### UNITED STATES OF AMERICA BEFORE THE FEDERAL ENERGY REGULATORY COMMISSION

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Implementation of Dynamic	
Line Ratings	
Notice of Inquiry	

Docket No. AD22-5-000

#### **COMMENTS OF THE STATE AGENCIES**

On February 17, 2022, the Federal Energy Regulatory Commission (FERC or the Commission) published a Notice of Inquiry (Notice or NOI) in Docket No. AD22-5 entitled "Implementation of Dynamic Line Ratings."<sup>1</sup> In the Notice, the Commission seeks comment on whether and how requiring the use of dynamic line ratings (DLR)<sup>2</sup> is needed to ensure just and reasonable wholesale rates. The Commission also seeks comment on the potential criteria for DLR requirements; the benefits, costs, and challenges of implementing DLRs; the nature of potential DLR requirements; and potential timeframes for implementing DLR requirements.

The below-defined signatory state parties (together, the State Agencies) agree with the Commission that there is a current need to review whether DLR

<sup>&</sup>lt;sup>1</sup> Implementation of Dynamic Line Ratings, Notice of Inquiry, 87 Fed. Reg. 10349 (Feb. 24, 2022).

<sup>&</sup>lt;sup>2</sup> A DLR is a transmission line rating that: "(1) applies to a time period of not greater than one hour; and (2) reflects up-to-date forecasts of inputs such as (but not limited to) ambient air temperature, wind, solar heating intensity, transmission line tension, or transmission line sag." *Managing Transmission Line Ratings*, Order No. 881, *Federal Register*, 87 Fed. Reg. 2244 (Jan. 13, 2022), 177 FERC ¶ 61,179, at P 7 (2021).

technology should be required and how to implement DLR to best serve consumers. The State Agencies urge the Commission to focus on the fundamental need to protect ratepayers from unjust and unreasonable costs and risks and ensure that any implementation of DLRs is not inconsistent with state clean energy policies and goals. The State Agencies also urge the Commission to address the fact that transmission infrastructure has traditionally been located in underserved and overburdened communities. Given the disproportionate burden these communities have borne, principles of equity require that the needs of these communities be respected and properly addressed.

#### THE PARTIES

The Connecticut Attorney General (CTAG) is an elected Constitutional official and the chief legal officer of the State of Connecticut. The Connecticut Attorney General's responsibilities include intervening in various judicial and administrative proceedings to protect the interests of the citizens and natural resources of the State of Connecticut and in ensuring the enforcement of a variety of laws of the State of Connecticut, including Connecticut's Unfair Trade Practices Act and Antitrust Act, so as to promote the benefits of competition and to assure the protection of Connecticut's consumers from anti-competitive abuses.

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The Connecticut Department of Energy and Environmental Protection (Connecticut Department) has statutory authority over the state's energy and environmental policies and for ensuring that the state has adequate and reliable energy resources.<sup>3</sup> The Connecticut Department is tasked with interacting with the regional transmission operator in response to state and regional energy needs and policies.

The Connecticut Office of Consumer Counsel is the statutorily designated ratepayer advocate in all utility matters concerning the provision of electric, natural gas, water, and telecommunications services. The Office of Consumer Counsel is authorized by statute to intervene and appear in any federal or state judicial and administrative proceedings where the interests of utility ratepayers are implicated.

The California Public Utilities Commission (CPUC) is a constitutionallyestablished agency charged with responsibility for regulating electric utilities in the State of California. In addition, the CPUC has a statutory mandate to represent the interests of electric consumers throughout California in proceedings before the Commission.<sup>4</sup>

The Delaware Attorney General is the chief law officer of the State of Delaware, empowered by state common law and statute to exercise all

<sup>&</sup>lt;sup>3</sup> Conn. Gen. Stat. §§ 22a-2d; 16a-3a.

<sup>&</sup>lt;sup>4</sup> Cal. Pub. Util. Code, § 307.

constitutional, statutory, and common law power and authority as the public interest may require, and charged with the duty to protect public rights and enforce public duties in legal proceedings before courts, boards, commissions, and agencies.<sup>5</sup>

The Delaware Division of the Public Advocate (DE DPA) is statutorily charged with, among other things, advocating for the lowest reasonable rates consistent with maintaining adequate utility service and equitably distributing rates among all customer classes. To this end, the DE DPA is authorized to appear on behalf of the interests of ratepayers in federal administrative proceedings.<sup>6</sup>

The Office of the People's Counsel for the District of Columbia (DC OPC) is an independent agency of the District of Columbia (District) and the statutory advocate of District consumers and ratepayers. Pursuant to D.C. Code §34804(d), DC OPC may "represent and appeal for the people of the District of Columbia" in proceedings before FERC when those proceedings "involve the interests of users of the products of or services furnished by" the District's public utilities.

