

BEFORE THE BRITISH COLUMBIA UTILITIES COMMISSION

**British Columbia Hydro)
and Power Authority)
Large General Service)
Rate Application)**

Project No. 3698573

DIRECT TESTIMONY OF

PAUL CHERNICK

ON BEHALF OF

BRITISH COLUMBIA SUSTAINABLE ENERGY ASSOCIATION

AND SIERRA CLUB BRITISH COLUMBIA

Resource Insight, Inc.

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1 **I. Identification and Qualifications**

2 **Q: Mr. Chernick, please state your name, occupation and business address.**

3 A: I am Paul L. Chernick. I am President of Resource Insight, Inc., 347 Broad-
4 way, Cambridge, Massachusetts.

5 **Q: Summarize your professional education and experience.**

6 A: I received an SB degree from the Massachusetts Institute of Technology in June
7 1974 from the Civil Engineering Department and an SM degree from the
8 Massachusetts Institute of Technology in February 1978 in technology and
9 policy. I have been elected to membership in the civil engineering honorary
10 society Chi Epsilon, and the engineering honour society Tau Beta Pi, and to
11 associate membership in the research honorary society Sigma Xi.

12 I was a utility analyst for the Massachusetts Attorney General for more
13 than three years, and was involved in numerous aspects of utility rate design,
14 costing, load forecasting, and the evaluation of power supply options. Since
15 1981, I have been a consultant in utility regulation and planning, first as a
16 research associate at Analysis and Inference, after 1986 as president of PLC,
17 Inc., and in my current position at Resource Insight. In these capacities, I have
18 advised a variety of clients on utility matters.

19 My work has considered, among other things, the cost-effectiveness of
20 prospective new generation plants and transmission lines, retrospective review
21 of generation-planning decisions, ratemaking for plant under construction,
22 ratemaking for excess and/or uneconomical plant entering service, conservation
23 program design, cost recovery for utility efficiency programs, the valuation of
24 environmental externalities from energy production and use, allocation of costs
25 of service between rate classes and jurisdictions, design of retail and wholesale

1 rates, and performance-based ratemaking and cost recovery in restructured gas
2 and electric industries. My professional qualifications are further summarized in
3 Exhibit 1.

4 **Q: Have you testified previously in utility proceedings?**

5 A: Yes. I have testified more than 230 times on utility issues before various
6 regulatory, legislative, and judicial bodies, including the utility regulators of
7 twenty-eight states, four Canadian provinces (Ontario, Nova Scotia, Manitoba,
8 and Alberta), New Orleans and the District of Columbia, and two U.S. Federal
9 agencies.

10 **Q: Have you testified previous regarding electric utility rate design?**

11 A: Yes. I have testified on rate design issues in numerous proceedings.

12 **Q: Have you testified previously in British Columbia?**

13 A: Yes. I filed testimony in BCUC Project No. 3698388, regarding BC Hydro's
14 2005 Resource Expenditure and Acquisition Plan.

15 **II. Introduction and Summary**

16 **Q: On whose behalf are you testifying?**

17 A: My testimony is sponsored by the British Columbia Sustainable Energy Associa-
18 tion (BCSEA) and Sierra Club of British Columbia (SCBC).

19 **Q: What is the purpose of your direct testimony?**

20 A: I have been asked by my clients to review the proposals of BC Hydro for
21 splitting the current Existing Large General Service (ELGS) rate class into
22 Medium General Service (MGS) and Large General Service (LGS) classes, and
23 the rate designs proposed for those new classes. The principal focus of my
24 review and testimony is the effects of the rate proposals on energy efficiency, in

1 terms of both investments (including participation in the PowerSmart programs)
2 and operations.

3 **Q: What issues do you address?**

4 A: In the five sections below, I discuss the following issues:

- 5 • accelerating the flattening of the energy rates in the new MGS class,
- 6 • the counter-productive effects of the historical baseline in the new LGS
7 class,
- 8 • alternative approaches to the design of the LGS rate,
- 9 • the problems with demand charges and the effect of reducing them,
- 10 • other rate-design issues: the minimum charge and migration rules.

11 **Q: Please summarize your conclusions.**

12 A: I agree with BC Hydro that the declining-block energy rate in the ELGS class is
13 inappropriate and inefficient. The declining-block rate design should be flattened
14 faster than Hydro proposes in the MGS and should be flattened in the LGS rate
15 as well.

16 The addition of a Part-2 LRMC energy rate to the LGS rate, set to
17 approximate long-range marginal costs, is an important innovation, but the
18 proposal to charge (or credit) the Part-2 LRMC rate for the difference between
19 the customer's monthly energy usage and its three-year rolling historical
20 baseline (HBL) eliminates most of the potential efficiency incentive and would
21 sometimes go so far as to reward increased usage. As proposed, the combina-
22 tion of the Part-2 LRMC energy rate and the rolling HBL would create complex-
23 ity and confusion, but not much conservation. The new rate should be designed
24 so that using more energy does not increase the entitlement of an LGS customer
25 to additional energy at the Part-1 rate.

1 The proposed demand charges in the MGS and LGS rates would not
2 provide useful incentives for energy conservation or shifting of load to less-
3 expensive times. Those demand charges should be radically reduced, allowing
4 Hydro to increase the MGS and LGS (Part 1) energy rates.

5 The Commission should also eliminate the minimum charges in the MGS
6 and LGS rates. Finally, the rates should be designed so that customers who
7 conserve are not penalized by being shifted between rate classes in a way that
8 increases their bills.

9 **III. Flattening Energy Rates in the MGS Class**

10 **Q: What comments do you have regarding Hydro’s proposal to flatten the**
11 **energy rate in the new MGS class, by gradually reducing the first block and**
12 **raising the tail block?**

13 A: While Hydro’s proposal moves in the right direction, the changes should be
14 faster. Hydro proposes to phase in the rate flattening over six years, as shown
15 below in Table 1. Hydro’s proposed six-year rate design phase-in does not
16 always result in *any* customer experiencing the maximum allowed increase. As
17 shown in the “Maximum Expected Total” line of Table 1, the largest rate in-
18 crease that Hydro expects to observe in F2016 is less than 15.6%, even though
19 Hydro considers a 16.6% increase to be acceptable; similar gaps occur in the
20 projections for F2013 and F2015.¹ In the years in which Hydro proposes
21 relatively large maximum rate-design bill increments (F2014–F2016), very few

¹I use the term “Total” to indicate that the increase includes both the class average rate charge (CARC) and the rate-design effect. I use the term “Expected” to identify Hydro’s projection of the maximum increase that would actually occur, as opposed to the ceiling that Hydro applied in its design process.

1 of the roughly 15,500 MGS customers would experience increases in the highest
 2 interval Hydro reports: 12 in F2014, 1 in F2015, and 6 in F2016.² These
 3 customers would be the largest energy users with the highest billing load factor,
 4 who have traditionally paid the lowest rate.³ Their rate increases are larger than
 5 average because they have been getting a larger discount from marginal cost
 6 than other customers.

