BEFORE THE NOVA SCOTIA UTILITY AND REVIEW BOARD

In the Matter of the *Public Utilities Act* and
In the Matter of a review of Nova Scotia Power Incorporated's
Final Report for the Smart Grid Nova Scotia Project

(NSUARB M11621)

Evidence of Melissa Whited

On Behalf of Counsel to Nova Scotia Utility and Review Board

May 28, 2024

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I. INTRODUCTION AND QUALIFICATIONS

2 Q. Please state your name, title, and employer.

- 3 A. My name is Melissa Whited. I am a Vice President at Synapse Energy Economics, Inc.
- 4 ("Synapse"), located at 485 Massachusetts Avenue, Cambridge, MA 02139, USA.
- 5 Q. Please describe Synapse Energy Economics.
- 6 A. Synapse is a research and consulting firm specializing in electricity and gas industry 7 regulation, planning, and analysis. Our work covers a range of issues, including economic 8 and technical assessments of demand-side and supply-side energy resources; energy 9 efficiency policies and programs; integrated resource planning; electricity market 10 modeling and assessment; renewable resource technologies and policies; and climate 11 change strategies. Synapse works for a wide range of clients, including attorneys general, 12 offices of consumer advocates, public utility commissions, environmental advocates, the 13 U.S. Environmental Protection Agency, U.S. Department of Energy, U.S. Department of 14 Justice, the Federal Trade Commission, and the National Association of Regulatory 15 Utility Commissioners. Synapse's staff includes over 35 professionals with extensive experience in the electricity industry. 16
- 17 Q. Please summarize your professional and educational experience.
- 18 A. I have 13 years of experience in economic research and consulting. At Synapse, I have
 19 worked extensively on issues related to utility regulatory models and rate design. I have
 20 been an invited speaker in numerous industry conferences, including as a panelist for the
 21 National Association of Regulatory Utility Commissioners (NARUC) Subcommittee on
 22 Rate Design at the 2021 Winter Policy Summit and the 2018 Annual Meeting.

1		I have sponsored testimony before the Newfoundland and Labrador Board of
2		Commissioners of Public Utilities, the Massachusetts Department of Public Utilities, the
3		Illinois Commerce Commission, the New Hampshire Public Utilities Commission, the
4		Georgia Public Service Commission, the Rhode Island Public Utilities Commission, the
5		Maine Public Utilities Commission, the California Public Utilities Commission, the
6		Hawaii Public Utilities Commission, the Public Service Commission of Utah, the Public
7		Utility Commission of Texas, the Virginia State Corporation Commission, and the
8		Federal Energy Regulatory Commission. I hold a Master of Arts in Agricultural and
9		Applied Economics and a Master of Science in Environment and Resources, both from
10		the University of Wisconsin-Madison. My resume is attached as Appendix A.
11	Q.	Have you previously testified before the Nova Scotia Utility and Review Board?
12	A.	Yes. I testified in Matter Nos. M11441, M09777, M10176, M10431, M10810, and
13		M10832.
14	Q.	On whose behalf are you providing evidence in this case?
15	A.	I am providing evidence on behalf of Counsel to the Nova Scotia Utility and Review
16		Board ("Board").
17	Q.	What is the purpose of your evidence?
18	A.	My evidence addresses certain aspects of Nova Scotia Power Incorporated's (NS Power)
19		Final Report for the Smart Grid Nova Scotia (SGNS) Project related to learnings from
20		New Brunswick Power's projects; affordability of distributed energy resource (DER)
21		programs tested in the SGNS Project relative to alternatives; maximizing transmission

1		and distribution benefits; tracking low income enrollment in the Solar Garden project;
2		and options for asset disposition.
3	II.	SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS
4	Q.	Please describe your conclusions.
5	A.	My conclusions are as follows:
6 7 8		 Because the completion date for New Brunswick Power's projects was extended to March 2024, results and lessons learned were not included in NS Power's Final Report.
9 10 11 12		• The Company's conclusion regarding the potential affordability value of central management of DERs and deployment at scale is overly optimistic and does not adequately address the potential for there to be lower-cost alternatives to central management of DERs that could provide many of the same benefits.
13 14 15		 The Company did not specifically target programs under the SGNS Project to constrained areas of the Company's system, which may have impacted the magnitude of the potential benefits achieved through these programs.
16 17 18		• There currently appear to be missed opportunities for maximizing benefits to the transmission and distribution system through demand-side management (DSM) programs delivered by E1 or NS Power.
19 20 21		 The Company has not complied with the Board's directive in M10176 to track and report information regarding low-income enrollment in its Solar Garden Pilot project.
222324		• The Company has not provided sufficient information regarding the options available for asset disposition, including the cost implications for customers, to allow for an evaluation of the options.

