
NOVA SCOTIA UTILITY AND REVIEW BOARD

In the Matter of Energy Efficiency Nova Scotia Corporation -
Application for Approval of its Electricity Demand Side Management Plan for 2012
E-ENSC-R-10 / Matter No. MO3669

**Direct Testimony of
Tim Woolf**

**On Behalf of
Nova Scotia Utility and Review Board Counsel**

**On the Topic of
Efficiency Nova Scotia Corporation's
Electricity Demand Side Management Plan for 2012**

April 8, 2011

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1 **1. INTRODUCTION AND QUALIFICATIONS**

2 **Q. Please state your name, title and employer.**

3 A. My name is Tim Woolf. I am a Vice-President at Synapse Energy Economics,
4 located at 485 Massachusetts Avenue, Cambridge, MA 02139.

5 **Q. Please describe Synapse Energy Economics.**

6 A. Synapse Energy Economics is a research and consulting firm specializing in
7 electricity and gas industry regulation, planning and analysis. Our work covers a
8 range of issues including integrated resource planning; economic and technical
9 assessments of energy resources; electricity market modeling and assessment;
10 energy efficiency policies and programs; renewable resource technologies and
11 policies; and climate change strategies. Synapse works for a variety of clients,
12 with an emphasis on consumer advocates, regulatory commissions, and
13 environmental advocates.

14 **Q. Please summarize your professional and educational experience.**

15 A. Before joining Synapse Energy Economics, I was a commissioner at the
16 Massachusetts Department of Public Utilities (DPU). In that capacity I was
17 responsible for overseeing a significant expansion of clean energy policies,
18 including an aggressive increase in ratepayer-funded energy efficiency programs;
19 the implementation of decoupled rates for electric and gas companies; an update
20 of the DPU energy efficiency guidelines; the promulgation of net metering
21 regulations; review of smart grid pilot programs; and review of long-term
22 contracts for renewable power.

23 Prior to being a commissioner at the Massachusetts DPU, I was employed as the
24 Vice President at Synapse Energy Economics; a Manager at Tellus Institute; the
25 Research Director of the Association for the Conservation of Energy; a Staff
26 Economist at the Massachusetts Department of Public Utilities; and a Policy
27 Analyst at the Massachusetts Executive Office of Energy Resources.

1 I hold a Masters in Business Administration from Boston University, a Diploma
2 in Economics from the London School of Economics, a BS in Mechanical
3 Engineering and a BA in English from Tufts University.

4 **Q. Please describe your professional experience as it relates to energy efficiency**
5 **policies and programs.**

6 A. Energy efficiency policies and programs have been at the core of my professional
7 career. While at the Massachusetts DPU I played a leading role in updating the
8 Department's energy efficiency guidelines, in reviewing and approving the recent
9 three-year energy efficiency plans, in reviewing and approving energy efficiency
10 annual reports, in leading a working group on rate and bill impacts, and
11 advocating for allowing energy efficiency to participate in the New England
12 wholesale electricity market. I served as a co-chair of the Working Group on
13 Utility Motivation as part of the State Energy Efficiency Action Network
14 sponsored by the US Department of Energy and the US Environmental Protection
15 Agency.

16 As a consultant I have reviewed and critiqued utility energy efficiency programs
17 in British Columbia, Colorado, Delaware, Massachusetts, Minnesota, Nevada,
18 Nova Scotia, Québec, and Rhode Island. My work has encompassed all aspects
19 of energy efficiency program design and implementation, including efficiency
20 measure assessment, program delivery options, program budgeting, cost-benefit
21 analyses, avoided costs, utility performance incentives and other relevant
22 regulatory policies. I have represented clients on several energy efficiency
23 collaboratives, where policies and programs were discussed among a variety of
24 stakeholders. In 2006 and 2007 I worked for the Nova Scotia Utility and Review
25 Board (the Board), along with other Synapse staff, assisting with the review of the
26 2007 Integrated Resource Plan (IRP).