7 **Table 1: Hydro Proposed Six-Year MGS Rate-Flattening Phase-In**

	F2011	F2012	F2013	F2014	F2015	F2016
<i>Assumed CARC^a</i>	10.63%	3.70%	6.80%	7.00%	5.60%	6.60%
<i>Maximum Allowed Rate- Design Effect^a</i>	2%	4%	6%	8%	10%	10%
Total ^a	12.63%	7.70%	12.80%	15.00%	15.60%	16.60%
Cumulative Total	12.63%	21.30%	36.83%	57.35%	81.90%	112.10%
Cumulative Design Effect	1.81%	5.73%	11.68%	20.02%	31.39%	43.72%
<i>Maximum Expected Total^b</i>	12.6%	7.7%	12.6%	15%	15%	15.6%
Customers Near Max.	2,814	23	224	12	1	6
Cum. Expected Total	12.6%	21.3%	36.6%	57.0%	80.6%	108.8%
Cum. Expected Design Effect	1.8%	5.7%	11.4%	19.8%	30.4%	41.5%

^aSource: Application, Table 2-1

^bSource: Application, Table M-6

8 The transition to a flat energy charge for the MGS rate could be
 9 accomplished much faster. Table 2 summarizes a phase-in over four years, rather
 10 than the six years proposed by Hydro. The maximum increase in each year is
 11 constrained by Hydro's proposed 10% limit on bill increases resulting from rate
 12 design.

²Hydro reports the results in bins of various sizes, ranging from 0.6% to 1.6% (Application Table M-6). The top bins for F2014 and F2015 are one percent wide, while that for F2016 is 1.6 percent wide.

³Load factor is the ratio of average usage to peak load. The billing load factor is the ratio of average usage to the billing demand.

1 **Table 2: Accelerated MGS Rate-Flattening Phase-In**

	F2011	F2012	F2013	F2014
<i>Assumed CARC</i>	10.63%	3.70%	6.80%	7.00%
<i>Maximum Allowed Rate- Design Effect</i>	10.00%	10.00%	10.00%	10.00%
Total ^a	20.63%	13.70%	16.80%	17.00%
Cumulative Total	20.63%	37.16%	60.20%	87.43%
Cumulative Design Effect	9.04%	19.55%	30.75%	42.97%

^aCARC plus rate design.

2 Hydro estimates that the faster flattening of the energy rate would increase
 3 the conservation effect. Compared to Hydro’s proposal, Hydro estimates that a
 4 front-loaded implementation (10% in the first year, followed by 8%, 6%, 4%
 5 and 2% maximum bill increases) would save 185 additional GWh (BCUC IR
 6 1.8.3), while immediate flattening would save 510 GWh (Application at Table
 7 M-3). The incremental energy savings from a steady 10% annual phase-in limit
 8 would fall between these two values.⁴

9 **Q: Could the tailblock energy rate be increased further?**

10 A: Yes. Even were the energy charge flattened immediately, the tailblock energy
 11 rate in F2011 would be about 4.529¢/kWh, which is only about a third of
 12 Hydro’s 12.86¢/kWh estimate of the long-run marginal cost (LRMC) for energy
 13 in 2011. The tailblock charge can be further increased by lowering the initial
 14 block and by reducing the demand charge. As I explain in Section VI, demand
 15 charges do not send very effective price signals.

⁴I have not attempted to interpolate the conservation effect of the steady rate-design phase-in, for two reasons. First, Hydro’s estimates of the conservation effects of its own proposal are inconsistent between Table M-3 and BCUC IR 1.8.3. Second, the rate phase-in in BCUC IR 1.8.3 is not complete, and would require another 9% or 10% maximum bill increase to fully flatten rates.

1 **IV. The Historical Baseline in the Large General Service Rate**

2 **Q: Please summarize the proposed rate design for the energy component of the**
3 **LGS rate.**

4 A: The proposed rate design comprises the following four energy rates:

- 5 • a high Part-1, Tier-1 rate for the first 14,800 kWh per month;
- 6 • a low Part-1, Tier-2 rate for consumption between 14,800 kWh and an
7 historical baseline (HBL), as well as any usage above 120% of the HBL;
- 8 • a high Part-2 LRMC rate, based on estimates of LRMC, for the positive or
9 negative difference between actual monthly usage and the HBL, limited to
10 $\pm 20\%$ of the HBL;
- 11 • a minimum-energy rate applied to all usage, limiting the extent to which
12 the Part-2 LRMC credit for any usage less than the HBL can reduce the
13 Part-1 average energy price.⁵

14 The HBL for each month would normally be the rolling average of usage
15 in the same month in the preceding three years. Hydro proposes special rules for
16 setting the HBL for new customers and when usage in one of the preceding three
17 years was less than half the usage in the next-lowest year.⁶

⁵In the revised tariff filing of 22 January and in its response to BCSEA IR 2.1.2, Hydro redefines “Part 2” to be all the various charges and credits that may result from usage varying from the HBL. I use the terminology from the original application tariffs.

⁶Hydro calls the latter situation an “anomaly.”

1 **Q: What problems have you identified with Hydro’s proposed determination**
2 **of the historical baseline (HBL)?**

3 A: There are two basic problems with Hydro’s proposed baseline: the rolling
4 baseline and the complexity of the computation.⁷ Both of these problems would
5 provide incentives to increase consumption and encourage gaming.

6 **A. *The Problems with the Rolling Baseline***

7 **Q: Why is a rolling HBL a problem?**

8 A: The updating of the HBL undercuts the efficiency incentives that the two-part
9 rate design are intended to create. Using energy above the HBL would cost the
10 customer the LRMC-based Part-2 LRMC rate in the first year, but would
11 increase the HBL in the next three years, giving the customer more energy at the
12 lower Part-1 rate.

13 For example, for a customer whose usage consistently exceeds the Tier-1
14 threshold of 14,800 kWh/month, a permanent increase (or decrease) of 1
15 kWh/month would be priced as follows:

- 16 • the Part-2 LRMC rate in first year;
- 17 • one-third Tier 2, two-thirds LRMC in the second year;
- 18 • two-thirds Tier 2, one-third LRMC in the third year;
- 19 • Tier 2 in year 4 and after.

20 Since the Part-2 LRMC rate is effective for the equivalent of only two
21 years of usage (the first year, plus two thirds in the second year and one third in

⁷Hydro refers to this monthly baseline as an historical baseline (HBL), to distinguish it from the annual customer baseline (CBL) computed for the transmission rate. In the tariff sheets, Hydro uses the term Billing Baseline (BBL), which is just the HBL adjusted to different billing periods in each month.

1 the third year), the incentive to implement long-term efficiency measures is very
 2 weak.

3 **Q: Can you provide a numerical example of this effect?**

4 A: Yes. For simplicity, this example is for a single month over time and assumes
 5 the F2013 energy rates Hydro used for its examples in response to BCSEA IR
 6 1.1.1: 9.26¢/kWh for Tier 1, 4.45¢/kWh for Tier 2 and 9.42¢/kWh for the Part-2
 7 LRMC-based rate.⁸ The use of constant prices over time is unrealistic, but is
 8 useful in understanding how the HBL affects bills over time, without the added
 9 complexity of changing rates. I also use the 30,000 kWh/month that Hydro uses
 10 in several of the examples in BCSEA IR 1.1.1. Table 3 compares two cases for a
 11 customer with an HBL of 30,000 kWh for the month: Case 1, in which the
 12 customer continues to use 30,000 kWh for that month in each of the next six
 13 years, and Case 2, in which the customer reduces usage by 2,000 kWh in year 1
 14 and continues using 28,000 kWh for that month in each of the next six years.

