## STATE OF NEW HAMPSHIRE

# PUBLIC UTILITIES COMMISSION

NI IPUC 215EP'18rx12:32

September 5, 2018 -1:35 p.m. Concord, New Hampshire

> RE: DG 18-092 LIBERTY UTILITIES (ENERGYNORTH NATURAL GAS) CORP., D/B/A LIBERTY UTILITIES PETITION FOR LICENSE TO CONSTRUCT AND MAINTAIN A NATURAL GAS PIPELINE BENEATH THE ASHUELOT RIVER IN KEENE (Prehearing Conference)

PRESENT:

Chairman Martin P. Honigberg, Presiding Commissioner Kathryn M. Bailey

Commissioner Michael S. Giaimo

Sandy Deno, Clerk

APPEARANCES: Reptg. Liberty Utilities (EnergyNorth

Natural Gas) Corp. d/b/a Liberty

Utilities:

Michael J. Sheehan, Esq.

Rptg. Terry Clark, Intervenor:

Richard M. Husband, Esq.

Reptg. PUC Staff:

Paul B. Dexter, Esq.

Court Reporter: Susan J. Robidas, NH LCR No. 44

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1	PROCEEDINGS
2	CHAIRMAN HONIGBERG: Good morning,
3	everyone. Please be seated.
4	We're here this morning in Docket
5	DE 10-195, specifically because the
6	legislature has passed a law telling us to do
7	so. Before we do anything else, let's take
8	appearances.
9	MR. BERSAK: Good morning. For
10	Eversource Energy, Robert Bersak.
11	MR. COLANTUONO: Thomas Colantuono
12	from Bianco, P.A., for Burgess.
13	MR. BOLDT: Chris Boldt, Donahue,
14	Tucker & Ciandella, on behalf of intervenor,
15	City of Berlin.
16	MS. HOLAHAN: Carol Holahan from
17	Foley, Hoag, on behalf of Berlin Station.
18	MR. KREIS: Good morning,
19	Commissioners. D. Maurice Kreis, the
20	Consumer Advocate, here on behalf of the
21	beleaguered residential customers of
22	Eversource New Hampshire.
23	MS. AMIDON: Good morning. Suzanne
24	Amidon for Commission Staff. With me at

1 counsel's table is Rich Chagnon, an analyst with the electric division. 2 CHAIRMAN HONIGBERG: What do we 3 need to deal with in terms of preliminaries? 4 I think we have a new intervention petition 5 from Ms. Holahan. Anyone have any position 6 7 on that petition? Mr. Bersak shakes his 8 head. MS. AMIDON: Staff has no 9 objection. 10 11 CHAIRMAN HONIGBERG: Seems like that should be granted. So we'll be granting 12 that. Everyone else here was already in the 13 14 case; is that correct? 15 MS. AMIDON: Yes. 16 CHAIRMAN HONIGBERG: All right. 17 Any other preliminaries before I ask the parties for their preliminary positions? 18 Ms. Amidon? 19 20 MS. AMIDON: Nothing that I know 21 of. Thank you. 22 CHAIRMAN HONIGBERG: Mr. Bersak, 23 why don't you start us off. 24

### PRELIMINARY STATEMENTS

MR. BERSAK: Thank you, Mr.

Chairman. The requirements of Senate Bill

577 are relatively clear and specific. You

know, we can read it. It says that,

notwithstanding any other provision of the

law, this Commission shall reopen this docket

and revise a particular order in the

following manner, and it says that it will

change a particular page, Page 97 of the

order, to suspend operation of the cap on the

cumulative reduction factor for a period of

three years.

one of the steps required by law, to reopen this docket. What remains is for the Commission to amend Order No. 25,213. But just complying, the Commission complying with SB 577 by amending the order does not change the underlying contract, the power purchase agreement that was approved by the Commission earlier in this docket. The law is not self-effectuating -- that is, a change to the order alone does not and cannot change the

