



To: Minnesota Public Utilities Commission

Fr: Rolf Nordstrom, CEO, GPI; Mike Bull, Director of Policy & External Affairs, CEE

RE: **Notes from Stakeholder Meetings in the Matter of Xcel's Residential Time of Use Rate Design Pilot**
Docket No. E002/M-17-775, E002/M-17-776, and E002/CI-15-662

Date: February 2nd, 2018

Dear Commissioners,

Following a six-month stakeholder engagement process in 2017, we are pleased to submit the following summary of notes from meetings that drew on diverse perspectives to help inform Xcel Energy on the design of its Time of Use Pilot Program, for which the company submitted its initial filing on November 1st, 2017.

Key points about the process we facilitated:

- The stakeholder meetings that we convened garnered diverse representation and deep participation from key actors in the regulatory process, including the Office of the Attorney General, the Department of Commerce, and consumer and environmental advocates.
- Xcel Energy not only actively participated in stakeholder meetings, but designed its Time of Use Pilot Program in direct response to the requests, goals, and objectives of the stakeholders involved.
- Where Xcel Energy was either not able to fully meet stakeholders' requests or unable to provide requested information before its official filing, the participating stakeholders were able to identify key questions and concerns in order to prepare both advocates and the company for an effective dialogue within the formal regulatory process.

The table below lays out what stakeholders asked for or suggested in our May series of meetings, and what corresponding elements were included in Xcel's initial pilot filing on November 1st.

PILOT OBJECTIVES

	May Stakeholder Suggestions	Nov. 1 st Pilot Proposal
1	Identify what practices are effective at shifting customer load, including the peak to off-peak ratios, duration of peaks, and timing of peaks that will send an adequate price signal to customers while accomplishing other states goals	Goal 1 in Xcel Energy's filing is "Adequate price signaling to reduce demand," including learning "more about the effectiveness of price signals at encouraging customers to shift energy usage outside of designated periods of peak system demand."
2	Identify what outreach and education methods are most effective for different customer segments (including who is the best messenger)	Goal 2 in Xcel Energy's filing is " Explore and identify effective customer engagement strategies." This is to be further detailed in a customer engagement plan.
3	Understand ramifications for particular customer segments, with particular attention to low-income customers, including how much money customer groups saved or lost, how specific practices increased or decreased customer participation and satisfactions, and to what extent customers had the ability to respond	Goal 3 in Xcel Energy's filing is "Understand customer impacts by segment" including understanding "how customers respond to information, tools, messages, and price signals, and to gain insights into how these responses are distinguished by market segment."
4	Understand how a TOU rate might enable Demand Response (e.g., through Critical Peak Pricing or Critical Time of Day pricing)	Goal 4 in Xcel Energy's filing is "Support attainment of Demand Response goals," including the Commission's order to acquire an additional 400MW of Demand Response by 2023.
5	Understand how this pilot will impact selection and roll-out of AMI for Xcel Energy	The pilot proposal discusses the costs and benefits of AMI meters and references additional information in the Company's Grid Modernization Report
6	Identify what value is provided by different technology options (e.g., pre-programmed thermostats)	The pilot proposal states that the Company is interested in exploring complementary customer options and programs, but focuses on options "without additional onsite hardware other than the meter."
7	Understand how other customer interventions can be paired with TOU rates and how this affects cost-effectiveness (e.g., Home Energy Squad)	The proposal discusses the potential addition of behavioral demand response programs
8	Understand how TOU might enable energy conservation, cost-effective integration of renewables, and reduction of GHG emissions.	Goal 5 in Xcel Energy's filing, "Understand integration of pilot elements in our service territory," includes learning how to support energy conservation and efficiency. Additionally, TOU pricing is designed to incentivize energy usage when overnight wind generation is highest.

