

September 23, 2019

—Via Electronic Filing—

Daniel P. Wolf
Executive Secretary
Minnesota Public Utilities Commission
121 7th Place East, Suite 350
St. Paul, MN 55101

RE: SUPPLEMENTAL COMMENTS
LARGE PV INSTALLATIONS & A COMMISSION INQUIRY INTO STANDBY
SERVICE TARIFFS
DOCKET NOS. E002/M-13-315 & E999/CI-15-115

Dear Mr. Wolf:

Northern States Power Company, doing business as Xcel Energy, submits the enclosed Supplemental Comments in response to the Minnesota Public Utilities Commission's Notice of Extended Comment Period dated August 29, 2019.

We have electronically filed this document with the Commission, and copies have been served on the parties on the attached service list. Please contact Amber Hedlund at amber.r.hedlund@xcelenergy.com or 612-337-2268, or me at amy.a.liberkowski@xcelenergy.com or 612-330-6613 if you have any questions regarding this filing.

Sincerely,

/s/

AMY A. LIBERKOWSKI
DIRECTOR, REGULATORY PRICING & ANALYSIS

Enclosure
c: Service Lists

STATE OF MINNESOTA
BEFORE THE
MINNESOTA PUBLIC UTILITIES COMMISSION

Katie J. Sieben	Chair
Dan Lipschultz	Commissioner
Valerie Means	Commissioner
Matthew Schuerger	Commissioner
John A. Tuma	Commissioner

IN THE MATTER OF A RATE FOR
LARGE SOLAR PHOTOVOLTAIC
INSTALLATIONS

DOCKET NO. E002/M-13-315

IN THE MATTER OF A COMMISSION
INQUIRY INTO STANDBY SERVICE
TARIFFS

DOCKET NO. E999/CI-15-115

SUPPLEMENTAL COMMENTS

INTRODUCTION

Northern States Power Company, doing business as Xcel Energy, submits these Supplemental Comments in response to the Minnesota Public Utilities Commission's Notice of Extended Comment Period dated August 29, 2019.

We appreciate that the Department of Commerce's Supplemental Comments on August 16, 2019 included the background of this proceeding, which is extensive and now spans several years. We also appreciate the Department's thorough assessment of the Company's proposed PV Demand Credit Rider Methodology. As noted by the Department, the Company performed studies, met with stakeholders, and submitted the methodology in compliance with the Commission's April 20, 2018 Order approving a March 20, 2018 agreement between parties. The approved agreement called for the Company to develop and propose a new methodology meant as a successor to the interim rate adopted by the Commission.

In these Supplemental Comments, we provide our final recommendations with respect to the methodology, the interim credit level, and the Department's new suggestions filed on August 16, 2019. We continue to support the Company proposed methodology and resulting rate update. In the alternative, we are not opposed to the Department's suggestion to develop a new Buy All/Sell All arrangement for commercial customers with on-site solar.

I. THE COMPANY RECOMMENDS APPROVAL OF OUR PROPOSED METHODOLOGY

A. The Methodology Achieves its Purpose

In Supplemental Comments, the Department takes issue with the fit of the Company's methodology to achieve the purpose of the Rider. According to the Department, neither the Company's study-driven methodology, nor the alternative methodology it explored, fulfills the purpose of "com[ing] up with a fair way of allocating costs that customers impose on the system."¹

We respectfully disagree. As stated by the Department, the purpose of the Rider is "to fix the issue" of overbilling customers with solar for the capacity costs those customers impose on the system during peak.² The Company's proposal expressly addresses this purpose. If there is a mismatch between the net billing demand of customers with on-site solar and their net demand on system peak days relative to non-solar customers, the Rider is in place to reflect an appropriate adjustment to the solar customer's demand billing component.

We believe our proposal not only achieves this purpose effectively, but does so in a manner that is cost-based, replicable, and in view of customer equity considerations as detailed in our March 19, 2019 Reply.

B. Studies Were Properly Developed

The Department raises its concern that our studies and methodology do not, in their view, address the "mismatch" between capacity costs derived from coincident peak versus demand billed costs based on non-coincident peak.³ Our PV study specifically compared PV production by month and time of day, including system peak times.