The Maine Office of the Public Advocate is an agency of the State of Maine and is charged by Maine statute to represent the interests of consumers of utility services in any forum, including federal regulatory proceedings, "in which the

<sup>&</sup>lt;sup>5</sup> Del. Code Ann. tit. 29, § 2504; *Darling Apartment Co. v. Springer*, 22 A.2d 397, 403 (Del. 1941). <sup>6</sup> 29 *Del. C.*§ 8716(e).

subject matter of the action affects the consumers of any utility doing business in this State."<sup>7</sup>

The Attorney General of Maryland is the State's chief legal officer with general charge, supervision, and direction of the State's legal business. The Attorney General has the authority to challenge action by the federal government that threatens the public interest and welfare of Maryland residents. The Attorney General has previously commented on proposed rules and intervened in actions before the Commission.<sup>8</sup>

The Maryland Office of People's Counsel (MPC) is an independent governmental agency of the State of Maryland that represents the interests of Maryland residential consumers in utility cases. Pursuant to Maryland Public Utilities Code Annotated, §2-205(b), the MPC "may appear before any federal or state [agency] to protect the interests of residential and noncommercial users [of gas, electricity or other regulated services]."

The Massachusetts Attorney General is the chief legal officer of the Commonwealth of Massachusetts and is authorized by both state common law and by statute to institute proceedings before state and federal courts, tribunals and commissions as she may deem to be in the public interest. The Massachusetts

<sup>&</sup>lt;sup>7</sup> 35-A M.R.S.§ 1702.

<sup>&</sup>lt;sup>8</sup> Md. Const. art. V, § 3(a)(2); Md. Code Ann., State Gov't § 6-106.1.

Attorney General is further authorized expressly by statute to intervene on behalf of public utility ratepayers in proceedings before the Commission and has appeared frequently before the Commission.<sup>9</sup>

Dana Nessel is the duly elected and qualified Attorney General of the State of Michigan and holds such office by virtue of and pursuant to the provisions of the Const 1963, art 5, § 21, and mandate of the qualified electorate of the State of Michigan, and she is head of the Department of Attorney General created by the Executive Organizations Act, 1965 PA 380, ch 3,MCL 16.150 *et seq*. The Michigan Attorney General has the right, by both statutory and common law, to intervene and appear on behalf of the People of the State of Michigan in any court or tribunal, in any cause or matter, civil or criminal, in which the People of the State of Michigan may be a party or interested.<sup>10</sup>

The Minnesota Attorney General is a public officer charged by common law and by statute with representing the State of Minnesota, the public interest, and Minnesota citizens, including with respect to electric or gas industry matters that affect electric or gas consumers in Minnesota. The Minnesota Attorney General is

<sup>&</sup>lt;sup>9</sup> Mass. Gen. Laws ch. 12, § 11E.

<sup>&</sup>lt;sup>10</sup> MCL 14.28; *People v O'Hara*, 278 Mich 281; 270 NW2d 298 (1936); *Gremore v Peoples Community Hospital Authority*, 8 Mich App 56; 153 NW2d 377 (1967); *Attorney General v Liquor Control Comm'n*, 65 Mich App 88; 237 NW2d 196 (1975); *In re Certified Question*, 465 Mich 537, 543-545; 638 NW2d 409 (2002).

specifically authorized by Minnesota Statutes section 8.33 to intervene in federal matters to further the interests of small business and residential utility consumers.

The Oregon Attorney General is the chief law officer for the state and is the head of the Oregon Department of Justice.<sup>11</sup> The Department of Justice has control of all legal proceedings in which the state may be interested.<sup>12</sup>

The Pennsylvania Office of Consumer Advocate is an independent state office within the Pennsylvania Office of Attorney General. It is empowered by Pennsylvania statute to represent the interests of consumers before the Pennsylvania Public Utility Commission and equivalent federal regulatory agencies and before state and federal courts.

