Washington Utilities and Transportation Commission v. Puget Sound Pilots

December 12, 2019



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Doo	cket No. TP-190976 - Vol. I		12/12/2019
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1	BEFORE THE WASHINGTON	1	A P P E A R A N C E S (Cont.)
2	UTILITIES AND TRANSPORTATION COMMISSION	2	ALSO PRESENT:
3		3	
4	WASHINGTON UTILITIES AND) DOCKET TP-190976	4	JEFFREY GOLTZ Cascadia Law Group
5	TRANSPORTATION COMMISSION,)	5	
6	Complainant,)	6	* * * * *
7	vs.)	7	
8	PUGET SOUND PILOTS)	8	
9) Respondent.)	9	
10		10	
11	PREHEARING CONFERENCE, VOLUME I	11	
12	Pages 1-27	12	
13	CHAIRMAN DANNER, COMMISSIONER RENDAHL,		
14	COMMISSIONER BALASBAS, & JUDGE PEARSON	13	
15		14	
16	December 12, 2019	15	
17	9:30 a.m.	16	
18	Washington Utilities and Transportation Commission	17	
10	621 Woodland Square Loop Southeast Lacey, Washington 98503	18	
20		19	
20 21	REPORTED BY: TAYLER GARLINGHOUSE, CCR 3358	20	
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23 24	(360) 534-9066 Olympia (800) 846-6989 National	23	
25	www.buellrealtime.com	24	
25		25	
	Page 2		Page 4
1	APPEARANCES	1	LACEY, WASHINGTON; DECEMBER 12, 2019
2	COMMISSIONERS:	2	9:30 A.M.
3	DAVE DANNER, Chair	3	000
4	ANN E. RENDARL Commissioner JAY BALASBAS, Commissioner	4	PROCEEDINGS
5		5	
6	ADMINISTRATIVE LAW JUDGE:	6	JUDGE PEARSON: Let's go ahead and be on the
7	RAYNE PEARSON	7	record. Good morning. We're here today for a
8		8	prehearing conference in Docket TP-190976, which is
9	FOR COMMISSION STAFF:	9	captioned Washington Utilities and Transportation
10	BALLY BROWNAND	10	Commission versus Puget Sound Pilots.
11	Assistant Attorneys General	11	My name is Rayne Pearson and with me are
12	Olympia Vyashington 98504	12	Chair Danner, Commissioner Rendahl, and Commissioner
13	(360),664-1225 Sally brown Quite wa dov	13	Balasbas who will be co-presiding with me in this
14	Sallý brown dutc.wa.gov harry fukano@utc.wa.gov	14	matter.
15	FOR PUGET SOUND PILOTS:	15	So let's start by taking appearances and
16		16	addressing the petition for intervention, and let's
17	<u> KCAIK FASSBURG</u>	17	begin with Puget Sound Pilots.
18	601 Union Street, Suite 4100 Seattle, Washington 98101	18	MR. WILEY: Thank you, Your Honor. You can
	(206) 628-6600 ~	19	hear me okay?
19 20	dwiley@williamskastner.com bfassburg@williamskastner.com		JUDGE PEARSON: Yes.
20	SABPARGEAS SOCIENTIN	20	
21		21	MR. WILEY: David Wiley along with Blair
22	MICHELLE DeLAPPE	22	Fassburg for the Pilots. Also in the hearing room is
23	Foster Garvey 1111 Third Avenue, Suite 3000 Seattle, Washington 98101 (206) 816-1403	23	associated counsel, Jeffrey Goltz.
24	(206) 816-1403 michelle.delappe@foster.com	24	JUDGE PEARSON: Okay. Thank you.
25		25	And for Staff?