27 **Q. On whose behalf are you testifying in this case?**

28 A. I am testifying on behalf of counsel to the Nova Scotia Utility and Review Board.

1 **Q. What is the purpose of your testimony?**

2 A. The purpose of my testimony is to provide a general assessment of the pace at
3 which Efficiency Nova Scotia Corporation (ENSC) is ramping up its efficiency
4 programs over time. The efficiency program budgets levels in the 2012 Demand
5 Side Management (DSM) Plan deviate from the budget levels in the most recent
6 IRP. Board counsel has asked me to assess and comment on whether the
7 deviations are appropriate, from a long-term perspective. In addition, Board
8 counsel has asked me to comment on how to consider rate impacts of efficiency
9 programs, as this issue can sometimes affect the pace at which efficiency
10 programs are ramped up over time.

11 **Q. How is your testimony organized?**

12 A. My testimony is organized as follows:

- 13 1. Introduction and Qualifications.
- 14 2. Summary of Conclusions and Recommendations.
- 15 3. Pace of Implementation of Efficiency Programs.
- 16 4. Rate and Bill Impacts of Efficiency Programs.

17 **2. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS**

18 **Q. Please summarize your primary recommendations regarding the pace at**
19 **which efficiency programs are ramped up over time.**

20 A. I offer the following recommendations with regard to program ramp-up:

- 21 • ENSC should have an obligation to implement all cost-effective energy
22 efficiency resources. This should be the fundamental principle underlying
23 the energy efficiency savings in future DSM Plans.
- 24 • I recommend that ENSC conduct a thorough assessment of the potential for
25 all cost-effective energy efficiency opportunities, for the next DSM Plan.
- 26 • I recommend ENSC include in all future DSM Plans at least a three-year
27 projection of energy efficiency savings, from both customer funded
28 efficiency programs and outside sources of efficiency savings. Such a
29 projection should provide the Board and other stakeholders with a more

1 clarity of how ENSC will meet the future energy savings goals. These
2 projections could also be used to inform future IRPs.

- 3 • I also recommend that if ENSC intends to deviate from the energy savings
4 targets in the most recent IRP or DSM Plan, then it must first demonstrate
5 why it is appropriate to do so, including a complete description of the reasons
6 why the savings targets are unobtainable.

7 **Q. Please summarize your primary recommendations regarding rate impacts of**
8 **energy efficiency programs.**

9 A. I offer the following recommendations with regard to rate impacts of energy
10 efficiency programs:

- 11 • ENSC should not be allowed to limit DSM budgets for the purpose of
12 mitigating rate impacts, unless there is sufficient analysis and clear evidence
13 that the expected rate impacts are unacceptable relative to the benefits offered
14 by the efficiency programs.
- 15 • Several key principles should be applied in quantifying rate impacts. At a
16 minimum, rate impact estimates should account for all costs and benefits that
17 affect rates, should estimate impacts on bills as well as rates, should account
18 for long-term impacts, and should quantify the number and type of program
19 participants.
- 20 • When assessing rate impacts, the extent of program participation should be
21 an important factor, and ENSC should design energy efficiency programs to
22 achieve high levels of participation.
- 23 • When considering options to mitigate rate impacts, ENSC and other
24 stakeholders should consider the option of increasing program budgets in
25 order to increase program participation.
- 26 • When assessing whether certain rate and bill impacts are acceptable, ENSC
27 should compare them with the overall benefits of the efficiency programs,
28 including benefits that accrue to all customers.

1 **3. RAMP UP SCHEDULE OF EFFICIENCY PROGRAMS**

2 **Q. Please summarize the general conclusions from the 2007 IRP and the 2009**
3 **IRP with regard to the implementation of energy efficiency programs.**

4 A. The 2007 IRP identified a large potential for cost-effective energy efficiency
5 resources in Nova Scotia, and set a course for the province to undertake a major
6 initiative to develop those resources at a relatively rapid pace. The 2007 IRP
7 concluded that the long-term resource plan containing the high level of DSM
8 resources – based on spending five percent of NSPI revenues on energy efficiency
9 programs – resulted in the lowest costs to NSPI ratepayers by a significant
10 margin.¹

11 The 2009 IRP maintained the same high level of DSM resources as the 2007 IRP.
12 The 2009 IRP included cost-effective DSM resources that were sufficient to
13 reduce electricity use by roughly two percent per year.²

14 The energy efficiency budgets and savings targets from the 2009 IRP are
15 presented in Figure 4.1 in the ENSC Evidence, page 11. For the year 2012, the
16 incremental energy savings target from energy efficiency activities was 205 GWh
17 per year.