The Rhode Island Attorney General is a public officer charged by common law and by statute with representing the State of Rhode Island, the public interest, and the people of the State, including with respect to electric or gas industry matters that affect electric or gas consumers in Rhode Island. Pursuant to § 42-9-6 of the General Laws of Rhode Island of 1956, as amended, the Attorney General is the "legal advisor of all state boards, divisions, departments, and commissions and the officers thereof. . . ." Under the common law, he is the representative of the public, empowered to bring actions to redress grievances suffered by the public as

<sup>11</sup> ORS 180.210

<sup>12</sup> ORS 180.220

a whole. Participation by the Attorney General in the instant proceeding is sanctioned by law and consistent with the public interest.

The State of Vermont is a sovereign state in the United States of America. The Vermont Attorney General is authorized to represent the state of Vermont in civil suits involving the state's interests, when, in his judgment, the interests of the state so require.<sup>13</sup>

#### BACKGROUND

State clean energy policies and growing consumer demand have led to significant growth in new, zero-carbon and renewable energy resources, including distributed energy resources (DERs). As the Commission has noted, many of the areas with the greatest potential for producing renewable energy, like onshore and offshore wind, are located at some distance from load centers. Capitalizing on those resources will require a significant expansion of the transmission system. In addition to new major transmission lines, the continued growth of DERs and the likely impact of Order No. 2222 in many regions of the country will have significant effects on the distribution system, which will, in turn, have direct and indirect impacts on the larger transmission system. All of this means that the nation's transmission system will undergo major changes to facilitate the clean energy transition. It will not be enough to simply build more (and more expensive)

<sup>&</sup>lt;sup>13</sup> Vt. Stat. Ann. tit. 3 ch. 7.

power lines. It will be vital to use all the available tools that permit more efficient use of existing infrastructure — infrastructure that ratepayers have paid for before committing to new and costly transmission lines. These tools include such technologies as advanced line ratings (including DLRs), system topology optimization software, and advanced modeling.

#### **Line Ratings**

Transmission line ratings represent the maximum permitted electric energy transfer capability of each transmission line. The electric current flowing through a transmission line heats the line due to the line's electrical resistance.<sup>14</sup> Weather conditions and other circumstances, especially solar irradiance, can increase heat on transmission lines. Conversely, other conditions, particularly wind, can cool transmission lines.

System operators rely on transmission line ratings to control the flow of energy on electric power systems. Thus, line ratings affect the price of electric power and the reliability of the electric grid. Rating transmission lines more accurately has the potential "to increase transmission system efficiency; reduce production costs, congestion costs, curtailments, and reserve requirements; and help manage system disturbances."<sup>15</sup> Regional transmission organizations and

<sup>&</sup>lt;sup>14</sup><u>https://www.ferc.gov/sites/default/files/2020-05/tran-line-ratings.pdf</u> U.S. Department of Energy Report to Congress, Dynamic Line Ratings, June 2019.

<sup>&</sup>lt;sup>15</sup> *Id*, p. 17.

independent system operators (RTOs and ISOs) use transmission line ratings in their market models to establish commitment and dispatch. In these market models, transmission line ratings affect congestion, thereby affecting the prices of energy, operating reserves, and other ancillary services. As Commission staff has noted: "Improving the methods for determining thermal transmission line ratings could reduce costs, increase efficiency, and provide reliability benefits."<sup>16</sup>

Currently, transmission line ratings in the United States range from static and seasonal to fully dynamic. Static line ratings are the most conservative and are based on "worst-case ambient conditions that equipment might face (e.g., the hottest summer day) and are typically changed only when equipment is upgraded, or ambient condition assumptions are updated. Thus, they often remain unchanged for years or even decades."<sup>17</sup> Some regional operators use seasonal line ratings, typically one for winter and another for summer, which again are based on conservative, worst-case temperature assumptions. These assumptions simply do not reflect typical operating conditions and, therefore, do not accurately reflect (and indeed understate) the true transfer capability of the transmission system.

<sup>&</sup>lt;sup>16</sup> *Id*, p. 1.

<sup>&</sup>lt;sup>17</sup> Managing Transmission Line Ratings, Notice of Proposed Rulemaking (NOPR), 86 Fed Reg. 6420 (Jan. 21, 2021), 173 FERC P 61,165, at P 22.