1 Q. What are your recommendations?

2	۸	I recommend that the Boar	h.
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- Direct NS Power to submit an addendum to its Final Report that contains learnings from NB Power's projects by September 30, 2024.
 - Clarify that any future application to deploy a distributed energy resource
 management system (DERMS) or full-scale deployment of programs similar to
 those tested in the SGNS Project must include an evaluation of the potential to
 achieve affordability, reliability, and emissions benefits through lower-cost
 alternatives, such as time-varying rates.
 - Direct NS Power to continue to strengthen its partnership with E1 and evaluate the potential for DSM projects to avoid or defer transmission or distribution infrastructure upgrades on its system now and going forward through:
 - Developing and maintaining information related to the capacity currently available on its system at the transmission, sub-transmission, substation, and feeder level;
 - Developing and maintaining forecasts related to the capacity available in the future (i.e., 5 10 years out) on its system at the transmission, subtransmission, substation, and feeder level;
 - O Publicly sharing information related to current and forecasted transmission and distribution capacity constraints on an annual basis, including the hours during which the equipment is projected to experience peak demand and the load reduction (in MW) required to avoid or defer future upgrades; and
 - Continuing to develop estimates of the constrained and unconstrained value of deferring transmission and distribution upgrades.

- Direct NS Power to ask customers during the Solar Garden enrollment process whether they identify as low-income customers (using the applicable Market Basket Measure thresholds or similar metrics).
 - Direct NS Power to provide the Board and other stakeholders with more information regarding the options for asset disposition and benefits to ratepayers associated with each option within 60 days of the Board's order in this matter.

III. INTRODUCTION AND OVERVIEW

8 Q. Please provide an overview of Nova Scotia Power's SGNS Final Report.

9 A. On March 15, 2024, NS Power filed its Final Report under the SGNS Project. The SGNS 10 Project was designed to "assess use cases for management of various DERs, gather 11 corresponding data and learnings, aid in the development of a business case, and 12 generally report on the outcome of the effectiveness of the deployment of these 13 technologies in delivering customer value while stacking on grid benefit."¹ 14 NS Power's Final Report and associated appendixes provide detailed information 15 regarding the Project and the Company's findings regarding the benefits and feasibility of 16 DER programs and a DERMS platform. A key conclusion reached by the Company is that "there is potential for significant customer and system benefit in management of 17 DERs."2 18

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¹ M09985. NS Power. Smart Grid Nova Scotia Project Final Report ("Final Report"), March 15, 2024, at 12.

² Final Report, at 10.

Q. What conclusions did NS Power reach regarding each asset class?

- A. NS Power assessed the affordability, reliability, and environmental benefits of multiple

 DER assets, including electric vehicles (EVs), residential and commercial and industrial

 (C&I) batteries, smart inverters, building management systems, and a community solar

 garden. The Company's findings of benefits depend on the DER asset class and can be

 summarized as follows:
 - EV Smart Charging and Vehicle-to-Grid EV Charging: Showed long-term affordability benefits, energy cost savings for participants, and both short- and long-term reductions in greenhouse gas (GHG) emissions.³
 - Residential Batteries: Provided high availability of backup power. Although data were limited, results also indicated the potential for fuel savings and emissions reductions.⁴
 - Commercial & Industrial Batteries: Indicated the potential for fuel savings and emissions reductions, but with limited data from which to draw conclusions. The project also demonstrated proof of concept regarding power factor correction.⁵
 - **C&I Smart Solar Inverters:** Provided proof of concept results regarding power factor correction, with the potential to enhance renewable energy integration,

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³ Final Report, at 26 and 29.

