1	PSC - Monthly Meeting - 1-16-20
2	PUBLIC SERVICE COMMISSION
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9	MONTHLY MEETING OF THE PUBLIC SERVICE COMMISSION
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13	Thursday, January 16, 2020
14	10:31 a.m.
15	Three Empire State Plaza Agency Building 3, 19th Floor
16	Albany, New York
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20	COMMISSIONERS:
21	JOHN B. RHODES, Chair DIANE X. BURMAN
22	JAMES S. ALESI
23	TRACEY A. EDWARDS JOHN B. HOWARD
24	
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2	CHAIRMAN RHODES: Good morning.
3	UNIDENTIFIED SPEAKER: Good
4	morning.
5	CHAIRMAN RHODES: We're at time and
6	I call this session of the Public Service
7	Commission to order.
8	Secretary Phillips, are there any
9	changes to the final agenda?
LO	SECRETARY PHILLIPS: There are no
L1	changes to the agenda.
L2	CHAIRMAN RHODES: Thank you.
L3	So, with that, we'll move right in
L 4	to the first item for discussion which is Item
L5	201, cases 19-E-0065, et al, as they relate to
L 6	proceedings on motion of the Commission, as to the
L7	rates, charges, rules and regulations for electric
L 8	and gas service, provide provided by
L 9	Consolidated Edison, presented by Administrative
20	Law Judge Dakin LeCakes. John Scherer, Deputy
21	Director, Office of Accounting, Audits and
22	Finance, Cindy Mecarran, Deputy Director of Safety
23	and Reliability and Mary Ann Sorrentino, Chief of
24	Upstate Rates and Tariffs, are available for
25	questions.

1 PSC - Monthly Meeting - 1-16-20 Judge LeCakes, please begin. 2 3 A.L.J. LECAKES: Thank you, 4 Chairman. 5 Good morning, Chairman Rhodes and Commissioner. 6 7 Before you is a draft order, adopting the terms of a joint proposal that would 8 9 establish three-year electric and gas delivery rate plans, for Consolidated Edison Company of New 10 11 York, Incorporated. 12 Con Edison made an initial filing, in January 2019, seeking increases of 485 million 13 14 dollars, for its electric dialect -- delivery 15 revenues and 21 million dollars, for its gas 16 delivery revenues. The joint proposal would allow 17 Con Edison to increase its revenues in the first 18 year, by only 113 million dollars for electric and 19 47 million dollars for gas. 20 This reduces Con Edison's proposed 21 revenue levels, by a total of 534 million dollars, 22 in the 1st year of the plan. The result, is that 23 the typical residential electric customer,

consuming 600 kilowatt hours per month, would see

bill increases of between 4 and 4.7 percent per

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PSC - Monthly Meeting - 1-16-20 year. And the typical residential gas customer, consuming 100 therms per month, would see increases between seven point two and eight point eight percent per year.

During this case, in addition to Con Edison and Department of Public Service Trial Staff, 40 parties requested party status. Staff and 23 other parties, submitted testimony on the company's rate increase requests. Con Edison, Staff and several other parties off -- also offered rebuttal testimony.

In June, Con Edison filed a Notice of Impending Settlement Negotiations. The Notice began a more than three-month process of negotiations, that ended in October, when the signatory parties filed the joint proposal before you today.

20 parties signed and support the proposal, at least in part. Only five parties have opposed it, some of which oppose only the gas provisions.

The signatory parties represent a large, diverse set of interests, including municipalities, private industry customers,

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hospital and health services customers, residential and low income customers, government and agency customers, geothermal and advanced technology groups, consumer choice groups and environmental policy groups.

In November, after receiving statements, testimony and exhibits on the joint proposal, I conducted an evidentiary hearing, in the Commission's New York City Offices. Having reviewed the proposal and the party's litigation positions, I recommend the Commission adopt the joint proposal without modification, with the minor exception of some few provisions that are not proposals for a decision by the Commission, but rather agreements governing the relationships among the agreeing parties.

My recommendation is incorporated in the draft order before you. As the Commission's Settlement Guidelines direct, I have evaluated the joint proposal, under the standard of whether the proposed settlement is in the public interest.

UNIDENTIFIED SPEAKER: No.

UNIDENTIFIED SPEAKER: No.

1 PSC - Monthly Meeting - 1-16-20 2 A.L.J. LECAKES: Based on all the 3 statements and the evidence filed in these 4 matters, I submit that adopting this proposal is 5 in the public interest. 6 AUDIENCE: No. 7 A.L.J. LECAKES: Of significant 8 note, the joint proposal establishes revenue 9 increases substantially below the levels requested 10 by the company, in its original request. UNIDENTIFIED SPEAKER: Transition 11 12 is in the --13 A.L.J. LECAKES: And in many --14 UNIDENTIFIED SPEAKER: -- public --15 A.L.J. LECAKES: -- of its --16 UNIDENTIFIED SPEAKER: -- interest. 17 A.L.J. LECAKES: -- provisions, the 18 party's proposal reaches an outcome that is 19 superior to any outcome that could've been imposed 20 on the parties and the company, in a litigated 21 rate plan. 22 These provisions include the 23 targeted reliability performance metrics, for Con 24 Edison's gas and electric delivery operations and

for its customer service. The sharing of company

earnings, over its allowed return on equity. The moderation of increases, through levelizing bill impacts. The imputation of additional productivity efficiencies to offset revenue needs. The use of an earnings adjustment mechanism, designed to incent company performance, in environmental and clean energy and REV related goals. And a low income provision, that keeps the most vulnerable customers, from seeing any increase in their first year delivery bills.

The likelihood of a settled outcome before superior to a litigated one, was contemplated by the Commission, in establishing its settlement guidelines. When the Commission adopted its guidelines in 1992, it observed that experience shows that the Commission's settlement procedures, can reduce time and expense and can develop innovative regulated approaches, while protecting the rights of parties.

That statement has led the Commission, historically, to approve jointly proposed settled rate plans, as in the public interest because they provide for a fair balance of party interests, that is difficult to achieve

1 PSC - Monthly Meeting - 1-16-20 2 in litigation. 3 The Commission's quidelines 4 establish three criteria for determining where a 5 joint proposal is in the public interest. First, the proposal should strike a balance between 6 7 protecting the utility's customers, providing an opportunity to earn a fare return and enabling the 8

9 long-term ability of the utility, to provide its
10 essential services, to the customers who rely on

11 | that service.

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Second, the proposal should be consistent with the environmental, social and economic policies of the agency and the state.

Third, the proposal should produce a result consistent with a range of possible outcomes, from a fully litigated proceeding.

This joint proposal satisfies all three criteria. It is critical to remind those watching us here today, that the Commission's options are generally constrained by the litigation petitions filed in the case.

UNIDENTIFIED SPEAKER: So, fight.

A.L.J. LECAKES: Those petitions have demonstrated that Con Edison has projected

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Public Utility Commissions are required by Law, to ensure the provision of safe, adequate and reliable service, at just and reasonable rates. Statutes, regulations and Court precedent, create an understanding that where a utility demonstrates a need for additional revenues, to meet its prudently incurred costs to serve its customers, the utility has the right to charge rates that cover those costs, so that its customers can continue to receive their service.

The Commission last approved electric and gas rate plans, in 2017. The company's forecasts, indicate that its cost to provide service, exceed the level of revenues collected in its current rates.

The litigated record agrees on the fact that an additional revenue need exists. The parties' positions only differ on the amount of the additional required revenues.

For electric, a litigated revenue increase, might be relatively comparable to the joint proposal's first year level. However, that

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litigated result would very likely not include

many of the joint proposal's other policy

initiatives and even where those policies might be

addressed in a litigated outcome, litigation would

not provide for the same ability to create a

compromise of a large number of diverse litigated

positions.

For gas, the litigated revenue increase would likely be larger because the joint proposal offered the parties the opportunity to ease the rate increases in, over the three-year term. A litted -- a litigated outcome, does not allow for that kind of smoothing and although customers will experience that additional rate increase, during the later years of the rate plan. In a litigated outcome, Con Edison would be legally entitled to file tomorrow, for new rates effective January 1st, 2021, so long as the company could demonstrate a revenue increase need.

In signing on to a three-year plan, Staff and the signatory parties acknowledge that the company would likely be able to make that demonstration over that subsequent rate years.

That is very likely why they believed it was in

1 PSC - Monthly Meeting - 1-16-20 everyone's interest, to use their best efforts, to 2 3 define and second and third-year rates now. By 4 including them in the joint proposal, the parties 5 are able to provide long-term certainty and to shape the impact of all three years of rate 6 7 increases. 8 So, what is responsible for these 9 increased costs to serve Con Edison's customers? 10 UNIDENTIFIED SPEAKER: Money. 11 A.L.J. LECAKES: For electric, 12 predominantly, it is the need for new 13 infrastructure investments and increases to 14 property taxes. Some of the investment is 15 intended to modernize aging infrastructure, so that customers can receive the same kind of 16 17 experience with their utilities, that they receive 18 in the rest of their daily lives. 19 Other investment is necessary to 20 address system hardening and resiliency, from what 21 have been increasingly severe weather events. 22 UNIDENTIFIED SPEAKER: I wonder 23 why. A.L.J. LECAKES: And some 24

investment is necessary, to address policies that

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PSC - Monthly Meeting - 1-16-20 are moving the state toward increased electrification, as the Commission considers how best to move our energy sector, away from fossilbased fuels.

The company's increased propertytax burden, is an impact that is only magnified, as more infrastructure is placed in service and becomes subject to taxation. Similar -similarly, Con Edison forecasts increased depreciation costs as a result of new plant investments.

Additionally, the joint proposal's depreciation allowance was increased, to reduce growing reserve deficiencies. The depreciation reserve deficiency, was caused by retirements and costs for removal, in excess of those assumed in previously allowed depreciation rates. proposal provides the company with an amortization to begin to recover that shortfall and also modifies depreciation rates, to better align the recoveries with the updated information on retirements and removal costs.

In addition, costs related to Metropolitan Transportation Authority Work and

1 PSC - Monthly Meeting - 1-16-20 other amortizations, along with the expiration of 2 3 customer credits that were used to mitigate 4 previous rate increases, have created additional 5 rate pressure on the company. Finally, the company has also 6 7 experienced a decrease in forecasted electric 8 sales revenue. And while that creates a need for 9 higher rates to cover costs, it also suggests that 10 the Commission's energy efficiency policies, as implemented by the company's programs, are 11 12 providing significant results. 13 For its gas cost to serve, the 14 company also needs new infrastructure investments. 15 These gas infrastructure investments, are 16 primarily directed at improving --17 UNIDENTIFIED SPEAKER: It's 18 screwing --19 A.L.J. LECAKES: -- safety --20 UNIDENTIFIED SPEAKER: 21 planet. 22 A.L.J. LECAKES: -- by removing 23 leak-prone pipe from the distribution system, 24 which has the additional benefit of reducing the

potential for methane release.