	May Stakeholder Suggestions	Nov. 1 st Pilot Proposal
1	Indemnify low income customers	The proposed pilot offers full indemnification for LIHEAP recipients in Year 1 and a bill protection scheme for all other customers
2	Use an opt-out approach	Pilot uses an opt-out approach
3	Provide rates that accurately reflect the costs of energy, both now and looking forward.	Pricing design is based on the Cost Duration Method and anticipates the growth of renewable generation.
4	Balance precision and practicality, both for the utility and for customers	The proposed TOU pilot design takes into account a broad range of considerations, ultimately basing its design on both research and stakeholder suggestions to make it operable for the company and customers.
5	Give customers adequate tools to access and understand their usage data	The pilot proposal states that "The Company intends to continue to explore additional customer insight tools and will likely issue an RFI or RFP to the market to fully understand the latest in vendor capabilities and costs."

This general alignment of the pilot design with stakeholders' suggestions led us to focus on the following key discussions in our September series of stakeholder meetings, which are described in more detail in the notes summary following this letter:

- Defining low-income customers:** With Xcel Energy proposing full protection for LIHEAP customers, the key concern raised was that only 27% of customers eligible for LIHEAP are actually receiving assistance. Consumer advocates would prefer full bill protection for all *LIHEAP-eligible* customers, rather than only those currently receiving assistance. In its initial filing, Xcel Energy proposes to address this by increasing LIHEAP outreach in the pilot areas and conducting robust surveys to identify this sector.
- Costs:** Proving that pilot costs are balanced with benefits was a strong theme throughout our stakeholder conversations. However, Xcel Energy was not in a position to provide cost information for these meetings, so we have identified a set of key questions and concerns that may be addressed in the formal regulatory process.
- Post-Pilot Planning:** In our May series of meetings, stakeholders made very clear that they wanted this pilot to serve as the initial learning phase. In the summary that follows, we have highlighted some suggestions from stakeholders for how to smoothly navigate the transition from pilot to full roll-out.

We submit these notes as a complement to the notes summary from stakeholder meetings in May 2017, which we filed in Docket No. E002/M-15-662 on September 11th, 2017 (Document ID 20179-135393-01).

We hope you'll find that this stakeholder engagement process provided a complementary benefit to the formal regulatory process and look forward to continued discussions around Xcel Energy's proposed Time of Use Pilot Program in Minnesota.

Thank you for your ongoing leadership and support of a more consumer-centric electric system in Minnesota,



Rolf Nordstrom, CEO
Great Plains Institute



Mike Bull, Director of Policy & Communications
Center for Energy & Environment



Xcel Energy Alternative Rate Design Pilot Stakeholder Working Group Meeting Notes Summary September 2017

Participants: Ryan Barlow, Office of the MN Attorney General; Sara Bergan, Stoel-Rives; Lizzie Brodeen-Kuo, Suburban Rate Authority; Mike Bull, Center for Energy and Environment; Joe Dammel, Office of the MN Attorney General; Trevor Drake, Great Plains Institute; Holly Hinman, Xcel Energy; Lon Huber, Strategen Consulting; Steve Huso, Xcel Energy; Annie Levenson-Falk, Citizens Utility Board MN; Amy Liberkowski, Xcel Energy; Pam Marshall, Energy CENTS Coalition; Tim Meernik, Office of the MN Attorney General; Ron Nelson, Office of the MN Attorney General; Will Nissen, Fresh Energy; Rolf Nordstrom, Great Plains Institute; Sue Peirce, MN Department of Commerce; Doug Scott, Great Plains Institute; James Strommen, Suburban Rate Authority.

This document provides a synthesis of remarks by presenters and attendees at three meetings in 2017 on September 22nd, September 29th, and October 6th. The notes do not indicate consensus among the group, but rather are meant to capture the overall discussion. No view should be attributed to any specific individual or organization.

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I. Key Terms:

The following terms came up in the group's discussions and are defined here only to provide clarity to the notes.

