

ORIGINAL



0000065737

1 Timothy M. Hogan (004567) RECEIVED  
2 ARIZONA CENTER FOR LAW  
3 IN THE PUBLIC INTEREST  
4 202 E. McDowell Rd., Suite 153 2007 FEB 20 P 3:42  
5 Phoenix, Arizona 85004  
6 (602) 258-8850

AZ CORP COMMISSION  
DOCUMENT CONTROL

7 Attorneys for Southwest Energy Efficiency Project  
8 and Western Resource Advocates

OSRB

9 **BEFORE THE ARIZONA CORPORATION COMMISSION**

10 JEFF HATCH-MILLER, CHAIRMAN  
11 WILLIAM A. MUNDELL  
12 MIKE GLEASON  
13 KRISTIN K. MAYES  
14 GARY PIERCE

15 IN THE MATTER OF THE APPLICATION OF  
16 ARIZONA PUBLIC SERVICE COMPANY FOR  
17 A HEARING TO DETERMINE THE FAIR  
18 VALUE OF THE UTILITY PROPERTY OF THE  
19 COMPANY FOR RATEMAKING PURPOSES,  
20 TO FIX A JUST AND REASONABLE RATE OF  
21 RETURN THEREON, TO APPROVE RATE  
22 SCHEDULES DESIGNED TO DEVELOP SUCH  
23 RETURN, AND TO AMEND DECISION NO.  
24 67744

Docket No. E-01345A-05-0816  
E-01345A-05-0826  
E-01345A-05-0827

**WRA/SWEEP REPLY BRIEF  
(CORRECTED)**

25 IN THE MATTER OF THE INQUIRY INTO  
THE FREQUENCY OF UNPLANNED  
OUTAGES DURING 2005 AT PALO VERDE  
NUCLEAR GENERATING STATION, THE  
CAUSES OF THE OUTAGES, THE  
PROCUREMENT OF REPLACEMENT POWER  
AND THE IMPACT OF THE OUTAGES ON  
ARIZONA PUBLIC SERVICE COMPANY'S  
CUSTOMERS

IN THE MATTER OF THE AUDIT OF THE  
FUEL AND PURCHASED POWER  
PRACTICES AND COSTS OF THE ARIZONA  
PUBLIC SERVICE COMPANY.

Arizona Corporation Commission  
**DOCKETED**

FEB 20 2007

DOCKETED BY KK

1 **Table of Contents**

2 **WESTERN RESOURCE ADVOCATES**

3 Introduction 1  
4 Renewable Energy 1  
5 Urban Heat Island Reduction Program 3  
6 Green Power Tariff 4  
7 Environmental Improvement Charge (EIC) 5  
8 Climate Change Management Plan and Commitment 5  
9 Conclusions 6

10 **SOUTHWEST ENERGY EFFICIENCY PROJECT**

11 Introduction 6  
12 The Commission Should Not Approve Significant Increases in  
13 Costs for Customers Without First Directing APS to Increase  
14 Cost-Effective Energy Efficiency, Significantly and  
15 Aggressively, in the APS Service Territory 7  
16 The Commission Should Increase Energy Efficiency for APS  
17 Customers by Adopting the Energy Efficiency Standards (EES)  
18 Proposed by SWEEP 8  
19 Aggressive Action to Increase Energy Efficiency is Both  
20 Necessary and in the Public Interest. The Goals of the ESS  
21 Are Reasonable, and They can be Achieved with Cost-  
22 Effective Energy Efficiency Programs 9  
23 The Energy Efficiency Standard (EES) Goals Should be  
24 Adopted in this Proceeding, and the Goals Should be Based  
25 On Effects and Impacts, Not on Spending 10  
It Is Essential to Increase Energy Efficiency Efforts to Reach  
More APS Customers 10

1	Apparently, APS Believes That it is Acceptable to Acquire	
2	More Expensive Resources, Leading to Higher Costs and Risks	
3	For Customers, While Asserting that the Budget for Cost-	
4	Effective Energy Efficiency DSM Programs Should Remain	
	at its Current Level. APS is Putting the Interests of Shareholders	
4	Before the Interests of Ratepayers	11
5	Adequate Funding Should be Authorized to Achieve the Goals	
6	of the EES and Secure the Associated Benefits	11
7	APS Should File an ESS Implementation Plan for Commission	
7	Review and Approval	12
8	If the Commission is Concerned about Potential Rate Impacts of	
9	Energy Efficiency Programs, Additional DSM Funding and Cost-	
10	Recovery Mechanisms Should be Considered	13
11	Any Underspensing of the \$48 Million DSM Energy Efficiency	
11	Spending Requirement for 2005-2007 Should be Carried Over	
12	And Spent in Subsequent Years	13
13	The Commission Should Approve the DSM Performance	
13	Incentive	14
14	The Commission Should Reject APS' Proposal for Net Lost	
15	Revenue Recovery	14
16	APS Should Develop an Urban Heat Island Effect Program or	
17	Program Element	15
18	The Commission Should Adopt WRA's Recommendations on	
18	Climate Change Risk Management	15
19		
20		
21		
22		
23		
24		
25		

