

BEFORE THE MINNESOTA PUBLIC UTILITIES COMMISSION

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Chair
Commissioner
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In the Matter of Xcel Energy’s Annual Report on Safety, Reliability, and Service Quality for 2020; and Petition for Approval of Electric Reliability Standards for 2021

ISSUE DATE: March 2, 2022

DOCKET NO. E-002/M-21-237

In the Matter of Otter Tail Power Company’s 2020 Annual Safety, Reliability and Service Quality Report and Proposed SAIFI, SAIDI, and CAIDI Reliability Standards for 2021

DOCKET NO. E-017/M-21-225

In the Matter of Minnesota Power’s 2020 Safety, Reliability and Service Quality Standards Report.

DOCKET NO. E-015/M-21-230

ORDER ACCEPTING REPORTS AND
SETTING 2021 RELIABILITY
STANDARDS

PROCEDURAL HISTORY

By April 2, 2021, Xcel Energy (Xcel), Otter Tail Power Company (Otter Tail), and Minnesota Power had each filed their annual reports on safety, reliability, and service-quality performance for the prior calendar year (the 2020 reports).¹

I. Comments on Xcel’s Report

By August 16, 2021, the Commission received comments on Xcel’s report from the Department of Commerce, Division of Energy Resources (the Department); the Energy CENTS Coalition; and jointly from the Environmental Law and Policy Center and Vote Solar.

On August 23, 2021, the Department filed reply comments.

On September 2, 2021, Xcel filed reply comments.

On November 15, 2021, the Department filed supplemental reply comments.

¹ On December 2, 2021, the Commission issued an order on the service quality portions of the utilities’ reports.

II. Comments on Otter Tail’s Report

On August 16, 2021, the Department filed comments on Otter Tail’s report.

On August 26, 2021, Otter Tail filed reply comments.

On December 30, 2021, the Department filed supplemental comments.

III. Comments on Minnesota Power’s Report

On August 16, 2021, the Department filed comments on Minnesota Power’s report.

On August 26, 2021, Minnesota Power filed reply comments.

On December 30, 2021, the Department filed supplemental comments.

On January 13, 2022, the reports came before the Commission.

FINDINGS AND CONCLUSIONS

IV. Background

On or before April 1 of each year, each public utility providing retail electric service in Minnesota must file a report on its safety, reliability, and service-quality performance during the last calendar year.² Utilities must also propose reliability performance standards for the current year.³ The Commission annually sets reliability standards for each utility.⁴

The reports include information on customer average interruption duration (CAIDI); system average interruption duration index (SAIDI); and system average interruption frequency index (SAIFI). The utilities use the Institute of Electrical and Electronics Engineers (IEEE) 2.5 beta method, also called the IEEE 1366 standard, for normalizing major event days.

In evaluating the utilities’ 2019 reports and setting standards for future reporting, the Commission required Xcel, Otter Tail, and Minnesota Power to benchmark their system-wide service quality performance to the IEEE standards, while continuing to use a rolling five-year average of SAIDI, SAIFI, and CAIDI metrics for each utility’s service territory work center.⁵

² Minn. R. 7826.0400; .0500, subp. 1; and .1300.

³ Minn. R. 7826.0600, subp. 1.

⁴ *Id.*, subp. 2.

⁵ *In the Matter of Xcel Energy’s Annual Report on Safety, Reliability, and Service Quality for 2019; and Petition for Approval of Electric Reliability Standards for 2020*, Docket No. E-002/M-20-406; *In the Matter of Otter Tail Power Company’s 2019 Annual Safety, Reliability and Service Quality Report and Proposed SAIFI, SAIDI, and CAIDI Reliability Standards for 2020*, Docket No. E-017/M-20-401; and *In the Matter of Minnesota Power’s 2020 Safety, Reliability, and Service Quality Standards Report*, Docket No. E-015/M-20-404 (December 18, 2020).

V. The 2020 Reports

The Department analyzed the utilities' reports and recommended that the Commission accept them, stating that the utilities had met all applicable reporting requirements. The reports include data on a range of topics, including reliability data by work force center, the basic administrative unit utilities use to maintain and repair their distribution centers. Xcel's report included data from four work centers. Otter Tail's report included data from six work centers. Minnesota Power's report included data from three work centers.

The Department emphasized the importance of evaluating performance at the work center level, while simultaneously requiring system-wide reporting using IEEE benchmarking analysis, which provides a broader perspective on utility performance utilizing a national comparison group of other utilities. The Department stated that analysis of work center data is important because it allows the Commission to obtain a more accurate picture of the portion of a utility's service territory where there are reliability issues and to identify the causes of those issues within each work center. Eliminating the more granular goals for individual work centers could reduce the Commission's ability to pinpoint potential problem areas and may allow utilities to de-emphasize the areas in their service territories where service reliability is poor by combining them with areas in which service reliability is average or above average.

