### BEFORE THE PUBLIC SERVICE COMMISSION OF UTAH

In the Matter of the Joint Application of Questar Gas Company, the Division of Public Utilities, and Utah Clean Energy for the Approval of the Conservation Enabling Tariff Adjustment Option and Accounting Orders

Docket No. 05-057-T01

### **TESTIMONY OF**

### BARRIE L. MCKAY

# IN SUPPORT OF SETTLEMENT STIPULATION

**FOR** 

**QUESTAR GAS COMPANY** 

**September 21, 2006** 

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### 1. INTRODUCTION

- 2 Q. Please state your name and title for the record.
- 3 A. Barrie L. McKay, Manager of Regulatory Affairs.
- 4 Q. Have you previously filed testimony in this docket?
- 5 A. Yes, I filed Direct Testimony on January 23, 2006 and Surrebuttal Testimony on August
- 6 14, 2006.
- 7 Q. What is the purpose of your testimony today?
- 8 A. To explain why the Settlement Stipulation filed in this docket is a just and reasonable
- 9 resolution of the issues in this docket and why its adoption by the Commission is in the
- public interest.

## 2. PROCESS LEADING TO SETTLEMENT STIPULATION

# 12 Q. Would you please provide a summary of this docket?

- 13 A. Yes. On December 16, 2005, the Utah Division of Public Utilities (Division), Questar
- Gas Company (Company) and Utah Clean Energy filed a Joint Application to change the
- 15 Company's tariff to implement a Conservation Enabling Tariff, also known as the CET,
- and a Demand-Side Management program together in a three-year Pilot Program. The
- Joint Application also proposed a \$10.2 million rate reduction in conjunction with the
- 18 Pilot Program. This Joint Application was the culmination of a three-year process in
- which the Company worked with the Division, the Committee of Consumer Services
- 20 (Committee) and other interested stakeholders in various task forces.

I presented an overview of the Joint Application to the Committee members in their regularly scheduled meetings on December 15, 2005, and January 31, 2006. On January 12, 2006, in response to questions from the Committee and other interested persons, a workshop on the CET and other matters addressed in the Joint Application was held. Additionally, technical conferences were held on January 13 on Demand Side Management and on January 20 on the Conservation Enabling Tariff and other aspects of the Joint Application.

On January 23, 2006, I filed direct testimony on behalf of the Company, Dr. Artie Powell, Dr. George Compton, Mary Cleveland and David Thomson filed direct testimony on behalf of the Division, and Dr. Howard Geller filed direct testimony on behalf of the Southwest Energy Efficiency Project (SWEEP) and Utah Clean Energy in support of the Joint Application.

During a period from January 31, 2006 through May 12, 2006, various parties moved to intervene and filed legal argument on issues associated with the Joint Application, including whether the Commission should bifurcate the proposed rate reduction from the Pilot Program and order new depreciation rates for the Company. Some of the legal argument addressed issues associated with the authority of the Commission to implement the Pilot Program. During this period, on March 31, 2006, the Committee filed testimony of Jacob Pous dealing with the depreciation issue associated with the rate reduction raised by the Joint Application. On April 28, 2006, the Division filed the testimony of Charles King on the depreciation issue.

On May 10, 2006, almost all of the parties in the docket filed a Rate Reduction Stipulation resolving the issues associated with the requested bifurcation and depreciation. The Rate Reduction Stipulation proposed a \$9.7 million rate reduction. In exchange, the parties agreed that the Pilot Program would be heard on its merits following the filing of additional testimony. The Commission held a hearing on the Rate Reduction Stipulation on May 17, 2006, and it was approved by the Commission on May 26, 2006 with new rates effective June 1, 2006.

On May 15, 2006, Dr. David Dismukes filed rebuttal testimony on behalf of the Committee, Kevin Higgins filed rebuttal testimony on behalf of the Utah Association of Energy Users (UAE), and Betsy Wolf filed rebuttal testimony on behalf of the Utah Ratepayers Alliance (URA) on the Pilot Program.

An additional technical conference was held on June 7, 2006 at which the Commission's staff posed questions to the parties. On June 30, 2006, Dr. Dismukes filed supplemental rebuttal testimony.