1 **WESTERN RESOURCE ADVOCATES**

2 **INTRODUCTION**

3 Western Resource Advocates (WRA) addressed five issues in its testimony and  
4 initial post-hearing brief: green power tariffs, demand side management (DSM) to  
5 reduce the urban heat island effect, renewable energy, Arizona Public Service Company's  
6 (APS') proposed Environmental Improvement Charge, and a climate change management  
7 plan and commitment. This reply brief addresses other parties' initial post-hearing briefs  
8 concerning these five issues. WRA continues to recommend adoption of the policies set  
9 forth in its initial post-hearing brief for the reasons given in that brief.

10 WRA agrees with the Solar Advocates' assessment (Closing Statement, pp. 8, 11,  
11 12) that APS must plan for present and future energy challenges. This case is not only  
12 about APS extricating itself from current financial difficulties. The Commission's  
13 decision in this case can also affect how APS plans for the future to solve long term  
14 problems. The next 10 years and beyond will see increasingly expensive fossil fuels and  
15 adoption of limitations on the emission of greenhouse gases. APS needs to reduce its  
16 exposure to volatile and increasing fossil fuel prices and to reduce its greenhouse gas  
17 emissions and associated cost exposure. To modernize its portfolio, APS must acquire  
18 significant amounts of renewable energy and energy efficiency and must prepare and  
19 implement a meaningful plan for reducing greenhouse gas emissions. Business as usual  
20 with its continued pursuit of obsolescent technologies will not prepare APS or Arizona  
21 for successfully navigating the next 50 years.

22 **RENEWABLE ENERGY**

23 A broad theme in APS' initial post-hearing brief is that long term exposure to  
24 high natural gas prices is just an unavoidable cost of doing business and that ratepayers  
25 should pay any resulting cost increases. APS discounts the role of low cost, stably priced

1 renewable energy in limiting its exposure to high natural gas prices (APS initial post-  
2 hearing brief, p. 115) by arguing that the cost of renewable energy is higher than the  
3 “current” cost of natural gas and therefore renewable energy is not a cost-effective hedge  
4 against future high natural gas prices. Further, APS asserts that financial hedges can be  
5 secured at a relatively small cost over prevailing market prices. In addition, APS implies  
6 that competing with other utilities for out-of-state renewable energy resources is  
7 somehow bad. And APS argues that revising its scheduling of gas purchases to deal with  
8 intermittent wind resources is problematic. These arguments are flawed as summarized  
9 below:

- 10 a. Wind and geothermal resources are cost competitive with natural gas at  
11 gas prices that have prevailed in the last few years (Berry, direct  
12 testimony, Exhibits DB-2 and DB-3, and pages 8-10).
- 13 b. The purpose of using renewable energy as a hedge against high natural gas  
14 prices is to limit APS’ and ratepayers’ exposure to high natural gas prices  
15 over the next 15 years or longer (the term of a renewable energy contract  
16 or life of a utility-owned renewable energy project). Because natural gas  
17 prices have been volatile, have tended to increase, and cannot be predicted  
18 with any reliability (Berry, direct testimony, Exhibit DB-2, and Berry  
19 surrebuttal, pp . 8-9), low cost, stably priced renewable resources, such as  
20 wind and geothermal resources, provide a reasonable hedge in a very  
21 uncertain world.
- 22 c. APS cannot know the price of natural gas over the next 15 to 25 years, so  
23 it cannot argue that low cost, stably priced renewable resources are more  
24 expensive than gas fired generation. But APS can know what it will pay  
25 for renewable energy either by continuing to sign contracts with fixed  
prices or a pre-determined schedule of prices, or by building its own  
renewable energy projects, the costs of which are largely fixed capital  
costs, paid up-front. There are no uncertain fuel costs to pay.
- d. The cost premium APS claims to be paying for renewable energy under  
recent contracts includes an exaggerated estimate of wind integration costs  
(Berry, direct testimony, pp. 14-15; Ormond direct testimony, pp. 2-5).
- e. A comparison with financial hedges is inapt. As used by APS, financial  
hedges are short term instruments and cannot limit cost exposure over the  
long run. If gas prices trend upward over the long run, the price of hedged  
gas will trend upward as well. In contrast, long term acquisition of

1 renewable energy at fixed or stable prices effectively limits cost exposure  
2 over the long run.