15 **Table 3: LGS Monthly Energy Bill, with Permanent Reduction**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
<i>Case 1: Flat Usage</i>						
HBL	30,000	30,000	30,000	30,000	30,000	30,000
Usage	30,000	30,000	30,000	30,000	30,000	30,000
Energy Bill	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047
<i>Case 2: 2,000-kWh Reduction</i>						
HBL	30,000	29,333	28,667	28,000	28,000	28,000
Usage	28,000	28,000	28,000	28,000	28,000	28,000
Energy Bill	\$1,858	\$1,892	\$1,925	\$1,958	\$1,958	\$1,958
Savings	\$(188)	\$(155)	\$(122)	\$(89)	\$(89)	\$(89)
\$/kWh Saved	0.0942	0.0776	0.0611	0.0445	0.0445	0.0445

⁸These prices are different from the F2013 prices projected in Table L-13 of the Application or the slightly different prices in Appendix O. The Part-2 LRMC-based rate is also lower than the 12¢/kWh that Hydro says it uses for modeling (Application at 1-10).

1 In Year 1, the customer saves 9.42¢/kWh—the Part-2 LRMC rate for each
 2 kWh of load reduction—but that benefit declines, reaching 4.45¢/kWh—the
 3 Tier-2 rate—from Year 4 onward.

4 The same pattern occurs for a permanent increase in load; see Table 4.

5 **Table 4: LGS Energy Bill, with Permanent Increase**

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	<u>Year 6</u>
<i>Case 1: Flat Usage</i>						
HBL	30,000	30,000	30,000	30,000	30,000	30,000
Usage	30,000	30,000	30,000	30,000	30,000	30,000
Energy Bill	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047
<i>Case 3: 2,000 kWh Permanent Increase</i>						
HBL	30,000	30,667	31,333	32,000	32,000	32,000
Usage	32,000	32,000	32,000	32,000	32,000	32,000
Energy Bill	\$2,235	\$2,202	\$2,169	\$2,136	\$2,136	\$2,136
Bill Increase from Case 1	\$188	\$155	\$122	\$89	\$89	\$89
\$/Incremental kWh	0.0942	0.0776	0.0611	0.0445	0.0445	0.0445

6 For any long-lived efficiency investment, the additional incentive due to
 7 the Part-2 LRMC energy rate would be small. Even though the first-year incre-
 8 mental or decremental rate is more than twice the previous tail-block rate, the
 9 present value of the incremental or decremental energy bill over 20 years at a
 10 10% discount rate would increase only about 15% over the Tier-2 rate.⁹

11 **Q: Your examples have addressed the effect of a permanent reduction or**
 12 **increase in load. What about a change that affects just a single year?**

13 A: Hydro’s proposed rate design would also provide very limited incentives for the
 14 sort of single-year changes that would be typical of decisions related to
 15 maintenance of equipment and allocation of work among facilities. Table 5

⁹For this computation, I included Hydro’s projection of annual rate increases through 2016, and extrapolated later increases at the 6.7% average increase Hydro expects for 2011–2016.

1 shows the effect, at the F2013 rates, for a customer increasing usage for one
 2 year.

3 **Table 5: LGS Energy Bill, with One-Time Usage Increase**

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	<u>Year 6</u>
<i>Case 1: Flat Usage</i>						
HBL	30,000	30,000	30,000	30,000	30,00	30,000
Usage	30,000	30,000	30,000	30,000	30,000	30,000
Energy Bill	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047
<i>Case 4: 2,000-kWh One-Time Increase</i>						
HBL	30,000	30,667	31,333	32,000	32,000	32,000
Usage	32,000	30,000	30,000	30,000	30,000	30,000
Energy Bill	\$2,235	\$2,104	\$2,104	\$2,104	\$2,047	\$2,047
Bill Increase from Case 1						
	\$188	\$(33)	\$(33)	\$(33)	\$-	\$-
\$/Incremental kWh in Year 1						
	0.0942	(0.0166)	(0.0166)	(0.0166)		
Cumulative Bill Difference from Case 1						
	\$188	\$155	\$122	\$89	\$89	\$89

4 The customer pays the Part-2 LRMC rate for the additional 2,000 kWh in
 5 Year 1, but gets a discount of 1.66¢/kWh for each of the next three years. Other
 6 than the time value of money, the net cost of the additional consumption over
 7 four years is the Tier 2 rate of 4.45¢/kWh. The same pattern would occur for a
 8 one-year reduction in usage; the customer would save 9.42¢/kWh in Year 1,
 9 followed by offsetting surcharges in the following three years, reducing the net
 10 benefit to 4.45¢/kWh.

11 With annual rate increases, the refunds in years 2–4 would be larger,
 12 resulting in even lower net costs for the additional usage in Year 1. Table 6
 13 provides an example of this effect, where Year 1 is F2011, and the escalation
 14 rates are from Table L-13 of the Application.¹⁰ The sum of the bill changes

¹⁰Since Table L-13 does not include F2016, I extrapolated the rates from the CARC in Table 2-1 of the Application and the 1.1% Part-2 LRMC inflation rate in Table L-13 for F2012–F2015.

1 comes to a net cost of \$83 over the four years, or 4.14¢/kWh for the 2,000 kWh
 2 difference in Year 1.

3 **Table 6: LGS Energy Bill, One-Time Increase, with Rate Increases**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
<i>Energy Rates with CARC Inflation</i>						
Tier 1	0.0810	0.0843	0.0906	0.0976	0.1034	0.1102
Tier 2	0.0390	0.0406	0.0436	0.0469	0.0498	0.0531
Part 2	0.1286	0.1295	0.1309	0.1324	0.1338	0.1353
<i>Case 1: no change</i>						
HBL	30,000	30,000	30,000	30,000	30,000	30,000
Energy Bill e	\$1,792	\$1,865	\$2,004	\$2,157	\$2,287	\$2,438
<i>Case 4: 2,000 kWh One-Time Increase</i>						
HBL	30,000	30,667	30,667	30,667	30,000	30,000
Usage	32,000	30,000	30,000	30,000	30,000	30,000
Energy Bill	\$2,049	\$1,805	\$1,945	\$2,100	\$2,287	\$2,438
Bill Increase from Case 1	\$257	-\$59	-\$58	-\$57	\$0	\$0
\$/Incremental kWh in Year 1	0.1286	(0.0296)	(0.0291)	(0.0285)		
Cumulative Bill Difference from Case 1	\$257	198	140	83		

4 **Q: What would the customer have paid for the extra 2,000 kWh of usage in**
 5 **Year 1 under the existing ELGS rate design?**

6 A: The customer would have paid 3.9¢/kWh in Year 1, and received no credits in
 7 later years. The conservation incentives for this one-time change in usage would
 8 be greater with the existing rate design than with Hydro’s proposed rolling-
 9 average HBL.

10 **Q: Considering the complexity of the proposed Rate LGS design, might most**
 11 **customers assume that the load reductions will save them the Part-2 LRMC**
 12 **charge, regardless of what would be shown by a detailed financial analysis?**

Hydro presents different estimates of future rates in different parts of the Application (e.g., the Application at 3-28 states that a Part-2 LRMC for rate of 13.1¢/kWh was assumed for modeling purposes in F2015).

1 A: No. It is always best to design rates so that the price signals are most effective
2 when customers fully understand the rate design. Some customers would under-
3 stand the true implications of the HBL updates and recognize that the effective
4 benefit of reduced consumption is much less than the Part-2 LRMC energy rate.
5 Others may view the HBL update as a long-term punishment for using less
6 energy or a reward for using more energy. Most will probably be approached by
7 consultants or trade organizations, who will explain how the LGS rate actually
8 operates and what kinds of increased usages it rewards.