- **Advanced Metering Infrastructure (AMI):** The combination of smart meters, communication systems, system control and data acquisition systems, and meter data management systems that together allow for metering of customer energy usage with high temporal granularity, the communication of the information back to the utility and, optionally, to the customer, and the potential for direct end-use control in response to real-time cost variations and system reliability conditions.¹
- **Behavioral Demand Response (BDR):** A form of Demand Response in which customers receive an alert asking them to reduce demand during critical periods, but for which they don't receive a monetary incentive.
- **Critical Peak Pricing (CPP):** A rate design in which the utility warns customers and sends strong price signals to deter electric consumption during peak periods. Compared to a Peak Time Rebate design, Critical Peak Pricing tends to achieve higher demand savings, but also results in customer dissatisfaction, especially with an opt-out design.
- **Demand Response (DR):** Reduction in energy use in response to either system reliability concerns or increased prices (where wholesale markets are involved) or generation costs (in the case of vertically integrated utilities). Demand response must generally be measurable and controllable to participate in wholesale markets or be relied upon by system operators.¹
- **LIHEAP:** Low Income Home Energy Assistance Program.
- **Peak-Time Rebate (PTR):** A rate design in which customers who choose to participate by lowering their usage during designated peak times receive an incentive or bill credit. Peak Time Rebate rate designs generally achieve lower demand savings when compared to Critical Peak Pricing, but are more popular with customers.
- **Time-of-Use (TOU):** Rates that vary by time of day and day of the week. TOU rates are intended to reflect differences in the underlying costs incurred to provide service at different times of the day or week.¹

1. These definitions are from the Second Edition of *Electricity Regulation in the US: A Guide*, by Jim Lazar and staff at the Regulatory Assistance Project (June 2016).

II. Costs

Stakeholders were very interested in learning about and evaluating the costs and associated benefits of the proposed TOU pilot. However, estimated pilot costs were not available for these discussions. Therefore, the following comments were raised for consideration once pilot costs become available:

- **Meters:** Some stakeholders would like Xcel Energy to present information explaining how the costs and benefits of meters being selected for the pilot would compare to the costs and benefits of other metering options that were not chosen. Some stakeholders also felt that it would be valuable to have a broader (involving multiple utilities) conversation about Advanced Metering Infrastructure (AMI) in Minnesota. Xcel Energy also raised the point that learnings about costs and value are generally the outcome of a pilot, not the starting point.
- **Cost-benefit analysis:** There was a suggestion that even though the pilot need not be proven cost-effective, Xcel Energy should still submit a cost-benefit analysis so that stakeholders can weigh the expected benefits and costs of what's being proposed, especially in preparation for the possibility of a territory-wide rollout of TOU rates. Importantly, it was noted that one outcome of this pilot is to identify the benefits of a TOU rate design and associated metering infrastructure, so any upfront cost-benefit analysis will rely on findings from pilots completed elsewhere, to the extent such findings are applicable and appropriate for the Minnesota system.

III. Low-Income Customers

Several conversations in the May series of stakeholder meetings focused on the potential impacts of a TOU rate on low-income customers and strategies to mitigate those impacts, as well as the opportunity to generate learnings about the participation of this sector. That conversation continued throughout the September meetings, including a focused conversation about low-income customers on October 6th.

Extending bill protections to LIHEAP-eligible customers:

Xcel Energy's draft pilot design (presented by the company's consultant at the September 8th, 2017 e21 Forum) included full indemnification of bill impacts on customers receiving LIHEAP assistance. However, there was concern that limiting protections to only customers currently receiving LIHEAP assistance would leave vulnerable the many customers who are LIHEAP-eligible, but not currently receiving assistance. To this point, it was noted that only 27% of LIHEAP-eligible customers are receiving assistance.

Stakeholders identified that the key challenge to extending bill protections to LIHEAP-eligible customers would be having a reliable way to identify those customers. Since customer income information is likely to be collected (voluntarily) in pilot participant surveys, some stakeholders suggested using that data to identify customers eligible for LIHEAP assistance. However, it was pointed out that this method of identification could incent non-low-income customers to falsely report their income in order to gain full bill protection and thereby skew the pilot results. To address this, stakeholders seemed to agree that pilot participants receiving LIHEAP assistance could be tracked separately in the pilot evaluation from LIHEAP-eligible customers who are not

receiving assistance. The Company also intends to develop intelligent survey questions around household income information to buttress against gaming. Xcel Energy staff agreed to consider this set of options for inclusion in the pilot design.