⁴ *Id.*, at 32.

⁵ *Id.*, at 36.

1 contribute to reliability through advanced inverter functions, and reduce emissions through increased integration of on-site renewable energy.⁶ 2 3 **C&I Building Management Systems:** Demonstrated demand response benefits 4 contributing to affordability, as well as indicated the potential for fuel cost 5 savings and emissions reductions through load shifting that is closely optimized to cost and emissions curves.⁷ 6 7 **Solar Garden:** Delivered clean energy and reduced carbon emissions, although direct reliability benefits were not observed.8 8 9 Q. What were NS Power's findings regarding the overall economics of central 10 management of DERs? 11 A. The Company states that "The overall economics of central management of DERs is 12 promising. While the economic benefit of the management of DERs may not fully offset 13 DER capital and operational costs, there are verifiable cost savings to utilities offsetting 14 potential DER asset deployment in service of achieving other non-economic benefits."9 15 Q. What were the Company's conclusions regarding the DERMS platform? 16 A. Nova Scotia Power found that a DERMS platform can be a powerful tool for central 17 management of DERs for customer and utility benefits, but that other options for DER 18 management are available and effective while adoption rates are low. Further, NS Power

⁶ *Id.*, at 40.

⁷ *Id.*, at 42.

⁸ *Id.*, at 43.

⁹ *Id.*, at 86.

1	found that effective DERMS platforms require robust monitoring, control capabilities
2	seamless integration, real-time communication, coordination protocols, and advanced
3	analytics. 10

Q. Is anything missing from the Company's Final Report?

Yes. The Project is part of the larger Smart Grid Atlantic initiative, developed in

partnership with multiple other parties, including New Brunswick Power (NB Power).

Because the completion date for NB Power's projects was extended to March 2024, the

NB Power project results, including lessons learned, were not included in NS Power's

Final Report.¹¹

10 Q. Do you agree with NS Power's conclusions?

11 A. Only in part. From my review of the information provided in the Final Report, I agree 12 that the Project appears to have provided NS Power with valuable hands-on experience 13 with managing DERs through a utility DERMS; Nova Scotia-specific information 14 regarding how system benefits can be stacked to deliver affordability, reliability and 15 environmental benefits for a variety of DER types; and encouraged closer coordination and partnership with EfficiencyOne (E1) for the effective delivery of demand response. 12 16 17 However, I am concerned that the Company's conclusion regarding the potential affordability value of central management of DERs and deployment at scale is overly 18 19 optimistic and does not adequately acknowledge the potential for there to be lower-cost

¹⁰ *Id.*, at 85-86.

¹¹ NSPI (Synapse) IR-7.

¹² NSPI (NSUARB) IR-24.

alternatives to central management of DERs that could provide many of the same benefits. Specifically, NS Power's conclusions regarding the potential affordability benefits of various DER programs appear grossly overstated, given the magnitude of the benefits relative to the costs of the DER programs evaluated. I therefore have concerns with the Company's overall finding that "there is potential for significant customer and system benefit in management of DERs," and that the "overall economics of central management of DERs is promising." Further, I am not convinced that the results of the Project provide "great promise in realization of benefits if deployed at larger scale," at least in the near-term. I elaborate on these concerns in subsequent sections of my evidence.

Q. Do you have any other comments or concerns related to NS Power's SGNS Project Final Report?

A. Yes, I have two additional comments and concerns:

- The Company has not complied with the Board's directive in M10176 to track and report information regarding low-income enrollment in its Solar Garden Pilot project.
- 2) The Company has not provided sufficient information regarding the options available for asset disposition (e.g., removal and sale of the assets, allowing participating customers to purchase the asset already installed on their

¹³ Final Report, at 10.

¹⁴ Final Report, at 86.

¹⁵ Final Report, at 25.

