.	2 3 4	JUDGE BONFRISCO: Okay. Are there any other questions from the parties? Okay. And if there's nothing else to address then today we can be adjourned. Thank you.
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1	STATE OF WASHINGTON) I, Christy Sheppard, CCR, RPR,	
2) ss a certified court reporter County of Pierce) in the State of Washington, do	
3	hereby certify:	
4	That the foregoing proceeding was before me and	
5	completed on October 9, 2024, and thereafter was transcribed	
6	under my direction; that it is a full, true and complete transcript of the testimony of said witnesses, including all	
7	questions, answers, objections, motions and exceptions;	
	That the witness, before examination, was duly sworn by	
8	Judge Bonfrisco to testify the truth, the whole truth, and nothing but the truth;	
9	That I am not a relative, employee, attorney or counsel	
10	of any party to this action or relative or employee of any	
11	such attorney or counsel and that I am not financially interested in the said action or the outcome thereof;	
12	IN WITNESS WHEREOF, I have hereunto set my signature on October 23, 2024.	
13	0000001 20, 202 1.	
14 15		
16		
17	/s/Christy Sheppard, CCR, RPR Certified Court Reporter No. 1932	
18	(Certification expires 05/06/25.)	
19 20		
21 22		
23		
24 25		

accurate 74:23,24 105:17 106:21	additionally 72:2 address 49:13 53:1	adoption 67:5 82:10	173:9 174:14,17	amount 63:20 99:6
	additionally 72:2	auopuon o7:3	137.10,41 141.43	alicinatives 03.23
accuracy 172.1/		2 0	139:16,21 141:23	alternatives 69:25
accuracy 142:17	116:11	adopting 61:11	130:5 134:9	125:3
accrue 67:22	58:16 70:5 111:19	, , ,	73:3 79:23 110:4	alternative 59:10
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