STATE OF NORTH CAROLINA UTILITIES COMMISSION RALEIGH

DOCKET NO. E-100, SUB 179

BEFORE THE NORTH CAROLINA UTILITIES COMMISSION

In the Matter of:)Duke Energy Progress, LLC, and Duke)Energy Carolinas, LLC, 2022 Biennial)Integrated Resource Plan and Carbon)Plan)

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DIRECT TESTIMONY OF JOHN MICHAEL HAGERTY ON BEHALF OF CLEAN POWER SUPPLIERS ASSOCIATION

Table of Contents

I.	MODELING	6
	(a) Concerns with Duke's Modeling Assumptions	6
	(b) Duke's Supplemental Modeling	
	(c) Modeling Conducted by Brattle	
II.	TRANSMISSION PLANNING, PROACTIVE TRANSMIS	SSION,
	RZEP	44
III.	COST EVALUATION	
IV.	RELIABILITY	49
V.	EXECUTION RISKS	50

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- 1 Q. PLEASE STATE YOUR NAME, BUSINESS ADDRESS, AND POSITION.
- A. My name is John Michael Hagerty. My business address is 1800 M St Northwest,
 Washington, DC 20036. My current position is Senior Associate for The Brattle
 Group ("Brattle").

5 Q. PLEASE SUMMARIZE YOUR EDUCATIONAL BACKGROUND AND 6 PROFESSIONAL QUALIFICATIONS.

7 A. I received a M.S. in Technology and Policy from the Massachusetts Institute of 8 Technology and a B.S. in Chemical Engineering from the University of Notre 9 Dame. I have over 10 years of experience in utility and electric power industry 10 planning and regulatory reviews, including utility resource planning, transmission 11 planning, valuation of renewable energy, storage, and transmission assets, 12 wholesale market design to achieve resource adequacy requirements, and optimized 13 approaches to economy-wide deep decarbonization. Amongst other publications, I 14 was the lead author on a study of the Duke Energy system last year during the 15 development of H.B. 951 legislation titled "A Pathway to Decarbonization: 16 Generation Cost & Emissions Impact of Proposed NC Energy Legislation."¹

17 Q. WHAT ARE YOUR RESPONSIBILITIES IN YOUR CURRENT 18 POSITION?

A. I provide economic and financial analysis for a broad set of clients in the electric
 utility industry that are mostly focused on the drivers for new infrastructure
 investment in a decarbonizing world, including renewable energy and gas-fired

¹ https://www.brattle.com/wp-content/uploads/2021/09/A-Pathway-to-Decarbonization-Generation-Cost-and-Emissions-Impact-of-Proposed-NC-Energy-Legislation_Revised-September-2021.pdf

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generation resources as well as transmission assets. My clients include electric
 utilities, renewable energy and storage developers, transmission developers, system
 operators, environmental organizations, and state agencies.

4 Q. HAVE YOU PREVIOUSLY TESTIFIED BEFORE THE COMMISSION OR 5 OTHER REGULATORY BODIES?

6 A. I have not testified previously before the North Carolina Utilities Commission. I 7 previously testified before the Public Service Commission of Wisconsin on behalf 8 of Wisconsin Public Service Corporation ("WPSC") and Wisconsin Electric Power 9 Company ("WEPCO"), regarding the cost effectiveness and system benefits of two 10 facilities: (1) a natural gas-fired reciprocating internal combustion engine 11 generating facility that WEPCO and WPCS proposed to construct and (2) a solar 12 and battery energy storage system that WEPCO and WPCS proposed to acquire. I 13 have also previously testified before the Alberta Utility Commission in Canada 14 concerning the costs of new gas-fired resources in the Alberta Electric System 15 Operator market. I submitted affidavits to the Federal Energy Regulatory 16 Commission ("FERC") concerning the costs of new and existing generation 17 resources on behalf of PJM Interconnection, LLC., end of life transmission 18 planning processes on behalf of LS Power, and transmission needs for 19 transportation electrification on behalf of Michigan Electric Transmission 20 Company. I have also co-written filed regulatory reports to the California Public 21 Utilities Commission on the benefits of a new high-voltage transmission facility 22 and to the Public Service Commission of the District of Columbia on electricity 23 demand growth from transportation and heating electrification.

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Q. PLEASE DESCRIBE THE WORK BRATTLE PERFORMED IN SUPPORT OF CPSA'S INITIAL COMMENTS ON THE CARBON PLAN.

3 I reviewed the draft Carolinas Carbon Plan ("Carbon Plan") and evaluated options A. 4 for Duke Energy Carolinas ("DEC") and Duke Energy Progress ("DEP") 5 (collectively, "Duke") to achieve the 70% carbon reduction mandate of H.B. 951. 6 To inform that evaluation, I conducted modeling simulations of generation and 7 storage resources in Duke's service territory to identify alternative generation and storage resources portfolios, specifically evaluating the effects of the solar 8 9 interconnection limit that Duke proposed in the Carbon Plan and the compliance 10 year for achieving the 70% carbon reduction mandate.

11 Q. WHAT IS THE PURPOSE OF YOUR DIRECT TESTIMONY?

A. The purpose of my testimony is to (1) provide an assessment of the modeling
simulations Duke performed in developing the Carbon Plan, (2) summarize the
alternative modeling simulation I completed to inform the Carbon Plan, (3) respond
to Duke's comments regarding our modeling simulations, (4) summarize
alternative approaches to transmission planning, and (5) comment on the proposed
Execution Plan.

18 Q. PLEASE PROVIDE A BRIEF SUMMARY OF YOUR TESTIMONY.

- 19 A. My testimony comes to the following conclusions:
- Duke's modeling simulations include flawed assumptions, including its assumptions concerning solar interconnection limits, solar plus storage configurations, nuclear small modular reactor ("SMR") costs and development timeline, onshore wind capacity, and electric vehicle demand forecast;

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• Duke's flawed assumptions increase the risk of Duke not achieving the Carbon Plan mandates, or doing so at higher cost to its ratepayers;

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- Duke should increase the solar interconnection limits in its modeling
 simulations, while reflecting reasonable assumptions about the higher costs and
 risks of doing so that are based on technical analysis of their transmission
 system, instead of relying on their judgment of indicative trends;
- Duke's supplemental modeling relies heavily on the addition of a 285 MW
 nuclear SMR in mid-2032 to achieve the Carbon Plan mandates, even though
 the costs of this technology are unsupported, the selected technology has not
 yet received regulatory approval, and the nuclear industry has a recent track
 record of cost overruns and schedule delays;
- Despite the reliance on nuclear SMRs, the supplemental modeling runs (specifically SP5 and SP5 High Solar Interconnection) represent an incremental improvement over Duke's initial portfolios by (1) identifying more solar additions compared to P2, (2) incorporating new configurations of solar paired with storage, and (3) increasing the amount of battery storage paired with solar, all of which support CPSA's recommendation on higher near-term solar procurement;
- Our modeling demonstrates that the higher solar interconnection limit proposed
 by CPSA will increase projected solar additions and reduce the total costs of
 achieving the Carbon Plan requirements;
- Duke's criticisms of our modeling are unfounded. In particular, our modeling
 adequately accounts for system reliability, as evidenced by the fact that I

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1		identify similar additions of gas CC (2,400 MW), gas CTs (up to 1,100 MW),
2		and battery storage $(2,300 - 4,200 \text{ MW})$ by 2032 to replace retiring coal plants
3		and maintain system reliability;
4	•	Duke should leverage existing experience across the power sector industry to
5		establish a comprehensive and proactive transmission planning process for the
6		Carolinas that will facilitate the achievement of the Carbon Plan mandate.

I. MODELING ISSUES

(a) Concerns with Duke's Modeling Assumptions

Q. DO YOU HAVE ANY CONCERNS WITH THE ASSUMPTIONS THAT B. DUKE INCLUDED IN ITS MODELING ANALYSIS FOR THE CARBON PLAN?

10 A. Yes. There are several issues with their modeling assumptions that are problematic. 11 The most concerning modeling assumption is the interconnection limit set on new 12 solar resources. In addition, I have concerns about Duke's modeling assumptions 13 regarding the costs and configurations of solar paired with storage, the assumed 14 costs and availability of new nuclear small modular reactor (SMR) plants, the 15 assumed amount of onshore wind available for development in the Carolinas, and 16 the projected demand from electric vehicles. Finally, I am concerned about Duke's 17 approach to setting the annual CO₂ emissions in the years following achievement 18 of 70% reduction relative to 2005 CO₂ emissions. In the sections below, I explain 19 my specific concerns and the impacts of Duke's flawed assumptions.

20 Q. WHAT ARE THE IMPLICATIONS OF THESE CONCERNS REGARDING 21 DUKE'S MODELING ON THE CARBON PLAN?

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1	A.	The cumulative implications of the concerns I have with Duke's Carbon Plan
2		modeling is that they risk not achieving the requirements of the Carbon Plan by: (1)
3		restricting the addition of solar in the near-term based on limited analysis and
4		evidence, (2) relying on their aggressive assumptions with regard to the feasibility
5		of new nuclear SMRs and onshore wind, and (3) under-forecasting total demand by
6		2032. The inability to develop sufficient onshore wind or nuclear SMRs by 2032
7		along with the potential for higher-than-forecast demand will risk coming up short
8		on the CO ₂ reduction goals. In addition, unsupported restrictions on new solar
9		additions would likely increase future system costs. Duke can take step in the short-
10		term to limit the risk of not achieving the CO2 emissions reductions goals by
11		increasing near-term procurements of solar generation above the currently
12		proposed solar interconnection cap.

13 Q. CAN YOU PLEASE EXPLAIN YOUR CONCERN WITH DUKE'S SOLAR 14 INTERCONNECTION LIMIT ASSUMPTIONS?

A. Duke sets an annual limit on how much solar capacity can interconnect to its system prior to the potential compliance dates. Duke applies a lower limit to the portfolios in which it sets the compliance date as 2032 or 2034. Duke applies a slightly higher limit to P1, the only portfolio that targets 2030 compliance. Duke's assumed interconnection limit allows 4,500 MW of new solar capacity to interconnect by 2000 in the low case and 5,400 MW in the high case.

