BEFORE THE STATE OF WASHINGTON ENERGY FACILITY SITING EVALUATION COUNCIL

Applicant.

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DOCKET NO. EF-210011

PETITION FOR RECONSIDERATION OF ORDER ON POST-HEARING MOTIONS TO SUPPLEMENT RECORD; DENYING FURTHER ADJUDICATIVE HEARINGS FOR CROSS-EXAMINATION OF SUPPLEMENTAL AND REBUTTAL WITNESS TESTIMONY

1. PETITION.

In the Matter of the Application of:

Scout Clean Energy, LLC, for

Horse Heaven Wind Farm, LLC,

Intervener TRI-CITIES C.A.R.E.S. (TCC) petitions this Council to reconsider its ORDER ON POST-HEARING MOTIONS TO SUPPLEMENT RECORD; DENYING FURTHER ADJUDICATIVE HEARINGS FOR CROSS- EXAMINATION OF SUPPLEMENTAL AND REBUTTAL WITNESS TESTIMONY issued on September 22, 2023, at 5:01 p.m. ("the Order").

The Washington Administrative Procedure Act (WAPA), provides, in RCW 34.05.470(1), that within "ten days of the service of a final order, any party may file a petition for reconsideration, stating the specific grounds upon which relief is requested." This petition asks that the Council reconsider its decisions: a) to exclude

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the supplemental testimony of Dean Apostol, David Wardall, Mark Baird and Paul Krupin and b) to deny TCC the opportunity for cross-examination of Brynn Guthrie. The TCC's supplemental testimony from highly qualified expert witnesses and the cross-examination of Applicant's visual expert are both necessary to develop a full record on review for the Council and for the use of the Governor in making any final decision on this Council's recommendation to him.

2. BACKGROUND.

At the last scheduled hearing session for the adjudication, TCC and the Applicant both requested the opportunity to present supplemental testimony. TCC's request is found in EFSEC's transcripts at Tr. 1740, line 5 to Tr. 1741, line 11 and specifically referenced the supplemental hearing sessions that had been set aside by the Examiner (and Council) for September 11 and/or 15, 2023.

At Tr. 1741 at lines 14-22, the PALJ allowed all parties "to file a written motion to supplement the record with whatever testimony and an offer of proof if not the actual testimony." No conditions or restrictions were placed on the content of the supplemental testimony to be submitted.

At Tr. 1741, line 18, to Tr. 1742, line 6, the PALJ set September 5 as the deadline for submission of supplemental testimony and indicated an order on the parties' requests would be issued on September 5 or 6. TCC timely filed supplemental testimony of several expert witnesses on September 5.

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On September 6, 2023, at 5:01 pm, TCC received a letter indicating that the motion to file the supplemental testimony of Applicant's visual witness Ms. Guthrie would be granted, but substantially all of TCC's supplemental testimony, including TCC visual expert Mr. Apostol, would be "excluded." That letter indicated: "A more detailed Order setting out the evidentiary basis for admitting or excluding each of your newly proposed exhibits will follow in the days ahead." No ruling was made in the letter as to when cross-examination on the supplemental testimony of Ms. Guthrie would be scheduled.

On Thursday, September 7, 2023, counsel for TCC wrote the PALJ asking when the cross-examination of Ms. Guthrie would be scheduled, providing dates of availability of TCC's counsel (in addition to the previously scheduled dates of September 11 and 15). TCC received no answer.

On Sunday, September 10, 2023, counsel for TCC wrote again asking when the Guthrie cross-examination would be held and affirming dates of availability for the Guthrie cross-examination but indicating unavailability on September 20-22. Again, there was no answer.

On Tuesday, September 12, counsel for TCC wrote again asking when the order on supplemental testimony would be issued and when the cross-examination of Ms. Guthrie would be scheduled. Again, no answer was received.

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On Thursday, September 14, TCC's counsel sent an additional email, asking if an order on supplemental testimony would be issued and confirming TCC's intention to cross examine Ms. Guthrie, requesting a date for that examination.

On Sunday, September 17, TCC again wrote asking when the order on the supplemental testimony would issue and requesting the opportunity to cross-examine Ms. Guthrie.

At 11:15 p.m. on September 17, 2023, an email was issued by the PALJ indicating (for the first time) that no cross examination of Ms. Guthrie would be allowed and that an order on the supplemental testimony would be "published in the days ahead."

On September 22, 2023, at 5:01 p.m., an order was finally issued, which is the subject of this motion for reconsideration.

