

July 15, 2014

Burl W. Haar
Executive Secretary
Minnesota Public Utilities Commission
121 7th Place East, Suite 350
St. Paul, Minnesota 55101-2147

RE: **Comments of the Minnesota Department of Commerce, Division of Energy Resources**
Docket No. G002/M-14-288

Dear Dr. Haar:

Attached are the *Comments* of the Minnesota Department of Commerce, Division of Energy Resources (Department), in the following matter:

A *Petition* submitted by Northern States Power Company, a Minnesota corporation (Xcel or the Company), requesting approval of the following:

- a proposed 2013 gas Demand Side Management financial incentive;
- the conservation cost recovery contained in its Conservation Improvement Program (CIP) Tracker Account for its natural gas (gas) CIP; and
- a proposed gas CIP Adjustment Factor.

The *Petition* was filed on April 1, 2014 by:

Shawn White
Manager, DSM Regulatory Strategy and Planning
Northern States Power Company, a Minnesota corporation
414 Nicollet Mall
Minneapolis, Minnesota 55401-1993

As discussed in greater detail in the attached *Comments*, the Department recommends that the Minnesota Public Utilities Commission (Commission) **approve** Xcel's *Petition*. The Department also makes additional recommendations regarding Xcel's CIP Tracker Account. The Department is available to answer any questions that the Commission may have in this matter.

Sincerely,

/s/ HOLLY LAHD
Rates Analyst

HL/ja
Attachment

BEFORE THE MINNESOTA PUBLIC UTILITIES COMMISSION

COMMENTS OF THE
MINNESOTA DEPARTMENT OF COMMERCE
DIVISION OF ENERGY RESOURCES

DOCKET No. G002/M-14-288

I. A SUMMARY OF THE UTILITY'S PROPOSAL

On April 1, 2014, Northern States Power Company, a Minnesota corporation (Xcel or the Company), submitted a filing in the present docket entitled *In the Matter of the Petition of Northern States Power Company, a Minnesota Corporation for Approval of a Gas Conservation Improvement Program Adjustment Factor (Petition)*. Xcel's *Petition* requested that the Minnesota Public Utilities Commission (Commission) approve the following:

- a proposed gas Demand Side Management (DSM) financial incentive of \$5,416,936 for 2013;
- a report of proposed recoveries and expenditures in Xcel's natural gas (gas) Conservation Improvement Program (CIP) tracker account in 2013; and
- a proposed change to Xcel's CIP Adjustment Factor.

The Minnesota Department of Commerce, Division of Energy Resources (Department) provides its analysis and recommendations below.

II. THE DEPARTMENT'S ANALYSIS

The Department's analysis of Xcel's *Petition* is provided below in the following sections.

- in Section II.A, Xcel's proposed 2013 gas DSM financial incentive;
- in Section II.B, Xcel's proposed 2013 gas CIP tracker account;
- in Section II.C, Xcel's proposed change to the currently approved gas CIP Adjustment Factor;
- in Section II.D, a review of Xcel's gas DSM and CIP activities for the period 2008 through 2013.

A. *XCEL'S PROPOSED 2013 GAS DSM FINANCIAL INCENTIVE*

1. *Background and Summary of Xcel's Proposed 2013 Gas DSM Financial Incentive*

Under the Shared Savings DSM financial incentive plan approved by the Commission in Docket No. E,G999/CI-08-133, Xcel may request Commission approval of a performance bonus based on the percent of net benefits that the Company achieves. The Commission's January 27, 2010 Order explains the incentive as follows:

The New Shared Savings approach emphasizes a 1.5 percent energy savings goal, and ties the incentive earned by the utility to pursuit of the 1.5 percent savings goal. The new approach sets a specific dollar amount per unit of energy saved that each utility will earn at energy savings equal to 1.5 percent of annual non-CIP exempt retail sales. That is referred to as the incentive calibration.

The higher the calibration, the higher the incentive will be at all energy savings levels after the threshold. Specifically, each utility's incentive is calibrated so that when the utility achieves energy savings equal to 1.5 percent of retail sales, electric utilities will earn an incentive equal to \$0.09 times the number of kWh saved¹ and gas utilities will earn at a range from \$4.50 to \$6.50 times the number of thousand cubic feet (Mcf) saved.