Further, the Department believes the Company ought to have removed the effect of a significant variable in the study: the size of the solar array relative to the size of the customer load.⁴ While we appreciate the Department's review of the study, we respectfully disagree. It is not sound or possible to remove

¹ Department Supplemental Reply Comments at page 14.

² Department Supplemental Reply Comments at page 15.

³ Department Supplemental Reply Comments at page 15.

⁴ Department Supplemental Reply Comments at page 17.

this variable, which reflects the wide diversity of PV installations and the relationship between PV capacity and customer load levels. The study found that it is this diversity that makes it inherently imprecise to base a billing modification on any particular sample of PV customers, and which also makes our proposed alternative methodology likely to over-compensate many PV customers when their PV capacity is relatively low as compared to their total load levels.

Considering the PV study in isolation also over-emphasizes the mismatch related to billing demand quantities, as there is a similar occurrence with non-PV customers. Non-PV customers have diversity in the coincidence of their individual peak loads with system peak loads, with many non-PV customers load profiles significantly differing from the system load profile. All rate design, other than an after-the-fact hourly approach, necessarily includes some cost averaging on a class level, with some resulting imprecision on an individual customer level.

C. Value Stack Approach is Efficient for this Design

The Company's proposal updates the "value stack" approach developed earlier in this proceeding because we believe it is a recognized and readily available format that parties could clearly understand. While using this recognizable format, the Company endeavored to make important improvements to the prior "value stack" approaches which we described in detail in our compliance filing on October 19, 2018.

As stated in this record, "[t]he methodology is based on measured values, is replicable for future updates, and provides a reasonable recognition of PV value through the credit without imposing a capacity overpayment on all other customers. In so doing, the proposed methodology reflects the importance of customer equity in ratemaking."⁵

While we understand this fix may be delivered by different means than the Department anticipated, the Company nonetheless maintains it is a reasonable and workable solution, and we support Commission adoption.

⁵ Xcel Energy Reply Comments, March 18, 2019, page 1.

II. NO NEED FOR FURTHER INTERIM CREDIT MECHANISMS

The Commission's Notice asks parties to provide their recommendations on any interim credit arrangements prior to Commission resolution of the methodology. The Company does not believe any further development of interim solutions is warranted. The Commission has before it the Company's methodology and resulting credit rate proposal, and customers today take service either under 1) closed Rate Code A85 through its expiration in 2024 or 2) Rate Code A86, the "interim" standard rate in place until the Commission establishes a new rate.

The Company recommends the Commission adopt our methodology as proposed in our October 19, 2018 compliance filing, as well as the updated rate of \$0.03396 per kWh. While the Commission does have an interim rate in place today, we do not support further delays in addressing needed changes to the rate level. In our March 19, 2019 Reply Comments, the Company set forth its response to the parties calling for further delay in the process.

The Company does not support extending the term length for parties grandfathered in under the existing rate for several reasons. First, it is unreasonable to do so preemptively. Parties assert today that six years is no longer a sufficient term length, even though they agreed to this schedule more than one year ago, in November of 2017. Parties assert that even though the Company has complied with its obligations under the settlement and the Commission's Order to come forward timely with its proposed methodology and revised rate, that at some point parties anticipate an unacceptable delay in establishing a new credit level and therefore require terms different than what was agreed upon. Pre-emptive extension is not reasonable.

Second, if the beneficiaries of the current interim rate expand to include new customers and new PV systems over the next year or more, it will sow confusion in the market as customers may lack a clear picture of the expiration of the interim rate. The more straightforward path – to review the methodology and issue an order approving an updated rate – avoids growing the class of customers that will be transitioned off the interim rate.

Third, by extending the term length, the issue of overpayment by non-participating customers will be significantly exacerbated. We believe the record is very clear that the current interim rate, which is derived from a legacy value based on a compromise between stakeholders, is imprecise and too high relative to the purpose of addressing the mismatch in billed demand for customers with on-site solar. By lengthening the period of time that the credit is applied to current beneficiaries, as well as by expanding the class of beneficiaries to new enrollees, all other customers will overpay. This is not a reasonable outcome.

Fourth, the Company need not articulate the obvious negative public policy implications of dismantling a settlement agreement pursued in good faith and built on compromise. We caution parties against pursuing this path.