On August 14, 2006, I filed surrebuttal testimony for the Company, Dr. Artie Powell and Dr. George Compton filed surrebuttal testimony on behalf of the Division, Dr. Howard Geller filed surrebuttal testimony on behalf of SWEEP and Utah Clean Energy and Ralph Cavanagh filed surrebuttal testimony for the Natural Resources Defense Council (NRDC) on behalf of the Company. All of the surrebuttal testimony supported adoption of the Pilot Program as proposed in the Joint Application.

Throughout the course of this docket, there has been substantial discovery. The Committee sent six sets of data requests and the Division sent three sets of data requests to the Company. The Division sent one set of data requests and the Company sent five sets of data requests to the Committee. Finally, the Committee sent three sets of data requests to the Division.

Just a few days prior to the commencement of the hearings on the Joint Application on September 5, 2006, the parties commenced settlement discussions. An agreement in principle was finalized on September 2, and a draft stipulation was circulated that evening for review. Therefore, at the commencement of the hearings, the parties informed the Commission that all or many of them had reached an agreement in principle and were in the process of reducing the agreement to writing and gaining final approval of their principals. The parties requested that the hearing, except for the public witness hearing previously noticed for the afternoon of September 5, 2006, be continued. The parties discussed a schedule with the Commission. It was agreed that the parties would attempt to complete and file the stipulation as soon as possible, that a hearing and public witness hearing on the stipulation would be held on September 25, 2006, and that parties would electronically file and serve testimony or position statements on the stipulation by not later than 8:30 a.m. on September 25, 2006.

The parties continued to meet and exchange drafts and comments on the stipulation during the next few days and a final version of the stipulation was provided to all parties on September 8, 2006. The Committee approved the Stipulation at its regularly

scheduled meeting on September 12, 2006. By that date it had been determined that UAE, the Industrial Gas Users (IGU), U S Magnesium LLC and the URA would not join in the stipulation, but would likely not oppose it. The only other party in the docket, Roger Ball, was not able to make a decision on his position on the stipulation before he left town on an extended vacation on September 11, 2006. Therefore, on September 13, 2006, the Company, Division, Utah Clean Energy and the Committee filed the Settlement Stipulation.

A.

# Q. Please describe the process that led to the Joint Application.

In the Company's general rate case in 2002, Docket No. 02-057-02, questions arose regarding Demand-Side Management programs and the impact on earnings of a continuing decline in usage per customer. The Commission established two task forces to address these issues and directed the parties to attempt to reach accord and resolution of these issues for consideration in subsequent regulatory proceedings.

The Allocation and Rate Design Task Force met 18 times over 18 months. The final report of the Allocation and Rate Design Task Force was included as Exhibit 1.5 to the Joint Application. Although the Task Force was unable to reach consensus, members of the Task Force continued to meet. These meetings resulted in two white papers, one dated November 9, 2004 and one dated November 23, 2005, included as Exhibits 1.6 and 1.7 to the Joint Application. These white papers were distributed among the parties for review and discussion.

The Demand-Side-Management Task Force met numerous times over two years. As part of that process, a study jointly funded by the Company and the Utah Energy Office and conducted by GDS Associates was commissioned to determine the potential for energy conservation in Utah. Based on that study, the Task Force filed a report identifying that the net present value of savings to Questar Gas's residential and commercial customers from implementation of cost-effective natural gas DSM programs is over \$1.5 billion in 2004 dollars. Additionally, eight recommendations were made in the DSM report all of which were incorporated in the Joint Application. The executive summary of the DSM Task Force is included as Exhibit 1.4 to the Joint Application.

A.

## Q. What did the parties do after the Task Forces filed their reports?

The parties continued to meet and to attempt to come to accord on the issues presented to the Task Forces. As noted in the second white paper, the parties had three goals: (1) remove the Company's disincentive to promote demand-side management, (2) reduce contention between regulators and the Company, and (3) provide the Company an opportunity to earn its allowed return during periods of declining usage. They analyzed six methods to achieve these goals. Ultimately, the Company, Division and Utah Clean Energy reached agreement on the Conservation Enabling Tariff and filed the Joint Application.

