

ESHB 1589 - S COMM AMD

By Committee on Environment, Energy & Technology

1 Strike everything after the enacting clause and insert the
2 following:

3 "NEW SECTION. **Sec. 1.** (1) The legislature finds that the
4 state's gas and electrical companies face transformational change
5 brought on by new technology, emerging opportunities for customers,
6 and state clean energy laws. Chapter 19.405 RCW, the Washington clean
7 energy transformation act, and chapter 70A.65 RCW, the Washington
8 climate commitment act, require these companies to find innovative
9 and creative solutions to equitably serve their customers, provide
10 clean energy, reduce emissions, and keep rates fair, just,
11 reasonable, and sufficient.

12 (2) Gas companies that serve over 500,000 gas customers that are
13 also electrical companies, or combination utilities, play an
14 important role in providing affordable and reliable heating and other
15 energy services, and in leading the implementation of state climate
16 policies. As the state transitions to cleaner sources of energy,
17 combination utilities are an important partner in helping their
18 customers make smart energy choices, including actively supporting
19 the replacement of fossil fuel-based space and water heating
20 equipment and other fossil fuel-based equipment with high-efficiency
21 nonemitting equipment. Programs to accelerate the adoption of
22 efficient, nonemitting appliances have the potential to allow
23 combination utilities to optimize the use of energy infrastructure,
24 improve the management of energy loads, better manage the integration
25 of variable renewable energy resources, reduce greenhouse gas
26 emissions from the buildings sector, mitigate the environmental
27 impacts of utility operations and power purchases, and improve health
28 outcomes for occupants. Legislative clarity is important for
29 utilities to offer programs and services, including incentives, in
30 the decarbonization of homes and buildings for their customers.

31 (3) In order to meet the statewide greenhouse gas limits in the
32 energy sectors of the economy, more resources must be directed toward

1 achieving decarbonization of residential and commercial heating loads
2 and other loads that are served with fossil fuels, while continuing
3 to protect all customers, but especially low-income customers,
4 vulnerable populations, and overburdened communities. The legislature
5 finds that regulatory innovation may be needed to remove barriers
6 that combination utilities may face to meet the state's public policy
7 objectives and expectations. The enactment of chapter 188, Laws of
8 2021 (Engrossed Substitute Senate Bill No. 5295) began that
9 regulatory transition from traditional cost-of-service regulation,
10 with investor-owned gas and electrical companies using forward-
11 looking multiyear rate plans and taking steps toward performance-
12 based regulation. These steps are intended to provide certainty and
13 stability to both customers and to investor-owned gas and electrical
14 companies, aligning public policy objectives with investments,
15 safety, and reliability.

16 (4) The legislature finds that as Washington transitions to 100
17 percent clean electricity and as the state implements the Washington
18 climate commitment act, switching from fossil fuel-based heating
19 equipment and other fossil fuel-based appliances to high-efficiency
20 nonemitting equipment will reduce climate impacts and fuel price
21 risks for customers in the long term. This new paradigm requires a
22 thoughtful transition to decarbonize the energy system to ensure that
23 all customers benefit from the transition, that customers are
24 protected, are not subject to sudden price shocks, and continue to
25 receive needed energy services, with an equitable allocation of
26 benefits and burdens. This transition will require careful and
27 integrated planning by and between utilities, the commission, and
28 customers, as well as new regulatory tools.

29 (5) It is the intent of the legislature to require combination
30 utilities to decarbonize their systems by: (a) Prioritizing efficient
31 and cost-effective measures to transition customers off of the direct
32 use of fossil fuels at the lowest reasonable cost to customers; (b)
33 investing in the energy supply, storage, delivery, and demand-side
34 resources that will be needed to serve any increase in electrical
35 demand affordably and reliably; (c) maintaining safety and
36 reliability as the gas system undergoes transformational changes; (d)
37 integrating zero-carbon and carbon-neutral fuels to serve high heat
38 and industrial loads where electrification may not be technically
39 feasible; (e) managing peak demand of the electric system; and (f)
40 ensuring an equitable distribution of benefits to, and reduction of

1 burdens for, vulnerable populations, highly impacted communities, and
2 overburdened communities that have historically been underserved by
3 utility energy efficiency programs, and may be disproportionately
4 impacted by rising fuel and equipment costs or experience high energy
5 burden.

6 (6) It is the intent of the legislature to support this
7 transition by adopting requirements for combination utilities to
8 conduct integrated system planning to develop specific actions
9 supporting gas system decarbonization and electrification, and
10 reduction in gas rate base.

11 **Sec. 2.** RCW 80.28.010 and 2011 c 214 s 11 are each amended to
12 read as follows:

13 (1) All charges made, demanded, or received by any gas company,
14 electrical company, wastewater company, or water company for gas,
15 electricity or water, or for any service rendered or to be rendered
16 in connection therewith, shall be just, fair, reasonable and
17 sufficient. Reasonable charges necessary to cover the cost of
18 administering the collection of voluntary donations for the purposes
19 of supporting the development and implementation of evergreen
20 community management plans and ordinances under RCW 80.28.300 must be
21 deemed as prudent and necessary for the operation of a utility.

22 (2) (a) Every gas company, electrical company, wastewater company,
23 and water company shall furnish and supply such service,
24 instrumentalities and facilities as shall be safe, adequate and
25 efficient, and in all respects just and reasonable.

26 (b) No gas company that serves more than 500,000 retail gas
27 customers in the state of Washington on June 30, 2023, may furnish or
28 supply gas service, instrumentalities, and facilities to any
29 commercial or residential location that did not receive gas service
30 or did not file applications for gas service as of June 30, 2023.

31 (c) The prohibition in (b) of this subsection does not apply to
32 facilities engaged in one or more manufacturing processes described
33 by North American industry classification system codes beginning with
34 31, 32, or 33.