1 PSC - Monthly Meeting - 1-16-20 Regardless of where our policies --2 3 UNIDENTIFIED SPEAKER: Bullshit. A.L.J. LECAKES: -- take us, large 4 5 numbers of people rely on gas, for heating and hot water and other daily tasks. The Public Service 6 7 Law requires the company to ensure that the delivery of that gas to the customer is done 8 9 safely --10 UNIDENTIFIED SPEAKER: No. 11 A.L.J. LECAKES: -- and through 12 pipes that contain --UNIDENTIFIED SPEAKER: It's not. 13 14 A.L.J. LECAKES: -- the gas --15 UNIDENTIFIED SPEAKER: It's not. 16 A.L.J. LECAKES: -- inside them and 17 to meet the demand being put on the gas supply by 18 the existing customer base. More cost pressure 19 results from enhancing safe delivery service, as 20 the company responds to stricter inspection 21 requirements that strive to protect public safety 22 at the highest possible levels. 23 business is also exposed to the same property tax 24 rate increases, as electric and has similar

expiring credits and cost pressures from

PSC - Monthly Meeting - 1-16-20 amortizations. Notably, Con Edison has little control over some of these costs, as they result from legal and policy obligations.

Con Edison's cost pressures are offset by forecasted productivity productions and operating expenses, from the company's business cost optimization efforts, as well as the reduction in the Federal income tax rate and a lower cost of capital. Those being in lower interest costs and a lower return on equity. The return on equity, at eight point eight percent, is one of the lowest in the country and the lowest set for a major electric and gas utility, in the last two years.

These items have been incorporated in the joint proposal, as offsets, or savings for customers and provide some further relief, from what might have been necessary, larger revenue increases.

Although the Commission's public interest standard evaluates a joint proposal, against the range of likely litigated outcomes, it does not require that a settlement try and achieve any one expected litigated outcome. Instead,

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PSC - Monthly Meeting - 1-16-20 settlement negotiations offer parties an opportunity to develop innovative regulatory approaches, by including items that might not be available in litigated cases.

Through previous settlements, the Commission has been able to evolve strong reliability performance mechanisms, that provide customers rate relief, where the utility's level of service either declines, or fails to achieve targeted levels. This opportunity to achieve policy results through agreement, serves the public, as individual rate plans can be more suitably tailored to the unique aspects of individual utility service territories.

UNIDENTIFIED SPEAKER: No rate hike.

A.L.J. LECAKES: In this joint proposal, Con Edison's electric reliability performance mechanism, measures the company's performance for system and customer outage duration. In particular, the proposal's two major outage metrics, hold Con Edison to a much higher level of responsibility than previously done, particularly by increasing potential negative

PSC - Monthly Meeting - 1-16-20 revenue adjustments from 30 million dollars, to 110 million dollars.

For gas, the programs are directed at leak repair and prevention of leaks, damage prevention and regulatory compliance.

UNIDENTIFIED SPEAKER: How's it going to do that?

A.L.J. LECAKES: The joint proposal has both substantially reduced the targets for the company's leak backlog and increased the company's exposure, for failure to achieve its targeted performance.

As for customer service, the proposal's programs address issues, such as call answer rates, complaint rates and a customer satisfaction experience, with some of the targets adjusted from its previous mechanism, to address issues raised in party testimony. The company's next generation initiative, aimed at customer service, is expected to assist Con Edison, in providing high quality customer service, through the initiatives self-service options for customers and other aspects that develop efficiencies and further streamline the company's customer

PSC - Monthly Meeting - 1-16-20 operations.

Some of the opponents to the joint proposal, have criticized it, for not addressing other issues, such as the 2019 moratorium on new gas connections, in parts of Westchester County.

UNIDENTIFIED SPEAKER: Yes.

A.L.J. LECAKES: However, there are problems with that approach.

First and foremost is that the planning and events surrounding the company's declaration of a moratorium, are the subject of a Staff investigation, that has not, as yet, concluded. Staff's report has yet to be issued. Had I made recommendations to the Commission here today, they would be based on an incomplete evaluation of evidence and one that could be subject to reconsideration, when Staff's report is available for the Commission's review.

Additionally, there remain large questions, as to how to evaluate the impact of the moratorium, on the company's existing customers, who are part of the rate case, the ones that already have gas service and so, are not being denied any opportunity to receive gas service.

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The opposition has also criticized the joint proposal, citing concerns that it insufficiently addresses climate change and environmental policies.

UNIDENTIFIED SPEAKER: Absolutely.

UNIDENTIFIED SPEAKER: Thank you.

A.L.J. LECAKES: That criticism however, fails to account for the joint proposal's pro -- provisions that address these critical areas.

UNIDENTIFIED SPEAKER:

Insufficiently.

A.L.J. LECAKES: The joint proposal, unambiguously ends all company promotions and incentives, to attach new gas customers, such as redesigning Con Edison's gas re—revenue decoupling mechanism, that makes the company hold for loss revenues related to energy efficiency decreases in usage. It changes it from a per customer, to a per class approach. In making this change, the number of Con Edison gas customers, ceases to be a determining factor for reconciling the amount of lost gas sales revenue.

The joint proposal also institutes

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a new pipeline alternation evaluation mechanism,

to incent the company to per -- pursue gas

5 further infrastructure investment in pipelines,

distribution alternatives, that do not involve

6 where it can be reasonably avoided.

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UNIDENTIFIED SPEAKER: Not --

A.L.J. LECAKES: This --

UNIDENTIFIED SPEAKER: -- enough.

A.L.J. LECAKES: -- incentive is modelled on the existing non-wires alternative mechanism, that has similarly provided an incentive for the company, to seek alternatives to new electric wire infrastructure investment.

The joint proposal includes significant increases in budgets and targets for the company's energy efficiency programs, which will continue to be evaluated, in the Commission's ongoing new efficiency New York proceeding, which is also being considered at this session today and the Commission's review of Con Edison's Smart Solutions Petition. Those energy efficiency provisions provide for a suite of programs, designed to comply with the Commission's environmental policy direction, to all New York

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The joint proposal advances electric vehicle infrastructure, batter storage infrastructure and earnings adjustment mechanisms, to encourage utility efforts towards advancing efficiency, distributed energy utilization and beneficial electrification.

Other provisions of the joint proposal support the development of geothermal heating, in the company's service territory, on an individual customer basis, by providing incentives in an optimized optional rate and also, on a class wide basis, by having Con Edison perform a seasonal rate study and a District energy initiative, to examine the feasibility of deploying geothermal district energy systems in the company's service territory, as an alternative to further infrastructure investment and pipelines.

UNIDENTIFIED SPEAKER: All right.

A.L.J. LECAKES: In mentioning these provisions, I also note that Con Edison announced this past Monday, that it expects to soon issue a second smart solutions request, for

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PSC - Monthly Meeting - 1-16-20 information in pursuing additional solutions, to reduce reliance on natural gas, in its service territory. The company has also agreed to perform a climate impact study, evaluating the effects of climate change policies, on the optional depreciation rates, for its existing gas infrastructure.

In addition to the items I just mentioned, the Commission can be ensured, that as its own policies and programs and re -- program requirements evolve, as always, Con Edison remains subject to any additional orders and directives that the Commission issues. In fact, the joint proposal recognizes that such action may occur, during the three-year plan and assures the Commission that the agreeing parties took such possibilities in to account, when they signed on to support the joint proposal. In fact, there is nothing unusual about the way the environmental programs and policies are handled in the joint proposal. Historically, the Commission has found that the best way to approach new legislation and evolving environmental and energy policies that have statewide impact, is through focused

PSC - Monthly Meeting - 1-16-20 proceedings that invite all stakeholders to the

process and concentrate the best and most-creative

ideas in a single docket, devoted to those issues.

While implementation is done
through individual rate cases, policy development
often is best achieved in an approach that has a
consistent vision, that is first developed through
a holistic examination of all stakeholder
concerns. This is the way the Commission has
focused proceedings -- has pursued its clean
energy agenda, through these strongly focused
proceedings, such as the Clean Energy Standard,
the Clean Energy Fund, New Efficiency New York,
energy storage, distributed energy resources,
electric vehicle infrastructure and community
solar.

Opponents to the joint proposal have also criticized the size of the increases. The record before us --

UNIDENTIFIED SPEAKER: We are.

A.L.J. LECAKES: -- shows that

Staff and the parties have verified the company's costs, as necessary to maintain safe, adequate and reliable service.

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Customers will see higher bills, but the joint proposal's provisions, minimize the impacts, by providing relief for the most vulnerable Con Edison customers.

UNIDENTIFIED SPEAKER: Don't pass this.

A.L.J. LECAKES: The proposal effectively creates a rate freeze for the first rate year, for low income customers, by increasing low income program benefits for qualifying customers. During that first year, low income customers will see no change in their delivery bills.

After the first year, although those customers will experience some rate increase, they will continue to be provided low income assistance, as directed by the Commission's low income policy. That policy was first established in the Commission's affordability proceeding, case 14-M-0565, in May 2016 and last considered on a statewide scale, in the Commission's February 2017 order, that approved implementation plans of the state's utilities.

In light of some of the testimony

1 PSC - Monthly Meeting - 1-16-20 in this case, critiquing those policies, with a 2 3 first year hold harmless provision of this joint 4 proposal, 2020 presents an excellent opportunity 5 for the Commission to revisit the affordability proceeding and determine whether, based on the 6 7 experience of all the stakeholders, those low 8 income policies, should evolve. 9 UNIDENTIFIED SPEAKER: The rate 10 hike is a methane spike. 11 A.L.J. LECAKES: The rate plan's 12 increases are substantial and the issues facing 13 everyone involved, the Commission, the company, 14 the customers and the parties, are sometimes 15 difficult to balance. 16 The Con Edison rate case parties 17 have done their best, in creating an agreement 18 that addresses as much material as they can, in a 19 straightforward and balanced manner, but that 20 recognizing that the work, as always, continues. 21 UNIDENTIFIED SPEAKER: Find an --22 A.L.J. LECAKES: The Public --23 UNIDENTIFIED SPEAKER: 24 emergency.

A.L.J. LECAKES: -- Service Law

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2	gives us an 11-month time table, to consider all
3	the evidence and make a final decision on a rate
4	request. The 11 months was imposed, at least in
5	part, on a legislative recognition that rates are
6	assessed on a one-year basis.
7	The suspension period, as we call
8	it, is designed to allow for a continuous stream
9	of single year rate evaluations. But as the
10	Commission has recognized, efficiencies can be
11	gained and time commitments and expenses can be
12	reduced, through settlement.
13	Settlements can also produce
14	innovative regulatory approaches. That
15	UNIDENTIFIED SPEAKER: We demand
16	A.L.J. LECAKES: was the
17	UNIDENTIFIED SPEAKER: climate
18	_
19	A.L.J. LECAKES: conclusion
20	UNIDENTIFIED SPEAKER: action,
21	not climate denialism.
22	A.L.J. LECAKES: that was the
23	conclusion of the Commission in
24	UNIDENTIFIED SPEAKER: In '92.
25	A.L.J. LECAKES: 1992, when it

1 PSC - Monthly Meeting - 1-16-20 issued its settlement guidelines. 2 Those conclusions are supported in 4 the evidence, that this joint proposal here today, 5 is in the public interest and in my recommendation to you, that it should be adopted.

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AUDIENCE: No.