3. THE ORDER DENYING SUPPLEMENTAL TESTIMONY BY SEVERAL TCC WITNESSES, INCLUDING EXPERTS, SHOULD BE RECONSIDERED AND REVERSED.

As noted above, the ruling of August 25, 2023, allowed "supplemental testimony" following a request by TCC, but did not place any restrictions on the nature of such testimony. However, following an extended delay, the Order denied the request to submit the supplemental testimony of TCC's visual expert, aerial firefighting experts, local farmers and a qualified expert concerning air pollution.

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In making its request on the last day of the hearing, TCC described the severe time limitations placed on it and other intervenors that prevented it from making a complete presentation to the Council. The PALJ acknowledges "the compressed nature of the litigation schedule" (Order at 2), which included multiple requests by intervenors and Benton County for additional time to prepare and present testimony. A significant portion of the already limited time available for hearing preparation was taken up by the Applicant's obdurate refusal to allow TCC to take the deposition of the Applicant's managing agent, David Kobus. As noted in the Order Granting TCC Motion to Compel Attendance of Senior Project Manager David Kobus at a Deposition (July 21, 2023) at page 3, the "Applicant's ongoing delays violated discovery rules." The Order also concluded that: "These delays were unnecessary and cost TCC time and money." Such loss of time came during the critical periods in May and June when testimony was being prepared; TCC requested a continuance to allow for sufficient time for hearing preparation, but it was denied.

The APA requires that a reviewing body provide full opportunity to make a record on relevant issues. RCW 34.05.449(2) provides that: "the presiding officer shall afford to all parties the opportunity to respond, present evidence and argument, conduct cross-examination, and submit rebuttal evidence, except as restricted by a limited grant of intervention or by the prehearing order." Unlike other administrative proceedings involving proceedings between agencies and individuals, the EFSEC

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statute recognizes that the selection of sites for development of clean energy "will have a significant impact upon the welfare of the population" and that the Council must "conduct a public process that is transparent and inclusive to all with particular attention to overburdened communities." RCW 80.50.010. Moreover, the Legislature has instructed that the Council act "without unnecessary delay while also encouraging meaningful public comment and participation in energy facility decisions." RCW 80.50.010(6).

The Order indicates that admission of TCC's supplemental testimony will create "undue delay" due either to the opportunity for cross-examination or the potential for surrebuttal testimony. See page 3. However, ten days before the supplemental testimony was filed (August 25), the adjudication schedule (specifically approved by the Council) already included reserved dates for additional testimony for September 11 and 15.

Against this background, TCC requests that the PALJ reconsider this decision to deny the admission of the testimony of several TCC supplemental witnesses. The following addresses the particular circumstances of each witness whose testimony was stricken.

2.1 Testimony of Dean Apostol. As indicated, the Supplemental Testimony of Mr. Apostol specifically addresses Councilmembers' questions during his cross examination and provides a more organized response, appropriate for supplemental

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testimony on an issue of vital importance to this adjudication. While it is true that his supplemental testimony does include a map showing a reconfiguration of turbines that could mitigate the enormous visual impacts of the proposed 244 turbines over 25 miles, review of mitigation proposals is fully appropriate for EFSEC, as shown in the Whistling Ridge matter. See Council Order No. 870, Order on Reconsideration. Whistling Ridge Energy Project, pages 9-12.

RCW 80.50.010 specially provides that council action should: "enhance the public's opportunity to enjoy the esthetic and recreational benefits of the air, water and land resources; . . ." The testimony of Mr. Apostol will be of substantial assistance to the Council under its obligation to enhance the public's opportunity to enjoy the firmly established aesthetic benefits of the iconic Horse Heaven Hills.

The expert testimony of Mr. Apostol on the critical area of visual impacts should be admitted, subject to cross-examination.

2.2 Testimony of Aerial Firefighting Experts David Waddell and Mark Baird. There is no dispute that Messrs. Waddell and Baird are each highly qualified in aerial firefighting, with many years of experience all over the world. Mr. Wardall's resume is EXH-5907 S. Mr. Baird describes his experience as an instructor pilot and seven-years experience as "a pilot engaged in aerial firefighting using the DC-10 fire tanker." EXH-5910_S, page 1. There is also no question that the issue of fires near

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wind turbines is before the Council in its consideration of whether to modify the proposal to account for aerial firefighting.

