1	STATE OF NEW HAMPSHIRE
2	PUBLIC UTILITIES COMMISSION
3	15-296.
4	April 12, 2019 - 10:11 a.m.
5	Concord, New Hampshire NHPUC 300PR'19:M3:49
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7	RE: IR 15-296 ELECTRIC DISTRIBUTION UTILITIES:
8	Investigation into Grid Modernization. (Public hearing to receive comments)
9	
10	
11	PRESENT: Chairman Martin P. Honigberg, Presiding
12	Commissioner Kathryn M. Bailey Commissioner Michael S. Giaimo
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14	Sandy Deno, Clerk
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16	APPEARANCES: (No appearances taken)
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23	Court Reporter: Steven E. Patnaude, LCR No. 52
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PROCEEDING

CHAIRMAN HONIGBERG: We are here this morning in Docket IR 15-296, which is the investigation into grid modernization. This was styled as a "hearing". I would like it to be more of a conversation today. We are unable to interact with stakeholders in circumstances where we can have conversations without everybody else present. So, everybody else is present, so we'd like this to be more of a conversation today, which may be awkward in some ways. But we're all going to do our best.

I want to thank the folks who submitted written comments. We weren't sure we were going to hold this event, because we viewed it as an opportunity for us to get our questions answered about your comments. So, this is not — our expectation is not that people will be making new, fully formed statements or supplementing their comments.

However, if there's something you read from someone else or you hear today that causes you to rethink something that was in your comments, please, we'd like to hear that.

You'll note that we didn't do the Public Comment Hearing Sign-In Form, you know, who wants to speak. That's consistent with what I just said, is that we're not opening the floor to have you speak one at a time and do this today. You're going to raise your hand if you want to speak or indicate that you want to speak. We'll try and recognize you in an orderly fashion, in part, for Mr. Patnaude, so he knows who's speaking and who's about to speak.

We sent out a letter, which I hope all of you have read. This is by no means the universe of questions that need to be resolved for this. It was an attempt to put a little bit of structure to the beginning of what we're going to do, and not necessarily take them in order. I will tell you up front that I'm going to open this to ask folks to address Item -- Question Number 4 first.

So, one of the things I want to do first is see if there are people here who want to be participating in this who didn't file written comments. Is there anyone here like

1	that?
2	Please identify yourself sir.
3	MR. SKOGLUND: Chris Skoglund of New
4	Hampshire DES.
5	CHAIRMAN HONIGBERG: Okay. Anyone
6	else?
7	[No verbal response.]
8	CHAIRMAN HONIGBERG: All right.
9	Well, Mr. Skoglund, as appropriate, if you want
10	to participate, we'll see what it is you want
11	to do and how that will work.
12	So, with all that throat-clearing out
13	of the way, I want to start with, as I said,
14	with Question 4, about the interaction between
15	the proposed IDPs and the LCIRP statutory
16	requirements.
17	I know how Staff outlined it in the
18	report. A lot of people made comments about
19	it. And we have at least one request pending
20	from one of the utilities to delay the filing
21	of their LCIRP.
22	So, I'm interested in people's
23	positions, not really positions, but thoughts
24	on how the IDP, if that's something that

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1
         becomes a thing, should work with the LCIRP.
 2
         Inside the LCIRP process, in parallel to,
 3
         separate from? Who would like to speak first?
                   Sir.
 4
                                  This is on?
 5
                   MR. SPRAGUE:
 6
                   CHAIRMAN HONIGBERG: Yes.
 7
                   MR. SPRAGUE: I'm Kevin Sprague, Vice
         President of Engineering for Unitil.
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9
                   From our standpoint, the LCIRP
10
         process relies heavily on distribution
11
         planning. That's the basis for that process.
12
         Staff's proposed IDP process is very similar,
13
         but more in depth, I'll call it, than the
14
         LCIRP. So, my take would be that the LCIRP
15
         process gets replaced with the IDP, because I
16
         don't see any new or different information in
17
         the LCIRP than would be presented in the IDP.
18
                   CHAIRMAN HONIGBERG:
                                        Thank you.
19
         Others have thoughts on this?
20
                   Yes. I can see a hand, but I can't
21
         see a face. Yes, Ms. Tebbetts.
22
                   MS. TEBBETTS: Yes. Heather
23
         Tebbetts, with Liberty Utilities.
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                   We agree with what Unitil just
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mentioned. And our IR -- Least Cost Plan will be due this year, and we will be providing something to the Commission to address that request for a waiver, where we also believe that the future IDP will address the concerns within the statute for the IRP. So, we will BE presenting that to you.

CHAIRMAN HONIGBERG: So, for the utilities, if the IDP replaces the LCIRP, the IDP contemplates cost recovery approval essentially up front as part of that IDP process. That seems to me to have a problem under the statute. The LCIRP statute is quite clear that it prohibits us from making prudency determinations as part of the LCIRP process.

How do we reconcile that? Or do we need to reconcile that or do we need to get a statutory amendment to facilitate that, if that's how this should go going forward?

Mr. Sheehan.

MR. SHEEHAN: Thank you. As of now, the IRP statute exists. So, we have to comply with it until that's changed. We are going to ask for an extension.

So, the way I see it is, if we are working on an IDP that contains all of the elements of an IRP, are sort of on parallel tracks, the IDP would, in effect, be filed as the LCIRP, maybe with some sections removed regarding cost recovery or the like, and at the same time we file our IDP.

So, the primary goal, from our perspective, I think the utilities share, is not to double up on the work. To prepare an IRP that, in effect, will be superseded and improved upon with an IDP. So, again, we draft an IDP next spring, we file it, to comply with the IRP statute, at the same time we're filing the IDP to accomplish its goals.

CHAIRMAN HONIGBERG: Thank you.

Mr. Sheehan alluded to something that is a concern that I have, and I suspect many of you have, having to do with doubling up on work.

Because the potential appears to be there for things to have to be done multiple times, if we're not careful with how this is set up.

Mr. Kreis, you look like you wanted to say something. Did I misread the body

language or are you --

MR. KREIS: No, you did not. I'm just always a little hesitant to leap in, because once I leap in, it's hard to leap out.

But, in any event, I think that the utilities -- first of all, the OCA supports the concept of not forcing the utilities to double up work. It's really tripling up work, because I think the utilities have their own internal planning and a sort of business strategizing processes. And then there's their process that they use to develop their least cost integrated resource plans. And then there's also this process that they contemplate to develop a grid modernization plan.

And I think that, if managed carefully, the integrated distribution planning process really can become, if not all of the least cost integrated resource planning process, most of it. And I think that the IDP concept can nest within the LCIRP statute.

But the Commission has to be careful. There is a provision in Section 38-a that allows the Commission to waive specific

components of the LCIRP requirements that are enumerated in Section 38 of the statute. But I don't think you can just give the utilities a free pass to skip their homework assignment. I think they, you know, and so this goes to these "waiver requests". I think they're inappropriate. Because they presume that the process that we're embarked on in this docket will result and assumes the conclusion that this integrated distribution planning process will become kind of a substitute for the LCIRPs. I can't assume that.

And it's telling that the two companies that have now just told you that they would like outright waivers of the LCIRP filing requirements to which they're otherwise subject, are the two companies that have told us they're about to file rate cases. That does not seem cricket from a ratepayer standpoint.

CHAIRMAN HONIGBERG: Okay. So, separate and apart from the merits of the requests, I mean, I think that statute is worded more broadly than you may be giving it credit for.