35 (d) The prohibition in (b) of this subsection does not apply to
36 the following facilities until January 1, 2040:

37 (i) Facilities with building occupancies classified as
38 institutional I-2 (medical care facilities) or I-3 (correctional
39 facilities) pursuant to the international building code, that are

1 required by federal or state regulation to have redundant emergency
2 backup power generation systems; and

3 (ii) Facilities owned or operated by the United States department
4 of defense that utilize reciprocating internal combustion engine
5 generators that support energy resilience, energy security, and
6 energy efficiency initiatives.

7 (e) Until January 1, 2035, the prohibition in (b) of this
8 subsection does not apply to residential facilities that use natural
9 gas solely to supply generators for the purpose of providing
10 emergency power during an energy supply emergency declared by the
11 governor or during a loss of electrical service. This limitation on
12 use must be reflected in the tariff under which the gas company
13 provides service.

14 (f) Before November 1, 2023, a gas company that serves more than
15 500,000 retail gas customers in the state of Washington on June 30,
16 2023, must file a tariff to offer rebates, incentives, or other
17 inducements to purchase energy efficient electric appliances and
18 equipment to customers who are using a nonelectric fuel source.

19 (g) Beginning January 1, 2024, no gas company that serves more
20 than 500,000 retail gas customers in the state of Washington on June
21 30, 2023, may offer any form of rebate, incentive, or other
22 inducement to purchase any natural gas appliance or equipment. Until
23 January 1, 2031, electric heat pumps that include natural gas backups
24 are not included in this requirement.

25 (3) All rules and regulations issued by any gas company,
26 electrical company, wastewater company, or water company, affecting
27 or pertaining to the sale or distribution of its product or service,
28 must be just and reasonable.

29 (4) Utility service for residential space heating shall not be
30 terminated between November 15th through March 15th if the customer:

31 (a) Notifies the utility of the inability to pay the bill,
32 including a security deposit. This notice should be provided within
33 five business days of receiving a payment overdue notice unless there
34 are extenuating circumstances. If the customer fails to notify the
35 utility within five business days and service is terminated, the
36 customer can, by paying reconnection charges, if any, and fulfilling
37 the requirements of this section, receive the protections of this
38 chapter;

39 (b) Provides self-certification of household income for the prior
40 (~~twelve~~) 12 months to a grantee of the department of commerce,

1 which administers federally funded energy assistance programs. The
2 grantee shall determine that the household income does not exceed the
3 maximum allowed for eligibility under the state's plan for low-income
4 energy assistance under 42 U.S.C. 8624 and shall provide a dollar
5 figure that is seven percent of household income. The grantee may
6 verify information provided in the self-certification;

7 (c) Has applied for home heating assistance from applicable
8 government and private sector organizations and certifies that any
9 assistance received will be applied to the current bill and future
10 utility bills;

11 (d) Has applied for low-income weatherization assistance to the
12 utility or other appropriate agency if such assistance is available
13 for the dwelling;

14 (e) Agrees to a payment plan and agrees to maintain the payment
15 plan. The plan will be designed both to pay the past due bill by the
16 following October 15th and to pay for continued utility service. If
17 the past due bill is not paid by the following October 15th, the
18 customer is not eligible for protections under this chapter until the
19 past due bill is paid. The plan may not require monthly payments in
20 excess of seven percent of the customer's monthly income plus one-
21 twelfth of any arrearage accrued from the date application is made
22 and thereafter during November 15th through March 15th. A customer
23 may agree to pay a higher percentage during this period, but shall
24 not be in default unless payment during this period is less than
25 seven percent of monthly income plus one-twelfth of any arrearage
26 accrued from the date application is made and thereafter. If
27 assistance payments are received by the customer subsequent to
28 implementation of the plan, the customer shall contact the utility to
29 reformulate the plan; and

30 (f) Agrees to pay the moneys owed even if he or she moves.

31 (5) The utility shall:

32 (a) Include in any notice that an account is delinquent and that
33 service may be subject to termination, a description of the
34 customer's duties in this section;

35 (b) Assist the customer in fulfilling the requirements under this
36 section;

37 (c) Be authorized to transfer an account to a new residence when
38 a customer who has established a plan under this section moves from
39 one residence to another within the same utility service area;

1 (d) Be permitted to disconnect service if the customer fails to
2 honor the payment program. Utilities may continue to disconnect
3 service for those practices authorized by law other than for
4 nonpayment as provided for in this subsection. Customers who qualify
5 for payment plans under this section who default on their payment
6 plans and are disconnected can be reconnected and maintain the
7 protections afforded under this chapter by paying reconnection
8 charges, if any, and by paying all amounts that would have been due
9 and owing under the terms of the applicable payment plan, absent
10 default, on the date on which service is reconnected; and

11 (e) Advise the customer in writing at the time it disconnects
12 service that it will restore service if the customer contacts the
13 utility and fulfills the other requirements of this section.

14 (6) A payment plan implemented under this section is consistent
15 with RCW 80.28.080.

16 (7) Every gas company and electrical company shall offer
17 residential customers the option of a budget billing or equal payment
18 plan. The budget billing or equal payment plan shall be offered low-
19 income customers eligible under the state's plan for low-income
20 energy assistance prepared in accordance with 42 U.S.C. 8624(C)(1)
21 without limiting availability to certain months of the year, without
22 regard to the length of time the customer has occupied the premises,
23 and without regard to whether the customer is the tenant or owner of
24 the premises occupied.

25 (8) Every gas company, electrical company, wastewater company,
26 and water company shall construct and maintain such facilities in
27 connection with the manufacture and distribution of its product, or
28 provision of its services, as will be efficient and safe to its
29 employees and the public.

30 (9) An agreement between the customer and the utility, whether
31 oral or written, does not waive the protections afforded under this
32 chapter.

33 (10) In establishing rates or charges for water service, water
34 companies as defined in RCW 80.04.010 may consider the achievement of
35 water conservation goals and the discouragement of wasteful water use
36 practices.