18 **Q. Have NSPI been successful in achieving the 2009 IRP targets to date?**

19 A. Yes. For 2008 and 2009 NSPI was able to exceed the IRP savings targets, by a
20 significant margin.³ For 2010 NSPI was able to approximately meet the energy
21 and capacity savings targets of the 2009 IRP.⁴ In my view, NSPI should be
22 lauded for achieving these relatively aggressive energy efficiency targets in the
23 first three years of this new DSM initiative.

¹ Nova Scotia Power Incorporated, *Integrated Resource Plan Report*, July 2007, (2007 IRP), pages 18-20.

² Nova Scotia Power Incorporated, *Integrated Resource Plan Update Report*, November 2009, (2009 IRP), page 47.

³ Efficiency Nova Scotia Corporation, *Evidence of ENSC as DSM Administrator*, February 28, 2010 (ENSC Evidence), page 12, Figure 4.3.

⁴ ENSC Evidence, pages 11-12, Figures 4.1 and 4.2. H. Gil Peach & Associates, *Savings Verification Study of the DSM Administrator's 2010 Demand Side Management Programs*, March 2011, page 6, Table 2.

1 **Q. Does the 2012 DSM Plan budget deviate from the program cost that was**
2 **proposed in the 2009 IRP?**

3 A. Yes. The 2009 IRP included a program cost of \$61 million for 2012, but the 2012
4 DSM Plan includes a budget of \$43.7 million. ENSC explains that it will be able
5 to achieve the energy savings targets from the 2009 IRP with this lower budget
6 level by including energy savings from other sources.⁵

7 **Q. Please explain how ENSC expects to get energy savings from other sources.**

8 A. The sources of the energy savings for the 2012 DSM Plan are presented in the
9 Table 1 below.⁶ The savings from the energy efficiency programs implemented
10 by ENSC are expected to save roughly 124 GWh of energy in 2012.

11 **Table 1. Energy Savings from the 2012 DSM Plan and Other Sources**

Source of Efficiency Savings	Incremental Annual Energy Savings (GWh)
ENSC 2012 Residential DSM Programs	50.1
ENSC 2012 Commercial/Industrial DSM Programs	74.1
ENSC 2012 Programs Total	124.2
Overachievements from 2008 – 2009 DSM	19.5
Extra-Large Industrial Projects	80.0
Adoption of Codes and Standards	10.0
Total from ENSC and Other Sources	233.6
2009 IRP Savings Target	205

12
13 In addition, there are three other sources of energy savings that ENSC is including
14 as part of the 2012 DSM Plan Savings. First, it includes “overachievements from
15 2008-2009 DSM,” which represents 19.5 GWh of energy savings that will persist
16 through 2012. Second, it includes energy savings from extra-large industrial
17 (ELI) customers who implement their own energy efficiency measures without
18 assistance from ENSC, which represents 80 GWh of savings in 2012. Third, it
19 includes energy savings from the adoption of codes and standards, which
20 represents 10 GWh of energy savings in 2012.

⁵ All the savings estimates presented here are from ENSC Evidence, Figure 4.1, page 13; and Figure 5.1, page 14.

⁶ Figure 5.1 of ENSC Evidence, page 14.

1 The energy savings from the ENSC energy efficiency programs combined with
2 these three additional sources of efficiency savings results in a total of roughly
3 234 GWh of energy savings in 2012. This total amount is higher than the 2009
4 IRP energy savings target for 2012 of 205 GWh.

5 **Q. Why does ENSC include the energy savings from these other sources as part**
6 **of its 2012 DSM Plan?**

7 A. ENSC includes these other sources in order present total energy savings that are
8 consistent with the savings targets of the 2009 IRP. ENSC explains that the 2009
9 IRP explicitly included energy savings from sources both inside and outside of
10 customer-funded DSM programs.⁷ ENSC claims that these other sources of
11 energy savings – particularly the outside sources of savings from ELI and codes
12 and standards – should be presented in the 2012 DSM Plan in order to allow for a
13 proper comparison between 2012 DSM Plan savings and 2009 IRP targets.
14 ENSC claims that, from this perspective, it is able to achieve the 2012 energy
15 savings goals of the 2009 IRP with a budget that is significantly lower than the
16 one anticipated at that time.⁸

17 **Q. Do you agree with the way that ENSC has included the savings from other**
18 **sources as part of its 2012 DSM Plan?**

19 A. Yes. First, the 2009 IRP savings targets explicitly include potential savings from
20 sources outside of customer funded DSM programs, as well as savings from those
21 programs.⁹ Therefore, in order to make a meaningful comparison between the
22 2009 IRP savings and the 2012 DSM Plan savings it is necessary to present these
23 additional sources of savings. One of the key guiding principles of the 2012 DSM
24 Plan is to meet the IRP targets. Therefore, it is important to put the ENSC DSM
25 programs in the full context of those targets.

