

**BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF COLORADO**

PROCEEDING NO. 20AL-0049G

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IN THE MATTER OF ADVICE LETTER NO. 961 FILED BY PUBLIC SERVICE COMPANY  
OF COLORADO TO INCREASE RATES FOR ALL NATURAL GAS SALES AND  
TRANSPORTATION SERVICES TO BECOME EFFECTIVE MARCH 7, 2020.

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**INTERIM DECISION OF  
ADMINISTRATIVE LAW JUDGE  
STEVEN H. DENMAN  
ESTABLISHING ELECTRONIC  
HEARING EXHIBIT PROCEDURES**

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Mailed Date: May 6, 2020

**TABLE OF CONTENTS**

I.	STATEMENT.....	2
A.	Procedural History.....	2
B.	Presentation of Exhibits Electronically Submitted During the Evidentiary Hearing .....	4
C.	Assignment of Hearing Exhibit Number Blocks.....	6
D.	Identification and Filing Requirements for Hearing Exhibits .....	7
E.	Formatting of Hearing Exhibits.....	9
F.	Filing of Executable Attachments to Hearing Exhibits.....	10
G.	Modifying, Amending, or Correcting a Previously Filed Hearing Exhibit on or Before the Deadline for Corrections .....	10
H.	Modifying, Amending, or Correcting a Previously Filed Hearing Exhibit After the Deadline for Corrections .....	12
I.	Procedures Regarding Confidentiality .....	13
II.	ORDER.....	14
A.	It Is Ordered That: .....	14

**I. STATEMENT.****A. Procedural History.**

1. On February 5, 2020, Public Service Company of Colorado (Public Service) filed with the Colorado Public Utilities Commission (Commission), Advice Letter No. 961-Gas, accompanying tariff sheets, and supporting direct testimony and attachments. This filing is a combined Phase I and Phase II natural gas rate proceeding.

2. The effective date of the tariff sheets filed with Advice Letter No. 961-Gas have been suspended for a total of 250 days until November 12, 2020, pursuant to § 40-6-111(1)(b), C.R.S. (2019).<sup>1</sup>

3. The procedural history of this Proceeding is set forth in Decisions previously issued herein and is repeated here as necessary to put this Decision into context.

4. Notices of interventions by right filed on February 28, 2020, were acknowledged for Trial Staff of the Colorado Public Utilities Commission (Staff) (by Decision No. R20-0145-I, mailed on March 5, 2020); the Colorado Office of Consumer Counsel (OCC) filed on March 9, 2020 (by Decision No. R20-0179-I, mailed on March 17, 2020); and the Colorado Energy Office (CEO), filed on March 23, 2020 (by Decision No. R20-0208-I, mailed on April 1, 2020).

5. Decision No. R20-0208-I granted motions for permissive intervention filed on March 6, 2020 by Atmos Energy Corporation (Atmos); on March 11, 2020 by the Federal Executive Agencies (FEA); on March 16, 2020 by Energy Outreach Colorado (EOC); on March 18, 2020 by Black Hills Colorado Gas, Inc., doing business as Black Hills Energy (BH Colorado Gas); on March 20, 2020 by WoodRiver Energy, LLC (WoodRiver); on March 23,

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<sup>1</sup> See Decision No. C20-0112 (mailed on February 20, 2020) and Decision No. R20-0145-I (mailed on March 5, 2020).

2020, by Colorado Natural Gas, Inc. (CNG); and on March 23, 2020 by Climax Molybdenum Company (Climax).

6. Decision No. R20-0208-I also denied the Petition for Leave to Intervene filed by AARP on March 12, 2020, and the Petition for Leave to Intervene filed on March 12, 2020 by the International Brotherhood of Electrical Workers, Local 111 (Local 111), on the grounds that each Petition failed to satisfy the requirements in Rule 1401(c) of the Rules of Practice and Procedure, 4 *Code of Colorado Regulations* (CCR) 723-1, for permissive interventions. AARP and Local 111 were, on reconsideration, *each* granted permissive intervention.<sup>2</sup>

7. Decision No. R20-0223-I (mailed on April 6, 2020) *inter alia* adopted a consensus procedural schedule by which Answer Testimony and attachments are due May 13, 2020 and Rebuttal and Cross-answer Testimony and attachments are due on June 8, 2020, and set this rate case for hearing on July 7 through 10 and 13 through 17, 2020. That Decision indicated that the presentation of electronic exhibits at the hearing would be addressed in a separate Interim Decision.