37 **Sec. 3.** RCW 80.28.110 and 2021 c 65 s 97 are each amended to
38 read as follows:

1 ((Every)) Except for the provision of service to commercial and
2 residential locations by a gas company pursuant to RCW
3 80.28.010(2)(b), every gas company, electrical company, wastewater
4 company, or water company, engaged in the sale and distribution of
5 gas, electricity or water or the provision of wastewater company
6 services, shall, upon reasonable notice, furnish to all persons and
7 corporations who may apply therefor and be reasonably entitled
8 thereto, suitable facilities for furnishing and furnish all available
9 gas, electricity, wastewater company services, and water as demanded,
10 except that a water company may not furnish water contrary to the
11 provisions of water system plans approved under chapter 43.20 or
12 70A.100 RCW and wastewater companies may not provide services
13 contrary to the approved general sewer plan.

14 NEW SECTION. **Sec. 4.** The definitions in this section apply
15 throughout this chapter unless the context clearly requires
16 otherwise.

17 (1) "Carbon dioxide equivalent" has the same meaning as defined
18 in RCW 70A.65.010.

19 (2) "Combination utility" means a public service company that is
20 both an electrical company and a gas company that serves more than
21 800,000 retail electric customers and 500,000 retail gas customers in
22 the state of Washington as of June 30, 2023.

23 (3) "Commission" means the utilities and transportation
24 commission.

25 (4) "Cost-effective" means that a project or resource is, or is
26 forecast to:

27 (a) Be reliable and available within the time it is needed; and

28 (b) Reduce greenhouse gas emissions and meet or reduce the energy
29 demand or supply an equivalent level of energy service to the
30 intended customers at an estimated incremental system cost no greater
31 than that of the least-cost similarly reliable and available
32 alternative project or resource, or any combination thereof,
33 including the cost of compliance with chapter 70A.65 RCW, based on
34 the forward allowance ceiling price of allowances approved by the
35 department of ecology under RCW 70A.65.160.

36 (5) "Costs of greenhouse gas emissions" means the costs of
37 greenhouse gas emissions established in RCW 80.28.395 and 80.28.405.

38 (6) "Demand flexibility" means the capacity of demand-side loads
39 to change their consumption patterns hourly or on another timescale.

1 (7) "Electrical company" has the same meaning as provided in RCW
2 80.04.010.

3 (8)(a) "Electrification" means the installation of energy
4 efficient electric end-use equipment.

5 (b) Through December 31, 2030, electrification programs may
6 include, but are not limited to, programs that facilitate the
7 installation of electric air-source heat pumps with gas backups in
8 existing buildings.

9 (9) "Emissions baseline" means the actual cumulative greenhouse
10 gas emissions of a combination utility, calculated pursuant to
11 chapter 70A.65 RCW, for the five-year period beginning January 1,
12 2015, and ending December 31, 2019.

13 (10) "Emissions reduction period" means one of five periods of
14 five calendar years each, with the five periods beginning on January
15 1st of calendar years 2030, 2035, 2040, 2045, and 2050, respectively.

16 (11) "Emissions reduction target" means a targeted reduction of
17 projected cumulative greenhouse gas emissions of a combination
18 utility approved by the commission for an emissions reduction period
19 that is at least as stringent as the limits established in RCW
20 70A.45.020.

21 (12) "Gas company" has the same meaning as provided in RCW
22 80.04.010.

23 (13) "Greenhouse gas" has the same meaning as provided in RCW
24 70A.45.010.

25 (14) "Integrated system plan" means a plan that the commission
26 may approve, reject, or approve with conditions pursuant to section 6
27 of this act.

28 (15) "Low-income" has the same meaning as provided in RCW
29 19.405.020.

30 (16) "Multiyear rate plan" means a multiyear rate plan of a gas
31 company filed with the commission pursuant to RCW 80.28.425.

32 (17) "Natural gas" has the same meaning as provided in RCW
33 19.405.020.

34 (18) "Overburdened community" has the same meaning as provided in
35 RCW 70A.65.010.

36 (19) "Renewable resource" has the same meaning as provided in RCW
37 19.405.020.

38 (20) "System cost" means actual direct costs or an estimate of
39 all direct costs of a project or resource over its effective life
40 including, if applicable: The costs of transmission and distribution

1 to the customers; waste disposal costs; permitting, siting,
2 mitigation, and end-of-cycle decommissioning and remediation costs;
3 fuel costs, including projected increases; resource integration and
4 balancing costs; and such quantifiable environmental costs and
5 benefits and other energy and nonenergy benefits as are directly
6 attributable to the project or resource, including flexibility,
7 resilience, reliability, greenhouse gas emissions reductions, and air
8 quality.

9 NEW SECTION. **Sec. 5.** (1) The legislature finds that combination
10 utilities are subject to a range of reporting and planning
11 requirements as part of the clean energy transition. The legislature
12 further finds that current natural gas integrated resource plans
13 under development might not yield optimal results for timely and
14 cost-effective decarbonization. To reduce regulatory barriers,
15 achieve equitable and transparent outcomes, and integrate planning
16 requirements, the commission may consolidate a combination utility's
17 planning requirements for both gas and electric operations, including
18 consolidation into a single integrated system plan that is approved
19 by the commission.

20 (2) To achieve the goals of consolidating planning requirements,
21 the commission may extend or modify the deadlines for combination
22 utilities for the following:

23 (a) Integrated resource plans and clean energy action plans under
24 chapter 19.280 RCW;

25 (b) Required plans for the energy independence act under chapter
26 19.285 RCW. The commission may waive the requirements for reporting
27 for renewable portfolio standards under chapter 19.285 RCW;

28 (c) Clean energy implementation plans under chapter 19.405 RCW;
29 and

30 (d) Conservation plans under RCW 80.28.380.

31 (3) (a) By January 1, 2024, the commission shall initiate a rule-
32 making proceeding to implement consolidated planning requirements for
33 gas and electric services for combination utilities including, but
34 not limited to, plans required under: (i) Chapter 19.280 RCW; (ii)
35 chapter 19.285 RCW; (iii) chapter 19.405 RCW; (iv) chapter 70A.65
36 RCW; (v) RCW 80.28.380; (vi) existing pipeline safety and replacement
37 plans; and (vii) planning requirements ordered by the commission,
38 such as electrification and decarbonization plans. The commission may
39 consider exemptions from any rules necessary to facilitate integrated

1 system planning for combination utilities. The commission shall
2 complete the rule making within 12 months, except that it may extend
3 the proceeding for 90 days for good cause shown.

