

STATE OF NORTH CAROLINA
UTILITIES COMMISSION
RALEIGH

DOCKET NO. E-100, SUB 190

BEFORE THE NORTH CAROLINA UTILITIES COMMISSION

In the Matter of)	REBUTTAL TESTIMONY OF
Biennial Consolidated Carbon Plan and)	LAURA BATEMAN AND MARK
Integrated Resource Plans of Duke Energy)	GOETTSCH ON BEHALF OF
Carolinas, LLC, and Duke Energy Progress,)	DUKE ENERGY CAROLINAS,
LLC, Pursuant to N.C.G.S. § 62-110.9 and)	LLC AND DUKE ENERGY
§ 62-110.1(c))	PROGRESS, LLC
)	

TABLE OF CONTENTS

I. INTRODUCTION AND OVERVIEW..... 1

II. BASE LINE RESIDENTIAL RATES 3

III. MERGER AND ADDRESSING RATE EQUITY AND DIFFERENCES..... 5

IV. DUAL-STATE SYSTEM AND CONTINUED STATE ALIGNMENT 10

V. INCLUSION OF CONSTRUCTION WORK IN PROGRESS (“CWIP”) IN RATE
BASE 13

VI. ASSURANCE OF COST RECOVERABILITY OF NEAR-TERM ACTION
PLAN COSTS..... 16

VII. PHASE IN RECOVERY 18

VIII. ALL IN-RATE IMPACTS 18

IX. PUBLIC STAFF 2021 BILL IMPACTS 19

X. CONCLUSION 20

1 **I. INTRODUCTION AND OVERVIEW**

2 **Q. MS. BATEMAN, PLEASE STATE YOUR NAME, BUSINESS ADDRESS**
3 **AND POSITION WITH DUKE ENERGY CORPORATION.**

4 My name is Laura A. Bateman, and my business address is 411 Fayetteville
5 Street, Raleigh, North Carolina 27601. I am employed by Duke Energy
6 Carolinas, LLC (“DEC”) as Vice President of Carolinas Rates and Regulatory
7 Strategy. I am providing rebuttal testimony on behalf of DEC and Duke Energy
8 Progress, LLC (“DEP” and together with DEC, “Duke Energy” or the
9 “Companies”) together with Mark Goettsch as the “Carolinas Utility
10 Operations Panel.”

11 **Q. ARE YOU THE SAME LAURA A. BATEMAN THAT FILED DIRECT**
12 **TESTIMONY IN THIS CASE AS PART OF THE CAROLINAS UTILITY**
13 **OPERATIONS PANEL?**

14 A. Yes.

15 **Q. MR. GOETTSCH, PLEASE STATE YOUR NAME, BUSINESS**
16 **ADDRESS AND POSITION WITH DUKE ENERGY CORPORATION.**

17 A. My name is Mark Goettsch, and my business address is 411 Fayetteville Street,
18 Raleigh, North Carolina 27601. I am employed by DEC as a Project Director in
19 our Grid Planning and Integration group.

20 **Q. PLEASE BRIEFLY DESCRIBE YOUR DUTIES AS PROJECT**
21 **DIRECTOR IN GRID PLANNING AND INTEGRATION.**

22 A. The Grid Strategy, Planning and Integration group handles a variety of strategic
23 projects for the enterprise. My current responsibility is to manage several of

1 the Carolinas One Utility Merger projects currently under development.

2 **Q. PLEASE DESCRIBE YOUR EDUCATIONAL BACKGROUND AND**
3 **PROFESSIONAL QUALIFICATIONS.**

4 A. I graduated from Clemson University with a Bachelor of Science degree in
5 Electrical Engineering and a Master of Science degree in Electrical and
6 Computer Engineering from The Georgia Institute of Technology. I am a
7 registered professional engineer in the state of North Carolina. I have 20 years
8 of experience in the electric utility industry, primarily in system operations. I
9 began working at Duke Energy in 2004, joining one of its predecessor
10 companies, Progress Energy, Inc. Over the past 20 years, I have had various
11 roles of increasing responsibility in system planning and operations, as well as
12 the Distribution Control Center. Prior to my current role, I was the Manager -
13 System Operations at the DEP Energy Control Center. In this role I managed
14 the team of real-time operators in the safe, reliable, and efficient operation of
15 the DEP bulk electric system.