Importantly, the incremental incentive per additional energy savings achieved is higher than the average incentive achieved. Thus, the closer the energy savings is to reaching the 1.5 percent energy savings goal, the greater the incremental incentive. However, the incentive is still less than the net benefits created through the savings, therefore reserving a majority of the net benefits for ratepayers.

Mandated assessments to utilities will not be included in the calculation of net benefits. Further, as agreed to by the working group, a utility can elect before the beginning of each year whether to include third party programs in its incentive calculation. The costs and benefits of non-elected third party programs will not be included in the calculation.

¹ This calibration was modeled to result in a utility receiving an incentive at historical levels when historical energy savings are achieved.

Under the shared savings DSM financial incentive plan approved by the Commission, Xcel may request Commission approval of a performance incentive based on the percent of net benefits that the Company achieves under its approved gas CIP. The plan links the incentive to the Company's performance in achieving cost effective conservation.

According to the Company, this test results in \$32,085,609 of net benefits from gas CIP activities in 2013. Xcel also stated that its gas CIP activities achieved energy savings in 2013 of 787,918 dekatherms (Dth); this savings is 1.13 percent of the Company's sales. Based on the terms and conditions of its approved DSM incentive plan, Xcel requested recovery of a gas DSM financial incentive of \$5,416,936 for 2013.

2. *The Department's Review of Xcel's Proposed 2013 Gas DSM Financial Incentive*

The Department's CIP Engineering Staff review of the demand and energy savings that underpin Xcel's proposed 2013 DSM financial incentive is on-going.² In all likelihood, it will not be completed before the fall of 2014. This lag between the Company's request for recovery of the incentive and completion of the Department CIP Engineering Staff review is a recurring phenomenon. In its review of Xcel's 2012 DSM financial incentive filing, the Department compensated for this lag by simply assuming IPL's claimed energy savings for 2012 were correct as filed and planned to make, in the instant docket, any adjustments approved by the Deputy Commissioner of the Department. However, the Deputy Commissioner accepted Xcel's 2012 Status Report without any adjustments³ and thus none need to be made in the instant docket.

As was done last year, the Department's analysis assumes that Xcel's claimed 2013 energy savings are correct as filed. If the Deputy Commissioner of the Department subsequently approves changes to Xcel's energy savings claims that impact either recovery of CIP budgets or levels of Shared Savings DSM financial incentives, those changes can be incorporated in the Company's 2014 filing that will be made April 1, 2015.

Xcel's reported gas energy savings level is 787,918 Dth, in the Company's 2013 *Status Report*. The Department used the 787,918 Dth energy savings in its review in this docket.

3. *The Department's Overall Recommendation Concerning Xcel's 2013 Gas DSM Financial Incentive*

The Department recommends that the Commission approve Xcel's proposed 2013 gas DSM financial incentive of \$5,416,936 to be included in the Company's gas CIP tracker account no sooner than the issue date of the Commission's *Order* in the present docket.

² Docket No. E,G002/CIP-12-447.06

³ Docket No. E,G002/CIP-09-198.06

B. XCEL'S 2013 GAS CIP TRACKER ACCOUNT

1. Overall 2013 Gas CIP Tracker Account

In its *Petition*, Xcel requested approval of its report on recoveries and expenditures in the Company's gas CIP tracker account during 2013. Table 1 below provides a summary of activities in Xcel's gas CIP tracker account during 2013.

Table 1: A summary of Xcel's Gas CIP Tracker Account in 2013⁴		
Description	Time Period	Amount
Beginning Balance	January 1, 2013	(\$4,648,913)
2011 DSM Financial Incentive	January 2013	\$2,833,206
2012 DSM Financial Incentive	November 2013	\$2,682,879
CIP Expenses	January 1 through December 31, 2013	\$12,780,833
Carrying Charges	January 1 through December 31, 2013	(\$368,277) ⁵
CIP Recoveries in base rates	January 1 through December 31, 2013	(\$4,001,140)
CIP Recoveries from CCRA	January 1 through December 31, 2013	(\$13,959,015)
Ending Balance	December 31, 2013	(\$4,680,426)

2. The Department's Overall Recommendation Concerning Xcel's Proposed 2013 Gas CIP Tracker Account

The Department recommends that the Commission approve Xcel's 2013 gas CIP tracker account, as provided in the Company's *Petition* and summarized in Table 1 above.