- 3 f. There is no inherent problem with APS competing with other utilities for  
4 wind or geothermal resources. APS competes with other utilities for  
5 natural gas. There are hundreds of MW of geothermal resource potential  
6 in the Salton Sea of California and thousands of MW of wind energy  
7 potential in Arizona, New Mexico, and Colorado which could serve  
8 Arizona consumers, for example (Berry direct testimony, pp. 10-11).
- 9 g. With regard to the costs associated with scheduling gas on a system with  
10 significant amounts of intermittent wind energy, Public Service Company  
11 of Colorado found, for the case where wind penetration is 10 percent of  
12 peak load, that the cost is small -- between \$1.26 per MWh of wind energy  
13 and \$2.17 per MWh, depending on whether the additional benefits of gas  
14 storage are considered (Berry, surrebuttal, p. 8, note 9). The costs of  
15 scheduling gas should be investigated as part of APS' on-going wind  
16 integration study (Berry surrebuttal, p. 8).

17 In conclusion, low cost, stably priced renewable energy is a reasonable hedge  
18 against high gas prices over the next 15 to 25 years. APS has not asked that its ability to  
19 recover the costs of natural gas be capped, so ratepayers' exposure to high natural gas  
20 prices over the long run will continue unchecked unless significant amounts of gas  
21 generation are displaced with low cost, stably priced renewable energy.

## 22 **URBAN HEAT ISLAND REDUCTION PROGRAM**

23 APS and WRA agree that an urban heat island reduction program would be  
24 beneficial (APS initial post-hearing brief, p. 124). However, APS' reluctance to proceed  
25 with an urban heat island reduction program (initial post-hearing brief, pp. 124-125) is  
hard to fathom. APS has not identified a good reason why it should delay developing a  
demand side management program that could significantly reduce peak period demand  
for electricity.<sup>1</sup> APS' ostensible reasons for delay are that APS has a long relationship

---

<sup>1</sup> APS states in note 101 (p. 124 of its initial post-hearing brief) that the Commission found cool roofs to be a cost ineffective DSM program in Decision No. 68488 at page 33. This decision pertains to non-residential DSM programs. APS' characterization of the Commission's decision is incomplete: Staff found that in retrofit applications, cool roofs were not cost effective on non-residential structures. However, Staff also found that for new roofs and for existing buildings where the roof was going to be replaced anyway, the marginal cost of reflective coatings was zero or negative. Consequently, cool roofs

1 with Arizona State University, that urban heat island “issues” are unique, and that APS  
2 anticipates that the university will produce valuable findings over the next few years  
3 (APS initial post-hearing brief, p, 125). APS has never stated what research it expects the  
4 university to complete or when that research will be completed (Orlick, rebuttal  
5 testimony, pp. 12-14). APS is simply proposing a delay of unknown duration to obtain  
6 unspecified information. Conversely, WRA has indicated that there is already over a  
7 decade of research on urban heat island effects and measures to reduce those effects  
8 (Berry surrebuttal, p. 3, note 1). This existing research and experience, which includes  
9 research on Arizona, can be used to develop a heat island reduction program. WRA  
10 recommends that the Commission direct APS to move forward with developing and  
11 implementing a cost-effective urban heat island reduction program now.

12 **GREEN POWER TARIFF**

13 WRA believes that a green power tariff is in the public interest. APS proposes to  
14 offer a green power tariff with an initial surcharge of \$0.01 per kWh and with a minimum  
15 block size of 100 kWh per month; WRA agrees with APS on these features of the green  
16 power tariff (WRA initial post-hearing brief, pp. 1-2). However, there remain several  
17 contested issues regarding APS’ green power tariff. A rate design with multiple sets of  
18 prices, as proposed by APS, may confuse customers. In addition, APS’ proposed rate  
19 design does not reflect the stable costs of renewable energy relative to the fluctuating  
20 costs of natural gas. Under APS’ proposal, if natural gas costs go up, the premium for  
21 renewable energy would not go down until the next rate case. As explained in WRA’s  
22 initial post-hearing brief (pp. 2-3), WRA recommends a single green power tariff and a  
23 single set of green power rates for which APS would propose annual revisions that take  
24

---

25 on new buildings or cool roofs on existing buildings where the roof is going to be replaced anyway are obviously cost effective since they yield energy savings but have zero or negative incremental cost.