16 **Q. WHAT ARE YOUR RESPONSIBILITIES IN YOUR CURRENT**
17 **POSITION?**

18 A. I am a Project Director in our Grid Planning and Integration group. Our team
19 handles a variety of strategic projects for the enterprise; the current focus is
20 leading several of the DEC/DEP One Utility Merger projects.

21 **Q. HAVE YOU PREVIOUSLY TESTIFIED BEFORE THE NORTH**
22 **CAROLINA UTILITIES COMMISSION (“COMMISSION”)?**

1 A. No. However, I am adopting the Direct Testimony provided by Nelson Peeler
2 in this proceeding and providing rebuttal testimony as part of the Utility
3 Operations Panel.

4 **Q. IS THE CAROLINAS UTILITY OPERATIONS PANEL INTRODUCING**
5 **ANY EXHIBITS IN SUPPORT OF THE REBUTTAL TESTIMONY?**

6 A. No.

7 **Q. MS. BATEMAN, ON BEHALF OF THE PANEL, PLEASE BRIEFLY**
8 **SUMMARIZE THE PANEL’S REBUTTAL TESTIMONY.**

9 A. The Carolinas Utilities Operations Panel rebuttal testimony responds to targeted
10 testimony of Public Staff - North Carolina Utilities Commission (“Public
11 Staff”) witnesses Dustin Metz, Michelle Boswell, and David Williamson;
12 Carolina Industrial Group for Fair Utility Rates II and III (“CIGFUR”)
13 witnesses Bradford D. Muller and Brian C. Collins; and North Carolina Electric
14 Membership Corporation (“NCEMC”) Witness Amadou Fall.

15 **II. BASE LINE RESIDENTIAL RATES**

16 **Q. MS. BATEMAN, DO YOU AGREE WITH PUBLIC STAFF WITNESS**
17 **WILLIAMSON’S STATEMENT THAT THE COMPANIES’ BILL**
18 **IMPACTS PROVIDED IN THEIR JANUARY 2024 SUPPLEMENTAL**
19 **PLANNING ANALYSIS (“SPA”) ARE “MISLEADINGLY LOW?”¹**

20 A. No. Witness Williamson questioned why the Companies did not update the
21 typical bill starting points used to calculate bill impacts in its SPA. As Mr.
22 Williamson stated, the Companies used the most recently available data,

¹ Public Staff Williamson Direct Testimony at 34.

1 including typical bill amounts, at the time of preparing the customer rate
2 impacts included in its initial Carbon Plan and Integrated Resource Plan
3 (“CPIRP”) filing.

4 As background, the Companies filed the SPA to inform the
5 Commission’s consideration of their 2023-2024 CPIRP as initially filed in light
6 of the recent material increase to the Companies’ load forecast, so the only
7 updated assumptions included in the SPA customer bill impact calculations
8 were related to the updated costs to include for recovery and the updated load
9 growth. This, in turn, enabled a more “apples to apples” comparison between
10 the initial filing and the SPA and minimized the new inputs that intervenors
11 would need to review and audit. The Companies’ approach was therefore
12 intentional and intended to facilitate clear understanding of the changes in bill
13 impacts driven by the SPA.

14 If the Companies took the approach recommended by witness
15 Williamson to update the typical bill starting point, then the other inputs from
16 the cost-of-service study (“COSS”) – particularly the current retail revenue
17 requirement – would need to be updated as well. For purposes of this rebuttal
18 testimony, the Companies have updated the bill impact in the manner
19 recommended by witness Williamson. Contrary to witness Williamson’s
20 assertion, a full update of these inputs actually decreases the presented customer
21 bill impacts. The below table shows the bill impacts from the SPA, and those
22 same impacts updated to inputs for more recent typical bills (based on the rates

1 in effect as of February 1, 2024), and COSS reports (showing both 2022 reports
2 and recently filed 2023 reports).