On December 16, 2021, the Commission issued Order No. 881 in Docket No. RM20-16-000. The Commission found that the use of only seasonal and static temperature assumptions in developing transmission line ratings would result in transmission line ratings that do not accurately represent the transfer capability of the transmission system and, further, that inaccurate transmission line ratings result in unjust and unreasonable Commission-jurisdictional rates.

As a consequence: (1) transmission providers are now required to use ambient-adjusted ratings (AARs) for evaluating transmission service requests that will end within 10 days of the request; (2) transmission providers are required to use seasonal line ratings for evaluating transmission service requests ending more than 10 days from the date of the request; and (3) RTOs and ISOs are required to establish the systems necessary to allow transmission owners to electronically update transmission line ratings on at least an hourly basis (thereby enabling the RTO/ISO to use DLRs from transmission owners that voluntarily adopt them).

However, as Chairman Glick stated when issuing Order No. 881<sup>18</sup>:

If we are going to meet the needs of the grid of the future while keeping customer rates just and reasonable and maintaining grid reliability, we need to squeeze everything out of our existing grid. . . . Today's final rule is [a] huge step [sic] forward in making more efficient use of our transmission system and saving money for customers. But our work isn't done. I look forward to working with my colleagues to explore the adoption of

<sup>&</sup>lt;sup>18</sup> 117 FERC ¶ 61,179 (2021).

dynamic line ratings to further increase the efficiency of our grid.<sup>19</sup>

This NOI is the context in which the Commission wishes to explore potential

adoption of DLRs. The Commission defines a DLR as:

a transmission line rating that: (1) applies to a time period of not greater than one hour; (2) reflects up-todate forecasts of inputs such as (but not limited to) ambient air temperature, wind, solar irradiance intensity, transmission line tension, or transmission line sag; and (3) is calculated at least each hour, if not more frequently.<sup>20</sup>

DLRs thus are based not only on forecasted weather data, but on real-time actual data such as wind speed, sun intensity, and precipitation. These measurements come from sensors installed on or near the transmission line and/or photo-spatial sensors (3-D lasers) that can be used to identify line sag.<sup>21</sup> The DLR process collects past and present sensor data to create a very reliable short-term forecast for periods from as short as five minutes to an hour. These forecasts, in turn, allow for accurate and precise calculations of line transfer capability.<sup>22</sup>

DLRs appear to offer potentially significant benefits. Commission staff reports that "the results of the [New York Power Authority] [DLR] pilot were

<sup>19</sup> <u>FERC Rule to Improve Transmission Line Ratings Will Help Lower Transmission Costs | Federal Energy</u> <u>Regulatory Commission</u>, December, 16, 2021, <u>https://www.ferc.gov/news-events/news/ferc-rule-improve-transmission-line-ratings-will-help-lower-transmission-costs</u>.

<sup>&</sup>lt;sup>20</sup> Managing Transmission Line Ratings, Order No. 881, Federal Register, 87 Fed. Reg. 2244 (Jan. 13, 2022), 177 FERC ¶ 61,179, at P 7 (2021).

<sup>&</sup>lt;sup>21</sup> NOPR, P 25.

<sup>&</sup>lt;sup>22</sup> Id.

calculations of DLRs, on average, in excess of 30 to 44 percent above static ratings."<sup>23</sup> Increasing transfer capacity by 30 to 40 % could materially reduce congestion and potentially obviate the need for new construction.

#### **COMMENTS OF THE STATE AGENCIES**

The State Agencies agree that there have been, and will continue to be, significant changes in the nation's electric system that justify an evaluation of whether transmission tariff reforms are needed. As the State Agencies have observed in several recent filings, state clean energy and zero-carbon policies have initiated a major shift in the nation's resource mix. As Chairman Glick noted:

The generation resource mix is changing rapidly. Due to a myriad of factors—including improving economics, customer and corporate demand for clean energy, public utility commitments and integrated resource plans, as well as federal, state, and local public policies renewable resources in particular are coming online at an unprecedented rate. As a result, the transmission needs of the electricity grid of the future are going to look very different than those of the electricity grid of the past.<sup>24</sup>

A critical issue for this new and different grid is how to minimize the

need for new and costly transmission infrastructure. Improving the

<sup>&</sup>lt;sup>23</sup> FERC Staff Paper, *Managing Transmission Line Ratings*, August 2019, Docket AD19-15-000, p. 36, citing Wang, Warren and Pinter, Sarah, *Dynamic Line Rating Systems for Transmission Systems*, April 25, 2014 https://www.smartgrid.gov/files/SGDP\_Transmission\_DLR\_Topical\_Report\_04-25-14\_FINAL.pdf.