1	contractual relationship between Eversource
2	and Burgess. The reason why it does not
3	change the contract a couple reasons. One
4	you set out in the Order of Notice deals with
5	the contract clause and retrospective
6	law-making. But another, perhaps even more
7	clear prohibition on that, are the
8	constraints set forth in the Public Utility
9	Regulatory Policy Act, PURPA. PURPA is a
10	preemptive federal law that gives states
11	authority with respect to sales made between
12	utilities and qualifying facilities, only to
13	set avoided cost rates for such purposes or
14	to approve voluntary,
15	bilaterally-entered-into, negotiated
16	contracts. In this situation, we're dealing
17	with the latter. We're not dealing with an
18	avoided cost determination by this
19	Commission. What we have is the power
20	purchase agreement that Burgess and
21	Eversource are operating under that was
22	voluntarily negotiated pursuant to the terms
23	of PURPA; therefore, any changes to the PPA
24	would either have to be an avoided cost rate

or a bilaterally-agreed-upon, re-negotiated contract. All the change required by SB 577 does is provide headroom for us to begin those negotiations and see if we can agree on how to implement that law in a way that is satisfactory to both parties.

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As the new law requires a three-year change to the relationship between Eversource and Burgess, Eversource will be bringing any such amended agreement back to this Commission for approval under RSA 374:57. But before we get to the process of sitting down and trying to re-negotiate something, and whatever adversarial position that puts us across the table from Burgess, Eversource requests that this Commission give assurance that the new contract will be entitled to avoided -- to stranded cost recovery treatment. The recovery of costs via a stranded cost recovery charge is somewhat put into question as a result of the decision this Commission issued three weeks ago denying Eversource's request to vacate the order in the Hydro-Quebec PPA docket.

You recall that we -- that Eversource requested such vacation based upon the Supreme Court's decision in the Access Northeast case. In this Commission's refusal to vacate the Hydro-Quebec PPA order, it noted that, in addition to the Access Northeast reasoning, another reason for rejecting the PPA was that it would not be entitled to stranded cost treatment. We just want to assure ourselves, before we go through a lot of time, effort and waste of energy, that any changes to this PPA would in fact be entitled to stranded cost recovery treatment.

It should be noted that the fiscal note to Senate Bill 577 as enacted states that, because the costs of the Burgess contract are paid by Eversource customers, if such an increase in the cost of that PPA occurred, it would increase costs above the \$100 million cap on the energy component of the current contract. To the extent that state, county and local governments are Eversource ratepayers, increasing the

their electricity bills as all over-market costs associated with the contract are recovered through the stranded cost reduction charge. Know it's stranded cost recovery charge, but that's what they said. So it appears the legislature is operating under the assumption that the increased costs of this law would indeed be recovered as a stranded cost through the SCRC.

So, in conclusion, the law tells the Commission what it must do. But what the bill does not do and cannot do is change the underlying contract without Burgess and Eversource sitting at the table and negotiating an appropriate amendment that will be brought to this Commission for its review and ultimate approval as a condition to it becoming effective.

CHAIRMAN HONIGBERG: So your expectation is that the next step, the next substantive step is that the Commission would issue an order amending that provision in the prior order and including some statement

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about stranded costs?
1
                                 Yes, sir.
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                    MR. BERSAK:
                    CHAIRMAN HONIGBERG:
                                         Okay.
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                                                 Mr.
         Colantuono.
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                    MR. COLANTUONO:
                                     I defer to
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         Attorney Holahan.
6
                             Thank you.
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                    CHAIRMAN HONIGBERG:
                                        Mr. Bolt.
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                    MR. BOLDT: Simply put, Your Honor,
         as the host community, the City of Berlin is
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         interested in maintaining the existence of
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         the plant. It obviously has a significant
         impact on both tax revenues and the
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         employment of not only the city, but the
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         North Country itself.
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                    As for the issues raised by Mr.
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         Bersak, we respectfully reserve our right to
         comment on those at a future time.
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                    CHAIRMAN HONIGBERG: Ms. Holahan.
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                   MS. HOLAHAN: Thank you, Mr.
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         Chairman. Can you hear me?
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                    So, Berlin Station asserts that the
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         legislative action taken in Senate Bill 577
23
         seeks to achieve important policy objectives
         in protecting critical energy infrastructure
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within the state and advancing important energy policy goals, such as fuel diversity, capacity, sustainability and adherence to the And as Mr. Bersak stated, the RPS. legislature's intent with respect to this docket is unambiguous, and it is intended to ensure the viability of the Berlin facility. We would agree with Mr. Bersak that, from our perspective, while the language is specific, the parties to the PPA, Berlin and Eversource, should be allowed to sit down to try to work out the mechanics of how to best effectuate the intent that the legislature had in suspending the cap and in protecting the viability of the Berlin facility.

