## BEFORE THE PUBLIC SERVICE COMMISSION OF UTAH

In the Matter of the Voluntary Request of Rocky Mountain Power for Approval of Resource Decision to Repower Wind Facilities	• DOCKET NO 17-033-39
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# **Response Testimony**

### OF

# DR. JONI S. ZENGER

# **UTAH DIVISION OF PUBLIC UTILITIES**

April 2, 2018

1	Q.	Please state your name, occupation, and business address.
2	A.	My name is Dr. Joni S. Zenger. I am a Technical Consultant for the Utah
3		Division of Public Utilities (Division). My business address is 160 East 300
4		South, Salt Lake City, Utah 84111.
5		
6	Q.	On whose behalf are you testifying?
7	A.	The Division.
8		
9	Q.	Are you the same Dr. Zenger who previously filed direct testimony in this
10		proceeding on September 20, 2017 and surrebuttal testimony on November
11		15, 2017?
12	A.	Yes, I am.
13		
14	Q.	What is the purpose of your response testimony in this proceeding?
15	A.	My response testimony responds to PacifiCorp's (Company) Supplemental Direct
16		Testimony in this docket. On February 1, 2018, the Company filed an updated
17		economic analysis to account for changes in the federal corporate tax rate that
18		were a risk of the repowering projects the Division, as well as other intervening
19		parties, previously identified in testimony to the Utah Public Service Commission
20		(Commission) in this matter. <sup>1</sup>

<sup>&</sup>lt;sup>1</sup> Surrebuttal Testimony of Daniel Peaco, November 15, 2017, p. 8 and Surrebuttal Testimony of Donna Ramas, November 15, 2017, p. 19.

21	I will briefly describe the Division's position, including testimony of the
22	Division's witnesses who testified previously in this docket and who are now
23	testifying in this phase of the docket. This position is formulated after having
24	reviewed what the Company has filed in supplemental testimony and in discovery
25	reviewed to date. I will point out the wide variations in modeling results based on
26	what the Company filed in its supplemental testimony as compared to the results
27	in its Application and its rebuttal testimony submissions.
28	I will discuss the Company's handling of this case from a policy and
29	regulatory perspective. As I later describe in my testimony, because of the
30	Company's decision to file very little information upfront in its Application,
31	parties were forced to investigate this case through multiple rounds of discovery
32	over the course of approximately nine months. For example, in its initial
33	Application the Company failed to perform a project-by-project analysis for the
34	nine price policy scenarios for each of the 12 wind facilities proposed to be
35	repowered. Instead, in its Application the Company modeled all 12 wind projects
36	as one repowering project. In the Company's supplemental testimony, the
37	Company provides some of the project-by-project analysis that should have been
38	included in the original Application last June. In addition to providing a
39	recommendation on the Application (as supplemented), the Division will make
40	recommendations to the Commission regarding the Company's handling of this
41	case for future resource decision requests.
42	

42

## 43 Q. Please summarize the Division's position and recommendations.

44	A.	The Division continues to recommend that the Commission not approve the
45		Company's Application to repower the identified wind facilities because the
46		record does not support a conclusion that the projects are in the public interest.
47		The Company has provided an updated analysis based on the federal corporate tax
48		legislation and has attempted to mitigate some of the risks of the projects.
49		However, the Company's shifting analytical results have not had the effect of
50		solidifying projected benefits. Rather, the shifting results highlight the impact of
51		the underlying assumptions and their uncertainty on the projects' ultimate
52		outcomes.
53		In the absence of a need, the economic risk of making large investment
54		decisions based on numerous assumptions and projections decades into the future,
55		is too high. The Company has not adequately shown the wisdom of removing
56		relatively new, currently operating equipment from operation while continuing the
57		recovery of the unused equipment in rates. Nor has the Company demonstrated
58		that this will most likely result in the acquisition, production, and delivery of
59		utility services at the lowest reasonable cost to the retail customers of the utility.
60		The projections are simply too uncertain when no need exists for the new
61		equipment.
62		As the Division will point out, the Company's estimation of net benefits to
63		customers has been so widely scattered that the Division has little confidence in

supplemental filing. Much like the veiled approach the Company took with
respect to wind repowering in its 2017 integrated resource planning (IRP), each