<sup>&</sup>lt;sup>24</sup> Docket RM21-17, ANOPR P 1, Chairman Glick, concurring.

efficiency and overall transfer capacity of existing lines is essential to meeting that goal.

As the Commission evaluates whether to require RTOs/ISOs to implement new DLR requirements, the State Agencies urge the Commission to (1) ensure that consumer interests are protected, (2) accommodate state policy interests and targets, and (3) identify, respect, and accommodate the interests of overburdened communities.

# I. Consumer Protection Must Be a Core Principle of Any Transmission Reform.

The State Agencies support the goal of improving the efficiency and flexibility of transmission tariffs to support the transition to a modern, clean energy electric grid. In so doing, the Commission must closely scrutinize the proposed transmission reforms in a manner consistent with its duty under the Federal Power Act to ensure that consumers are not charged excessive costs. *Xcel Energy Servs. Inc. v. FERC*, 815 F.3d 947, 952 (D.C. Cir. 2016); *see also Jersey Cent. Power & Light Co. v. FERC*, 810 F.2d 1168, 1207 (D.C. Cir. 1987) (Mikva, J., dissenting) ("The Commission stands as the watchdog providing 'a complete, permanent and effective bond of protection from excessive rates and charges."" (quoting *Atl Ref. Co. v. Pub. Service Comm 'n*, 360 U.S. 378, 388 (1959)); *California ex rel. Lockyer v. FERC*, 383 F.3d 1006, 1017 (9th Cir. 2004) (noting the Act's "'primary purpose' of protecting consumers"); *City of Chicago v. FPC*, 458 F.2d 731, 751 (D.C. Cir. 1971).

Consumers have a direct interest in the reliability and efficiency of the bulk power system. At the same time, the costs paid by consumers must be just and reasonable. Notably, transmission is already expensive. The North American electric grid is large and complex, with more than 100,000 miles of transmission lines operating at 345 kV or greater.<sup>25</sup> Development and maintenance of this system has cost ratepayers tens of billions of dollars.<sup>26</sup> The Commission should take all reasonable steps to protect ratepayers from excessive costs, and the use of DLRs in lieu of building new transmission infrastructure can be an important tool in this regard.

DLRs may bring substantial system efficiency benefits. As the Commission has recognized, there is a direct relationship between the transmission line transfer capability and wholesale rates. "[A]s transfer capability declines, wholesale rates increase."<sup>27</sup> DLRs, therefore, may provide material benefits, as the Commission noted:

<sup>&</sup>lt;sup>25</sup> FERC Staff, *Report on Barriers and Opportunities for High Voltage Transmission*, report to the Appropriations Committees of Both Houses of Congress, June 2020, p.6.

<sup>&</sup>lt;sup>26</sup> Johannes P. Pfeifenberger, et al., *Cost Savings Offered by Competition in Electric Transmission: Experience to Date and the Potential for Additional Customer Value* at 14-15 (2019), https://brattlefiles. blob.core.windows.net/files/15987\_brattle\_competitive\_transmission\_report\_final\_with\_data\_tables\_04-09-2019.pdf (Brattle April 2019 Report).

<sup>&</sup>lt;sup>27</sup> NOI, P 8.

[T]here may be applications in which DLRs can provide net benefits to customers, such as when the limiting element for a transmission facility experiencing significant congestion is the conductor and conditions besides ambient air temperature have a consistent and significant impact on the power carrying capabilities of the line. ... [T]he use of DLRs generally allows for greater power flows than would otherwise be allowed and [] their use can also detect situations where power flows should be reduced to maintain safe and reliable operation and avoid unnecessary wear on transmission equipment.<sup>28</sup>

Thus, there is good reason to determine the circumstances in which DLR deployment can increase transfer capability and thus reduce wholesale costs.

However, there is also reason for caution. The NOI notes that some commenters in the Order No. 881 proceeding expressed concern about the costs of DLRs. For example, the MISO Transmission Owners claim that installing DLRs throughout that RTO could cost up to \$1.5 billion.<sup>29</sup> Another commenter estimated costs of about \$1 million per line for DLRs.<sup>30</sup> The Commission should adopt a region-by-region approach to DLRs that will allow for each region to reflect their particular circumstances. For example, the case for wholesale deployment of DLRs in ISO-NE, with its limited congestion, may be very different than for other regions of the country with higher congestion costs. The Commission should

<sup>&</sup>lt;sup>28</sup> NOI, P 5.