8. Decision No. R20-0278-I (mailed on April 22, 2020) granted in part and denied in part Motions to Set Aside or Modify Interim Decision No. R20-0208-I, filed by the Local 111 on April 3, 2020, and by AARP on April 6, 2020.

9. As of the mailed date of this Decision, the Parties to this Proceeding are Public Service, Staff, OCC, CEO, Atmos, EOC, FEA, BH Colorado Gas, WoodRiver, CNG, Climax, Local 111, and AARP.

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<sup>2</sup> Decision No. R20-0278-I (mailed on April 22, 2020) granted in part and denied in part Motions to Set Aside or Modify Interim Decision No. R20-0208-I, filed by the Local 111 on April 3, 2020, and by AARP on April 6, 2020.

**B. Presentation of Exhibits Electronically Submitted During the Evidentiary Hearing**

10. As of the date this Decision was issued, the updated responses of Governor Jared Polis and the Commission to the continuing coronavirus (COVID-19) pandemic are unknown. Therefore, it is possible that the Evidentiary Hearing may be held in-person in a Commission hearing room or as a remote hearing via video conference platform. The Administrative Law Judge (ALJ) will keep the Parties apprised about the format of the hearing as new information becomes available to him.

11. As noted above, the presentation of evidence at the hearing from July 7 through 10 and 13 through 17, 2020 (Evidentiary Hearing), shall be done through electronic exhibits to the fullest extent possible, with the exception of exhibits used for impeachment or rebuttal, or any other exhibits admitted in paper form during the hearing. If a pre-filed hearing exhibit marked for identification is admitted into evidence, it is anticipated that the electronic copy in the Commission's file will be admitted by administrative notice, in lieu of receiving the identical paper copy (*e.g.*, the fact administratively noticed is that the copy on file is the content of the otherwise-admissible hearing exhibit).

12. To facilitate the presentation of exhibits electronically during the Evidentiary Hearing, the Commission will provide a spreadsheet identifying each hearing exhibit as it exists in the administrative record. The spreadsheet will include hyperlinks to the filings in the administrative record. The spreadsheet will be made available to the Parties prior to the hearing

and marked as a hearing exhibit. Administrative Hearings Section Staff will display pre-filed electronic filings during the hearing.<sup>3</sup>

13. Final versions of all hearing exhibits must be filed **on or before seven days prior to the hearing, or no later than June 30, 2020**, unless otherwise ordered, so that the spreadsheet may be timely prepared and distributed during the three business days prior to the Evidentiary Hearing. Hyperlinks will not be included for confidential or highly confidential information.

14. After the above-deadline, any exhibit that is intended to be offered into evidence:

- (a) may be filed for the limited purpose of disclosure and shall not be marked for identification;
- (b) shall be marked for identification during the Evidentiary Hearing and offered in paper form, and in such a circumstance, the Party offering the document for admission is responsible for ensuring that a sufficient number of paper copies is available pursuant to Rule 1501(b) of the Commission's Rules of Practice and Procedure, 4 CCR 723-1; and
- (c) will neither be included in the spreadsheet of electronic exhibits nor admitted in electronic form by administrative notice pursuant to this Decision.

15. If the Evidentiary Hearing is held by remote video conference, it will not be technically possible for any Party to offer for admission during the hearing, a pre-filed exhibit in paper form. Only the electronic versions of pre-filed exhibits will be considered for admission into evidence.

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<sup>3</sup> If the hearing is held as an in-person hearing, exhibits will be displayed on large monitors in the hearing room. If the hearing is held by remote video conference, exhibits will be displayed on the video screen. Should the parties have technical questions relating to the electronic presentation of exhibits, they may contact Ms. Christie Nicks at (303) 894-2010.