21 Duke provides several considerations in the Carbon Plan and its testimony 22 that inform their engineering judgment regarding the amount of solar capacity that 23 can interconnect in a given year. The primary considerations are based on indicative

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1 trends in solar development and interconnection and not on detailed technical 2 analysis that support the specific limits proposed. Their considerations include 3 challenges associated with the interconnection process, including studying the interconnection requests to identify the necessary upgrades, and building upgrades 4 5 in transmission constrained zones. However, as discussed in the direct testimony of 6 CPSA witness Ryan Watts, Duke does not provide any technical analysis that 7 would support the specific values they have assumed. Therefore, it is unclear how 8 each of the considerations Duke raises on interconnection challenges relate to the 9 specific capacity limits imposed on their modeling assumptions. The basis Duke 10 provides also does not account for the potential between now and 2030 or 2032 to 11 continue to improve their transmission planning process and allow for greater 12 quantities of low-cost solar resources to interconnect to its system.

By limiting capacity additions of the lowest cost renewable energy resources available, Duke increases both costs to ratepayers and the risk that Duke will not meet the carbon reduction mandates of H.B. 951. As I will describe below, both the results of Duke's supplemental modeling and our modeling simulations in GridSIM demonstrate that the solar interconnection limit results in an increase in system costs.

19 Q. HOW COULD DUKE BETTER IDENTIFY THE LEAST-COST 20 RESOURCE MIX TO MEETING THE CARBON PLAN GOALS 21 WITHOUT THE SOLAR INTERCONNECTION LIMIT?

A. Identifying the least-cost resource mix to achieve the Carbon Plan must account for
both generation and transmission costs. The least-cost generation and transmission

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resource plan can be identified either through including more detailed assumptions 2 in a model, like EnCompass or GridSIM, that roughly co-optimizes generation and 3 transmission expansion or by running multiple scenarios that consider different 4 transmission expansion options. 5 For example, Duke included a transmission interconnection cost adder to its 6 estimate of solar costs and other resources. However, they applied that 7 interconnection cost adder to new solar only up to the imposed capacity limit, and 8 then did not allow any additional solar capacity beyond that limit. This approach 9 implies that there is no cost at which more solar and its associated transmission 10 upgrades could be built beyond the assumed limit. Duke claims that the solar 11 interconnection limit is justified because (1) the "[a]reas that are most viable for 12 solar development from a land availability / land quality standpoint are primarily 13 located in transmission constrained regions" and (2) cites the "transmission 14 expansion needs and the time to construct new transmission infrastructure to 15 accommodate increasing levels of renewables and other resources." Both of these 16 limitations could be reflected in their modeling through higher interconnection cost 17 assumptions at increasing levels of solar penetration, instead of completely cutting 18 off the potential for additional solar development. For example, Duke could 19 develop reasonable cost estimates based on the potential locations of new solar 20 resources and the transmission system capability, or based on the network upgrades 21 costs identified through the interconnection queue process. The estimated 22 incremental interconnection costs for additional solar could then inform a step

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1	function in which transmission interconnection costs increase as greater amount of
2	transmission upgrades are necessary to interconnect more solar.
3	For example, in its 2020 study the North Carolina Transmission Planning
4	Collaborate ("NCTPC") studied the transmission upgrades and associated costs to
5	interconnect offshore wind resources in its service territory. Duke then relied on the
6	results of that study to determine the assumptions to include in its Carbon Plan
7	simulation concerning the likely locations where offshore wind resources would
8	interconnect into its system and the costs of the transmission upgrades. ²
9	The California Public Utility Commission uses this approach in identifying
10	the lowest cost resource mix to achieve similar carbon reduction goals in its
11	Integrated Resource Planning process. ³ As shown in Table 1 below, the capacity
12	expansion model assumes that additional transmission costs (shown in column 2 as
13	"Incremental Deliverability Cost (\$/kW-year)") will be necessary after a certain
14	amount of resources are built in a renewable energy zone (shown in the three right-
15	most columns).

 ² Draft Carbon Plan Appendix P at 16.
 ³ <u>https://files.cpuc.ca.gov/energy/modeling/Inputs%20%20Assumptions%202019-2020%20CPUC%20IRP%202020-02-27.pdf</u> at 55.

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Transmission Zone or Subzone	<u>Incremental</u> Deliverability Cost (\$/kW-yr)	FCDS Availability on Existing Transmission, Net of Post-2018 COD Baseline Capacity (MW)	Energy-Only Availability on Existing Transmission (MW, Default) ***	Energy-Only Availability (MW, Sensitivity)
Carrizo	\$10	187	0	700
Central_Valley_North_Los_Banos	\$36	791	0	500
GLW_VEA	\$14	596	0	1470
Greater_Imperial	\$221	919	1900	1900
Greater_Kramer	\$48	597	0	0
Humboldt	\$999**	0	100	100
Inyokern_North_Kramer	\$161	97	0	0
Kern_Greater_Carrizo	\$21	784	700	3680
Kramer_Inyokern_Ex*	\$999**	0	0	0
Mountain_Pass_El_Dorado	\$7	250	2150	3790
None	\$0	0	0	0
North_Victor	\$161	300	0	0
Northern_California_Ex*	\$999**	866	0	0
Riverside_Palm_Springs	\$88	2665	2550	3100
OffshoreWind_UnknownCost	\$999**	0	0	0
Sacramento_River	\$19	1995	2600	2600
SCADSNV	\$102	2434	6600	10260
Solano	\$21	599	700	700
Solano_subzone	\$999**	0	0	0
Southern_California_Desert_Ex*	\$999**	862	0	0
SPGE	\$7	675	700	4080
Tehachapi	\$13	3677	800	1800
Tehachapi_Ex*	\$999**	0	0	0
Westlands_Ex*	\$999**	1779	0	0

Table 1: Incremental Transmission Costs in California Public Utility Commission Integrated Resource Planning Studies1

* Resources that end in "Ex" refers to areas outside of the CAISO transmission cost and availability estimates

1

Source: <u>https://files.cpuc.ca.gov/energy/modeling/Inputs%20%20Assumptions%202019-</u>2020%20CPUC%20IRP%202020-02-27.pdf

Alternatively, Duke could develop several alternative future transmission buildout scenarios – one with minimal solar-focused transmission upgrades and one with significant solar-focused upgrades – and identify the least-cost resource mix in each case. The total costs of the scenarios would include both the costs of the transmission upgrades and the generation resources. PacifiCorp used this approach in their 2021 Integrated Resource Planning process, by studying the optimal

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1		resource mix with and without two major transmission upgrades, including the
2		Gateway South project and the Hemingway-to-Boardman project. ⁴
3		Additional examples of how other system planners have co-optimized
4		transmission and generation investment include the ERCOT Long-Term System
5		Assessment and the Midcontinent ISO Multi-Value Project planning.
6		In either case, once Duke has developed alternative approaches to achieving
7		its Carbon Plan goals, they can then analyze the tradeoffs of the alternative
8		portfolios, including additional detailed analysis of the transmission system impacts
9		and any risks associated with the transmission buildout, such as outage
10		coordination. Only if the optimal resource mix either cannot be achieved through
11		transmission planning and interconnection processes or requires significant
12		incremental costs or risks not considered in the capacity expansion modeling,
13		should Duke deviate from the least-cost resource mix.
14	Q.	CAN YOU PLEASE EXPLAIN YOUR CONCERN WITH DUKE'S
15		ASSUMPTIONS ON SOLAR PAIRED STORAGE?
16	A.	Duke's portfolios in its Draft Carbon Plan add between 1.7 and 2.2 GW of battery
17		storage to meet the 70% decarbonization mandate without differentiating between
18		standalone storage and storage paired with solar ("paired storage"). ⁵ Then in its
19		execution plan, Duke proposes to procure 1,000 MW of standalone storage and 600
20		MW of paired storage. ⁶ However, Duke provides no information based on their

 ⁴ https://www.pacificorp.com/content/dam/pcorp/documents/en/pacificorp/energy/integrated-resource-plan/2021-irp/Volume%201%20-%209.15.2021%20Final.pdf at 263.
 ⁵ Carbon Plan, Executive Summary at 14.
 ⁶ Carbon Plan, Chapter 4 at 5.

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modeling results to justify the levels of economic paired storage versus standalone
 storage built across scenarios.⁷

3 Duke's proposal to rely more on standalone storage than paired storage is 4 counterintuitive because paired storage enjoys significant cost advantages over 5 standalone storage. First, paired resources benefit from shared interconnection 6 facilities and upgrades. Second, paired resources benefit from the cost efficiencies 7 of independent ownership, which would result in 45% of the capacity accruing the benefits of the Investment Tax Credit ("ITC") upfront as opposed to being 8 normalized over the asset lifetimes for utility-owned assets. For example, assuming 9 10 a 20-year asset lifetime, the capital-related costs of an IPP-owned asset (return on 11 and of capital) are more than 15% below those of a utility-owned asset strictly due 12 to accrual of ITC-related tax benefits upfront. Third, even assuming that Duke 13 owns 55% of solar plus storage facilities, this translates into nearly 7% lower capital 14 costs for paired storage facilities versus standalone facilities, which does not qualify 15 for the Investment Tax Credit.⁸

16There are additional advantages to paired storage over standalone facilities,17including lower development expenses (only one site, permitting process,18interconnection process, etc.) and mitigated solar energy curtailment (which could19be as high as 5%-10%, not to mention clipping capture, in cases where resources

⁷ Duke does provide information on standalone storage versus paired storage in its supplemental modeling runs.

⁸ Note that standalone facilities will be able to qualify for the ITC going forward following the passage of the Inflation Reduction Act. We have not incorporated the changes due to the Inflation Reduction Act into our modeling simulations, as further discussed below.

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1 are DC-coupled). Additional deployment of solar plus storage facilities would have 2 collateral benefits, such as potentially relieving interconnection constraints. 3 I would not expect all battery storage to be built paired with solar however, 4 as there are in some cases advantages to standalone battery storage. For example, 5 in portions of the network that are import constrained and do not have high quality 6 sites for solar development, standalone battery storage resources would be 7 preferred over storage paired with solar. Despite that consideration, Duke's greater 8 reliance on standalone battery storage (1,000 MW) than paired battery storage (600 9 MW) remains counterintuitive and requires additional justification. 10 Duke's modeling assumptions did not capture all of these considerations, 11 resulting in a bias towards selection of less economic standalone storage resources. 12 First, Duke failed to capture the full range of cost efficiencies that paired storage 13 resources benefit from in comparison to standalone resources. While Duke did 14 capture the interconnection cost efficiencies associated with sharing a single point 15 of interconnection, they failed to capture the ITC benefits of IPP-owned paired 16 battery storage resources and did not account for the reduced development costs of 17 paired storage. 18 Second, Duke assumes that in the case of DC-tied hybrid solar and storage 19 facilities, the storage system can only charge from the solar generating facility. In 20 fact, storage can charge from the grid if needed and only incurs minor costs to doing 21 so in the form of incremental forfeiture of ITC benefits, and thus would 22 economically do so during high-value events where it could not charge from the 23 hybrid solar facility.