# Q. What conclusions do you draw from the foregoing process?

134 A. The Settlement Stipulation is not something the Parties have rushed into. It was

135 proceeded by a nearly four-year process with Task Force meetings, analyses and reports,

further discussion and analysis among the Parties leading to white papers, the filing of the Joint Application, testimony and argument, discovery and workshops and technical conferences and arms-length negotiations. This lengthy process shows that the Parties, as well as other interested stakeholders, have been following the Commission direction from the 2002 rate case to study the issues and to attempt to reach accord on a resolution of the issues. The Settlement Stipulation is the result of this process.

A.

# Q. Please describe the settlement discussions in greater detail.

Settlement discussions were held among the parties and sub-groups of the parties commencing on August 31, 2006 and continuing through the filing of the Settlement Stipulation on September 13, 2006. It is noteworthy that a lengthy meeting was held on Saturday, September 2, during the three-day Labor Day weekend and that the parties continued to exchange communications regarding the Stipulation over the weekend and holiday. There were also lengthy meetings to refine the terms of the Stipulation on September 5 and 6, 2006. Although consensus was reached on the language in the Settlement Stipulation by September 8, the parties continued to discuss whether individual parties would join in the Settlement Stipulation or, if they did not join in, whether they would oppose approval of the Stipulation through September 13.

However, long before these discussions, there were settlement discussions in this matter. In fact, even prior to filing the Joint Application, the parties had settlement discussions in which they attempted to reach agreement on an approach to the Conservation Enabling Tariff and Demand-Side Management Pilot Program at the conclusion of the Task

Forces' work. The reason that the application was filed as a joint application was that Questar Gas, the Division and Utah Clean Energy had reached agreement on the approach prior to the filing of the application. Following the filing of the Joint Application, settlement discussions were held intermittently between certain of the parties. Questar Gas, the Division and Utah Clean Energy continued to hope that the parties might reach consensus on these issues and the Committee raised the possibility of settlement several times during the course of this docket.

# Q. Please describe the settlement discussions.

A. All of the foregoing settlement discussions were conducted in good faith and at arms length with each party representing its interests vigorously. In addition to the expertise provided by the staffs of the Division and Committee and various Company employees, the parties also relied upon the expertise of Dr. Geller, Ralph Cavanagh and Dr. Dismukes. Other parties to the docket that have not joined the Settlement Stipulation relied upon the expertise of their staffs and witnesses who filed testimony in this docket.

- Q. As a result of the settlement discussions, did all the parties to this case sign the Settlement Stipulation?
- 177 A. No. However, it is my understanding that all parties either signed the Settlement
  178 Stipulation or indicated that they would not oppose it with the exception of Mr. Ball who,
  179 at the filing of this testimony, continued to remain undecided.

A.

### 3. SETTLEMENT STIPULATION

Q. Please describe the benefits of the Pilot Program that will result from implementation of the Settlement Stipulation.

The Settlement Stipulation achieves at least two important goals. First, the Conservation Enabling Tariff aligns the interests of the Company, customers, regulators, and other interested parties to effectively promote cost-effective conservation measures to save energy and reduce customer costs. My Exhibit SR 1.4 summarizes the savings that will result from a 1% annual reduction in usage over a five-year period. Year five shows a net savings for customers of \$32 million. This is particularly important at a time when customers are bearing the burden of higher energy costs. The Conservation Enabling Tariff allows the Company to support cost-effective Demand-Side-Management programs that benefit customers because it removes the financial harm that the Company experiences when customers' usage declines. Second, customers will receive direct benefits from the CET and DSM and a modest reduction in rates.