3 **Figure 1: Bill Impact Snapshots for Portfolios P3 Fall Base, 2033 and**
4 **2038; Combined DEC and DEP**

	SPA As filed	Updated with February 2024 Typical Bill and 2022 COSS Inputs ¹	Updated with February 2024 Typical Bill and 2023 COSS Inputs
<u>2033</u>			
CAGR	4.1%	3.5%	3.3%
Typical Bill Impact	\$54	\$53	\$50
<u>2038</u>			
CAGR	3.6%	3.1%	3.0%
Typical Bill Impact	\$80	\$79	\$75

5 ¹ This column is consistent with Public Staff witness Williamson's Corrected Testimony.

6 The table shows that the bill impacts were not understated or "misleadingly
7 low." Quite the opposite, by following witness Williamson's recommendation
8 and increasing the starting point, the CAGR percent increases are reduced.

9 **III. MERGER AND ADDRESSING RATE EQUITY AND DIFFERENCES**

10 **Q. MS. BATEMAN, CAN YOU ADDRESS THE CURRENT RATE**
11 **DIFFERENCES BETWEEN DEC AND DEP COMPARED TO WHERE**
12 **THEY WERE TWO YEARS AGO IN THE 2022 CARBON PLAN**
13 **PROCEEDING?**

14 **A.** Yes. The chart below shows the typical residential bills for both DEC and DEP
15 since the 2022 Carbon Plan Proceeding.

16 **Figure 2: NC Typical Bill for Residential Customer Using 1000 kwh**

	DEC	DEP	Variance	% Variance
1/1/2022	\$105.34	\$124.89	\$19.55	19%
1/1/2023	\$115.01	\$137.56	\$22.55	20%
1/15/2024	\$142.12	\$157.30	\$15.18	11%

17 Note: 1/15/2024 used for 2024 due to delay in implementing DEC rate case rates

1 As evidenced in the chart, the rate differences have not increased since the 2022
2 Carbon Plan proceeding. In addition, I referenced in my direct testimony that
3 both DEP and DEC had filed rate cases with three-year multiyear rate plans and
4 that the requested three-year increases were very similar for the two utilities.
5 Since my direct testimony, the Commission has issued orders in both of those
6 rate cases, and the final approved three-year increases were 12.4 percent and
7 14.8 percent for DEP and DEC, respectively. Although rates will still fluctuate
8 due to annual riders, this is further support that the rate differences for the base
9 rate portion of the bill will not increase between now and the time of the planned
10 merger of the utilities.

11 **Q. DO YOU AGREE WITH PUBLIC STAFF WITNESS DUSTIN METZ'S**
12 **CLAIM THAT THE PORTFOLIOS² FILED BY THE COMPANIES**
13 **WOULD INCREASE THEIR CURRENT RATE DIFFERENCES?**

14 A. No. The residential bill impact analysis that the Companies calculated for the
15 recommended P3 Fall Base portfolio and included in its SPA does not support
16 such a claim. In fact, the Companies' SPA P3 Fall Base portfolio bill impact
17 analysis demonstrated that the average annual rate percentage increases for
18 DEC standalone are slightly higher than for the DEP standalone as of 2033 and
19 2038, as reflected in Figure SPA 3-6 and in the table below.

² Public Staff Metz Direct Testimony at 149.

1 **Figure 3: CAGR Bill Impact Snapshots for Portfolios P3 Fall Base, 2033 and**
 2 **2038**

	SPA As Filed		Updated with February 2024 Typical Bill and 2022 COSS Inputs ¹		Updated with February 2024 Typical Bill and 2023 COSS Inputs	
	2033	2038	2033	2038	2033	2038
DEP	4.0%	3.4%	3.2%	2.8%	3.3%	2.9%
DEC	4.1%	3.7%	3.6%	3.3%	3.3%	3.1%
Combined	4.1%	3.6%	3.5%	3.1%	3.3%	3.0%

3 ¹ This column is consistent with Public Staff Witness Williamson’s Corrected Testimony.