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1		Finally, Duke modelled an incomplete set of paired storage configurations.
2		They only allowed for two configurations: 2-hour, 50% storage capacity as a share
3		of solar capacity; and 4-hour, 25% storage capacity as a share of solar capacity
4		scenarios. Duke should model a more complete set of scenarios, including (1) 2-
5		hour, 25% storage capacity as a share of solar capacity and (2) 4-hour, 50% storage
6		capacity as a share of solar capacity.
7		In aggregate, these changes would more accurately represent the advantages
8		of paired storage facilities over standalone storage facilities, and would lead to the
9		more economic outcome of prioritizing hybrid over standalone storage facilities.
10	Q.	DID DUKE ADDRESS THE CONCERNS YOU HAVE RAISED ABOUT
11		SOLAR PAIRED STORAGE IN ITS TESTIMONY?
12	А.	Partially. Duke indicated that they "generally agree with intervenors that modeling
12 13	А.	Partially. Duke indicated that they "generally agree with intervenors that modeling additional SPS options is preferable." ⁹ Duke then included additional solar plus
12 13 14	А.	Partially. Duke indicated that they "generally agree with intervenors that modeling additional SPS options is preferable." ⁹ Duke then included additional solar plus storage options in the SP5 and SP6 portfolios, specifically allowing the EnCompass
12 13 14 15	A.	Partially. Duke indicated that they "generally agree with intervenors that modeling additional SPS options is preferable." ⁹ Duke then included additional solar plus storage options in the SP5 and SP6 portfolios, specifically allowing the EnCompass model to select paired solar with a 4-hour battery storage at 50% of the solar
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12 13 14 15 16 17 18	Α.	Partially. Duke indicated that they "generally agree with intervenors that modeling additional SPS options is preferable." ⁹ Duke then included additional solar plus storage options in the SP5 and SP6 portfolios, specifically allowing the EnCompass model to select paired solar with a 4-hour battery storage at 50% of the solar capacity. Duke also allowed the battery storage, whether in standalone or paired configurations, to be economically dispatched. However, Duke did not adjust its assumptions regarding capital costs or the benefits of the ITC.
12 13 14 15 16 17 18 19	А. Q.	Partially. Duke indicated that they "generally agree with intervenors that modeling additional SPS options is preferable." ⁹ Duke then included additional solar plus storage options in the SP5 and SP6 portfolios, specifically allowing the EnCompass model to select paired solar with a 4-hour battery storage at 50% of the solar capacity. Duke also allowed the battery storage, whether in standalone or paired configurations, to be economically dispatched. However, Duke did not adjust its assumptions regarding capital costs or the benefits of the ITC. CAN YOU PLEASE EXPLAIN YOUR CONCERN WITH DUKE'S
12 13 14 15 16 17 18 19 20	А. Q.	Partially. Duke indicated that they "generally agree with intervenors that modeling additional SPS options is preferable." ⁹ Duke then included additional solar plus storage options in the SP5 and SP6 portfolios, specifically allowing the EnCompass model to select paired solar with a 4-hour battery storage at 50% of the solar capacity. Duke also allowed the battery storage, whether in standalone or paired configurations, to be economically dispatched. However, Duke did not adjust its assumptions regarding capital costs or the benefits of the ITC. CAN YOU PLEASE EXPLAIN YOUR CONCERN WITH DUKE'S NUCLEAR SMR COST ASSUMPTIONS?

22

unjustified. Duke assumes total installed capital costs (overnight costs plus

⁹ Modeling Panel at 153.

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1	AFUDC) in 2032 of (nominal dollars) for the GE BWRX-300 Small
2	Modular Reactor. ¹⁰ Duke provided little basis for the assumed costs in the Draft
3	Carbon Plan. When requested for more information, Duke provided no additional
4	sources of the costs or the underlying assumptions. ¹¹
5	As a point of comparison, the EIA AEO estimates the capital costs of
6	nuclear SMRs of
7	in 2021 dollars for first-of-its-kind plants and
8	in 2021 dollars for
9	nth-of-kind. The difference between the two cost estimates is the EIA's
10	"technological optimism factor." The EIA states that they "apply the technological
11	optimism factor to the first four units of a new, unproven design; it reflects the
12	demonstrated tendency to underestimate actual costs for a first-of-a-kind unit."12
13	The EIA's first-of-its-kind cost is more relevant as few, if any, SMRs are expected
14	to be completed by 2032, the earliest possible online date projected by Duke. For
15	example, an August 2022 report by NARUC listed only two entities currently
16	pursuing the GE-Hitachi BWRX-300 SMR design: Tennessee Valley Authority
17	("TVA") and Ontario Power Generators ("OPG"). ¹³ The TVA unit is not expected
18	to come online until at least 2032. ¹⁴

¹⁰ Ex. 1, Duke Response to PSDR3-17 (confidential)
¹¹ Ex. 2, Duke Response to CPSA DR1-4.
¹² EIA, Cost and Performance Characteristics of New Generating Technologies, Annual Energy Outlook 2022, at https://www.eia.gov/outlooks/aeo/assumptions/pdf/table_8.2.pdf (March 2022). ¹³ Energy Ventures Analysis, Nuclear Energy as a Keystone Clean Energy Resource, prepared for NARUC, August 22 at 24, available at https://pubs.naruc.org/pub/916FC2AB-1866-DAAC-99FB-1A9F58CA5ECB.

¹⁴ *Id.* 30.

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1	To make an apples-to-apples comparison to the Duke costs, I escalated the
2	EIA's first-of-its-kind capital costs from 2021 dollars to nominal dollars as of its
3	commercial online date in 2032, which results in installed costs in 2032 of
4	\$9,614/kW (nominal dollars). ¹⁵ The EIA projected costs for nuclear SMRs are thus
5	33% higher than Duke's projected costs.
6	In either case, the nuclear SMR costs are significantly higher than solar,
7	including solar paired with 4-hour battery storage (both in 25% and 50% of solar
8	capacity configurations). Figure 1 below shows the projected range of levelized
9	costs of several clean energy technologies in 2030. The range of renewable energy
10	costs are based on the Moderate (lower costs) and Conservative (higher costs)
11	projections in the 2022 Annual Technology Baseline. The range of nuclear SMR
12	costs are based on the Duke cost assumptions (lower costs) and the EIA cost
13	assumption (higher costs), assuming a 95% capacity factor.





¹⁵ EIA, Cost and Performance Characteristics of New Generating Technologies, Annual Energy Outlook 2022, March 2022.

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Source and Notes: Brattle analysis. The range of levelized costs for renewable energy resources are based on NREL 2022 Annual Technology Baseline costs, using the Moderate (low cost) and Conservative (high cost) cases. The range of nuclear SMR costs are based on Duke's cost estimates (low cost) and EIA cost estimates (high cost).

1 2 3

4

5 Duke's use of depressed nuclear cost estimates is inappropriate because it 6 fails to adequately consider the substantial cost and development risks inherent in 7 the development and construction of new nuclear facilities. The use of unproven 8 technologies such as SMRs can present availability and delay risks given the 9 limited number of vendors and available models and associated technology. 10 Nuclear reactors may also face permitting delays related to required Nuclear 11 Regulatory Commission ("NRC") approvals because new reactor models like the 12 BWRX-300 have not yet obtained such approvals. In addition, fuel production, 13 transport, and storage may present both delay and cost risks.

14 Duke's timeline for obtaining a CPCN for a new advanced nuclear plant¹⁶ 15 suggests that the NCUC would be asked to approve a CPCN based on assumptions 16 of technology demonstration, fuel supply availability, cost, timing, federal 17 permitting, and associated workforce and supply chain considerations that may not 18 vet be verifiable. Duke's capital cost sensitivity analysis states that nuclear presents 19 the second highest capital cost risk in all four Carbon Plan scenarios, up to \$4 20 billion, and the factors described above help explain why the cost risk for these 21 nuclear facilities is so high.

Recent delays and cost overruns associated with the development and construction of nuclear facilities are well documented. Georgia Power's Vogtle nuclear plant is now projected to cost over \$30 billion, more than double its initial

¹⁶ Carbon Plan Ch. 4 at 18-19; Appx. L at 12.

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1		estimate, and is more than seven years behind schedule. ¹⁷ In South Carolina,
2		SCANA and Santee Cooper spent \$9 billion for the partial construction of the V.C.
3		Summer nuclear plant before cancelling construction. ¹⁸ Duke's cancellation of the
4		Lee Nuclear Facility also resulted in stranded construction costs that the North
5		Carolina and South Carolina utility commissions were required to allocate. ¹⁹
6	Q.	CAN YOU PLEASE EXPLAIN YOUR CONCERN WITH DUKE'S
7		ELECTRIC VEHICLE DEMAND ASSUMPTIONS?
8	A.	Duke assumes 310,000 light-duty and nearly 12,000 medium- and heavy-duty
9		vehicles will be electric-powered by 2030.20 While Duke increased its estimated
10		adoption of electric vehicles ("EV") from the 2020 IRP, these projections are well
11		below even the more conservative forecasts for EV adoption in the United States
12		through the early 2030s.
13		As I explain below, I conservatively estimate their assumptions could
14		under-forecast EV demand by 1,050 GWh in 2030, 2,160 GWh in 2032, and 3,220
15		GWh in 2035. Higher electricity demand from EVs will need to be matched by
16		increased procurement of clean energy resources, including solar, to achieve the
17		Carbon Plan CO ₂ goals. For example, an additional 2,160 GWh of demand in 2032
18		would require an additional 880 MW of solar. If higher demand occurs in the
19		compliance year than forecasted by Duke and there are insufficient resources
20		installed in its system to provide zero carbon generation, Duke will need to operate

 ¹⁷ <u>https://www.gpb.org/news/2022/05/09/georgia-nuclear-plants-cost-now-forecast-top-30-billion</u>
 <u>https://www.postandcourier.com/business/3-years-later-how-the-fallout-from-scs-9-billion-nuclear-fiasco-continues/article_5d2a2684-d264-11ea-946f-935bbd3ffa98.html</u>
 <u>https://www.greentechmedia.com/articles/read/duke-cancels-lee-nuclear-project-rate-increase</u>

 ¹⁹ <u>https://www.greentechmedia.com/articles/read/duke-cancels-lee-nuclear-project-rate-increase</u>
 ²⁰ Carbon Plan Appendix F at 12.