4 (b) In its order adopting rules or issuing a policy statement
5 approving the consolidation of planning requirements, the commission
6 shall include a compliance checklist and any additional guidance that
7 is necessary to ensure that the integrated system plan meets the
8 minimum requirements of all relevant statutes and rules.

9 (4) For all combination utility plans that are due to be filed
10 before the integrated system plan pursuant to section 6 of this act,
11 the commission, in its review and acknowledgment or approval of the
12 plan, shall consider whether the plan proposes a cost-effective
13 strategy for decarbonization, considering costs, reasonable
14 alternatives, and long-term risks to customers. Once a combination
15 utility's integrated system plan is approved by the commission, the
16 combination utility is subject to the emissions reduction targets of
17 the approved integrated system plan.

18 NEW SECTION. **Sec. 6.** (1) Subject to approval by the commission
19 pursuant to subsection (2) of this section, by June 1, 2026, and
20 every four years thereafter, combination utilities shall file
21 integrated system plans for both gas and electric operations, or upon
22 the direction of the commission considering the merger of a
23 combination utility's gas and electric rate base, a single integrated
24 system plan demonstrating how the combination utilities' plans are
25 consistent with the requirements of this act and any rules and
26 guidance adopted by the commission, and which:

27 (a) Achieve its obligations under chapters 19.280, 19.405,
28 19.285, and 70A.65 RCW, RCW 80.28.380, and plans for pipeline safety;

29 (b) Achieve gas utility and electric utility emissions reductions
30 equal to their proportional share of emissions reductions required
31 under RCW 70A.45.020;

32 (c) Include emissions reduction targets for both gas and electric
33 operations for each emissions reduction period that account for the
34 interactions between gas and electric systems;

35 (d) Achieve two percent of electric load annually with
36 conservation and energy efficiency resources, unless the commission
37 finds that a higher target is cost-effective. However, the commission
38 may accept a lower level of achievement if it determines that the
39 requirement in this subsection (1)(d) is neither technically nor

1 commercially feasible during the applicable emissions reduction
2 period;

3 (e) Achieve annual demand response and demand flexibility equal
4 to or greater than 10 percent of winter and summer peak electric
5 demand, unless the commission finds that a higher target is cost-
6 effective. However, the commission may accept a lower level of
7 achievement if it determines that the requirement in this subsection
8 (1)(e) is neither technically nor commercially feasible during the
9 applicable emissions reduction period;

10 (f) Achieve all cost-effective electrification of end uses
11 currently served by natural gas;

12 (g) Include electrification programs that:

13 (i) Include rebates and incentives to low-income customers and
14 customers experiencing high energy burden for the deployment of high-
15 efficiency electric-only heat pumps in homes and buildings currently
16 heating with wood, oil, propane, electric resistance, and gas
17 heating;

18 (ii) Provide demonstrated material benefits to low-income
19 participants, including decreased energy burden and backup heat
20 sources or energy storage systems, if necessary to protect health and
21 safety in areas with frequent outages;

22 (iii) Enroll eligible participants in bill assistance programs;

23 (iv) Include appropriate low-income customer protections; and

24 (v) Coordinate with community-based organizations in the gas or
25 electrical company's service territory to remove barriers and
26 effectively serve low-income customers;

27 (h) Assess the potential for geographically targeted
28 electrification;

29 (i) Establish that the combination utility has:

30 (i) Consigned to auction for the benefit of ratepayers the
31 maximum permissible number of allowances allocated to the combination
32 utility for the applicable compliance period pursuant to RCW
33 70A.65.130, consistent with the climate commitment act, chapter
34 70A.65 RCW, and rules adopted pursuant to the climate commitment act;
35 and

36 (ii) Prioritized, to the maximum extent permissible under the
37 climate commitment act, chapter 70A.65 RCW, revenues derived from the
38 auction of allowances allocated to the utility for the applicable
39 compliance period pursuant to RCW 70A.65.130 first to programs that
40 eliminate the cost burden for low-income ratepayers, such as bill

1 assistance or nonvolumetric credits on ratepayer utility bills or
2 electrification programs, then secondly to electrification programs
3 benefiting other ratepayers; and

4 (j) Comply with any other obligations under applicable rules,
5 regulations, or laws.

6 (2) The commission must approve, reject, or approve with
7 conditions an integrated system plan, including those elements of an
8 integrated resource plan required under chapter 19.280 RCW within 12
9 months of the filing of such an integrated system plan. The
10 commission may extend the time by 90 days for a decision on an
11 integrated system plan for good cause shown. Once an integrated
12 system plan is approved, a combination utility must include the
13 approved integrated system plan, including the targets developed and
14 approved in the plan, in a proposal for a multiyear rate plan, for a
15 term that is consistent with the term of the plan.

16 (3) In determining whether to approve, reject, or approve the
17 plan with conditions, the commission must evaluate whether the plan
18 is in the public interest, and includes the following:

19 (a) The equitable distribution of energy benefits and reduction
20 of burdens to vulnerable populations and overburdened communities;

21 (b) Long-term and short-term public health, economic, and
22 environmental benefits and the reduction of costs and risks;

23 (c) Health and safety concerns;

24 (d) Economic development;

25 (e) Equity;

26 (f) Energy security and resiliency;

27 (g) Whether the specific actions in the integrated system plan
28 achieve a proportional share of reductions in greenhouse gas
29 emissions for each emissions reduction period on the gas and electric
30 systems, the energy efficiency and demand response targets in
31 subsection (1)(d) and (e) of this section, and the emissions
32 reductions are due to electrification as required by subsection
33 (1)(f) of this section;

34 (h) Whether the integrated system plan demonstrates progress
35 toward meeting the emissions reduction targets;

36 (i) Whether investments in the integrated system plan prioritize
37 serving low-income customers, vulnerable populations, and
38 overburdened communities;

39 (j) Whether the integrated system plan and the specific actions
40 in the plan are cost-effective, result in a reasonable cost to

1 customers, and project the rate impacts of specific actions,
2 programs, and investments on customers;

3 (k) Whether the integrated system plan maintains system
4 reliability and reduces long-term costs and risks to customers; and

5 (1) Whether the integrated system plan will lead to new
6 construction career opportunities and prioritizes a transition of
7 natural gas and electricity utility workers to perform work on
8 construction and maintenance of new and existing renewable energy
9 infrastructure.