4 As a result, the rate difference actually declines as of 2038 when layering in the
 5 impacts of the P3 Fall Base portfolio. This is very different from the 2022
 6 Carbon Plan Proceeding, where the portfolios showed widening rate differences
 7 over the periods shown.

8 **Q. HOW DO YOU RESPOND TO PUBLIC STAFF WITNESS METZ’S**
 9 **RECOMMENDATION THAT THE COMPANIES PROPOSE**
 10 **ALTERNATIVES TO A MERGER TO ADDRESS RATE DIFFERENCES**
 11 **BETWEEN DEC AND DEP IN THIS PROCEEDING?³**

12 **A.** A merger of DEC and DEP provides significant benefits and is the best solution
 13 to address several of the concerns raised by Public Staff, including rate
 14 differences between DEC and DEP and potential cross subsidization. As
 15 explained further by Witness Goettsch below, the Companies have been
 16 performing substantial work internally to progress the merger project and
 17 believe the proposed merger will not only address these issues but also provide
 18 significant benefits to customers. The Companies have also taken additional
 19 steps to address rate differences as outlined in my direct testimony. One of these

³ Public Staff Metz Direct Testimony at 150-51.

1 was the Transmission Cost Allocation Agreement and Stipulation (“TCA
2 Stipulation”), entered into by the Companies and Public Staff in the most recent
3 DEP and DEC base rate cases. The TCA Stipulation is effective until the sooner
4 of the effective date of rates in DEP’s or DEC’s next general rate case or the
5 effective date of a full merger of DEC and DEC, or otherwise by order of the
6 Commission. As part of the TCA Stipulation, if the merger is not approved,
7 there is a provision to negotiate in good faith regarding a revised approach.
8 Therefore, I believe the TCA Stipulation is an existing alternative that meets
9 Public Staff witness Metz’s criteria. As the Commission is aware, the TCA
10 Stipulation is currently being appealed before the Supreme Court of North
11 Carolina, and the results of the appeal will provide more clarity on this
12 alternative.

13 I believe a significant driver for Witness Metz’s recommendation to
14 develop alternatives to the merger is because it will require approval by
15 regulators in all three jurisdictions within which the Companies operate (*i.e.*,
16 this Commission, the Public Service Commission of South Carolina
17 (“PSCSC”), and the Federal Energy Regulatory Commission (“FERC”)), which
18 could increase risk. However, some of the other alternatives that could address
19 Witness Metz’s concerns with rate differences and power flows under the Joint
20 Dispatch Agreement (“JDA”) (*e.g.*, restructuring of the JDA, combining
21 balancing authorities, etc.) also require approval by regulators in all three
22 jurisdictions within which DEC and DEP operate as well (*i.e.*, this Commission,
23 the PSCSC, and the FERC). Therefore, these alternatives do not carry any less

1 risk of being achieved than the proposed merger. Accordingly, because the
2 merger is the optimal solution that provides the most benefits, the Companies
3 believe this is the solution they should bring forward for approval in each of our
4 three jurisdictions.

5 **Q. MR. GOETTSCH, SEVERAL INTERVENORS IN THIS PROCEEDING**
6 **HAVE DISCUSSED THE COMPANIES' PLANNED MERGER. CAN**
7 **YOU ELABORATE ON THE COMPANIES' EFFORTS TO-DATE?**

8 A. As stated in this panel's direct testimony, the Companies launched an
9 enterprise-wide study of merging DEC and DEP in 2023. The initial study
10 concluded in early 2024 but was refreshed with the additional information from
11 the SPA. The refreshed analysis focused on updating the modeling of the
12 benefits, and the studies affirmed substantial system benefits from fully
13 merging DEC and DEP. The Companies have undertaken significant efforts
14 utilizing hundreds of employees across 12 business functions, 11 Information
15 Technology organizations, and 5 Customer Service departments to further
16 identify, develop, and plan the requirements needed to merge DEC and DEP
17 and are devoting tremendous resources towards the merger. The legal day one
18 timing of the merger is still targeted for January 1, 2027, and we continue to
19 believe the merger will be beneficial for all customers and provides the best
20 solution to addressing rate differences.

