#### **Clearinghouse Rule 13-040**

#### BEFORE THE

## PUBLIC SERVICE COMMISSION OF WISCONSIN

Changes to Wis. Admin. Code ch. PSC 118 as a Result of 2011 Wisconsin Act 155

1-AC-240

### **NOTICE OF HEARING**

Hearing Date:	Friday, June 28, 2013 10:00 AM
Hearing Location:	Public Service Commission, 610 North Whitney Way, Madison, WI
Comments Due: Monday, July 15, 2013 – Noon	Address Comments To: Sandra J. Paske, Secretary to the Commission Public Service Commission P.O. Box 7854 Madison, WI 53707-7854

The Public Service Commission of Wisconsin proposes an order to renumber and amend PSC 118.02 (6g) (intro.) and 118.03 (3); to amend PSC 118.02 (1m) and (5), 118.03 (2) (intro.) and (c), 118.04 (1m) (c), (4) and (5), 118.055 (title), (1), (2) (intro.) to (b), (e) and (f), (3) to (5), 118.06 (2) (b), (c) 1., (cm) (intro.) and 1., (d) 1m., (em), and (5), 118.09 (1) to (7); and to create 118.03(3) (b) and (5), 118.04 (2) (fm), and 118.08 (3) and (4) relating to renewable resource credits.

## ANALYSIS PREPARED BY THE PUBLIC SERVICE COMMISSION OF WISCONSIN

The analysis is set forth as Attachment A.

#### **TEXT OF PROPOSED RULE**

The text of the proposed rule is set forth as Attachment B.

#### INITIAL REGULATORY FLEXIBILITY ANALYSIS

This rule will not affect small businesses. The s. 227.114(12), Stats., definition of "small business" states that to be considered a small business, the business must not be dominant in its field. Since electric utilities are monopolies in their service territories, they are dominant in their fields and, so, are not small businesses.

### FISCAL ESTIMATE

An Economic Impact Analysis is included as Attachment C.

## **NOTICE OF HEARING**

**NOTICE IS GIVEN** that pursuant to s. 227.16(2)(b), Stats., the commission will hold a public hearing on these proposed rule changes in the Amnicon Falls Hearing Room at the Public Service Commission Building, 610 North Whitney Way, Madison, Wisconsin, on <u>Friday</u>, June 28, 2013 at 10:00 AM. This building is accessible to people in wheelchairs through the Whitney Way (lobby) entrance. Handicapped parking is available on the south side of the building.

#### WRITTEN COMMENTS

Any person may submit written comments on these proposed rules. The record will be open for written comments from the public, effective immediately, and until <u>Monday</u>, July 15, 2013 at **noon**. All written comments must include a reference on the filing to docket 1-AC-240. File by one mode only.

**Industry**: File comments using the Electronic Regulatory Filing system. This may be accessed from the commission's website (psc.wi.gov).

#### Members of the Public:

Please submit your comments in one of the following ways:

• **Electronic Comment**. Go to the commission's web site at http://psc.wi.gov, and click on the "ERF - Electronic Regulatory Filing" graphic on the side menu bar. On the next page, click on "Need Help?" in the side menu bar for instructions on how to upload a document.

• Web Comment. Go to the commission's web site at http://psc.wi.gov, click on the "Public Comments" button on the side menu bar. On the next page select the "File a comment" link that appears for docket number 1-AC-240.

• **Mail Comment.** All comments submitted by U.S. Mail must include the phrase "Docket 1-AC-240 Comments" in the heading, and shall be addressed to:

Sandra J. Paske, Secretary to the Commission Public Service Commission P.O. Box 7854 Madison, WI 53707-7854

The commission does not accept comments submitted via e-mail or facsimile (fax). Any material submitted to the commission is a public record and may appear on the commission's web site. The commission may reject a comment that does not comply with the requirements described in this notice.

### **CONTACT PERSON**

Questions regarding this matter should be directed to Preston Schutt, Docket Coordinator, at (608) 266-1462 or preston.schutt@wisconsin.gov. Small business questions may be directed to Anne Vandervort at (608) 266-5814 or anne.vandervort@wisconsin.gov. Media questions should be directed to Matthew Pagel, Communications & Policy Liaison, at (608) 267-2160. Hearing- or speech-impaired individuals may also use the commission's TTY number: if calling from Wisconsin, (800) 251-8345; if calling from outside Wisconsin, (608) 267-1479.