However, the PALJ prematurely ruled on the merits of the testimony from these uniquely qualified witnesses. He said, "neither of the witnesses had visited the site of the proposed project." Order at 3. However, the witnesses used detailed project plans and topographic maps to assess the project area and its terrain, with and without the wind turbines proposal. See Baird testimony, EXH-5910_S at pages 6-15, which includes among numerous reviewed materials an aerial photo of a fire that occurred during the adjudication (June 16, 2023) near the ridgeline taken from a DC-10 fighting that fire.

Nor did the PALJ explain why he thought a site visit was required.¹ The PALJ said they offered "experiences from California wildfires that occurred in forested terrain, not dryland wheat fields" without explaining why his distinction made any difference. Order at 3. The Baird and Waddell testimony identified the minimum distances needed from obstructions to successfully deploy aerial fire suppressants, which has no relation to the terrain in which the fires were being fought. In summary,

¹ If actual site visits are required to make decisions on the project, the whole Council would be disqualified because they did not go onto the site during their November, 2022, site visit.

aerial firefighting must be performed within safe distances from obstructions, but in close proximity to the fires.

Testimony regarding the height of wind turbines in common fire-risk areas is highly relative to making safe decisions regarding this project. The PALJ should reconsider his decision and admit the testimonies of Messrs. Wardall and Baird.

2.3 Testimony on Air Quality Impacts from Paul Krupin. Consistent with the Legislative directive for this Council "to promote air cleanliness" in RCW 80.50.010(2), "air quality" was a specific "disputed issue" as identified in the "Second Pre-Hearing Conference Order" (May 19, 2023) at page 2.

Mr. Krupin is an identified expert in air pollution matters due to his long experience in government addressing these matters. This was recognized by the PALJ in his "Order Granting (in Part) TCC's Motion for Reconsideration" (August 21, 2023) at page 2 ("TCC also clarified why Mr. Krupin's analysis and critique of potential fugitive dust impacts on air quality should be admitted.") His supplemental testimony identifies violations of several PM10 and other small particulate matters especially impactful to human health in the greater Tri-Cities community.

The PALJ should reconsider his decision and allow Mr. Krupin's testimony.

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4. FAILURE TO ALLOW CROSS EXAMINATION OF APPLICANT'S WITNESS **BRYNN GUTHRIE.**

As described above, the Council set aside two additional days for examination or cross-examination of witnesses that submitted supplemental testimony, September 11 and/or 15. Following the decision to allow the supplemental testimony of Ms. Guthrie, TCC requested several times that her cross-examination be scheduled on the previously established hearing dates. No response was received until the evening of September 17 -- after the dates for testimony had passed -- and no written order was issued until the Order Regarding Supplemental Testimony on September 22.

During the course of this adjudication, all witnesses who submitted written testimony were subject to cross-examination at the request of other parties. Though not every witness was cross-examined, the opportunity for such cross-examination was provided to all parties. Indeed, the Order at page 2 notes that the Washington Administrative Procedure Act (APA) provides that all parties are provided "the opportunity to respond, present evidence and argument, conduct cross-examination and submit rebuttal evidence." RCW 34.05.449(1) and (2). Indeed, the order admits that when "a tribunal precludes all cross-examination on a legitimate issue, it may compromise the fact-finding process and subject itself to a closer examination of competing factors," and "when a court prematurely terminates cross-examination of a

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witness at a pre-determined time simply to complete a trial it commits reversible error."

Order at page 2-3.

Nonetheless, the PALJ denies TCC and other parties the opportunity for cross examination of Ms. Guthrie on two bases. <u>First</u>, that "TCC has already had the opportunity to cross-examine Ms. Guthrie regarding her prefiled testimony." Order at page 3. No authority is cited for this unique proposition. The <u>supplemental</u> Guthrie testimony is <u>new</u> and, as the PALJ admits, responds to TCC's visual witness Dean Apostol.

Second, the PALJ says that due to "the limited nature of Ms. Guthrie's testimony, per ER 611(a)(2), any additional cross examination would be needless waste of the Council's time and resources." The Examiner's conclusion that the Supplemental Testimony of Ms. Guthrie was of a "limited nature" places the Examiner in the position of deciding the content of testimony before cross examination. The conclusion that the cross-examination would be a "needless waste" of his time and that of the Council has the PALJ prejudging the outcome of cross questions and answers, a clear violation of the appearance of fairness doctrine.