A.L.J. LECAKES: The joint proposal protects the utilities' customers, maintains Con Edison's ability to attract cap -- capital at reasonable rates and enable the company to continue providing service over the term of the plan, in New York City and Westchester County. doing so, it remains consistent with the environmental, social and economic policies of the Commission in New York State. Finally, it produces a result consistent with, yet in many instances, superior to, the range of possible outcomes from a fully litigated proceeding.

This concludes my presentation on the Con Edison joint proposal and we are available for your questions.

CHAIRMAN RHODES: Thank you. Thank you, Dakin.

I'll start with my own comments and

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I recognize the balance that is struck here, in this recommendation. We have to accommodate the imposes increases in property taxes. We have to fit in the ability to make needed and valuable investments, in reliability, in safety and in an enablement of clean energy, acknowledging as you do, that in our approach in this state, a lot of the action on the clean energy, happens elsewhere.

Now, you cited the Clean Energy
Standard. You cited the Clean Energy Fund.
There's also New York SUN. We had a white paper
come out, early this week, proposing meaningful
investments by utilities, in electric vehicle
infrastructure and later today, as you point out,
or later this morning, as you point out, we are
going to be considering a landmark proposal to -to -- to drive forward, including in Con Ed's -for Con Ed's customers, energy efficiency and heat
pumps. This is a smart, nation-leading agenda and
some of it happens here and some of it happens in
other proceedings.

Also, I hardly endorse the policy

PSC - Monthly Meeting - 1-16-20 objectives that are -- that are achieved here. Prominent to me, are the low income protections, where you have the home -- we have the home hard -- hold harmless point that you made. You cited that 2020 might be an excellent opportunity to reopen our low income policy proceeding, the underpinning of our energy affordability program. I've already directed the Staff to proceed accordingly and pre -- prepare to do just that. teeth, as you cite.

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And I like also and call attention to the tighter reliability standards, with sharper

At this -- the signatories to this joint proposals are important and they confirm that this is probably the right balance. A view that I strongly hold.

We've got the city. We've got customer groups, from all spectrum -- all ends of the customer spectrum. We've got environmental advocates. We've got technology -- clean technology advocates.

This is -- this is an important set of endorsements of the -- the work that's gone in

1 PSC - Monthly Meeting - 1-16-20 to this and the balance that has been struck. 2 3 This recommendation, to me, is right for 4 customers, balancing the short-term needs of 5 customers and the long-term needs of customers. 6 I am going to support it. 7 Commissioner Burman, over to you. COMMISSIONER BURMAN: 8 Thank you. 9 Judge LeCakes, I'd just like to 10 thank you for your thoughtful analysis and for really laying out a difficult case to decide. 11 And for me, I'm going to be 12 13 supporting this, with great reservation. 14 I very much understand the 15 difficulty with a significant rate increase. 16 me, I am very mindful of the fact that the 17 Commission has an obligation to ensure reliable --18 reliability and customer needs. And the challenge 19 and the goal of New York State energy policy, is 20 to balance reliability, environmental 2.1 sustainability, safety and the cost of energy 22 supply, to meet the needs and demands of consumers 23 and to support the growth of our state's economy. 24 Con Ed has about one and a half

million customer from the gas side and about three

and a half (sic) customers on the electric side.

And we need to be mindful that we are moving forward with system reliability, storm hardening, resiliency and ensuring that we are properly and appropriately modernizing that grid, for the safety and the reliability of those customers, as we look at our policy considerations.

You clearly laid out the three prongs of the Commission's guidelines, which establish the criteria and looking carefully at that, the first is striking a balance, between protecting the utility's customers, providing fairness to investors, enabling the long-term ability of the utility to provide its essential services to customers, who rely on that service.

The second is that it has to be consistent with the environmental, social and economic policies, of both the agency and the state.

And the third is that it produces a result consistent with the range of possible outcomes, through a fully litigated proceeding.

It is not without concern, especially as we look at this and there are many,

1 PSC - Monthly Meeting - 1-16-20 2 many policies that are imposed upon the utility, 3 in this rate case. And therefore, for us, we need 4 to be mindful, when we look at that and when we 5 look at our policy initiatives, that we clearly 6 understand, as we move forward, that we have to be 7 consistent. 8 And it's not just about this rate 9 case, but it's about the future, in terms of what 10 that may do. There may be societal benefits that 11 help with that, but that doesn't mean that there 12 would be downward pressure on rates, or other 13 charges that may come. 14 And so, we really need to be very 15 thoughtful in that --16 UNIDENTIFIED SPEAKER: The downward 17 18 COMMISSIONER BURMAN: -- and not --19 UNIDENTIFIED SPEAKER: -- pressure 20 is --21 COMMISSIONER BURMAN: -- and not --22 UNIDENTIFIED SPEAKER: -- not --. 23 COMMISSIONER BURMAN: -- just look 24 at blaming one person, or one entity, over the 25 other.

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For me, we need to look forward and we need to be mindful of the fact that one of the things that is deeply concerning to me, is the path forward and working together and trying to ensure that we are being mindful about our responsible regulatory authority and making sure that we are carefully working through this and not just having a knee-jerk reaction because it is difficult for us and for those customers who are having to deal with that.

It is for me, ironic that some of the very people that want us to increase, on the side of REV related and Clean Energy Standard and energy efficiency, etcetera, are angry that we have to impose rates to do some of those things. We need to be very mindful of that, when we look at that and we need to understand that and work through that together, so that we are all embracing this.

It is my job, as an economic regulator, to ensure that after careful deliberation, I make a decision that helps to give clear signals, that are measured and sustainable.

I am very concerned about the low R.O.E. I think

 $\,$ PSC - Monthly Meeting - 1-16-20 that that may have a negative effect on customers and so, we really do need to be very mindful of that.

It is not necessarily a positive for Con Ed, in having such a low R.O.E. and I would like us to take a little deeper dive, when we look in other cases, at that. It is the lowest. It is something, that if we were to litigate this, we would probably come somewhere within that, but I am mindful that that has potential implications for the customers and that's something that we need to be very careful of.

We need to be cautious because even the targets in this rate case, are going to be very hard to achieve and that's something that we need to be careful with.

So, for me, I have carefully examined the record. There are many things that I'm concerned with, but it's really for us, on a policy objective, to really take a deeper, closer look and to make sure, as we go forward, that we are very mindful of what this is, that we work with the utility and all the stakeholders,

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PSC - Monthly Meeting - 1-16-20 especially the customers, who are going to be most impacted and that we really be -- are very careful.

I am also mindful of the fact that you carefully weighed whether or not to include the gas moratorium issues in this rate case.

There was nothing before you from testimony, that would help in that decision and if you were to have allowed that in to this record -- or in to this, you would've had to open the record and it would've delayed things.

about having some decisions on that, are very important. I would like to also thank E.D.F., for I think their thoughtfulness, in terms of looking at some gas planning issues and I also do think that it's something that we need to be very mindful of and very careful, in how we address it and not just give lip service, to wanting to say it's all good. We have to really make sure that we are upholding our responsibility, as economic regulators and that we are doing it in a way that is mindful of the needs of all of the customers and the system itself.

1	PSC - Monthly Meeting - 1-16-20
2	So, thank you.
3	UNIDENTIFIED SPEAKER: No rate
4	hike.
5	CHAIRMAN RHODES: Thank you
6	UNIDENTIFIED SPEAKER: No gas
7	CHAIRMAN RHODES: very much.
8	UNIDENTIFIED SPEAKER:
9	expansion.
10	CHAIRMAN RHODES: Commissioner
11	Alesi?
12	COMMISSIONER ALESI: Thank you, Mr.
13	Chairman.
14	As we've seen, this is a clearly
15	establishes a that there is a a public
16	interest, based on the requirement of safe,
17	reliable, adequate service.
18	It's supported by a broad ray a
19	broad array of entities, from the Government, to
20	business, environmentalists. Con Ed is required
21	to pursue important energy efficient initiatives
22	and that should not be minimized, under the
23	circumstances. This will provide a level of
24	certainty that can't be guaranteed through
25	litigation and there is protection here, for low

1 PSC - Monthly Meeting - 1-16-20 2 income customers, as well. And I'll be supporting the 4 initiative. 5 CHAIRMAN RHODES: Thank you, very 6 much, . Commissioner Edwards? 7 8 COMMISSIONER EDWARDS: So, this is 9 a -- this is a tough one for me. 10 When I looked at this rate case, I 11 was looking for three things. Protection, 12 integration and progress. So, I want to start 13 with the recognition for some things and then 14 followed by some challenges that I have. 15 I do think that there was a lot of 16 effort to bring consensus. I am happy to see the 17 protections for low income, the enforcement pieces 18 that are in there, especially for outages and the 19 desire to do more to reduce rates. 20 My -- my issues however, is I 21 believe that we should be doing more, faster, to 22 challenge ourselves, to integrate all of the things that you discussed. The statewide 23 24 policies, the generic policies and integrating

them in to the rate cases. That's my -- my

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1 PSC - Monthly Meeting - 1-16-20 2 concern. 3 You specifically pointed out all of 4 the benefits for the joint proposal. So, my -- my 5 concern is that I think that we could have done 6 more, within the confines of the joint proposal, 7 to integrate more environmental policy and low income initiatives. 8 9 I -- I want to go faster and the --10 the repair and the maintenance of the existing 11 infrastructure is important for protection, no 12 doubt. But even within the order, there's a forum 13 plan to address the natural gas transition. But 14 it's not until 2000 -- I mean, 2021. 15 I am concerned that we need to do 16 as much as we can, as fast as we can, on renewable 17 energy solutions, on --18 UNIDENTIFIED SPEAKER: Yes. 19 COMMISSIONER EDWARDS: --20 decarbonization, on cyber security and the -- the 21 increased storage. 22 So, while there are really good 23 things that were accomplished in the joint 24 proposal, I can't get there, in terms of embracing

all of it because I want us to just do -- do more

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2	for that. So, I commend all of the work that has
3	been done. I can't support it because I want to
4	just push us further and further, to go faster and
5	faster, on integration, on innovation and on
6	progress.
7	UNIDENTIFIED SPEAKER: All right.
8	CHAIRMAN RHODES: Thank you.
9	Commissioner Howard?
10	COMMISSIONER HOWARD: Hello.
11	Am I on?
12	Thank you, Mr. Chairman.
13	This will be my first vote on a
14	major energy utility rate case and no one's
15	one likes to raise rates, but rarely did so many
16	disparate groups sign in to a settlement agreement
17	like this.
18	UNIDENTIFIED SPEAKER: We can't
19	hear you.
20	COMMISSIONER HOWARD: Are we on
21	now? Not on.
22	UNIDENTIFIED SPEAKER: No.
23	COMMISSIONER HOWARD: On now?
24	UNIDENTIFIED SPEAKER: Yes.
25	UNIDENTIFIED SPEAKER: There you

PSC - Monthly Meeting - 1-16-20 go.

COMMISSIONER HOWARD: Energy affordability is always and will be, my primary concern for all classes of rate payers. I believe in the name, under the circumstances, the outcome is reasonable.

I would like to state on the record, my opinions regarding the major comp -- one of the major components of the revenue requirements in this case, particularly taxes.

Taxes are around one-quarter of the revenue requirements of this company. One-quarter.