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3

the latest version of repowering costs and benefits provided in the Company's

67		iteration of System Optimizer (SO) and PaR results, with its new assumptions and
68		methods, makes it difficult to determine if any specific portfolio of repowering
69		sites are cost effective. The results of the Company's 20-year and 30-year
70		analyses vary significantly through each iteration of testimony.
71		When considering the risk that the Company is asking ratepayers to bear,
72		the short- and long-term impacts, and the fact that the new equipment is not
73		needed for reliability or other purposes, the Division continues to find that the
74		Company's proposal to repower is not prudent or in the public interest.
75		
76	Q.	Are the same Division witnesses who testified in earlier phases of this
77		proceeding providing response testimony in this phase of the proceeding?
78	A.	Yes. Mr. Daniel Peaco will provide in depth response testimony on the project
79		economics and the reasonableness of the Company's assumptions and analysis.
80		Mr. Peaco will show that the Company's estimate of the benefits of the
81		repowering projects has declined from the analysis it presented in rebuttal
82		testimony, and the cost/benefit margins are not sufficient to assure a high
83		likelihood of benefits to ratepayers. The Company's cost/benefit analysis
84		continues to have methodological flaws such that the results of the repowering
85		projects cannot be relied on as an accurate representation of the economic benefits
86		of each of the 12 projects to Utah ratepayers.
87		Mr. David Thomson will respond to the testimony of Company witness
88		Ms. Joelle R. Steward regarding the change in the RTM carrying charge and the
89		Company's proposal to defer net costs in excess of the cap and seek recovery

90		through an offset from tax reform. He also will reiterate the Division's position
91		with respect to the Company's RTM tracking mechanism: that it is an
92		inappropriate method to use when a general rate case can easily be filed.
93		Mr. Charles Peterson updates his opinion regarding the Company's
94		financial capacity to pursue the wind repowering projects. In addition, he updates
95		his calculations and conclusions regarding the "used and useful" and
96		intergenerational equity issues he previously raised based upon changes the
97		Company made in its supplemental direct testimony.
98		The Division's witnesses all address various aspects concerning the
99		prudence of the Company's decision to repower and the public interest factors
100		the Commission should consider in the Company's request for approval of its
101		resource decision under Utah Code Ann.§ 54-17-402.
102		
103	Q.	To the extent that your testimony or the testimony of the Division's other
104		witnesses does not address an issue, should that be interpreted as acceptance
105		of that issue?
106	A.	No.
107		
108	Q.	There have already been several rounds of testimony filed in this case since
109		the Company submitted its Application dating back to June 30, 2017. What
110		led to the Company filing more supplemental testimony approximately eight
111		months after it filed its Application?