As to the alleged imposition on the "Council's time and resources," on August 25 the Council had set aside specific dates for examination and cross-examination of supplemental testimony with the designation of September 11 and 15. As described above, on September 7, the day after the PALJ issued his preliminary decision to

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allow the Guthrie supplemental testimony, TCC's counsel indicated his intention to cross-examine her and even provided dates of availability in addition to those set aside by the Council. However, despite follow-up requests on September 10, 12 and 14, the PALJ did not respond. Effectively, the PALJ's delays allowed the clock to run out on possible cross-examination of Ms. Guthrie, with no reason or explanation provided.

The Examiner correctly analyzes the obligation of agencies to allow cross examination at page 2 of his Order. Washington law is very clear on the indiscriminate elimination of cross examination:

Due process guarantees the right to a full and fair hearing. Olympic Forest Prods., Inc. v. Chaussee Corp.,82 Wn.2d 418, 422, 511 P.2d 1002 (1973). Although the process which is due varies according to the type of proceeding, cross examination is an integral part of both criminal and civil judicial proceedings. Hannah v. Larche, 363 U.S. 420, 4 L.Ed.2d 1307, 80 S.Ct. 1502 (1960); 5 K. Tegland, Wash. Prac., Evidence § 245 (2d ed. 1982). Cross examination is, however, limited by other factors; it must pertain to matters within the scope of the direct examination and matters affecting the credibility of the witness. ER 611(b). It may be curtailed where the relevance of the evidence is outweighed by the danger of undue delay, waste of time or needless presentation of cumulative evidence. ER 403. Further, the court has discretion to exercise reasonable control over the mode and order of interrogating witnesses to avoid needless consumption of time. ER 611(a)(2). However, preclusion of all cross examination on a legitimate issue calls into question the factfinding process and requires that the competing factors be more closely examined. State v. York, 28 Wn. App. 33, 621 P.2d 784 (1980). After reviewing the record, we are compelled to conclude the court's premature termination of cross examination based on a predetermined time to complete trial was error.

Baxter v Jones, 34 Wn. App 1, 3-4, 658 P.2d 1274 (1983).

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Further, the Washington Supreme Court discussed the vital importance of cross-examination as part of quasi-judicial hearings in *Chrobuck v. Snohomish County*, in which the Court reversed a Snohomish County rezone action. In that case, where the rezone was in furtherance of a proposed oil refinery, the court spoke to the specific need for cross-examination in contested proceedings on technical matters, and warned of the results if this vital right is taken away:

Generally speaking, in the ordinary zoning or rezoning hearing before a planning commission the cross-examination of persons expressing their views may not be appropriate or contribute anything of value to the fact-finding process. Where, as here, however, the hearing assumes distinctly adversary proportions, the proponents and opponents are represented by counsel, expert witnesses are called, and complex, technical and disputed factors, revolving about such matters as oil refinery processes, air pollution, noise levels, visual impacts, water and vegetation contamination, shipping and dockage operations, oil spillage control, tidal currents and fishery preservation, are involved, it would appear particularly pertinent to an objective factual evaluation of the testimony presented to permit cross-examination in a reasonable degree. Otherwise, it is possible that matters of vital significance to the fact-finding tribunal may be glossed over, obscured or omitted in a recital-like presentation of technical subjects and expert opinion.

Chrobuck v. Snohomish County, 78 Wn.2d 848, 870–71, 480 P.2d 489 (1971). Based on the failure to allow cross-examination and for other reasons, the *Chrobuck* court held that the appearance of fairness doctrine had been violated. *Id.* at 867, 871. The right to cross-examine opposing experts is critical to this right to a fair hearing and has been deemed a "component" of the appearance of fairness doctrine for any quasi-

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judicial proceeding. *Earle M. Jorgensen Co. v. City of Seattle*, 99 Wn.2d 861, 867, 665 P.2d 1328 (1983).²

It is not for the PALJ to decide what the content of cross-examination might be or decide that such examination is a "needless waste." Our courts have held that an affidavit, such as provided by Ms. Guthrie, is not a substitute for cross-examination: "[A]n affidavit—not being subject to cross-examination—is a poor substitute for a live witness—whose tone or inflection of voice, movement of head, hand or eye, and general conduct or demeanor are discernible and sometimes determinative."

Meadows v. Grant's Auto Brokers, Inc., 71 Wn.2d 874, 879, 431 P.2d 216 (1967) (See Weyerhaeuser v. Pierce County, 124 Wn.2d 26, 33–34, 873 P.2d 498 (1994), ("[O]ral cross examination can be used to test credibility, and can be shaped to elicit and develop testimony as the cross examination progresses."). While "Courts may, within their sound discretion, deny cross-examination if the evidence sought is vague, argumentative or speculative" (State v. Darden, 145 Wash.2d 612, 620–21, 41 P.3d 1189 (2002); the PALJ did not allow any questions of the witness).