On the electric side, 21 percent will go to real property taxes and 15 percent of the gas revenues will go to real property taxes on gas. Additionally, five percent of state and Federal levies will be in -- charged on electricity and seven percent for gas. The total bill impact on taxes, for the electric system, will be 26 percent and 22 percent for gas. The commodity costs for electricity, in year three, will be roughly 28 percent and for gas, 37 percent.

Historically, local governments

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have made New York's energy utilities, a
convenient and opaque mechanism to raise tax
revenues. In year three of this settlement, 2
billion dollars of Con Ed electric bills and
nearly one half a billion dollars of gas bills,
will go to supporting the functions of local
government and not to provide electric and gas
service to customers, or any environmental
improvement whatsoever.

In fact, the biggest single driver of bill increases in this settlement, will be taxes, primarily local property taxes. I feel obliged to remind my partners in local government of this fact. If this trend continues, local property taxes on the electric system, will roughly equal the value of the electric energy in customer's bills.

On the low income program, I do believe we need to rapidly, as the Chairman said, in the -- begin a new proceeding, to increase the availability of low income benefits to the Con Ed rate payers, particularly moving as quickly as we can, to go to the two percent cap on revenues, to fulfill our obligation to allow a six percent cap

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PSC - Monthly Meeting - 1-16-20 on bills for customers. And again, this should be done as quickly as possible.

On the capital program, no party had specific objections to any one particular aspect of the capital program, except those who want absolutely no investment in the gas infrastructure, whatsoever.

Regarding the gas capital plan, as long as there is gas in the system, investments must be made to make our system safe. More than one occasion, we have seen particularly in the city of New York, what happens when the gas infrastructure is not maintained at its highest possible level. People will die.

COMMISSIONER HOWARD: In terms -in terms of longer-term future of the gas system, first of all, the plan ends incentives for fuel switching and additionally, begins a most appropriate study of what it will take on the revenue sides, on the depreciate level, to make adjustments on revenues and depreciation rates, to put us in line with our efforts to fight climate change. For those that don't pay attention to this, this is to me, one of the most significant

Τ	PSC - Monthly Meeting - 1-16-20
2	and far reaching aspects of this settlement.
3	COMMISSIONER HOWARD: And I
4	encourage and I encourage all stakeholders to
5	become active parties, in that outcome.
6	So, it is with some regret, that I
7	have to vote for this rate increase because I know
8	
9	UNIDENTIFIED SPEAKER: No you
10	don't.
11	COMMISSIONER HOWARD: it is
12	UNIDENTIFIED SPEAKER: You don't
13	have to.
14	COMMISSIONER HOWARD: But as long
15	as customers understand the biggest single driver
16	of this, is not the actions of the company, but
17	the actions of local governments, both in the city
18	of New York and the many municipalities and school
19	districts in Westchester County. That's where
20	your money's going.
21	So, thank you and I will be
22	supporting this measure.
23	CHAIRMAN RHODES: Thank you very
24	much.
25	AUDIENCE: No.

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2	UNIDENTIFIED SPEAKER: No fracked-
3	gas expansion.
4	CHAIRMAN RHODES: So, with this,
5	we'll proceed I will proceed to call for a
6	vote.
7	My own vote is in favor of the
8	recommendation to adopt the terms of the joint
9	proposal
LO	AUDIENCE: No.
L1	CHAIRMAN RHODES: with
L2	exceptions as discussed.
L3	Commissioner Burman, how do you
L 4	vote?
L5	COMMISSIONER BURMAN: Yes.
L 6	CHAIRMAN RHODES: Commissioner
L7	Alesi, how do you vote?
L 8	COMMISSIONER ALESI: Yes.
L 9	CHAIRMAN RHODES: Commissioner
20	Edwards, how do you vote?
21	COMMISSIONER EDWARDS: No.
22	CHAIRMAN RHODES: And Commissioner
23	Howard, how do you vote?
24	COMMISSIONER HOWARD: Yes.
25	CHAIRMAN RHODES: The item is

1 PSC - Monthly Meeting - 1-16-20 approved and the recommendation is adopted. 2 3 We'll now move to the second item 4 for discussion --. 5 (Audience singing) CHAIRMAN RHODES: So, we will take 6 7 a break, with the next item as the New York New 8 Efficiency Order, but we will take a break to 9 consider it. 10 (Off the record discussion) CHAIRMAN RHODES: Let's resume and 11 12 go back on the record. 13 We now move to the second item for 14 discussion, which is Item 202, case 18-M-0084, as 15 it relates to utility efficiency portfolios, 16 through 2025, presented by Peggie Neville, Deputy 17 Director for Clean Energy. Kevin Manz, Chief 18 Utility Energy Efficiency and Demand Response 19 Programs, is available for questions. 20 Peggie, please begin. 21 MS. NEVILLE: Good morning, Chair 22 Rhodes and Commissioners. 23 Today, I will be presenting Item 24 202, in case 18-M-0084, in the matter of a 25 comprehensive energy efficiency initiative.

PSC - Monthly Meeting - 1-16-20 draft order before you, authorizes incremental electric, gas and heat pump energy saving targets and budgets, for the state's large investor owned

electric and gas utilities, through 2025.

The draft order also reauthorizes existing levels of energy savings targets and budgets for these utilities, for 2021 through 2025, as current levels are generally only authorized through 2020. Lastly, the draft order

addresses several related implementation details.

In April 2018, the Department of Public Service and the New York State Energy Research and Development Authority, or NYSERDA, released the new efficiency New York white paper, which took account of existing statewide efforts, as well as accelerated actions that could be taken, towards establishing an aggressive 185,000,000,000 British thermal units, or B. -- T.B.U., energy efficiency goal, by 2025. The white paper addressed a number of sustained and accelerated actions, while specifically calling for a 31 T.B.T.U. increase in utility energy efficiency initiatives.

In its December 2018 order,

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adopting accelerated energy efficiency targets, which I will refer to as the accelerated E.E. order, the Commission determined that the statewide 185 T.B.T.U. goal was reasonable, in the context of the state energy plan and adopted the incremental 31 T.B.T.U. goal for utility programs. The accelerated E.E. order, also established subsidiary targets of three percent of annual electric sales reductions and a cumulative five T.B.T.U. of site energy savings, from heat pump deployment, by 2025.

established increased E.E. targets and budgets for those utilities, who had not seen increases through recent rate cases, for calendar years 2019 and 2020. For the period 2021 through 2025, the accelerated E.E. order laid out a set of presumptive targets and budgets, showing one path in which the incremental goals could be achieved. The accelerated E.E. order estimated the cost to achieve the incremental goals, at 1.6 billion dollars.

The accelerated E.E. order directed the utilities to jointly file a proposal for

PSC - Monthly Meeting - 1-16-20 targets and budgets, by utility and by year, for electric, gas and heat pump programs. Utilities were directed to include a minimum of 20 percent of the incremental E.E. budgets to low and moderate incomes, or L.M.I. programs and to develop a statewide L.M.I. portfolio approach.

Further, the utilities were directed to consult with NYSERDA, in developing the proposal, in recognition of the importance of better connecting the utilities portfolios and strategies, with the market development work being undertaken within NYSERDA's clean energy fund portfolio. Utilities filed the required proposal, on April 1st, 2019, with an errata version filed on May 21st, 2019, which I will refer to as the utility proposal.

Subsequent to the utility proposal, in July 2019, Governor Andrew Cuomo signed in to Law, the Climate Leadership and Community Protection Act, or C.L.C.P.A. The C.L.C.P.A. sets a number of ambitious, high-level targets for clean energy and emission reductions in New York State, that will be achieved through a variety of means, including deployment of energy efficiency

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and clean heating and cooling resources. The C.L.C.P.A. specifically references the statewide goal of achieving the 185 T.B.T.U. goal for energy efficiency, by 2025 and sets expectations for

investments benefiting disadvantaged communities.

The draft order before you initiates actions and investments consistent with the direction and level of clean energy achievement articulated in the C.L.C.P.A., while recognizing adjustments may be needed as the C.L.C.P.A. further establishes its policy instruments.

With regard to the energy efficiency component of the utility proposal, Niagara Mohawk, KEDLI, KEDNY, National Fuel Gas and NYSEG RG&E, propose targets and budgets consistent with the presumptive targets and budgets presented in the accelerated E.E. order. Con Edison, Orange and Rockland and Central Hudson, each performed company specific analyses, to develop their proposed E.E. targets and budgets.

Collectively, the proposed electric energy efficiency budgets for '21 through '25,

PSC - Monthly Meeting - 1-16-20 total 994 million with a target energy reduction of 3,810 gigawatt hours, or 13 T.B.T.U. the collective gas budgets, proposed for 2021 through 2025, total 258 million with seven T.B.T.U.s of savings, over this period. The proposed energy efficiency budgets also include the 20 percent allocation for L.M.I. programs.

All utilities also request continuation of their existing base levels of energy efficiency targets and budgets, through this period. The utility proposal states concerns of being able to meet the goals, at the proposed budget levels and requests flexibility between electric and gas funding, but also in raising budget levels, as necessary, to achieve the proposed goals.

With regard to the heat pump component of the utility proposal, the electric utilities note that the accelerated E.E. order's estimate of five T.B.T.U. of savings, at a cost of 250 million was based on a NYSERDA analysis that subsequent to the accelerated E.E. order, NYSERDA update, to reflect refinements in their methodology. NYSERDA published these updates in a

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All electric utilities, with the exception of Orange and Rockland, put forth heat pump targets and budgets, based on utility specific analyses. Orange and Rockland opted to retain the targets and budgets, reflective of NYSERDA's updated analysis in their proposal, but they also noted that they had not fully analyzed the information.

Collectively, the electric utilities propose a heat pump program, energy reduction target through 2025, of 2.7 T.B.T.U., at a cost of 335 million.

Other substantive elements of the utility proposal, include the general request to use uncommitted E.E. funds, to defray the cost of the proposed incremental budgets and that cost recovery decisions should occur within individual rate proceedings. The utility proposal also commits to working with NYSERDA through a proposed L.M.I. program council, which would include NYSERDA and each utility, to develop and implement the statewide L.M.I. portfolio called for -- excuse me, in the accelerated E.E. order.

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PSC - Monthly Meeting - 1-16-20 However, the utility proposal defers most details of the L.M.I. portfolio, to a forthcoming L.M.I. implementation plan.

Lastly, the utility proposal recognizes the need for collaboration with NYSERDA, to ensure programs are complimentary and not duplicative, proposes the development and maintenance of a statewide program inventory and anticipates that specific collaborations will be determined in the future, to address certain market opportunities or programmatic enhancements.

Comments and reply comments were received on July 1st and 15th, 2019, respectively. In total, 17 sets of comments were received, representing over 108 entities. In addition, over 1,000 postcards and letters were submitted by members of the public.

The vast majority of parties and the public comments support aggressive energy efficiency and heat pumps targets and budgets, nothing the critical role these initiatives play, in supporting the state's climate policy objectives. E.E. and environmental groups call for the targets and budgets -- excuse me.

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PSC - Monthly Meeting - 1-16-20 and budgets authorized by the Commission to be considered floors, not ceilings and call for an all-cost-effective mandate, which would generally provide for full cost recovery of all expenditures supporting cost effective E.E.