9 **Q: Aren't managers usually fixated on the quarterly and annual financial**
10 **performance, and thus unlikely to consider the effects of the HBL on bills in**
11 **later years?**

12 A: Some managers are undoubtedly focused exclusively on the short term,
13 especially if they are hoping to cash in on a bonus or use good short-term results
14 to land another job quickly. But any manager who will be facing similar
15 incentives in future years is likely to think about the effect of the rolling HBL on
16 meeting goals in those years, as well. Indeed, faced with the prospect of trying
17 to explain that an increase in the electric budget next year was partly due to
18 success in controlling load this year, the building manager (or energy manager,
19 for larger enterprises) may decide that the best career strategy is to maintain
20 stable loads, not reduce energy use.

21 ***B. Other Problems Related to the HBL***

22 **Q: Are there other features of the proposed LGS rate that interact with the**
23 **rolling HBL to create confusing incentives for customers?**

24 A: Yes. The proposed anomaly rule and price-limit bands would both allow for
25 gaming by customers, and in some cases even result in Hydro paying customers

1 to increase their energy usage. Good rate design encourages customers to focus
 2 on actions that reduce the costs to the utility and the broader society (in this
 3 case, the province), and does not distract with opportunities to reduce their bills
 4 without reducing costs.

5 **Q: How would the price-limit band encourage gaming and provide perverse**
 6 **price signals?**

7 A: A customer who was near the top of the price-limit band (120% of the HBL) in a
 8 month would have an incentive to increase usage and get above the price-limit
 9 band, to use the lower-cost Tier-2 energy above the band. The combination of
 10 the Tier-2 energy and the increase in the HBL in later years can make that
 11 strategy quite lucrative. Table 7 shows the additional cost to the customer of
 12 using an additional 7,500 kWh in Year 1, with the F2013 energy rates from
 13 BCSEA IR 1.1.1.

14 **Table 7: Effect of the Price Limit Band, Usage Surge over Price Limit Band**

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	<u>Year 6</u>	<u>Total</u>
<i>Case 1: Flat Usage</i>							
HBL	30,000	30,000	30,000	30,000	30,000	30,000	
Usage	30,000	30,000	30,000	30,000	30,000	30,000	180,000
Energy Bill	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047	\$2,047	\$12,281
<i>Case 5: Extra Usage in Year 1</i>							
HBL	30,000	32,500	32,500	32,500	30,000	30,000	
Usage	37,500	30,000	30,000	30,000	30,000	30,000	187,500
Energy Bill	\$2,679	\$1,923	\$1,923	\$1,923	\$2,047	\$2,047	\$12,540
Extra Cost	\$632	\$(124)	\$(124)	\$(124)	\$0	\$0	\$259

15 The additional usage (6,000 kWh at the Part-2 LRMC rate, 1,500 kWh at
 16 the Tier-2 rate) costs the customer \$632 in year 1, but the higher HBLs in Years
 17 2–4 give the customer an annual credit of 2,500 kWh at the difference between
 18 Part-2 LRMC rate and the Tier 2 rate, for a total credit of \$373. This results in a

1 total bill for the six years that is only \$259 more than the base case. Thus this
 2 customer would pay only about 3.5¢/kWh for the extra 7,500 extra kWh.

3 **Q: Is this problem exacerbated if the energy rates rise over time?**

4 A: Yes. With annual inflation in the rates, the credits in years 2–4 would be larger,
 5 resulting in an even larger net reward for the additional usage in Year 1. Table 8
 6 provides an example of this effect, where Year 1 is 2011. With the expected rate
 7 increases, the Case-5 customer’s cost from using an extra \$7,500 kWh in Year 1
 8 falls from \$259 to \$176, and the net price for the additional energy is about
 9 2.34¢/kWh.

10 **Table 8: Effect of the Price Limit Band with Rate Increases**

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	<u>Year 6</u>	<u>Total</u>
<i>Case 1: Flat Usage</i>							
HBL	30,000	30,000	30,000	30,000	30,000	30,000	
Usage	30,000	30,000	30,000	30,000	30,000	30,000	180,000
Energy bill	\$1,792	\$1,865	\$2,004	\$2,157	\$2,287	\$2,438	\$12,543
<i>Case 5: Extra Usage in Year 1</i>							
HBL	30,000	32,500	32,500	32,500	30,000	30,000	
Usage	37,500	30,000	30,000	30,000	30,000	30,000	187,500
Energy bill	\$2,622	\$1,643	\$1,785	\$1,944	\$2,287	\$2,438	\$12,719
Extra cost	\$830	\$(222)	\$(218)	\$(214)	\$0	\$0	\$176

11 **Q: How might the anomaly rule encourage gaming and provide perverse price**
 12 **signals?**

13 A: The problem is that customers may be able to increase future HBL values by
 14 increasing an already high usage until usage is more than twice that in a
 15 previous low-usage year, triggering the anomaly rule and excluding the low year
 16 from the computation of future HBLs.

17 In Table 9, I present an example in which a customer averaging 30,000
 18 kWh had one year with low usage (18,500 kWh) in the three years preceding
 19 year 1. In Case 6, the customer uses 36,000 kWh in Year 1, not triggering the

1 anomaly rule in Year 2, giving the customer an HBL of just 30,833 kWh in Year
 2 2. In Case 7, the customer uses 37,500 kWh in year one, triggering the anomaly
 3 rule in Year 2, giving the customer an HBL of 37,750 kWh in year 2. In either
 4 case, usage in Years 2–5 returns to the same 30,000 kWh/month level. This
 5 computation uses the F2013 energy rates.

6 **Table 9: Effect of the Anomaly Rule**

	Year									
	-2	-1	0	1	2	3	4	5	6	Total
<i>Case 6: Anomaly Rule Not Triggered</i>										
HBL			30,000	30,833	34,667	32,000	30,000	30,000		
Usage	33,500	18,500	38,000	36,000	30,000	30,000	30,000	30,000	30,000	
Energy bill			\$2,612	\$2,005	\$1,815	\$1,947	\$2,047	\$2,047	\$2,047	\$12,474
<i>Case 7: Anomaly Rule Triggered</i>										
HBL			30,000	37,750	35,167	32,500	30,000	30,000		
Usage	33,500	18,500	38,000	37,500	30,000	30,000	30,000	30,000	30,000	
Energy Bill			\$2,679	\$1,681	\$1,790	\$1,923	\$2,047	\$2,047	\$2,047	\$12,166
Bill Effect of 1,500 extra kWh			\$67	\$(325)	\$(25)	\$(25)	-	-	-	\$(308)

7 In this example, the extra 1,500 kWh in the higher-load case initially costs
 8 the customer \$67, or 4.45¢/kWh, which is the Tier-2 rate.¹¹ However, the higher
 9 HBL in that case results in lower energy bills in years 2–4, for total savings of
 10 \$375 and a net savings over the four years of \$308. In this situation, the
 11 customer is rewarded with net *savings* of about 20.5¢/kWh per extra kWh used
 12 in Year 1.

13 Again, rising energy prices over time would make the problem worse.

14 **Q: How might customers exploit these problems in the proposed LGS rate**
 15 **design?**

16 A: Customers who are able to anticipate and control their usage would be able to
 17 reduce their bills over several years by intentionally increasing energy use. Even

¹¹The incremental usage is above 120% of HBL, so the price limit band reduces the incremental price to Tier 2.