1 into account the costs of existing renewable resources, the costs of any additional  
2 renewable energy resources serving green power customers, and APS' estimated avoided  
3 costs. Under WRA's proposal, if natural gas costs go up, the premium for renewable  
4 energy would go down at the next annual cost review. Thus, WRA's proposal better  
5 signals to ratepayers the contrast in costs between renewable energy and conventional  
6 generation. Further, WRA recommends that the 10% option apply only to non-residential  
7 customers to be consistent with the requirements for Green-e certification. Otherwise,  
8 APS might not receive Green-e certification.

### 9 **ENVIRONMENTAL IMPROVEMENT CHARGE (EIC)**

10 Staff (initial post-hearing brief, pp. 53-54), AECC (initial post-hearing brief, pp.  
11 14-16), and RUCO (initial post-hearing brief, pp. 44-45) oppose the EIC while APS  
12 (initial post-hearing brief, pp. 99-107) and WRA (initial post-hearing brief, pp. 10-12)  
13 believe that the EIC has merit. The benefit of the EIC is that it encourages APS to either  
14 accelerate programs to comply with existing or anticipated environmental standards early  
15 or undertake voluntary environmental improvements that are not required by law by  
16 making cost recovery more timely and more certain. These actions would benefit  
17 Arizona and the Arizona environment, and may reduce APS' exposure to potential  
18 compliance costs in the future. WRA recognizes that the EIC departs from traditional  
19 ratemaking as argued by RUCO, AECC, and Staff, but believes that the public interest is  
20 served by innovation to encourage a reduction of the environmental impact of power  
21 production. As APS stated (initial post-hearing brief, p. 106), "innovation is not a valid  
22 criticism."

### 23 **CLIMATE CHANGE MANAGEMENT PLAN AND COMMITMENT**

24 Reducing greenhouse gas emissions and the costs of such reductions are critical  
25 issues facing business, government at all levels, and society in general. As actions to deal

1 with greenhouse gases accelerate, it is prudent for APS and the Commission to  
2 systematically address emission reductions, costs, and cost recovery. WRA proposed that  
3 the Commission direct APS to undertake a climate change management plan, carbon  
4 emission reduction study, and commitment and action plan with public input and  
5 Commission review (WRA initial post-hearing brief, pp. 12-15). WRA could find no  
6 objections to this proposal in any other party's initial post-hearing brief. We continue to  
7 recommend adoption of our climate change proposal.

## 8 **CONCLUSION**

9 In addition to consideration of APS' financial health, this rate case can also begin  
10 to set the course for APS' management of fossil fuel price risk, reduction of greenhouse  
11 gas emissions, and reduction of other environmental impacts of power production and  
12 delivery. WRA has proposed detailed actions to manage these risks and recommends that  
13 the Commission adopt our proposals on green power tariffs, reducing the urban heat  
14 island effect, increasing the use of renewable energy, encouraging environmental  
15 improvements through the EIC, and developing and implementing a climate change  
16 management plan and commitment.

## 17 **SOUTHWEST ENERGY EFFICIENCY PROJECT**

### 18 **INTRODUCTION**

19 The Southwest Energy Efficiency Project (SWEET) agrees with Western  
20 Resource Advocates (WRA) and the Solar Advocates that this rate case is about more  
21 than APS extricating itself from its current financial difficulties. The decision in this case  
22 must put APS on the right path to address both present and future energy challenges, and  
23 to meet the current and future needs of its customers for reliable and affordable energy  
24 resources.

25

1 SWEEP has demonstrated to the Commission, in this case (Schlegel direct and  
2 surrebuttal testimony, SWEEP post hearing brief), and in other cases and forums before  
3 the Commission, that cost-effective energy efficiency DSM programs reduce total costs  
4 for customers and are in the public interest. In this case the Commission should direct  
5 APS to increase its cost-effective energy efficiency programs significantly, and adopt the  
6 SWEEP-proposed Energy Efficiency Standard (EES) as a multi-year goal, to reduce total  
7 costs for customers and to mitigate the future costs and associated risks that would  
8 otherwise be passed on to customers.