**C. Assignment of Hearing Exhibit Number Blocks**

16. Hearing exhibits shall be marked numerically and sequentially for identification by the filing Parties within their respective blocks of numbers. In order to efficiently organize the numbering and preparation of exhibits for the hearing, all Parties shall use a unified numbering system for all hearing exhibits. Parties should not duplicate hearing exhibits or attachments previously filed by another Party.

17. Public Service, as the Party initiating the proceeding, is assigned hearing exhibit numbers 100 to 299.

18. Each intervening person or entity is assigned a block of 100 hearing exhibit numbers (*e.g.*, 300-399, 400-499, etc.) in the order the Parties are listed in Paragraph 9 of this Decision. The following blocks of hearing exhibit numbers are assigned to the Parties:

a) Public Service	100 to 299;
b) Staff	300 to 399;
c) OCC	400 to 499;
d) CEO	500 to 599;
e) Atmos	600 to 699;
f) EOC	700 to 799;
g) FEA	800 to 899;
h) BH Colorado Gas	900 to 999;
i) WoodRiver	1000 to 1099;
j) CNG	1100 to 1199;
k) Climax	1200 to 1299;

- l) Local 111 1300 to 1399; and
- m) AARP 1400 to 1499.

19. All exhibits first presented at the Evidentiary Hearing will be marked for identification during the hearing using the next available sequential block of numbers (*e.g.*, 1500-1599). This includes any document used for impeachment or rebuttal that has not been prefiled as a hearing exhibit. If the Evidentiary Hearing is held in-person, and if an exhibit is a document, the party offering it for admission shall ensure that a sufficient number of paper copies is available pursuant to Commission Rule 1501(b). If the Evidentiary Hearing is held remotely, and if an exhibit is a document, before offering it for admission, the offering party shall first ensure, and certify to the ALJ, that an electronic copy of the document has been emailed to all counsel for each party, as well as to the ALJ, the adviser(s), the court reporter, and Ms. Christie Nicks.

**D. Identification and Filing Requirements for Hearing Exhibits**

20. In addition to other requirements of the Commission's Rules of Practice and Procedure, 4 CCR 723-1 (*e.g.*, Rule 1202 regarding pre-filed testimony), all pre-filed hearing exhibits shall be marked for identification and filed in accordance with this Interim Decision.<sup>4</sup>

21. Each type of a witness's testimony, including any attachments (*e.g.*, direct, answer, rebuttal, cross-answer, and supplemental), shall be marked as one hearing exhibit number. Even if comprised of multiple electronic documents, the testimony and attachments will

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<sup>4</sup> In order to minimize the size and to allow electronic text searches of the PDF files, versions filed in PDF format should be generated from the native executable electronic file format when possible. *See also* Paragraphs 28 through 32 at pages 8 and 9 *infra*. The PDF versions generated by the filer are important, and they should be carefully formatted for legibility, because they will be part of the evidentiary record.

be one hearing exhibit. The title of each pre-filed hearing exhibit shall match the title entered in the Commission's E-Filings System and start with "Hearing Exhibit XXX." Hearing exhibits shall be marked numerically and sequentially for identification by the filing parties within their respective blocks. At the Evidentiary Hearing, any party may sponsor an exhibit that was pre-filed by another party.

22. The title of all pre-filed written testimony should include the type of testimony and the name of the witness. For example, if Hearing Exhibit 100 is the direct testimony of witness John J. Doe, the following title should be used: "Hearing Exhibit 100, Direct Testimony of John J. Doe."

23. Anything accompanying pre-filed written testimony within a hearing exhibit (*e.g.*, exhibits, appendices, attachments, or attachments to filing) shall be referred to as an "attachment" to the testimony in the hearing exhibit and identified by the hearing exhibit number reference, the witness's initials, and a number sequence. Again, attachments will be part of the hearing exhibit identifying each type of testimony. For example, if the party assigned block 300 files answer testimony of Albert B. Cooke, that includes a table as Attachment ABC-1, then the title of the table will be "Hearing Exhibit 300, Attachment ABC-1." The attachment should not be referred to as Exhibit ABC-1 or Appendix A.