Additional comments related to low-income customers:

- Some stakeholders were interested in specifically measuring the impacts of the super off-peak period on low income customers, to know whether inclusion of such a period causes more adverse bill impacts than a rate design with only a regular off-peak period.
- Stakeholders asked if there are other pilots or studies that have already proven the impact of TOU rates on low-income customers. However, it was noted that it's difficult to draw conclusions from existing pilots and studies because they tend to define "low income" differently.
- It was pointed out that in addition to the bill protection scheme, another way to protect low-income customers from adverse bill impacts would be to conduct targeted outreach in the pilot areas to enroll customers in LIHEAP and energy efficiency assistance programs.

IV. Post-Pilot Planning

One of the key outcomes from stakeholder discussions in May was a desire from many stakeholders that this pilot should be designed to test and demonstrate the application of TOU rates so that, without pre-judging the outcome of the pilot, they can be eventually expanded to the full Xcel Energy service territory (in other words, if the pilot doesn't achieve its desired results, the intention is to learn from the experience and make changes for a broader roll-out, not to eliminate the option of extending TOU rates to all customers). As a continuation of this discussion, stakeholders provided the following suggestions for a smooth transition at the conclusion of this pilot:

- **Initial filing:** Stakeholders felt it was important for Xcel Energy to include in its initial pilot design something about how the TOU rate will be handled when the pilot ends. It was suggested that this could be as simple as stating that the company will submit another filing before the pilot ends, providing an update on initial findings and proposing a continuation plan, perhaps with additional stakeholder input.
- **Interim reporting:** Stakeholders saw value in Xcel Energy submitting "evaluation filings" -- updates on interim results -- while the pilot is in process. For example, Xcel Energy could share summarized results of surveys administered to participants throughout the pilot implementation period. Xcel staff also offered to provide a mid-pilot report, which stakeholders thought was a useful idea. If such a report was produced, stakeholders suggested that Xcel could use the goals and objectives set forth by this group as criteria for evaluation. It was noted that this report need not be a complete evaluation, but rather provide a rough sense of how the pilot is going to enable effective planning of a broader TOU rollout.
- **Bill protection:** Xcel Energy's draft pilot design, as presented at the e21 Forum on September 8th, included bill protection in the first year of the pilot for all participants if the

sum of their annual electric bills increased by more than 10% due to the TOU rate. Stakeholders suggested that the pilot should evaluate the costs and benefits of this first-year 10% bill protection scheme to identify whether it would make sense to apply it when TOU rates are extended to the full service territory.

- **Customer continuation:** Many stakeholders felt that, barring significant failures, customers who participated in the pilot should be allowed to stay on the TOU rate after the pilot ends and until the details of a broader rollout of TOU rates are determined. Some stakeholders would like to see a commitment to this in Xcel Energy's initial filing.
- **Metering costs:** Some stakeholders wanted to understand the characteristics of the current market for TOU rates and the associated metering and IT infrastructure, especially in relation to costs and the timing of implementation. In response, it was noted that the costs of AMI meters are coming down and there are now over 90 Million AMI meters deployed in the United States; however, the other key cost of AMI is labor for IT integration, and labor costs are not going down. These two drivers may have an overall balancing effect on the cost of meter upgrades. It was also noted that current metering technology is becoming obsolete, so there will likely be a need to transition to AMI even without a TOU rate. Importantly, a TOU rate (and other advanced rate options like CPP and PTR) can help to fully leverage the benefits that can outweigh the costs of AMI.

V. Customer Education and Engagement

Xcel Energy staff presented to stakeholders the likely strategies they'll use to engage and educate pilot participants, which will build on their experience with the Colorado TOU pilot, but will also be customized for unique features of the Minnesota pilot, including the opt-out approach and local customer demographics. Stakeholders raised the following questions and suggestions during this conversation:

- **Costs:**
 - Some stakeholders would like the opportunity to understand the balance of costs and benefits of various customer engagement and education approaches.
 - Additionally, it was suggested that rather than seeking prescriptive input from stakeholders on customer marketing strategies, Xcel should propose whatever it deems to be a smart and cost-effective pathway to deliver results.
 - Lastly, it was noted that investing significant resources on creating a positive initial experience for customers during the pilot would be beneficial in advance of a broader roll-out of TOU rates (in other words, make a positive first impression among customers).
- **Energy use feedback:**
 - Some stakeholders questioned whether investing in technology to provide customers the ability to view electricity usage on an hourly basis (for example, via an online portal) would be worth the cost. At minimum, stakeholders thought it was important to provide customers some general rules-of-thumb on which specific appliances might provide the best opportunities for shifting their demand.