C. XCEL'S PROPOSED GAS CIP ADJUSTMENT FACTOR

Minnesota law states in relevant part that the Commission "may permit a public utility to file rate schedules for annual recovery of the cost of energy conservation improvements."⁶ Xcel refers to its approved annual gas CIP recovery mechanism as the CIP Adjustment Factor.

In its *Petition*, Xcel proposed a gas CIP Adjustment Factor of \$0.016398 per therm for each customer class, effective on the first billing cycle of October 2014. Table 2 below compares the Company's proposed gas CIP Adjustment Factor with the Company's currently approved CIP Adjustment Factor of \$0.019529 per therm.

⁴ See [Table 13: 2013 Natural Gas CIP Tracker \(DSM Cost Recovery\)](#) on page 9 of Attachment A of the *Petition*.

⁵ The 2013 carrying charges were updated in Xcel's May 21, 2014 errata filing.

⁶ See Minn. Stat. §216B.16, subd. 6b(c).

Current Factor (\$/Therm)	Proposed Factor (\$/Therm)	Change (\$/Therm)	Percent Change
\$0.019529	\$0.016398	(\$0.0031)	(16%)

To develop the proposed CIP Adjustment Factor identified above in Table 2, Xcel developed a forecasted gas CIP tracker account balance of \$11,767,752 as of September 30, 2015. Table 3 below provides Xcel's calculation of the CIP Adjustment Factor

Item	Amount
Forecasted Beginning Balance as of October 1, 2014	(\$2,202,720)
CIP Budget (October 2014 - September 2015)	\$14,031,665
Forecasted 2013 Gas DSM Financial Incentive	\$3,612,523
<u>Less Forecasted CCRC Recovery (October 2014 - September 2015)</u>	<u>(\$3,673,716)</u>
Forecasted September 30, 2015 Balance	\$11,767,752
Forecasted Non-exempt Customer Dth Gas Sales (October 2014 - September 2015)	70,109,089
Calculated CIP Adjustment Factor (per Dth)	\$0.16785
Calculated CIP Adjustment Factor (per therm)	\$0.016785

Xcel's forecasted balance does not include carrying charges. To get as close as possible to a \$0 balance by Sept 30, 2015, Xcel adjusted the calculated rate of \$0.016785 per therm to account for the effect of carrying charges, which are projected to be negative for several months. The resulting rate is \$0.016398 per therm. Xcel estimates that this CIP adjustment rate will result in a forecasted September 30, 2015 Tracker balance of \$432.⁷ Xcel followed the same calculation approach in calculating the current CIP Adjustment Factor. The Department concludes that Xcel's calculation of its proposed gas CIP Adjustment Factor of \$0.016398 per therm is reasonable.

With respect to rate change notification, Xcel proposed to notify customers by implementing the following message on customer bills, effective the first month the 2014/2015 CIP Adjustment Factor takes effect:

Effective October 1, 2014, the Resource Adjustment line item on your bill has decreased due to a change in the Conservation Improvement Program (CIP) factor. The natural gas portion of the Resource Adjustment is \$0.016398 per therm.⁸

⁷ See Table 23 of the current *Petition*.

⁸ See page 7 of the *Petition*.

For the gas portion of the proposed customer bill message, the Department recommends that the Commission approve Xcel's proposed bill message with the modifications that the October 1, 2014 effective date and the gas CIP Adjustment Factor listed in the bill message be updated in the compliance filing to reflect the Commission's determinations of the effective date and approved rate.

In the event that Commission approval of the proposed factor is delayed beyond September 20, 2014 (in order to implement the rate change by October 1), the Company proposed to continue to apply the current CIP Adjustment Factor of \$0.019529 per therm up to the first cycle of the first full billing period following Commission approval of a revised factor.

D. A REVIEW OF XCEL'S GAS DSM AND CIP ACTIVITIES (2008-2013)

In Table 4 below, the Department presents a historical comparison of Xcel's gas DSM and CIP activities during the period 2008 through 2013. Table 4 provides an indication of how the Company's gas DSM financial incentives, carrying charges, year-end tracker balances, CIP expenditures, and reported energy savings changed during the period.