	Sket No. 11 - 190970 - Vol. 1		
1	Page 5	1	Page 7 the parties and should not be filed with the records
1	MR. FUKANO: Harry Fukano, Assistant		center or sent to the Commissioners or myself.
2	Attorney General, and Sally Brown, Senior Assistant	2	•
3	or Assistant Attorney General, here on behalf of	3	So that brings us to the procedural
4	Commission Staff.	4	schedule. I understand that there was a proposed
5	JUDGE PEARSON: Thank you.	5	procedural schedule circulated among the parties, but it
6	And for Pacific Merchant Shipping	6	sounded like as of late last evening, there was not
7	Association?	7	complete consensus on that schedule. So do we need to
8	MS. DeLAPPE: Michelle DeLappe on behalf of	8	take a recess to allow the parties time to have a
9	PMSA. Thank you.	9	conversation?
LO	JUDGE PEARSON: Okay. Thank you.	10	MR. WILEY: I think a five-minute recess
11	Is there anyone else in the room or on the	11	might be advantageous.
12	conference line who wishes to enter an appearance?	12	JUDGE PEARSON: Okay. So that's fine.
L3	Okay. Hearing nothing, that brings us to	13	I think if you anticipate, it will only be
4	the petition for intervention. Pacific Merchant	14	five minutes. Are you all fine with just stepping into
15	Shipping Association, which I think I will refer to as	15	the conference room across the hall?
L6	PMSA going forward, meets the statutory definition of a	16	Okay. And then, Mr. Fukano, if you just
L7	person with a substantial interest and is therefore	17	want to grab us out of the room when you're ready, then
18	granted intervention in this proceeding on that basis.	18	we'll come back.
L9	And I assume, because no one else entered an	19	MR. FUKANO: Certainly.
20	appearance, that there are no other parties seeking to	20	JUDGE PEARSON: Okay. Then we are in
21	intervene in this proceeding?	21	recess.
22	Okay. Hearing nothing, I just want to	22	(A break was taken from
23	remind the parties that the Commission requires	23	9:34 a.m. to 9:45 a.m.)
24	electronic filing of all documents in formal	24	JUDGE PEARSON: Let's be back on the record.
25	proceedings, and the Commission's rules provide for	25	Who would like to give us an update of the
	Page 6		Page 8
1	electronic service of documents as well. So the	1	conversations?
-			
2	Commission will serve the parties electronically and the	2	MR. WILEY: I will try first, Your Honor.
2 3	Commission will serve the parties electronically and the parties will serve each other electronically.	2 3	MR. WILEY: I will try first, Your Honor. Unfortunately, we weren't able to work out mutually
3	parties will serve each other electronically.	3	Unfortunately, we weren't able to work out mutually
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Page 9 1 So for us, this the front-loading of the 1 typically problematic for vac	
	Page 11
2 proposed schedule was problematic for that opportunity. 2 include yours truly too. But	
3 We're looking at an evidentiary hearing in early July 3 filed on November 20th, and	
4 and are hopeful that the Commissioners and that Your 4 what we were proposing wa	as compressing the the
5 Honor would be available for something in early July. 5 intervenor or Staff testimon	y period. We obviously
6 JUDGE PEARSON: Okay. And then what are 6 don't want to to, you know	w, make them uncomfortable,
7 your concerns with the remainder of the procedural 7 but we also want to give you	ou adequate time, and because
8 schedule or are you fine with the timing in between the 8 this is the first time we have	e been in this process, we
9 other filing deadlines and are you proposing that they 9 also did include we didn't	t do simultaneous briefs, we
10 just be adjusted forward? 10 did an opening response ar	nd reply to mirror the the
11 MS. DeLAPPE: We would be looking at I think 11 way evidence is presented	in the hearing. So we did try
12mid April for the inter Staff and intervenor12to accommodate that.	
13responsive testimony and exhibits to provide sufficient13One other thing that	t we haven't provided for
14 time for all the working through the data requests in 14 that we we are not oppos	sed to is a public hearing
15 particular. We'd be looking at the rebuttal testimony 15 comment period if the Com	missioners would like that. So
16 deadline being about 22 days before the hearing, the 16 we are certainly flexible in the	terms of adding some phases
17 discovery cutoff 15 days before the hearing, and then 17 in. We thought that the the	he direct response and
18 just two rounds of simultaneous briefing, initial briefs 18 reply was really a logical int	terval according to the
19 and reply reply briefs so we could provide about a 19 Commissioners' schedule a	availability from what we were
20 hundred days from the evidentiary hearing to the 20 aware of.	