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On the specific issues raised in the Order of Notice issued by the Commission on August 2nd -- I don't know if you want our position with respect to each every issue raised on the statutes or --

CHAIRMAN HONIGBERG: Only if you think it's important. Tell us what's important, and tell us what you expect us to do so.

MS. HOLAHAN: Okay. So I guess the three most significant ones, from my perspective, first, are the relationship with the divestiture statute. And since it was the legislature itself that called for the divestiture of PSNH in 2015, I think there can be no doubt that the legislature was aware of the state of the PSNH divestiture when it debated and passed Senate Bill 577. So the legislature approved Senate Bill 577 because it had broader energy and economic policy issues in mind. And from our perspective, those policy determinations were completely within the purview of the legislature when they made them and should not be the subject of debate or dispute in this proceeding.

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The next provision that's important to us is the stranded cost provision. And so, despite the existing statutory language regarding stranded costs, the legislature made different policy choices when it passed Senate Bill 577 by including the language, "notwithstanding any other provision of law"

within the text of Senate Bill 577. asserts that it's clear that the legislature intended that the directives of Senate Bill 577 supersede any existing provision that might otherwise conflict with them. Again, these are policy choices made by the legislature within its purview and should not be the subject of dispute here or challenged here. And I think, as Mr. Bersak, Attorney Bersak, has stated, the fiscal note prepared by the legislative budget office, in conjunction with Senate Bill 577, expressly indicates or raises the issue of stranded So I think we are safe to presume costs. that the legislature understood that when it adopted Senate Bill 577.

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And finally, on the constitutional questions, with respect to Part I,

Article 23, which our courts interpret as the functional equivalent of the contracts clause in the federal constitution, recent case law demonstrates that, where the legislature acts with a public purpose in mind to promote public policy, important public policy goals,

it is not impermissible for them to do so.

It is not a constitutional violation for them to do so. And this is particularly so where the state itself is not a beneficiary of the contract that it is amending or passing legislation on.

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With respect to the separation of powers issue, under Part I, Article 37 of the constitution, the pertinent language in the state constitution says, "The three essential powers ought to be kept separate from and independent of each other as the nature of a free government will admit." This language expressly anticipates that there will be some overlapping of functions between and among the functions of the three branches of government. The language, the "separation of power" language, in our state constitution is different from that contained in the federal constitution and it is different from almost every other state constitution and it implicitly recognizes that there will be times when strict separation of powers is neither warranted nor desired.

whereas here the legislature has crafted a very narrow solution to advance important policy goals, strict separation of the branches is unnecessary, and this is an example of permissible constitutional overlap. Moreover, while enacted by the legislative branch, the bill was signed into law by the governor, who constitutionally is the supreme executive magistrate of the executive branch, according to Part II, Article 41 of the New Hampshire Constitution, thus demonstrating the executive branch's concurrence both in the goals and the relief sought in Senate Bill 577.

And you've already granted my Petition to Intervene, so I think that concludes my remarks.

CHAIRMAN HONIGBERG: And so you think we should do what as the next step?

Issue the type of order Mr. Bersak contemplated?

MS. HOLAHAN: Yes, and direct the parties to the PPA to get together to discuss

the terms and the mechanics of how best to carry out the intent of the legislature in Senate Bill 577.

CHAIRMAN HONIGBERG: Thank you.