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1 its natural gas- and coal-fired power plants more than expected, increasing 2 emissions and coming up short on its required goal. 3 Based on our analysis of vehicle sales in Duke's service territory, Duke's 4 EV forecast implies that EVs will make up about 20% of new vehicle sales by 2030. 5 Their 2030 EV sales outlook is well below recent forecasts and policy goals. For 6 example, the Bloomberg New Energy Finance ("BNEF") forecast estimates that 7 30% of new vehicle sales will be electric by 2030. The BNEF forecast is conservative relative to similar projections by IHS Markit (45% by 2030) and my 8 9 colleagues and I at The Brattle Group (40% by 2030), and the policy goals set by 10 the Biden Administration (50% by 2030). DID DUKE RESPOND TO THE CONCERNS YOU HAVE RAISED ABOUT 11 Q. 12 **EV ADOPTION IN ITS TESTIMONY?** 13 Yes, they explained that their forecast is reasonable due to differences in adoption A. between their service territory and the rest of the country and the timing of when 14 15 EV adoption starts increasing in the BNEF forecast compared to their forecast, such that the impact on the near-term action plan is "negligible."²¹ They also note that 16 17 their EV forecast aligns with the International Energy Association ("IEA") Global 18 EV Outlook 2021. 19 First, Duke compares their EV forecast for North Carolina to a global EV 20 forecast developed by the IEA. In addition, the IEA forecast that they cited was the 21 2021 forecast, which is now outdated. The IEA's 2022 forecast projects 33% higher 22 EV adoption by 2030 compared to its 2021 forecast. Even if Duke's assumptions

²¹ Modeling Panel at 130.

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align with a single forecast, in my experience the EV adoption forecast they used
 is well outside the range of publicly-available forecasts.

3 By underforecasting electricity demand and having a limited set of clean 4 energy resources that could be developed in time to meet the Carbon Plan goals, 5 the near-term limit on the procurements of solar resources will provide Duke less options for achieving its CO₂ emissions requirements in the case where EV 6 7 adoption does increase through 2030 or 2032 faster than currently planned by Duke. CAN YOU PLEASE EXPLAIN YOUR CONCERN WITH DUKE'S CO2 8 Q. 9 **EMISSIONS LIMIT ASSUMPTIONS?** 10 A. Yes. In its modeling, Duke set annual CO₂ emissions limits for each portfolio depending on the year in which the portfolio achieves the 70% reduction in CO₂

11 depending on the year in which the portfolio achieves the 70% reduction in CO_2 12 emission (i.e., 2030, 2032 or 2034).²² Their approach results in lower near-term 13 CO_2 emissions limit for P1 than the other three portfolios to meet earlier compliance 14 dates. This approach to setting the CO_2 emissions limit up to the compliance year 15 is reasonable. However, in the years following the compliance date, Duke continues 16 to set lower annual CO_2 emissions limit in the P1 case compared to the other 17 portfolios, as shown in the figure below from the Draft Carbon Plan.

²² Carbon Plan, Chapter 3 at 26.

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Figure 1: Duke Carbon Plan Annual CO2 Emissions Limits by Portfolio

2 Source: Duke Carbon Plan Appendix E at 79.

The lower annual CO₂ emissions limits in P1 beyond 2030 results in significantly lower cumulative CO₂ emissions in the P1 scenario compared to the other portfolios. The cumulative CO₂ emissions for 2022 to 2050 are 533 million short tons for P1, which are 7% lower than P2 (569 million short tons), 12% lower than P3 (601 million short tons), and 11% lower than P4 (599 million short tons). However, Duke does not account for the CO₂ reduction benefits of P1 in its assessments of the portfolios.

In fact, Duke does just the opposite by highlighting that P1 has the highest ratepayer costs, without also acknowledging that it achieves the most CO₂ emissions reductions. The difference in the total present value of revenue requirements ("PVRR") between P1 and P2 is \$2.3 billion, just a 2% difference. In my analysis of the annual revenue requirements for P1 and P2, I calculated that at least \$1.0 billion of the difference in the PVRR between P1 and P2 occurs in the

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1 years following 2032, the P2 compliance year. This demonstrates that nearly half 2 of the cost difference between P1 and P2 is due to the differences in long-term 3 emissions limits.

4 Instead of setting separate emissions goals in the later years, Duke instead 5 should have adopted a more apples-to-apples comparison between its portfolios by 6 aligning the long-term CO_2 emissions limits beyond the compliance dates. Without 7 doing so, the costs of P1 are artificially increased compared to the other portfolios. 8 Q. CAN YOU PLEASE EXPLAIN YOUR CONCERN WITH DUKE'S 9

ONSHORE WIND ASSUMPTIONS?

10 A. Duke assumes that up to 1,200 MW of onshore wind will be available by 2032 and 11 its modeling selects 600 MW by 2030 for P1 and 1,200 MW by 2032 and 2034 for 12 the remaining portfolios, including the supplemental portfolios (P5 and P6). 13 However, there currently are no active requests in the DEC or DEP generation 14 interconnection for onshore wind facilities. In addition, there is currently only one 15 onshore wind project extant in the Carolinas - the Amazon Wind Farm U.S. East, a 208 MW facility located in Dominion's service territory.²³ While onshore wind 16 17 is a well-established renewable resource globally and in other states in the U.S., the 18 development pipeline for new onshore wind farms and the timeline for such 19 facilities in the Carolinas is highly uncertain.

(b) Duke's Supplemental Modeling

²³ EIA Form 860, available at https://www.eia.gov/electricity/data/eia860/.

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Q. DO YOU HAVE ANY CONCERNS RELATED TO THE UPDATED ASSUMPTIONS DUKE INCLUDED IN THE SUPPLEMENTAL MODELING?

4 A. Yes. The most significant change in assumptions that Duke made in developing its 5 Supplemental modeling is shifting the online date for the Nuclear SMR six months 6 earlier from the end of 2032 to the middle of 2032. As Duke notes in Appendix L 7 of its Draft Carbon Plan, Duke finds that date is feasible for building a new nuclear plant, but also states that "2032 is the earliest possible date that advanced nuclear 8 could be placed in service in the Carolinas."²⁴ They note several factors that could 9 10 impact that timing of the development of the Nuclear SMR, including that the timing is "dependent on the action of the NRC"²⁵ and that "the project timeline for 11 12 an actual project could have different permitting, licensing, construction and 13 commissioning time frames due to design specifics of the technology chosen and potential regulatory change."26 14

I raise this as an issue since it could have significant impacts on whether Duke is able to achieve the Carbon Plan goals in 2032. Specifically, Duke assumes that the new Nuclear SMR will generate 1,400 GWh in 2032. If the Nuclear SMR does not start operating at the earliest possible date when it could be brought online, a natural gas-fired or coal-fired generation resource is likely to fill the gap, resulting in an additional 0.6 million short tons to 1.4 million short tons of additional CO₂ emissions in 2032. Duke notes that they moved up the date of the nuclear units

²⁴ Appendix L at 5.

²⁵ Appendix L at 10.

²⁶ Appendix L at 11

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1 because doing so "could have a material impact on meeting the emissions reduction target,"²⁷ but they do not account for the potential impacts that a six-month delay 2 3 in the schedule of the Nuclear SMR would have on meeting the Carbon Plan 4 requirements. 5 DO YOU AGREE WITH THE CHANGES TO SOLAR PAIRED WITH Q. 6 **STORAGE AND THE DISPATCH OF BATTERY STORAGE?** 7 A. Yes. Both of those changes in assumptions are an improvement over the previous 8 assumptions that Duke used to develop P1 through P4. 9 Q. DO YOU HAVE ANY CONCERNS RELATED TO THE RESULTS OF THE 10 **SUPPLEMENTAL MODELING?** 11 Yes. The final resource additions results for SP5, SP5A, SP6 and SP6A that are A. 12 shown in Table SPA-12 of Exhibit 1 to the Modeling Panel testimony are 13 misleading. In this table, the SP5 New Solar capacity (as of the beginning of 2032) is shown as 8,600 MW, which appears to be significantly greater than the 5,600 14 15 MW of New Solar that Duke listed for P2 in the Executive Summary of the Draft 16 Carbon Plan. However, the two values are not comparable because they include 17 cumulative solar additions over two different timeframes. The SP5 value includes 18 all solar additions starting in 2024, while the P2 value includes solar additions 19 starting in 2027. When put on a comparable basis, the amount of new solar additions in SP5 is 6.8 GW, as shown in the table below.²⁸ Notably, the higher solar 20

²⁷ Modeling Panel at 60.

²⁸ Solar additions based on the detailed EnCompass output provided by Duke. P1 and P2 are from the final production cost simulation results and P5 and P5 High Solar are from the capacity expansion results.

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capacity limit set in the High Solar Interconnection case resulted in 1,665 MW of additional solar, or 8.5 GW of new solar by 2032.

		Annual Solar Additions (BOY)				Cumulative Total		
Scenario	2027	2028	2029	2030	2031	2032	by 2030	by 2032
P1	750	1,050	1,800	1,800	1,350	1,800	5,400	8,550
P2	375	1,050	1,050	1,050	1,050	975	3,525	5,550
P5	750	1,050	825	1,350	1,395	1,440	3,975	6,810
P5 High Solar	1,500	1,500	75	1,800	1,800	1,800	4,875	8,475

Table 2: Solar Interconnection Limits in Duke Portfolios

3

Source: Brattle analysis of Duke EnCompass modeling results

5 I also have several concerns related to the High Solar Interconnection case, 6 in which Duke modeled the solar capacity additions limit as proposed by CPSA. 7 First, their modeling selected the maximum amount of solar in each year except for 8 2028 when just 75 MW out of 1,800 MW of solar is installed, as shown in the figure 9 below. I find this to be a surprising and counterintuitive result that has a significant 10 impact on the total solar installed in this case. Long-term capacity expansion 11 models like EnCompass minimize costs over the timeframe studied. Unless there 12 is a significant difference in costs or a resource is unable to be built, the model is 13 unlikely to make such a drastic change in a single year unless another constraint is 14 limiting entry. This result seems to imply that Duke is including in its model an 15 additional limit that is constraining solar additions in 2028. For example, Duke may 16 be modeling the CO2 emissions to be *equal* to a certain cap in each year, instead of 17 allowing the emissions to be *less than or equal* to that cap in each year. Applying 18 such a limit would tend to increase the costs of achieving the Carbon Plan goals 19 based on an arbitrary modeling assumption.

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Figure 2: Annual Capacity Additions in High Solar Interconnection Case

Source: Brattle analysis of Duke EnCompass modeling results

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3 Second, Duke reports in Table SPA-27 of Exhibit 1 to the Modeling Panel 4 testimony that High Solar Interconnection Case selected an additional 700 MW of 5 solar in 2035 and 300 MW in 2050 compared to the Supplemental Portfolio 5 6 ("SP5"). In fact, the High Solar Interconnection case results in an additional 1,665 7 MW of solar additions as of the beginning of 2032, which is more than 2x higher 8 than shown in the table. By showing the lower values in 2035 instead of the much 9 higher values in 2032, the compliance year, Duke is understating the potential 10 benefits of a higher solar interconnection limit.