10 NEW SECTION. **Sec. 7.** (1) The commission shall establish by rule
11 a cost test for emissions reduction measures achieved by combination
12 utilities to comply with state clean energy and climate policies.

13 (2) The cost test must be used for the purpose of determining the
14 lowest reasonable cost of decarbonization and electrification
15 measures in integrated system plans, at the portfolio level, by
16 combination utilities under this chapter, and for any other purpose
17 determined by the commission by rule.

18 NEW SECTION. **Sec. 8.** (1) The commission may approve, reject, or
19 approve with conditions, an integrated system plan that exceeds the
20 cost test identified in section 7 of this act and risk reduction
21 premium requirements identified in subsection (2) of this section
22 only if it finds that the plan is in the public interest.

23 (2) In evaluating the lowest reasonable cost of decarbonization
24 measures included in an integrated system plan, combination utilities
25 must apply a risk reduction premium that must account for the
26 applicable allowance ceiling price approved by the department of
27 ecology pursuant to the climate commitment act, chapter 70A.65 RCW.
28 For the purpose of this chapter, the risk reduction premium is
29 necessary to ensure that a combination utility is making appropriate
30 long-term investments to mitigate against the allowance and fuel
31 price risks to customers of the combination utility.

32 (3) The portfolio of electric energy or capacity necessary to
33 meet the requirements of chapter 19.405 RCW acquired by a combination
34 utility under this chapter is subject to the following requirements:

35 (a) 50 percent of the total capacity and energy necessary to meet
36 the requirements of chapter 19.405 RCW over a term of three years or
37 longer and must be supplied through the execution of power purchase
38 agreements for a term longer than three years with third parties

1 pursuant to which the combination utility purchases energy, capacity,
2 and environmental attributes from resources owned and operated by
3 entities that are not affiliated with the combination utility and
4 that commit to allow the combination utility rights to dispatch and
5 control the solicited resource in the same manner as the combination
6 utility's own generating resources;

7 (b) 50 percent of the total capacity and energy necessary to meet
8 the requirements of chapter 19.405 RCW over a term of three years or
9 longer must be supplied from resources owned by the combination
10 utility or an affiliate of the combination utility. However, nothing
11 in this section alters the commission's authority to set rates that
12 are fair, just, reasonable, and sufficient, and require the utility
13 to provide safe, adequate, and efficient services, as required by RCW
14 80.28.010.

15 (4) Combination utilities shall work in good faith with other
16 utilities, independent power producers, power marketers, end-use
17 customers, and interested parties in the region to develop market
18 structures and mechanisms that require the sale of wholesale
19 electricity from generating resources in a manner that allows the
20 greenhouse gas attributes of those resources to be accounted for when
21 they are sold into organized markets.

22 NEW SECTION. **Sec. 9.** (1) Combination utilities must include the
23 following in calculating the emissions baseline and projected
24 cumulative emissions for an emissions reduction period, consistent
25 with chapter 173-441 WAC:

26 (a) Methane leaked from the transportation and delivery of gas
27 from the gas distribution and service pipelines from the city gate to
28 customer end use;

29 (b) Greenhouse gas emissions resulting from the combustion of gas
30 by customers not otherwise subject to federal greenhouse gas
31 emissions reporting and excluding all transport customers; and

32 (c) Emissions of methane resulting from leakage from delivery of
33 gas to other gas companies.

34 (2) In calculating an emissions reduction target, a combination
35 utility must show its emissions baseline and projected cumulative
36 greenhouse gas emissions for the applicable emissions reduction
37 period separately and must show that the total emissions reductions
38 are projected to make progress toward the achievement of the
39 emissions reduction targets identified in the applicable integrated

1 system plan. The final calculation must be presented on a carbon
2 dioxide equivalent basis.

3 (3) All emissions are metric tons of carbon dioxide equivalent as
4 reported to the federal environmental protection agency pursuant to
5 40 C.F.R. 98, either subpart W (methane) or subpart NN (carbon
6 dioxide), or successor reporting requirements.

7 NEW SECTION. **Sec. 10.** (1) In any multiyear rate plan filed by a
8 combination utility pursuant to RCW 80.28.425 and in accordance with
9 this act, the combination utility must include an updated
10 depreciation study that reduces the gas rate base consistent with an
11 approved integrated system plan, and the commission may adopt
12 depreciation schedules that accelerate cost recovery and reduce rate
13 base for any gas plant.

14 (2) In any multiyear rate plan proposed by a combination utility,
15 the company may propose a merger of regulated gas and electric
16 operations into a single rate base. The commission may approve the
17 merger of electric and gas rate bases if the commission finds that
18 the proposal will result in a net benefit to customers of the
19 combination utility. In approving a merger of a gas and electric rate
20 base, the commission must avoid commercial and residential rate
21 classes subsidizing industrial rate classes.

22 (3) For a combination utility that has merged gas and electricity
23 rate bases, the combination utility must monetize benefits received
24 from any applicable federal and state tax and other incentives for
25 the benefit of customers. These benefits must be separately accounted
26 for and amortized on a schedule designed to mitigate the rate impacts
27 to customers after the rate bases are combined. These credits may not
28 be used for any other purpose, unless directed by the commission.