Table 4: A History of Xcel's Gas DSM and CIP Activities (2008-2013)						
	2008	2009	2010	2011	2012	2013⁹
DSM Financial Incentive	\$789,200	\$965,307	\$2,264,511	\$2,833,206	\$2,682,879	\$5,416,936
Incentive as a % of CIP Expenditures	12.3%	12.6%	19.9%	22.3%	20.6%	42.4%
Carrying Charges	(\$64,074)	\$130,437	\$472,522	(\$215,734)	(\$411,428)	(\$368,277)
Year-End Tracker Balance	\$394,997	\$5,233,468	\$7,240,908	(\$7,631,972)	(\$4,648,913)	(\$4,680,426)
Year-End Tracker Balance as a % of CIP Expenditures	6.15%	68.1%	63.7%	-60.1%	-35.7%	-36.6%
CIP Expenditures	\$6,423,486	\$7,682,999	\$11,374,005	\$12,701,823	\$13,041,285	\$12,780,833
Achieved Energy Savings (Dth)	613,134	670,120	697,322	747,123	767,061	787,918
Average Cost per Dth Saved ¹⁰	\$10.48	\$11.47	\$16.31	\$17.00	\$17.00	\$16.22

⁹ The 2013 DSM Financial Incentive, Carrying Charges, and Tracker Balance are proposed by Xcel in their *Petition*.

¹⁰ The average cost per Dth saved equals CIP expenditures (\$) divided by achieved energy savings (Dth).

As indicated in Table 4, compared to 2012 Xcel's 2013:

- proposed DSM financial incentive is approximately twice as much,
- carrying charges are lower¹¹,
- year-end tracker balance is higher in absolute terms,
- CIP expenditures are lower,
- achieved energy savings are higher, and
- average cost per Dth saved is lower.

An analysis of Table 4 indicates that, between 2008 and 2013, the Company's energy savings grew 29 percent, the Company's expenditures grew 99 percent, and the Company's incentives grew 586 percent. Xcel's tracker balance was (\$368,277) at the end of 2013. Xcel projects that by the end of September 2015 its tracker balance will be close to zero again. In the last 6 years Xcel's carrying charges have ranged from \$472,522 to (\$411,428).

In the past few years the Department has been working with utilities and the Commission to minimize absolute carrying charges. As a percent of total CIP expenses, Xcel gas's carrying charges are relatively insignificant, but can still pose a cost to customers. This is true even when the carrying charges are negative, resulting in Xcel owing customers interest on the over collection of CIP expenses.

The Department notes that carrying charges were first approved as part of Minnesota utilities' CIP tracker accounting in the early 1990s. One of the purposes of carrying charges, and allowing timely recovery through a CIP tracker account, was to provide utilities an incentive to invest in energy conservation by ensuring that they not only recovered all conservation costs incurred in a timely manner, but that they also received a carrying charge on uncollected balances. At that time financial incentives for conservation were de minimis.

Now, however, the Commission provides large financial incentives for utility investments in CIP (Xcel's gas DSM financial incentives totaled \$7.78 million for 2010-2012). Rather than continue to calculate carrying charges on positive or negative monthly tracker account balances, the Department recommends that the Commission eliminate carrying charges. The Department notes that eliminating carrying charges on CIP balances would bring the CIP tracker into line with how the Commission treats other riders for Xcel. For example, Xcel electric does not compute carrying charges on its Renewable Energy Standard Rider (see Docket E002/M-13-475) or its Transmission Cost Recovery Rider (see Docket No. E002/M-13-1179). The Department concludes that it is reasonable to exclude carrying charges for Xcel beginning with this filing.

¹¹ Carrying charges are considered lower than the previous year if a utility's customers are paying less in interest on CIP funds that have not yet been collected, or the utility is paying less in interest on CIP funds that have been over-collected. In this case, Xcel is paying interest to customers because the Company has over-collected CIP costs.