1 customers who experienced higher bills might well face only a small increase,
2 providing little incentive for efficiency. Those industrial customers with excess
3 capacity and the ability to shift load between months (perhaps at some loss in
4 efficiency) could shift usage to trigger the price-limit band and the anomaly rule,
5 and take advantage of the shifting HBLs, to save energy at the Part-2 LRMC
6 price in one month, while using additional energy at the Tier-2 price in another
7 month.

8 **Q: Would the proposed LGS rate design provide efficient price signals to a**
9 **new customer with no billing history?**

10 A: No. Under Hydro's proposal, the new customer would be granted an HBL of
11 90% of its actual load in the first year of operation, and thus would pay the Part-
12 1 rates for 90% of its load and the Part-2 rate for the remaining 10%. Hence, the
13 cost of higher usage in the first year for most new LGS customers would be just
14 the Tier-2 price times 0.9, plus the Part-2 price times 0.1, or a weighted average
15 of about 4.8¢/kWh in F2011.¹² But each kWh of increased usage in F2011
16 increases the HBL by one kWh in F2012, one half kWh in F2013, and one third
17 kWh in F2014, giving the customer a credit of about $12.95¢ + \frac{1}{2} \times 13.09¢ + \frac{1}{3} \times$
18 $13.24¢ = 21¢$ per extra kWh used in F2011. Table 10 shows the effect for a new
19 30,000 kWh/month customer of consuming at its normal level in the first year,
20 25% higher first-year usage, and 25% lower first-year usage. Under Hydro's
21 proposed rate design, the more energy a new customer uses in the first year, the
22 lower its total bill over the first few years.

¹² $0.9 \times 3.9¢ + 0.1 \times 12.9¢ = 4.8¢/\text{kWh}$

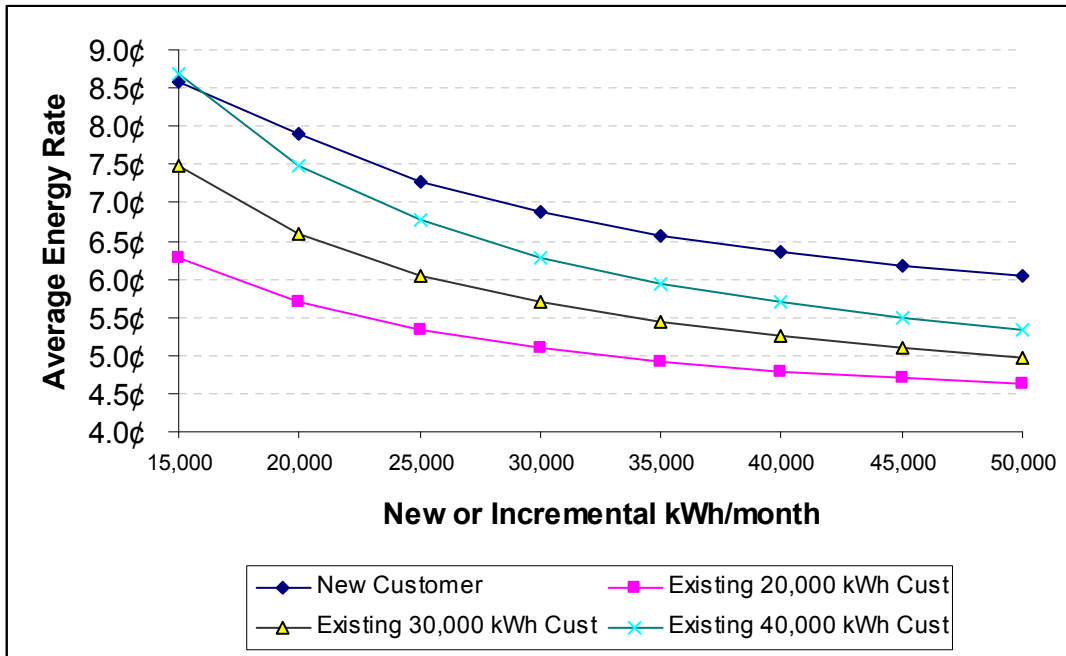
1 **Table 10: Effect of Proposed LGS New-Customer Rule, with Rate Increases**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total
<i>Case 8: New Customer with Flat Usage</i>							
HBL	27,000	30,000	30,000	30,000	30,000	30,000	
Usage	30,000	30,000	30,000	30,000	30,000	30,000	180,000
Energy bill	\$2,060	\$1,865	\$2,004	\$2,157	\$2,287	\$2,438	\$12,812
<i>Case 9: Extra Usage in Year 1</i>							
HBL	33,750	37,500	33,750	32,500	30,000	30,000	
Usage	37,500	30,000	30,000	30,000	30,000	30,000	187,500
Energy bill	\$2,420	\$1,198	\$1,676	\$1,944	\$2,287	\$2,438	\$11,963
<i>Case 10: Low Usage in Year 1</i>							
HBL	20,250	22,500	26,250	27,500	30,000	30,000	
Usage	22,500	30,000	30,000	30,000	30,000	30,000	172,500
Energy bill	\$1,701	\$2,265	\$2,331	\$2,371	\$2,287	\$2,438	\$13,393

2 **Q: How would the bills for new customers compare to equivalent expansions**
 3 **by an existing customer, under Hydro's proposal?**

4 A: Hydro explains (Application at 3-37) that it intended to make Rate LGS neutral
 5 between a new customer and an equivalent incremental expansion at an existing
 6 customer site. In this regard, Hydro has failed. The existing customer is likely to
 7 have a lower bill for large expansions, since any increase in load of more than
 8 20% over the HBL will be priced at the applicable Part 1 rate, which will usually
 9 be the low Tier-2 rate. In the first year, an existing customer doubling its load
 10 will pay the Tier-2 rate for 80% of the increment and the Part-2 LRMC rate for
 11 20%, which is generally a lower-cost mix than the combination of the Tier-1,
 12 Tier-2, and Part-2 rates for the new customer. Figure 1 below compares the
 13 average energy rate charged for various size load increments for a new customer
 14 and various size existing customers. Except for the very smallest increment and
 15 very largest existing customer in this example, the existing customer pays less
 16 than the new customer. For any given load increment, the smallest existing
 17 customers (for whom the ratio of the expansion to existing load is highest) pay
 18 the lowest energy price for the expansion.

1 **Figure 1: Average Energy Price for New and Expanded Customers**
 2 (Hydro Proposal, 2011 Prices)



3
 4 After the phase-in period for the HBL, the expanded customer’s incre-
 5 mental load would be priced entirely (or mostly) at the lower Tier-2 rate, while
 6 the new customer pays a mix of Tier-1 and Tier-2 rates.

7 **Q: Have you prepared a bill comparison of a load increase by an existing**
 8 **customer to the same load from a new customer, with Hydro’s proposed**
 9 **rate design?**

10 **A:** Yes. I computed the energy bill of a 30,000 kWh/month new customer, for
 11 various load levels in the first year; see Table 10 above. Below, in Table 11,
 12 Case 11 shows the energy charges for a 30,000 kWh/month customer adding
 13 another 30,000 kWh/month. The expanding customer receives two benefits
 14 compared to the new customer: not paying for any additional Tier-1 energy, and
 15 triggering the anomaly rule in year three. Adding a flat 30,000 kWh/month
 16 increases the customer’s energy bill \$1,708 in the first year and \$9,438 over six

1 years, considerably less than the new customer's \$2,060 in the first year and
 2 \$12,812 over six years (Table 10, Case 8).