112	A.	This case has evolved with material changes in the project or the Company's
113		analysis three times now. Last fall, the Division was prepared to go to hearing in
114		this case on November 29, 2017. Then, the week before the scheduled hearing,
115		the Company offered to amend the schedule <sup>2</sup> based on the uncertainties of certain
116		public policy issues related to federal income tax rates and the continuance or
117		level of production tax credits (PTCs); the parties did not oppose. Of course, the
118		Company could not control whether the tax legislation would pass or not, but it
119		seemed likely that it would pass and that the tax changes would materially affect
120		the economics of the case. As part of the motion, the Company agreed to provide
121		certain updates and analysis, some of which should have been filed in the
122		Company's initial Application.
123		
123 124	Q.	Do the updates in the Company's supplemental testimonies reflect only the
	Q.	Do the updates in the Company's supplemental testimonies reflect only the results after accounting for the final federal tax legislation?
124	<b>Q.</b> A.	
124 125		results after accounting for the final federal tax legislation?
124 125 126		results after accounting for the final federal tax legislation? No, much like the Company's October 19, 2017, rebuttal filing, on February 1,
124 125 126 127		<ul><li>results after accounting for the final federal tax legislation?</li><li>No, much like the Company's October 19, 2017, rebuttal filing, on February 1,</li><li>2018, the Company basically filed an entirely new case with updated assumptions</li></ul>
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124 125 126 127 128 129 130		<ul> <li>results after accounting for the final federal tax legislation?</li> <li>No, much like the Company's October 19, 2017, rebuttal filing, on February 1,</li> <li>2018, the Company basically filed an entirely new case with updated assumptions</li> <li>and new projected economic costs and benefits. As Company witness Mr. Rick</li> <li>T. Link points out, the Company's supplemental filing includes a project-by-</li> <li>project analysis, taking into account the changes to corporate taxes, updated</li> </ul>

 <sup>&</sup>lt;sup>2</sup> Docket No. 17-035-39, Unopposed Motion to Amend Procedural Schedule, November 22, 2017.
 <sup>3</sup> Supplemental Direct Testimony of Rick T. Link, February 1, 2018, p. 2, lines 39-42.

133		Mr. Timothy J. Hemstreet's Supplemental Testimony outlines the
134		numerous cost and performance changes to the repowering projects, such as
135		changes in turbine type and additional foundation retrofit costs. <sup>4</sup>
136		In his response testimony, Mr. Peaco provides the Division's analysis on the
137		changes included in the Company's supplemental filing, including the effect on
138		power output and the estimated costs of the repowering projects.
139		
140	Q.	Have the estimated costs of the repowering projects changed?
141	А.	Yes. In the Company's June 30, 2017 Application, the Company anticipated that
142		project costs would be \$1,130,000,000. <sup>5</sup> The Company's supplemental filing
143		shows that total project costs as of February 1, 2018 are \$1,337,000,000. <sup>6</sup> Mr.
144		Hemstreet describes the increase in projects costs in the Company's supplemental
145		filing compared to the costs in the Company's October 19, 2017 rebuttal filing:
146 147 148 149 150 151 152 153 154 155 156		Project costs have increased by \$17.6 million—or approximately 1.6 percent—to \$1.10 billion for the Company's base repowering scenario which assumes transmission interconnection agreements in Wyoming are not modified. The Company continues to expect \$36 million in project upgrade costs to allow the Wyoming facilities to deliver additional energy under modified interconnection agreements, for a total cost of \$1.137 billion. The Division has previously called to the Commission's attention the
157		magnitude of this endeavor and the uncertainty of project costs in the face of

<sup>&</sup>lt;sup>4</sup> Supplemental Direct Testimony of Timothy J. Hemstreet, February 1, 2018, pp. 1-6.
<sup>5</sup> Application for Approval of a Resource Decision to Repower Wind Facilities, June 20, 2017, p. 9.

<sup>&</sup>lt;sup>6</sup> Supplemental Direct Testimony of Timothy J. Hemstreet, February 1, 2018, p. 7, lines 145-150.