21 suspension date. 21 JUDGE PEARSON:	: So I do have another
JUDGE PEARSON: Okay. Let's hear from Staff 22 question. Initially in my con	nversations with
23 about their ideas on the proposed schedule. 23 Mr. Fassburg, you indicated	d that the hearing, that we
24 MR. FUKANO: Staff was generally agreeable 24 may need to reserve four of	r five days for a hearing, but
	and unal and a dula automittad
25 to the proposed schedule circulated by the Pilots with 25 I see that the proposed pro-	
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Page 10 1 two significant changes. We had al we had asked 1 just shows one day.	
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Page 10 1 two significant changes. We had al we had asked 2 that the responsive testimony deadline set currently on 3 February 18th be adjusted to February 21st to the end of 4 that week and that the evidentiary hearing date be moved 5 from May 11th to May 27th to accommodate witness 6 unavailability. 7 JUDGE PEARSON: Okay. And does Staff have 8 any objection to PMSA's proposal? 9 MR. FUKANO: Subject to check with the 10 remainder of Staff witnesses, we don't have any 10 the issues right now. 11 Ms. DeLappe, you 12 JUDGE PEARSON: Okay. And so, Mr. Wiley, 13 what are your concerns about moving the hearing a little 14 bit farther out? 15 MR. WILEY: Thank you, Your Honor. We we 16 hearing to review all of the rate 17 do agree that rather than to two round 18 that. We also have have looked at comparative 19 schedules both with energy cases that you're very 19 familiar with and with transportation cases where there 20	Page 12 hk you. Ms. DeLappe asked just the start date that I . I wasn't clear and I .11 witnesses for the need more than two days, but I don't know what you feel rs feel. N: Okay. So I see a couple of 2 days before hearing gives, days less than what is in the Pilots, which would give our ers 38 days prior to the at rebuttal testimony. But I the three rounds of briefing, ds of simultaneous briefing Infer for just one moment. exeedings.)

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-	Page 13	1	Page 15 that.
	overseas and unavailable from April 23rd through May 20.		MS. BROWN: You're still with us, Mr. Wiley.
2	So I would appreciate your factoring that into any	2	
3	scheduling that you consider. Thank you.	3	MR. WILEY: You had to notice that.
4	JUDGE PEARSON: Okay. So in that respect,	4	There is one other issue that we have raised
5	the week of May 11th will not work for Staff?	5	at least earlier in the rulemaking. I would like my
6	MS. BROWN: Correct.	6	colleague to more specifically address it since he has
7	JUDGE PEARSON: Okay. Thank you for	7	done the review of the issue, and that's Mr. Goltz.
8	clarifying that.	8	The as you know, under the statute the Board of
9	We'll be off the record briefly.	9	Pilotage Commissioners is an is a potential advisor
10	(Pause in the proceedings.)	10	to you should you seek their advice during this
11	JUDGE PEARSON: We're back on the record.	11	proceeding. There are some practical issues we wanted
12	So we will take all of the parties' requests under	12	to ask about so that we're clear hopefully from the
13	advisement and come up with a procedural schedule that	13	start before discovery begins, et cetera, and we clear
14	will be memorialized in the prehearing conference order,	14	that up that I would ask Mr. Goltz to address.
15	bearing in mind that the effective date will be what	15	MR. GOLTZ: Thank you. Good morning.
16	ultimately controls the timing of the proceeding.	16	Jeffrey Goltz, Cascadia Law Group, assisting the Puget
17	Okay. So moving on to other matters. Under	17	Sound Pilots on some issues, this being one of them.
18	WAC 480-07-461(b), the deadline for filing errata sheets	18	So this was an issue of somewhat unique
19	to exhibits may be established in the prehearing	19	provision in the statute in RCW 81.116.020 that
20	conference order. Does anyone have an objection to	20	authorizes the Commission, quote, in exercising duties
21	setting a deadline a week prior to the evidentiary	21	under the section, the Commission may request assistance
22	hearing for the filing of errata sheets?	22	from the Board, being Board of Pilotage Commissioners.