1		premises, continued use through full-scale program deployment, etc.),
2		including the cost implications for customers, to allow for an evaluation of the
3		options.
4		I discuss all of these comments and concerns in more depth in the remainder of my
5		evidence.
6	IV.	LEARNINGS FROM NB POWER PROJECTS
7 8 9	Q.	Given that learnings from NB Power's projects were not available at the time of NS Power's Final Report, what do you recommend regarding reporting on learnings from NB Power's projects?
10	A.	I recommend that the Board direct NS Power to submit an addendum to its Final Report
11		that contains learnings from NB Power's projects by September 30, 2024, which is six
12		months following the completion of NB Power's projects.
13	V.	AFFORDABILITY AND EVALUATION OF ALTERNATIVES
14 15	Q.	What is your concern regarding the Company's characterization of the potential for benefits from central management of DERs and deployment at scale?
16	A.	One of the primary objectives of the Project was to evaluate customer benefits regarding
17		affordability, which the Company defines as "reducing upward pressure on revenue
18		requirement." To provide affordability benefits to both participating and non-
	¹⁶ Final	Report, at 9.

participating NS Power customers, a DER program should reduce revenue requirements more than it increases them, at least compared to alternatives.

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Because the SGNS Project was primarily intended to collect information regarding potential affordability benefits of the projects studied, the Company did not conduct a comprehensive comparison to potentially lower-cost alternatives. While this is understandable, it is important that the Company acknowledge the potential for lowercost alternatives to provide such benefits in its conclusions and discuss its plans for conducting a comprehensive assessment of the full suite of alternatives in the future prior to submitting an application for broader deployment of the programs and technologies tested in the SGNS Project. Instead, the Company's conclusions focus narrowly on the possibility of achieving affordability benefits for customers through programs tested in the SGNS Project, while largely ignoring the possibility that such savings could potentially be achieved at lower cost through other programs (such as time-varying rates) that do not necessarily require a DERMS, and through maximizing the ability of other demand-side management programs to achieve capacity savings at the transmission and distribution levels. In other words, the Company's conclusions are not properly contextualized in terms of how the potential benefits of a DERMS and the DER programs evaluated in the SGNS Project might compare to alternatives. In focusing exclusively on the potential benefits of DER programs tested in the SGNS Project, the Company misses an important and obvious conclusion: in the near-term, it is unlikely that centrallymanaged DERs through a DERMS platform will prove more cost-effective than alternative programs, particularly time-varying rates.

- 1 It is critical that prior to investing in a DERMS or proposing a full-scale deployment of 2 DER programs similar to those tested in the SGNS Project, the Company:
 - Evaluate the potential to achieve affordability, reliability, and emissions benefits through lower-cost alternatives, such as time-varying rates; and
 - Ensure that it is maximizing the benefits to the transmission and distribution system through locationally-targeted energy efficiency and demand response programs in collaboration with E1, as described more in section VI.

Q. Please provide an example of how benefits could potentially be achieved at lower cost through other programs.

A. When asked to identify the DER type that presents the most benefits to customers and the grid, NS Power responded that "a stand-out DER that may represent the most benefit to customers, the grid, and overall customers and grid are EVs and EV smart charging technologies." However, none of the DER programs, including the EV programs (ev.energy and ChargePoint), demonstrated benefits that were anywhere close to offsetting the costs of the programs, as shown in the table below.

Table 1. Program Net Present Value of Revenue Requirements versus Benefits

	NPVRR	NPVRR	Benefit-Cost
	Costs (\$M)	Benefits (\$M)	Ratio
ev.energy	1.57	0.07	0.04
ChargePoint	0.52	0.04	0.08
Residential Batteries	2.78	0.23	0.08
C&I Solar + Battery	4.54	0.27	0.06

Source: Derived from SGNS Final Report, Table 4, p. 50.

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¹⁷ NSPI (NSUARB) IR-12.

1 While pilot programs do not need to demonstrate cost-effectiveness, the cost-2 effectiveness of a program is a key consideration for full scale deployment of similar 3 DER programs. The costs of the EV Smart Charging program would have to be reduced by 91 percent in order for the benefits to offset the costs in a future roll-out. 18 For the 4 5 ChargePoint program, the cost of the incentives alone was 4.5 times higher than the benefits of the program. 19 These dismal economics suggest that a cost-effective full-scale 6 7 deployment of such programs will be difficult to achieve. Instead, alternatives such as 8 expanded enrollment in time-varying rates (for example through default enrollment) may 9 provide similar benefits at a lower cost.