1	But I hear you, and I understand what
2	you're saying. And my expectation has been
3	that the companies that have LCIRPs due in the
4	short term have been working on them. So, it's
5	not like the work isn't being done to comply
6	with the existing statute. But I also
7	understand the obvious interplay between the
8	IDP concept and LCIRPs.
9	I think I saw two hands over here.
10	Mr. Epler.
11	MR. EPLER: Yes. First of all,
12	taking you at your word that you're asking for
13	a conversation, I hope you don't mind if I ask
14	you a question?
15	CHAIRMAN HONIGBERG: I reserve the
16	right not to answer, but feel free.
17	[Laughter.]
18	MR. EPLER: You had raised the issue
19	of cost recovery, and your concern of a
20	possible conflict of cost recovery between the
21	IDP and the LCIRP. Are you speaking of
22	Section 378:40? And if not, at least direct me
23	to where you see the conflict.
24	CHAIRMAN HONIGBERG: Well, while

1 we're feverishly flipping through the books, can Ms. Fabrizio or Ms. Amidon locate the cite 2 3 quickly for the phrase about "prudence", I think it may be "imprudence"? 4 5 MS. AMIDON: I believe that that part 6 of the statute, and maybe someone here can help 7 me, indicates that the companies have to have a plan on file before, when they come to the 8 9 Commission to ask for a rate case. 10 And I would look to Mr. Fossum. Can 11 you -- am I right or wrong? 12 MR. FOSSUM: Well, if --13 CHAIRMAN HONIGBERG: You could object 14 there, Mr. Fossum, even with the microphone. 15 MR. FOSSUM: Yes. I mean, well, 16 there is that section in the statute. And we, 17 that is Eversource, make reference to that in 18 the motion that we have already filed, and 19 which may or may not be subject to objection. 20

However, I suspect that perhaps the section you're looking at is in 378:39, where it states "The Commission's approval of a utility's plan shall not be deemed a pre-approval of any actions taken or proposed

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by the utility in implementing that plan." 1 I suspect that's what you're 2 3 referring to. 4 CHAIRMAN HONIGBERG: That is what I'm 5 referring to. Thank you, Mr. Fossum. MR. FOSSUM: So, I guess -- I have a 6 7 thought on that. But, as it's Mr. Epler's query, I'll allow him to follow up. 8 9 CHAIRMAN HONIGBERG: No, I expect 10 Mr. Epler was going to make the fairly obvious 11 observation that they have got their prior one 12 approved, and that should be good enough to 13 make sure that they get -- that they can change 14 their rates, and you could change your rates, 15 and Liberty could change its rates, because its 16 last filed one is approved, and you're in 17 compliance if you get a waiver going forward 18 with a new one. I expect that would be the gist of 19 20 his argument. Right, Mr. Epler? 21 MR. EPLER: Yes. 22 MR. FOSSUM: And indeed, that's the 23 argument that we -- that is at least one of the 24 arguments that's in our motion.

CHAIRMAN HONIGBERG: But you've identified the language that I'm concerned about that I think creates an issue for cost recovery within the IDP process, if it's made part of the LCIRP.

Is that something you wanted to address or were you going to make a new point?

MR. FOSSUM: Well, I hadn't -- I hadn't come prepared to address that specifically. But just looking at it now, I'm not certain that it sort of creates the barrier that it may appear. To the extent that it -- that approval of a plan that might be filed pursuant to this statute, in its present form or some future form, to the extent that that approval of that is not to count as "pre-approval of the actions", I don't see why that's a barrier to cost recovery necessarily. Ultimately, the utility would come in in some way or other and demonstrate that whatever actions it did take were prudent and that cost recovery is appropriate.

So, I guess I'm not -- I would agree that, at least on its face, it is not saying

"Utility, you're free to go do whatever you choose, and we'll make sure you get paid for it." I think what it's trying to say is, "We approve how you want to do things. We approve the approach that you're taking to do things. But, ultimately, if you want to get cost recovery for the investments you make, you're going to have to demonstrate that down the line." Which is consistent with how we do things today, and I don't see why that would change --

CHAIRMAN HONIGBERG: Well, it's -MR. FOSSUM: -- with an IDP.

interrupt. It is a very close parallel to a process that exists with some of the water companies. I'm not going to remember either of the acronyms -- what the acronyms stand for, but WICA is one, W-I-C-A, and QCPAC, Q-C-P-A-C, is the other. But they describe similar processes that are very, very close to what you've just described. Where, in year one, the company -- the company files something every year that has a three-year lookout. The first

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         year is describing what's already happened and
 2
         seeking recovery for what's been done. For the
 3
         second year, it's a description of projects,
         with a budget associated with those projects.
 4
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         And the third year is a notice that says
 6
         "Here's what we're looking at two years out."
 7
         We just accept the filing for two years out.
                   We look at the second year in the way
 8
         you just described, Mr. Fossum, saying "well,
9
10
         that looks like a sensible group of things for
11
         you to do, and the budget you've outlined for
12
         it looks appropriate. Go ahead." But it's
13
         that description of what has already happened
14
         that requires a prudence determination to
15
         include them in rates.
16
                    That's a concept that's consistent
17
         with the kinds of mechanisms that I think the
18
         IDP is talking about. Maybe that can be worked
19
         within the LCIRP statute, I don't know.
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                   MR. FOSSUM: I personally don't see
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         them as being in conflict.
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                   CHAIRMAN HONIGBERG: Any other
23
         thoughts on this topic?
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Mr. Epler.

MR. EPLER: Well, I mean, I think the statutes give you a fair amount of discretion, and the possible capacity to really create a route through them. Because, if you waive the requirement of the LCIRP, then you don't have to worry about the approval of the -- the language in 378:39, because you're not talking about approval of a 378:39 plan.

So, you're -- and then, if you look at 378:40, it allows changes while a plan is being reviewed. So, I think there's a route through these. And I -- and you can also -- I think you've got some discretion and concepts between, you know, what kind of approvals you would be giving going forward, and what kind of approvals would be subsequent to, you know, in terms of -- I mean, you can separate concepts of "prudence" and "used and usefulness". So, you can approve a plan, but then the implementation gets reviewed at a later point, and the specific cost recovery could be reconciled.

I mean, I think there are a lot of tools in your toolbox that you've used in other

cases that would allow you to create a route through this.

CHAIRMAN HONIGBERG: Mr. Kreis.

MR. KREIS: At the risk of belaboring a point that I have already made, and one that you suggested, Mr. Chairman, that you might NOT entirely agree with, I think, if the Legislature had intended the Commission to be able to issue wholesale waivers of the LCIRP filing requirement, it could have said that very straightforwardly. That is not what it said in Section 38-a. It said that "on written request of a utility, for good cause, the Commission may waive any of the -- any requirement under RSA 378:38."

You know, the Commission could use that language to justify a wholesale waiver. But that raises a high degree of risk that there would be appellate litigation that would require the New Hampshire Supreme Court to determine that there's a difference between a wholesale waiver and waiving a -- one or more requirements that are enumerated in Section 38.

CHAIRMAN HONIGBERG: Oh, I think I

agree with you. I think there would be litigation over that. I think it would be a very interesting question about how broad the "requirement" word is in that waiver language. I think it would be -- I mean, I won't, again, this is just speaking for myself, not be interested in extended, long-term waivers of compliance with the LCIRP statute.

In a context, however, where there's another process going on, that is intended to, in some ways, replace or supplement or make the LCIRP process more meaningful, if it made sense to delay and waive for a period of time the two-year provision, which appears to be a "requirement" in the section referred to, doesn't seem illogical to me.

But you and I don't have to debate the legalities. It's an issue. I think we would agree, it is an issue. And I think the utilities recognize it as an issue. They have an argument as to why it's appropriate; I understand that argument. You have an argument as to why it's not appropriate; I understand that argument as well.

Okay. Let's talk about something else. Well, the first three questions talk about the types of issues that haven't been resolved, and weren't -- there was no consensus out of the working group process -- I'm sorry, out of the -- out of the pre-process that went on before the Staff filed its recommendation.

Are there issues outstanding in this that everyone agrees must be adjudicated now?

That's, I guess, Question 2, in a way.

And I know your answer, Mr. Kreis. I mean, I think you've got -- you would say "all of them need to be the subject of a litigated matter now." Oh, I'm overruled. Mr. Kreis, please proceed.

MR. KREIS: Thank you. Just the important issues need to be adjudicated now. I mean, there are policy questions that, obviously, the Commission can confront in an informal fashion.

If I might, I would like to read from the Gospel according to Epler. Which is to say, a filing that my colleague, Gary Epler, made in a different docket on April 8th. I'm

wrote to you: "The Commission's procedural rules provide for only two types of proceedings: Adjudicative proceedings and rulemaking proceedings. The New Hampshire Supreme Court has emphasized that the Commission's unique quasi-judicial role in public utility regulation requires that the mandates of due process be complied with meticulously."

And then he goes on to cite a 1982 decision of the New Hampshire Supreme Court called "Appeal of Public Service Company of New Hampshire", which is basically the title of every important utility-related decision of that court. But, in that 1982 case, the court emphasized "If private rights are affected by the board's decision", in this case the Commission's decision, "the decision is a judicial one."