26 Second, it is important that the savings and budget information for DSM Plans in
27 general be presented in a way that is as comprehensive and transparent as
28 possible. Providing estimates of energy savings from outside sources of

⁷ ENSC Evidence, pages 13-15.

⁸ ENSC Evidence, page 13.

⁹ 2009 IRP Report, Appendix D, Attachment 1, page 50.

1 efficiency savings – explicitly identified and broken out from the savings from the
2 ENSC initiatives – provides the Board and other stakeholders a more complete
3 picture of the ENSC initiatives as they relate to other opportunities for savings in
4 Nova Scotia.

5 **Q. Do you agree with the ENSC proposal to use a lower budget amount for the**
6 **2012 DSM Plan than the amount contained in the 2009 IRP?**

7 A. As noted above, an assessment of the 2012 DSM budget is outside the scope of
8 my testimony. Mel Whalen will address budget issues in his testimony on behalf
9 of the Board. The focus of my testimony is on the long-term ramp-up schedule of
10 the ENSC programs.

11 On that issue, I recommend that the Board require ENSC to ensure that future
12 year DSM plans continue to meet the savings targets of the 2009 IRP (as well as
13 targets from future IRPs). In future years it will be more challenging to achieve
14 the IRP savings targets, even after including the savings from other sources. The
15 IRP savings targets are considerably higher in 2013 than in 2012, and most of the
16 additional savings may need to come from the ENSC DSM programs.

17 ENSC notes that its estimate of savings from ELI efficiency projects will undergo
18 evaluation in 2011.¹⁰ ENSC also notes that it will work on its approach to
19 assessing the savings from codes and standards in 2011 and 2012, in consultation
20 with stakeholders.¹¹ These activities will be important in order to allow for a
21 better understanding of the role that these outside sources will play in meeting
22 future IRP savings targets.

23 I recommend that the Board require ENSC in future DSM Plans to explicitly
24 identify and document the expected savings associated with outside sources of
25 efficiency savings, as well as the expected costs and savings associated with the
26 customer funded DSM programs. The distinction between the types of efficiency
27 activities may become increasingly important as future energy efficiency goals
28 become more difficult to attain.

¹⁰ ENSC Evidence, page 15.

¹¹ ENSC Evidence, page 17.

1 **Q. How do the 2012 DSM Plan energy savings goals fit in a long-term plan for**
2 **ramping up energy efficiency programs in Nova Scotia?**

3 A. This issue was addressed in some detail in a report prepared for ENSC by Dunskey
4 Energy Consulting.¹² The Dunskey report notes that the interim energy savings
5 targets for the 2011-2013 timeframe may be overly ambitious. The report notes
6 that the energy savings targets in the 2009 IRP are ambitious relative to other
7 program administrators, and that the pace at which these savings are to be
8 achieved is especially ambitious. The Dunskey report suggests that it may be
9 appropriate to consider an alternative ramp-up schedule where lower energy
10 savings are achieved in early years and higher energy savings are achieved in later
11 years.¹³ The report does not present a specific set of energy saving goals for
12 future years; instead it presents alternative schedules for illustrative purposes
13 only.

14 **Q. What are your views on the concept of an alternative ramp-up schedule as**
15 **proposed in the Dunskey report?**

16 A. There is no question that the energy savings goals for 2013 are ambitious. There
17 is also no question that the pace at which Nova Scotia is ramping up to these goals
18 is ambitious.

19 On the other hand, NSPI has to date been very successful in achieving the
20 ambitious energy savings goals for 2008, 2009 and 2010. In addition, the
21 efficiency programs currently being offered by ENSC are very cost-effective and
22 offer significant benefits to electricity customers and society in general. From a
23 Total Resource Cost perspective the 2012 programs have a benefit-cost ratio of
24 1.9. From a Program Administrator Cost Perspective the 2012 programs have a
25 benefit-cost ratio of 3.1. This means that every dollar spent on efficiency by
26 ENSC results in three dollars of reduced electricity costs in Nova Scotia.
27 Furthermore, ENSC has not claimed that it will be unable to meet the IRP goals

¹² ENSC Evidence, Appendix C, Dunskey Energy Consulting, *Electricity Demand Side Management Review*, November 25, 2010, (Dunskey report) pages 21-23.