The commission does not discriminate on the basis of disability in the provision of programs, services, or employment. Any person with a disability who needs accommodations to participate in this proceeding, or who needs to get this document in a different format, should contact the Docket Coordinator as indicated in the previous paragraph as soon as possible.

Dated at Madison, Wisconsin May 16, 2013

By the Commission,

/s/Sandra J. Paske

Sandra J. Paske Secretary to the Commission

SJP:ASK:hms/cmk:DL: 00727230

## ANAYSIS PREPARED BY THE PUBLIC SERVICE COMMISSION OF WISCONSIN

#### A. Statutory Authority and Explanation of Authority

This rule is authorized under ss. 196.02 (1) and (3), Stats., 196.378 Stats. and 227.11, Stats.

Section 227.11, Stats., authorizes agencies to promulgate administrative rules. Section 196.02 (1), Stats., authorizes the commission to do all things necessary and convenient to its jurisdiction. Section 196.02 (3), Stats., grants the commission specific authority to promulgate rules. Section 196.378, Stats., authorizes the Commission to promulgate a variety of rules concerning renewable energy credits.

#### **B.** Statute Interpreted

This rule interprets s. 196.378, Stats.

### C. Related Statutes or Rules

None.

#### D. Brief Summary of Rule

The purpose of the rulemaking is to amend relevant sections of ch. PSC 118 relating to renewable resource credits to conform to the statutory changes made by 2011 Wisconsin Act 155, effective April 10, 2012. This will be accomplished in the following ways: (1) revise the definition of a renewable resource credit to be consistent with the statute; (2) allow a "customer or member of an electric provider" to create a renewable resource credit under s. 196.378(3)(a)1m, Stats.; (3) include wind energy and hydroelectric energy as additional types of energy from which a renewable resource credit may be created under s. 196.378(3)(a)1m., Stats.; and (4) revise ch. PSC 118 to reflect the statutory provisions regarding banking of credits. The degree of impact is expected to be wholly positive, offering greater opportunities to create renewable resource credits consistent with the Legislature's changes to s. 196.378, Stats., under 2011 Wisconsin Act 155.

## E. Comparison with Existing or Proposed Federal Legislation

No comparison with federal regulations can be made because there is no federal renewable portfolio standard. Two bills proposing a national renewable portfolio standard were introduced in the 112th Congress, but neither has been enacted:

- Senate Bill 741, a bill to amend the Public Utility Regulatory Policies Act of 1978 to establish a renewable electricity standard, and for other purposes. Senator Tom Udall (NM) introduced the bill on April 6, 2011. The bill was then referred to Senate committee where it was read twice and referred to the Committee on Energy and Natural Resources.
- 2. Senate Bill 559, Securing America's Future with Energy and Sustainable Technologies Act. Senator Amy Klobuchar (MN) introduced this bill on March 10, 2011. The bill was then referred to Senate committee where it was read twice and referred to the Committee on Finance.

There are no known federal regulations governing the creation of renewable resource credits or their equivalent.

## F. Comparison with Similar Rules in Surrounding States

### Illinois

Under III. Stat. ch. 220 § 5/16-107.5 (net metering), a retail customer that owns or operates a solar, wind, or other eligible renewable electrical generating facility with a rated capacity of not more than 2,000 kilowatts that is located on the customer's premises and is intended primarily to offset the customer's own electrical requirements is treated as owning and having title to the renewable energy attributes, renewable energy credits (RECs), and greenhouse gas emission credits related to any electricity produced by the qualified generating unit.

## <u>Iowa</u>

Iowa state law does not address ownership of RECs for net-metering customers.

## <u>Michigan</u>

A customer or member of an electric provider may generate or own a REC, providing that the facility is certified through the Michigan Renewable Energy Certification System (MIRECS). MIRECS is a tracking system similar to Midwest Renewable Energy Tracking System, more commonly known as M-RETS. The Michigan Public Service Commission has also identified a REC aggregator who will aggregate like renewable energy that may then be purchased from retail customers or members.

#### Minnesota

Ownership of RECs where ownership is not addressed in power purchase agreements is not established under Minnesota Public Utility Commission rules or order; instead utilities must pursue negotiations and settlements with the owners of generation units.