<sup>&</sup>lt;sup>29</sup> NOI, P 11.

<sup>&</sup>lt;sup>30</sup> Id.

carefully review the costs and benefits from DLRs and determine if they are needed on lines with low congestion.

Consequently, the State Agencies urge the Commission to offer RTOs/ISOs flexibility in determining when and how to implement DLR technology in each region. After an appropriate stakeholder process, some regions may find that only certain parts of each transmission system may benefit from installation of DLRs, while in more constrained RTOs/ISOs, broad adoption of DLRs may be warranted.

Finally, the State Agencies urge the Commission to consider establishing Independent Transmission Monitors (ITMs) in each RTO/ISO to assist in the evaluation of the benefits and costs of DLRs. State regulators, consumer advocates, and the general public may not have the technical experience in this area or the resources to employ consultants and other experts to accurately and effectively assist in the review of DLR issues. The Commission has recently sought guidance and comment from stakeholders regarding the value of ITMs.<sup>31</sup> Some of the State Agencies filed comments in that docket strongly supporting the use of ITMs.<sup>32</sup> Use of ITMs would allow a truly independent analysis of the value of DLRs. This may be important because in the comments filed in the docket below, virtually all transmission owners, and many of the RTOs/ISOs, objected to

<sup>&</sup>lt;sup>31</sup> See, Docket RM21-17.

<sup>&</sup>lt;sup>32</sup> See, Comments of the State Agencies under RM21-17, (Oct. 12, 2021).

DLRs, especially if mandated. An independent evaluation by an ITM of where DLRs could be most effectively employed, based on pre-established, objective criteria, would give regulators, consumer advocates, transmission owners, RTOs/ISOs, and the general public greater confidence in any ultimate decision regarding deployment of DLRs. All stakeholders would know that a neutral, third party with experience and technical knowledge had independently reviewed the process to determine that the cost of the DLRs is justified by the benefits.

#### **II. DLR Deployment Must Accommodate State Policy Goals.**

The Federal Power Act explicitly reserves to the states the authority to choose their desired resource mix. Many states are exercising this authority to transition to zero-carbon resources to meet their climate and other state policy goals. Part of the reason that states are advocating these resources (and often paying for them with state contracts) is to meet legislatively mandated greenhouse gas emissions and other de-carbonization targets. These new resources are intended to provide energy and to displace greenhouse-gas-emission-generating resources. As the Commission has repeatedly noted, state clean energy policies are having a profound impact on the nation's energy system. The vast majority of projects in the interconnection queues of the RTOs and ISOs across the country are renewable or clean energy resources, often inverter-based.<sup>33</sup>

<sup>&</sup>lt;sup>33</sup> Docket RM21-17, P 13.

Solar and wind resources provide energy when conditions are favorable, but conditions can change rapidly. This can lead to large-scale swings in available power on a daily basis, which in turn will require grid operators to quickly move large amounts of replacement power from batteries or other dispatchable resources. DLRs may become important in this regard due to their ability to more accurately increase transmission transfer capacity, thus reducing congestion costs and eliminating curtailments.<sup>34</sup> It is important, therefore, that the Commission evaluate the benefits of DLRs with regard to their ability to assist in the implementation of state clean energy goals.

## III. Equity and Environmental Justice Must Be Considered in Evaluating the Costs/Benefits of DLRs.

Much of the nation's energy infrastructure has historically been sited and constructed in communities that are majority people of color and low-income. Residents in these areas suffer negative health consequences from pollution and blight that impedes participation in day-to-day activities and the healthy use of community spaces.<sup>35</sup> In addition to discrimination, the disproportionate ability and

<sup>&</sup>lt;sup>34</sup> *Id*, P. 17.