9 APS must change its resource mix significantly and must reduce its exposure (and  
10 the exposure of its customers) to the uncertain and volatile prices of fossil fuels and their  
11 environmental and climate risks. To do so, APS must increase its reliance on cost-  
12 effective energy efficiency. Therefore, APS should be directed to maximize the  
13 acquisition of cost-effective energy efficiency resources. Otherwise, future APS rate  
14 cases will likely be dominated by the same issues as in this case – APS financial  
15 difficulties and the pass-through of even higher costs and risks to customers. The  
16 Commission must set the vision to get off of the treadmill of higher costs and higher risks  
17 by increasing investments in cost-effective energy efficiency.

18 SWEEP addressed the following issues in its testimony and post hearing brief,  
19 and hereby submits this reply brief.

20 **THE COMMISSION SHOULD NOT APPROVE SIGNIFICANT INCREASES IN**  
21 **COSTS FOR CUSTOMERS WITHOUT FIRST DIRECTING APS TO INCREASE**  
22 **COST-EFFECTIVE ENERGY EFFICIENCY, SIGNIFICANTLY AND**  
**AGGRESSIVELY, IN THE APS SERVICE TERRITORY**

23 Increasing energy efficiency through cost-effective programs is in the public  
24 interest and will provide significant and cost-effective benefits for APS customers  
25

1 (residential consumers and businesses), the electric system, the economy, and the  
2 environment. (Schlegel direct testimony, p. 4).

3 The Commission should direct APS to maximize the acquisition of all cost-  
4 effective energy efficiency resources in its service territory. As a step towards this  
5 important policy objective, the Commission should adopt the Energy Efficiency Standard  
6 (EES) proposed by SWEEP, and direct APS to develop an implementation plan and  
7 propose adequate funding to achieve the EES goals

8 By definition, every unit of cost-effective energy efficiency not acquired by APS  
9 will lead to higher total costs for customers. SWEEP testified that there were many  
10 opportunities for cost-effective energy efficiency in the APS service territory, and many  
11 APS customers to reach with APS DSM programs (Schlegel testimony and response to  
12 cross-examination, October 23, 2006; Exhibit SWEEP-JS-3). No party contested this  
13 portion of SWEEP's testimony.

14 The Commission should set the vision to increase energy efficiency programs and  
15 achieve the benefits of cost-effective energy efficiency resources, as it has with the  
16 Renewable Energy Standard for renewable energy resources.

17 **THE COMMISSION SHOULD INCREASE ENERGY EFFICIENCY FOR APS**  
18 **CUSTOMERS BY ADOPTING THE ENERGY EFFICIENCY STANDARD (EES)**  
19 **PROPOSED BY SWEEP**

20 Specifically, the Commission should set APS DSM energy efficiency program  
21 goals in the form of an Energy Efficiency Standard (EES). (Schlegel direct testimony, p.  
22 4). The EES should require APS DSM energy efficiency programs to: (1) achieve energy  
23 savings equal to at least 5% of total energy resources needed to meet retail load in 2010,  
24 and at least 15% in 2020; and (2) reduce summer peak demand by at least 5% of total  
25 capacity resources needed to meet retail peak demand in 2010, and at least 15% in 2020.  
(Schlegel direct testimony, p. 4).

1 The EES, as a multi-year goal, sets the vision necessary to increase energy  
2 efficiency to benefit APS customers.

3 **AGGRESSIVE ACTION TO INCREASE ENERGY EFFICIENCY IS BOTH**  
4 **NECESSARY AND IN THE PUBLIC INTEREST. THE GOALS OF THE ESS**  
5 **ARE REASONABLE, AND THEY CAN BE ACHIEVED WITH COST-**  
6 **EFFECTIVE ENERGY EFFICIENCY PROGRAMS**

7 APS labeled SWEEP's proposed EES as "aggressive" (APS post hearing brief, p.  
8 118). SWEEP believes it is essential to be deliberate and aggressive in pursuing cost-  
9 effective energy efficiency resources that meet customer needs, to reduce total costs and  
10 risks for customers. Significant increases in energy efficiency goals and adequate  
11 funding to achieve the goals is in the interest of customers and the public – and  
12 diversifying the resource mix is also be in the interest of APS shareholders.

13 SWEEP submits that aggressively pursuing cost-effective energy efficiency  
14 resources is a good thing. To stand by complacently would lead to higher total costs and  
15 risks for customers.