24. Any party wishing to admit any document used for impeachment or rebuttal, may do so by presenting a paper copy of the document at the time of the Evidentiary Hearing.<sup>5</sup> In such a circumstance, the party offering the document into evidence is responsible for ensuring that there are an appropriate number of paper copies available at the time of the hearing. In

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<sup>5</sup> To be clear, the parties are not required to pre-file documents to be used solely for impeachment or rebuttal.

addition to an original, copies for the other parties, and a copy for the witness, the parties should bring a copy for the advisor(s) and the ALJ. If the Evidentiary Hearing is held remotely, before offering the document for admission, the offering party shall first ensure, and certify to the ALJ, that an electronic copy of the document has been emailed to all counsel for each party, as well as to the ALJ, the adviser(s), the court reporter, and Ms. Christie Nicks.

**E. Formatting of Hearing Exhibits**

25. The first page of **all** hearing exhibits shall be page 1, with each additional page numbered in succession. This will match the page numbers to the electronic file page numbers, which will facilitate electronic navigation during the hearing. For example, the cover page shall be page 1, and all following pages shall be numbered sequentially, including executive summaries, tables of contents, and lists of attachments.

26. There shall be only a single page number shown on each page of hearing exhibits. Page numbers should be included in the header of each page-numbered hearing exhibit. The top line of the header shall include the title of the document (*e.g.*, Hearing Exhibit 400, Answer Testimony of Albert B. Cooke or Hearing Exhibit 400, Attachment ABC-1).

27. A person may modify formatting options in revisions to filed documents in order to minimize the resulting impact to page and line references (*e.g.*, widen a paragraph margin to insert a word).

28. Titles entered into the Commission's E-Filings System should be in title format (*i.e.*, not all capitals).

**F. Filing of Executable Attachments to Hearing Exhibits**

29. Any spreadsheet filed as, or that is the basis for, an attachment to a hearing exhibit shall be filed in both .pdf format and in the native executable electronic file format (*e.g.*, .xlsx, .ods, .gsheet).

30. The title of the executable version filed shall mirror the title identifying the pre-filed version and shall include the word “Executable” after the hearing exhibit number. For example: Hearing Exhibit 300, Executable Attachment ABC-1C.

31. The executable version is not required to be marked for identification as a hearing exhibit and paginated in the same manner as the PDF version.

32. All executable versions shall have the various cell formulae or links left intact. Cell formulae shall not be converted to values.

33. The executable version shall be filed on the same day as the pre-filed PDF version.

**G. Modifying, Amending, or Correcting a Previously Filed Hearing Exhibit on or Before the Deadline for Corrections**

34. Should a party need to modify, amend, or correct a previously identified hearing exhibit **on or before June 30, 2020**, the following procedures shall be followed.

35. If the native executable electronic file format is **not** a spreadsheet, a complete revision including all changes in redline/strikeout format shall be filed.<sup>6</sup> No modification, amendment, or correction shall be made to a filed hearing exhibit without indicating a new revision number, as described below. The same title shall be used for the title as the original, except that a revision number reference should be added to give notice of the change.

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<sup>6</sup> Filing a “clean” version is not necessary and is discouraged.

36. For example, if Hearing Exhibit 100, Direct Testimony of John J. Doe changed, it would be filed as Hearing Exhibit 100, Direct Testimony of John J. Doe, Rev. 1 containing redlined modifications to the original version.<sup>7</sup> If an additional revision is later filed, it would be filed as Hearing Exhibit 100, Direct Testimony of John J. Doe, Rev. 2 and would contain all redlined modifications as compared to the original version (*i.e.*, not only as compared to Rev. 1). For Rev. 2 and all subsequent revisions, the filing shall also include a notice identifying changes in each revision from the most recent previous revision. Further, the title of any revision should not contain the word “corrected” even if the revision corrects the prior filing.