23	MR. FUKANO: No objection from Staff.	23	And I know that some members of the Commission, if not
24	MR. WILEY: No objection from the	24	all members of the Commission, are familiar with the
25	petitioner.	25	genesis of that of that provision.
	Page 14		Page 16
1	MS. DeLAPPE: And no objection from PMSA.	1	It does not modify in any way the ex parte
2	JUDGE PEARSON: Okay, great. Then I will	2	law under the Administrative Procedure Act RCW
3	incorporate that date into the prehearing conference	3	34.05.455. So it seems to us that those two provisions,
4	order.	4	the ex parte provision and this special provision of the
5	Is there anything else that we need to	5	Pilotage statute, need to be need to be read read
6	address today?	6	together.
7	MR. FUKANO: Would the Commission also be	7	And the reason we're raising this is several
8	issuing protective orders in this case?	8	interests that I think is shared by everybody. One is a
9	JUDGE PEARSON: So the Commission is not	9	fair and transparent proceeding, that no one stubs their
10	statutorily authorized to enter a protective order in	10	toes on any procedural issues, which would jeopardize
11	this docket, so parties may not make confidential	11	the proceeding. And we want to get this right. We want
12	filings.	12	to make sure there is a full record, that everyone has
13	MR. FUKANO: Would the Commission not have	13	access to appropriate information.
13 14	authority under its WACs to issue a protective order for	14	So it seems to me that there's kind of three
14 15	the adjudication?	15	ways, three general ways that this can be accomplished,
16	JUDGE PEARSON: Correct.	16	all of them requiring, as the statute says, a request
10 17	MS. BROWN: But, you know, we still would	17	from the Commission. Not something the Commission has
	defer to either the Pilots or the shippers on that		to do, but it's authorized to do that. So the question
18		18	is, to what extent should representatives, staff, or
19	point, but	19	·
$\gamma \gamma$	JUDGE PEARSON: Okay. Yeah, under our view,	20	members of the Board of Pilotage Commissioners be on the
	we den't have statutory sutharity to enter a sast-	21	Commissioners' side of the ex parte wall. And there is
21	we don't have statutory authority to enter a protective		three general options. One is to have not off at the sy
21 22	issue in this docket.	22	three general options. One is to have nobody on the ex
21 22 23	issue in this docket. MR. FUKANO: Understood.	22 23	parte on the Commissioners' side, one is to have
20 21 22 23 24	issue in this docket.	22	

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1	and some not on your side.	1	of Pilotage Commissioners.
2	So taking those in order, our preference	2	I understand that Commissioner Balasbas at a
3	would be to have nobody on the Commissioners' side.	3	BPC meeting gave a presentation on ex parte matters.
4	Basically, make that seems to be the most	4	That's really important and it's appreciated, but it is
5	transparent. If the Commission wishes to request	5	a little bit tricky. And the Commission this
6	information, it can do so with a request that would be	6	Commission has a long history of developing an ex parte
7	public akin to, if not denominated a bench request,	7	wall. Everyone understands it, and so the Commission
8	everybody would have access to that same information,	8	Staff won't be talking with the Commissioners about this
9	everybody would be able to respond to that information.	9	case and they and won't be sending emails to the
10	It will be transparent, it will be open, and allow a	10	Commissioners about this case except on procedural
11	maximum gathering of information.	11	matters as is authorized.
12	Second option, another option is to have	12	So our our suggestion is that this
13	everybody on the BPC on your side of the ex parte wall.	13	when, and if, a request is made for assistance, it be
14	Besides needing a larger conference room, it would pose	14	very clear how that relates to the ex parte rule
15	some problems. One problem is some members of the BPC	15	pardon me, statute and practice, and whether it be
16	are actually interested persons, and so that could pose	16	our preference would be to have nobody on the ex
17	a limitation. The ex parte wall says in 34.05.455	17	parte on your side of the ex parte wall. That would
18	allows you to communicate with certain employees of the	18	be more transparent, it would allow gathering of
19	Commission and also other consultants. But the	19	information of all the parties to approach the BPC and
20	limitation is, the consultants can't be interested in	20	get information, discuss things with them as well, and
21	the proceeding. So by law, you couldn't be consulting	21	in the preparation of their of their cases. And as
22	with people on your side of the ex parte wall that have	22	well, it would allow the Commission to obtain the
23	an interest in the proceeding. That would eliminate at	23	information they wanted in the preparation of its order.