3 Table 11 also shows that higher incremental load in the first year (Case 12)
 4 reduces the customer's total bill, and lower incremental load (Case 13) increases
 5 the total bill. These are additional examples of the perverse effects of the price
 6 limit band and the anomaly rule, which helps the customer in Case 11 and Case
 7 12, but not with lower load in Case 13. In addition, the increase in the existing
 8 customer's bill is always less than the new customer's bill for the same
 9 increment of load (Table 10, Cases 9 and 10).

10 **Table 11: Major Customer Expansion, with Rate Increases**

	Year									
	-2	-1	0	1	2	3	4	5	6	Total
<i>Case 1: Flat Usage</i>										
HBL				30,000	30,000	30,000	30,000	30,000	30,000	
Usage	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	30,000	180,000
Energy bill				\$1,792	\$1,865	\$2,004	\$2,157	\$2,287	\$2,438	\$12,543
<i>Case 11: Doubling Load with Addition</i>										
HBL				30,000	40,000	60,000	60,000	60,000	60,000	
Usage	30,000	30,000	30,000	60,000	60,000	60,000	60,000	60,000	60,000	360,000
Energy Bill				\$3,499	\$3,794	\$3,312	\$3,564	\$3,781	\$4,031	\$21,981
Increase from Flat Usage				\$1,708	\$1,929	\$1,308	\$1,407	\$1,494	\$1,593	\$9,438
<i>Case 12: Doubling Load, Extra Usage in Year 1</i>										
HBL				30,000	42,500	63,750	62,500	60,000	60,000	
Usage	30,000	30,000	30,000	67,500	60,000	60,000	60,000	60,000	60,000	367,500
Energy Bill				\$3,792	\$3,838	\$2,984	\$3,351	\$3,781	\$4,031	\$21,777
Increase from Flat Usage				\$2,000	\$1,974	\$981	\$1,193	\$1,494	\$1,593	\$9,234
<i>Case 13: Doubling Load, Lower Usage in Year 1</i>										
HBL				30,000	37,500	47,500	57,500	60,000	60,000	
Usage	30,000	30,000	30,000	52,500	60,000	60,000	60,000	60,000	60,000	352,500
Energy Bill				\$3,207	\$3,750	\$4,141	\$3,778	\$3,781	\$4,031	\$22,687
Increase from Flat Usage				\$1,415	\$1,885	\$2,137	\$1,621	\$1,494	\$1,593	\$10,145

11 **C. Conservation Effects**

12 **Q: Do Hydro's estimates of the conservation effects of its rate design reflect the**
 13 **multi-year effects of the HBL?**

1 A: No. Hydro fails to reflect the multi-year effect of its rate design. The LGS
2 conservation estimates described in the Application (Appendix P at 4) reflect
3 only the following three factors:

- 4 • the volume of energy in LGS bills within the Price Limit Bands,
- 5 • the difference in the current year's price between the LRMC-based Part-2
6 marginal rate and the ELGS Tier-2 rate,¹³
- 7 • the short-term price elasticity assumed for design changes in the marginal
8 rate.

9 This analysis does not include two important considerations. First, Hydro
10 estimates the price response in a particular year as if the customers would not
11 know that using additional energy in the current year will reduce bills in future
12 years and that saving energy in the current year will increase bills in future
13 years. Second, Hydro does not reflect any customer response to the change in
14 total bills in future years.

15 **Q: Is Hydro aware of these omissions in its analysis?**

16 A: Yes, at least in some of its responses. Hydro acknowledges that its conservation
17 estimation methodology does not take into account the conservation effect of
18 using a rolling average HBL. Hydro states:

19 The methodology BC Hydro uses to provide estimates of conservation is
20 completed for a single year, using price elasticity estimates for a single
21 year, and is therefore *not sensitive to the multi-year effect of the baseline*
22 *definition....* (BCSEA IR 2.11.1, emphasis added)

23 Hydro also acknowledges this limitation of its conservation-estimation
24 methodology in the context of its inability to quantify the conservation effects of
25 various HBL averaging periods. Hydro states:

¹³Hydro appears to ignore the small fraction of LGS monthly bills that would fall below 14,800 kWh, for which the marginal ELGS rate would be Tier 1, not Tier 2.

1 BC Hydro believes that a longer rolling average baseline period could
2 provide a stronger conservation signal than a shorter one. However, BC
3 Hydro has not developed separate conservation estimates for these different
4 baseline definitions, as BC Hydro's rates model for estimating savings does
5 not take this function into account. (BCSEA IR 2.11.1)

6 **Q: Did Hydro estimate the effects of the HBL in reducing the conservation
7 incentive in the LGS rate?**

8 A: Yes. For its example, Hydro computed that the net present value (NPV) of the
9 customer benefit for an example of a one-time reduction in load would be
10 5.1¢/kWh, much closer to the low Tier-2 rate (3.7¢/kWh) than to the LRMC-
11 based Part-2 rate (12¢/kWh) (BCSEA IR 2.14.2).

12 **Q: Do Hydro's discovery responses consistently indicate an understanding of
13 the incentive problems raised by the variable HBL?**

14 A: Unfortunately not. In at least one response, Hydro seemed confused about the
15 effect of the variable HBL, denying that it undermines efficiency incentives at
16 all.

17 The correct way to evaluate the marginal price signal is on a monthly basis,
18 without discounting, per the logic described in Appendix P, which uses an
19 LRMC-based price signal when a customer's consumption is within the
20 Price Limit Band. The expected conservation impact over one year is the
21 sum of the 12-monthly conservation calculations.

22 Under the proposed design, a customer can conserve up to 20 per cent of its
23 baseline usage and receive credit at LRMC for this conservation. Assuming
24 the customer does so, the NPV per kWh of conservation is equal to LRMC.
25 BCSEA IR 2.14.3

26 In BCSEA IR 2.11.1 and 2.14.2, Hydro acknowledges that conservation in
27 one year will increase bills in future years, that the HBL will result in an NPV
28 price signal smaller than the first-year price signal, and that its conservation
29 model does not reflect all the effects of its rate design. In BCSEA IR 2.14.3,
30 Hydro gets all of these points backwards, insisting that only the first year's price

1 counts and that discounting of future price effects from the change in HBL is
2 irrelevant.

3 **Q: Does that mean that Hydro has overstated the conservation effect of the**
4 **LGS rate design?**

5 A: Yes. The effective increases in marginal rates would be smaller than modeled in
6 Hydro's conservation analysis, and in many cases, the marginal rate for
7 incremental energy use would be negative. Without knowing exactly how many
8 customers would be in each of the situations I described above, how many
9 customers will catch on to the gaming opportunities, or how various customers
10 would discount future bill effects, I cannot determine whether the net effect of
11 the LGS rate design would be higher or lower energy consumption than under
12 ELGS. At best, the LGS rate design would be a large amount of effort in
13 customer education (and better customer education probably means less
14 conservation effect), customer service, and administration, for very little
15 conservation.