37. If the native executable electronic file format **is** a spreadsheet (*e.g.*, .xlsx, .uos, .gsheet), a complete revision including all changes shall be filed. The changes do *not* need to be in redline/strikeout format. No modification, amendment, or correction shall be made to a filed hearing exhibit without indicating a new revision number (*e.g.*, Rev. 1). The same title shall be used for the title as the original, except that a revision number reference should be added to give notice of the change. The revision pages shall also include an additional notice attachment (*i.e.*, as a secondary document if electronically filed) identifying changes in each revision from the most recent previous revision. Additionally, a complete revision of the executable spreadsheet, including all changes, shall be filed in accordance with Section F above.

38. The most recent revision of a hearing exhibit shall be the version utilized during the evidentiary hearing. References in testimony to obsolete versions of other testimonies will be construed to be amended to refer to the latest filed version of such testimony, unless otherwise specified. Although corresponding page and line references may reasonably be affected by such construction, corrected references will not be necessary (*i.e.*, no need to amend), as long as the

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<sup>7</sup> “Rev.” stands for revision.

reference remains in reasonable proximity to the referenced material. Thus, a reference in answer testimony to page 10, line 5 of someone else's direct testimony need not be revised when a revision is filed to such direct testimony, as long as page 10, line 5 is in reasonable proximity to the referenced material.

**H. Modifying, Amending, or Correcting a Previously Filed Hearing Exhibit After the Deadline for Corrections**

39. Should a party need to modify, amend, or correct a previously identified hearing exhibit **after June 30, 2020**, or during the hearing, the following procedures shall be followed.<sup>8</sup>

40. If the native executable electronic file format **is not** a spreadsheet, all changes should be reflected on replacement pages only in redline/strikeout format that will be presented in paper form during the hearing.<sup>9</sup> The replacement pages shall collectively be marked for identification at the time of the Evidentiary Hearing as a separate hearing exhibit. The replacement pages shall also include an additional notice attachment (*i.e.*, as a secondary document if electronically filed) identifying changes in each revision from the most recent previous revision.

41. If the native executable electronic file format **is** a spreadsheet (*e.g.*, .xlsx, .uos, .gsheet), all changes should be reflected on replacement pages only that will be presented in paper form during the Evidentiary Hearing. The changes do *not* need to be in redline/strikeout format. The revision pages shall also include an additional notice attachment (*i.e.*, as a secondary document if electronically filed) identifying changes in each revision from the most

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<sup>8</sup> These procedures will apply if the Evidentiary Hearing is conducted as an in-person hearing. If the hearing is held by remote video conference, the Parties are strongly encouraged to file any modified, amended, or corrected previously identified hearing exhibit on or before June 30, 2020, and are strongly discouraged from filing any such exhibits after the June 30, 2020 deadline or during the Evidentiary Hearing.

<sup>9</sup> Filing a "clean" version is not necessary and is discouraged.

recent previous revision. Additionally, a complete revision of the executable spreadsheet, including all changes, shall be filed in accordance with Section F above.

42. Without leave of the ALJ, this process, for modifying, amending, or correcting a previously filed hearing exhibit after the deadline for corrections, shall not be used to make material substantive changes to a witness' position in prefiled testimony. If the changes are permitted, and assuming the original filing is otherwise admissible, both hearing exhibits would be admitted into evidence during the Evidentiary Hearing with the latter replacement pages superseding and prevailing to the extent of conflict in the previous revision.

43. References to superseded portions of a hearing exhibit will be construed to be amended to refer to the replacement pages, unless otherwise specified. Although corresponding page and line references may reasonably be affected by such construction, corrected references will not be necessary (*e.g.*, no need to amend), as long as the reference remains in reasonable proximity to the referenced material. Thus, a reference in answer testimony to page 10, line 5 of someone else's direct testimony need not be revised when a replacement page 10 is filed so long as page 10, line 5 is in reasonable proximity to the referenced material.