## G. Effect on Small Business

This rulemaking is expected to have no or minimal financial impact. All electric providers, customers or members of an electric provider, and renewable energy developers seeking to create renewable resource credits will be favorably impacted by this change, offering greater opportunities to create renewable resource credits. There is no anticipated impact on utility ratepayers.

## H. Comments

Comments on this rule may be submitted as outlined in the Notice of Hearing.

## I. Accommodation

The Commission does not discriminate on the basis of disability in the provision of programs, services, or employment. Any person with a disability who needs accommodations to participate in this proceeding or who needs to obtain this document in a different format should contact the docket coordinator listed below.

# J. Agency Contact Person

Questions regarding this rule should be directed to, Preston Schutt, Docket Coordinator, at (608) 266-1462 or preston.schutt@wisconsin.gov. Small business questions may be directed to Anne Vandervort at (608) 266-5814 or anne.vandervort@wisconsin.gov. Media questions should be directed to Matthew Pagel, Communication & Policy Liaison, at (608) 267-2160. Hearing- or speech-impaired individuals may also use the Commission's TTY number: if calling from Wisconsin, (800) 251-8345; if calling from outside Wisconsin, (608) 267-1479.

1	<u>TEXT OF THE RULES</u>
2	
3	SECTION 1. PSC 118.01 (1) is amended to read:
4	PSC 118.01 (1) This chapter applies to each Wisconsin electric provider that is subject to
5	s. 196.378 (2) (a), Stats., and to any member or customer of an electric provider.
6	SECTION 2. PSC 118.02 (1m) is amended to read:
7	PSC 118.02 (1m) "Certified non-electric-displacement facility " means a non-electric
8	displacement facility that the commission certifies under s. PSC 118.055.
9	SECTION 3. PSC 118.02 (5) is amended to read:
10	PSC 118.02 (5) "Displaced conventional electricity" means electricity derived from
11	conventional resources that an electric provider, or a customer or member of the electric
12	provider, would have used except that the person used instead a certified non-electric
13	displacement facility.
14	SECTION 4. PSC 118.02 (6g) (intro.) is renumbered 118.02 (5m) (intro.) and amended
15	to read:
16	PSC 118.02 (5m) (intro.) "Non-electric Displacement facility" means any of the
17	following when used by an electric provider, or by a customer or member of the electric
18	provider:
19	SECTION 5. PSC 118.03 (2) (intro.) is amended to read:
20	PSC 118.03 (2) (intro.) An electric provider or customer or member of an electric
21	provider may create an a RRC for conventional electricity displaced by the use of a non-
22	electric displacement facility only if the non-electric displacement facility meets all of the
23	following requirements:

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1 **SECTION 6.** PSC 118.03 (2) (c) is amended to read:

2	PSC 118.03 (2) (c) Will replace or reduce the use of an electric device or electric service
3	used for the same purpose at the same location as the non-electric-displacement facility.
4	SECTION 7. PSC 118.03(3) is renumbered 118.03 (3) (a) and amended to read:
5	PSC 118.03(3) (a) An electric provider may only use the renewable portion of the
6	production from a facility using both a renewable and conventional fuel, based on the
7	relative energy content of the fuels, to meet a minimum percentage requirement under s.
8	196.378 (2) (a), Stats. <del>, or to create RRCs.</del>
9	<b>SECTION 8.</b> PSC 118.03 (3) (b) is created to read:
10	PSC 118.03 (3) (b) An electric provider or customer or member of an electric provider
11	may only use the renewable portion of the production from a facility using both a
12	renewable and conventional fuel, based on the relative energy content of the fuels, to
13	create RRCs.
14	SECTION 9. PSC 118.03 (5) is created to read:
15	PSC 118.03 (5) A customer or member of an electric provider may create a RRC in the
16	manner described in sub. (4).
17	<b>SECTION 10.</b> PSC 118.04 (1m) (c) is amended to read:
18	PSC 118.04 (1m) (c) An A RRC for displaced conventional electricity is created in the
19	year in which the use of the certified non-electric displacement facility displaces
20	conventional electricity.
21	<b>SECTION 11.</b> PSC 118.04 (2) (fm) is created to read:

22 PSC 118.04 (2) (fm) Two or more customers or members of an electric provider may

23 jointly purchase or sell a RRC.