And so, every time you make a decision in this docket that has this binding effect, that really affects the rights and privileges of parties that are here, I think

the Commission needs to adjudicate it. So, there are some questions that you don't have to, but I think the important ones do need to be adjudicated.

CMSR. BAILEY: Could I? Mr. Kreis,

I'm not understanding your issue. If there -
there are issues that have to be addressed in

order for the utilities to file the portion of

their IDP that is the grid mod. plan, agree?

MR. KREIS: Yes.

CMSR. BAILEY: And I think the Staff has proposed one way to deal with those issues. I don't think that there's any expectation that, if the working groups didn't come to an agreement on how the issue should be resolved, that we wouldn't adjudicate it. I think we would. And if the working group did come to an agreement, then everybody would be in agreement, you could all come here and tell us why it was a good resolution.

I think you think there are some issues that absolutely have to be adjudicated. And I would like to hear which of the issues you think can't be resolved through a working

group, so it's not even worth trying?

MR. KREIS: Well, those are two

different questions, Commissioner Bailey. I

4 mean, first of all, if you conduct an

1

5 adjudicative -- if you open an adjudicative

6 proceeding, it is standard practice here at the

7 PUC, as you know, that the parties conduct

8 discovery, hold technical sessions, ultimately

9 settlement conferences, and we really do try to

take all of the issues that don't need to be

contested and hashed out in the hearing room

and reduce them to a settlement agreement, and

that helps everybody. And it still, of course,

means that you might have questions you want to

ask about those terms in the hearing room, and

we do that. And so, if you move to an

adjudicative proceeding and don't foreclose the

18 informal dispute resolution process at all.

Conversely, if you were to say "Well,

all right. We're going to convene working

groups. And then, to the extent there's no

consensus about what the working groups were

asked to talk about, then we will open an

24 adjudicative proceeding." Then, it's just a

matter of administrative efficiency.

The fact is, this docket has been open for four years. And so -- and we already went through a nine-month long Grid Mod.

Working Group process, where I think all of the issues were hashed out pretty robustly.

So, I would say that, to the extent an informal approach to these things is going to produce consensus, it already has to some extent and it hasn't in other respects. And so, for practical reasons, it makes sense to commence adjudicative proceedings.

But that's a different question than what specific questions does the law require us to resolve by adjudication and which can be resolved informally.

CHAIRMAN HONIGBERG: I think to be clear, she's also asking "can you identify issues that you think still can, might be resolvable informally, from your perspective, based on the conversations and the meetings that you've had?"

I think that's the other part of the question Commissioner Bailey was asking.

CMSR. BAILEY: I don't think that every issue that is identified in the Staff Report for working groups has already been resolved by the Grid Mod. -- the original Grid Mod. Report. I don't think that's true at all.

And so, if you go to the Staff Report on Page 15, that's one place where all the issues are identified. Tell me which of those you think could be adjudicated -- should be adjudicated and which maybe we should start with a collaborative process. Or are you saying that all 13 of those we need to issue orders of notice on, and have a prehearing conference. And then, you said "discovery". Tell me what kind of discovery you're going to ask on some of the more -- like "customer education", you know.

MR. KREIS: Well, it's funny,
customer education is probably one area that I
do think would be amenable to informal
resolution. If only because I don't have any
insight, really, or little insight to
contribute to what the utilities would be doing
in that realm. I mean, I just don't. I mean,

I have opinions about all that stuff. But I'm keenly aware of the fact that I'm not the utility, they are. I mean, their job is to be good at knowing what to say to their customers about what they're doing in a way that promotes informed customer use of their services. And I don't think that needs to be adjudicated.

But --

CMSR. BAILEY: Do you think it needs to be addressed before the IDP is filed?

MR. KREIS: No.

CMSR. BAILEY: Okay. So, let's hear from you about which need to be adjudicated before an IDP is filed?

MR. KREIS: So, the first item on the list, "Rate Design", so it kind of depends on what you mean by "rate design". I mean, we could certainly have some productive conversations about how to reapply the Bonbright Principles, in light of the modernizing grid.

But, if you're going to make binding determinations about what kinds of approaches to rate design the Commission or the utilities

perspective.

are going to be required to adopt, then you definitely have to adjudicate that, right?

I mean, think about, we've been having a debate with the utilities about revenue decoupling over the last few years. And I would love it if the Commission would decide "we would like every natural gas and electric utility in this state to propose a revenue decoupling plan that does X, Y, and Z." I assume that the utilities would be very unhappy if you did that, without giving them an opportunity to adjudicate it, so that it's done in a manner that's consistent with due process. Because they love the Lost Revenue Adjustment Mechanism they have now, it's totally "heads I win/tails you lose", from a ratepayer

CHAIRMAN HONIGBERG: Try to under argue the details and give the list. You were fairly clear in your written comments with respect to rate design that that belongs in a rate case.

MR. KREIS: I think, ultimately, the details belong in the rate cases.

1	CHAIRMAN HONIGBERG: Yes.
2	MR. KREIS: "Cost-effectiveness
3	analysis methodology": That absolutely has to
4	be adjudicated. It was really I think I had
5	an English professor once who called certain
6	things "howlers". It was a howler in the
7	Eversource comments that they said "oh, you
8	know, there could be", I forget the phrase that
9	they used, but they said, you know,
10	"troublesome differences of opinion that will
11	waste lots of time." Well, of course. That's
12	exactly why we have a Public Utilities
13	Commission. We don't just let the utilities do
14	whatever they want and expect their
15	monopoly-captive customers to just go along
16	with it.
17	The utilities' decision-making is
18	subject to regulatory oversight. And the
19	cost-effectiveness test goes straight to the
20	heart of all of this. Just like it does in the
21	energy efficiency context. So, of course that
22	has to be adjudicated.

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mean, ultimately, the utilities are going to

23

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"Utility cost recovery": Well, I

recover their costs, right? So, you know, we don't have to adjudicate the concept that prudently incurred costs are going to be recovered from customers. But, you know, what's prudent? What's the standard going forward, given the difference between the grid we have now and the grid we want?

CMSR. BAILEY: Don't you think cost recovery, though, is the -- the conversation that needs to happen is about how costs should be recovered, not whether the costs that were incurred were prudent? I mean, that's going to happen on a case-by-case basis, obviously is going to be adjudicated.

MR. KREIS: Well, right. So, if the question is, is there going to be a separate grid mod. tracker, or however you want to describe it? Absolutely, that needs to be adjudicated. That's a big deal. That is a institutional regulatory commitment to yet another single-issue ratemaking process.

CHAIRMAN HONIGBERG: Well, it would be a big deal in any -- and if it came in as part of a rate case, it would get adjudicated

1 in the rate case. So, what you're saying then is that you -- we can't issue an order in an 2 3 investigation docket without turning it into a 4 full-blown piece of litigation? 5 MR. KREIS: I think I am offering 6 that --7 CHAIRMAN HONIGBERG: Okav. MR. KREIS: -- as at least a 8 9 hypothesis. And, you know, I was -- and I'm 10 sorry to be cheeky or glib, but it really made 11 an impression on me that that's exactly what 12 Mr. Epler said, on behalf of Unitil, in a 13 filing that he just made in a different docket. 14 I've been -- I said that to a whole -- several 15 years of law students. I used to teach 16 administrative law, and I would say "Really, 17 there are only two flavors here: Vanilla and 18 chocolate. One flavor is adjudication and the 19 other flavor is rulemaking." 20 And obviously, a government agency gets to do other things. I mean, you, for 21 22 example, have certain funds that you get to 23 distribute. You don't have to conduct an

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adjudicative proceeding in order to sign a

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1 contract or give away or allocate money in the 2 Renewable Energy Fund. 3 But, as soon as you are making 4 decisions that are binding on the rights and 5 obligations of people, you have to either adopt 6 a rule or you have to adjudicate. That's basic 7 administrative law. CHAIRMAN HONIGBERG: Commissioner 8 9 Giaimo. 10 CMSR. GIAIMO: All set. 11 CHAIRMAN HONIGBERG: But aren't there 12 multiple steps that we're talking about here? 13 We could issue an order tomorrow, based on the 14 record, that adopted some portions of the 15 Staff's plan, made some changes to it, based on 16 people's comments, that would provide a 17 structure for the utilities going forward. 18 could do that. 19 And are you saying that, if we did, 20 you would have grounds to appeal? 21 MR. KREIS: Yes. 22 CHAIRMAN HONIGBERG: Okay. As long 23 as we're clear on that. 24 Go back to your list then, in

response to Commissioner Bailey's question.