29 (4) For the first multiyear rate plan proposed by a combination
30 utility following commission approval or approval with conditions of
31 the initial integrated system plan identified in section 6 of this
32 act, the commission may for cause extend the deadline for decision
33 set forth under RCW 80.04.130 by up to 60 days.

34 **Sec. 11.** RCW 19.280.030 and 2021 c 300 s 3 are each amended to
35 read as follows:

36 Each electric utility must develop a plan consistent with this
37 section.

1 (1) Utilities with more than (~~twenty-five thousand~~) 25,000
2 customers that are not full requirements customers must develop or
3 update an integrated resource plan by September 1, 2008. At a
4 minimum, progress reports reflecting changing conditions and the
5 progress of the integrated resource plan must be produced every two
6 years thereafter. An updated integrated resource plan must be
7 developed at least every four years subsequent to the 2008 integrated
8 resource plan. The integrated resource plan, at a minimum, must
9 include:

10 (a) A range of forecasts, for at least the next (~~ten~~) 10 years
11 or longer, of projected customer demand which takes into account
12 econometric data and customer usage;

13 (b) An assessment of commercially available conservation and
14 efficiency resources, as informed, as applicable, by the assessment
15 for conservation potential under RCW 19.285.040 for the planning
16 horizon consistent with (a) of this subsection. Such assessment may
17 include, as appropriate, opportunities for development of combined
18 heat and power as an energy and capacity resource, demand response
19 and load management programs, and currently employed and new policies
20 and programs needed to obtain the conservation and efficiency
21 resources;

22 (c) An assessment of commercially available, utility scale
23 renewable and nonrenewable generating technologies including a
24 comparison of the benefits and risks of purchasing power or building
25 new resources;

26 (d) A comparative evaluation of renewable and nonrenewable
27 generating resources, including transmission and distribution
28 delivery costs, and conservation and efficiency resources using
29 "lowest reasonable cost" as a criterion;

30 (e) An assessment of methods, commercially available
31 technologies, or facilities for integrating renewable resources,
32 including but not limited to battery storage and pumped storage, and
33 addressing overgeneration events, if applicable to the utility's
34 resource portfolio;

35 (f) An assessment and (~~ten-year~~) 10-year forecast of the
36 availability of regional generation and transmission capacity on
37 which the utility may rely to provide and deliver electricity to its
38 customers;

39 (g) A determination of resource adequacy metrics for the resource
40 plan consistent with the forecasts;

1 (h) A forecast of distributed energy resources that may be
2 installed by the utility's customers and an assessment of their
3 effect on the utility's load and operations;

4 (i) An identification of an appropriate resource adequacy
5 requirement and measurement metric consistent with prudent utility
6 practice in implementing RCW 19.405.030 through 19.405.050;

7 (j) The integration of the demand forecasts, resource
8 evaluations, and resource adequacy requirement into a long-range
9 assessment describing the mix of supply side generating resources and
10 conservation and efficiency resources that will meet current and
11 projected needs, including mitigating overgeneration events and
12 implementing RCW 19.405.030 through 19.405.050, at the lowest
13 reasonable cost and risk to the utility and its customers, while
14 maintaining and protecting the safety, reliable operation, and
15 balancing of its electric system;

16 (k) An assessment, informed by the cumulative impact analysis
17 conducted under RCW 19.405.140, of: Energy and nonenergy benefits and
18 reductions of burdens to vulnerable populations and highly impacted
19 communities; long-term and short-term public health and environmental
20 benefits, costs, and risks; and energy security and risk;

21 (l) A (~~ten-year~~) 10-year clean energy action plan for
22 implementing RCW 19.405.030 through 19.405.050 at the lowest
23 reasonable cost, and at an acceptable resource adequacy standard,
24 that identifies the specific actions to be taken by the utility
25 consistent with the long-range integrated resource plan; and

26 (m) An analysis of how the plan accounts for:

27 (i) Modeled load forecast scenarios that consider the anticipated
28 levels of zero emissions vehicle use in a utility's service area,
29 including anticipated levels of zero emissions vehicle use in the
30 utility's service area provided in RCW 47.01.520, if feasible;

31 (ii) Analysis, research, findings, recommendations, actions, and
32 any other relevant information found in the electrification of
33 transportation plans submitted under RCW 35.92.450, 54.16.430, and
34 80.28.365; and

35 (iii) Assumed use case forecasts and the associated energy
36 impacts. Electric utilities may, but are not required to, use the
37 forecasts generated by the mapping and forecasting tool created in
38 RCW 47.01.520. This subsection (1)(m)(iii) applies only to plans due
39 to be filed after September 1, 2023.

1 (2) For an investor-owned utility, the clean energy action plan
2 must: (a) Identify and be informed by the utility's (~~ten-year~~) 10-
3 year cost-effective conservation potential assessment as determined
4 under RCW 19.285.040, if applicable; (b) establish a resource
5 adequacy requirement; (c) identify the potential cost-effective
6 demand response and load management programs that may be acquired;
7 (d) identify renewable resources, nonemitting electric generation,
8 and distributed energy resources that may be acquired and evaluate
9 how each identified resource may be expected to contribute to meeting
10 the utility's resource adequacy requirement; (e) identify any need to
11 develop new, or expand or upgrade existing, bulk transmission and
12 distribution facilities; and (f) identify the nature and possible
13 extent to which the utility may need to rely on alternative
14 compliance options under RCW 19.405.040(1)(b), if appropriate.

15 (3)(a) An electric or combination utility shall consider the
16 social cost of greenhouse gas emissions, as determined by the
17 commission for investor-owned utilities pursuant to RCW 80.28.405 and
18 the department for consumer-owned utilities, when developing
19 integrated resource plans and clean energy action plans. An electric
20 utility must incorporate the social cost of greenhouse gas emissions
21 as a cost adder when:

22 (i) Evaluating and selecting conservation policies, programs, and
23 targets;

24 (ii) Developing integrated resource plans and clean energy action
25 plans; and

26 (iii) Evaluating and selecting intermediate term and long-term
27 resource options.