11 Third, another counterintuitive result of the High Solar Interconnection Limit 12 case (shown in Table SPA-27) is the reduction of battery storage additions (700 13 MW lower) and gas CTs (500 MW lower) in 2035. This outcome is 14 counterintuitive because solar provides a limited contribution to meeting the winter 15 reserve margin, while both battery storage and gas CTs provide greater

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1		contributions to the reserve margin. On net, this portfolio would appear to
2		undershoot the winter reserve margin or reduce the reliability of the system.
3	Q.	DOES THE HIGH SOLAR INTERCONNECTION CASE RESULT IN
4		LOWER RATEPAYER COSTS COMPARED TO P5?
5	A.	Yes. Although Duke did not include the costs of the High Solar Interconnection
6		case in Exhibit 1 of the Modeling Panel testimony, the detailed EnCompass output
7		results for the High Solar Interconnection case and P5 case show that on average
8		from 2026 to 2032 the High Solar Interconnection cases results in \$40 million of
9		cost savings per year compared to P5.
10	Q.	PLEASE PROVIDE YOUR OVERALL ASSESSMENT OF THE
11		SUPPLEMENTAL MODELING AND ITS IMPLICATIONS FOR THE
12		CARBON PLAN.
13	A.	Overall, I found that the supplemental modeling runs, specifically SP5 and SP5
14		High Solar Interconnection, represent an incremental but insufficient improvement
15		over Duke's pre-existing scenarios. The improvements primarily include selecting
16		more solar resources by 2032 compared to the P2 portfolio and incorporating new
17		configurations of solar paired with storage. In both cases, the results support
18		CPSA's recommendation on higher near-term solar procurement.
19		The SP5 High Solar Interconnection case in particular demonstrates how
20		larger solar procurements and a more reasonable solar interconnection constraint
21		reduces cost and execution risk for achieving interim compliance (see Tyler Norris'
22		testimony on the limited execution risk of solar development). The P5 High Solar
23		Interconnection case identified 8,475 MW of solar by 2032, even with (1) the

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1		unreasonable assumptions that the first SMR is available by mid-2032 at Duke's
2		unjustified low cost estimate, (2) the assumption that 1,200 MW of onshore wind
3		will be available, and (3) the unreasonable one year drop in solar additions in 2028.
4		A more reasonable Supplemental Modeling approach would have included
5		a scenario where the availability of Nuclear SMRs was not further accelerated (i.e.
6		from late 2032 to mid 2032) and a higher solar cap was included (e.g., the CPSA
7		cap or the solar cap applied to P1). If the NCUC does not accept the addition of
8		CPSA's CPSA5 scenario for 2032 compliance, CPSA recommends that NCUC
9		require Duke to run a P5 sensitivity (or a P7) that addresses these issues.
10		Finally, the Supplemental Modeling demonstrates that Duke should
11		increase its near-term targets for procuring battery storage, primarily through solar
12		paired with storage. Both of the P5 cases identified over 4 GW of battery storage
13		by 2032, compared to about 2 GW in the initial portfolios. In addition, more than
14		50% of the new battery storage capacity is coming from paired storage.
		(c) Modeling Conducted by Brattle
15	Q.	PLEASE DESCRIBE THE PURPOSE OF THE MODELING YOU
16		CONDUCTED IN YOUR EVALUATION OF DUKE'S CARBON PLAN.
17	A.	Under my supervision, a team of The Brattle Group consultants and I modeled the
18		optimal generation capacity expansion and dispatch of the Duke Energy system
19		(including both Duke Energy Carolinas and Duke Energy Progress) to address the
20		impacts of the aforementioned flaws I identified in Duke's modeling of resource
21		portfolios in its Draft Carbon Plan. Specifically, we analyzed a more complete set
22		of resource portfolios that achieve a 70% reduction of CO ₂ emissions from Duke

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Energy's North Carolina power generation by 2030 or 2032 in order to inform the
 Carolinas Carbon Plan. We used an in-house capacity expansion and generation
 dispatch optimization model called GridSIM.

4 Q. WHAT IS GRIDSIM AND HOW DID YOU USE IT IN THIS CASE?

5 A. GridSIM optimizes capacity expansion and system dispatch in order to minimize 6 the present value of system costs over the timeframe modeled, subject to meeting 7 various constraints including hourly demand, seasonal capacity requirements, and 8 CO_2 limits. The timeframe modeled in this case was 2020 to 2035, with 2020, 2025, 9 2030, 2032 and 2035 modeled. The total system costs of achieving the specified 10 constraints in each modeled year is assigned a weighting based on the number of 11 years between modeled years. The annual system costs include the levelized fixed 12 costs of new resources and the operating costs of existing and new resources, 13 including fuel costs and operations and maintenance (O&M) costs. The variable 14 operating costs of existing and new resources are calculated based on simulated 15 chronological hourly dispatch of 49 representative days, including 4 representative 16 days within each of the 12 months and the peak demand day. The 4 days within 17 each month are selected by accounting for differences in demand and renewable 18 generation within each month using a clustering algorithm. The operating costs of 19 meeting hourly demand in each representative day is assigned a weighting based 20 on the number of days within the month to which it is representative.

The following diagram summarizes the key features of the GridSIM
model.

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Figure 2: Summary of GridSIM Features



2 Q. HOW DOES YOUR MODELING ACCOUNT FOR RESOURCE 3 ADEQUACY REQUIREMENTS?

1

4 A. Our GridSIM modeling added new generation and storage resources in order to 5 maintain a 25% winter reserve margin, based on the results reported by Duke in 6 Appendix E of its Carbon Plan for the resource portfolios P1 and P2. The amount 7 of new resources required to meet the winter capacity requirement, referred to as 8 the Capacity Shortfall, is based on our analysis of the projected winter peak 9 demand, capacity of existing resources, and assumed contribution of each new 10 resource to achieving the winter capacity requirement. The contribution of each 11 new resource to achieving the winter reserve margin requirement (or effective load 12 carrying capability, ELCC) is based on the values I estimated from Duke's Carbon Plan Appendix E for the representative range of capacity expected to be developed. 13 14 For example, I assumed the new solar generation resources contribute only 2% to 15 meeting the winter reserve margin requirement.

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Q. PLEASE EXPLAIN HOW YOUR MODELING ENSURES COMPLIANCE WITH NORTH CAROLINA HOUSE BILL 951 REQUIREMENTS TO REDUCE CO₂ EMISSIONS BY 2030?

4 A. For each modeled year, I included separate CO₂ emissions limits for total emissions 5 from Duke Energy's North Carolina-based resources (including all new gas-fired 6 resources), and for total emissions from Duke Energy's South Carolina-based 7 resources. The CO₂ limit on South Carolina-based resources is based on the annual 8 CO₂ emissions of those resources reported in Duke's EnCompass output files for 9 the P1 portfolio. The CO₂ limit on North Carolina-based resources is based on the 10 assumed compliance year in which the 22.6 million short tons of emissions is 11 achieved. For three of the portfolios I evaluated (CPSA1 through CPSA3), I 12 assumed the compliance year is 2030. For the remaining two portfolios (CPSA4 13 and CPSA5), I assumed the compliance year is 2032. For CPSA4 and CPSA5, I 14 estimated the 2030 CO₂ limit on North Carolina-based plants based on the 15 difference between 2030 and 2032 limits reported in EnCompass input files. In all 16 cases I modeled, I assumed the 2035 CO₂ limit is 16.9 million short tons, based on 17 a linear reduction of the CO₂ limit from 22.6 million short tons in 2032 to achieve 18 net zero by 2050.

19 Q. WHAT ARE THE MAJOR DIFFERENCES IN YOUR MODELING 20 ASSUMPTIONS RELATIVE TO DUKE'S ENCOMPASS MODELING?

A. For the purpose of our modeling in this case, Brattle adopted most of Duke's
modeling assumptions such as load growth, natural gas prices, timing of coal

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1	plant retirements, planning reserve margin requirements and contributions of each
2	type of resource to meet seasonal resource adequacy requirements.
3	Our modeling assumptions differ from Duke's in five areas. First, our
4	modeling timeframe covers the period through 2035 with the years 2020, 2025,
5	2030, 2032 and 2035 modeled. Duke's modeling timeframe covered all years until
6	2050. We have not modeled the years beyond 2035 because the modeling of those
7	out years would have limited impact on the optimal types of resources needed to
8	meet the 2030 or 2032 CO ₂ reduction target.
9	Second, I assumed capital costs to install new generation and storage
10	resources based on NREL's 2022 Annual Technology Baseline projections, with
11	the exception of my reliance on PIM's 2026/2027 CONE Study for the cost of new
	the exception of my renance on 1 Jivi \$ 2020/2027 COIVE Study for the cost of new
12	gas CT. We adopted the lower capital costs of new gas CT based on the feedback I
12 13	gas CT. We adopted the lower capital costs of new gas CT based on the feedback I received from Duke when I presented my original assumptions and results to them
12 13 14	gas CT. We adopted the lower capital costs of new gas CT based on the feedback I received from Duke when I presented my original assumptions and results to them prior to the release of the Draft Carbon Plan. In comparison to Duke's modeling,
12 13 14 15	gas CT. We adopted the lower capital costs of new gas CT based on the feedback I received from Duke when I presented my original assumptions and results to them prior to the release of the Draft Carbon Plan. In comparison to Duke's modeling, my capital cost assumptions in 2030 are higher for solar and natural gas CCs and

Table 3: Estimated 2030 Capital Costs (nominal dollars)

Resource	Brattle Capital Costs	Duke Capital Costs	Difference		
	\$/kW	\$/kW	\$/kW		
Solar	\$1,526	\$1,380	\$146		
Onshore Wind	\$1,325	\$1,644	(\$319)		
Offshore Wind	\$3,865	\$4,663	(\$798)		
4-Hour BESS	\$1,241	\$1,233	\$8		
Gas CC	\$1,422	\$805	\$617		
Gas CT	\$1,025	\$711	\$314		