² **Error! Main Document Only.**Our Supreme Court has held that EFSEC proceedings are subject to the appearance of fairness doctrine. "We also hold that EFSEC members did not violate the appearance of fairness doctrine." *Residents v Site Evaluation Council*, 165 Wn.2d 275, 322 (2008).

³ **Error! Main Document Only.**The summary conclusion that cross-examination of Ms. Guthrie would be a "needless waste" is a clear example of prejudgment of the result of cross examination and a clear violation of the appearance of fairness doctrine, especially given the importance of the issue to the proceedings.

Moreover, Ms. Guthrie's cross-examination has been denied because it conflicts with the Council schedule. The PALJ has previously established the deadline for final briefs in this adjudication as October 13, 2023. But the Council announced at its September 20 monthly meeting that it will issue its Final Environmental Impact Statement for the project at its October, 2023 monthly meeting, scheduled for October 18, 2023. The Council has steadfastly insisted that the SEPA process must be separate from the adjudication, a process that Benton County, the Yakama Indian Nation and TCC have continuously and strenuously objected to. Allowing supplemental evidence, and the cross-examination of Ms. Guthrie, would likely result in the need for extending the adjudication after the issuance of the FEIS, resulting in the comingling of the adjudication with the SEPA process.

The Council cannot deny cross-examination of an important witness based on its own SEPA schedule, especially where hearing dates were deliberately left open for such cross-examination (September 11 and 15) well before any conflict with the issuance of the FEIS.

5. THE ELIMINATION OF TESTIMONY BASED ON THE CONTENT OF THE FINAL ENVIRONMENTAL IMPACT STATEMENT IS CONTRARY TO SEPA.

As noted above, the PALJ excluded the testimony of aerial firefighting experts

David Wardall and Mark Baird based on his private understanding of the testimony,
including his belief that "their testimony is not tailored to the type of project being

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considered by EFSEC" (Order at 3-4). As indicated, maintaining minimum distances from ground obstructions is a critical element of safety for aircraft and has no relationship to whether the fire suppression efforts are in a pine forest, open plains or wheat fields.

An additional reason for reconsideration is also found on page 4 of the Order, which states:

Given the extent of the record already created in the adjudicative hearings (<u>and the further consideration of this topic anticipated from the SEPA process</u>) the Council will not benefit from considering the expertise and opinions expressed by Mr. Wardall and Mr. Baird.

(Emphasis supplied). Apparently, the Hearing Examiner is aware of the content of the FEIS, though the document continues to be withheld from the parties and public.

In addition, the Examiner has previously ruled that "compliance with the State Environmental Policy Act will not be taken up during the adjudication" at page 2 of PHO#2. In a footnote, the PALJ said that: "Compliance with RCW 43.21C and WAC 197-11 is a separate and parallel process." *Id.* Citing the "anticipated" treatment of this important public safety concern in the FEIS is improper reason to reject expert witness testimony and is inconsistent with the PALJ's prior orders.

6. CONCLUSION.

The compressed and abbreviated adjudication schedule effectively denied TCC the fair opportunity to present its case. After requesting continuances to prepare its

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case, TCC submitted supplemental testimony, as allowed by the PALJ, to assure its full participation in this matter of public importance. The PALJ should reconsider his decision to deny the admission of the supplemental testimony and admit the same as a part of the adjudication.

The PALJ should also reconsider his decision to deny cross examination of the supplemental testimony of Applicant's visual witness. The ruling that such cross-examination would be "needless waste" of the Council's time without hearing even the first question is a clear legal error. The PALJ should correct this error and allow TCC to cross examine this witness.

Respectfully submitted this <u>2nd</u> day of October, 2023.

Law Offices of J. Richard Aramburu PLLC

/s/ J. Richard Aramburu

J. Richard Aramburu, WSBA #466

Attorney for Intervenor

Tri-Cities C.A.R.E.S.

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DECLARATION OF SERVICE

I hereby certify that I have this day served the foregoing upon the parties of record in this proceeding (listed below my signature block) by authorized method of service pursuant to WAC 463-30-120(3) to the email addresses for parties as provided.

Dated at Seattle, Washington this <u>2nd</u> day of October, 2023.

/s/

Carol Cohoe, Legal Assistant Law Offices of J. Richard Aramburu, PLLC

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SUPPLEMENTAL AND REBUTTAL WITNESS

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