28 (b) For the purposes of this subsection (3): (i) Gas consisting
29 largely of methane and other hydrocarbons derived from the
30 decomposition of organic material in landfills, wastewater treatment
31 facilities, and anaerobic digesters must be considered a nonemitting
32 resource; and (ii) qualified biomass energy must be considered a
33 nonemitting resource.

34 (4) To facilitate broad, equitable, and efficient implementation
35 of chapter 288, Laws of 2019, a consumer-owned energy utility may
36 enter into an agreement with a joint operating agency organized under
37 chapter 43.52 RCW or other nonprofit organization to develop and
38 implement a joint clean energy action plan in collaboration with
39 other utilities.

1 (5) All other utilities may elect to develop a full integrated
2 resource plan as set forth in subsection (1) of this section or, at a
3 minimum, shall develop a resource plan that:

4 (a) Estimates loads for the next five and (~~ten~~) 10 years;

5 (b) Enumerates the resources that will be maintained and/or
6 acquired to serve those loads;

7 (c) Explains why the resources in (b) of this subsection were
8 chosen and, if the resources chosen are not: (i) Renewable resources;
9 (ii) methods, commercially available technologies, or facilities for
10 integrating renewable resources, including addressing any
11 overgeneration event; or (iii) conservation and efficiency resources,
12 why such a decision was made;

13 (d) By December 31, 2020, and in every resource plan thereafter,
14 identifies how the utility plans over a (~~ten-year~~) 10-year period
15 to implement RCW 19.405.040 and 19.405.050; and

16 (e) Accounts for:

17 (i) Modeled load forecast scenarios that consider the anticipated
18 levels of zero emissions vehicle use in a utility's service area,
19 including anticipated levels of zero emissions vehicle use in the
20 utility's service area provided in RCW 47.01.520, if feasible;

21 (ii) Analysis, research, findings, recommendations, actions, and
22 any other relevant information found in the electrification of
23 transportation plans submitted under RCW 35.92.450, 54.16.430, and
24 80.28.365; and

25 (iii) Assumed use case forecasts and the associated energy
26 impacts. Electric utilities may, but are not required to, use the
27 forecasts generated by the mapping and forecasting tool created in
28 RCW 47.01.520. This subsection (5)(e)(iii) applies only to plans due
29 to be filed after September 1, 2023.

30 (6) Assessments for demand-side resources included in an
31 integrated resource plan may include combined heat and power systems
32 as one of the measures in a conservation supply curve. The value of
33 recoverable waste heat resulting from combined heat and power must be
34 reflected in analyses of cost-effectiveness under this subsection.

35 (7) An electric utility that is required to develop a resource
36 plan under this section must complete its initial plan by September
37 1, 2008.

38 (8) Plans developed under this section must be updated on a
39 regular basis, on intervals approved by the commission or the
40 department, or at a minimum on intervals of two years.

1 (9) (a) Plans shall not be a basis to bring legal action against
2 electric utilities, except for plans submitted by a combination
3 utility as defined in section 4 of this act.

4 (b) The commission may approve, reject, or approve with
5 conditions, any plans submitted by a combination utility as defined
6 in section 4 of this act.

7 (10) (a) To maximize transparency, the commission, for investor-
8 owned utilities, or the governing body, for consumer-owned utilities,
9 may require an electric utility to make the utility's data input
10 files available in a native format. Each electric utility shall
11 publish its final plan either as part of an annual report or as a
12 separate document available to the public. The report may be in an
13 electronic form.

14 (b) Nothing in this subsection limits the protection of records
15 containing commercial information under RCW 80.04.095.

16 (11) By December 31, 2021, the department and the commission must
17 adopt rules establishing the requirements for incorporating the
18 cumulative impact analysis developed under RCW 19.405.140 into the
19 criteria for developing clean energy action plans under this section.

20 NEW SECTION. Sec. 12. (1) For any project in an integrated
21 system plan of a combination utility that is part of a competitive
22 solicitation and with a cost of more than \$10,000,000, the
23 combination utility must certify to the commission that any work
24 associated with such a project will be constructed by a prime
25 contractor and its subcontractors in a way that includes community
26 workforce agreements or project labor agreements and the payment of
27 area standard prevailing wages and apprenticeship utilization
28 requirements, provided the following apply:

29 (a) The combination utility and the prime contractor and all of
30 its subcontractors, regardless of tier, have the absolute right to
31 select any qualified and responsible bidder for the award of
32 contracts on a specified project without reference to the existence
33 or nonexistence of any agreements between such a bidder and any party
34 to such a project labor agreement, and only when such a bidder is
35 willing, ready, and able to become a party to, signs a letter of
36 assent, and complies with such an agreement or agreements, should it
37 be designated the successful bidder; and

38 (b) It is understood that this is a self-contained, stand-alone
39 agreement, and that by virtue of having become bound to such an

1 agreement or agreements, neither the prime contractor nor the
2 subcontractors are obligated to sign any other local, area, or
3 national agreement.

4 (2) Nothing in this section supersedes RCW 19.28.091 or 19.28.261
5 or chapter 49.17 RCW, without regard to project cost.

6 NEW SECTION. **Sec. 13.** Electrical companies, municipal electric
7 utilities, public utility districts, irrigation districts,
8 cooperatives, and mutual corporations providing retail electric
9 service are encouraged to:

10 (1) Work with combination utilities providing gas service within
11 their service areas to identify opportunities for electrification by
12 the combination utility;

13 (2) Account for the costs of greenhouse gas emissions, set total
14 energy savings and greenhouse gas emissions reduction goals, and
15 develop and implement electrification programs in collaboration with
16 combination utilities providing gas service in service areas; and

17 (3) Include an electrification plan or transportation
18 electrification program as part of collaboration with combination
19 utilities.

20 NEW SECTION. **Sec. 14.** The commission may adopt rules to ensure
21 the proper implementation and enforcement of this act.