VI. GREATER TRANSMISSION AND DISTRIBUTION BENEFITS CAN BE ACHIEVED NOW

- Q. Please explain your recommendation that the Company maximize the benefits that can be provided to the transmission and distribution system through locationally-targeted programs that can be deployed now and in the future.
- 15 A. The Company states that the testing conducted under the Project "provides robust data
 16 and learnings contributing to the understanding of the potential for DERMS and
 17 associated DER asset/programs to replace or partially avoid traditional investments in
 18 generation, **transmission, and distribution** [emphasis added]." While avoiding
 19 distribution and transmission investments is a potential benefit of a DERMS and
 20 associated DER programs, NS Power did not specifically target SGNS Project activities

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¹⁸ Final Report, at 57.

¹⁹ Based on data presented in Figure 4 on page 52 of the Final Report.

²⁰ NSPI (CA) IR-1(e).

to constrained areas of the Company's system, ²¹ which hampered its ability to evaluate the potential for transmission and distribution system cost reductions through the Project. Because inclusion of such benefits may improve the benefits of deploying DER programs in the future, I recommend that any future analysis conducted by NS Power regarding similar DER programs and DERMS deployment include a detailed accounting of the potential benefits associated with avoiding transmission and distribution upgrades in constrained areas.

Further, NS Power does not appear to be fully exploiting the opportunity to achieve transmission and distribution savings now through other programs, including those delivered by, or in partnership, with E1. An important outcome of the SGNS Project was that NS Power and E1 "established a broader productive and collaborative working relationship, with a focus on how to best implement and achieve DR initiatives and goals." The Company reports that in 2019, E1 and NS Power established a Joint Demand Response Working Group (DRWG), which focuses on development of cost-effective DR initiatives that provide verifiable system and customer benefits. ²³

While I am encouraged by the closer coordination and collaboration between NS Power and E1, there currently appear to be missed opportunities for maximizing benefits to the transmission and distribution system through programs delivered by E1 alone, by NS Power alone, or through a partnership between E1 and NS Power. For example:

²¹ NSPI (Synapse) IR-4.

²² Final Report, at 82.

²³ Final Report, at 78.

- NS Power does not currently maintain information related to the distribution
 capacity available on its system at the sub-transmission, substation, or feeder
 level, which hinders its ability to deploy programs to reduce demand in
 constrained areas, or for its partners (particularly E1) to target demand
 management programs to the highest-value locations.²⁴
- NS Power states that it provides E1 with "a snapshot summary of the constrained distribution feeders and transformers in each region," but such snapshots appear to be provided to E1 infrequently, and it is unclear whether such snapshots contain important information regarding (1) the timing (hours) of peak demand on the constrained equipment, and (2) the magnitude of demand reduction that would be required to avoid or defer upgrades. Further, these snapshots do not appear to be based on forecasted future distribution system constraints. To effectively avoid or defer future transmission and distribution projects, NS Power must forecast transmission and distribution system constraints well in advance to provide adequate lead time to deploy demand side management solutions that could defer traditional infrastructure investments.
- NS Power does not yet provide a constrained system avoided cost of energy
 metric for transmission and distribution, although it states that this is an ongoing
 component of its avoided cost of (DSM) work through the Demand Side

²⁴ NSPI (Synapse) IR-3 (b). NS Power states that "information related to the peak demand [on various components of its distribution system] is not currently available."

²⁵ NSPI (Synapse) IR-2.

Management Advisory Group (DSMAG).²⁶ An estimate of the avoided cost associated with transmission or distribution infrastructure upgrades is important for evaluating the cost-effectiveness of programs and maximizing value to ratepayers.

I recommend that NS Power continue to strengthen its partnership with E1 and evaluate the potential for DSM projects to avoid or defer transmission or distribution infrastructure upgrades on its system now and going forward, regardless of whether it ultimately invests in a DERMS or deploys DER programs similar to those tested in the SGNS Project.

Specifically, I recommend that NS Power:

- Develop and maintain information related to the capacity currently available on its system at the transmission, sub-transmission, substation, and feeder level;
- 2) Develop and maintain forecasts related to the capacity available in the future (i.e., 5 10 years out) on its system at the transmission, sub-transmission, substation, and feeder level;
- 3) Publicly share information related to current and forecasted transmission and distribution capacity constraints on an annual basis, including the hours during which the equipment is forecast to experience peak demand and the load reduction (in MW) required to avoid or defer future upgrades; and

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²⁶ NSPI (Synapse) IR-2.