Heat pump advocates and NYSERDA call for the heat pump target to be maintained at five T.B.T.U. of saving. Low income advocates call for increased investment for L.M.I. programs and express frustration with the lack of detail in the utility proposal and responsiveness to recommendations put forth at L.M.I. stakeholder forums.

A number of parties call for close monitoring of the utilities' portfolios and the opportunity for stakeholders to engage with the utilities, to improve the portfolios, during the implementation phase.

Multiple Intervenors expresses concern over the effect that the layering of costs, of various clean energy policy objectives have, on customer bills. M.I. further states this sizeable of an investment in heat pumps, may be premature and that cost causation principles

 $$\operatorname{PSC}$$ - Monthly Meeting - 1-16-20 should be applied when collecting the funds to support these programs.

approving the targets and budgets presented in the utility proposal, with modification. Specific modifications to the targets and budget, include one, a realignment of electric to gas funds, primarily for the L.M.I. sector. Two, an increase in budgets and targets for natural gas efficiency. Three, an increase in budgets and targets associated with heat pumps. And four, slight adjustments to the non-L.M.I. efficiency targets and budgets.

gas energy efficiency funding, provided for the L.M.I. sector, the utility proposal notes realignment may be needed, in particular in serving the thermal needs of L.M.I. households, as this is -- often presents the greatest opportunity to improve energy affordability for the household. However, the utility proposal fails to offer an alternative distribution of electric to gas funds. Instead, the utility proposal requests open-ended flexibility to shift funds between fuels, as well

PSC - Monthly Meeting - 1-16-20 as increase budgets as needed.

Frequent variations of budgets by

fuel type, could result in uncertainty in the

market place and late -- lead to unforeseen

increased bill impacts and therefore, the draft

order rejects the utilities' request for complete

flexibility on this topic. However, the ability

to best serve L.M.I. households, through bill

reductions and increased energy affordability, are

valid considerations.

Therefore, the L.M.I. efficiency budgets contained in the draft order, realign the funding, from an approximate 80 percent electric, 20 percent gas, to a 30 percent electric, 70 percent gas budget, while retaining the total overall funding. The funding split is based on the historic performance of L.M.I. programs, during the energy efficiency portfolio standard, or EEPS phase of program delivery.

The draft order adopts the proposed 20 percent allocation of incremental efficiency funding for L.M.I. programs and anticipates adjustments may be needed, as the C.L.C.P.A. process advances. The draft order also recognizes

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the lack of detail on the statewide L.M.I.

portfolio contained within the utility proposal
and calls for meaningful engagement with

stakeholders and market participants to develop
and implement strategies that will succeed in

better serving this sector.

The draft order directs a common statewide framework across utilities and NYSERDA's offerings and takes meaningful steps to improve L.M.I. access to these programs, through a centralized customer hub and useful and necessary streamlining. The utilities and NYSERDA are required to jointly file a statewide L.M.I. implementation plan, within 120 days of the order and to conduct at least three regional stakeholder input sessions, incorporating feedback received in to their filing.

The second modification to targets and budgets, relates to the incremental gas targets and budgets put forth in the utility proposal. While responsive to the accelerated E.E. order, the proposed targets and budgets fail to account for one, the additional potential for cost effective gas E.E., that currently exists,

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PSC - Monthly Meeting - 1-16-20 which can be utilized to ensure that the state's existing gas infrastructure is being used as efficiently as possible. And two, the role gas E.E. can play, in helping to reduce peak gas demand.

Therefore, the gas targets included in the draft order result in increase -- increases to gas energy efficiency, to nation leading levels of 1.3 percent reduction in annual gas sales, by 2025. The draft order recognizes this enhanced level of achievement will require modifications to the current gas portfolio mix. Among other things, shifts more -- towards more substantial measures, such as building envelope work and therefore, the associated gas budgets have been increased from current levels.

The third modification to targets and budgets is associated with heat pumps and takes account of the record built in this case, which highlight a number of varying view points on the possible energy savings levels that could be expected from heat pumps and the programmatic costs of achieving those levels.

Based on a independent analysis

conducted by Staff, the draft order includes a total heat pump program energy reduction target of 3.6 T.B.T.U., with an associated budget of 454 billion dollars. While this target was developed primarily based on information available for the small residential market, valid points have been made, indicating the potential among other

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therefore, program activity will not be restricted to the small residential market.

sectors, to effectively deploy heat pumps and

Building electrification is a critical component of the state's ability to meet its overarching climate goals and therefore, the draft order recognizes the need to begin implementation as soon as possible. The draft order notes the need for infield experience, to further refine targets and budgets and require Staff to direct a statewide evaluation, measurement and verification study, on heat pump programs, in consultation with the utilities and NYSERDA, to be completed by June 1st, 2022.

The draft order recognizes -- or excuse me. The draft order requires the electric utilities and NYSERDA to file a joint

PSC - Monthly Meeting - 1-16-20 implementation plan and accompanying program manual for the statewide heat pump program, within 60 days of the order, targeting a transition of

programs, as of April 1st, 2020.

The draft order provides further guidance in directing NYSERDA, through the Clean Energy Fund, to invest -- invest at least 30 million dollars to advance L.M.I. heat pump initiatives. Additionally, in order to avoid market disruptions, NYSERDA is directed to continue to operate its heat pump program, until such time as each utilities program has launched.

The final modification to targets and budgets, relates to the non-L.M.I. electric targets and budgets as presented in the utility proposal. These targets and budgets are modified slightly, to more accurately reflect all recent rate case determinations, as well as to make other minor corrections, while retaining the commitment to the three percent electric sales reduction subtarget discussed in the accelerated E.E. order.

Further, Central Hudson's budgets are increased slightly, to respond -- in response to the company's persuasive arguments detailing

PSC - Monthly Meeting - 1-16-20 their historically lower per unit cost of energy efficiency, relative to other utilities and the challenges of maintaining those levels, as their portfolio evolves to meet more aggressive targets.

In summary, the targets and budgets contained within the draft order before you, provide an incremental 1.9 billion dollars to achieve 29 T.B.T.U. of savings through 2025.

Combined with the December accelerated E.E. order and other recent actions, this brings the total incremental utility targets to 35.8 T.B.T.U.

These targets and budgets meet the intended principle of an all-cost-effective measures policy, dramatically scaling energy efficiency while retaining budget boundaries, to ensure cost containment. This investment will deliver gross, lifetime participant bill savings of 13 billion dollars, including 6 billion dollars of utility system benefits, representing avoided energy capacity and distribution costs, over the life of the measures.

The draft order also reauthorizes the continuation of base levels of E.E., totaling 1.3 billion dollars, targeting 23.9 T.B.T.U. of

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PSC - Monthly Meeting - 1-16-20 These targets and budgets establish the savings. state's commitment to reach nation leading annual levels of energy efficiency savings of three percent electric sales and 1.3 percent gas sales, by 2025.

The draft order also initiates a long-term far-reaching heat pump strategy for New York, with a focus especially on heating applications and an agenda to expand rapidly beyond single-family building typologies. strategy directs a common framework across utilities and looks to NYSERDA, to compliment utility programs, with meaningful market enabling development of workforce, supply chain and consumer demand.

While the draft order adopts these targets and budget levels, consistent with current practice, cost-recovery details are to be addressed within each utilities' rate proceeding. The draft order provides guidance for the treatment of costs, for any utilities, for whom increases will go in to effect, prior to rates being reset. This guidance includes the use of uncommitted funds and deferral treatment as

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To achieve the increased level of performance represented within the electric, gas and heat pump targets, evolution and active oversight and monitoring of the portfolios will be required. The draft order calls for Staff to commence a performance management and improvement process, within 90 days of the order. process will ensure continuous and meaningful improvement, in scale, costs and outcomes, relying on transparency and accountability and enlist the knowledgeable input of energy efficiency and heat pump experts, as well as market practitioners, customers and advocate from low income, environmental justice and affordable housing groups, to develop and maintain the most effective portfolio of programs.

Finally, the draft order calls for an interim review to commence in 2022, with expected Commission action in 2023. This interim review will access all meaningful aspects of New Efficiency New York, including program design and administration, useful innovation and oversight, as well as any necessary adjustments to targets

PSC - Monthly Meeting - 1-16-20 and budgets. Critical inputs are expected to include guidance emergent from the C.L.C.P.A. process, potential studies, infield experience and input from the previously mentioned performance management and improvement process.

This concludes my presentation.

Kevin and I are available to answer any questions.

CHAIRMAN RHODES: Thank you very

much.

My own comments begin with the observation that this is a really strong, comprehensive strategy for gas efficiency, electric efficiency and heat pumps and it puts us, as a state, on a path to save, at meaningful levels. And saving is the way of going after the resource that we don't use, which is always the best resource.

I think this -- I find this proposal to be well developed. It's well commented on and it's well informed and it -- and in -- in total, it's smart, it's cost effective. In fact, as you note, adheres to the principle of all-cost-effective, Peggie.

It's technology harnessing. It's

1 PSC - Monthly Meeting - 1-16-20 designed to improve performance over time, with a 2 mid-term perform -- mid-term review focused on 4 just that. 5 It bakes in a collaborative approach, in listing smart observers from all 6 7 walks. Stakeholders, practitioners, experts, to 8 give us the best possible guidance. 9 It leans in to the C.L.C.P.A., 10 taking action now at high levels of achievement, at high levels of distributing that achieve 11 12 inequitably, to the populations -- all the 13 populations that deserve to be part of our clean 14 energy agenda. 15 It's a center piece of our 16 policies, that clean energy investments can and 17 must be good for customers. This proposal 18 absolutely delivers on that. 19 I am going to support it. 20 Commissioner Burman? 21 COMMISSIONER BURMAN: So first, I 22 think that it's good that we are having this item 23 on, at this session because it has been one that

folks have been asking for and waiting for.

Without that clarity, I think it's important that

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PSC - Monthly Meeting - 1-16-20 it's decided today. However I vote on it, I do think that it was hard for all folks to have to wait on this.

In light of our earlier item that we voted on, I think that what resonates to me is the need for us, as we look at our policy initiatives, to clearly identify what those costs are and the impact on that. I'm also mindful of the fact that while I wasn't a member of the Commission, when the energy efficiency portfolio standard process was rolled out, I do know that that process was undertaken, under an imperative to get the many energy efficient -- efficiency programs up and running, in an extremely tight and very unreasonable and unrealistic timeframe.

And in fact, there were many
lessons that were learned from that EEPS
initiative, including the need to be more prudent
and measured, in making our demands. The need to
be more realistic and thoughtful ahead of time,
about how quickly goals can be accomplished. And
the need to truly understand the financial
implications to run the programs and to prepare,
in case programs are more in demand than

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2 anticipated and what the impact will be.

I think that the Multiple

Intervenors are clearly correct, in their analysis of the concerns, with the effect of layering the costs of various clean energy policy objectives, on to customer bills and the fact that this sizeable investment in heat pumps may be premature and that cost-causation principles should be applied, when collecting the funds to support the programs.

I also think we need to look
outside the four corners of this order and also
see what we're doing with other ratepayer dollars,
that are impacting this. To the extent that we
have a lot of state dollars that are ratepayer
dollars, or taxpayer dollars going to clean energy
initiatives, in particular, but not limited to
heat pumps, we need to look at that, as we
increase this footprint and we need to see if
there needs to be some better alignment of that.