1 **IV. DUAL-STATE SYSTEM AND CONTINUED STATE ALIGNMENT**

2 **Q. MS. BATEMAN, HOW DO YOU RESPOND TO CONCERNS ABOUT**
3 **THE COMPANIES' ABILITY TO CONTINUE TO OPERATE A**
4 **DUAL-STATE SYSTEM AND MAINTAIN STATE ALIGNMENT?**

5 A. The Companies have successfully operated dual-state systems for more than a
6 century and we believe maintaining a dual-state system is best for all customers.
7 The dual-state system for both DEC and DEP has delivered benefits for the
8 utilities' respective customers for more than 100 years, and we believe that it
9 will continue to do so, while also providing the most efficient pathway for the
10 Companies' energy transition. However, the Companies agree there should be
11 clarity on which state jurisdictional customers will receive the benefits of and
12 pay for facilities.

13 **Q. PLEASE COMMENT ON THE PENDING INTEGRATED RESOURCE**
14 **PLAN PROCEEDING IN SOUTH CAROLINA.**

15 A. As the Commission is aware, the Companies' Plan, including the modifications
16 reflected in the SPA, were filed in parallel in South Carolina and is now under
17 consideration by the PSCSC.⁴ The Companies continue to believe that
18 dual-state planning is in the best interest of customers and are hopeful the
19 decision from the PSCSC on the pending Plan will reflect the value the dual
20 state system brings to customers in both states. A decision is expected in

⁴ Duke Energy Progress, LLC's 2023 Integrated Resource Plan (IRP), Docket No. 2023-8-E; Duke Energy Carolinas, LLC's 2023 Integrated Resource Plan (IRP), Docket No. 2023-10-E.

1 November and the Companies will assess any further actions needed after such
2 decision is issued.

3 **Q. PLEASE COMMENT ON THE POSITION TAKEN BY CIGFUR THAT**
4 **NORTH CAROLINA SHOULD NOT BE REALLOCATED COSTS**
5 **THAT WOULD HAVE OTHERWISE BEEN ALLOCATED TO SOUTH**
6 **CAROLINA.**

7 A. As previously stated, maintaining a dual-state system has and will continue to
8 deliver benefits to customers. As noted in my direct testimony, the Companies
9 allocated the costs to all jurisdictions in calculating the bill impacts because we
10 believe the CIPRP meets the resource needs, statutory requirements, and energy
11 policy objectives of both North Carolina and South Carolina with respect to
12 resource planning. However, should a state jurisdiction choose to opt out of a
13 resource that the other state wants to include in its resource plan, then the
14 Companies would directly assign the retail costs and the benefits, including
15 100% of the retail generation output from the resource to that state. If the capital
16 investments identified by the Commission in its order in this docket are needed
17 to meet the requirements of retail customers and applicable laws, it is
18 appropriate that the costs of those investments be included in retail rate base. It
19 would be inappropriate for the Commission to approve a plan and then prohibit
20 the Companies from recovering the prudent costs of executing the plan.

21 **Q. NCEMC WITNESS FALL ASSERTS THAT TO “THE EXTENT**
22 **INCREMENTAL COSTS RESULT FROM DUKE’S COMPLIANCE**
23 **WITH THE CARBON REDUCTION GOALS IN H951, THOSE**

1 **INCREMENTAL COSTS SHOULD NOT BE ALLOCATED TO**
2 **CUSTOMERS TO WHICH THE CARBON REDUCTION GOALS DO**
3 **NOT APPLY.”⁵ DO YOU AGREE WITH THIS TESTIMONY?**

4 A. No. I disagree with witness Fall’s testimony in this respect. In response, I would
5 make the following three points.

6 First, as an initial matter, the Commission does not exercise any
7 jurisdiction regarding wholesale power rates; therefore, it is not clear why an
8 NCEMC witness, representing wholesale power customers, would raise this
9 issue in this proceeding.