Mr. Kreis.

MR. KREIS: Thank you, Mr.

Chairman. I agree with some, but not all of what has already been said this morning. In particular, on behalf of the residential customers of Eversource, I agree that the command of the legislature in Senate Bill 577 is inexorable. You must reopen Order 25,213 and make certain changes to Page 97 of that order. We believe this supercedes, and for purposes of this docket, partially repeals by implication the requirements that would ordinarily apply by virtue of 365:28 --

CHAIRMAN HONIGBERG: Slow down.

MR. KREIS: -- governing the reopening of prior orders in this docket, and RSA 362-F:9, governing the consideration of purchase power agreements. We further believe that RSA 369-B:3-a is not implicated by this proceeding, given the directive

contained in SB 577, because RSA 369-B:3-a concerns the process by which Eversource divested its generation assets, a process that has now been completed.

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A somewhat more difficult question concerns the effect of Paragraph 12 of RSA 374-F:3, which describes the extent to which ratepayers can be saddled with additional and non-bypassable stranded costs. We must reluctantly concede that over-market costs associated with the power purchase agreement between Eversource and Berlin Station meet the definition of "recoverable stranded costs." The issue, then, is the extent to which a three-year reprieve in the operation of the cumulative reduction factor has the effect of unfairly, and perhaps illegally, altering the terms of the restructuring and rate stabilization agreement signed in 2015 and approved two years ago in Docket DE 14-238. When my predecessor entered into the restructuring and rate stabilization agreement, she agreed that Eversource could recover via Part 2 of its stranded cost

recovery charge, and I quote, "PPA costs... as determined by the Commission." The costs associated with this PPA had already been determined by the Commission.

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I have recently sat in this very chair, in this very hearing room, and been told by this very utility that the restructuring and rate stabilization agreement is in the order of a contractual undertaking by which I am bound as the head of the Office of Consumer Advocate. meaning the OCA, bargained away certain things, in part relying on what the OCA understood to be limitations on the extent to which over-market costs associated with this power purchase agreement would be recoverable via the stranded cost charge. And even if you don't agree, as I do not agree, that the restructuring and rate stabilization agreement is in the order of the contract, the fact is that the order that the Commission entered in Docket 14-238 is binding on all of these parties and cannot be altered simply because the legislature, in an

unrelated bill, said that the cumulative 1 reduction factor has to be lifted for 2 purposes of Docket 10-195. As a result, it 3 is necessary for the Commission, in this 4 proceeding, to consider the legal 5 implications of changing the bargain in the 6 restructuring and rate stabilization 7 It is clear that in SB 577, the 8 agreement. legislature intended Berlin Station to get a 9 10 financial boost beyond that which was 11 previously approved in this docket. What is less clear is how that burden should be 12 allocated as between the shareholders of 13 Eversource and the customers of Eversource. 14 This of course touches on one of the two 15 16 constitutional provisions referenced in the Order of Notice, Part I, Article 23 of the 17 state constitution, which prohibits so-called 18 "retrospective laws," like its federal 19 20 counterpart, precluding the impairment of the 21 obligation of contracts, this safeguard 22 arguably precludes the Commission from 23 forcing utility residential customers to forego the full benefit of the bargain they 24

struck in 2015. We request the opportunity to brief this significant question in due course.

Finally, particularly given the questions I'm raising here about the extent to which the burdens of SB 577 should fall exclusively on the backs of customers, I strongly believe that the Commission should indeed exercise the right explicitly granted to it by the bill to obtain the cost and profitability records of the Berlin BioPower plant. It is further the OCA's position that we are entitled to a complete and unredacted copy of those records pursuant to Paragraph 6 of our enabling statute, RSA 363:28.