In November of 2019, at the November session, I voted no on the administrative funds that were requested by NYSERDA, for the running of the programs. At that time, we took

PSC - Monthly Meeting - 1-16-20 uncommitted funds from S.P.C., EEPS, R.P.S., C.E.F. and I was a no.

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I had been a consistent no, when we are looking to repurpose and reallocate uncommitted funds. It really begs the question to me, why not reduce those surcharges, or at least be more mindful of the programs in -- in total, from the beginning.

I am very concerned that there is a lot here. I'm very supportive of clean energy goals. I'm very supportive of working together on that.

But I am very concerned that the roll out of this is not necessarily going to give us the accountability, the affordability and the access appropriately, to what we need, to have a better system. And in my mind, we need to at the front end, look for more details and how it comports with other things.

It is not for us to continually say that we're going to take uncommitted funds and repurpose them and reallocate them and then also say, we're going to look to the rate cases and some deferred costs. If we do this, then the

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utilities have a right to ask for those funds, whether it's deferred, or not. We need to understand that and not just say we're going to do all these policy initiatives and then take care of it in the rate case. That was clearly what happened in the Con Ed case, as well and we need to be mindful of that.

The other thing that I am concerned about, is I don't think we do well, our councils and our working groups. We continually talk about transparency and stakeholder engagement, but we seem to make the same mistakes, over and over.

I think that we need to really have a better handle on that and figure out how we can be more mindful of engaging in a way that actually helps give us some clear roadmap that works for everyone.

My perspective is that over the life of my time as a regulator, we have had a number of different working groups and councils and committees and joint meetings, where we have lost track of what's happening with them, what reports have come out, whether or not that's actually helpful. To the extent that I do think

1 PSC - Monthly Meeting - 1-16-20 we should be engaging, we also need to make sure 2 3 that we're not just continually starting a new 4 process, with new people and sort of going over 5 the old things and not getting us to any real 6 decision making, that's appropriate. 7 The L.M.I. implementation plan that is supposed to get filed, if filed, it doesn't 8 9 come back to the Commission, is that correct? 10 MS. NEVILLE: Correct. 11 That is filed as a joint filing 12 between NYSERDA and the utilities and the Office -13 - the Director of the Office of Markets and 14 Innovation needs to approve it. 15 COMMISSIONER BURMAN: Right. 16 I am concerned that there's a lot 17 of discretion. While a very hardworking and very 18 good Director, I think that it's too much 19 delegation of our authority, to the Director, to 20 make decisions without any input from us. 2.1 I think it needs to, I think, 22 implement -- and again, I've been very consistent. 23 When we have significant substantive

implementation plans, the failure for it to come

back to the Commission, which also means that it

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has an opportunity for it to have been out there for public comment and feedback, is one that I have to bristle at. So, it not coming back to the Commission, is not something that I can agree with.

I do think that we have a lot to do. I do think that we have a lot to work together with, but I cannot be supportive of more funding, going -- and without us really taking a hard look, holistically, at all of the different things that we're doing.

We also have a clean energy standard that has a triannual review that's supposed to come up in 2020, this year and that also may be an appropriate time for us to look under the hood at some of this.

I am going to put on NYSERDA and others, to really be very careful in their actions, in what they're doing, in making sure that they are helping to see if there ways that we cannot -- to -- to use the ratepayer dollars more effectively, without a continual coming back, asking for more uncommitted funding.

So, thank you.

	PSC - Monthly Meeting - 1-16-20
2	CHAIRMAN RHODES: Thank you.
3	Commissioner Alesi?
4	COMMISSIONER ALESI: Thank you, Mr
5	Chairman.
6	This is a good starting point for
7	guidance, on future utility initiatives, starting
8	a long-term, far-reaching strategy, that we hope
9	will expand rapidly. The order provides guidance
10	on future initiatives on energy efficiencies and
11	can possibly help improve affordability, for low
12	or moderate income customers.
13	More details would be nice and
14	but all in all, I think it's a very positive path
15	forward.
16	Thank you.
17	CHAIRMAN RHODES: Thank you very
18	much.
19	Commissioner Edwards?
20	COMMISSIONER EDWARDS: Yeah.
21	I I can appreciate Commissioner
22	Burman's thoughts in this regard.
23	You know, my my challenge is
24	CHAIRMAN RHODES: Is your
25	COMMISSIONER EDWARDS: I'm just

1 PSC - Monthly Meeting - 1-16-20 2 3 CHAIRMAN RHODES: -- mic on? 4 COMMISSIONER EDWARDS: -- I'm --5 CHAIRMAN RHODES: I'm sorry. 6 COMMISSIONER EDWARDS: -- like --7 my what? You can't hear me? 8 UNIDENTIFIED SPEAKER: There you 9 go. 10 UNIDENTIFIED SPEAKER: Now we can. 11 COMMISSIONER EDWARDS: Okay. 12 I appreciate Commissioner Burman's thoughts. 13 people have been waiting so long for this, I think 14 we've got to get it out there, as -- as soon as we 15 can and then tweak it along the way. 16 I do hope that we take the 17 opportunity to try to take all of the good work 18 that are in all of these different pieces and try 19 to see if we can put together an overall plan and 20 I don't know if it's possible for us to 21 participate in that, you know, or not, or as a --22 as a total group. But it's -- this is ex --23 exciting stuff and I would -- I'm definitely 24 supporting it and seeing if we can get it out

there as quick as we can.

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1 PSC - Monthly Meeting - 1-16-20 CHAIRMAN RHODES: Thank you very 2 3 much. 4 Commissioner Howard? 5 COMMISSIONER HOWARD: First of all, I want to thank every body who worked on this. 6 7 This is an extraordinary commitment to energy efficiency investments in this state and I do 8 9 believe it will propel us to the leading position 10 in the nation, on these extraordinary initiatives. 11 They're designed to save customers 12 money, as well as improve environmental quality. 13 These investments will have economic multipliers. It will benefit our overall state economy in --14 15 through increased employment opportunities and 16 capital investment. 17 Let no one think that an additional 18 2 billion dollars of investment is modest, or in 19 any way shy. But raising the money is the easy 2.0 part of this exercise. Implementation is the 21 challenge and I have real -- very real concerns, 22 on the lack of specificity on the various utility 23 programs. 24 Staff will be charged to have a

strong and I believe stronger oversight role, than

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PSC - Monthly Meeting - 1-16-20 we have exercised in the past, in order to assure that these targets and these timeframes are met and that customers' money is spent efficiently and

achieve the goals that they want.

Every one should remember, these programs are not free. They're investments and if done correctly, will save people billions of dollars and have real environmental quality improvements. However, they must be done well.

And we also must make sure that all eligible customers are aware of these programs and maximize their participation. The low income customer program design, must include a broader set of stakeholders than we've had in the past because quite honestly, the past performance has not access -- been successful, as I believe it -- it could have been. Again, I believe all classes of ratepayers, must benefit from this program.

I recognize the concern with some of the parties, that the exclusive use of rate-based revenues to support energy efficiency, should not be the sole mechanism, over the entire period, to reach our climate goals. The tax code, particularly the Federal tax code, must and should

PSC - Monthly Meeting - 1-16-20 play an increasing percentage of our overall spending. It provides a far more progressive source of revenue, particularly of high-cost items 5 like geothermal heat pumps and other advanced electro-technologies. Finally, changing customer behavior will be the biggest challenge to achieving these 9 ambitious goals. To date, we have seen, whether 10 it be resistance, or lack of understanding of what these investments mean to individual customers, 11 have not followed through. So, stakeholders at 12

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we've had in the past. With that being said, I strongly

support this initiative.

all level, will need to engage together and again,

at a far more cooperative and successful rate than

CHAIRMAN RHODES: Thank you very much.

With that, we will move to voting on this item and call -- I'm going to call for a vote.

My vote is in favor of the recommendation to improve the joint utilities energy efficiency targets and budgets, through

1	PSC - Monthly Meeting - 1-16-20
2	2025, with modifications, as discussed.
3	Commissioner Burman, how do you
4	vote?
5	COMMISSIONER BURMAN: No.
6	CHAIRMAN RHODES: Commissioner
7	Alesi, how do you vote?
8	COMMISSIONER ALESI: Yes.
9	CHAIRMAN RHODES: Commissioner
LO	Edwards, how do you vote?
L1	COMMISSIONER EDWARDS: Yes.
L2	CHAIRMAN RHODES: And Commissioner
L3	Howard, how do you vote?
L 4	COMMISSIONER HOWARD: Yes.
L 5	CHAIRMAN RHODES: The item is
L 6	approved and the recommendation is adopted.
L7	We'll move now, to the third item
L 8	for discussion. Item 301, case 15-E-0302, as it
L 9	relates to an index renewable energy credit
20	procurement mechanism, under the clean energy
21	standard program, presented by Tom Rienzo, Chief
22	Office of Markets of Innovation. Tom Dwyer,
23	Assistant Counsel, is available for questions.
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25	CHAIRMAN RHODES: Tom the floor is

1	PSC - Monthly Meeting - 1-16-20	
2	yours.	
3	MR. RIENZO: Thank you.	
4	Good afternoon, Chair Rhodes and	
5	Commissioners.	
6	Item 301 relates to the March 12th,	
7	2019 petition, filed by the American Wind Energy	
8	Association and the Alliance for Clean Energy New	
9	York, collectively, the Petitioners, requesting	
LO	that the Commission direct the New York State	
L1	Energy Research and Development Authority, or	
L2	NYSERDA, to implement an indexed renewable energy	
13	credit, or REC procurement, in future tier on	
L4	renewable energy standard solicitations, similar	
L5	to the index REC used in the 2018 offshore wind	
L 6	procurement.	
L7	The Petitioners assert that an	
L8	index REC would serve as a hedge against market	
L9	volatility.	
20	CHAIRMAN RHODES: Tom?	
21	MR. RIENZO: Yes.	
22	CHAIRMAN RHODES: I'm getting body	
23	language that your mic may not be on.	
24	MR. RIENZO: Oh. I'm sorry.	
25	I'm would you like me re re -	

1 PSC - Monthly Meeting - 1-16-20 2 3 CHAIRMAN RHODES: You -- may --? MR. RIENZO: -- begin? 4 5 CHAIRMAN RHODES: Could you start 6 over? 7 MR. RIENZO: Certainly. 8 CHAIRMAN RHODES: That would be 9 proper. 10 Thank you very much. 11 MR. RIENZO: All right. So, good afternoon Chair Rhodes and Commissioners. 12 13 Item 301 relates to the March 12th, 14 2019 petition, filed by the American Wind Energy 15 Association and the Alliance for Clean Energy New 16 York, collectively, the Petitioners, requesting 17 that the Commission direct the New York State 18 Energy Research and Development Authority, or 19 NYSERDA, to implement an index renewable energy 20 credit, or REC procurement, in future tier-one 21 renewable energy standard solicitations, similar 22 to the index REC used in the 2018 offshore wind 23 procurement. 24 The Petitioners assert that an 25 index REC would serve as a hedge against market

volatility, lower financing costs for renewable developers and provide lower costs and less volatile prices for ratepayers. Additionally, the Petitioners claim that an index REC approach would avoid a potential double payment to renewable generation projects, should be carbon pricing be adopted in the New York Independent System Operator's whole -- wholesale energy markets.