2 MR. KREIS: "Hosting capacity

3 analysis": So, that was a pretty hotly

4 contested issue in the Grid Mod. Working Group.

5 And I guess, you know, the question of hosting

6 capacity analysis in the abstract is something

7 that you could opine about outside of an

8 adjudicative proceeding.

adjudicated.

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But, you know, what degree of hosting capacity you are going to require of the utilities? I mean, that's such a fundamental question. It really comes down to, to what extent are the utilities going to have to yield some piece of their monopoly on the distribution grid and admit other kinds of firms and entities into the tent, so that the utility becomes more of a platform provider, and certain services that we currently associate with the grid are now going to be available through third parties then? That's a big deal. That affects the utility's franchise. So, of course, that has to be

CMSR. BAILEY: If there were a

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         requirement for the IDP to address hosting
         capacity analysis from each utility, wouldn't
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         the appropriate time then be to when we're
         reviewing that plan, to decide whether their
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         hosting capacity analysis was adequate? Or are
         you saying that, before they file an IDP, we
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         need to decide the boundaries of hosting
         capacity analysis?
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                   MR. KREIS: I'm saying the latter.
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                   CMSR. BAILEY: Okay. And that should
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         be adjudicated?
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                   MR. KREIS: Yes.
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                   CMSR. BAILEY: So, that's something
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         that needs to happen before the IDPs are filed?
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                   MR. KREIS:
                               Yes.
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                   CHAIRMAN HONIGBERG: Are you also
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         saying, getting back to the conversation you
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         and I were having a moment ago, are you saying
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         that an alternative approach to this would be
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         for us to start a rulemaking that would lay out
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         our rules for the utilities and the
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         requirements of an LCIRP/IDP?
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                   MR. KREIS: Yes. I'm saying you
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         could do that, too.
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CHAIRMAN HONIGBERG: That makes you
the least popular person in the room, instead
of me.

MR. KREIS: Well, I like the rulemaking process. I'm probably the only person in New Hampshire.

MR. KREIS: I mean, it's engineered to make rulemaking hard. That's the public policy in the state. We don't like rules. So, therefore, promulgating rules is difficult for everybody who's involved in it. And that's just -- that's what our General Court has decided.

CMSR. BAILEY: I think you skipped the "Utility and customer data access".

MR. KREIS: Oh, my word. That is a huge issue. Data access? I mean, you know, we're trying to -- I am going through a very stressful process right now of attempting to get the General Court to legislate on that very subject, and it is quite a slog. And so, just deciding by administrative fiat what the

1 requirements that are going to be imposed on the utilities for how much -- how much and how 2 3 they provide, and to whom they provide access to their data. I mean, that's such a 4 5 fundamental question that, of course, it needs 6 to be adjudicated. It can't be resolved 7 informally. 8 CMSR. BAILEY: It can't be resolved informally, because you don't believe that the 9 10 parties would come to agreement? 11 MR. KREIS: No. I never rule out the 12 possibility of the parties coming to agreement, 13 because we've resolved some very contentious 14 things over the years. 15 CMSR. BAILEY: You have. 16 MR. KREIS: And, you know, but the 17 threat of an adjudicative -- adjudicated 18 result, followed by the possibility of an 19 appeal, is a very useful disciplining force. 20 CMSR. BAILEY: Okay. Let's talk 21 about that particular topic. 22 So, what kind of discovery would you 23 say -- well, would you start with everybody 24 filing testimony and then ask discovery?

1 Because, usually, discovery is on testimony. MR. KREIS: Yes. 2 3 CMSR. BAILEY: So, everybody would 4 file testimony. 5 CHAIRMAN HONIGBERG: Whoa, whoa. 6 Hang on. Hang on. That's not what your 7 proposal said. CMSR. BAILEY: Right. 8 9 CHAIRMAN HONIGBERG: Your proposal, 10 on Page 17, starts with some discovery. Which 11 we have assumed means everybody else asking 12 questions of the utilities for data and 13 information to help inform them about what 14 their testimony would say, which is step, I 15 don't know, four or five, on your schedule. 16 Did I misunderstand? 17 MR. KREIS: You did not. But I did 18 characterize that as a "straw proposal". And I 19 guess I am thinking back to the net metering 20 docket and certain other sort of more generic 21 adjudicative or quasi-adjudicative proceedings 22 that we've had here. And so, I suggested that 23 we start with discovery. 24 But, fundamentally, I think that I

1 could certainly live with an adjudicative process that forces everybody to start by 2 3 filing testimony. CMSR. BAILEY: And who would have the 4 5 burden of proof? 6 MR. KREIS: The utilities always have 7 the burden of proof. What other -- I'm not sure what other answer I could give you. 8 9 CMSR. BAILEY: Yes. So then, what 10 you're thinking is that the utilities would 11 file testimony, you would ask discovery on 12 them, and then you would file testimony? 13 MR. KREIS: No. I think everybody 14 should file testimony at the same time. 15 Because what happens when we let the utilities 16 file the testimony first, is they end up 17 setting the agenda. And I think this, in the 18 spirit of Scott Hempling, this requires 19 "proactive regulation", and that means not 20 letting the utilities call the shots, set the 21 agenda, and determine the boundaries of this 22 conversation. 23 CHAIRMAN HONIGBERG: Mr. Fossum, put 24 in a placeholder for what you want to talk

about with respect to burden of proof, okay?

Because I want to talk about something else
with Mr. Kreis first.

CMSR. BAILEY: I also want to make a note that I want to hear from everybody, if they would plan to participate in these adjudications and actually file testimony or not.

CHAIRMAN HONIGBERG: Commissioner Giaimo.

CMSR. GIAIMO: And I don't want to lose track of the list. Mr. Kreis, you only got through the first five or six. They were all in the "yes" category with respect to adjudication. So, I would like to hear your thoughts on the final seven.

If it would be easier for you to, instead of saying what you want to have adjudicated, what on the list you don't want adjudicated, that might be helpful. Because you said, and I think you said you "want adjudicated everything that's important", I'm sure they're all important, but maybe you can pin it down, if you will.

MR. KREIS: Okay. Just to go through the rest of the list. The things that might not be absolutely necessary to adjudicate are consolidated billing; cybersecurity is a hugely important issue, but I don't think it's amenable to litigation. I mean, you know, again, it depends on what you really mean by "cybersecurity".

CHAIRMAN HONIGBERG: I'll also just observe that I'm not sure it's appropriate for a working group process either. So, --

MR. KREIS: True. And, frankly, on the question of cybersecurity, I don't know what's appropriate for me to do. There is cybersecurity information I don't want. And there are questions about cybersecurity that I'm not -- I and my staff, even if I staff up with consultants, are not qualified to address. And I'm keenly aware of that.

So, I think the question of what to do about cybersecurity, I guess I would concede that an adjudicative proceeding is not necessarily the best place to hear -- have those issues resolved. And even if you decided

you did need to adjudicate cybersecurity, you'd probably have to conduct most of the proceeding behind closed doors anyway. So, that doesn't feel good.

And then "Annual reporting requirements": That's the kind of thing that ought to be the subject of a rule.

CMSR. BAILEY: Now, what about customer education?

CHAIRMAN HONIGBERG: He already talked about customer education.

MR. KREIS: I did. You did get me to concede that maybe customer education is the sort of thing that doesn't require adjudication.

CHAIRMAN HONIGBERG: Let me talk,
before we cycle back to burdens of proof or
standards of proof, what would litigation look
like? I am very concerned about a process that
would start with prefiled testimony in this
context. Because I think a lot of people would
be uninformed, and the testimony wouldn't be
helpful, and the discovery wouldn't be
illuminating. There's one group of -- who are

folks in this room who are part of this process who have all the information, and another group that doesn't.

I really don't see the traditional file, discover, respond, discover, settlement conference, to be the most efficient litigation structure here. I would like, if we're going to have to litigate now, to develop some sort of hybrid process, that is as collaborative as possible and is as open as possible with the information, before people develop their positions.

