

BEFORE THE MINNESOTA PUBLIC UTILITIES COMMISSION

Katie J. Sieben	Chair
Valerie Means	Commissioner
Matthew Schuerger	Commissioner
Joseph K. Sullivan	Commissioner
John A. Tuma	Commissioner

In the Matter of the Petition of Northern States Power Company, d/b/a Xcel Energy, for Approval of Its Proposed Community Solar Garden Program

ISSUE DATE: October 13, 2020

DOCKET NO. E-002/M-13-867

ORDER ACCEPTING NOTIFICATION PROPOSAL

PROCEDURAL HISTORY

On December 5, 2019, the Commission issued an order in the present docket that, among other things, directed Northern States Power Company, d/b/a/ Xcel Energy (Xcel, the Company) to discuss with stakeholders options for notification, reporting, and mitigation of planned outages affecting Community Solar Gardens (CSGs), and to report the results of these discussions to the Commission.

On January 30, 2020, Xcel filed a compliance report updating the Commission on the stakeholder discussions and providing an initial proposal to address planned outage notification and reporting.

By March 4, 2020, comments had been filed by the Department of Commerce, Division of Energy Resources (the Department); United States Solar, Community Energy Futures, and IPS Solar (collectively, the Joint Commenters); and Geronimo Energy (Geronimo).

On March 26, 2020, the Joint Commenters filed proposed decision options and proposed notice and reporting templates.

On April 3, 2020, Xcel filed reply comments, including a final notification and reporting proposal.

On May 21, 2020, the Commission met to consider the matter.

FINDINGS AND CONCLUSIONS

I. Background and Initial Proposal

In its January 30 proposal, Xcel discussed the background and existing issues, summarized the stakeholder meetings, and provided an initial proposal for email notifications and quarterly reporting.

Xcel first explained certain safety protocols and technical requirements for CSGs and other dedicated power production facilities, including testing for open phase conditions. An open phase condition occurs when a phase is unintentionally disconnected on the primary side of a transformer; this can occur when a fuse is blown, a cable is loose, a conductor is broken, or another physical disruption occurs. Xcel stated that during an open phase condition, CSGs should detect that there is a problem and stop producing power. In 2017, the Company discovered that some CSGs were not stopping production during open phase conditions, causing power quality issues and potential safety hazards.

As a result, Xcel began open phase testing for all new and existing CSGs in 2019. Initially, 40% of CSGs failed open phase testing, and 50% of the CSGs that failed the initial test continued to fail through the fourth test. Xcel explained that even after a CSG passes an open phase test, firmware updates or differing weather conditions could lead to subsequent test failures. Because of this, Xcel began completely disconnecting affected CSGs when open phase conditions arise, and in other situations where work is being done on a feeder. Xcel acknowledged that these outages disrupt CSGs and may have financial impacts for stakeholders.

Currently, Xcel noted that it makes efforts to notify CSG operators by phone at least two days ahead of a planned outage.

Xcel stated that it was in the process of evaluating a new notification system that would partially automate communication of planned outages, which are currently done manually by phone. Xcel proposed to send an initial communication with feeder information, estimated outage start and end dates, and the reason for the outage, and a second communication with the feeder and outage end date after the outage is completed. These communications would be sent to the CSG's 24-hour contact via email, text, phone call, or all three. Xcel estimated that these notifications could be implemented by summer 2020, but noted that the contracting, purchase, and design of the system had not been finalized, so the proposal could change.

Xcel also proposed quarterly reporting on CSG planned outages, including the Solar*Rewards Community number, date of initial notification, any additional notifications, date of final notification, days between notices, and the purpose of the outage.

Xcel noted that this proposed system could serve as a short-term effort to address outage notifications until grid-wide field software could be implemented, which would further assist in mitigation and notification of planned outages.¹

¹ The Commission certified certain aspects of Xcel's grid-wide field software in its order on Xcel's 2019 Integrated Distribution Plan. *See In the Matter of Xcel Energy's Integrated Distribution Plan and Advanced Grid Intelligence and Security Certification Request*, Docket No. E-002/M-19-666, Order

Finally, Xcel discussed mitigation of planned outages. The Company stated that it does attempt to minimize disconnections; for example, by combining maintenance work with unanticipated outages whenever possible, to avoid needing to take a CSG offline multiple times. Xcel stated that it was open to further discussions about technical solutions to decrease disruptions in the future.