On August 1st, 2016 -- the August 1st, 2016 clean energy standard framework order, directed NYSERDA to procure tier one RECs, using a fixed price REC contract, whereby winning bidders would receive a fixed pay-as-bid REC price, throughout the contract life, for every megawatt hour produced by the facility. Under this procurement methodology, the value of the fixed price REC, does not change, regardless if change is in the wholesale energy market.

However, an index REC is more closely based on a developers estimated revenue requirement for the project, known as the strike price. Unlike a fixed price REC, an index REC varies over the life of the contract, based on the net difference between the strike price and a

 $\,$ PSC - Monthly Meeting - 1-16-20 $\,$ reference energy and reference capacity price, for the contracted project.

The reference energy price, which is calculated using the monthly average of the day ahead L.B.M.P., for the zone in which the project is located, serves as a proxy for the energy price paid to the developer. The reference capacity price is based on the monthly ICAP spot market auction price.

To date, NYSERDA has conducted three annual tier one solicitations. These solicitations have been very competitive and resulted in awards to 66 renewable facilities, with approximately 4,000 megawatts of renewable capacity, with an average weighted fixed price REC, in the range of 18 dollars and 52 cents, to 21 dollars and 71 cents, per megawatt hour.

In 2018, NYSERDA conducted its first offshore wind solicitation. This solicitation required offshore developers to submit two bids. One offering a fixed price offshore REC, or an OREC, similar to the tier one fixed price REC and a second bid for a variable priced OREC, based on the index REC model. The

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 $\,$ PSC - Monthly Meeting - 1-16-20 $\,$ lower of the two bids, was used as the basis for the contract price.

NYSERDA's offshore wind solicitation was also very competitive. 18 bids, submitted by four developers. NYSERDA awarded contracts using the indexed OREC, to two projects, with an ag -- aggregate nameplate rating of 1,696 megawatts and an estimated OREC price of 25 dollars and 14 cents per megawatt hour.

Despite the larger capital needs and the higher risk profiles of offshore wind projects, relative to onshore developments, the general proximity of the RECs, amongst the two types of procurements, provides valuable insight in to how risk and other factors have been integrated in the -- in to bidding behavior.

NYSERDA, in response to a

Commission's notice, soliciting comments,

submitted an analysis, indicating that the

introduction of an indexed REC structure in to the

central procurement process, would deliver

significant cost savings to ratepayers. NYSERDA

found that an indexed REC could offer price

benefits of approximately eight dollars a megawatt

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hour, or more, in comparison to a fixed price REC contract. These saving result primarily from the hedging of the wholesale energy mark -- market revenues, as well as the resulting reduction in the risk premiums, renewable developers normally imbed in fixed price REC bids.

To put those numbers in to perspective, in the C.E.S. framework order, the Commission projected that approximately 29,200 gigawatt hours of new renewable energy, would be needed to reach the 20 by '30 goal -- the 20 by '30 C.E.S. goal. The savings to the C.E.S. program, using NYSERDA's per REC savings of eight dollars per megawatt hour, would equate to approximately 233 million dollars, per year, or approximately 4.6 billion dollars, over the life of the contracts.

In addition, NYSERDA indicates that using an indexed REC would likely expand the pool of bidders and future procurements, providing a boost to competition and likely additional downward pressures on -- on REC bids. In addition to cost reductions, an index REC would have -- would have other ancillary benefits for

PSC - Monthly Meeting - 1-16-20 ratepayers, such as a reduction in price volatility.

We anticipate that over the developers contract term, price flexibilities in an index REC would be accompanied by the opposite impact on ratepayer's bills, mitigating those fluctuations. In other words, as energy markets — energy market prices rise for ratepayers, they will generally pay less for an index REC, that reflect the increased revenues associated with those market prices and vice versa.

Under a fixed REC model, however, ratepayers bear the higher cost of financing the project, due to the imbedded risk premium. They - and they are generally potentially exposed to impacts of wholesale price fluctuations in their energy bills.

Additionally, as the Petitioner's noted, an index REC has the benefit of reducing the potential for double payments associated with the renewable and -- renewable attributes, should carbon pricing be implemented in the wholesale market. The issue here, is if carbon pricing is implemented in the wholesale market, a renewable

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PSC - Monthly Meeting - 1-16-20 generator with a fixed REC -- a -- with a fixed price REC, would be compensated for its avoidable carbon emissions twice. Once through the wholesale market revenues and again, through the REC payment.

And index REC should mitigate this risk. As a result, the draft order directs NYSERDA to include an option for developers to use an index REC bid, in addition to continuing the fixed price REC option currently available to -to developers, beginning with the 2020 R.E.S. solicitations.

Giving developers ability to choose a -- either a fixed price, or an index REC, will give developers more flexibility to adapt their bidding behaviors to their specific financial and operational needs and reduce costs for ratepayers.

In addition to the design elements discussed in the draft order, the adoption of index REC structure will require a number of implementation changes in the R.E.S. program. While these issues will require careful planning and attention from the Commission, they are not critical to the Commission's decision of whether

1 PSC - Monthly Meeting - 1-16-20 to adopt an index REC. 2 Since the facilities that will be 3 4 contracted and paid, using an index REC approach, 5 will not be installed in the immediate future, 6 there is time to evaluate and incorporate the 7 details necessary for the successful 8 implementation. To address those implementation 9 issues, the draft order directs NYSERDA and the 10 Staff of the Department of Public Service, to file 11 an implementation plan within 90 days of the 12 order. 13 This concludes my presentation and 14 Staff is available for your questions. 15 CHAIRMAN RHODES: Thank you very 16 much. 17 To state the obvious, this is a 18 very technical proposal and so, for clarity, I'll 19 focus my brief comments on what it delivers, not 2.0 on the mechanics of how it delivers that, though 21 I'll admit, I actually have studied those 22 mechanics and find them sound. 23 Simply, this is a better way to 24 make our needed investments. It makes those

investments cheaper -- investments in large-scale

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1 PSC - Monthly Meeting - 1-16-20 2 renewables, it makes those investments cheaper and 3 more valuable. 4 I'm going to support this item. 5 Commissioner Burman? COMMISSIONER BURMAN: While this 6 7 is, I guess, clarifying it as technical, I think 8 it's a really very important item to be looking at 9 and to look at what the commenters have said and 10 what this may or may not mean. I have really carefully evaluated 11 it and I've looked over the comments and then I 12 13 went back to both the August 1st, 2016 order for the clean energy standard, as well as the offshore 14 15 wind order and carefully looked at all of those 16 comments as well, as well as looking at the joint 17 petition from Multiple Intervenors and IPNY, 18 looking at the double payment issue. 19 So, for me, I am very concerned 20 about approving an index REC in this case. 2.1 don't think that we have done our due diligence, 22 nor do I think that NYSERDA has done its due

 $\label{eq:let_me_take} \mbox{Let me take a few moments to} \\ \mbox{explain my concerns.}$

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diligence.

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In the August 1st, 2016 order, on page 102, we stated that the effectiveness of REC only procurement will be evaluated in the triannual review process, which would be coming in 2020, now. At that time, we were going to be looking at a number of things.

We were going to look at whether supply's available to meet L.S.C. obligations. We were going to look at cost of RECs, compared with neighboring states and other markets. We were going to be looking at the extent of reliance on alternative compliance payments. We were going to look at the effects on ratepayer cost and risk and I underscore that. And overall bill impacts.

We were going to look at the rate of entry, by competitive developers. We were going to look at the extent to which projects are developed in-state and we were going to look at the extent of in-state projects, selling RECs in to neighboring markets.

And that is just one aspect of the triannual review process.

It was disheartening to me, during the preparations for this session, that many

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PSC - Monthly Meeting - 1-16-20 people, when I asked them, when is the C.E.S. triannual review process getting started and what is the current status, people that I expected to know that, did not, nor did they seem inclined to

get under the hood about that.

The comments talked about the C.E.S. triannual review. Therefore, I think that folks should have taken due diligence to do that. The order spoke to that and so -- was routinely talked about, about that, would be the time the Commission itself would be able to review and various stakeholders would also be able to.

It is really imperative that if we're going to put things like that in orders, that we are held accountable to that. And if there are changes that we as a Commission as a whole also take ownership on what those changes are, it's a substantive change to me, not just a date change.

From my perspective, I then looked at the order -- the offshore wind order and on page 38, it talked about when we went to the index and fixed REC, that there were unique and I underscore unique, unique characteristics of

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PSC - Monthly Meeting - 1-16-20 offshore wind, that warranted additional consideration of the approach to procurement. And therefore, that is how we came up with sort of the hybrid of the fixed and the index, both having to be submitted.

Here, we are sort of discounting the fact of the unique circumstances and instead, saying NYSERDA has a lot of experience with this, they did it in the offshore wind, so therefore, we can do it now.

I don't know that they have a lot of experience. It has only been done on the offshore wind, which is relatively new and it is not necessarily that it's been successful for -to completion of an offshore wind project. It's just a beginning.

However, I do -- I do recognize that they have experience. But again, going back to both the August 1st, 2016 order and the offshore wind order, it was clear that one, we would be looking at this in the C.E.S. triannual review and two, that we were recognizing that the offshore wind was different from here. There were unique circumstances from that.

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Commenters raised that. Very
little attention was given to those opposed the
petition and NYSERDA's support of that petition.

That concerns me because I think that there should
have been more due diligence in clearly analyzing
what the folks who were opposed to those
positions, were saying and get a little bit more
under the hood, rather than just summarizing what
their opposition is and take note of that because
some of the things, for me, if the opposition is
correct, we have really inappropriately shift the
risk that's currently on the developers to the
ratepayers. That risk is something that I'm not
willing to take.

Then when I --

CHAIRMAN RHODES: All right.

COMMISSIONER BURMAN: -- look

further, there are four or five reasons that are given, on why index REC is appropriate.

Four or five reasons given, are one, it may hedge against market vitality (sic).

Second, it can in -- decrease the financing costs for renewable generators. Three, it can provide lower costs for ratepayers. Four, it can provide

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less volatile prices for the ratepayers and five, it may, or may not, it may avoid the double payment to renewable generation projects, if and I underscore that, carbon pricing is adopted in to the New York I.S.O. wholesale energy market.

This is the first time we're discussing in an order, carbon pricing. I think that that requires us to have a little bit more careful analysis of what that may mean, if we may do it, if we may not, what those parameters are, how it may impact, what does it mean about maybe avoiding the double payment.

There's a lot of coulds in here, but on things like the shifting of the risk and the costs, there's a lot of shoulds and may. shoulds and the may, seem to go against protecting the ratepayer and that's what I'm concerned about.

For me, NYSERDA and D.P.S. are being asked now, to put forward an implementation The only aspects that come back to the plan. Commission itself, are the compliance aspects.

It's recognized, even by the supporters, that there are challenges to that implementation plan, even by NYSERDA itself.

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There's going to be a technical conference,
stakeholder engagement.