1	SECTION 12. PSC 118.04 (4) and (5) are amended to read:
2	PSC 118.04 (4) An electric provider shall annually retire renewable energy certificates
3	and RRCs in the renewable energy tracking system to demonstrate compliance with its
4	minimum percentage requirement under s. 196.378 (2) (a), Stats. When an electric
5	provider uses an a RRC to comply with the minimum percentage requirements of s.
6	196.378 (2) (a), Stats., the electric provider shall retire the RRC. When an electric
7	provider uses a MWh of total renewable energy to comply with the minimum percentage
8	requirements of s. 196.378 (2) (a), Stats., the program administrator electric provider
9	shall retire the renewable energy certificate representing the MWh of total renewable
10	energy.
11	(5) Subject to commission approval, if applicable, the program administrator may
12	establish any procedure necessary to accurately record the creation, sale, transfer,
13	purchase and retirement of renewable energy certificates and RRCs.
14	SECTION 13. PSC 118.055 (title) is amended to read:
15	PSC 118.055 (title) Certification of non-electric displacement facilities.
16	<b>SECTION 14.</b> PSC 118.055 (1) and (2) (intro.) to (b) are amended to read:
17	PSC 118.055 (1) (a) An electric provider or customer or member of an electric provider
18	may create an a RRC under s. PSC 118.03 (2) based on the use of a certified non-electric
19	displacement facility by the electric provider, or by a customer, or member of the electric
20	provider, to the extent that the use displaces conventional electricity. The commission
21	shall certify non electric facilities displacement facilities or delegate this responsibility to
22	the program administrator. Any electric provider, customer or member of an electric
23	provider, or owner of a non-electric displacement facility adversely affected by the

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1	decision to certify or not certify may file a complaint with the commission. The
2	complaint shall be in writing and filed with the commission within 10 working days after
3	service of the decision. The division administrator may settle and resolve a complaint
4	brought under this paragraph. If the complaint cannot be resolved by mutual agreement,
5	the division administrator shall issue a written decision. Any person adversely affected by
6	the division administrator's written decision may, within 20 working days after its
7	issuance, appeal the decision to the commission by alleging facts that show a violation of
8	a particular statute or provision of this chapter.
9	(b) The commission may permit an electric provider or customer or member of an electric
10	provider to create an a RRC for conventional electricity displaced by use of a non-electric
11	displacement facility before the date the facility is certified, except that the commission
12	may not permit creation of an a RRC for displacement that occurred before June 3, 2010.
13	(2) (intro.) To obtain certification of a non-electric displacement facility, the electric
14	provider, customer or member of an electric provider, or a designated representative,
15	shall provide the following information to the commission in a format approved by the
16	commission:
17	(a) The non-electric-displacement facility's location, owner, technology, and date placed
18	in service.
19	(b) Information that demonstrates the non-electric-displacement facility meets the
20	eligibility criteria under s. PSC 118.03.
21	<b>SECTION 15.</b> PSC 118.055 (2) (e) and (f), and (3) to (5) are amended to read:
22	PSC 118.055 (2) (e) The electric provider's customer's or member's affirmation that it
23	has verified all of the information in pars. (a) to (d).

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1	(f) If the electric provider applicant does not own the non-electric displacement facility, a
2	statement signed by the facility owner that affirms the information in pars. (a) to (d) and
3	permits the electric provider, customer or member to create RRCs from the facility.
4	(3) The commission or the program administrator shall inform the electric provider,
5	customer or member, or its designated representative, whether it has certified a non-
6	electric displacement facility for which it has received an application under sub. (2).
7	(4) The commission may make on-site visits to any certified unit of a non-electric
8	displacement facility to determine its compliance with this chapter and with s. 196.378,
9	Stats., may request copies of all supporting documentation used to comply with this
10	section, and may decertify any unit that it finds not to be in compliance.
11	(5) Nothing in this chapter obligates the owner of a non-electric-displacement facility to
12	permit the electric provider to create RRCs from the facility.
13	<b>SECTION 16.</b> PSC 118.06 (2) (b) is amended to read:
14	PSC 118.06 (2) (b) Create an account for each certified renewable facility or certified
15	non-electric-displacement facility that participates in the tracking system and requests a
16	separate account.
17	<b>SECTION 17.</b> PSC 118.06 (2) (c) 1. is amended to read:
18	PSC 118.06 (2) (c) 1. Its electric provider's tracking system account number.
19	<b>SECTION 18.</b> PSC 118.06 (2) (cm) (intro.) and 1. are amended to read:
20	PSC 118.06 (2) (cm) (intro.) Upon request by the commission, register each non-electric
21	displacement facility the commission has certified, including the following data about the
22	facility:
23	1. Its electric provider's tracking system account number.