# a. Operation of the CET Balancing Account and the DSM Deferral Account

- Q. Please describe the initial accruals to the CET balancing account and the DSM deferral account?
- A. The Settlement Stipulation provides for an initial credit to be made to the CET balancing account in the amount of \$1.1 million. This amount was calculated as though the CET had been in effect from January 1, 2006, through June 30, 2006. This credit is proposed

202		to be amortized (through a reduction in rates) in conjunction with the Company's fall
203		pass-through filing.
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205		The Settlement Stipulation also provides that the Company will transfer \$1.3 million
206		from unexpended funds included in rates for research and development to the DSM
207		deferral account effective with the Commission order approving the Settlement
208		Stipulation.
209		
210	Q.	Will interest accrue on balances in the CET balancing account and DSM deferral
211		account?
212	A.	Yes. Interest will accrue on the CET balancing account and the DSM deferral account at
213		the rate approved for Account 191 balances.
214		
215	Q.	When will the CET be effective?
216	A.	The Settlement Stipulation provides that the Company will implement the CET effective
217		on the first of the month following Commission approval of the Settlement Stipulation.
218		The Company is hopeful that the Commission might be able to approve the Settlement
219		Stipulation prior to the end of September so that the CET may be implemented on
220		October 1, 2006.
221		
222	Q.	How will additional accruals be made to the CET balancing account?
223	A.	The CET balancing account will initially reflect the \$1.1 million credit referenced above.
224		Thereafter, accruals will be made as if the CET had been effective starting July 1, 2006

and will be made monthly after the effective date. However, in accordance with the terms of the Settlement Stipulation, only the \$1.1 million credit will be amortized during the first semiannual amortization of the balance in the CET balancing account. The accruals for July and subsequent months will not be amortized until the second semiannual amortization. The Company will make amortized filings concurrently with future pass-through filings.

# b. CET Balancing Account Limitations

## Q. Are there limitations on the accruals to the CET balancing account?

A. Yes. Through August 2007, accruals to the CET balancing account are capped at a cumulative 12-month total equal to 1% of the Company's total GS revenue (GS-1 and GSS).

# Q. Are there limitations on the amortization of the CET balancing account?

A. Yes. During the first year of the CET, amortizations of the CET balancing account are capped at a cumulative 12-month total equal to ½ of 1% of the Company's total GS revenues. Any remaining balance in the account will carry forward and will be amortized in subsequent years.

C	CET 1-year Review
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Q. Does the Settlement Stipulation define a schedule for review of the CET aspect of the Pilot Program?

A. Yes. The Settlement Stipulation states "During the first year of the Pilot Program, the Parties request that a Commission proceeding be held at which Parties will have the opportunity to propose alternatives to the CET to be in effect during the balance of the Pilot Program." This review is called the 1-year Review.

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# Q. What is the purpose of the 1-year Review?

253 The 1-year Review allows the CET to go into effect for approximately one year so that A. 254 parties can review the effects of full decoupling and continue to study and develop 255 proposals on possible alternatives. The Parties agreed that it was beneficial to implement 256 DSM now in advance of the winter 2006-2007 heating season rather than waiting for an 257 additional period of time while parties study and refine alternative proposals. During the 258 1-year Review, any party may propose an alternative or alternatives or advocate 259 continuance of the CET with or without limitations. The Company will provide available 260 data with respect to the CET as requested by any other Party. Parties have agreed to 261 cooperate in good faith with the provision of data, and the scheduling of proceedings to 262 facilitate review of the CET and the proposal of other alternatives.

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Q. Does the Settlement Stipulation provide dates by which certain events are to take place in connection with the 1-year Review?

The Settlement Stipulation proposes that the Commission schedule a technical conference on or about April 18, 2007, so that the parties and the Commission can review the status of potential alternatives or proposals to continue the CET. This will allow parties to learn whether other parties plan to file written testimony or positions statements on alternatives to or continuation of the CET. The Settlement Stipulation provides that any party wishing to do so must file written testimony or position statements on alternatives to or continuation of the CET by June 1, 2007. If no party makes such a filing, the Settlement Stipulation provides that the CET will be discontinued on September 30, 2007.

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Assuming one or more parties files written testimony or position statements by June 1, 2007, the Settlement Stipulation provides that the Company will request that the Commission schedule a procedural conference within ten days following the filing of the first of such filings. The parties agree to cooperate in scheduling proceedings resulting from the filing or filings so that all evidence and argument is presented and the matter can be submitted to the Commission for decision not later than September 14, 2007. The parties agree to cooperate in good faith to expedite the process. The Parties anticipate that the hearings in this proceeding would take place near the beginning of September 2007, so that a decision from the Commission could be made by the end of September for how to proceed for years 2 and 3 of the Pilot Program.