In closing, I'd like to stress
that, as the advocate for the state's
residential customers, I respect the policy
choice made here by the General Court and the
Governor that the economic welfare of the
state, and the North Country in particular,
justifies and requires the recovery of
additional costs by Berlin Station. In our
judgment, the chief issue the Commission must

confront here is the extent to which the burden of those additional costs should be allocated to customers as opposed to shareholders. As the statutorily-designated arbiter between customers and shareholders, the Commission is well positioned to make that determination. Casting you as the arbiter implies a middle ground, as distinct from always expecting ratepayers to foot the bill whenever some virtuous public policy imperative touches on the field of energy.

CHAIRMAN HONIGBERG: Two questions.

I'll ask them both and you can answer them in turn. First, why are the cost and profitability records relevant to any issue raised by you or anyone else in this proceeding; and second, as a result of what you think is going on, what is it we should do next?

MR. KREIS: I'll answer the second question first, if I can. I think the Commission should entertain some briefing on some of the legal issues that I've just raised, and perhaps some of the other legal

issues some of the other parties have raised.

And as to the question about why
the Burgess Station -- the Berlin Station
plant's records are relevant, I think they
impact the extent to which the stranded cost
charge is ultimately just and reasonable as
imposed on Eversource's customers. In other
words, if it turns out that Berlin Station is
less unprofitable or more profitable or more
financially viable than the legislature may
have supposed when it adopted SB 577, that
would likely affect the extent to which any
of those costs should ultimately be passed on
by customers. I see the skeptical look on
your face --

CHAIRMAN HONIGBERG: Yeah. Those of us who are following this bill know the source of that language, and it arose in a very different version of the bill, when there were questions about what, if anything, Burgess should receive. We're in a different land now. The situation we're in is that Burgess is supposed to get money, and the question is who's going to pay it. So we

don't regulate Burgess. So it seems that that language is not really relevant to the issues before us.

MR. KREIS: But nevertheless, the legislature has explicitly granted you the authority and opportunity to acquire those records. And I think --

CHAIRMAN HONIGBERG: Which we would only want to exercise if it were going to help us answer some question before us; right?

MR. KREIS: Well, indeed, Mr.

Chairman, as someone who also participated in at least some of the discussions that led to the adoption of SB 577, like you, I discerned a disconnect between decisions that the

Commission actually gets to make or needs to make or must make and the value of obtaining these records. But nevertheless, the legislature told you that you have the right to obtain them, and I think you should.

CHAIRMAN HONIGBERG: All right.

Ms. Holahan, we're going to give everybody a

chance to respond to everybody else. I think

I know what you want to say, but I'll give you a chance in a minute or two.

Ms. Amidon.

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MS. AMIDON: Thank you. I hadn't considered some of the 2015 settlement agreement arguments that the Consumer Advocate just presented, and I think I need to think about those before I respond to anything with respect to that.

I will say that, you know, having worked here since 2002, this is a novel situation where the legislature says, you know, go to Page 97 of this order and amend it in this fashion. I agree with you that, you know, there may be some lack of relevancy in just looking at the profitability or other records of Burgess BioPower, but I think it's an open question because it's been raised by the Consumer Advocate. However, having said that, aside from the fact that whether the Commission decides it needs legal briefs, I do not see this as an adjudication. There's no party on one side and party on the other side debating whether a rate increase should

be implemented, for example. It's how does the Commission really effectuate this without having a new contract or an amended contract between the two parties. I mean, I think that's probably the critical issue here is directing the parties to go back and amend the contract. And unfortunately, there is just nothing further that the Commission really is required to do.

So I also don't think there is any need for a technical session following this prehearing conference or for a procedural schedule. What we need is, I think, an amended contract. And absent that, I would say that Staff is available to assist the Commission in any way you deem necessary to fulfill your obligations under the statute.

CHAIRMAN HONIGBERG: Do you think there might be value in having the parties have a technical session and discuss the possibility of entering into a stipulation? It may not be possible, given some of the things the Consumer Advocate has said. But at least a process stipulation as to how to

## go forward?

MS. AMIDON: I hadn't considered that. I suppose that has some merit. If it gets adversarial, as you know, then people are going to have different approaches -- we can see what we can do. Is that your direction, then, to --

CHAIRMAN HONIGBERG: I haven't given any direction. I'm just trying to figure out what -- I want people to tell me what to do next.