16 APS appears to assume that APS customers will sit still and accept even higher  
17 costs and risks associated with the resource portfolio APS is planning. The APS position  
18 that DSM costs should remain at their current level, while there are huge amounts of cost-  
19 effective energy efficiency to be acquired, is not in the public interest.

20 The proposed EES goals are both reasonable and achievable. (Schlegel direct  
21 testimony, p. 5). Other states and utilities have achieved energy savings equivalent to or  
22 greater than the EES goals that SWEEP proposes. (Schlegel direct testimony, p. 5-6).  
23 Similar savings goals are supported by other policy makers in the west, including by the  
24 Western Governors Association (WGA) in its goal to increase energy efficiency 20% by  
25 2020, and by the Arizona Climate Change Advisory Group in its consensus  
recommendation to set electric energy savings goals of 5% savings by 2010 and 15%

1 savings by 2020 through DSM programs, which is equivalent to the SWEEP EES  
2 proposal. (Schlegel surrebuttal testimony, p. 3). The Commission should adopt the EES  
3 goals for APS.

4 **THE ENERGY EFFICIENCY STANDARD (EES) GOALS SHOULD BE**  
5 **ADOPTED IN THIS PROCEEDING, AND THE GOALS SHOULD BE BASED**  
6 **ON EFFECTS AND IMPACTS, NOT ON SPENDING**

7 APS testified that it is premature to set energy and peak demand savings goals,  
8 and APS recommended spending targets. (Rebuttal Testimony of Teresa Orlick, APS, p.  
9 3-4).

10 SWEEP testified that it is essential to set goals to implement Commission policy,  
11 in this proceeding. Clear, multi-year goals help utilities, stakeholders, and customers  
12 understand how the future electric system will meet future customer load, in a manner  
13 consistent with the policies of the Commission. Therefore, it is essential to have a goal  
14 for APS to achieve, with a clear commitment and explicit requirement, and to increase  
15 that goal beyond what APS was ordered to achieve in 2005. (Schlegel surrebuttal  
16 testimony, p. 3; Schlegel testimony and response to cross-examination, October 23,  
17 2006).

18 SWEEP testified that it is important to focus primarily on the *effects and impacts*  
19 of energy and utility policies for setting goals, not primarily on the funding or spending  
20 levels. Simply spending money, even cost-effectively, should not be the primary focus of  
21 future goals for energy efficiency programs. (Schlegel surrebuttal testimony, p. 3-4).  
22 The EES is focused on achieving effects and impacts.

23 **IT IS ESSENTIAL TO INCREASE ENERGY EFFICIENCY EFFORTS TO**  
24 **REACH MORE APS CUSTOMERS**

25 In response to SWEEP's data requests, APS provided data on energy efficiency  
program spending through September 2006, and on the number of customers that

1 participated, are committed to participate, or are in the pipeline to potentially participate  
2 in the future. (Schlegel testimony, October 23, 2006). Based on review of the APS  
3 responses to SWEEP's data requests, it is clear that the total number of APS customers  
4 yet to reach is much greater than the number of customers participating to date. (Schlegel  
5 testimony, October 23, 2006; Exhibit SWEEP-JS-3).

6         Given how many APS customers there are to reach, and the high rate of customer  
7 and load growth in the APS territory, it is *not* premature to increase the APS DSM energy  
8 efficiency program goals. (Schlegel testimony, October 23, 2006).

9         **APPARENTLY, APS BELIEVES THAT IT IS ACCEPTABLE TO ACQUIRE**  
10 **MORE EXPENSIVE RESOURCES, LEADING TO HIGHER COSTS AND RISKS**  
11 **FOR CUSTOMERS, WHILE ASSERTING THAT THE BUDGET FOR COST-**  
12 **EFFECTIVE ENERGY EFFICIENCY DSM PROGRAMS SHOULD REMAIN AT**  
**ITS CURRENT LEVEL. APS IS PUTTING THE INTERESTS OF**

13         APS asserts that DSM spending should remain at its current level (APS post  
14 hearing brief, pgs. 117-118). Yet APS is requesting a very large rate increase in this case,  
15 and APS plans to acquire more expensive resources to meet future customer needs.

16         Apparently, APS believes that it is fine to pass on higher costs for more costly resources  
17 to customers, while limiting the ability of customers to benefit from cost-effective energy  
18 efficiency resources. The Commission should see the APS position for what it clearly is  
19 – an APS preference for the interests of shareholders over the interests of customers.

20         Then the Commission should direct APS to meet the goals of the EES, and to develop an  
21 implementation plan and propose adequate funding to achieve the EES goals.