<sup>&</sup>lt;sup>35</sup> Shalanda Baker, *Anti-Resilience: A Roadmap for Transformational Justice within the Energy System*, 54 Harv. C.R.-C.L. L. Rev. 1, 12 (2019) (describing the "racist politics that led to the formation of the nation's energy system [and] persist today" with the system's reliance on "energy production concentrated in areas dense with black and brown bodies"); Maninder P.S. Thind et al., *Fine Particulate Air Pollution from Electricity Generation in the US: Health Impacts by Race, Income, and Geography*, 53 Envtl. Sci. Tech. 14,010, 14,013 (2019) (finding that Black Americans have the highest average exposure to, and risk of death from, fine particulate matter pollution from electricity generation, and that low-income households are more exposed than higher-income households).

influence of well-financed groups and individuals to intervene in siting processes to prevent new energy infrastructure from being constructed in their own communities has compounded these inequities. Implementation of DLRs could permit the more efficient use of existing transmission infrastructure and thus eliminate the need to build new transmission lines that would further burden impacted communities.

The clean energy transition is an opportunity to acknowledge and correct the historic discrimination caused by infrastructure development over the past hundred years. The shift to incorporate equity into this work requires intentionally delivering the clean, advanced, reliable, resilient, and more distributed services that are foundational to the energy transition to families and businesses in disadvantaged communities. Further, the voices of representative members of these communities need to be elevated so their experiences and perspectives are an inherent part of the decision-making processes.

The State Agencies urge the Commission to ensure that reforms that might impact siting of transmission infrastructure include an overt and express recognition of this historic inequity and measures to promote equity and environmental justice going forward. The Commission's Office of Public Participation (OPP) is a key place to start. As the OPP begins its work, there are significant opportunities to incorporate equity into the Commission's decisionmaking processes. The Commission should invite comments from representatives of disadvantaged communities in all parts of the transmission-design process, especially in the context of deploying technology that will permit the more efficient use of the existing grid and potentially eliminate the need to site and build new major transmission lines that, as noted above, typically impact overburdened and underserved communities. Equity and justice should be every bit as much of the evaluation process for DLR deployment as any other factor.

#### **CONCLUSION**

The State Agencies appreciate the Commission's solicitation of public input on DLR implementation. We respectfully urge the Commission to consider the above comments and recommendations as it considers potential reforms.

Respectfully Submitted

KATHERINE S. DYKES COMMISSIONER CONNECTICUT DEPARTMENT OF ENERGY AND ENVIRONMENTAL PROTECTION

By: <u>/s/ Kirsten S. P. Rigney</u> Kirsten S. P. Rigney Director Legal Office Connecticut Department of Energy and Environmental Protection Robert Snook Assistant Attorney General 10 Franklin Square

New Britain, CT 06051 Tel: (860) 827-2620 Kirsten.Rigney@ct.gov

WILLIAM TONG ATTORNEY GENERAL STATE OF CONNECTICUT

By: <u>/s/ Robert Snook</u> Robert Snook John Wright Lauren Bidra Assistant Attorneys General Attorney General's Office 10 Franklin Square New Britain, CT 06051 Tel: (860) 827-2620 <u>Robert.Snook@ct.gov</u>

> CLARE COLEMAN ACTING CONSUMER COUNSEL CONNECTICUT OFFICE OF CONSUMER COUNSEL

By: <u>/s/ Andrew W. Minikowski</u> Andrew W. Minikowski Staff Attorney State of Connecticut Office of Consumer Counsel 10 Franklin Square New Britain, CT 06051 Tel: (860)827-2922 <u>Andrew.Minikowski@ct.gov</u> www.ct.gov/occ/

### CALIFORNIA PUBLIC UTILITIES COMMISSION

CHRISTINE J. HAMMOND General Counsel CANDACE MOREY Assistant General Counsel

By: <u>/s/ JONATHAN PAIS KNAPP</u> JONATHAN PAIS KNAPP 505 Van Ness Ave. San Francisco, CA 94102 Telephone: (415) 703-1626

> Attorneys for the California Public Utilities Commission and the People of the State of California

KATHLEEN JENNINGS DELAWARE ATTORNEY GENERAL

By: <u>/s/ Christian Douglas Wright</u> Christian Douglas Wright Director of Impact Litigation Jameson A. L. Tweedie Deputy Attorney General Delaware Department of Justice 820 N. French Street Wilmington, DE 19801 Tel: (302) 683-8899

## DELAWARE DIVISION OF THE PUBLIC ADVOCATE

By: <u>/s/ Regina A. Iorii</u> Regina A. Iorii Deputy Attorney General Delaware Department of Justice 820 N. French Street, 4<sup>th</sup> Floor