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1	<b>SECTION 19.</b> PSC 118.06 (2) (d) 1m. is amended to read:
2	PSC 118.06 (2) (d) 1m. Issues a unique electronic certificate for each MWh of
3	conventional electricity displaced by a certified non-electric displacement facility that
4	complies with ss. PSC 118.03 and 118.04, as calculated under s. PSC 118.09. The
5	certificate shall identify which non-electric displacement facility displaced the MWh,
6	when the facility operated, and any other characteristics the commission finds necessary.
7	<b>SECTION 20.</b> PSC 118.06 (2) (em) is amended to read:
8	PSC 118.06 (2) (em) Audit registered non-electric facilities displacement facilities, as
9	needed, to verify the amount of displaced conventional electricity.
10	<b>SECTION 21.</b> PSC 118.06 (5) is amended to read:
11	PSC 118.06 (5) An electric provider may not use renewable energy from a decertified
12	renewable facility to meet the electric provider's minimum percentage requirement under
13	s. 196.378 (2) (a), Stats., that was produced after the facility is decertified. The program
14	administrator may not issue RRCs for energy from a decertified renewable facility that
15	was produced after the facility is decertified. The program administrator may not issue
16	RRCs for conventional electricity displaced by the operation of a decertified non-electric
17	displacement facility which displacement occurred after the facility is decertified.
18	<b>SECTION 22.</b> PSC 118.08 (3) and (4) are created to read:
19	PSC 118.08 (3) An electric provider or customer or member of an electric provider may
20	not create RRCs for displaced conventional electricity based on the use of a facility for
21	which RRCs are created under s. 196.378 (3) (a) 1., Stats.
22	(4) An electric provider or customer or member of an electric provider may not create
23	RRCs for displaced conventional electricity based on hydroelectric energy for which an

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1	electric provider is permitted to use the average amount of hydroelectric power generated
2	by the facility under s. 196.378 (2) (b) 1m. a., Stats.
3	<b>SECTION 23.</b> PSC 118.09 (1) to (7) are amended to read:
4	PSC 118.09 (1) For each calendar year, the commission shall, by order, determine the
5	percentage of electricity from conventional resources for the entire state for purposes of
6	calculating the amount of an <u>a</u> RRC to be created for displaced conventional electricity.
7	The commission shall base this determination on the annual average mix of resources
8	used to generate electricity in the entire area served by the Midwest Independent
9	Transmission System Operator. The commission may, by order, also establish a different
10	percentage for a specific type of non electric displacement facility if its seasonal or daily
11	operating characteristics justify a percentage that differs from the annual average
12	percentage.
13	(2) The commission may, by order, establish a displacement formula for any type of non-
14	electric-displacement facility. The commission shall base any such formula on a
15	calculation of the minimum amount of displaced electricity that would be expected in a
16	typical calendar year under realistic operating conditions. The commission shall provide
17	an opportunity for public comment on any such formula before the formula is
18	established.
19	(3) For each calendar year, the electric provider-or the user of, customer or member
20	seeking to create RRCs from a non-electric-certified displacement facility shall determine
21	the net amount of electricity displaced by the non-electric displacement facility, using
22	site-specific information and either the applicable formula established under sub. (2) or
23	by subtracting the amount of electricity used by the non-electric displacement facility