4) Continue to develop estimates of the constrained and unconstrained value of deferring transmission and distribution upgrades for use in cost-effectiveness analysis and targeting DSM programs.

4 VII. TRACKING LOW INCOME ENROLLMENT IN THE SOLAR GARDEN 5 PROJECT

Q. Please describe the requirement for NS Power to report on low-income enrollment in the Solar Garden Pilot project.

A. An important justification for pursuing community solar is that it "offers a solution for equitable access to solar energy by allowing individuals and businesses to benefit from solar power generation without relying on rooftop installations or on adjacent land." As the Company noted in its Solar Garden Rider application, the Solar Garden project provides access to solar to "customers without the financial resources or property to install roof-top solar [emphasis added]." To determine whether the Solar Garden is succeeding in providing access to solar for customers without the financial means to install rooftop solar, Synapse recommended that NS Power report on low-income enrollments in the program, to the extent possible. In its decision approving the Solar Garden Pilot Rider, the Board noted that NS Power accepted Synapse's recommendation that the Company report low-income participation statistics, 29 and the Board directed NS Power to provide these and other statistics it its Smart Grid Project Reports. 30

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²⁷ Final Report, at 43.

²⁸ M10176. Smart Grid Nova Scotia Solar Garden Pilot Rate Rider, Nova Scotia Power Application. June 29, 2021, at 3.

²⁹ M10176. Decision dated November 10, 2021, paragraph 50.

³⁰ M10176. Order dated November 25, 2021.

1 2	Q.	Did NS Power track or report statistics regarding low-income enrollment in the Solar Garden project?
3	A.	No. NS Power states that it "relies on customers to self-identify as low income," and that
4		"No subscribers have identified themselves as low income." The Company then explains
5		that "NS Power is otherwise unable to discern the level of low-income participation."
6	Q.	Did NS Power ask participants whether they identified as low-income?
7	A.	No. NS Power states that "Customers may opt to self-disclose as low-income at any time
8		by emailing NS Power, but are not asked specifically to disclose this as part of the
9		subscription process." ³¹
10 11 12	Q.	Does NS Power's reliance on customers to email NS Power regarding their income status reflect a reasonable effort to identify low-income participation in the Solar Garden project?
13	A.	No. NS Power should ask customers during the enrollment process whether they identify
14		as low-income customers (using the applicable Market Basket Measure thresholds ³² or
15		similar metrics).
16	VIII	. DISPOSITION OF ASSETS
17 18	Q.	Please explain your concern regarding the information provided to evaluate options for asset disposition.
19	A.	In NSPI (Synapse) IR-6, Synapse asked NS Power to identify the options for asset
20		disposition (e.g., removal and sale of the assets, allowing participating customers to

³¹ NSPI (Synapse) IR-16.³² Current Market Basket Measure thresholds are available at https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=1110006601.

purchase the asset already installed on their premises, continued use through full-scale program deployment, etc.), discuss the cost implications for customers, and explain whether there are any specific requirements for asset disposition applicable to the SGNS Project.³³ Rather than providing the requested information, NS Power simply responded, "Details regarding the disposition of assets have not yet been fully determined but will be made available in a future filing with the NSUARB, and will take into account any feedback received from the Board consultant, intervenors and their consultants, and Board direction arising from this proceeding." To properly evaluate the best options for asset disposition, NS Power should provide information about how and to what extent the assets can continue to be deployed to provide benefits to customers, the potential value to customers associated with removal and sale of the assets, and any requirements regarding asset disposition that are unique to the SGNS Project due to agreements with other parties. Q. What do you recommend regarding asset disposition? A. I recommend that the Board direct NS Power to provide the Board and other stakeholders with more information regarding the options for asset disposition and benefits to

18 Q. Does this conclude your evidence?

19 A. Yes, it does.

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ratepayers associated with each option, within 60 days of the Board's order in this matter.

³³ NSPI (Synapse) IR-6.