158		realized customer benefits in the distant future. <sup>7</sup> For the captive Utah ratepayer, a
159		project in excess of a billion dollars represents a large investment for a project
160		that is not needed for the utility to reliably serve its customers, particularly when
161		the purported benefits are so small relative to the investment's size.
162		The Division continues to believe that repowering wind facilities is an
163		opportunity investment—a government sale on wind through tax policy that might
164		lead to benefits for some period of time. <sup>8</sup> Ratepayers' uncertain benefits could
165		materialize or disappear, depending on the suite of unknowns and risks that
166		happen. The only certainty if the Application is approved is that ratepayers will
167		pay significant amounts for a significant time for a resource update that is not
168		needed.
100		needed.
169		needed.
	Q.	Has the Division changed its position with respect to the risks of the wind
169	Q.	
169 170	<b>Q.</b> A.	Has the Division changed its position with respect to the risks of the wind
169 170 171		Has the Division changed its position with respect to the risks of the wind repowering projects?
169 170 171 172		Has the Division changed its position with respect to the risks of the wind repowering projects? No. While the Company attempts to mitigate some risk in its supplemental filing,
169 170 171 172 173		Has the Division changed its position with respect to the risks of the wind repowering projects? No. While the Company attempts to mitigate some risk in its supplemental filing, there remain significant risks to customers that are inadequately addressed. Mr.
169 170 171 172 173 174		Has the Division changed its position with respect to the risks of the wind repowering projects? No. While the Company attempts to mitigate some risk in its supplemental filing, there remain significant risks to customers that are inadequately addressed. Mr. Peaco will provide the Division's position with respect to risks and potential
<ol> <li>169</li> <li>170</li> <li>171</li> <li>172</li> <li>173</li> <li>174</li> <li>175</li> </ol>		Has the Division changed its position with respect to the risks of the wind repowering projects? No. While the Company attempts to mitigate some risk in its supplemental filing, there remain significant risks to customers that are inadequately addressed. Mr. Peaco will provide the Division's position with respect to risks and potential concerns that the Company has not reasonably managed or addressed. These

 <sup>&</sup>lt;sup>7</sup> Direct Testimony of Dr. Joni S. Zenger, September 20, 2017, p. 6, lines 113-114 and Surrebuttal Testimony of Dr. Joni S. Zenger, November 15, 2017, p. 4, lines 81-82.
 <sup>8</sup> Direct Testimony of Dr. Joni S. Zenger, September 20, 2017, pp. 11-12, lines 218-220.

179	Q.	Earlier you stated that the Company's supplemental filing raises even more
180		concerns surrounding the uncertainties in the case. Will you please explain?
181	A.	Yes. Although Mr. Peaco will discuss in his testimony the Division's continued
182		concerns with high failure rates in gearboxes and blade failures, I will provide a
183		few other examples:
184		• The Division is skeptical of the Company's ability to find available
185		contractors to install new wind turbine equipment and to construct the projects
186		that are being replaced with Vestas turbines on time before the December 31,
187		2020, deadline. Although the Company states that it issued a request for
188		proposals last year, the Company is still evaluating bid proposals, at this
189		time. <sup>9</sup> In his supplemental testimony, Mr. Hemstreet writes that"the
190		Company has not yet fully evaluated the bids or completed negotiations with
191		the bidders." <sup>10</sup>
192		While the Company executed a master turbine supply agreement with GE
193		early on in this proceeding, <sup>11</sup> the Company still has not secured an installation
194		contract for the Vestas equipment, <sup>12</sup> even though all along the Company has
195		assured parties that all risks have been addressed. <sup>13</sup>
196		The fact that the Company states it may have to stagger the in-service
197		dates to accommodate the availability of the Vestas installation contractor

<sup>&</sup>lt;sup>9</sup> Supplemental Direct Testimony of Timothy J. Hemstreet, February 1, 2018, p. 10, lines 184-190.
<sup>10</sup> Id., at lines 201-202. Also see Company's 1st Supplemental response to DPU Data Request 3.23.
<sup>11</sup> Direct Testimony of Timothy J. Hemstreet, June 30, 2017, pp. 22-23, lines 495 500.
<sup>12</sup> Supplemental Direct Testimony of Timothy J. Hemstreet, February 1, 2018, p. 10, lines 184-190.

<sup>&</sup>lt;sup>13</sup> Rebuttal Testimony of Cindy A. Crane, p. 1, lines 13-14.