In the event that the Commission decides not to discontinue Xcel's CIP carrying charges, then the Department recommends that the Commission disallow carrying charges on Xcel's financial incentive. The Minnesota Chamber of Commerce (the Chamber) made this recommendation for Otter Tail Power Company in the Chamber's May 30, 2014 Comments (see Docket No. E017/M-14-201). The Chamber argued that carrying costs should not be charged "since the utility is not incurring any risk in receiving the incentive nor are dollars being held up to pay for the CIP expenditures." The Department agrees with the Chamber that paying carrying costs on CIP financial incentives is not needed and recommends that Xcel remove its incentive when calculating carrying charges. The Department anticipates that removing Xcel's DSM financial incentive may reduce carrying charges to such an extent as to virtually eliminate carrying charges.

In summary, the Department recommends that the Commission approve Xcel's proposed CIP Adjustment Factor of \$0.016398 per therm. The Department also recommends that the Commission eliminate carrying charges on under- or over-recovered CIP balances. In the event that the Commission decides not to eliminate carrying charges on the entire CIP balance, the Department recommends that the Commission not allow carrying charges on Xcel's DSM financial incentive beginning with the month following the Commission's Order in this docket.

III. THE DEPARTMENT'S RECOMMENDATIONS

The Department recommends that the Commission:

- 1) approve Xcel's proposed 2013 gas DSM financial incentive of \$5,416,936 and allow Xcel to include the incentive in the Company's gas CIP tracker account no sooner than the issue date of the Commission's *Order* in the present docket;
- 2) approve Xcel's 2013 gas CIP tracker account, as provided in the Company's *Petition* and summarized above in Table 1;
- 3) allow Xcel to implement its proposed gas CIP Adjustment Factor of \$0.016398 per therm beginning in the first billing cycle in the next full month after Commission approval, conditional on the Company submitting, within 10 days of the issue date of the *Order* in the present docket, a compliance filing with tariff sheets and necessary calculations that comply with the Commission's determinations in this matter;
- 4) approve Xcel's proposed bill message with the modifications that the October 1, 2014 effective date and gas CIP Adjustment Factor listed in the bill message be updated in the compliance filing to reflect the Commission's determinations of the effective date and approved rate; and

- 5) Eliminate the carrying charge Xcel applies to the CIP tracker balance beginning with the month following the date of the Commission's Order.

In the event that the Commission decides not to eliminate carrying charges on the entire CIP balance, the Department recommends that the Commission not allow carrying charges on Xcel's DSM financial incentive.

/ja

CERTIFICATE OF SERVICE

I, Sharon Ferguson, hereby certify that I have this day, served copies of the following document on the attached list of persons by electronic filing, certified mail, e-mail, or by depositing a true and correct copy thereof properly enveloped with postage paid in the United States Mail at St. Paul, Minnesota.

**Minnesota Department of Commerce
Comments**

Docket No. G002/M-14-288

Dated this 15th day of July 2014

/s/Sharon Ferguson

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Gary	Olson		Product Recovery, Inc.	2605 E Cliff Rd Burnsville, MN 55337	Paper Service	No	OFF_SL_14-288_M-14-288

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Tom	Smilanich		Passive Concepts	228 6th Ave N South St. Paul, MN 55075	Paper Service	No	OFF_SL_14-288_M-14-288
Ken	Smith	ken.smith@districtenergy.com	District Energy St. Paul Inc.	76 W Kellogg Blvd St. Paul, MN 55102	Electronic Service	No	OFF_SL_14-288_M-14-288
Leo	Steidel	N/A	The Weidt Group	5800 Baker Rd Minnetonka, MN 55345	Paper Service	No	OFF_SL_14-288_M-14-288
John	Steinhoff		Resource Solutions, Inc.	318 Kensington Drive Madison, WI 53704	Paper Service	No	OFF_SL_14-288_M-14-288
Richard	Szydlowski	rszydlowski@mncee.org	Center for Energy & Environment	212 3rd Ave N Ste 560 Minneapolis, MN 55401-1459	Electronic Service	No	OFF_SL_14-288_M-14-288

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Robyn	Woeste	robynwoeste@alliantenergy.com	Interstate Power and Light Company	200 First St SE Cedar Rapids, IA 52401	Electronic Service	No	SPL_SL_CIP SPECIAL SERVICE LIST