II. Party Comments

A. Department

The Department expressed support for Xcel's proposal, particularly its plan to use multiple methods of communication to notify CSG operators of planned outages. The Department also proposed that Xcel report on any changes to planned outages that occur after the initial outage notice, so that stakeholders could better understand the reasons for delays.

Finally, the Department encouraged Xcel and CSG operators to continue discussions on outage mitigation and improving communications.

B. Joint Commenters

The Joint Commenters noted that they have experienced significant multi-week planned outages since spring 2018, when Xcel started requiring CSGs to be taken offline during planned work; the Joint Commenters have been in discussions with Xcel about these outages since summer 2019. After the Commission's December 5, 2019 order, the Joint Commenters and other industry members developed a notification and reporting proposal (the MnSEIA Subcommittee Proposal), including a reporting form and written notice template.

The Joint Commenters proposed that the Commission require Xcel to include certain additional data in notices and quarterly reports, including the actual outage start date and time, duration, mitigation efforts, work plan, and impacts to retail service customers. The Joint Commenters noted that under the relevant Interconnection Agreement, Xcel is required to provide notice of planned outages as soon as reasonably practicable; the requested additional data was intended, in part, to evaluate whether Xcel is meeting this standard.

The Joint Commenters also requested that Xcel implement the new reporting and notice proposals by April 2020, at the latest, so that Xcel's first quarterly report would include all outages planned for the second quarter of 2020. The Joint Commenters noted that road work and solar production quickly ramp up in the second quarter of the year, and argued that data for these months would be critical.

C. Geronimo Energy

Geronimo noted that it is one of the largest developers of CSGs and has experienced significant lost production from Xcel outages. Geronimo explained that advance notification of outages is important so that CSGs can perform general maintenance at the same time, plan for potential

Accepting Integrated Distribution Plan, Modifying Reporting Requirements, and Certifying Certain Grid Modernization Projects (July 23, 2020).

revenue shortfalls, and protect equipment from damage that could occur when disconnecting or reconnecting the system. Although specific switching orders may not be available until 24–48 hours before an outage, Geronimo stated that a more general estimated time frame, provided earlier, would be helpful for planning purposes. Geronimo supported the MnSEIA Subcommittee Proposal.

Geronimo also requested that Xcel work with developers to find a way to safely keep CSGs operating during outages. Geronimo noted that in other circumstances, Xcel does work on energized lines (also referred to as “hot” lines), avoiding disruptions to customers. Additionally, Geronimo noted that if Xcel does not use the correct switch to remove a CSG from operation, lighting, security, and cold weather protection equipment can be deactivated, causing serious problems.

Geronimo argued that CSGs that pass open phase testing should be allowed to remain online during hot line work, stating that “if Xcel sets a condition and a garden operator meets that condition, it should be allowed to operate.”² Additionally, Geronimo argued that neither CSGs nor Xcel itself can make an absolute guarantee that equipment will always work properly, but CSGs that regularly maintain and test their equipment should be permitted to stay online when work is being completed. Geronimo requested that Xcel meet with developers to explore the issue further.

III. Final Proposal

On April 3, Xcel filed supplemental comments updating the Company’s initial proposal, including final details of its contract with the vendor for notification services, and modifications to the proposal based on stakeholder feedback.

Xcel stated that it had finalized its contract for notification services and would be working with an existing vendor, allowing the Company to move quickly from design to implementation. However, Xcel noted that it would need to complete certain IT work to create and maintain databases, align the databases with existing communication channels, and train staff to use the new processes.

Regarding implementation timing, Xcel planned to begin providing enhanced notices between May and September 2020. At the Commission meeting, Xcel explained that, due to the COVID-19 pandemic, all internal trainings had been temporarily suspended, so the Company was unable to implement the notification and reporting proposals as quickly as requested by the Joint Commenters.