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1	from the amount of electricity that would have been used for the same purposes by the
2	electric device or electric service that was replaced by the non electric displacement
3	facility or that was used less due to the use of the non-electric displacement facility.
4	(4) If the value under sub. (3) is less than zero, the electric provider, customer or member
5	may not create any RRCs for the non electric displacement facility for that calendar year.
6	(5) The amount of conventional electricity displaced by a non-electric-displacement
7	facility in a calendar year is equal to the net amount of displaced electricity determined
8	under sub. (3), multiplied by the applicable percentage of electricity in that calendar year
9	that is from conventional resources as determined under sub. (1).
10	(6) The electric provider or the user of, customer or member creating RRCs from a non-
11	electric displacement facility shall maintain at least three years of historical
12	documentation of all information used in the determination made under sub. (3).
13	(7) For each non-electric-displacement facility for which an electric provider, customer or
14	member is creating RRCs, the electric provider, customer or member shall submit
15	information to the commission to support its determination under sub. (3) at least
16	annually. The commission may specify the timing and method for submitting information
17	under this subsection. Determinations under sub. (3) are subject to the commission's
18	review and verification.
19	SECTION 24. EFFECTIVE DATE. This rule shall take effect on the first day of the
20	month following publication in the Wisconsin Administrative Register as provided in s.
21	227.22 (2) (intro.), Stats.

STATE OF WISCONSIN DEPARTMENT OF ADMINISTRATION DOA 2049 (R 07/2011) **ADMINISTRATIVE RULES** FISCAL ESTIMATE AND **ECONOMIC IMPACT ANALYSIS** Type of Estimate and Analysis Original Updated Corrected Administrative Rule Chapter, Title and Number Chapter PSC 118 Renewable resource credit tracking program Subject Result of Statutory Changes Adopted in 2011 Wisconsin Act 155 Pertaining to Renewable Resource Credits Fund Sources Affected Chapter 20, Stats. Appropriations Affected GPR FED PRO PRS SEG SEG-S Fiscal Effect of Implementing the Rule No Fiscal Effect Increase Existing Revenues Increase Costs ☐ Indeterminate Could Absorb Within Agency's Budget Decrease Existing Revenues Decrease Costs The Rule Will Impact the Following (Check All That Apply) State's Economy Specific Businesses/Sectors Local Government Units Public Utility Rate Payers Would Implementation and Compliance Costs Be Greater Than \$20 million?  $\square$  Yes  $\square$  No Policy Problem Addressed by the Rule The objective of the rulemaking is to amend relevant sections of ch. PSC 118 relating to renewable resource credits (RRCs) as a result of statutory changes adopted in 2011 Wisconsin Act 155, effective April 10, 2012. Summary of Rule's Economic and Fiscal Impact on Specific Businesses, Business Sectors, Public Utility Rate Payers, Local Governmental Units and the State's Economy as a Whole (Include Implementation and Compliance Costs Expected to be Incurred) This rulemaking is expected to have no or minimal financial impact. All electric providers, customers or members of an electric provider, and renewable energy developers seeking to create renewable resource credits will be favorably impacted by this change, offering greater opportunities to create renewable resource credits. There is no anticipated impact on utility ratepayers. Benefits of Implementing the Rule and Alternative(s) to Implementing the Rule Under this rulemaking, a customer or member of an electric provider may create a RRC for conventional electricity displaced by the use of a displacement facility. Previously, only the electric provider could create a RRC. There is no alternative to implementing this rulemaking because the changes reflect the statutory changes adopted in 2011 Wisconsin Act 155, effective April 10, 2012. Long Range Implications of Implementing the Rule More RRCs will be available in the market, and can be used to meet Wisconsin's renewable portfolio standard. Compare With Approaches Being Used by Federal Government There is no federal renewable portfolio standard, so no comparison can be made. Compare With Approaches Being Used by Neighboring States (Illinois, Iowa, Michigan and Minnesota)

### <u>Illinois</u>

Under Ill. Stat. ch. 220 § 5/16-107.5 (net metering), a retail customer that owns or operates a solar, wind, or other eligible renewable electrical generating facility with a rated capacity of not more than 2,000 kilowatts that is located on the customer's premises and is intended primarily to offset the customer's own electrical requirements is treated as owning and having title to the renewable energy attributes, renewable energy credits (RECs), and greenhouse gas emission credits related to any electricity produced by the qualified generating unit.

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## Michigan

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### <u>Minnesota</u>

Ownership of RECs where ownership is not addressed in power purchase agreements is not established under Minnesota Public Utility Commission rules or order; instead utilities must pursue negotiations and settlements with the owners of generation units.

Name and Phone Number of Contact Person

Lisa Farrell

608-267-9086