22         **ADEQUATE FUNDING SHOULD BE AUTHORIZED TO ACHIEVE THE**  
23 **GOALS OF THE EES AND SECURE THE ASSOCIATED BENEFITS**

24         The Commission should authorize adequate funding to achieve the goals of the  
25 EES. (Schlegel direct testimony, p. 6-7). Also, the energy efficiency programs are  
required to be cost-effective when compared to other potential investments APS is

1 planning or implementing to meet customer needs. (Schlegel response to cross-  
2 examination, October 23, 2006).

3 Inadequate funding for DSM energy efficiency programs and the resulting  
4 underachievement of cost-effective energy efficiency would lead to higher total costs for  
5 customers. (Schlegel surrebuttal testimony, p. 5).

6 **APS SHOULD FILE AN ESS IMPLEMENTATION PLAN FOR COMMISSION**  
7 **REVIEW AND APPROVAL**

8 APS should file, in 2007, an Implementation Plan to achieve the goals of the EES,  
9 covering the 2008-2020 program years. The EES Implementation Plan should be  
10 developed by APS with input from and review by the Collaborative DSM Working  
11 Group, which includes Staff and interested parties. The EES Implementation Plan should  
12 be reviewed by Staff, and then be reviewed and approved by the Commission prior to  
13 implementation for 2008 and future years. (Schlegel direct testimony, p. 9; Schlegel  
14 surrebuttal testimony, p. 6).

15 The EES Implementation Plan should include the historical DSM results for  
16 2005-2006, and should include a forecast for the expansion of the existing Commission-  
17 approved DSM energy efficiency programs in 2007. The expansion of approved DSM  
18 programs in 2007 should proceed as a result of the order in this proceeding, and should  
19 not be postponed for the development, review, and Commission approval of the EES  
20 Implementation Plan (which should cover 2008-2020 DSM programs, plus potentially  
21 any remaining period in 2007 after Commission review and approval). (Schlegel  
22 surrebuttal testimony, p. 6).

23 Since Staff will participate directly in the development of the EES  
24 Implementation Plan as part of the DSM Collaborative Working Group, the Commission  
25

1 should provide up to 60 days for Staff review of the EES Implementation Plan after it is  
2 filed by APS. (Schlegel direct testimony, p. 9).

3 **IF THE COMMISSION IS CONCERNED ABOUT POTENTIAL RATE**  
4 **IMPACTS OF ENERGY EFFICIENCY PROGRAMS, ADDITIONAL DSM**  
5 **FUNDING AND COST-RECOVERY MECHANISMS SHOULD BE**  
6 **CONSIDERED**

7 The Commission could choose to expand the current two-part funding and cost-  
8 recovery approach or build upon it by using an additional DSM funding and cost-  
9 recovery mechanism for some or all of the additional funding needed to meet the goals of  
10 the EES, including amortization or capitalization mechanisms that would reduce the rate  
11 impacts of the DSM program funding increase in the early years of the EES. (Schlegel  
12 surrebuttal testimony, p. 6). The Commission could choose to amortize or capitalize a  
13 portion of the DSM expenditures, similar to how investments in power plants are  
14 recovered through customer rates over time, thereby reducing the customer rate impacts  
15 of DSM programs in the early years of the EES. (Schlegel direct testimony, p. 8). For  
16 example, the Commission could spread the additional DSM costs to ratepayers across  
17 several years (e.g., 5 years) in a manner that acknowledges that the energy efficiency  
18 benefits are achieved over several years. (Schlegel direct testimony, p. 8). The  
19 Commission should order APS to consider these additional mechanisms as part of the  
20 development of the EES implementation plan.

21 **ANY UNDERSPENDING OF THE \$48 MILLION DSM ENERGY EFFICIENCY**  
22 **SPENDING REQUIREMENT FOR 2005-2007 SHOULD BE CARRIED OVER**  
23 **AND SPENT IN SUBSEQUENT YEARS**

24 APS may be able to meet the requirement set forth in Decision 67744 to spend  
25 \$48 million on Commission-approved DSM programs by the end of 2007, depending on  
customer and market response to recently-implemented programs. However, it is

1 possible that APS may not meet the spending requirement. As APS proposed,<sup>2</sup> any  
2 underspending of the \$48 million through 2007 should be carried over and spent in  
3 subsequent years, in addition to the annual budget for each of the future program years.  
4 (Schlegel surrebuttal testimony, p. 2). SWEEP requests an explicit Commission order on  
5 this issue in this proceeding, in case APS does not meet its \$48 million spending  
6 requirement. (Schlegel surrebuttal testimony, p. 2).