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1		Third, our modeling evaluated sensitivities on various levels of capacity
2		limits for model's selection of new solar generation plants. Those sensitivities
3		include Duke's assumed limits for annual additions, CPSA's proposed limits for
4		annual additions, and a no limit case.
5		Fourth, I assumed the 2035 CO_2 limit to be the same (at 16.9 million short
6		tons) in all my cases. In contrast, as I explained above, Duke's modeling of resource
7		portfolios assumed lower emission limits in its portfolio P1 compared to other
8		portfolios in every year through 2050.
9		Fifth, and finally, I assumed that the new nuclear SMR plants would not be
10		available to come online prior to 2035 and only 600 MW of onshore wind resources
11		could be built by 2032. In contrast, Duke's modeling assumed new SMR plants
12		could be available starting in year 2034 for P1 through P4, and in the middle of
13		2032 for its supplemental modeling (P5 and P6).
14	Q.	HAVE YOU ALSO EVALUATED ALTERNATIVE RESOURCE
15		PORTFOLIOS THAT DIFFER FROM THE PORTFOLIOS IN DUKE'S
16		CARBON PLAN FILING?
17	A.	Yes. I analyzed five alternative resource portfolios with varying limits on solar
18		capacity additions and varying years to achieve 70% reduction in CO ₂ emissions.
19		For three of the portfolios I evaluated (CPSA1 through CPSA3), I assumed the
20		compliance year is 2030. For the remaining two portfolios (CPSA4 and CPSA5),
21		I assumed the compliance year is 2032.
22		I assumed no cap on solar capacity additions in the portfolio CPSA1, Duke's
23		low solar cap assumptions (5,175 MW by the middle of 2030 and 7,875 MW by

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1	the middle of 2032) in portfolios CPSA2 and CPSA4, and CPSA's proposed cap
2	on solar capacity additions (7,500 MW by the middle of 2030 and 11,100 MW by
3	the middle of 2032) in portfolios CPSA3 and CPSA5. ²⁹ Table 4 below shows the
4	alternative solar caps considered by Duke and included in my simulations, showing
5	the values in both the beginning of year ("BOY") and middle of year ("MOY")
6	conventions.

Solar Cap	2026	2027	2028	2029	2030	2031	2032	2033+
Beginning of Year (Convention							
Duke Low Cap	0	750	1,050	1,350	1,350	1,350	1,350	1,350
Duke High Cap	0	750	1,050	1,800	1,800	1,800	1,800	1,800
CPSA Cap	0	1,500	1,500	1,800	1,800	1,800	1,800	1,800
Middle of Year Cor	vention							
Duke Low Cap	375	900	1,200	1,350	1,350	1,350	1,350	1,350
Duke High Cap	375	900	1,425	1,800	1,800	1,800	1,800	1,800
CPSA Cap	750	1,500	1,650	1,800	1,800	1,800	1,800	1,800

7

Table 4: Duke and CPSA Annual Solar Addition Caps

8 The following table summarize the key assumptions in my five alternative 9 portfolios. Portfolios CPSA2 and CPSA3 are intended as alternatives to Duke's P1 10 portfolio, which assumes Duke's high cap on solar additions, with one version that 11 is more conservative on solar additions (CPSA2 based on Duke's low solar cap) 12 and one that is slightly more aggressive (CPSA3 based on CPSA's proposed rate 13 of annual solar additions). Portfolios CPSA4 and CPSA5 are intended as 14 alternatives to Duke's P2 portfolio, with CPSA4 assuming solar additions up to

²⁹ Note that I used the middle of the year convention as GridSIM assumes a constant amount of solar throughout the year. The middle of the year convention accounts for the average amount of solar that is forecasted to be online in a given year.

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Duke's low solar cap and CPSA5 assuming solar additions up to the CPSA proposed limit.

Portfolio	Compliance Year	Solar Cap
CPSA1	2030	No Cap
CPSA2	2030	Duke Low Cap
CPSA3	2030	CPSA Cap
CPSA4	2032	Duke Low Cap
CPSA5	2032	CPSA Cap

3

 Table 5: Key Assumptions in Brattle Simulations

As a sensitivity to evaluate whether new SMR plants could be economic to be added to Duke's portfolio, I simulated two cases that allowed the selection of nuclear SMR plants starting in 2032. In the first case, I adopted Duke's lower capital and fixed O&M costs for nuclear SMR plants and also adjusted the solar costs to the Moderate case.³⁰ The second case increased the nuclear SMR costs to the EIA's capital and fixed O&M costs and increased solar costs to the ATB Conservative case. Neither case resulted in any entry of nuclear SMR by 2032.

11 Q. WHAT WAS THE PURPOSE OF MODELING ALTERNATIVE 12 RESOURCE PORTFOLIOS?

A. As I explained in Section II, I have concerns about the assumptions Duke used in
 developing its resource portfolios. In order to illustrate the materiality of the
 impacts of Duke's flawed assumptions, I developed the five alternative resource
 portfolios.

³⁰ I assumed a 60 year book life for the nuclear SMRs and Duke's weighted average cost of capital to estimate the annual fixed costs for the nuclear SMRs. I allowed the unit to be fully dispatchable in GridSIM based on Duke's fuel cost assumptions.

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Q. PLEASE DESCRIBE YOUR KEY FINDINGS FROM YOUR MODELING OF THE ALTERNATIVE RESOURCE PORTFOLIOS.

3 I find that restricting the amount of new capacity from solar plants in the model A. 4 increases system costs. System costs increase due to the need to identify higher cost 5 approaches to reduce CO_2 emissions, whether through the addition of alternative 6 clean energy resources, such as offshore wind, or through shifting fossil generation 7 away from higher emission rate resources, primarily coal. Comparing the resource 8 portfolio in CPSA1 against CPSA2 and CPSA3 (all three of which assume the 70% 9 reduction in CO2 emissions is achieved in 2030), I find that GridSIM selects new 10 solar capacity additions through 2030 up to the assumed caps (7,900 MW in CPSA2 11 and 7,500 MW in CPSA3) and as economic in the uncapped case (9,500 MW in 12 CPSA1). The results demonstrate that increasing solar additions reduces system 13 costs in 2030, 2032 and 2035. Most of the solar capacity additions are paired with 14 storage in the 4-hour at 50% of solar capacity configuration.

15 Second, the model selects 600 MW of onshore wind in all portfolios but 16 offshore wind only in CPSA2 (800 MW by 2030 and 800 MW by 2032), CPSA3 17 (400 MW by 2030), and CPSA4 (1,100 MW by 2032). No offshore wind is selected 18 in the case in which solar is uncapped with a 2030 compliance date (CPSA1) nor 19 in the case with the higher CPSA cap and the 2032 compliance date (CPSA5).

Third, in all alternative resource portfolios, I find that the model economically selects a mix of gas CCs and CTs, including 2,400 MW of gas CCs in all cases with gas CTs ranging from new entry up to 1,100 MW.

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Scenario	2030 New Solar	2032 New Solar	2030 New BESS	2032 New BESS	Onshore Wind	Offshore Wind	Gas CC	Gas CT	2030 System Costs	2032 System Costs	2035 System Costs
CPSA1 – No Cap 2030 Compliance	9,500	12,700	3,300	4,200	600 MW in 2030		2,000 MW in 2030		\$6.97	\$7.90	\$9.13
CPSA2 – Low Solar Cap 2030 Compliance	5,200	7,900	1,800	2,700	600 MW in 2030	800 MW in 2030 and 800 MW in 2032	2,400 MW in 2030	900 MW in 2030	\$7.90	\$8.70	\$9.84
CPSA3 – CPSA Cap 2030 Compliance	7,500	11,100	2,700	3,700	600 MW in 2030	400 MW in 2030	2,400 MW in 2030		\$7.04	\$7.97	\$9.15
CPSA4 – Low Solar Cap 2032 Compliance	5,200	7,900	2,000	2,300	600 MW in 2030	1,100 MW in 2032	2,400 MW in 2030	1,100 MW in 2030	\$6.78	\$7.94	\$9.87
CPSA5 – CPSA Cap 2032 Compliance	7,100	10,700	2,600	3,500	600 MW in 2030		2,400 MW in 2030	500 MW in 2030	\$6.78	\$7.75	\$9.16

Table 6: Summary of New Resource Additions and System Costs

1

Q. DO YOUR MODELING SIMULATIONS ACCOUNT FOR THE CHANGES IN FEDERAL TAX CREDITS FOR RENEWABLE ENERGY AND STORAGE RESOURCES INCLUDED IN THE INFLATION REDUCTION ACT?

A. No, they do not. I did not incorporate any changes to our modeling following the
passage of the Inflation Reduction Act due to the limited time available to do so, a
desire to maintain an apples-to-apples comparison with Duke's modeling, and the
need to better understand several of the provisions of the IRA related to the levels
of tax credits that will be expected for each type of resource.

As a reminder, our modeling assumed the previous phase out of the federal production tax credit (PTC) and investment tax credit (ITC) with solar resources able to qualify for the 10% ITC after 2026 and offshore wind that is online by 2035 able to qualify for the 30% ITC. The IRA will significantly increase the value of tax credits for solar resources, as they now will be able to qualify for the higher value PTC. In contrast, offshore wind tax credits are expected to remain the same.

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For this reason, I do not expect that the IRA would change the mix of clean energy resources selected in our modeling simulations. However, the higher value of the tax credits will further increase the cost savings of the solar capacity additions included in each portfolio and increase the cost savings that would occur by increasing the solar interconnection limits. In addition, the extension of the federal tax credits to standalone battery storage will continue to make it an attractive alternative to natural gas CCs and CTs.

8 Q. WHAT WERE DUKE'S CRITICISMS OF YOUR MODELING 9 ASSUMPTIONS AND ALTERNATIVE RESOURCE PORTFOLIOS?

10 A. Duke Energy's witnesses Glen Snider, Bobby McMurry, Michael Quinto and Matt 11 Kalemba criticized our modeling assumptions for allegedly failing to be technically objective, executable, and adequately reliable.³¹ They indicated that our modeling 12 13 assumptions "tend to unreasonably favor grid edge, renewable, and energy storage resources, and introduce bias against firm, dispatchable resource types."32 14 15 Furthermore, they claimed that I assumed an "improbably rapid solar deployment" while not modeling any of the years 2026 through 2029 in my simulations.³³ 16 Finally, they criticized our modeling results as yielding "unreasonably high levels 17 of near-term energy storage procurement",³⁴ and my assumptions on capital costs 18 for building new resources as biased.³⁵ 19

³¹ Modeling Panel at 183-185.

³² Modeling Panel at 185.

³³ Modeling Panel at 191.

³⁴ Modeling Panel at 204.

³⁵ Modeling Panel at 193-194.

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Q. PLEASE SUMMARIZE YOUR RESPONSES TO DUKE'S CRITICISMS OF YOUR MODELING.