16 Hydro also suggests that its estimates of conservation effects of rate design
17 are flawed by their failure to reflect interaction with other initiatives:

18 Even if BC Hydro had an estimate of potential conservation savings related
19 to these different baselines, to determine the net impact on BC Hydro's
20 overall DSM plan savings, BC Hydro would need to consider these
21 estimates in the context of other DSM initiatives (e.g., DSM related codes
22 and standards and Power Smart initiatives). (BCSEA IR 2.11.1)

23 **V. Alternative Approaches to Large-General-Service-Rate Design**

24 **Q: You have demonstrated that the updating of the HBL to reflect customer**
25 **usage eliminates most of the conservation incentive of the LGS rate, and**
26 **that the declining block in Part 1 energy prices, the price limit band, and**

1 **the anomaly rule exacerbate that problem. How could these problems be**
2 **corrected?**

3 A: The obvious solution would be to take the following steps:

- 4 • phase out the declining-block energy rate in Part 1,
- 5 • not revise the HBL update with usage (which would eliminate the need for
- 6 the anomaly rule),
- 7 • eliminate the price-limit band.

8 **Q: How might a revised LGS rate be structured?**

9 A: One approach would be to use Hydro's proposed structure, with the following
10 changes:

- 11 • The Part-1 rate would be a single flat rate, averaging the Tier-1 and Tier-2
- 12 rates and including the revenue currently collected through the basic
- 13 charge, which provides no conservation incentives.
- 14 • Each customer's HBL would be set once, and either remain constant there-
- 15 after or change only to reflect changes in some non-energy index that the
- 16 customer must report for other purposes, such as employment, floor-space
- 17 area, or output.
- 18 • New customers would be assigned an HBL based on that index, times a
- 19 standard-efficiency usage factor, reflecting norms for new construction or
- 20 remodeling.
- 21 • The customer would be charged the Part-1 rate for its HBL, and charged or
- 22 credited for the Part-2 LRMC rate for the difference between its actual
- 23 usage and its HBL.¹⁴

¹⁴Unlike Hydro's proposal, this alternative approach would not be subject to gaming by moving load among months, so the HBL could be set monthly or annually.

1 A simpler alternative approach would dispense with the Parts 1–2 LRMC
2 distinction and more directly tie the rate design to the Heritage Contract concept
3 that Hydro customers are entitled to the benefit of the low embedded cost of
4 heritage energy. The HBL would be replaced with a fixed entitlement for each
5 customer in the heritage resources, stated as an annual kWh quantity. Each
6 customer’s Heritage Entitlement would be set in the same manner as I describe
7 for the HBL above. Each customer would pay the LRMC rate for all its usage,
8 and receive a credit equal to a Heritage Rate times its Heritage Entitlement. The
9 Heritage Rate would be set each year to return to the LGS class the difference
10 between the LRMC revenues and the costs allocated to the LGS class by the
11 cost-of-service study.

12 **Q: The treatment of district heating loads on the LGS rate has been raised in**
13 **this proceeding. Do you have any suggestions as to how the electric usage**
14 **for district heating systems might be treated on an improved LGS rate?**

15 A: Yes. The HBL or Heritage Entitlement for the district heating system would be
16 set based on the energy that a like amount of heated space would use with new
17 standard heating equipment.¹⁵

18 **VI. Demand charges**

19 **Q: Do demand charges give customers efficient incentives for energy efficiency**
20 **and cost control?**

¹⁵A conversion factor would be needed to convert avoided natural gas (if that is the standard fuel in the particular location) to electric equivalents. I suggest a value of about 8,000 Btu/kWh, reflecting the amount of gas necessary to generate and deliver a kWh to customer load.

1 A: No. Demand charges are not intended to provide incentives to conserve energy,
2 which would be accomplished more effectively by recovering the same revenue
3 through energy charges. In some cases, a customer may anticipate that an
4 efficiency measure will also reduce billing demand, so the demand charge
5 improves the economics of the efficiency investment. But demand charges often
6 discourage efficiency, as in the following situations:

- 7 • An efficiency measure, such as installing variable speed drives, will tend to
8 increase billing demand, and demand charges will discourage the customer
9 from undertaking the measure.
- 10 • Demand charges may also encourage a customer to shift load to reduce its
11 billing demand, while total energy use, such as starting equipment earlier
12 than needed and running it for more hours, to avoid a spike in usage if all
13 equipment is turned on simultaneously.
- 14 • With fixed revenue requirements, higher demand charges usually require
15 lower energy charges, encouraging increased electric use.

16 Also, demand charges divert investment and manager attention from
17 energy conservation to reduction of billing demand.

18 Demand charges are often assumed to be appropriate means for recovering
19 costs related to generation, transmission, and distribution capacity, but provide
20 relatively ineffective price signals for capacity costs, for the following reasons:

- 21 • The demand-charge portion of the electric bill is determined by the cus-
22 tomer's individual maximum demand. Capacity costs are driven by coin-
23 cident loads at the times of coincident peak loads, not by the non-coincident
24 maximum demands of individual customers. The customer's individual
25 peak hour is not likely to coincide with the peak hours of the other cus-
26 tomers sharing a piece of distribution equipment, especially since the peaks

- 1 on the secondary system, line transformer, primary tap, feeder, substations,
2 sub-transmission lines, and transmission lines occur at different times.
- 3 • Some customers will naturally have maximum demands at times off the
4 system, transmission, and distribution peaks. An industrial firm may ex-
5 perience its peak demand at 7 AM, when it is starting up all its equipment.
6 A demand charge may just encourage the firm to delay some start-ups to
7 later hours, resulting in higher loads later at the day, when system equip-
8 ment is more-heavily loaded. An entertainment venue may experience its
9 peak load late in the evening. A demand charge may just encourage the
10 management to run as much equipment as possible (e.g., heating water,
11 making ice) earlier in the evening when generation, transmission, and
12 distribution loads are higher.
 - 13 • Demand charges provide little or no incentive to control or shift load from
14 those times which are off the customers' peak hours but which are very
15 much on the generation and T&D peak hours. Customers can reduce
16 demand charges merely by redistributing load within high-load system
17 hours. Some of those customers will be shifting loads from their own peak
18 to the peak hour on the local distribution system, on the transmission peak,
19 or on Hydro's peak load hour, thereby causing customers to increase their
20 contribution to maximum or critical loads on the local distribution system,
21 the transmission system, or the regional generation system.
 - 22 • Demand charges can be difficult to avoid; even a single failure to control
23 load results in the same demand charge as if the same demand had been
24 reached in every day or every hour.
 - 25 • In order to respond to demand charges effectively, customers need to
26 install equipment to monitor loads, interrupt discretionary load, and
27 schedule deferrable loads. Rather than promoting conservation at high-cost

1 times, or shifting of load from system peak periods, demand charges
2 encourage customers to waste resources on the arbitrary tasks of flattening
3 their personal maximum loads, even if those occur at low-cost times.

4 **Q: What pricing signals do demand charges give to customers?**

5 A: For the reasons explained above, demand charges are ineffective in shifting
6 loads off high-cost hours. In addition, they may cause some customers to shift
7 loads in ways that increase costs.

8 **Q: Should demand charges be eliminated entirely from rates?**

9 A: That might be the appropriate outcome, although that change will probably
10 require more than just this rate-design proceeding. Capacity costs for generation,
11 system and regional transmission, substation and feeder costs (as well as any
12 time-of-use variation in generation energy costs) would be more-efficiently
13 recovered through on-peak energy charges. That approach would encourage
14 reduction of usage in high-load periods, when transmission and distribution
15 equipment is heavily loaded.