198	causes concern. <sup>14</sup> There is little assurance that there will not be a disruption
199	or problem of some type with construction and installation of the new
200	equipment. If any of these projects are one day late, the federal PTC may
201	either be lost, or drop to 80 percent instead of 100 percent, increasing the risk
202	that the projects will be uneconomic for customers. <sup>15</sup>
203	
204 •	The Company's original due diligence in evaluating the estimated energy
205	output for the proposed repowering projects at several of the wind facilities
206	was lacking, based on only a single year of historical data. This is true for the
207	Glenrock I, Glenrock III, and the Rolling Hills facilities. <sup>16</sup> While the
208	Company now states that it has been able to evaluate additional data at these
209	facilities, it is important to remember that the benefits of this case claimed by
210	the Company largely rest on the amount of energy produced by each wind
211	turbine generator and at each wind generating facility - amounts seemingly
212	supported by relatively little data.
213	
214 •	The Division also discovered that the Leaning Juniper and Goodnoe Hills
215	projects will require additional retrofits to strengthen the foundations in order
216	to withstand the larger blades and parts. This results in unplanned and
217	increased turbine installation costs. When asked about the foundation retrofit

<sup>&</sup>lt;sup>14</sup> Docket No. 20000-519-EA-17, Rebuttal Testimony of Timothy J. Hemstreet, November 2017, p. 20, <sup>15</sup> Direct Testimony of Timothy J. Hemstreet, June 30, 2017, pp. 5-6, lines 103-121.
<sup>16</sup> Id. at p. 4, lines 74-76.

218	costs, Mr. Hemstreet replied, " the cost was not included because we did
219	not know the retrofits would be necessary." <sup>17</sup> Obviously, it remains unknown
220	what other costs the Company does not yet know will be necessary.
221	
222 •	When asked about the suitability of foundations for the new turbines, Mr.
223	Hemstreet states when his prior testimony was filed, "the Company had not
224	yet verified that the foundations at these facilities were suitable for the
225	specific repowering turbines." This is first order due diligence that the
226	Company should have performed if it were planning wisely.
227	
228 •	The Division continues to have concerns about the risk of the Company
229	meeting the Internal Revenue Service (IRS) guidelines to qualify for the full
230	value of the PTCs. The Company has claimed on several occasions that it is
231	certain it will meet the qualification requirements. See, e.g. the following
232	statement from Ms. Crane in her rebuttal testimony: <sup>18</sup>
233 234 235 236 237 238 239 240 241	<ul> <li>We are confident that our 2016 investment will meet the five percent threshold of total project costs, that we will complete the repowering project well in advance of the 2020 deadline, and that the post-repowering fair market value of each wind turbine will include at least 80 percent new investment.</li> <li>Yet, the Company's supplemental testimony shows that it might have to go to</li> </ul>
242	its parent company, Berkshire Hathaway Energy, to bail out PacifiCorp so that

<sup>&</sup>lt;sup>17</sup> Id. at p. 6, lines 135-136.
<sup>18</sup> Rebuttal Testimony of Cindy A. Crane, October 19, 2017, p. 6, lines 4-7.

- the Company will have an adequate supply of safe harbor equipment to still
  qualify for 100 percent of the PTCs.<sup>19</sup>
- 245

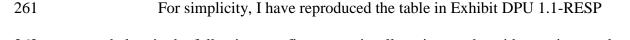
#### 246 Q. Are you still concerned about the wide variations in the Company's

247 calculations?

248 Yes. Attached to this testimony is my Exhibit DPU 1.1-RESP that shows the A. 249 Company's own economic analysis when it filed its Application on June 30, 2017, 250 next to the results of its rebuttal position on October 19, 2017, and the Company's 251 analysis filed in its February 1, 2018 supplemental testimony. This exhibit points 252 out significant differences in the economic results from the SO model runs and 253 the PaR runs for the 20-year analysis, as well as the results from the Company's 254 30-year extrapolation method. What is most notable is that the benefits vary 255 greatly between filings for the nine different price policy scenarios. Far from constituting a "refreshed" analysis,<sup>20</sup> as the Company calls it, this variation is 256 257 more properly categorized as adding uncertainty and risk. It calls into question 258 whether the Company's modeling analysis is sound and if it provides an accurate 259 representation of the economic benefits of each of the 12 projects to Utah 260 ratepayers. This is a point that Mr. Peaco argues in depth.