Wilmington, DE 19801 Tel: (302) 577-8159 Regina.iorii@delaware.gov

In the Capacity of Counsel for the Delaware Division of the Public Advocate Only

### OFFICE OF THE PEOPLE'S COUNSEL FOR THE DISTRICT OF COLUMBIA

#### /s/ Sandra Mattavous-Frye

Sandra Mattavous-Frye People's Counsel for the District of Columbia Karen R. Sistrunk Deputy People's Counsel Frederick (Erik) Heinle III Ankush Nayar Assistant People's Counsels

Office of the People's Counsel for the District of Columbia 1133 15<sup>th</sup> Street, N.W., Suite 500 Washington, DC 20005-2710 202-261-1182 <u>fheinle@opc-dc.gov</u>

## MAINE OFFICE OF THE PUBLIC ADVOCATE

#### <u>/s/ Andrew Landry</u>

Andrew Landry Deputy Public Advocate Maine Office of the Public Advocate State House Station 112 Augusta, ME 04333-0112 Phone: (207) 624-3687 Email: Andrew.Landry@maine.gov

## MARYLAND ATTORNEY GENERAL

#### By: <u>/s/ John B. Howard, Jr.</u>

John B. Howard, Jr. Special Assistant Attorney General Office of the Attorney General 200 Saint Paul Place, 20<sup>th</sup> Floor Baltimore, Maryland 21202 (410) 576-6300 jbhoward@oag.state.md.us

DAVID S. LAPP MARYLAND OFFICE OF THE PEOPLE'S COUNSEL

#### /s/ William F. Fields

William F. Fields
Deputy People's Counsel
Philip L. Sussler
Assistant People's Counsel
Maryland Office of the People's
Counsel
6 St. Paul's Street, Suite 2102
Baltimore, Maryland 21202
(410) 767-8150
William.fields@maryland.gov
Philip.sussler@maryland.gov

### MAURA HEALEY MASSACHUSETTS ATTORNEY GENERAL

#### By: <u>/s/ Kelly Caiazzo</u>

Kelly Caiazzo Special Assistant Attorney General Massachusetts Office of the Attorney General One Ashburton Place, 18th Floor

Boston, MA 02108 (617) 727-2200 kelly.caiazzo@mass.gov

DANA NESSEL MICHIGAN ATTORNEY GENERAL

By: <u>/s/ Michael Moody</u> Assistant Attorney General Michigan Department of Attorney General P.O. Box 30755 Lansing, Michigan 48909 (517) 335-7627

> KEITH ELLISON MINNESOTA ATTORNEY GENERAL

By: Joseph C. Meyer Joseph C. Meyer Assistant Attorney General Manager, Residential Utilities Division joseph.meyer@ag.state.mn.us (651) 757-1433 (Voice) 445 Minnesota Street, Suite 1400 St. Paul, Minnesota 55101-2131 (651) 296-9663 (Fax)

#### FOR THE STATE OF OREGON

### ELLEN F. ROSENBLUM ATTORNEY GENERAL

#### /s/ Paul Garrahan

Paul Garrahan Attorney-in-Charge Steve Novick

Special Assistant Attorney General Natural Resources Section Oregon Department of Justice 1162 Court Street NE Salem, OR 97301-4096 (503) 947-4593 Paul.Garrahan@doj.state.or.us Steve.Novick@doj.state.or.us

## PENNSYLVANIA OFFICE OF THE CONSUMER ADVOCATE

#### By: /s/ Darryl Lawrence

Darryl Lawrence Senior Assistant Consumer Advocate Pennsylvania Office of the Consumer Advocate 555 Walnut Street 5<sup>th</sup> Floor, Forum Place Harrisburg, PA 17101-1923 Tel: (717) 783-5048 <u>dlawrence@paoca.org</u>

FOR THE STATE OF RHODE ISLAND PETER F. NERONHA ATTORNEY GENERAL

#### /s/ Nicholas M. Vaz

Nicholas M. Vaz Special Assistant Attorney General Office of the Attorney General Environmental and Energy Unit 150 South Main Street Providence, Rhode Island 02903 Telephone: (401) 274-4400 ext. 2297 <u>nvaz@riag.ri.gov</u>

# THOMAS J. DONOVAN, JR. Attorney General of Vermont

By: <u>/s/ Nicholas F. Persampieri</u>

Nicholas F. Persampieri Assistant Attorney General Office of the Attorney General 109 State Street Montpelier, VT 05609 (802) 828-3171 nick.persampieri@vermont.gov