- Some stakeholders inquired about how customers will receive information about their electricity usage if they won't be able to do so in real-time. Suggestions to accomplish this included a break-down of electric usage within the daily TOU periods on customer monthly bills and providing monthly reports that compare a customer's usage in one month to that of the previous month (to identify whether they're improving at demand shifting).
- Stakeholders asked if Xcel Energy's existing mobile app could be used as an education and engagement channel for pilot customers. However, it was noted that this would likely be cost-prohibitive, because it would require Xcel to invest in additional functionality and features that would only be applicable to a small percentage of the customer base. This might make sense though if and when TOU rates are rolled out more broadly.

VI. Pilot Design Features

- **On-Peak Duration**

- There was interest from the group in exploring whether the peak period could be shortened, but Xcel's system data showed that if anything, the peak period should be longer. Snap-back (where demand spikes immediately after the peak period ends) was a concern raised and will be studied through the pilot.

- **Integration of Renewable Energy**

- During this group's initial meetings in Spring 2017, identifying how a TOU rate could support the integration of more renewables on Xcel's system was a key interest from some stakeholders. In this Fall 2017 series of meetings, Xcel's consultant presented information to show how the TOU rate was designed to support the integration of additional renewables, taking into account projections for increased wind and solar generation through 2024 and 2030 based on Xcel Energy's resource plan. Overall, stakeholders seemed satisfied that this request had been met.

- **Weekend Rate Design**

- Summary: Stakeholders were asked by Xcel to give input on two weekend rate designs: 1) a weekend TOU rate that includes the same three pricing levels (peak, off-peak, and super off-peak) as weekdays, 2) a weekend TOU rate that only includes off-peak and super off-peak pricing levels (i.e., the peak period becomes part of the off-peak period). After stakeholder discussion and additional evaluation from Xcel Energy, it became clear that there was not a strong reason to have three pricing levels on the weekend.
- Additional info that emerged from Q&A on this topic:
 - Customers may use slightly more kWh on the weekend than a weekday, but not substantially more.
 - In terms of customer bill impacts, there might be greater deviation in impacts on individual customers with the three-tier weekend option.

- Conceivably the fuel mix would have higher penetration of renewables on the weekend, but that would vary seasonally.
- **Beyond TOU**
 - Summary: Stakeholders discussed the following three different design features that could reduce peak load in addition to the Time of Use rate: Behavioral Demand Response, Peak Time Rebate, and Critical Peak Pricing (see definitions of key terms above). Overall, stakeholders saw value in these options but were also concerned about the increased cost of implementing them. The group did not reach a recommendation on these “beyond TOU” options, though one stakeholder declared that he or she would oppose an opt-out CPP design.
- **Demand Response**
 - There was significant interest from stakeholder in understanding how Xcel Energy is currently using and developing Demand Response technologies, with an eye towards how Demand Response could integrate with a Time of Use rate. At stakeholders’ request, Xcel Energy brought in an expert to describe the current status of these technologies and to respond to questions about potential future integrations. Ultimately, however, the topic seemed a better fit for the upcoming Demand Response stakeholder working group meetings.

VII. Pilot Q&A

Stakeholders had several questions about the pilot that were raised throughout the three meetings. While Xcel Energy’s filing addresses many of these items (and since these were asked while the pilot design was in development, some responses may have changed), we thought it may still be helpful to capture the questions considered by stakeholders.

Overall, these questions and answers reflect the need to balance precision and practicality, both for the utility and for customers, which was a key design suggestion raised by this group. These have been categorized for ease of viewing, but otherwise are not presented in any specific order:

Customer Information:

1. Do we know if customers are willing and able to take advantage of a TOU rate?
 - a. Yes, surveying indicates that a significant portion of customers willing to take advantage of TOU pricing.
2. What do we know about housing stock and age of appliances in the service areas being looked at for the pilot?
 - a. Xcel Energy doesn’t have reliable information on this now, but could get it through surveys during the study.
3. Does Xcel have data on whether customers have central A/C? This is a controllable load that may be less common among low-income customers.
 - a. No, but this could be included in a pre-enrollment survey.