For me, I'm struck by the fact that why wouldn't we want to have that engagement of stakeholders and a more clearer implementation plan put before us, before we say yes on the dotted line, to the index REC? Can't harm it. It actually may help us.

And it also may help with the uncertainty, as a developer, who's deciding should I put forward a fixed REC bid, or should I put forward an index REC bid. They're not allowed to do both, so they have to choose and there may be reasons that they choose.

If we don't have an implementation plan and it's not actually going to come back to the Commission on those aspects, not just the compliance that comes back, then if I'm a developer, I might see a little bit more risk in that, unless I know exactly what that implementation plan's going to look like because I don't have it in front of me.

So, there's some, I think, concern, from where I sit, in terms of the uncertainty of

1 PSC - Monthly Meeting - 1-16-20 that implementation plan. That's where it gets 2 3 mucky -- murky. The -- muddy? I don't know. I 4 got to come up with "M" words. 5 CHAIRMAN RHODES: It's okay. We'll 6 -- we got it. 7 COMMISSIONER BURMAN: Yeah. 8 But for me, that's where we have 9 challenges. The supporters recognize the 10 challenges in that. We've had other experiences 11 of our challenges and the implementation. 12 would I flip that obligation of my duty as a -- as 13 a regulator, to not come back to me on that as a 14 whole? 15 This petition came in, in March 16 2019, but even before that, it was discussed back 17 in the August 2016 order, as well as the offshore 18 wind order and for me, it should've been the 19 owness on us, to say that petition is deficient. 20 You should really come back and amend your 21 petition, with an implement -- potential 22 implementation plan and work with NYSERDA. 23 There was a long-lag period. We're

talking about the need to have this ready for the

next solicitation. So, in a sense, they already

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PSC - Monthly Meeting - 1-16-20 should have it. They already should've been working on it and we should know that it is and it could've been presented to the Commission.

That concerns me. A lot of good intentions to get the solicitation out there, but there's a lot of uncertainty from where I sit and that could've been the trigger, to make sure that we were pushing NYSERDA, to work with D.P.S., on that implementation plan.

When I went through the concerns, what I was struck with, was the diversity of commenters. It's not ones that always agree with each other, but to me, the fact that there were a number of different commenters, who were raising concerns, or outright opposed to the index REC, weighed heavily on me and when I looked at what they were saying, it was about the risk to the ratepayers and it was also about not going full-steam ahead with something that may, or may not be helpful.

It's completely pivoting, in what has been tried and true policy, from the Commission, that the risk of these should be on the developers, not on the ratepayers. That flip,

PSC - Monthly Meeting - 1-16-20 is something that is really important for us to understand. That isn't technical. That's a massive policy shift and again, that is what concerns me.

I do note, that the joint utilities submitted initial comments and then reply comments. The reply comments did not go against the original comments. However, the reply comments were definitely much more muted and much more focused on well, it kind of looks like NYSERDA and the petition are going to -- to have this, so if we're going to do it this way, this is how it should look and be concerned.

The reply comments fell flat for me because the original comments were glaring to me, on the concerns that were there. So, for me, I was not persuaded, especially since the reply comments did not say we're changing our view from the original comments and therefore, we no longer have the same concerns. That to me, would have given me a little bit more comfort.

Instead, I discount in real value, the reply comments because it didn't seem to add much, except well, if this is going to happen,

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then this is what should be done. That's

important.

The New York Municipal Power

Agency, has had for me, very, very effective

comments. I would urge anyone to look at them,

carefully because I think they clearly lay out the

big concerns that are there, as well as the fact

that we may actually not just cause the risk to

ratepayers, but we may actually cause potential

problems for the upstate communities and the New

York Municipal Power Agency's comments really

weighed heavily on me.

And then in combination with that and the Multiple Intervenors and the new -- and New York City, I was persuaded that approving the index REC at this time, is not something that we should do. We should be much more mindful of the need to get further under the hood, not just look at this as a technical decision and look through the C.E.S. triannual review process and clearly examine it.

So, then I was weighed down with -- after deciding that this was the wrong to vote yes for, I was weighed down with well, does that harm

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PSC - Monthly Meeting - 1-16-20 the upcoming solicitation? Does that cause a problem because if we have them wait, to give us further information, putting forward an implementation plan that could be looked at working with the stakeholders, would that harm what is supposed to be an implementation -- a solicitation that will come out?

My decision is no. Why? we have already had an experience in these solicitations, in 2018 and 2019, that were robust. We got a lot. We were --

> CHAIRMAN RHODES: Uh-huh.

COMMISSIONER BURMAN:

oversubscribed. So, I don't fear that somehow we need to do this, to make the developers be a part of the solicitation.

My biggest fear is when I look to NYSERDA, I don't see enough analysis and I'm persuaded by New York City's comments, that there should be more substantive, quantitative analysis that is done, to ensure that we are carefully evaluating the risk. The flip of the risk is something that is, to me, what makes me say I can't vote for this.

1 PSC - Monthly Meeting - 1-16-20 2 Thank you. 3 CHAIRMAN RHODES: Thank you very 4 much. 5 Commissioner Alesi? 6 COMMISSIONER ALESI: Thank you, Mr. 7 Chairman. 8 Generally speaking, the concept of 9 hedging against market volatility, can lower 10 financing costs for renewable generators and as 11 you pointed out, that can be more bidders. The 12 obvious result is positive. 13 And I think that hedging provides 14 lower costs and less volatility for the 15 ratepayers, as well. Same result. Positive. 16 I agree that the technical aspects 17 of hedging can be challenging, but the simple 18 concept, is that it has a very useful place in 19 almost any business transaction, not the least of 20 which is financial markets. But what we're trying 21 to do here, our ultimate goal is clean energy and 22 this is just another way that we get where we need 23 to be and I think it'll be an easier way to get 24 there. 25

CHAIRMAN RHODES:

Thank you very

1	PSC - Monthly Meeting - 1-16-20
2	much.
3	Commissioner Edwards?
4	COMMISSIONER EDWARDS: Yeah.
5	I will be supporting it, as as
6	well. I think it does help with some
7	uncertainties and I think it expands the pool of -
8	- of bidders and I do think that the over
9	overall, it will start to drive some of the prices
10	down.
11	So, I will I'll be supporting
12	it.
13	CHAIRMAN RHODES: Thank you very
14	much.
15	Commissioner Howard?
16	COMMISSIONER HOWARD: I don't have
17	any comments at this time.
18	CHAIRMAN RHODES: Well, thank you.
19	So, with that, it's time to vote
20	and I will proceed to call for a vote.
21	My own vote is in favor of the
22	recommendation to grant the petition and direct
23	NYSERDA to include an option for bidders to offer
24	an index REC bid, in future renewable energy
25	standard solicitations, as discussed.

1	PSC - Monthly Meeting - 1-16-20	
2	Commissioner Burman, how do you	
3	vote?	
4	COMMISSIONER BURMAN: No.	
5	CHAIRMAN RHODES: Commissioner	
6	Alesi?	
7	COMMISSIONER ALESI: Yes.	
8	CHAIRMAN RHODES: Commissioner	
9	Edwards?	
10	COMMISSIONER EDWARDS: Yes.	
11	CHAIRMAN RHODES: Commissioner	
12	Howard?	
13	COMMISSIONER HOWARD: Yes.	
14	CHAIRMAN RHODES: The item is	
15	approved and the recommendation is adopted.	
16	We now move to the consent agenda.	
17	Do any Commissioners wish to	
18	comment on, or recuse from voting on any items on	
19	the consent agenda?	
20	Commissioner Burman?	
21	COMMISSIONER BURMAN: Thanks.	
22	I'll be voting no on Item 368. I	
23	take note that in this item, it is giving	
24	potentially, some good news to NYPA customers.	
25	However, I do note that there are no comments that	

PSC - Monthly Meeting - 1-16-20 were submitted by any of the potential customers, or anyone that might have a different opinion.

My concern is, that for me, I do
think that when we have tariff changes and tariff
items, we don't do as good a due diligence, in
making sure that we are carefully making sure that
folks are seeing that, as a tariff change and
making sure that we are carefully looking. And I
would've liked to have seen a little bit more of,
okay, what are the potential down sides here and
get under the hood.

To the extent that and I've raised this before, NYPA is not under our authority.

When they do items, when we grant items that give them part -- to be part of some of our programs, I do think that we need to have more information and a lot more transparency in exactly what that means and see some of it.

So, for me, it is not that I am against this. It may be a positive thing, but I'm left feeling that I didn't get as much information as I should have and I'd like to see a lot more engagement on what this means, with the NYPA customers and the NYPA funding and what it may

1	PSC - Monthly Meeting - 1-16-20
2	mean from costs across the board.
3	Thank you.
4	CHAIRMAN RHODES: Thank you.
5	Commissioner Alesi?
6	COMMISSIONER ALESI: I vote yes.
7	CHAIRMAN RHODES: We're not voting
8	yet.
9	COMMISSIONER ALESI: Oh.
LO	CHAIRMAN RHODES: Do you have
L1	wish to re have your?
L2	COMMISSIONER ALESI: No comments.
L3	CHAIRMAN RHODES: Okay.
L 4	COMMISSIONER ALESI: No comments.
L 5	CHAIRMAN RHODES: Commissioner
L 6	Edwards?
L7	COMMISSIONER EDWARDS: I do not
L8	have anything at this time.
L 9	CHAIRMAN RHODES: And Commissioner
20	Howard?
21	COMMISSIONER HOWARD: No.
22	I have no comments.
23	CHAIRMAN RHODES: Now, we're ready
24	to vote.
5	T call for a wote on the consent

1	PSC - Monthly Meeting - 1-16-20
2	agenda and my own vote, is in favor of the
3	recommendations on the consent agenda.
4	Commissioner Burman, acknowledging
5	your point on 368?
6	COMMISSIONER BURMAN: I'm otherwise
7	voting yes.
8	CHAIRMAN RHODES: Thank you.
9	Commissioner Alesi?
10	COMMISSIONER ALESI: Still voting
11	yes.
12	CHAIRMAN RHODES: Phew.
13	Commissioner Edwards?
14	COMMISSIONER EDWARDS: I vote yes.
15	CHAIRMAN RHODES: And Commissioner
16	Howard?
17	COMMISSIONER HOWARD: Yes.
18	CHAIRMAN RHODES: The items are
19	approved and the recommendations are adopted.
20	Secretary Phillips, is there
21	anything further to come before us today?
22	SECRETARY PHILLIPS: No, there's
23	not.
24	CHAIRMAN RHODES: Thank you.
25	With that, we are adjourned.

234	PSC - Monthly Meeting - 1-16-20
	Thanks, everyone.
4	(The meeting adjourned.)
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1	PSC - Monthly Meeting - 1-16-20	
2	STATE OF NEW YORK	
3	I, HANNAH ALLEN, do hereby certify that the foregoing was	
4	reported by me, in the cause, at the time and place, as	
5	stated in the caption hereto, at Page 1 hereof; that the	
6	foregoing typewritten transcription consisting of pages 1	
7	through 104, is a true record of all proceedings had at	
8	the hearing.	
9	IN WITNESS WHEREOF, I have hereunto	
10	subscribed my name, this the 20th day of January, 2020.	
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13	HANNAH ALLEN, Reporter	
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