3 I do not agree with any of those criticisms. Most of our modeling assumptions were A. 4 designed to mimic Duke's assumptions in its draft Carbon Plan to ensure that my 5 model results on the least-cost mix of resource portfolio does not cause any 6 degradation of system reliability. Prior to releasing the Brattle report with our 7 modeling findings, we presented our approach and key assumptions to Duke and 8 asked Duke to provide feedback on any concerns they may have; Duke did not raise 9 any concerns about "technical objectivity" of our modeling at the time. Duke raised 10 one issue regarding my assumptions, which was that the capital cost of new gas 11 CTs seemed too high. I therefore reduced the assumed cost of a new CT, which 12 improved the economic attractiveness of new gas CTs in my model relative to 13 alternatives such as new battery (with or without paired solar).

In addition, Duke's criticisms about our modeling assumptions regarding
the pace of adding new solar and storage resources do not have any strong basis. I
provide my responses below to Duke's specific criticisms of our modeling.

17 Q. HOW DO YOU RESPOND TO DUKE WITNESSES' CLAIM THAT YOUR

18 MODELING FAILS TO MEET "TECHNICAL OBJECTIVITY"?

A. Duke's claim concerning the technical objectivity of our analysis is unfortunate and
based on their own analysis does not stand up to scrutiny. As noted above and in
The Brattle Group report, the analysis we completed for the Carbon Plan relied on
both publicly available assumptions as well as assumptions from Duke's own
modeling. We used a well-established model that Brattle has used for several

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1		clients, including the Electric Power Research Institute, the U.S. Department of
2		Energy, the New York Independent System Operator, and other utilities as a part
3		of their resource planning efforts. Figure 17 in the Reliability Panel testimony
4		highlights that our assumptions concerning solar costs are in fact higher than
5		Duke's and other intervenors. ³⁶
6		In addition, the higher solar limit in CPSA3 and CPSA5 is based on Duke's
7		estimate of the amount of solar it can interconnect but ramping up sooner due to
8		the unreasonably low assumed rate of interconnections in the first two years, which
9		is supported by CPSA Witness Watts' testimony and CPSA's analysis included in
10		its previous comments. ³⁷ These cases test the effects of Duke's thinly supported
11		capacity limit and whether solar additions beyond the limits imposed by Duke
12		would provide net benefits to ratepayers.
13	Q.	HOW DO YOU RESPOND TO DUKE WITNESSES' CONCERN THAT
14		YOU "DID NOT MODEL ANY YEARS FROM 2026 TO 2029 WHEN
15		DEVELOPING [YOUR] ALTERNATIVE PORTFOLIOS SO THERE IS NO
16		MODELING JUSTIFICATION FOR THIS AGGRESSIVELY
17		ACCELERATED PACE OF ADOPTION"?
18	А.	The modeling I completed was intended to identify the least-cost mix of resources
19		to achieve CO_2 emissions reductions goals by either 2030 or 2032. It is common
20		modeling practice when running capacity expansion simulations not to include
21		every year, especially when modeling over a longer timeframe. In this case, I

³⁶ Modeling Panel at 192.
³⁷ See CPSA Comments (July 15, 2022), Exhibit D, *Pathways to 1800 MW Annual Solar* Capacity Additions.

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1	modeled 2030 and 2032, as well as 2025 and 2035, to identify resource capacity
2	additions and retirements, as those are the years in which CO ₂ emissions reductions
3	must be achieved. I gave each modeled year a weighting to reflect the number of
4	surrounding years that it represents. In addition, I developed limits on cumulative
5	solar additions by 2030 and then from 2030 to 2032 and 2032 to 2035 to reflect the
6	impact of annual limits and make sure that the solar builds cannot exceed those
7	limits. I included similar capacity addition limits on other resources, including
8	natural gas combined cycle plants, offshore wind, and onshore wind.

9 Q. DUKE'S WITNESSES EXPRESS CONCERN ON PAGES 197 TO 200 OF
10 THE MODELING PANEL THAT YOUR MODELING "FAILS TO
11 SUFFICIENTLY ADDRESS RELIABILITY AND EXECUTABILITY." DO
12 YOU AGREE?

A. No, I do not. Although I did not complete all of the same detailed reliability analysis
that Duke did, the resource additions identified in our modeling simulations
(described above) result in similar resource additions by 2032 as Duke to replace
retiring coal plants and maintain system reliability, including gas CCs (2,400 MW),
gas CTs (up to 1,100 MW), and battery storage (2,300 – 4,200 MW). Instead, the
differences in resource mix between our simulations are primarily due to
differences in solar, onshore wind, offshore wind, and nuclear SMRs.

Duke faults intervenor modeling, including ours, for failing to conduct the "Portfolio Verification" steps detailed in Appendix E. These additional steps consisted of replacing battery storage with about 1,100 MW of gas CTs in 2030 and 2032 to ensure adequate capacity during extreme winter events. However, there

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1	are two important points that Duke does not mention. First, Duke's capacity
2	expansion modeling that occurs prior to the Portfolio Verification step did not select
3	any new gas CTs by 2030 or 2032 for P1 and P2. In contrast, the capacity expansion
4	modeling I completed at a similar stage did identify the need for new gas CTs in
5	certain scenarios, adding up to 500 MW in CPSA5, 900 MW in CPSA2, and 1,100
6	MW in CPSA4. This demonstrates that our modeling is accounting for the value
7	that a dispatchable resource like a gas CT would provide to the system, while
8	Duke's capacity expansion modeling does not.
9	Second, Duke makes the same level of adjustment to the capacity of gas
10	CTs and battery storage in P1 and P2, as seen in Table E-54 of Appendix E, despite
11	significant differences in the resource mix between the two portfolios. These results
12	indicate that higher levels of solar penetration do not result in a less reliable system.
13	While our capacity expansion modeling alone does not include the same
14	steps Duke completed through its Portfolio Verification process, I do not agree that
15	the resulting portfolios from our simulations would be less reliable. I observed
16	based on Duke's detailed reliability analysis, including the Portfolio Verification
17	steps, that Duke achieved a much higher winter reserve margin than their target
18	reserve margin of 17% based on the results Duke included in Figure E-12 of
19	Appendix E. These figures show that in 2030 to 2035 the winter reserve margin
20	for DEP and DEC is about 25% on average, with some years higher and some years
21	lower, for P1 and P2. To best align our modeling with Duke's and incorporate the
22	need for additional resources beyond the planning reserve margin, we increased the
23	planning reserve margin in GridSIM from 17% to 25%, increasing the capacity

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1		needs in 2030 by 2,300 MW and in 2032 by 2,600 MW. By adopting the higher
2		reserve margin that Duke identified after completing its full analysis, we implicitly
3		accounted for the resource needs that Duke identified in later stages of its analysis.
4		The capacity expansion modeling alone however is not equivalent to
5		additional detailed reliability modeling that Duke completed. Similar to other
6		portfolios, Duke should assess potential reliability issues and resource adjustments
7		in the higher solar resource portfolios we identified as least-cost in our simulations.
8	Q.	DUKE TAKES ISSUE WITH ALTERNATIVE MODELING THAT USES A
9		17% WINTER RESERVE MARGIN TO ENSURE RELIABILITY. HOW
10		DO YOU RESPOND?
11	A.	As I noted in response above, we assumed a 25% winter reserve margin in our
12		GridSIM modeling runs which approximated Duke's realized reserve margins
13		shown in Appendix E. CPSA's comments on page 31 and initial response to data
14		requests noted a 17% winter reserve margin, but we had included in the Brattle
15		Report attached to the comments on page 22 and later clarified in a supplemental
16		response that our simulations assumed a 25% winter reserve margin.
	II.	TRANSMISSION PLANNING, PROACTIVE TRANSMISSION, RZEP
17	Q.	PLEASE PROVIDE A SUMMARY OF CPSA'S RECOMMENDATIONS
18		WITH RESPECT TO PROACTIVE TRANSMISSION PLANNING.
19	A.	CPSA and I believe that it is critical to establish a comprehensive and proactive
20		transmission planning process for the Carolinas. Doing so will facilitate the
21		achievement of the ambitious decarbonization mandate of H.B. 951 and will ultimately
22		reduce costs to ratepayers. The benefits of proactive planning are discussed both in

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1 CPSA' comments on the Carbon Plan³⁸ and in the Brattle Report.³⁹ In its Comments, 2 CPSA recommends that the Commission initiate proceedings, including but not limited 3 to the convening of a technical conference, with the goal of establishing a proactive, 4 long-term transmission planning process consistent with applicable FERC 5 requirements.

6 Q. HOW DOES DUKE RESPOND TO THIS RECOMMENDATION?

A. Duke does not respond directly to CPSA's recommendation. Instead, Duke focuses
narrowly on the North Carolina Transmission Planning Collaborative ("NCTPC"),
stating that it is "supportive of the NCTPC initiating a review to evaluate changes
to the local transmission process and to consider changes" to the provisions of
Duke's Open Access Transmission Tariff ("OATT") that govern the NCTPC.
Duke also indicates that it is open to a stakeholder process "to gather feedback on
improvements to the local transmission planning process."⁴⁰

14 Q. WOULD A CHANGE TO THE NCTPC PROCESS BE SUFFICIENT TO

15 IMPLEMENT PROACTIVE TRANSMISSION PLANNING?

A. Probably not. As discussed in the Brattle Report, transmission planning must be
combined with integrated resource planning in order to achieve maximum benefit
for customers. The NCTPC as currently conceived is strictly a transmission
planning entity. Although (as required by FERC) it can study public policy driven
transmission improvements, it is not integrated with resource planning, a function
that is under the jurisdiction of the Commission. Although it is a complex

³⁸ CPSA Comments at 54-58

³⁹ Brattle Report at 9, 37-52.

⁴⁰ Transmission Panel at 41-42.

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undertaking to integrate transmission and resource planning, RTOs and utilities
 across the country have implemented proactive transmission planning approaches
 that identify cost effective upgrades for their changing resource mix. I noted
 several approaches to doing so above in Section II and The Brattle Report includes
 several additional examples of such processes.⁴¹

Because the stakes are so high, it is also not sufficient for Duke to simply
"gather feedback" on changes to the transmission planning process and come up
with its own proposal for a revised process. Devising a new transmission planning
process for North Carolina should be a truly collaborative process that ideally
would reflect consensus among interested stakeholders.

Q. FERC HAS EXERCISED JURISDICTION OVER TRANSMISSION PLANNING. WHAT ROLE CAN THE NORTH CAROLINA UTILITIES COMMISSION PLAY IN SUCH A PROCESS?