#### d. DSM Pilot Program

# Q. Please describe the DSM aspects of the Pilot Program.

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The Parties agree that the Natural Gas DSM Advisory Group (DSM Advisory Group) will collaborate with the Company in its filing an application no later than 60 days following the date the Settlement Stipulation is approved requesting expedited approval The Parties will work in good faith as members of the DSM of DSM Programs. Advisory Group to recommend DSM Programs that will have an immediate benefit to customers in the winter 2006-2007 heating season. In anticipation of Commission approval of these DSM Programs, the Company will take all necessary and reasonable steps to be able to execute such DSM Programs upon receiving Commission approval. The Parties, as members of the DSM Advisory Group, also agree to continue to collaborate with the Company in its filing for Commission approval of additional costeffective DSM Programs as soon as reasonably possible after Commission approval of the first set of DSM Programs. The Company agrees to propose DSM Programs during the first year with anticipated costs from \$2 to \$5 million. The Settlement Stipulation provides that the DSM aspect of the Pilot Program will run for the entire three-year period of the Pilot Program.

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## O. Will the Commission review and approve DSM programs and expenditures?

A. Yes. The Company, with input from the DSM Advisory Group, will seek Commission approval of DSM programs and expenditures. No DSM programs will be initiated without prior Commission approval.

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Exhibit 1.1.

309	e.	Accounting Orders
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310 Q. Assuming that the Commission approves the Settlement Stipulation, will the 311 Company need accounting orders to implement the Pilot Program? 312 Yes. The Settlement Stipulation requests that the Commission issue accounting orders A. 313 establishing the CET balancing account and the DSM deferral account as requested in the 314 Joint Application and set forth in the proposed tariff sheets attached to the Stipulation. 315 316 4. THE SETTLEMENT STIPULATION IS IN THE PUBLIC INTEREST 317 Are there federal, state and industry calls for action that encourage state Q. 318 Commissions to remove utility barriers to promoting DSM programs? 319 A. Many state and national energy-policy groups are discussing and implementing 320 alternative rate designs or tariffs designed to promote energy efficiency and conservation. 321 The American Gas Association and the Natural Resources Defense Council issued a joint 322 statement to the National Association of Regulatory Utility Commissioners (NARUC)

recommending that public utility commissions consider "innovative programs that

encourage increased total energy efficiency and conservation in ways that will align the

interests of state regulators, natural gas utility company customers, utility shareholders,

and other stakeholders." A copy of this statement is attached to the Joint Application as

In its 2005 Fall meeting, NARUC adopted the "Resolution on Energy Efficiency and Innovative Rate Design," dated November 16, 2005. NARUC's resolution recognizes that energy conservation and efficiency are, in the short-term, the actions most likely to reduce upward pressure on natural gas prices and that current forms of rate design may tend to create a misalignment between the interests of natural gas utilities and their customers.

On April 25, 2006, Governor Jon Huntsman announced the "Utah Policy to Advance Energy Efficiency in the State." This policy sets a goal to reduce energy consumption in Utah by 20% by 2015. As part of the effort, the policy states: "State Government will work with stakeholders to identify and address regulatory barriers to increased deployment of energy efficiency." Adoption of the CET will remove a regulatory barrier to energy conservation and is consistent with Governor Huntsman's policy.

In July 2006, the "National Action Plan for Energy Efficiency" was published. This report is a plan developed by more than 50 leading organizations in pursuit of energy savings and environmental benefits through electric and natural gas energy efficiency. The report's five recommendations are:

- 1. Recognize energy efficiency as a high-priority energy resource.

efficiency as a resource.