<sup>&</sup>lt;sup>19</sup> Id. at lines 167-172.

<sup>&</sup>lt;sup>20</sup> Supplemental Direct Testimony of Rick T. Link, February 1, 2018, p. 2, lines 37-38; Rebuttal Testimony of Rick T. Link, October 19, 2017, p. 17, lines 332-333.



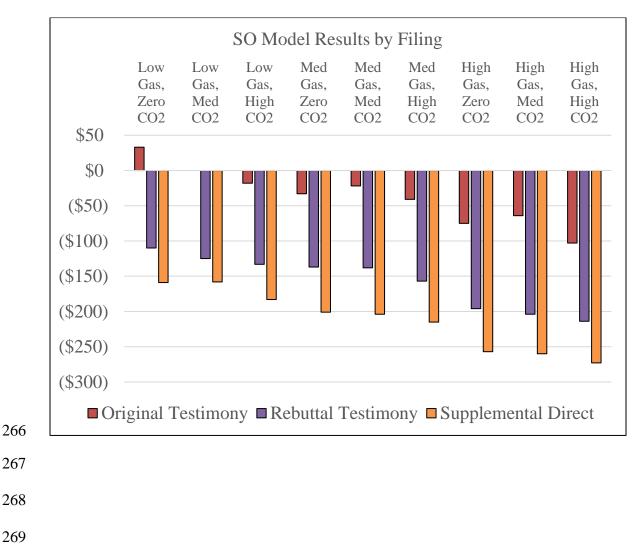
below in the following two figures to visually point out the wide-ranging results

263 on June 30, 2017, October 19, 2017, and February 1, 2018, respectively.<sup>21</sup>

264

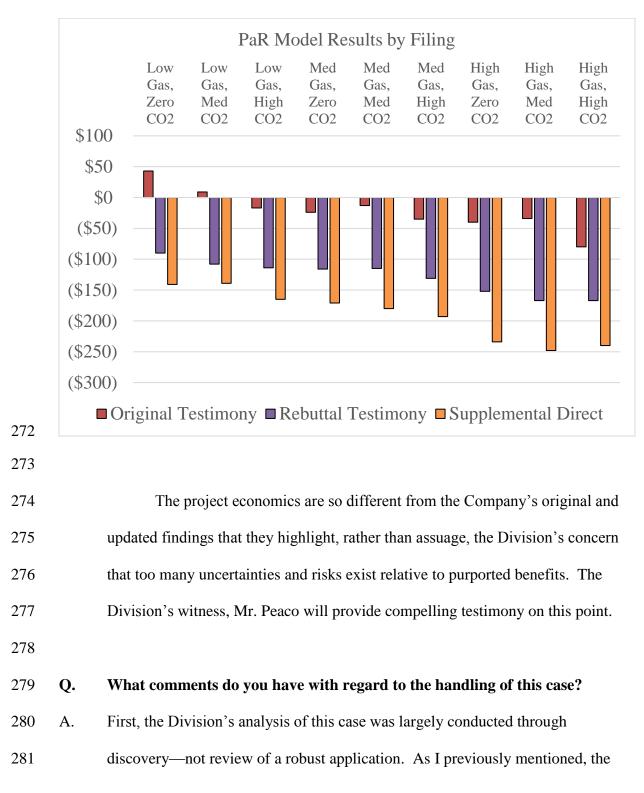
265

#### Figure 1.1 SO Model Results



<sup>&</sup>lt;sup>21</sup> Direct Testimony of Rick T. Link, June 30, 2017, p. 28, Table 1. SO Model and PaR PVRR(d) (Benefit)/Cost of Wind Repowering; Rebuttal Testimony of Rick T. Link, October 19, 2017, p. 12, Table 1. SO Model and PaR PVRR(d) (Benefit)/Cost of Wind Repowering; Supplemental Direct Testimony of Rick T. Link, February 1, 2018, p. 20, Table 5-SD. Updated SO Model and PaR PVRR(d) (Benefit)/Cost of the Wind Repowering Projects.