14 A. In establishing local and regional transmission planning processes, FERC was 15 careful to clarify that it did not intend to infringe on states' traditional authority 16 over resource planning – and indeed, FERC believed that an open transmission 17 planning process "can provide useful information which will help states to 18 coordinate transmission and generation siting decisions, allow consideration of regional resource adequacy requirements, facilitate consideration of demand 19 20 response and load management programs at the state level, and address other factors states wish to consider."⁴² Indeed, FERC has said that it "strongly encourages state 21

⁴¹ Brattle Report at 38-41, 45-47.

 ⁴² Preventing Undue Discrimination and Preference in Transmission Service, Order No. 890, 72
 FR 12266 (Mar. 15, 2007), FERC Stats. & Regs. ¶ 31,241 at P 479 n. 274.

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participation in the transmission planning process," and "encourage states to
 determine their own level of participation [in the transmission planning process],
 consistent with applicable state law."⁴³

California provides one example of state involvement in the transmission 4 5 planning process. During its biennial IRP cycle, CPUC identifies optimal resource 6 portfolios needed to meet state policy goals over next 10 years, including resource 7 type and zone. CAISO then studies whether there are reliability, economic, and/or 8 policy needs for new transmission under each portfolio in its annual Transmission 9 Planning Process. Stakeholders play a key role in reviewing assumptions and preliminary results, and submitting transmission upgrades for CAISO to study.44 10 11 North Carolina could consider a similar model.

12 In a similar way, the New York Public Service Commission ("PSC") in 13 2015 identified the need for a more comprehensive approach to transmission planning than the FERC-approved planning approach completed by the New York 14 15 Independent System Operator ("NYISO"). The PSC order specifically identified 16 constraints on their system that were not being addressed and a much broader range 17 of transmission benefits that should be considered in future planning processes to 18 reduce costs to New York ratepayers, including longer term benefits of transmission upgrades in a decarbonizing system.⁴⁵ This example demonstrates that 19 20 state commissions have a critical role to play in developing proactive transmission

⁴³ Order No. 890, FERC Stats. & Regs. ¶ 31,241 at P 574.

⁴⁴ Brattle Report at 39.

⁴⁵ <u>https://documents.dps.ny.gov/public/Common/ViewDoc.aspx?DocRefId={6E1E021D-FD28-</u> <u>4F2B-84AC-35ADEE19A22C</u>

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planning processes in their state to ensure a reliable and cost effective transmission
 system.

III. COST EVALUATION

3 Q. WILL INCREASING THE SOLAR INTERCONNECTION LIMIT 4 REDUCE COSTS TO RATEPAYERS?

5 A. Yes. Based on our modeling of alternative solar interconnection limits, I find that 6 increasing the solar interconnection limit will reduce costs to ratepayers. Solar is 7 the least-cost clean energy resource available to Duke to reduce its emissions. Even 8 under conservative estimates of future solar costs that I included in our modeling 9 that account for differences in contributions of resources to achieving winter 10 reserve margin requirements, I find that raising the solar interconnection limit 11 reduces costs. Allowing for more solar additions reduces costs by (1) avoiding the 12 need for higher cost alternative clean energy resources, such as offshore wind and 13 nuclear SMRs, and (2) reduces the need to dispatch higher operating cost but lower 14 emitting fossil generation resources, such as natural gas-fired resources instead of coal-fired resources. 15

Duke's supplemental modeling supports this finding. Although they do not include the results in their testimony, the detailed cost information for the SP5 and SP5 High Solar Interconnection cases included in the EnCompass output spreadsheet indicates that the portfolio with higher solar capacity will reduce total system costs. While I am hesitant to rely too heavily on the results of the SP5 High Interconnection case due to the counterintuitive results I explained above, the results provide an indication that Duke's own analysis shows that an increase in the

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solar interconnection limit, while holding all other assumptions constant, will
 reduce costs to ratepayers.

IV. <u>RELIABILITY</u>

Q. DUKE CLAIMS ON PAGE 81 OF THE RELIABILITY PANEL TESTIMONY THAT THE INTEGRATION OF RENEWABLES CREATES RAMP RATE ISSUES THAT HAVE NEGATIVELY IMPACTED RELIABILITY IN OTHER JURISDICTION. PLEASE RESPOND.

7 A. The addition of more and more renewable energy resources into the power system 8 will change the operation of the system and the dispatch of non-renewable 9 generation resources. The daily generation profile of solar resources is predictable 10 and results in the need for a significant increase in resources as the sun goes down 11 and demand increases. Duke will need to have flexible resources on its system, 12 including BESS and natural gas-fired CCs and CTs, that can ramp up during these 13 hours to serve the daily peak demand hours. Other markets are further along in 14 terms of wind and solar adoption and thus can provide valuable experience to Duke 15 for preparing for the coming shift in its generation fleet.

In this case, Duke relies on market conditions in California from August 14, 2020 during a historic, once-in-35-years heatwave across several Western U.S. states and in a very different electric power system and market than the Carolinas. It is unclear how this event is applicable to Duke's system. Duke must run their own analysis of specific market conditions in the Carolinas and the Southeast to identify concerns that need to be addressed in Carbon Plan, similar to the studies completed by Astrape during the Carbon Plan analysis.

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- Q. DUKE CONTENDS ON PAGE 86 OF THE RELIABILITY PANEL
 TESTIMONY THAT THE BRATTLE STUDY DID NOT ACCOUNT FOR
 PERIODS OF LIMITED OUTPUT FROM SOLAR RESOURCES IN
 WINTER MONTHS. PLEASE RESPOND.
- 5 A. Infrequent renewable droughts like those identified by Duke can occur and would 6 require having sufficient dispatchable capacity available to fill in the gaps. As 7 explained in our response to CPSA DR 2-8b, my simulations did in fact account for 8 periods in the winter in which demand is high, but solar capacity factors are only 2 9 -4%. For example, the highest demand day in December coincides with the lowest 10 solar output of only 4% (compared to average monthly capacity factor of 13%). By 11 including a day with high demand and low solar generation, I am accounting for 12 the periods of limited output that the Duke witnesses claim I did not.

V. <u>EXECUTION RISKS</u>

Q. DOES THE CARBON PLAN PROVIDE A FAIR AND ACCURATE ASSESSMENT OF THE EXECUTION RISK OF DIFFERENT RESOURCES AND PORTFOLIOS?

16 A. No. There are a number of ways in which Duke constructs and compares its 17 portfolios to create the false impression that portfolios that rely more heavily on 18 solar resources present more execution risk than portfolios that rely on resources 19 that are new to the Carolinas, like offshore wind, and resources that are completely 20 untested in the United States, such as SMRs. Duke's misleading assessment of 21 execution risk is discussed at length in CPSA's comments and in the direct

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testimony of CPSA Witness Norris.⁴⁶ However, I would make a few points about
 execution risk from a resource planning standpoint.

3 First, a plan that relies on a number of resources that present different execution risks should take reasonable steps to mitigate those risks. Duke seems to 4 5 recognize this fact, emphasizing an "all of the above" strategy of that aggressively 6 pursues development of many different resource types – and seeking authorization 7 from the Commission for recovery of development costs even for resources that are ultimately not selected for a resource plan.⁴⁷ Unfortunately, as discussed in Mr. 8 9 Norris's testimony, Duke's approach to solar execution risk is not to mitigate it, but 10 to strictly limit the amount of solar it will even try to add to its system. This 11 approach is particularly notable as the execution risk that Duke has identified for 12 adding more solar resources are their own interconnection and transmission 13 upgrades processes. As such, Duke has the ability to better understand, manage, and mitigate this risk. 14

15 Second, although solar interconnection rates are uncertain, it is more 16 advantageous for ratepayers to set ambitious interconnection goals for the least-17 cost clean energy resource, understanding that they may not be met (with 18 contingency plans in place if that turns out to be the case) than to set modest goals 19 from the beginning that will not be exceeded.

Q. WHAT WOULD BE THE POTENTIAL CONSEQUENCES OF SETTING AMBITIOUS SOLAR INTERCONNECTION GOALS AND FAILING TO MEET THEM?

⁴⁶ CPSA comments at 43-47.

⁴⁷ Modeling Panel at 18; Bowman Ex. $2 \P 2(c)(2)(i)$ -(iii).

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1 A. Ratepayers would be no worse off than if Duke had pursued a resource plan based 2 on a solar interconnection constraint. CPSA does not argue that the Carbon Plan 3 should *only* include portfolios that assume higher rates of interconnection -aprudent Carbon Plan should include portfolios that reflect lower solar 4 5 interconnection rates, just as it should include portfolios reflecting the possibility 6 that SMRs might not be available by mid-2032 for compliance with the 70% carbon 7 reduction mandate. So long as the near-term execution plan supports the entire range of modeled portfolios, then Duke can "check and adjust" its plan once Duke 8 9 shows just how much solar it actually can interconnect to its system. The 10 Commission also retains discretion to adjust compliance timelines if there are 11 insufficient resources to achieve 70% reduction in 2030.

12 **KALEMBA** TESTIFIES THAT **"ACCELERATING** SOLAR Q. MR. 13 DEPLOYMENTS BASED ON TODAY'S TECHNOLOGIES COULD 14 CROWD OUT FUTURE, **UNKNOWN** SOLAR OR **OTHER** 15 TECHNOLOGIES THAT ARE MORE EFFICIENT OR MORE COST-EFFECTIVE THAN TODAY'S SOLAR."48 HOW DO YOU RESPOND TO 16 **THIS?** 17

A. While there are likely to be significant developments in technology over the coming
 decade, Duke must plan today to achieve the 2032 or 2032 CO₂ emissions reduction
 goals. Duke should not foreclose an approach to reducing emissions in the near term in the hope of significant technology breakthroughs over the longer-term. As
 a part of that, Duke should be staying on top of technology and policy developments

⁴⁸ Modeling Panel p. 168.

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1		in the industry and assess during each planning cycle whether new technologies are
2		ready for primetime.
3		The only potential downside of procuring more solar in the near term is that
4		customers could miss out on paying less if solar prices decline. Of course there is
5		also the risk that prices will increase. Moreover, any cost savings that ratepayers
6		might enjoy due to delaying solar would be more than offset by the increased costs
7		of the non-solar resources that would need to be added to make up the shortfall in
8		generation that results from procuring less near-term solar.'
9	Q.	DOES THIS CONCLUDE YOUR TESTIMONY?

10 A. Yes, it does.

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CERTIFICATE OF SERVICE

I certify that a copy of the foregoing, has been served by electronic mail, hand delivery, or by depositing a copy in the United States mail, postage prepaid, properly addressed to parties of record.

This the 2d day of September, 2022

<u>/s</u> Benjamin L. Snowden Counsel for Clean Power Suppliers Association