16 The only reasonable purpose for demand charges is to recover costs driven
17 by the customer's own peak demand, such as a portion of dedicated line
18 transformers and perhaps a portion of feeder capacity.¹⁶ Since Hydro credits
19 customers only 25¢/kW-month for transformer ownership, it is unlikely that an
20 efficient demand charge would be as much as \$1/kW-year.

21 While the Commission may not wish to reduce demand charges below
22 \$1/kW-year in this proceeding, demand charges for the MGS and LGS rates
23 should be reduced substantially to increase the revenues available for energy
24 charges.

¹⁶Some of the line-transformer costs are driven by energy usage on the transformers.

1 **Q: Is there any information in Hydro’s Application that suggests that demand**
2 **charges are ineffective in inducing conservation?**

3 A: Customers mentioned the following problems with controlling demand charges
4 in Hydro’s Customer Engagement Report:

- 5 • Participants suggested that time-of-use rates and changes to the design of
6 the demand charge would be more effective for them in achieving
7 conservation than changes to the energy rate design. (Appendix F at 16)
- 8 • Participants noted that the demand charge is an issue for some companies
9 in the forestry industry, who pay a demand charge whether or not they use
10 energy. (Appendix F at 17)

11 **Q: How should the Commission deal with demand charges in this proceeding?**

12 A: The Commission should reduce demand charges to bring energy charges closer
13 to marginal cost. As Hydro Witness Lisa Coltart testifies, Hydro’s “main
14 purpose for filing this application is to achieve energy conservation, which in
15 the current cost environment requires marginal rates that better reflect BC
16 Hydro’s LRMC of new energy supply” (Coltart Direct at 2-23).

17 **Q: Does Hydro explain why it did not propose to reduce demand charges to**
18 **pursue its “main purpose for filing this application?”**

19 A: Yes. Ms. Coltart says,

20 Any changes to the demand or basic charge provisions of the ELGS rate
21 structure on a cost of service basis would result in higher demand or basic
22 charges, therefore making it more difficult to design a rate structure that is
23 class revenue neutral and provides a more efficient price signal. The
24 apparent ‘gain’ in fairness would be offset by a ‘decrease’ in fairness
25 arising from increased subsidization of BC Hydro’s marginal costs by
26 customers with little or no load growth or who are conserving. (Coltart
27 Direct at 2-23).

1 As I read this testimony, Hydro is claiming that rate design should be
2 determined by fairness, rather than efficiency, and that fairness, as somehow
3 determined from something Ms Coltart calls “a cost of service basis,” requires
4 higher (and hence less efficient) demand charges.

5 **Q: Is Ms. Coltart’s argument correct?**

6 A: No. The primary purpose of the fully allocated cost-of-service study (FACOS) is
7 to allocate embedded costs fairly among rate classes. Hydro allocates a portion
8 of generation costs and most transmission costs on the class contribution to the
9 average of four coincident system peaks, and 65% of distribution costs on class
10 non-coincident peaks. These allocators are intended to roughly approximate the
11 contribution of the classes to requiring the investments and expenses in Hydro’s
12 revenue requirements.

13 The primary purpose of rate design *within a class*, on the other hand, is to
14 provide efficient price signals. Of the billing determinants in Hydro’s rate, only
15 the marginal energy rates are likely to provide effective price signals. Since
16 Hydro’s energy rates are so much less than its marginal cost of energy, the
17 priority in rate design should be to increase the energy rates.

18 **Q: Are the demand measures used in the FACOS the same as the demand**
19 **measures used in Hydro’s rate design?**

20 A: No. The FACOS allocates costs on the basis of loads at the system coincident
21 monthly peaks and the class annual non-coincident peak, while the rate design
22 charges customers based on their own individual peaks. This will usually not be
23 at either the monthly system peak or the annual class non-coincident peak.
24 Indeed, the coincident peak ignores loads in eight months, and the non-coin-
25 cident peak ignores loads in twelve months, but customers are charged demand
26 charges for their own maximum demands in every month.

1 **Q: How much could Hydro increase the LGS Part-1 energy rate were it to**
2 **reduce the demand charge?**

3 A: Just flattening the Tier-1 and Tier-2 energy rates would result in a Part-1 energy
4 rate of about 4.53¢/kWh in F2011.¹⁷ Reducing the Step-3 demand charge to the
5 Step-2 charge (\$8.442/kW-month to \$4.40/kW-month, before voltage and
6 transformer-ownership discounts) would allow the average Part-1 energy rate to
7 rise to about 5.17¢/kWh, an increase of about 14%. Reducing both the Step-2
8 and Step-3 demand charges to the \$2.44/kW-month used for Step 2 in Table M-7
9 would raise the energy rate to 5.89¢/kWh, 26% above the proposed rate.

10 **VII. Other Rate-Design Issues**

11 **A. *Minimum Total Bill***

12 **Q: What is the minimum monthly charge under the proposed MGS and LGS**
13 **rates?**

14 A: The minimum monthly charge is equal to 50 percent of the maximum demand
15 charge billed in the period November 1–March 31 in the previous 11 months. In
16 other words, a customer with summer load far below winter load may pay the
17 same bill in summer months, so long as its usage does not push the monthly bill
18 above half the winter peak. The same would be true for a customer whose opera-
19 tions decline for other reasons after a winter peak.

¹⁷I used the billing determinants in Appendix O and the projected rates in Appendix L for this computation.

1 **Q: What is the effect of that minimum charge?**

2 A: For the few customers whose bills are set by the minimum charge, it would
3 eliminate all efficiency incentives.

4 **B. Migration**

5 **Q: Do you have any comments on the rules for migration of customers among**
6 **SGS, MGS, and LGS rates?**

7 A: Yes. First, the Commission should attempt to avoid situations in which a
8 customer's bill increases due to shifting from LGS to MGS or MGS to SGS, as a
9 result of conservation. Those perverse effects are illustrated in the graphs in
10 BCUC IRs 1.21.1 and 2.11.1. The Commission may accomplish this goal by
11 coordinating rate designs or by allowing customers to stay on the more-favour-
12 able rate even if their usage falls below the usual breakpoint.¹⁸

13 Second, I notice that Hydro proposes to use a single SGS demand reading
14 as if it were actually the same reading two months in a row (Application at 1-
15 13). This unreasonable assumption is required by Hydro's failure to read SGS
16 rates monthly. An SGS customer who exceeds the 35 kW threshold three times
17 in a year would be shifted up to the MGS class. Hydro argues that this is
18 equivalent to the rule proposed for migration from MGS to LGS, where six
19 actual meter readings above the threshold are required to move the customer to
20 the higher (and generally less expensive) rate. Hydro's failure to provide even
21 monthly feedback to SGS customers and some residential customers is out of
22 step with the continent-wide move towards more capable remote meter reading,

¹⁸It would be reasonable to require the customer to make a showing that its reduction in load was due to an improvement in efficiency, rather than reduction in the space occupied or other contractions in business. Such a claim might trigger an on-site audit under Power Smart.

1 with hourly load data available to the utility and often the customer. This issue is
2 beyond the immediate scope of this proceeding, but the deficiency in Hydro's
3 meter-reading procedures should not be allowed to interfere with efficient
4 design of the MGS rate and should be remedied as soon as practical.

5 **Q: Does this conclude your testimony?**

6 A: Yes.