It's the EERS/net metering process, without the prefiled testimony. It's the process.

And the thinking, at least in my mind, and again, I'm speaking only for myself, is that the problem with your open working group is that there's no endpoint. There's no -- "hammer" is not the right word, but that's the word I'm going to use, because it's the only word that I can think of right now, of a decision to be made based on what comes in.

If we put it into a litigation

process, but with some sort of hybrid rules, it allows the party to do whatever collaboration they need to do. And to the extent they can't work it out, there's a decision-maker to make the decision for them at the end.

It is essentially what happened with net metering. It didn't look like that up front, and it wasn't styled that way at the end of the day, but that's effectively what happened. Parties, they collected around two different proposals, that shared a lot of common aspects, but had some pretty fundamental disagreements. The fundamental disagreements got thrown to us for a decision; we made a decision.

MR. KREIS: Well, Mr. Chairman, that docket was a cesarean twin birth, I would say. What you aren't mentioning, in part, because this really didn't necessarily play out with the three of you sitting up on the Bench the whole time, was that it was a very difficult and contentious process to get the information out of the utilities that was necessary to formulate proposals. And I think the net --

1 the net result, pun intended, is that we learned that we essentially lack the data that 2 3 we need to make a fully informed decision about what to do about net metering in New Hampshire. 4 5 So, in that sense, we probably would have been better off in that docket if we had 6 7 started out with some testimony, so that parties had to declare themselves. 8 9 CHAIRMAN HONIGBERG: Well, okay. 10 hear you. 11 But it seems to me that only one side 12 of that equation would have been in a position 13 to file anything. Do you agree with that? 14 I mean, there were lots of people who 15 have opinions, --16 MR. EPLER: Well, --17 CHAIRMAN HONIGBERG: -- and had some 18 national experts who said "Oh, this is easy." 19 But that really wasn't what was brought forward 20 at the end of the day. 21 Mr. Epler, I heard your voice. 22 MR. EPLER: Yes. And I would also 23 point out that we, meaning Unitil, started out 24 with a very specific proposal, very specific

1 testimony, very specific evidence in our rate case, and was met with the Advocate and 2 3 numerous other parties saying "No, don't do it there." 4 5 So, I think it's interesting that we're now looking, you know, asking for that 6 7 kind of process. CHAIRMAN HONIGBERG: Well, he may not 8 But it's me, not him. 9 be. 10 MR. EPLER: The issue, I mean, there 11 was a quote claiming it was "from the Gospel of 12 Epler", I think it was from the "Talmud of 13 Epler". 14 [Laughter.] 15 [Court reporter interruption, 16 and confirmed quote during the 17 subsequent recess.] 18 CHAIRMAN HONIGBERG: Just make sure 19 that the microphone is on and that you're 20 speaking into it, because it was too good not 21 to have in the transcript. So, do you want to 22 repeat it? 23 MR. EPLER: That's all right. But I 24 think the question here is really one of

timing, and I think Commissioner Bailey was heading in that direction. That is there a point where fundamental rights are going to be determined and is there an opportunity to have them adjudicated? And there is, and that's going to come when the plans are filed. And whether or not the plans meet particular criteria and satisfy particular requests and input and so on.

And so, you can have -- you can have different processes leading up to that, as long as then you have, when you're going to be deciding fundamental rights, you have -- you have the opportunity, you have notice and opportunity to be heard and present argument and present facts and so on.

And so, as long as you have a process that's leading up to that, I think you're fine. Now, you do need some guidance, and certainly, on a number of these issues, where questions remain, the Commission can give guidance and say "we need you to file a plan that", you know, take any one of the issues, okay, so if you take like "hosting capacity", "that

addresses hosting capacity in the following way", so you can lay out the five or six things that you want to see in a plan.

And then, you can also say "or why not?" "Or why didn't you do that?"

And yes, it's the -- and, you know, can you go through the list and you can give us direction on every one of those things, saying, you know, "This is what we want to see in your plan. And if you don't address it, you better tell us why not, why you didn't, or why you proposed this alternative."

And then, we have the opportunity to put the plans together and present them. And then, there is an adjudication, and there is discovery, and there's testimony, and there's the opportunity to litigate it and say "Well, Unitil, you didn't even address hosting capacity. And you're totally inadequate there, and here's why. And here's why it's important." And the Commission makes a decision on that. But it's the way forward.

CMSR. BAILEY: If you do it that way,

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though, don't you just make -- doesn't the

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         Commission then make determinations about
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         what's actually required about hosting
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         capacity, in your example, on a piecemeal
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         basis? So, Unitil gives us the first IDP, and
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         it addresses hosting capacity in what it thinks
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         is the way it should happen. And everybody
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         argues "No, you have to do this, that, and the
         other thing", and the Commission decides
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         whatever it decides, then isn't that a
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         precedent for the other two? And then, won't
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         the other two have to be part of your IDP, if
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         you're the first one to go?
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                    I mean, it does seem more efficient
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         to resolve some of those issues generically.
                   MR. EPLER: Well, then the way to
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         handle that is to require all the plans to be
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         filed at the same time.
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                   CHAIRMAN HONIGBERG: Mr. Frantz just
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         had a heart attack.
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                   Ms. Mineau.
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                   MS. MINEAU: I'm going to borrow this
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         microphone.
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                    I think that, if we're talking about
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         fundamental disagreements and fundamental
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1	rights, those are in common to all three
2	utilities, and that it would be appropriate to
3	have an adjudicative proceeding up front to
4	resolve the issues that need to be resolved, to
5	provide guardrails and specific parameter
6	requirements for all three plans. So that we
7	don't have to fight those same issues in three
8	separate proceedings a year or a year and a
9	half from now, when we could have a proceeding
10	to resolve them up front and have very clear
11	requirements for how those issues have to be
12	addressed in the plans, so that we can do it
13	once, and for everyone's resources, do it
14	efficiently.
15	CHAIRMAN HONIGBERG: Are you using
16	the phrase "fundamental rights" in a legal,
17	Constitutional sense?
18	MS. MINEAU: I have no idea.
19	CHAIRMAN HONIGBERG: That's what I
20	thought.
21	MS. MINEAU: Fundamental
22	disagreements, right? There are non-consensus
23	issues that are fundamental disagreements. And
24	then, you're talking about determining who has

1 what rights. I'm not an attorney. CHAIRMAN HONIGBERG: Do you mind if 2 3 we think of the types of things you're talking about is "important" --4 5 MS. MINEAU: Yes. 6 CHAIRMAN HONIGBERG: -- types of 7 issues that need to be resolved? MS. MINEAU: And that are overarching 8 to grid modernization that are the same for 9 10 every utility. 11 CHAIRMAN HONIGBERG: Mr. Fossum, talk 12 to me for a moment, in Mr. Kreis's world of 13 immediate litigation, about the issue of burden 14 of proof. 15 MR. FOSSUM: Okay. Well, there's 16 been quite a number of things that have been 17 talked about over the last few minutes. But 18 I'll try to --19 CHAIRMAN HONIGBERG: You can talk 20 about anything you want to in addition that's 21 related to what we've been discussing, but I 22 know you wanted to say something about that. 23 MR. FOSSUM: Well, I'll try to fence 24 myself in a bit.

First, I guess I'm going to, without trying to be rude, I'm going to agree with much of what Mr. Epler had said. I think, at this point, I mean, there's a lot of information available to the Commission already, from the processes that have taken place. And I think the Commission is in a place where it could issue an order somewhat in line with what Mr. Epler has — was just speaking about, and begin a process that way.

I know Mr. Kreis has indicated that he thinks that might be open to some measure of challenge or appellate litigation.

But my recollection, and it may not be the best recollection, is that we did something similar in the EERS docket. It was a process where the Commission took in information to decide whether adopting an EERS and moving it forward was even a good idea. And ultimately, based on the information it received, issued an order that said "Yes. Go forth and develop a plan to implement it." You know, something similar could happen here.

Turning now to your more immediate

question on burden of proof. You know, I don't agree with the absolute of Mr. Kreis that "it's always the utilities that have the burden of proof." It's the vast majority of the time, to be sure, but not always.

And in this case, as you began, you had said you wanted to talk about the comments that were filed in response to a Staff Report.