24	least some members of the BPC.	24	Barring that, I just suggest that it be
25	There's another reason why putting everyone	25	very, very clear and transparent as to how this
	Page 18		Page 20
1	else except perhaps those few members on your side of	1	operation will this request will be made and how it
2	the ex parte wall is is problematic. In the course	2	will be implemented. So thank you.
2			
3	of preparing the testimony, Pilots did obtain	3	JUDGE PEARSON: Thank you.
3 4	of preparing the testimony, Pilots did obtain information from the Board of Pilotage Commissioners,	3 4	JUDGE PEARSON: Thank you. I would like to allow the other parties an
			·
4	information from the Board of Pilotage Commissioners,	4	I would like to allow the other parties an
4	information from the Board of Pilotage Commissioners, appropriately so. I suspect that the PMSA will want to	4 5	I would like to allow the other parties an opportunity to respond.
4 5 6	information from the Board of Pilotage Commissioners, appropriately so. I suspect that the PMSA will want to respond to that and get some information from the Board	4 5 6	I would like to allow the other parties an opportunity to respond. Ms. DeLappe?
4 5 6 7	information from the Board of Pilotage Commissioners, appropriately so. I suspect that the PMSA will want to respond to that and get some information from the Board of Pilotage Commissioners. That makes sense.	4 5 6 7	I would like to allow the other parties an opportunity to respond. Ms. DeLappe? MS. DeLAPPE: I I don't have any
4 5 7 8 9	information from the Board of Pilotage Commissioners, appropriately so. I suspect that the PMSA will want to respond to that and get some information from the Board of Pilotage Commissioners. That makes sense. Maybe this Commission Staff in responding	4 5 6 7 8	I would like to allow the other parties an opportunity to respond. Ms. DeLappe? MS. DeLAPPE: I I don't have any objection to the proposal that only select board members
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	Dere 01		Dama 00
1	Page 21 clarify, are you saying that we would both designate	1	Page 23 MS. DeLAPPE: Thank you. I was just waiting
1	individuals and then only communicate with those	1 2	until it came around to my side. I did want to just say
∠ 3	individuals through bench requests or are you saying	3	that one of our experts will be out of the country July
	it's one or the other?		6th through 15th, so I hope that that can be
4	MR. FUKANO: It could be one, the other, or	4	accommodated in the scheduling. And then I wanted to
5 6	both. I believe that a bench request being in the open		confirm that the rules discovery rules 400 through
	and available to all parties would not violate any ex	6 7	425 will be instituted for this these proceedings.
7	parte issues, but in the event the Commission would like	8	JUDGE PEARSON: Yes, those will be made
8 9	to communicate specifically with the Board without the	9	available in the suspension order that was issued.
	use of a bench request, it could outline a procedure by	9 10	MS. DeLAPPE: Okay. Great. Thank you.
10	which similar to what the Pilots has suggested, which	11	JUDGE PEARSON: Okay. And you said July 6th
11	designates certain individuals as Commission contacts to		
12	-	12	through
13	avoid any inadvertent or advertent ex parte	13	MS. DeLAPPE: 15th. JUDGE PEARSON: Okay.
14	communication from other parties to that those	14	,
15	designated individuals.	15	MS. DeLAPPE: Thank you.
16	JUDGE PEARSON: Okay.	16	JUDGE PEARSON: Okay. Then we will be in
17	MR. GOLTZ: Can I just reply to that? I	17	recess.
18	think it's important that that as I and I'm not	18	MR. FUKANO: And sorry, one further
19	familiar with the Board of Pilotage Commissioners'	19	clarification from Staff, that Staff would prefer the
20	structure as much as almost everyone else at the table,	20	third option where certain individuals on the Board were
21	but but the I understand it's fairly simple to	21	designated, but believe that bench requests or the third
22	confine a number of staff members and and so I think	22	option would be appropriate.
23	that the concern is that if you you want to leave	23	JUDGE PEARSON: Okay.