#### Figure 1.2 PaR Model Results



28	2	Company filed very little upfront in its Application. Most of the Division's
28	3	analysis had to come through asking multiple rounds of data requests and follow
28	4	up to responses. Regulators are generally at a disadvantage in cases because
28	5	utilities control the flow of information. This has been especially acute in this
28	6	case. This problem was compounded by the Company's failure to include
28	7	discussion of these projects in the 2017 IRP workshops, which might have
28	8	improved initial analysis and saved parties much fact-finding in this case's early
28	9	stages.

290 Second, this case was filed before much due diligence and preparatory 291 work was completed. Of course, the Company argues this is because of the 292 limited time to act in order to take full advantage of tax credits. But the tax credits 293 and their expiration have been known for some time, as the Company met with 294 GE in May of 2016 before contracting with GE and Vestas in December of 295 2016.<sup>22</sup> Regardless of whether the late development was necessary, the deficient 296 pre-filing work has led to shifting views of costs, risks, and benefits, which has 297 cost other parties a great deal of time, effort, and money to analyze. Much of the 298 early work in this case was wasted as analyses, assumptions, and projections 299 changed.

# The Company's February 1, 2018, supplemental filing is yet another iteration of what the Company calls its "refreshed" analysis. I have already elaborated on the issue of the "demonstrated" benefits being all over the place.

<sup>&</sup>lt;sup>22</sup> Application for Approval of a Resource Decision to Repower Wind Facilities, June 30, 2017, p. 6.

303	The point I am making here is that the Company filed its Application when too
304	much remained uncertain, burdening others with analyzing soon to be stale
305	benefit studies. Still, many months into the case and nearing hearing, the Division
306	continues waiting for data to help analyze the Company's filing.
307	As an example of the type of work and analysis that remains outstanding, I
308	have quoted DPU data request 28.1 below, followed by the Company's response
309	(emphasis added):
310	
311	17-035-39 / Rocky Mountain Power
312	March 1, 2018
313	DPU Data Request 28.1
314	1
315	DPU Data Request 28.1
316	
317	Refer to the Company's Response to Data Request DPU 3.21, stating that
318	
	an engineering analysis will be conducted on foundations and towers prior
319	to receiving a third-party design certification.
320	
321	(a) Has the engineering analysis been completed for any of the proposed
322	repowering projects? If so, please identify the projects and provide
323	any reports produced as a result of this analysis. If not, please provide
324	a schedule of expected completion of these analyses for each project.
325	
326	(b) Has the third-party design certification been completed for any of the
327	repowering projects? If so, please identify the projects and provide
328	any reports produced as a result of this certification. If not, please
329	provide a schedule of expected completion of these certifications for
330	each project.
331	
332	<b>Response to DPU Data Request 28.1</b>
333	
334	(a) The turbine suppliers have completed engineering analysis of the
335	proposed repowering projects to evaluate the towers. Please refer to
336	the Company's responses to DPU Data Request 9.12, which provides
337	these reports. Please refer to the Company's responses to DPU Data
338	Request 1.9 for engineering reports related to the suitability of
339	existing foundations for repowered turbines.
551	existing roundations for repowered furthes.