Bill Impacts:

4. What are the expected opportunities for savings and bill impacts?
 - a. In general, it's expected that customers will have the opportunity to save, but not have significant bill impacts if they don't change their behavior.
5. When would non-low-income customers get refunded if their bill goes up by more than 10%?
 - b. On an annual basis.
6. If a customer participating in the pilot falls behind on their electric bill, possibly enough to get disconnected, how will they be treated?
 - c. Some stakeholders felt it would be important to not kick people out of the pilot in this case, as learning about how and why the pilot affected them so drastically is important.

System Impacts:

7. What happens to system load as a result of the TOU rate – does it shift, and if so, to when?
 - d. This will be studied as part of this pilot. “Snap-back” (in which demand spikes immediately after the end of the peak time period) is a concern.
8. How does this rate design interact with renewables on the system?
 - e. The rate is designed to support the integration of additional renewables.

Rules for Opt-in, Opt-out, Exclusions, and Mobility:

9. Why is Xcel Energy exploring only two locations for the pilot?
 - a. To reduce the study costs. A broader pilot would be more expensive, both for customer engagement and for metering infrastructure.
10. Will customers who are not opted into the pilot, but in one of the selected pilot communities and interested in being on the TOU rate, be able to sign up (opt-in) for the TOU rate?
 - f. No, for two main reasons: 1) customers that are part of the pilot will need new meters, so allowing this would add to the cost of the pilot; 2) customers self-selecting into the pilot could skew the pilot results and may be difficult and costly to separate out.
11. What sort of opt-out rate do you expect to see?
 - g. In SMUD's pilot, 5% dropped out during the study period and 15-20% moved out of the service territory.
12. How will the opt-out process work? For example, can a customer opt-out before the advanced meter is even installed?
 - h. Customers may opt-out at any time.

13. Who will be excluded from the pilot and what reasoning guides the exclusion rules?

- i. In general, customers that are already on complex rate designs will be excluded as combining two advanced rate designs would be difficult and expensive. Additionally, customers that have invested their own capital in distributed energy technologies are excluded to avoid affecting the expected payback of their investment. Following these criteria, the following groups will not be opted into the pilot, even if they are in the pilot territory:
 - i. Net metering customers, including those with rooftop solar
 - ii. Customers on the electric space heating TOU rate
 - iii. Dual fuel customers
 - iv. Customers on the existing electric vehicle charging TOU rate

14. What happens if a pilot participant moves?

- j. If a customer moves from one residence in the pilot to another residence in the pilot, they'll remain in the pilot. But if a customer moves from a pilot residence to a non-pilot residence, they'll go back to the normal rate.

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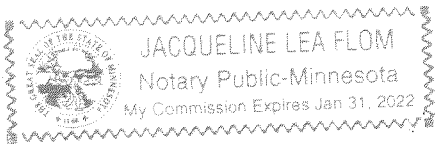
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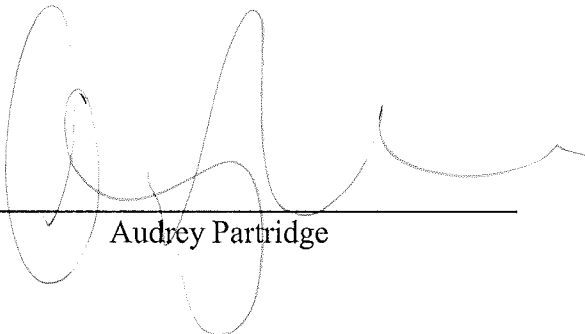
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I, Audrey Partridge, hereby certify that on this 5th day of February 2018, I served *Notes from Stakeholder Meetings in the Matter of Xcel's Residential Time of Use Rate Design Pilot* on the following persons on the attached Service Lists by:

XX placing such filing in envelopes, properly addressed, and depositing the same in the Post Office at the City of Minneapolis, for delivery by the United States Post Office as directed by said envelopes.

XX electronic filing





Audrey Partridge

Subscribed and sworn to before me
this 5th day for February 2018.



Notary Public

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