22 **Sec. 15.** RCW 80.24.010 and 2022 c 159 s 1 are each amended to
23 read as follows:

24 Every public service company subject to regulation by the
25 commission shall, on or before the date specified by the commission
26 for filing annual reports under RCW 80.04.080, file with the
27 commission a statement on oath showing its gross operating revenue
28 from intrastate operations for the preceding calendar year or portion
29 thereof and pay to the commission a fee equal to one-tenth of one
30 percent of the first (~~(fifty thousand dollars)~~) \$50,000 of gross
31 operating revenue, plus four-tenths of one percent of any gross
32 operating revenue in excess of (~~(fifty thousand dollars)~~) \$50,000,
33 except that a combination utility as defined in section 4 of this act
34 shall pay a fee equal to one-tenth of one percent of the \$50,000 of
35 gross operating revenue, plus five-tenths of one percent of any gross
36 operating revenue in excess of \$50,000: PROVIDED, That the commission
37 may, by rule, set minimum fees that do not exceed the cost of

1 collecting the fees. The commission may by rule waive any or all of
2 the minimum fee established pursuant to this section.

3 The percentage rates of gross operating revenue to be paid in any
4 year may be decreased by the commission for any class of companies
5 subject to the payment of such fees, by general order entered before
6 March 1st of such year, and for such purpose such companies shall be
7 classified as follows:

8 Electrical, gas, water, telecommunications, and irrigation
9 companies shall constitute class one. Every other company subject to
10 regulation by the commission, for which regulatory fees are not
11 otherwise fixed by law shall pay fees as herein provided and shall
12 constitute additional classes according to kinds of businesses
13 engaged in.

14 Any payment of the fee imposed by this section made after its due
15 date shall include a late fee of two percent of the amount due.
16 Delinquent fees shall accrue interest at the rate of one percent per
17 month.

18 NEW SECTION. **Sec. 16.** This chapter may be known and cited as
19 the Washington decarbonization act for combination utilities.

20 NEW SECTION. **Sec. 17.** Sections 4 through 10, 12 through 14, and
21 16 of this act constitute a new chapter in Title 80 RCW.

22 NEW SECTION. **Sec. 18.** This act is necessary for the immediate
23 preservation of the public peace, health, or safety, or support of
24 the state government and its existing public institutions, and takes
25 effect immediately."

ESHB 1589 - S COMM AMD

By Committee on Environment, Energy & Technology

26 On page 1, line 2 of the title, after "future;" strike the
27 remainder of the title and insert "amending RCW 80.28.010, 80.28.110,
28 19.280.030, and 80.24.010; adding a new chapter to Title 80 RCW;
29 creating a new section; and declaring an emergency."

EFFECT: This effect statement addresses the effect of draft
S-2284.3/23 as compared with draft S-2284.1/23:

(1) Directs that gas companies serving more than 500,000 retail gas customers in Washington:

-must file a tariff, before November 1, 2023, to offer rebates, incentives, or other inducements to purchase energy-efficient electric appliances and equipment to customers who are using a nonelectric fuel source; and

-may not offer, beginning January 1, 2024, any form of rebate, incentive, or other inducement to purchase any natural gas appliance or equipment. However, this requirement does not include electric heat pumps with natural gas backups until January 1, 2031.

(2) Provides that the utilities and transportation commission (UTC) must complete its rule making to implement consolidating planning requirements within 12 months, but it may extend the proceeding for 90 days for good cause shown.

(3) Removes the requirement for the UTC to issue interim guidance on plans due prior to the completion of the integrated system plan (ISP).

(4) Changes the deadline for combination utilities to file an ISP from January to June 1, 2026.

(5) Authorizes the UTC to accept a lower level of conservation and energy efficiency resources and demand response if it determines that the requirements are neither technically nor commercially feasible during the applicable emissions reduction period.

(6) Adds that an ISP must include electrification programs with specified criteria and clarifies that through December 31, 2030, electrification programs may include programs that facilitate the installation of electric air-source heat pumps with gas backups in existing buildings.

(7) Directs that, consistent with the climate commitment act, an ISP must establish that a combination utility has consigned to auction for the benefit of ratepayers the maximum permissible number of allowances and prioritize, first, revenues derived from the auction of allowances to programs that eliminate the cost burden for low-income ratepayers and, second, electrification programs benefiting other ratepayers.

(8) Adds additional factors for the UTC to consider when determining whether an ISP is in the public interest, including the equitable distribution of energy benefits and reduction of burdens to vulnerable populations and overburdened communities; long-term and short-term public health, economic, and environmental benefits, and the reduction of costs and risks; and energy security and resiliency.

(9) Directs that the 50 percent of total capacity and energy necessary to meet the clean energy transformation act over a term of three years or longer must be supplied from resources owned, provided nothing alters the UTC's authority to set rates that are fair, just, reasonable, and sufficient, and require the utility to provide safe, adequate, and efficient services.

(10) Removes the requirement for the UTC to allow a combination utility to recover the costs and earn a rate of return on power purchase agreements.

(11) Directs combination utilities to work in good faith with other specified stakeholders to develop market structures and mechanisms that account for the greenhouse gas attributes of wholesale electricity generation when it is sold into organized markets.

(12) Directs a combination utility to include a depreciation study that reduces the gas rate base consistent with an approved ISP in each multiyear rate plan.

(13) Provides that the UTC must avoid commercial and residential rate classes subsidizing industrial rate classes when approving a merger of a gas and electric rate base.

(14) Removes the UTC's authority to waive the fee of 0.5 percent of intrastate gross operating revenues for a combination utility.

(15) Directs that until January 1, 2035, the prohibition to extend gas service in section 2 does not apply to residential facilities that use natural gas solely to supply generators for the purpose of providing emergency power during an energy supply emergency declared by the governor or during a loss of electrical service. Requires the natural gas company to include this limitation on use in its tariff.

(16) Authorizes the utilities and transportation commission (UTC) to extend the deadline by an additional two months for a decision in the first multiyear rate plan proposed by a combination utility, following approval or approval with conditions from the UTC of an initial integrated system plan.

(17) Amends the intent and definition sections.

(18) Makes technical edits.

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