10 Second, I find it impossible to square this statement with witness Fall’s
11 other testimony. Throughout his testimony, witness Fall offers comprehensive
12 support for the Companies’ proposed CPIRP. For instance, witness Fall
13 definitively agrees that the CPIRP comports with North Carolina law, stating
14 specifically that the Companies’ “short-term action plan builds on the
15 foundation for compliance with the carbon reduction goals originally
16 established in the 2022 Carbon Plan Proceeding in a reasonable manner that is
17 consistent with least-cost principles while maintaining system reliability[.]”⁶
18 witness Fall then confirms that the Companies are appropriately maintaining
19 reliability,⁷ and even asserts that “NCEMC supports Duke’s efforts to take an
20 ‘all of the above’ and ‘replace before retire’ strategy to ensure reliability is

⁵ NCEMC Fall Direct Testimony at 16.

⁶ NCEMC Fall Direct Testimony at 8.

⁷ *Id.*

1 maintained in a least cost manner while working towards attainment with the
2 carbon reduction goals established in H951.”⁸ Given that NCEMC essentially
3 supports the entirety of the Companies CIPRP and that the CIPRP represents
4 the Companies’ statutorily mandated resource planning process, it is difficult to
5 understand why NCEMC then determines that it is reasonable to assert that
6 NCEMC should not have to pay for its allocated share of the resulting system.

7 Third, I disagree with the notion that cost allocation should be premised
8 on the extent to which a particular law applies to a particular customer. This
9 would be like arguing that NCEMC should not have to pay for the costs of
10 employment law or tax law compliance obligations that apply to the Companies
11 simply because those employment or tax laws do not apply to NCEMC. The
12 Companies plan their system and provide service in a manner that is consistent
13 with all applicable law, and it is inappropriate for a wholesale customer to try
14 to avoid paying for actual, reasonable, and prudent costs of the power they
15 receive.

16 **V. INCLUSION OF CONSTRUCTION WORK IN PROGRESS (“CWIP”)**
17 **IN RATE BASE**

18 **Q. PLEASE BRIEFLY DESCRIBE THE CONCEPT OF CWIP IN RATE**
19 **BASE.**

20 **A.** CWIP is a balance sheet account under the FERC Uniform System of Accounts
21 where a utility accumulates costs on a plant during the construction period.
22 Once the plant is placed in service, the CWIP balance is transferred to a plant

⁸ NCEMC Fall Direct Testimony at 11.

1 in-service balance sheet account. Typically, during the construction period the
2 financing costs are accumulated and compounded in this CWIP account, and
3 those financing costs are referred to as Allowance for Funds Used During
4 Construction (“AFUDC”). Under this treatment, the AFUDC is compounded
5 during the construction period and then collected from customers after the plant
6 is placed in service.

7 An alternative treatment, referred to as CWIP in rate base, has long been
8 allowed in certain circumstances under North Carolina statute. As Public Staff
9 Witness Boswell references, N.C.G.S § 62-133(b)(1)(a) and (b) states that
10 CWIP may be included in the cost of the public utility’s property for reasonable
11 and prudent expenditures for baseload electric generating facilities or if doing
12 so is in the public interest and necessary to the financial stability of the utility.
13 Under this CWIP in rate base treatment, the financing cost or AFUDC is
14 collected from customers during the construction period. This treatment is
15 particularly useful for resources with long construction periods in that it reduces
16 compounding, reduces the overall financing costs for customers over the life of
17 the facility, and can partially mitigate the rate impact when the facility is placed
18 in service.

19 **Q. PUBLIC STAFF WITNESS BOSWELL STATES THAT THE**
20 **COMPANIES ASSUMED INCLUSION OF CWIP IN RATE BASE IN**
21 **THEIR RATE CALCULATIONS. DID THE COMPANIES INCLUDE**
22 **CWIP IN RATE BASE IN THEIR CALCULATIONS FOR ALL CPIRP**
23 **INVESTMENTS?**

1 A. No. The Companies only assumed CWIP in rate base treatment for long
2 lead-time investments—advanced nuclear (small modular reactors and
3 advanced nuclear reactors), pumped storage hydro, and offshore wind.