So, I was kind of looking at it as, at this point, we're talking about the Staff Report has sort of set the agenda. And to the extent that we're dealing with those comments, and plans that may become developed or a filing that may come from that, that report, I'm not certain why it would be the burden of the utility to do something at this stage.

Would be our burden to support that plan. But, if there's discussion of "we need to adjudicate a number of things coming out of that Staff Report first", I don't see why that would be necessarily the utility's burden to carry.

We're not -- I'm not trying to prove anything that was in the Staff's plan at this point.

1 I think the discussion is, if we are 2 to hold an adjudication on whatever group of 3 issues we might hold an adjudication on, who would the burden of proof fall on? I think, 4 5 quite frankly, that depends on the issue. 6 CHAIRMAN HONIGBERG: Isn't the 7 generic rule in this state, under the Justice 8 Department rules, and I think we have an 9 analogous rule, that says "the party asserting 10 any proposition has the burden on that issue". MR. FOSSUM: I believe that's 11 12 accurate, yes. CHAIRMAN HONIGBERG: And Mr. Sheehan 13 14 is nodding his head and agrees with you as 15 well. 16 MR. FOSSUM: Yes. So, it may be 17 that, on some issues, the utility is trying to 18 prove a point and wants something done, and on that we would have the burden. But there are 19 20 other issues where that may not be the case. 21 So, I think it's somewhat 22 shortsighted to say "the utility must prove all 23 of the following things." 24 CHAIRMAN HONIGBERG: Do you have any

1 concerns, along the lines of what Commissioner 2 Bailey articulated in her conversation with Mr. 3 Epler, about the piecemeal nature of different 4 utilities going forward on slightly different 5 schedules producing potentially different 6 results or, if not different results, the 7 requirement that everybody participate in the same proceedings anyway? 8 MR. FOSSUM: Well, I mean, that 9 10 happens today. I mean, in a different -- and I 11 don't see why -- so that, as sort of a 12 fundamental concept, I don't see why that's 13 problematic. 14 CHAIRMAN HONIGBERG: Well, but here 15 we know we have multiple issues that on which 16 there's not consensus, and they interrelate. 17 It's clearly a problem -- not a "problem", it's 18 clearly an issue in every type of regulatory 19 docket that affects all types of utilities 20 across the board. So, that doesn't go away. We're not going to fix that. We're not going 21 22 to bring every utility in in every docket. 23 MR. FOSSUM: Certainly.

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CHAIRMAN HONIGBERG: But here --

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1 MR. FOSSUM: Well, so, I guess to 2 live with the same example that was brought up 3 earlier, hosting capacity, for example. If the concern is "Well, Unitil is going to come in 4 5 and propose that it deal with hosting capacity 6 analysis in a certain way, or explain why it 7 didn't do it in that way", then the next utility in line, to the extent the Commission 8 9 has issued an order, it would have to comply 10 with that order, perhaps, perhaps not. 11 I think everybody has acknowledged, 12 the Staff Report acknowledges, I think the 13 comments, not all, but for the large part 14 acknowledge, the utilities are in different 15 places, technologically, with respect to their 16 capabilities. 17 So, if the Commission was to find 18 that Unitil needed to do "something" to address 19 hosting capacity, that might not be the same 20 "something" that Eversource or Liberty would

have to do to develop a hosting capacity analysis.

So, I guess I'm not, at some fundamental level, I'm not bothered by the idea

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that different results might come from different utility processes necessarily.

If the idea is, "we would like a hosting capacity analysis to be created and generally available", if that's the goal, that that's the objective, then each utility might get to that objective in a different way. And the Commission might have to issue different rulings along the way there. But we're all going to the same objective. And those are the things that we should be more concerned about, getting to the same desired objectives.

CMSR. BAILEY: And what do you have to say in response to Ms. Mineau's argument that then the parties would have to litigate that same thing in three separate dockets?

MR. FOSSUM: I don't know that I can find a way around that issue. Again, I mean, perhaps it's a good example or a poor example, but on that issue particularly, the objective itself wouldn't need to be individually litigated. We could find a way to -- I think there's probably not all that much grand disagreement on the ultimate objective.

1 CMSR. BAILEY: Is there grand disagreements on how it would be implemented? 2 MR. FOSSUM: I think there's going to 3 4 have to be. Like I said, the utilities are in 5 different places, in terms of their 6 capabilities. 7 CMSR. BAILEY: But this is a 8 "planning process". So, we're planning to make 9 investments to satisfy the future. 10 MR. FOSSUM: Correct. 11 CMSR. BAILEY: And isn't the future 12 the same for everybody? 13 MR. FOSSUM: I think that's -- well, 14 I would say the desired outcomes may be the same. But what that looks like may not be the 15 16 same for everybody. 17 And yes, it's a planning process. 18 But, if we came in and said "to get you to that 19 objective, it's going to cost \$500 million and 20 take 33 years", but Unitil said "Oh, we can do 21 it for a million dollars in a year and a half", 22 well, you know, putting aside that those are, 23 obviously, you know, just for extreme 24 hypotheticals, but that doesn't change what the

objective is going to be. But it certainly may dictate how different utilities find their way there.

I don't think there's really any way around that. In some instances, you're just -you're going to have to deal with there's going to be different ways to get there. And you're going to have to do that on a utilityby-utility basis. Unless we're all going to merge into, you know, one company with one system that's run one way, I just don't see a way around that, in at least some of these things.

CHAIRMAN HONIGBERG: Somewhere the folks from the Co-op are smiling.

MR. SHEEHAN: Mr. Chairman.

CHAIRMAN HONIGBERG: Mr. Sheehan.

MR. SHEEHAN: Mike Sheehan. A high-level way of maybe looking at it is picking up on both Gary's and Madeleine's comments, is you have a step one of advisory opinions from the Commission, giving us, everyone, guidance. Those advisory opinions could follow some process this fall, a report,

follow up on a report, and you say "This is how we'd like to see hosting capacity done with these basic parameters. Now go forth and do your plan."

When we file the plans, then you've triggered the adjudicatory process, where parties can say "Why the heck did you do it that way? Show me your evidence. And we disagree, it should be done the other way."

And that way, because the one problem with the plans now for the utilities is, if we're charging ahead to do an IDP now and we miss on what the goals are, then we've again wasted time.

So, now, an advisory opinion would be just that. It would be non-binding, in the sense that it wasn't adjudicatory. But it would be a strong signal from the Commission of what should be covered, how it should be covered. And obviously, as Matthew was saying, give the utilities the flexibility within that to say "our system has to do it this way" and "Liberty's system has to do it that way".

CHAIRMAN HONIGBERG: Isn't that very

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         close to the essence of the Staff's approach?
                   MR. SHEEHAN: I think so. And IT
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         also resolves the burden of proof issue.
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         Because, right now, there's nothing for the
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         utilities to prove; we don't have a plan. But,
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         if you give us guidance, and then we file a
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         plan, now we have to prove that our plan meets
         the objectives and meets it reasonably.
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                   CHAIRMAN HONIGBERG: Staff's been
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         silent on this. Is there anyone on the --
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                   CMSR. BAILEY: Can I ask a follow-up
12
         going to --
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                   CHAIRMAN HONIGBERG: Oh, sure. Go
14
         ahead.
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                   CMSR. BAILEY: How would the
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         Commission come up with an advisory opinion on
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         hosting capacity? I didn't even know what that
18
         was until two days ago.
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                   MR. SHEEHAN: I don't either. It's
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                   CMSR. BAILEY: Working groups?
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                   MR. SHEEHAN: You've got a
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         stakeholder -- I mean, you've got a Staff
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         Report that covers a lot of these topics with a
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lot of detail. And yes, maybe it's a working group that says -- that can maybe come to an agreement on what hosting capacity should be.

CMSR. BAILEY: Should look like?

MR. SHEEHAN: Yes. If not, you get

three proposals, recommendations, reports that

say "it be should be A, B, or C", and you

choose, or maybe you say "all three would work,

if, you know, the goals were there."

So, I appreciate most of what Mr.

Kreis said about the process and the need for adjudicatory process. But I do struggle with, if we were to dive in now, the most logical testimony would be in support of a plan. And we're not there yet. So, what would the testimony be in support of? It would be, for example, in support of "hosting capacity should be done this way, rather than that way."