The Department also noted that because IEEE does not make benchmarking data available until the third quarter of the following year, it would be reasonable to require utilities to file supplemental reports after the IEEE makes relevant data available. None of the utilities opposed this recommendation.

VI. Overview of 2020 Reliability Performance

The Department evaluated numerous metrics in each report and examined the impacts of reliability on customers, including analysis of outage metrics and restoration times, and the customer classes affected by outages. Performance outcomes are discussed below.

A. Xcel

Xcel's petition identifies performance levels for each work center: the Metro East, Metro West, Northeast, and Southwest. The Company provided a series of graphs in its petition illustrating the locations of the different work center reliability results for the most recent five years, as well as a comparison to the corresponding proposed IEEE benchmark. The Company stated that it would calculate reliability standards by work center once the Company receives additional information from IEEE.

The Department stated that in summary, Xcel's SAIDI performance by work center over the past decade shows improvement to the metric in the Metro West and Metro Northwest work centers, a stable result in the Metro East work center, with a worsening result in the Southeast work center.

According to the Department, the SAIFI performance by work center over the past decade shows improvement to the metric in the Metro West, Metro Northwest, and Metro East work centers, with a worsening result in the Southeast work center.

The CAIDI results for the Southeast work center show that CAIDI performance has increased slightly since 2010 as the slope of the linear function appears to be slightly positive. CAIDI performance by work center over the past decade shows improvement to the metric in the Metro West work center, and potentially mixed results in the three remaining work centers.

For SAIDI, the Company's annual results fluctuated between the second and third quartiles. The SAIFI results were slightly better for the same period. The CAIDI results were similar the SAIFI results. The Company stated that once the 2020 IEEE data is available, it would update its graphs.

B. Otter Tail

Otter Tail's report shows a decline in SAIFI and SAIDI performance levels, while its CAIDI performance was relatively flat. The Company stated that its new system (first utilized for 2019 recording) captures more interruptions and duration data using monitoring meters on all three phases. As additional historical data becomes available, the Company stated that such data will be used to more effectively determine which standards and goals to utilize for measuring performance.

The Department's analysis of Otter Tail's filing shows that the Company has achieved some of its SAIDI and SAIFI goals at the statewide level. However, since 2018 the Company failed to achieve all three of its SAIDI, SAIFI, and CAIDI goals. The Company's retrogression in its SAIDI and SAIFI performance in 2016, 2018, 2019, and 2020 have reversed the overall improvement trend of the past nine years and show that the Company's performance is relatively flat over that time period.

C. Minnesota Power

Minnesota Power's report shows data for three work centers: Central, Northern, and Western (in past reports, the Company reported data using one work center for its entire service territory). The 2020 report shows that the Company met its SAIDI and CAIDI goals for its Central work center but did not meet its goals for any other metric at its work centers. The Company stated that in years 2016, 2018, 2019, and 2020, there was an increase of outage events of more than 25 percent compared to historical data; in particular, the number of outage events in 2020 was more than 29 percent higher than the historical average. The Company largely attributed the increase to weather events, most notably wind storms.

According to the Department, Minnesota Power's SAIDI, SAIFI, and CAIDI performance levels improved over the past ten years, and the Company achieved further improvements in 2020 as a result of reductions in equipment failure.

VII. 2021 Standards

The Department did not oppose the utilities' proposed 2021 standards, as discussed below.

A. Xcel

For 2021, the Company proposed the following: for the Metro East and Metro West work centers, the Company proposed achieving better than the second quartile of the IEEE benchmark

for large utilities. For the Northwest and Southeast work centers, Xcel proposed achieving better than the second quartile for medium sized utilities using the IEEE benchmark.

B. Otter Tail

Otter Tail proposed using the same benchmarks established in 2020 and to report data on four work centers (instead of six) going forward. The Company explained that its customers served by the Wahpeton and Milbank work centers will be included in the Fergus Falls and Morris work centers. Otter Tail explained that implementation of its new Interruption Monitoring System (IMS) captures a larger volume of customer outages due to monitoring on all three-phases and that due to the small historical database available in the system, the Major Event Day threshold is artificially high and that additional data will ultimately show decreases in those levels.

C. Minnesota Power

The Company proposed using the IEEE second quartile numbers as reliability targets starting with the Company's 2020 Report. The Company also proposed to continue measuring performance at the three new work centers in future reports to provide more detailed regional granularity that shows the focus of efforts to improve reliability in specific areas.

VIII. Commission Action

The Commission will accept the safety and reliability portions of Xcel's, Otter Tail's, and Minnesota Power's 2020 safety, service quality, and reliability reports. The Commission appreciates the Department's thorough and comprehensive analysis of each utility's reliability metrics. Those analyses highlight the importance of obtaining accurate and detailed data on reliability for gauging performance and establishing future standards for improving system reliability.