341 (b) The third-party design certification has not been completed for 342 the repowering projects. These design certifications are provided 343 pursuant to the master retrofit and turbine supply contracts. The 344 Company expects to receive them by June 30, 2018. 345 346 Thus, on June 30, 2018, exactly one year from the date the Company filed 347 its Application, the non-Company parties still will not have this information over 348 a month after the hearing in this case. 349 To date parties have found it necessary to ask 32 sets of data requests to 350 the Company that include 522 questions. In addition to its data responses, the 351 Company has submitted at least 25 supplemental responses to its original data 352 responses. Making matters even worse, is that the Company does not provide the 353 data responses in sets as they are sent out. Rather, random questions from various 354 sets are coming in daily in piecemeal fashion. While this helps get the responses 355 to parties as soon as possible, it also adds tracking and other tasks that increase 356 parties' burdens. 357 To reiterate, if the Company submits an Application requesting approval 358 of its resource decision, requesting a prudence finding of the costs and the 359 resource decision, it should simultaneously submit to regulators the corroborating 360 information in its Application to support its request. If such information does not 361 yet exist, perhaps the project is not yet certain enough for a long-term ratepayer 362 commitment to fund it. While the law requires an ongoing duty of prudence, a 363 pre-approval imbues a project with significant momentum that should not be 364 given on such a deficient application.

340

365	The problem of a deficient application straining other parties' resources
366	has been encountered and addressed before. In the Commission's final order in
367	the Company's 2009 General Rate Case, Docket No. 09-035-23, the Commission
368	stated the following (emphasis added):
369 370 371 372	"The accounting data should ultimately be provided in any cost recovery <u>application</u> rather than through a data request." <sup>23</sup>
373	This is not all that the Commission has said on this matter. In fact, as a
374	result of Docket No. 09-035-23, the Commission ordered the Company to file
375	certain information at the time it files an application for approval of wind
376	<i>projects</i> . <sup>24</sup> Consequently, the Division was directed to meet with the Company
377	and any interested parties to come up with a list of basic information that needed
378	to be filed at the time the Company files an application for approval of any wind
379	project. <sup>25</sup> This template that the parties collaboratively developed is attached as
380	Exhibit 1.2-RESP to this testimony. <sup>26</sup>
381	The Division recommends that, in the interest of regulatory efficiency and
382	respect for the time and expense required of parties, the Commission take a more
383	aggressive approach to evaluating the completeness of an application before
384	parties undertake significant work to analyze it. For a wind project, that might
385	include requiring strict compliance with the suggested inclusions contained on
386	Exhibit 1.2-RESP. This docket has cost parties dearly in time, regulatory

<sup>&</sup>lt;sup>23</sup> Docket No. 09-035-23, Report and Order on Revenue Requirement, Cost of Service and Spread of Rates, February 18, 2010, p. 113.

<sup>&</sup>lt;sup>24</sup> Id. <sup>25</sup> Id.

<sup>&</sup>lt;sup>26</sup> Docket No. 09-035-23, Comments from DPU, July 1, 2010, Exhibit C.

387		attention, and money. Some of that is inevitable in approval of a large project.
388		Nevertheless, the Company could have mitigated this with more reasonable
389		project development and better consultation with parties during development.
390		
391	Q.	Will you please summarize the Division's overall conclusions concerning the
392		Company's Application?
393	А.	Yes, the application should be denied. The analysis provided is insufficient for
394		the Division to conclude that the proposal is in the public interest and represents
395		the lowest reasonable cost resource option. As the Division's witnesses will point
396		out, the methodology used to estimate the customer benefits of the repowering
397		projects is problematic in several different ways and does not lead to results that
398		can be relied on.
399		While it is possible that some of the projects could be beneficial to
400		customers, there is a significant probability that multiple, or all, projects are not.
401		Particularly when weighed against expected costs, those tenuous projected
402		benefits are far too small and uncertain to justify the risks of removing operating,
403		relatively young equipment in favor of new equipment and tax credits.
404		The Division concludes that the Company has not sufficiently
405		demonstrated that the wind repowering projects provide clear net benefits to
406		ratepayers or that the decision to repower the Company's wind facilities will most
407		likely result in the acquisition, production, and delivery of utility services at the
408		lowest reasonable cost to the customers of the utility.
409		

- 410 Q. Does this conclude your Testimony?
- 411 A. Yes