But we don't even know if hosting capacity, using that as an example, is something that should be in the plan. So, should the first testimony be "we think there should be hosting capacity, yes" or "no". So, you have a "chicken and egg" problem, which may

1 be solved by a working group process to develop 2 some consensus over the broad parameters of the 3 plan. 4 CHAIRMAN HONIGBERG: Mr. Kreis, you 5 look like you wanted to respond to that? 6 MR. KREIS: No. I'm just finding it 7 all very, very interesting. CHAIRMAN HONIGBERG: Anybody from 8 Staff want to weigh in on the discussion we've 9 10 had so far? Feel free to say "no", if you'd 11 like. 12 MS. FABRIZIO: Staff would like to 13 just state that we agree with some of the 14 sentiments expressed by the companies this 15 morning, that guidance is required to move 16 forward from where we are right now. 17 Otherwise, we'd be adjudicating in a vacuum on 18 the specifics of what is required in each 19 individual IDP, which as you now have heard can differ significantly. 20 21

The Raab Report gave a very broad brush recommendation on how to proceed on the issue of grid modernization. And Staff's intent in its report was to create a workable

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1 framework for moving forward. And we see the 2 working groups as a -- with parameters built 3 there, in terms of time extensions here, to 4 develop consensus further on the specifics, now 5 that everyone has more of a feeling for 6 thoughts from all directions on what is 7 required by the grid modernization process. And those working groups would get us to the 8 9 desired objectives to be included in plans that 10 will ultimately be filed by the utilities. 11 CHAIRMAN HONIGBERG: Mr. Frantz, did 12 you want to say something, in addition to what 13 Ms. Fabrizio just said? Trying to read body 14 language. Oh, Mr. Stachow. 15 CMSR. BAILEY: Turn the mike on. 16 MR. STACHOW: One of the overriding 17 objectives of -- one of the overriding 18

MR. STACHOW: One of the overriding objectives of -- one of the overriding objectives of the Staff Report was, on the one hand, to safeguard maximum stakeholder participation through the work groups. But, on the other hand, to try and come up with a coherent approach. By "coherent", I didn't mean that we would litigate single issues. That we would look at the demands of the new

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grid in a coherent way that would -- and we've created a methodology that makes it possible for us to think about the grid in a complex way.

We showed a diagram, I think it's an unfortunate diagram, in the report, that shows the relative interrelationships. And that any decision that's taken on one piece may have multiple impacts upon others. And so, we wanted the plan to be the result of coherent thought about how we would like this program to be rolled out.

And we believe that, if we litigate piece-by-piece, we resolve one issue, but we might forget about a number of other issues which are interdependent with that issue, which may choose to be ignored. And we believe that the approach that we've proposed avoids that.

CHAIRMAN HONIGBERG: Mr. Kreis.

CMSR. BAILEY: Can I ask --

CHAIRMAN HONIGBERG: Oh, wait. Wait.

CMSR. BAILEY: Can I ask a follow-up?

CHAIRMAN HONIGBERG: Sure.

CMSR. BAILEY: So, if you address

these issues in working groups, and you come to a resolution on some and not others in working groups, doesn't that create the same problem?

MR. STACHOW: Our expectation would be that, and perhaps we're wrong here, but our expectation would be that many of those issues I think we would reach agreement on. And we would limit the area where there is disagreement. And it was our thought that, in the areas where there is a disagreement, each utility, having benefited from the received wisdom arising from the work group, would then have the freedom to choose whether to listen to the recommendation that came out of the work group and act accordingly, or, if not, explain why their IDP they were choosing to diverge, and then it would be litigated.

CHAIRMAN HONIGBERG: Now, Mr. Kreis.

MR. KREIS: Thank you, Mr. Chairman.

This is a really interesting Talmudic

conversation. But I'm still left with this

maybe simplistic approach to this whole realm.

We have the report of the Grid
Modernization Working Group. We have -- and

it's pretty extensive. We have the Staff Report, which is even more extensive and detailed. It would be easy enough and straightforward enough for the utilities to update the data that appears in the various appendices to those two documents. We could, and by "we" I mean the Office of the Consumer Advocate, and I bet maybe other parties, too, we could take all of that information and produce prefiled direct testimony for you that would be our set of recommendations on how to move forward with the IDP process, based on what has come before us in this docket. You could issue a ruling, after that testimony is adjudicated. And then we would know how we're going to do this, and then the utilities can file their Integrated Distribution Plans.

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That formulation doesn't create any due process minefields. It's consistent with all the statutes. It's reasonably efficient.

And it's more civilized than rowing across the Hudson and shooting at each other in Weehawken.

CMSR. BAILEY: Can we hear from other parties who would agree to participate in that

1 way? Like who else would file testimony and make recommendations for -- I guess what you're 2 3 saying, Mr. Kreis, is the guidepost for an IDP would be determined in that, in that 4 proceeding? 6 CHAIRMAN HONIGBERG: Ms. Mineau. 7 MS. MINEAU: We would plan on -- we would plan on participating in such a 8 9 proceeding. And I want to --10 CMSR. BAILEY: Participating how? 11 Would you file testimony? 12 MS. MINEAU: File testimony, hire 13 expert witnesses as needed. 14 CMSR. BAILEY: Okay. MS. MINEAU: And I want to respond to 15 16 Staff's assertion that their proposed process 17 was aimed at maximizing stakeholder 18 participation. 19 I want to caution that, having to 20 dedicate staff resources to participate in working groups to resolve thirteen issues, and 21 22 then -- over the next nine months, and then a 23 year from now dedicating resources to 24 participate in three separate adjudicative

1	proceedings for each plan is much more
2	burdensome on a stakeholder, rather than
3	participating in a single adjudicative
4	proceeding now to resolve the issues we see as
5	fundamental and necessary to determine the
6	minimum requirements that must be in the plans.
7	That then, as long as those minimum
8	requirements are satisfied, we likely would not
9	feel the need to intervene in those plan
10	reviews.
11	MR. HERNDON: May I quickly follow up
12	on that?
13	CHAIRMAN HONIGBERG: Sure.
14	[Court reporter interruption.]
15	CHAIRMAN HONIGBERG: Back there.
16	Identify yourself please, for Mr. Patnaude.
17	MR. HERNDON: Henry Herndon, Clean
18	Energy New Hampshire.
19	So, I would just I'd like to float
20	a couple of ideas, and maybe invite you all to
21	think about what this process might look like.
22	And Mr. Fossum, you brought up the
23	EERS docket, we've talked a little bit about
24	the net metering docket. Mr. Kreis recommended

perhaps opening with prefiled testimony. recall correctly, in the Energy Efficiency Resource Standard docket, there was initially an investigation, Staff wrote a report, then we opened the docket. But the docket did not open with prefiled testimony. There was some initial technical sessions. There were some room for bringing in the Regulatory Assistance Project, Northeast Energy Efficiency Partnerships, some other groups, to help us think through what are the issues. And I think we've done a lot of that thinking through what the issues are. But I guess there could be room within this adjudicative process for some of that flexibility to say "Hey, where can we reach agreement?" With, as Mr. Kreis discusses, the threat of litigation at the end, but still sort of, I would believe, a good faith effort on all parties' part to work out those guardrails and come to an agreement within an adjudicative process. So, I think it's been done in other -- there are other examples we can look to that might be helpful in thinking about how

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1 this process might look.

CHAIRMAN HONIGBERG: All right. I know there's probably other things people want to talk about and other questions we want to address. But I want to take a ten-minute break, and then we will be back at 25 minutes to 12:00.

(Recess taken at 11:23 a.m. and the hearing resumed at 11:41 a.m.)

CHAIRMAN HONIGBERG: A newish topic, but one that's been alluded, is the question we asked as Number 5, having to do with rate design, which implicates hardware requirements and metering, things like that.

We heard a little bit from Mr. Kreis on that topic. Anybody else want to discuss that issue or question?

Mr. Frantz.

MR. FRANTZ: Thank you. We know we have two rate cases coming in this year. And we don't think something like rate design should only be relegated to a grid mod. or to a grid mod. working group. We think that rate

design will be an important aspect of those two rate cases. And we, as Staff, fully plan on addressing a number of issues in rate design.

That said, rate design isn't an endpoint. It's a process, and underlying the process is good cost data. So, we plan on looking at an improvement in the existing rates that we have in place today, based on the filings that come in.