The Commission agrees with Xcel that it is reasonable to set the Company's 2021 statewide reliability standard at the IEEE benchmarking second quartile for large utilities. The Commission also agrees on setting the Southeast and Northwest work center reliability standards at the IEEE benchmarking second quartile for medium utilities and setting the Metro East and Metro West work center reliability center standards at the IEEE benchmarking second quartile for large utilities. The Commission will require Xcel to file a supplemental filing 30 days after IEEE publishes the 2021 benchmarking results with an explanation addressing any standards the utility did not meet.

The Commission will also require Xcel to develop a record in its current rate case that examines Xcel's distribution system spending and maintenance in the Southeast work center compared to other areas of the Company's service territory.⁶

The Commission concurs with Otter Tail that it is reasonable to set the Company's 2021 standards as proposed. The Commission will therefore set the Company's statewide reliability standard at the IEEE benchmarking second quartile for medium utilities. The Commission will

⁶ *In the Matter of the Application of Northern States Power Company d/b/a Xcel Energy for Authority to Increase Rates for Electric Service in the State of Minnesota*, Docket No. E-002/GR-21-630.

set Otter Tail's work center reliability standards at the IEEE benchmarking second quartile for medium utilities. The Commission will also require the Company to make a supplemental filing 30 days after IEEE publishes the 2021 benchmarking results with an explanation addressing any standards the utility did not meet.

The Commission will establish four work centers for Otter Tail, as described on page 5 of the Company's 2020 report.

The Commission concurs with Minnesota Power that it is reasonable to set the Company's 2021 standards as proposed. The Commission will therefore set the Company's statewide reliability standard at the IEEE benchmarking second quartile for medium utilities. The Commission will set Minnesota Power's work center reliability standards at the IEEE benchmarking second quartile for small utilities. The Commission will also require Minnesota Power to file a supplemental filing 30 days after IEEE publishes the 2021 benchmarking results with an explanation addressing any standards the utility did not meet.

The Commission will also establish three work centers for Minnesota Power, as described on pages 25-26 of the Company's 2020 report.

ORDER

1. The Commission accepts the safety and reliability portions of Xcel Energy's, Otter Tail Power's, and Minnesota Power's annual safety, service quality, and reliability reports for 2020.
2. The Commission sets Minnesota Power's 2021 statewide reliability standard at the IEEE benchmarking second quartile for medium utilities and sets work center reliability standards at the IEEE benchmarking second quartile for small utilities.
3. Minnesota Power must file a supplemental filing to its 2021 safety, service quality, and reliability report 30 days after IEEE publishes the 2021 benchmarking results. The supplemental filing must include an explanation for any standards the utility did not meet.
4. The Commission will establish three work centers for Minnesota Power, as described on pages 25-26 of the Company's 2020 report.
5. The Commission sets Otter Tail Power's 2021 statewide reliability standard at the IEEE benchmarking second quartile for medium utilities and sets work center reliability standards at the IEEE benchmarking second quartile for medium utilities.
6. Otter Tail must file a supplemental filing to its 2021 safety, service quality, and reliability report 30 days after IEEE publishes the 2021 benchmarking results. The supplemental filing must include an explanation for any standards the utility did not meet.
7. The Commission establishes four work centers for Otter Tail Power, as described on page 5 of the Company's 2020 report.

8. The Commission sets Xcel Energy's 2021 statewide reliability standard at the IEEE benchmarking second quartile for large utilities; sets Xcel's Southeast and Northwest work center reliability standards at the IEEE benchmarking second quartile for medium utilities; and sets Xcel's Metro East and Metro West work center reliability center standards at the IEEE benchmarking second quartile for large utilities.
9. Xcel must file a supplemental filing to its 2021 safety, service quality, and reliability report 30 days after IEEE publishes the 2021 benchmarking results. The supplemental filing must include an explanation for any standards the utility did not meet.
10. Xcel must facilitate record development in its current rate case that examines the Company's distribution system spending and maintenance in the Southeast Work Center compared to other areas of the Company's service territory.
11. This order shall become effective immediately.

BY ORDER OF THE COMMISSION



Will Seuffert
Executive Secretary



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CERTIFICATE OF SERVICE

I, Chrishna Beard, hereby certify that I have this day, served a true and correct copy of the following document to all persons at the addresses indicated below or on the attached list by electronic filing, electronic mail, courier, interoffice mail or by depositing the same enveloped with postage paid in the United States mail at St. Paul, Minnesota.

Minnesota Public Utilities Commission
ORDER ACCEPTING REPORTS AND SETTING 2021 RELIABILITY
STANDARDS

Docket Number **E-002/M-21-237; E-017/M-21-225; E-015/M-21-230**
Dated this 2nd day of March, 2022

/s/ Chrishna Beard

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