4 **Q. WHY DID THE COMPANIES INCLUDE CWIP IN RATE BASE FOR**
5 **THESE INVESTMENTS IN THEIR CUSTOMER BILL IMPACT**
6 **CALCULATIONS?**

7 A. The Companies assumed CWIP in rate base treatment with respect to these long
8 lead-time investments because the investments are so large that the Companies
9 would need to be able to recover the financing costs during the construction
10 period in order to build and finance the generation. The Companies' EIR and
11 CWIP Panel explains further the Companies' need to recover the financing
12 during the construction period for these large investments.

13 Since this recovery treatment is necessary to construct these facilities,
14 the Companies thought it appropriate to include CWIP in rate base for these
15 investments in the customer bill impacts shown in this proceeding. The
16 Companies also think it is important information for the Commission to
17 understand when approving the inclusion of these investments in the CIPRP.

18 **Q. HOW DO YOU RESPOND TO PUBLIC STAFF WITNESS BOSWELL'S**
19 **ASSERTION THAT INCLUSION OF CWIP INTO RATE BASE**
20 **SHOULD ONLY BE CONSIDERED ON A CASE-BY-CASE BASIS**
21 **DURING A GENERAL RATE CASE PROCEEDING?**

22 A. I agree that the inclusion of specific amounts of CWIP in rate base should be
23 considered during a general rate case proceeding. However, given the necessity

1 of CWIP in rate base treatment to the Companies' ability to construct the
2 referenced long lead-time facilities, I also think it is appropriate for the
3 Commission to approve the general treatment of CWIP in rate base at the time
4 it approves the construction of the facilities.

5 **VI. ASSURANCE OF COST RECOVERABILITY OF NEAR-TERM**
6 **ACTION PLAN COSTS**

7 **Q. DO YOU AGREE WITH PUBLIC STAFF WITNESS BOWSELL'S**
8 **CHARACTERIZATION THAT THE COMPANIES WERE ASKING**
9 **FOR PRE-APPROVAL OF RECOVERY OF FUTURE ABANDONED**
10 **PLANT COSTS RELATED TO THE CARBON PLAN?**

11 A. No.

12 **Q. WHAT DID THE COMPANIES MEAN BY ASKING THAT "LONG**
13 **LEAD TIME RESOURCES" ULTIMATELY DETERMINED NOT TO**
14 **BE NECESSARY TO ACHIEVE THE ENERGY TRANSITION AND**
15 **THE CO₂ EMISSION REDUCTION TARGETS OF HB 951 BE**
16 **RECOVERABLE THROUGH BASE RATES?**

17 A. The Companies are asking that the Commission approve the near-term project
18 development activities as described in the Companies' Second Amended
19 Petition filed on April 30, 2024, and approve the reasonable assurance of
20 recoverability of these costs consistent with the Order Adopting Initial Carbon
21 Plan and Providing Direction for Future Planning, in on December 30, 2022, in
22 Docket No. E-100, Sub 179 ("Carbon Plan Order"), which states that "the
23 Commission concludes that where it approves a request from Duke Energy to
24 incur initial project development costs for purposes of execution of the Carbon

1 Plan, the Commission’s approval constitutes reasonable assurance of
2 recoverability in a future cost recovery proceeding, even if the resource is
3 ultimately not selected by the Commission for the Carbon Plan.”⁹

4 The Companies were asking for reasonable assurance of cost
5 recoverability in a future cost recovery proceeding of the near-term project
6 development activities, even in the event they do not lead to a specific resource
7 ultimately determined to be necessary, and therefore not converted to CWIP. If
8 such an event were to occur, the Companies are asking for approval to defer
9 these initial project development costs to be able to bring them forward in a
10 future general rate case proceeding in which the Companies have provided the
11 necessary supporting documentation that the Public Staff and other intervenors
12 would have the opportunity to audit and provided the Commission the
13 opportunity to review for reasonableness and prudence of the expenditures.
14 witness Boswell seems to support this request earlier in her testimony, when
15 she states that the Commission should approve that Companies’ request to incur
16 project development costs¹⁰ and that she believes the Commission’s approval
17 constitutes reasonable assurance of cost recoverability in a future cost recovery
18 proceeding.¹¹

⁹ Carbon Plan Order at 29.