7 **THE COMMISSION SHOULD APPROVE THE DSM PERFORMANCE**  
8 **INCENTIVE**

9 SWEEP supports the proposed performance incentive, including the basis of 10%  
10 of net benefits (APS share), and the cap of 10% of spending, inclusive of the performance  
11 incentive. This mechanism was reviewed and supported by the DSM Collaborative, and  
12 was included in the APS DSM Portfolio Plan. (Schlegel surrebuttal testimony, pgs. 6-7).

13 SWEEP agrees with APS that (1) net benefits going forward should be based on  
14 measured savings, (2) net benefits should be calculated as of the time DSM measures are  
15 placed into service and expenditures are incurred, and (3) APS should continue to use the  
16 Societal Test to calculate net benefits (APS brief, p. 121).

17 **THE COMMISSION SHOULD REJECT APS' PROPOSAL FOR NET LOST**  
18 **REVENUE RECOVERY**

19 SWEEP supports the position of Staff (Anderson)<sup>3</sup> that net lost revenue recovery  
20 not be allowed. SWEEP does not support the recovery of net lost revenues in any event,  
21 even if there was not a performance incentive for APS. (Schlegel surrebuttal testimony,  
22 p. 7).

23  
24  
25 

---

<sup>2</sup> Rebuttal Testimony of Teresa Orlick, APS, p. 3.

<sup>3</sup> Direct Testimony of Jerry Anderson, Staff, p. 8-9.

1 **APS SHOULD DEVELOP AN URBAN HEAT ISLAND EFFECT PROGRAM OR**  
2 **PROGRAM ELEMENT**

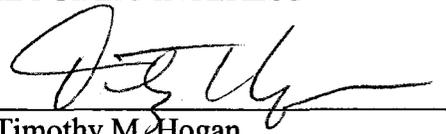
3 SWEEP supports WRA's testimony<sup>4</sup> proposing mitigation of Urban Heat Island  
4 Effects in metropolitan areas through APS DSM programs. APS sponsorship of ASU  
5 initiatives (APS brief, pgs. 124-125), while laudable, should not be viewed as a sufficient  
6 effort for addressing the urban heat island problem. The Commission should direct APS  
7 to implement an Urban Heat Island Effect DSM program, or to further develop an Urban  
8 Heat Island Effect program element within the already-approved programs, with input  
9 from the APS DSM Collaborative. (Schlegel surrebuttal testimony, p. 7).

10 **THE COMMISSION SHOULD ADOPT WRA'S RECOMMENDATIONS ON**  
11 **CLIMATE CHANGE RISK MANAGEMENT**

12 SWEEP supports WRA's recommendations on climate change risk management.<sup>5</sup>  
13 Specifically, the Commission should direct APS, with input from the DSM Collaborative,  
14 to prepare a climate change management plan, a carbon emission reduction study, and a  
15 climate change commitment and action plan, within 12-18 months of the Commission's  
16 decision in this case. (Schlegel surrebuttal testimony, p. 8).

17 DATED this 20<sup>th</sup> day of February, 2007.

18 ARIZONA CENTER FOR LAW IN  
19 THE PUBLIC INTEREST

20 By   
21 Timothy M. Hogan  
22 202 E. McDowell Rd., Suite 153  
23 Phoenix, Arizona 85004  
24 Attorneys for Southwest Energy  
25 Efficiency Project and Western Resource  
Advocates

<sup>4</sup> Direct Testimony of David Berry, WRA, p. 15.

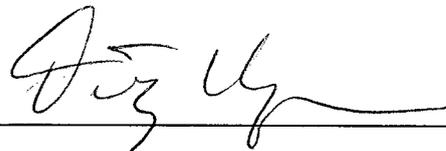
<sup>5</sup> Direct Testimony of David Berry, WRA, Summary of Recommendations, p. 28.

1 ORIGINAL and 17 COPIES of  
2 the foregoing filed this 20<sup>th</sup> day  
of February, 2007, with:

3 Docketing Supervisor  
4 Docket Control  
Arizona Corporation Commission  
5 1200 W. Washington  
Phoenix, AZ 85007

6  
7 COPIES of the foregoing  
transmitted electronically  
8 this 20<sup>th</sup> day of February, 2007, to:

9 All Parties of Record

10   
11 \_\_\_\_\_

12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25