¹³ See the Dunskey report, page 22, Figure 4.

1 for 2013, nor has it presented any evidence as to why it might not be able to meet
2 those goals.¹⁴

3 In my view it is premature to draw any firm conclusions about an alternative
4 ramp-up schedule at this time. It may turn out that an alternative ramp-up
5 schedule – with lower savings in early years and greater saving in later years – is
6 appropriate. However, before adopting an alternative ramp-up schedule, ENSC
7 must make a clear case to the Board and other stakeholders as to why an
8 alternative schedule is necessary.

9 **Q. What do you recommend with regard to the rate at which ENSC ramps up**
10 **the energy efficiency programs?**

11 A. I recommend that the Board confirm that ENSC has an obligation to implement
12 all cost-effective energy efficiency resources. This should be the fundamental
13 principle underlying each year's DSM Plan, as well as the long-term rate at which
14 energy efficiency programs are ramped up. Of course, there are limits to the
15 amount of cost-effective efficiency resources that can be achieved in any one
16 year. ENSC should attempt to implement all the cost-effective efficiency
17 resources that can reasonably be achieved in each year.

18 The 2009 IRP includes a set of energy efficiency targets that – while aggressive –
19 were expected to be achievable. Unless and until the Board is presented with
20 evidence to indicate that these targets are not achievable they should remain the
21 targets that are used for the annual DSM Plans.

22 With regard to the 2012 DSM Plan savings, I concur with my colleague Mel
23 Whalen that ENSC should at least maintain, if not exceed, the savings goals from
24 the 2011 DSM Plan.

25 **Q. Do you have any additional recommendations for how the Board should**
26 **consider the rate at which ENSC ramps up the energy efficiency programs?**

27 A. Yes. I have several additional recommendations.

¹⁴ See, ENSC Response to Synapse Information Requests IR-8 and IR-11.

1 I recommend that ENSC conduct a thorough assessment of the potential for all
2 cost-effective energy efficiency opportunities, for the next DSM Plan. The 2009
3 IRP included energy efficiency assumptions that were taken almost entirely from
4 the 2007 IRP. Many factors affecting energy efficiency potential, cost-
5 effectiveness and achievability may have changed since 2007. In particular, there
6 will have been several years of experience in delivering efficiency programs at a
7 relatively aggressive rate, and there will certainly be more detailed and updated
8 information relative to the 2007 IRP assumptions.

9 I recommend ENSC include in all future DSM Plans at least a three-year
10 projection of energy efficiency savings, from both customer funded efficiency
11 programs and outside sources of efficiency savings. Such a projection should
12 provide the Board and other stakeholders with a more clarity of how ENSC will
13 meet the future energy savings goals. These projections could also be used to
14 inform future IRPs.

15 I also recommend that if ENSC intends to deviate from the energy savings targets
16 in the most recent IRP or DSM Plan, then it must first demonstrate why it is
17 appropriate to do so, including a complete description of the reasons why the
18 savings targets are unobtainable.

19 Finally, I recommend that if ENSC or other stakeholders propose that IRP or
20 DSM Plan targets cannot be met in the future as a result of concerns about
21 customer rate impacts, that this issue be investigated thoroughly before any
22 decision is reached to depart from IRP or DSM Plan targets. I address this issue
23 in more detail in the next section of my testimony.

24 **4. RATE IMPACTS OF ENERGY EFFICIENCY PROGRAMS**

25 **Q. Why is it important for the Board to be thinking at this time about the rate**
26 **impacts associated with energy efficiency programs?**

27 **A.** The energy efficiency programs implemented by ENSC are funded by a set of
28 charges to NSPI customers. In many jurisdictions it is common for stakeholders
29 to raise concerns about rate impacts of energy efficiency programs, and to

1 recommend that budgets be limited in order to mitigate against rate impacts that
2 are perceived to be too high. I believe that this is an appropriate time for the
3 Board to clarify that the Nova Scotia DSM budgets should not be limited for the
4 purpose of mitigating rate impacts, unless there is sufficient analysis and clear
5 evidence that the rate impacts are unacceptable relative to the benefits offered by
6 the efficiency programs.