¹⁰ Public Staff Boswell Direct Testimony at 4.

¹¹ Public Staff Boswell Direct Testimony at 5-6.

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23

VII. PHASE IN RECOVERY

Q. WHAT IS YOUR RESPONSE TO CIGFUR WITNESSES MULLER AND COLLINS’ RECOMMENDATION THAT THE COMMISSION ESTABLISH RATE MITIGATION MEASURES AND WITNESS COLLINS’ SUGGESTION THAT THEY BE IN THE FORM OF PHASE-IN RECOVERY OF THE CPIRP IMPLEMENTATION?

A. While I understand their perspective, under United States Generally Accepted Accounting Principles (“GAAP”) accounting rules, regulated utilities are not permitted to “phase in” customer rate impacts for a large newly constructed plant. This accounting standard was issued in the 1980s and applies to major plants constructed after January 1, 1988. The penalties for triggering a phase in plan are severe, and as such, utilities and regulators have sought to avoid triggering a phase in plan since the accounting standard was issued. For these reasons, the Commission should reject Witnesses Muller and Collins’ recommendation.

VIII. ALL IN-RATE IMPACTS

Q. PLEASE COMMENT ON CIGUR WITNESSES MULLER’S AND COLLINS’ CONCERN THAT THE COMPANIES HAVE NOT PROVIDED “ALL-IN” PROJECTED RATE IMPACTS.

A. The Commission rejected this same recommendation in the 2022 Carbon Plan and it should be rejected once again in this proceeding for the same reasons. The Companies do not prepare a forecast that projects costs and revenues out for 10 or 15 years and is not aware of a utility that does such all-inclusive

1 projections. In discovery, we asked CIGFUR to provide any such forecasts that
2 they were aware of from other utilities. To date, CIGUR has failed to provide
3 any such forecasts.

4 The projected rate impacts were never intended to try to predict exactly
5 what a customer's all-in rate will be in 10 or 15 years, but instead were meant
6 to be a valuable tool for comparing alternative resource plans. In the Carbon
7 Plan Order, the Commission gave "significant weight" to the Companies'
8 testimony that "that there are substantial uncertainties associated with
9 projecting all-in costs for an extended future period[,]" and concluded "that the
10 PVRR and bill impact analyses provided by Duke are sufficient for evaluating
11 and comparing the relative benefits of the various portfolios Duke presents in
12 the Carbon Plan proposal."¹²

13 **IX. PUBLIC STAFF 2021 BILL IMPACTS**

14 **Q. PLEASE COMMENT ON CIGFUR WITNESS MULLER'S**
15 **COMPARISON OF THE PUBLIC STAFF'S BILL IMPACT ANALYSIS**
16 **PROVIDED TO THE NC GENERAL ASSEMBLY IN 2021 AND THE**
17 **COMPANIES' BILL IMPACT ANALYSIS FILED IN THIS**
18 **PROCEEDING.**

19 **A.** Witness Muller's comparison of the Public Staff's 2021 bill impact analysis
20 provided to the North Carolina General Assembly and the Companies' bill
21 impact analysis filed in this proceeding is misleading. The Public Staff's 2021
22 analysis was based on an earlier draft of the HB 951 bill that was drastically

¹² Carbon Plan Order at 129.

1 different from the version that ultimately passed. The earlier version of the bill
2 focused on retirement of certain coal units with specific replacement generation
3 and was very different from the legislation that was ultimately enacted. In
4 addition, the Public Staff's 2021 bill impact analysis did not contemplate the
5 significant growth and economic development that we have seen in the state
6 recently, driving growth in electricity needs.

7 **X. CONCLUSION**

8 **Q. DOES THIS CONCLUDE THE PANEL'S PRE-FILED REBUTTAL**
9 **TESTIMONY?**

10 **A. Yes.**