#### **I. Procedures Regarding Confidentiality**

44. Any pre-filed hearing exhibit (including attachments) filed in accordance with the Standards of Conduct in the Commission's Rules of Practice and Procedure containing confidential information, shall be pre-marked for identification by the same hearing exhibit number within the assigned block identifying the portion in the public record, and shall be designated with a "C" following the number of the hearing exhibit or attachment.

45. For example, a witness's pre-filed written testimony might be identified as Hearing Exhibit 100, Direct Testimony of John J. Doe. If portions of the testimony in Hearing

Exhibit 100, Direct Testimony of John J. Doe are claimed to be confidential, those portions would be filed in accordance with the Standards of Conduct and identified as Hearing Exhibit 100C, Direct Testimony of John J. Doe. Hearing Exhibit 100, Direct Testimony of John J. Doe would remain in the public record (and should be redacted to exclude the confidential material).

46. Further, if portions of Hearing Exhibit 100, Direct Testimony of John J. Doe, Attachment JJD-1 are claimed to be confidential, those portions would be filed in accordance with the Standards of Conduct and identified as Hearing Exhibit 100, Attachment JJD-1C. Hearing Exhibit 100, Attachment JJD-1 would remain in the public record (redacted to exclude confidential material). Comparably, should any highly confidential protections be afforded, the hearing exhibit number for an exhibit continuing any highly confidential material would be designated with an “HC” following the exhibit number.

47. A deadline will be established, as ordered below, for any objections to the admissibility of any pre-filed hearing exhibits marked for identification (*e.g.*, authenticity).

## **II. ORDER**

### **A. It Is Ordered That:**

1. In addition to other requirements of the Commission’s Rules of Practice and Procedure, 4 *Code of Colorado Regulations* 723-1 (*e.g.*, Rule 1202 regarding pre-filed testimony), all pre-filed hearing exhibits shall be marked for identification and filed in accordance with this Decision.<sup>10</sup>

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<sup>10</sup> If the Commission’s E-Filings System does not accept the electronic format of any pre-filed hearing exhibit, an electronic copy must be filed with the Commission on a CD, DVD, or portable drive. If any such hearing exhibit is created from a spreadsheet, the native executable electronic file format must be filed simultaneously on the same CD, DVD, or portable drive.

2. Any spreadsheet filed as, or that is the basis for, an attachment to a hearing exhibit shall be filed in both .pdf format and in the native executable electronic file format (*e.g.*, .xlsx, .ods, .gsheet), in accordance with the instructions in this Decision.

3. To comply with this Decision, Public Service Company of Colorado shall revise and re-file the testimony it filed with its Application and as supplemental direct testimony, in accordance with ordered procedures and the discussion above **no later than May 11, 2020**. For purposes of this Decision, any such filings shall be treated as the original filing of hearing exhibits.<sup>11</sup>

4. All corrections to any pre-filed hearing exhibits marked for identification shall be filed **no later than June 30, 2020**.

5. Any objections to the admissibility of the form of any pre-filed hearing exhibits marked for identification (*e.g.*, authenticity) shall be filed in writing **no later than July 3, 2020**.

6. At the Evidentiary Hearing, if conducted as an in-person hearing, all Parties shall provide one paper copy of each pre-marked hearing exhibit they intend to offer for use by the witnesses during examination.

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<sup>11</sup> Compliance with this Decision may result in a change to pagination of prior versions of hearing exhibits. References in discovery requests and responses to prior versions of hearing exhibits will be construed to be amended to refer to the latest filed version of such testimony, unless otherwise specified. Although corresponding page and line references may reasonably be affected by such construction, corrected references will not be necessary (*i.e.*, no need to amend an exhibit), as long as the reference remains in reasonable proximity to the referenced material.

7. This Decision is effective immediately.

(S E A L)



THE PUBLIC UTILITIES COMMISSION  
OF THE STATE OF COLORADO

STEVEN H. DENMAN

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Administrative Law Judge

ATTEST: A TRUE COPY

A handwritten signature in cursive script that reads "Doug Dean".

Doug Dean,  
Director