Finally, we note that it is unreasonable to delay action on the proposed methodology because delaying for the reasons cited by parties is inconsistent with traditional ratemaking. The Company and its stakeholders are routinely challenged to move forward with the best information available at a point in time. MnSEIA seeks delay in order to capture a larger population in a refreshed study. As discussed in this record, the study included all the available data at the time it was conducted, and the methodology is designed to be regularly refreshed with the growing data set going forward. Regulators approve rates with the knowledge that more data will be available in the future, and that there will be opportunities to reconcile and update rates with the passage of time. There is nothing new here, and it would be unreasonable to delay resolution in this matter.⁶

III. DEPARTMENT'S NEW PROPOSALS

A. Pilot Project

The Company does not support the Department's new proposal to file a pilot project in the Company's next rate case. While the Company is generally supportive of pilot projects that can test innovative new rate designs or provide attractive and thoughtfully designed customer programs, it is simply not

⁶ Xcel Energy Reply Comments, March 19, 2019, pp. 3-4. Internal citations omitted.

feasible to develop a wholly new proposal with the limited time available prior to the next rate case.

Further, the parameters set forth in the Department's Supplemental Comments would lead to a highly volatile rate structure. Customers would not know the day and time basis for their billed demand quantity until after their billing month. This after-the-fact coincidental peak measurement basis is unpredictable and has the potential for high variability. We believe customer acceptance of this structure is unlikely. Although it has some theoretical merit, virtually no utility in the country uses this type of rate design as a result of this practical problem.

Finally, the Company has significant feasibility concerns with our ability to execute such a program. The Company's billing and IT systems are not today capable of implementing an after-the-fact coincidental peak rate structure and would require significant modification. The Company has not performed any scoping analysis to understand the extent of system modifications that would be required to capture, store, and maintain a new source of peak data, to develop logic for all components that touch the customer's key billing determinants, or any business rules that would be required to execute such a program. At minimum, significant enhancements would be required of our CRS system, our bill presentation and print mechanisms, and other back-end technologies. The population eligible to participate in such a pilot is small and limited to those customers with qualifying on-site solar arrays greater than 40 kW. The Company does not see a practical path for this concept.

B. Further Develop the Company's Alternative Methodology

The Company is not theoretically opposed to further development of the Alternative Methodology we set forth in our October 19, 2018 Compliance filing. We believe, however, that this recommendation is not sensitive to the rationale the Company provided for not proposing the alternative methodology in the first instance: it is less transparent than is optimal, due to its data-intensivity, and it is difficult to update. We continue to believe the alternative methodology has value in affirming the proposed methodology, as its results are very similar, but the alternative methodology lacks the replicability, transparency, and recognizable format featured in the Company's proposed methodology.

C. Buy All/Sell All Arrangement

While the Company continues to recommend the Commission adopt our proposed methodology and the resulting rate for the PV Demand Credit Rider, the Company is not opposed to considering the Department's Buy All/Sell All (BASA) concept. We agree with many of the benefits this approach has to offer as described by the Department. This approach also has the advantage of maintaining an accurate crediting mechanism across the entire range of PV capacity as a percent of total customer load, as well as the PV production incentive in the current Rider. The Company could come forward with a Buy All/Sell All proposal with its December 1, 2020 compliance filing.⁷

CONCLUSION

We appreciate the opportunity to provide our Supplemental Comments in this matter. We continue to recommend the Commission approve the Company's proposed methodology for calculating the PV Demand Credit Rider, or, in the alternative, to require the Company to develop a new Buy All/Sell All arrangement for commercial customers with on-site solar.

Dated: September 23, 2019

Northern States Power Company

⁷ See Order Point 6 of the April 20, 2018 Commission Order in this proceeding.

CERTIFICATE OF SERVICE

I, Lynnette Sweet, hereby certify that I have this day served copies of the foregoing document on the attached list of persons.

xx by depositing a true and correct copy thereof, properly enveloped with postage paid in the United States mail at Minneapolis, Minnesota

xx electronic filing

Docket No. E002/M-13-315
E999/CI-15-115

Dated this 23rd day of September 2019

/s/

Lynnette Sweet
Regulatory Administrator

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Generic Notice	Commerce Attorneys	commerce.attorneys@ag.state.mn.us	Office of the Attorney General-DOC	445 Minnesota Street Suite 1800 St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_15-115_Official
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