In response to stakeholder comments, Xcel proposed to notify garden operators up to four times for each planned outage, including an initial notification 24–48 hours before the planned outage, a second notification the day of the outage, an optional notification if there is a significant change to the timing of an outage, and a final notification the day of outage completion. At the Commission meeting, Xcel explained that it would be very difficult to provide notice before the 24–48 hour mark because, in the earlier stages of planning work on a feeder, the Company does

² Geronimo comments, at 2 (March 4, 2020).

not necessarily know which CSGs will be affected. Xcel stated that it would need to change its planning process significantly in order to provide, for example, 6 or 8 weeks of advance notice, even without specific outage dates.

Xcel also provided a final quarterly reporting proposal. The Company added certain data in response to stakeholder requests, including the switching order number, a general description for each planned outage, and a general description of the type of entity initiating each planned outage. Xcel also described data that it planned to report generally (rather than for individual outages), such as efforts to mitigate planned outages.

Finally, Xcel explained that it was not possible to provide certain requested data for technological, operational, or privacy reasons. For example, Xcel noted that it could not provide the exact time that a planned outage would start because the field crew does not necessarily know this in advance. Additionally, the Company stated that it could not include exact times in quarterly reporting because many outages affect multiple CSGs, which are taken offline and put back online one at a time as part of the same project; the exact disconnection and reconnection times for each CSG are not readily trackable. The Company also stated that certain work plan details could not be publicly reported for privacy reasons.

IV. Commission Action

The Commission will accept Xcel's notification and reporting proposals, as filed April 3, 2020, with written notification to occur at least 24–48 hours prior to the outage and earlier if reasonably possible. Although stakeholders would strongly prefer earlier notifications, Xcel has argued that this is technologically infeasible with existing planning processes. At this time, the Commission will not require Xcel to universally provide earlier notice, but will direct Xcel to provide an additional earlier notice whenever reasonably possible. The Commission anticipates that when Xcel begins filing its quarterly reports on this topic, additional information on notification timing will help the Commission better understand this issue.

The Commission will direct Xcel to implement its updated notification and reporting processes starting in July 2020, or as soon as practicable thereafter. Because of the COVID-19 pandemic, Xcel has reasonably delayed internal trainings to protect its employees. When it is safe and practicable to do so, Xcel must complete the necessary trainings and implement the new processes.

Additionally, the Commission will direct Xcel to continue working with stakeholders to discuss potential options to reduce and mitigate planned outages for CSGs. The stakeholder workgroup should also explore refining the earlier notice of the window of planned outages so developers can also plan for outages. These are extremely important topics, and this discussion will require good-faith cooperation, meaningful engagement, and thorough technical review from both Xcel and stakeholders.

Xcel must file an update and detailed summary of these discussions, including potential mitigation strategies, by November 1, 2020. The Commission anticipates that this will be sufficient time for parties to work together and make meaningful progress on the issues.

ORDER

1. The Commission accepts Xcel's proposal to notify operators of planned outages and its proposal for ongoing quarterly reporting on planned outages as filed April 3, 2020, with written notification to occur at least 24–48 hours prior to the outage and earlier if reasonably possible. Xcel shall implement the proposal for notification and reporting starting in July 2020, or as soon as practicable thereafter. The Commission's acceptance of Xcel's proposal for notification and reporting does not alter or displace existing interconnection agreements or tariffs.
2. Xcel shall continue CSG stakeholder workgroup discussions of potential options to reduce and mitigate planned outages for CSGs, including possible utility protocols. The CSG stakeholder workgroup should also explore refining the earlier notice of the window of planned outages so developers can plan for outages. Xcel shall file an update and detailed summary of these discussions and potential mitigation strategies by November 1, 2020.
3. This order shall become effective immediately.

BY ORDER OF THE COMMISSION



Will Seuffert
Executive Secretary



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CERTIFICATE OF SERVICE

I, Nancy Jia, 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 NOTIFICATION PROPOSAL**

Docket Number

E-002/M-13-867

Dated this **13th** day of **October 2020**

/s/ Nancy Jia

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