MR. KREIS: Okay.

CHAIRMAN HONIGBERG: It occurred to me as this was going, I thought maybe some of these conversations would have happened before we got here. But it seems like a lot of this is new to everybody.

MS. AMIDON: Yes. I had hoped that we would be here with a proposal between the two parties as to how to implement a change to the contract, but I haven't heard from either party that that's been done.

CHAIRMAN HONIGBERG: Oh, I think it's fairly obviously that it hasn't been

done.

All right. Who wants a second round? Mr. Bersak.

MR. BERSAK: Thank you, Mr. Chairman. The Company and Burgess have, in fact, spoken, and we are pretty much on the same page right here, that we need a chance to sit down and negotiate an amendment to the PPA. So we have, in fact, prepared for this proceeding.

I applaud the Consumer Advocate for trying to find somebody else to pay for what the legislature has put into effect, but it's very clear from the fiscal note that I read from the underlying legislation that the legislature fully understood and intended that the costs of this legislation would be borne by customers, not by the Company shareholders. The shareholders of Eversource get no benefit from this. If anything, it hurts them because it makes the cost of our product that much higher in the marketplace. So, you know, we can try to deal with the issues that the Consumer Advocate brought up,

one way or the other. But ultimately, whatever we present back to this Commission, should we reach an agreement with Burgess, is going to contain a condition that approval has to be for rate recovery and methodology that customers are bearing full cost of the legislation. That's it. Thank you.

CHAIRMAN HONIGBERG: Mr. Bolt, you want another round?

MR. BOLDT: Nothing further.

CHAIRMAN HONIGBERG: Ms. Holahan.

MS. HOLAHAN: I'll echo what
Attorney Bersak just said with respect to the stranded cost issues. But also, I wanted to reiterate what you said, Mr. Chairman, about the production of confidential, commercially-sensitive information. I think -- I'm not sure I can say it any better than you did, that that provision was included in there from a prior version of the statute, and those documents will not be relative to the determination in this proceeding. I think the legislature has already balanced those interests and made

those policy determinations, and now it is just incumbent upon the parties to figure out the best way to carry out the terms of the legislation.

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CHAIRMAN HONIGBERG: All right.

What do you want to do next, everybody? Do you think there is value in having the technical session that is scheduled and the room is available for to have a discussion about what to do?

MR. BERSAK: Never hurts to talk.

CHAIRMAN HONIGBERG: That's my inclination. I don't know that you're going to talk Mr. Kreis out of some of the positions that he wants to argue. But it may well be that you have to submit dueling recommendations to us about how to proceed and we'll have to rule on them. It may be that Mr. Kreis is going to end up filing a motion of some sort. I don't know. We can come back if you want to see us in an hour to help noodle through something, but... anyone? Thoughts?

[No verbal response]

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                     CHAIRMAN HONIGBERG: All right.
                                                         We
          will then adjourn the prehearing conference
 2
          and let you start your technical session.
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          And if you need us, let us know.
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                    MR. BERSAK:
                                 Thank you.
                (Hearing adjourned at 10:35 a.m.)
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## CERTIFICATE

I, Susan J. Robidas, a Licensed
Shorthand Court Reporter and Notary Public
of the State of New Hampshire, do hereby
certify that the foregoing is a true and
accurate transcript of my stenographic
notes of these proceedings taken at the
place and on the date hereinbefore set
forth, to the best of my skill and ability
under the conditions present at the time.

I further certify that I am neither attorney or counsel for, nor related to or employed by any of the parties to the action; and further, that I am not a relative or employee of any attorney or counsel employed in this case, nor am I financially interested in this action.

Susan J. Robidas, LCR/RPR
Licensed Shorthand Court Reporter

Licensed Shorthand Court Reporter
Registered Professional Reporter
N.H. LCR No. 44 (RSA 310-A:173)

DE 10-195 PSNH PETIT PPA WITH LAIDLAW				Prehearing Conference September 5, 2018
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