2. Make a strong, long-term commitment to implement cost-effective energy

3. Broadly communicate the benefits and opportunities for energy efficiency.

350		4. Promote sufficient, timely and stable program funding to deliver energy		
351		efficiency where cost-effective.		
352		5. Modify policies to align utility incentives with the delivery of cost-		
353		effective energy efficiency and modify rate making practices to promote		
354		energy-efficiency investments.		
355	Q.	How does the Settlement Stipulation fit with the foregoing policy recommendations?		
356	A.	The Settlement Stipulation is completely in accord with these recommendations.		
357		generally removes the regulatory barrier to Questar Gas's whole-hearted support of		
358		energy efficiency measures. It provides initial funding for energy-efficiency programs		
359		includes provisions that will lead to expedited proposal of energy-efficiency programs		
360		and contains a commitment to increase funding for energy-efficiency programs during		
361		the first year of the Pilot Program.		
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363	Q.	Is there other evidence that supports a conclusion that adoption of the Settlemen		
364		Stipulation is in the public interest?		
365	A.	Yes. With approval of the Settlement Stipulation, customers will benefit from a \$1.1		
366		million rate reduction resulting from the initial CET amortization filing to be made		
367		concurrently with the fall pass-through filing. Additionally, my testimony and Exhibi		
368		SR1.4 shows that cost effective DSM programs can result in significant savings for all		
369		customers, even those who choose not to participate in DSM programs.		
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371	Q.	Is approval of the Settlement Stipulation in the public interest?		

A. Yes. The Settlement Stipulation addresses the critical issues raised by numerous state, federal and industry "calls for action" on the subject of energy efficiency. Specifically, the Settlement Stipulation provides for limited barrier removal, adequate for the purposes of the first year of the Pilot Program. The Settlement Stipulation provides for an immediate rate reduction and provides a workable structure for the formulation, review, approval, implementation and evaluation of the full decoupling mechanism and of energy efficiency measures found to be in the public interest. The Settlement Stipulation utilizes the collaborative process and allows the Company to fully engage in the pursuit of energy efficiency.

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- Q. In your two foregoing answers, you have qualified statements regarding whether the Settlement Stipulation removes the barrier to Questar Gas's disincentive to implement energy-efficiency programs. Please elaborate.
- 385 The limitations on CET accruals and amortization in the Settlement Stipulation could A. 386 continue to provide a disincentive to Questar Gas to whole-heartedly promote 387 conservation programs. If customer usage falls by more than one percent of GS 388 revenues, the limitations will prevent Questar Gas from recovering the full amount of 389 distribution non-gas costs that the Commission has found reasonable. However, the 390 limitations were necessary compromises to make certain other parties feel comfortable 391 with the Pilot Program during its first year. As noted in my prior answer, the Company 392 believes that even with the limitations, it will have adequate incentives to promote 393 energy-efficiency programs during the first year of the Pilot Program. Following the first 394 year, the Company is hopeful that others will recognize that the substantial savings to

customers available from reduced commodity costs from cost-effective DSM programs overwhelm the possibility that increased distribution non-gas rates might be necessary to allow the Company to recover expenses previously found just and reasonable by the Commission. The Company is willing to go forward in good faith based upon the terms and conditions of the Settlement Stipulation.

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### 5. CONCLUSION

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- Q. Based on the evidence filed in this case, do you believe the Commission can make a determination that the Settlement Stipulation is just and reasonable and in the public interest?
- 406 A. Yes. The testimony of the witnesses for the Division, the Committee, the Company, Utah 407 Clean Energy and the intervenors establishes that the issues in this case were thoroughly 408 analyzed and that the Settlement Stipulation is the result of arms-length negotiations 409 among all parties. All of the testimony supports implementation of cost-effective DSM 410 programs. The Settlement Stipulation provides a means for this to happen. In addition, 411 the Settlement Stipulation is consistent with the policies recommended by the Governor's 412 Office and other state and federal policy makers to remove regulatory barriers to utility 413 participation in conservation programs and to promote cost-effective energy efficiency. 414 The evidence demonstrates that customers will realize significant benefits through 415 implementation of cost-effective energy-efficiency programs. For these reasons, I 416 believe the Settlement Stipulation is just and reasonable, and in the public interest and 417 should therefore, be approved and adopted by the Commission.

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419 **Q.** Does this conclude your testimony?

420 A. Yes.

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