That said, we don't think rate design ends there. But we think that will help form a better place to start from, and rate design could go forward as part of a working group in grid mod., but it shouldn't wait for grid mod.

CHAIRMAN HONIGBERG: Anyone on this side of the room, the utilities?

Mr. Chung.

MR. CHUNG: Good morning. Eric Chung, from Eversource.

So, generally, I agree with the perspective Mr. Frantz has. And I'll say, overall, we would be supportive of speaking to goals and objectives and hearing the perspectives of the stakeholders on rate design

in forums throughout the grid mod. process.

But, as one of the utilities who's coming in with a comprehensive rate filing with a number of issues, we think it's more appropriate to make final decisions on distribution rate design in that rate proceeding. So, we would not support having one-off rate design decisions in the IDP process, but rather as part of the comprehensive rate case.

But, certainly, it would be valuable to hear perspectives from the stakeholders as part of the IDP process.

CMSR. BAILEY: Does that mean that you would not be able to file an IDP until after the rate case was completed?

MR. CHUNG: I wouldn't say that. I do think that knowing the timeline of the IDP helps us plan in the rate proceeding to anticipate that we might have, you know, a tracking mechanism for grid mod. and be able to think about what an appropriate rate design might be.

So, I think it's -- I believe our

rate case will be adjudicated and completed before the submission of an IDP at this rate. So, I think we can anticipate thinking ahead to the IDP in the rate case.

CHAIRMAN HONIGBERG: Others on this topic? Anyone?

Ms. Mineau.

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MS. MINEAU: I think that certain benefits of grid mod. investments can only be realized if they're associated with a new rate. And so, perhaps to clarify what we submitted in our written comments, I think it's okay if the specific rates are still approved in rate cases. But I think that the utilities would have to put some serious thought, as they're developing their IDP, that a certain rate may need to go hand-in-hand with a proposed grid mod. investment that they're putting in their IDP, and say "In year three of our IDP, we're going to make this investment. It's going to go along with a rate that will be proposed in a rate case at the same time", or something like that.

{IR 15-296} {04-12-19}

CMSR. GIAIMO:

I'm sorry, a follow-up

to Mr. Chung.

Mr. Chung, when would you expect your rate case to conclude? May be a question for Mr. Fossum, too.

MR. CHUNG: Well, we have started the -- we issued our NOI for the temporary rates, and we're going to follow that up with an NOI for permanent. So, I'm guessing our -- the maximum duration could be sometime in the second quarter of next year, given that the Commission has the ability to take up to 12 months. So, I think that's the timing we're looking at.

CHAIRMAN HONIGBERG: Circling back to what Ms. Mineau just said, I don't want to put words in your mouth, Mr. Chung, but I don't -- I think what you said is not inconsistent with what Ms. Mineau said.

MR. CHUNG: I think they're pretty much in line. And I think -- and I actually am hearing a lot of consensus across the room on rate cases being a critical spot to make final decisions on rate design, including for IDPs.

CHAIRMAN HONIGBERG: "Consensus" is

1 such a nice word.

Other thoughts on that topic specifically?

CMSR. BAILEY: Mr. Kreis, is there a rate design issue that needs to be addressed that you think won't be addressed in the rate cases that will be filed this year?

MR. KREIS: No. The only sort of countervailing consideration, I think, is that to some degree questions of rate design are directly germane and relevant to the integrated distribution planning issues. So, it's hard to — it would be hard to resolve integrated distribution planning without at least articulating some of what the Commission's expectations are about what you think or what the agency thinks can be achieved through their rate design that might lead to maybe different or fewer recoverable investments.

CMSR. BAILEY: So, would you keep that in mind during a rate case or does that need to have a separate track?

MR. KREIS: I think I'm essentially agreeing with what I heard Mr. Chung and Ms.

1 Mineau say, in the sense that, you know, rate 2 design is always at the -- it's omnipresent. 3 So, yes, we would definitely be hyperaware of it in the rate cases. To the extent we don't 4 5 agree with what the utilities propose in the 6 rate cases, we'll come up with our own rate 7 design proposals. 8 But it's something we would also definitely expect the utilities to talk about 9 10 in their integrated distribution planning 11 reports, because they need to make it clear how 12 their approach to rate design harmonizes with 13 their other strategic decisions. 14 CHAIRMAN HONIGBERG: All right. Are 15 there things that people want to talk about, 16 having listened to this discussion, that 17 haven't been raised yet? 18 [No verbal response.] 19 CHAIRMAN HONIGBERG: Is Mr. Skoglund 20 back there? I can't see him. Anything you 21 want to share with us from your department? 22 MR. SKOGLUND: All set. 23 CHAIRMAN HONIGBERG: All right.

{IR 15-296} {04-12-19}

Well, I want to thank you all for humoring us.

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Oh, I'm sorry. Mr. Epler, I didn't see you there. Go ahead.

MR. EPLER: Yes. Just one other thing. And we addressed it in our comments, so I'll be really brief.

Just in terms of the timing. We strongly feel that we will need more time, from the end of the working group process to when we file the report. That the three or four months that's recommended in the Staff Report just we feel is not sufficient time.

CHAIRMAN HONIGBERG: Understood.
Anything else?

Commissioner Bailey.

CMSR. BAILEY: Mr. Kreis, if we adopted your recommendation, that you file testimony on all the issues that you want to have addressed, and tell us how you would do that, how long do you think a proceeding like that would take?

MR. KREIS: Well, that's sort of what I tried to map out in my straw proposal. And, you know, I'm hoping that it wouldn't play out the way the net metering docket did. And all I

can say is what we're prepared to do. We would be prepared to file prefiled testimony very quickly, and then have it resolved as expeditiously as possible.

So, in my letter, I think I envisioned a process that would wrap up with a Commission order this coming January. That's somewhat ambitious, but I think it's doable.

CHAIRMAN HONIGBERG: Last call?

Mr. Fossum.

MR. FOSSUM: Just very quickly. And I think I'm -- and, you know, to be fair to Mr. Kreis, he did identify it both in written comments and just now that the schedule he's put out is "ambitious" was the word. Quite frankly, I think it's probably more than ambitious.

And to the extent that there's a -the Commission is entertaining a schedule like
the one that he's recommended, you know, it's
got a rolling discovery process covering just a
couple of months, for example, before testimony
is even filed. I, for one, have no idea what
that rolling discovery process would look like.

That presumes there's no discovery disputes of any kind.

I see, you know, depending on what that looks like, we are, and I think we made very clear in our comments, we also believe that this process can be moved along quickly, and ought to be moved along quickly. We agree that this has languished a good long while, and it's time to move forward.

I just wanted to be clear, I don't know that the schedule that's there, should the Commission be entertaining that particular process, is realistic.

those comments, Mr. Fossum. I hope we have been -- I hope it is apparent that we haven't decided how best to go forward here. And I think, if we do decide to put this in, this or some subset of it, into a litigated process, there will probably have to be some sort of structuring conference, either with or without us, to put a specific schedule together that's realistic and as efficient as it can be.

(TD 15 006) (04 10 10)

CMSR. GIAIMO: And considers the

other rate cases that will be --

CHAIRMAN HONIGBERG: Considering all of the other things that are going on here.

But I appreciate the comments that you've made.

So then, I will also then express appreciation for everyone's participation here today. We don't do things like this very often, if at all. But it was an opportunity for us to have a discussion in ways that we are not able to do in most other contexts. And I appreciate everybody's willingness to do that.

Mr. Chung, you wanted to add something?

MR. CHUNG: Yes. Just one quick follow-up to what Mr. Epler said.

So, yes. I am sensitive to the three utilities having different starting points, different sets of resources, and different desired timelines.

So, I'd encourage, whatever order comes out of this process, that you ensure that the flexibility among the utilities to set their own timeline. And to the extent some utilities want to move faster, and with a

1	limited working group dialogue versus the
2	timeline that maybe Mr. Epler's company would
3	like to pursue it, I'd like to just encourage
4	we all have that flexibility.
5	CHAIRMAN HONIGBERG: Thank you, Mr.
6	Chung.
7	MR. CHUNG: Thank you.
8	CHAIRMAN HONIGBERG: All right. If
9	there's nothing else, we will adjourn this
10	hearing, and do whatever we can as quickly as
11	we can. Thank you.
12	(Whereupon the hearing was
13	adjourned at 11:53 a.m.)
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