24	sort of some staff members behind if you do decide to	24	MS. BROWN: I just want to add one thing
25	to invite somebody on your side of the ex parte wall,	25	while we're all going around the room talking and that
	Page 22		Page 24
1	you want to leave some staff members back there to deal	1	is that unlike I just want to you know, unlike a
2	with with the requests that may be coming in on on	2	lot of public servants we're hearing about in the news,
3	this matter.	3	we have the utmost confidence in your integrity and your
4	And then you also have to make sure that whatever I think the term is centric term would be	4	ability to perform the functions of your position in a manner consistent with the law. And I just wanted to
5		5	
6	consultants under the ex parte law that whoever you	6	say that.
-	would request to serve as a, quote, consultant, unquote,	7	I mean, so to a certain extent I mean, to
8	would be a person as statutorily required to who does	8	a certain extent, there is a certain element of trust
9	not have an interest in the outcome of the proceeding.	9	too that you will take your position seriously and you
10	MR. FASSBURG: If I may, I would just like	10	will render a decision based on record evidence only.
11	to add one piece of information that you may be aware of	11	And I just felt compelled to share that this morning.
12	already, but I think helps clarify the concern about	12	Thank you.
13	option No. 3. In July, the Board of Pilotage	13	JUDGE PEARSON: Thank you.
14	Commissioners took a vote to designate on its own who	14	MR. WILEY: And I would actually echo
15	would be those advisors, perhaps prematurely, and they	15	Ms. Brown's statement too. I've never had a concern in
16	designated their entire staff including the chair. And	16	41 years on that issue. It's the statute, the new
17	that would create some of these logistical issues that	17	statute that's throwing me for a loop.
18	Mr. Goltz was referring to.	18	JUDGE PEARSON: Okay. Can we take a recess
19	JUDGE PEARSON: Okay. Thank you.	19	now? Okay. We are
0.0	So I think we'll take a brief recess now.	20	MS. BROWN: Wait.
20			JUDGE PEARSON: we will be off the
21	So we will be off the record and we will	21	
21 22	Oh, go ahead.	22	record.
21	Oh, go ahead. MS. DeLAPPE: Is this the final chance to		(A break was taken from
21 22	Oh, go ahead.	22	

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	Page 25		Page 27
1	the record. We took a moment to discuss and we have	1	
2	reached a decision. As Ms. Brown and Mr. Wiley stated,	2	CERTIFICATE
3	under the APA, we understand that we may only make a	3	
4	decision based on the evidence before us in the record.	4	STATE OF WASHINGTON
5	We will designate the executive director and the chair	5	COUNTY OF THURSTON
6	of the Board as the individuals from whom we will seek	6	
7	assistance if necessary. And we will lay out the	7	I, Tayler Garlinghouse, a Certified Shorthand
8	process and expectations around ex parte communications	8	Reporter in and for the State of Washington, do hereby
	in the prehearing conference order, and we have the	9	certify that the foregoing transcript is true and
10	utmost trust and confidence that the Board will	10	accurate to the best of my knowledge, skill and ability.
11	understand, respect, and adhere to the ex parte rules.	11	
12	We intend to communicate directly with the designated	12	
	board members for consultation purposes only, and we	13	
13	will memorialize this decision in the prehearing		Toylor Carlinghouse, CCP 2259
14		14	Tayler Garlinghouse, CCR 3358
15	conference recorder.	15	
16	So is there anything else that we need to	16	
17	address while we're all here today?	17	
18	MR. FUKANO: None from Staff.	18	
19	MR. WILEY: Your Honor, just to clarify, the	19	
20	schedule will be addressed in the prehearing conference	20	
21	order	21	
22	JUDGE PEARSON: It certainly will.	22	
23	MR. WILEY: when you have more time to	23	
24	talk. Okay.	24	
25	JUDGE PEARSON: Yes.	25	
	Page 26		
1	MR. WILEY: Fair enough.		
2	MS. DeLAPPE: None from PMSA. Thank you.		
3	JUDGE PEARSON: Okay. So thank you all very		
4	much for being here today, and we are adjourned.		
5	(Adjourned at 10:23 a.m.)		
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