7 **Q. Why have you raised concerns about the rate impacts of the 2012 DSM plan?**

8 A. I raise this issue at this time because the ENSC energy efficiency budgets are
9 relatively high and expected to increase in future years. I expect that one or more
10 stakeholders will raise this issue in future DSM Plan proceedings. The extent to
11 which ENSC will be able to achieve the aggressive ramp-up schedule in the 2009
12 IRP may hinge upon stakeholder concerns about rate impacts.

13 **Q. What is your primary recommendation with regard to addressing rate**
14 **impacts of energy efficiency programs?**

15 I recommend that the Board establish several key principles regarding how to
16 quantify and assess rate impacts, so that they can be properly evaluated if and
17 when the issue is brought to the Board.

18 **Q. Why is it important to establish key principles about how to quantify and**
19 **assess rate impacts of energy efficiency programs?**

20 A. First, if stakeholders argue that rate impacts should be a factor limiting the ramp-
21 up of energy efficiency programs, it is important that the actual rate impacts be
22 properly quantified and analyzed. Such analysis should provide concrete
23 evidence as to the magnitude of potential rate impacts, relative to the benefits
24 provided by the efficiency programs. Otherwise, the important decision of energy
25 efficiency program size and ramp-up rate will be based on abstract arguments and
26 perceived, undocumented concerns.

27 Second, there are many different ways to quantify and present rate impacts. With
28 many energy efficiency programs there may be a trade-off between short-term
29 increases in rates versus long-term reductions in customer bills. It is important

1 that the full, long-term impact on rates and bills be assessed in a comprehensive
2 way.

3 Third, there are several other considerations that should be kept in mind when
4 evaluating rate impacts of energy efficiency programs. In particular, equity issues
5 between program participants and non-participants are of critical importance, and
6 these issues should be addressed in a meaningful way.

7 **Q. Please elaborate. What principles would you recommend be applied when**
8 **quantifying rate impacts of efficiency programs?**

9 A. I recommend the following principles be applied when quantifying rate impacts of
10 energy efficiency programs:

- 11 • Rate impact analyses should estimate the impacts of energy efficiency on
12 customer bills, as well as customer rates, because the primary direct benefits
13 of efficiency measures are reflected in the customer bills.
- 14 • Rate and bill impacts should separately identify the impacts on (a) program
15 participants, (b) program non-participants, and (c) all customers on average.
- 16 • Rate and bill impact analyses should estimate the number of program
17 participants, in order to provide an indication of the portion of customers that
18 experience bill reductions.
- 19 • Rate and bill impact analyses should account for impacts over the long-term
20 (e.g., using a study period that includes at least the average life of energy
21 efficiency measures), in order to capture the full effect of energy efficiency
22 savings.
- 23 • Rate and bill impact analyses should compare (a) the estimated rates and bills
24 resulting from the energy efficiency programs associated with IRP targets to
25 (b) the estimated rates and bills resulting from different levels of efficiency
26 programs.
- 27 • Rate and bill impact analyses should account for all the costs of energy
28 efficiency that are expected to affect rates.

-
- 1 • Rate and bill impact analyses should account for all the benefits of energy
2 efficiency that are expected to affect rates, including avoided generation
3 costs, avoided transmission costs, avoided distribution costs, and avoided
4 environmental compliance costs.

5 **Q. Once rate and bill impacts of energy efficiency programs are properly**
6 **quantified, what are the additional factors to consider in deciding whether**
7 **specific rate impacts are acceptable?**

8 A. I recommend that three important factors be considered in deciding whether
9 specific rate impacts are acceptable: the level of program participation, program
10 design issues, and overall benefits of the efficiency programs.

11 **Q. Why should the level of program participation be considered when assessing**
12 **rate impacts of energy efficiency programs?**

13 A. The primary concern about rate impacts has to do with customer equity. In
14 general, customers who participate in energy efficiency programs will benefit
15 directly in terms of lower bills – despite any rate increases. Customers who do
16 not participate in the programs will see their bills increase. These are the
17 customers that the Board, and other stakeholders, should be most concerned about
18 when considering the rate and bill impacts of energy efficiency programs. In
19 order to assess the rate and bill impacts on non-participants, it is important to take
20 a look at who they are and what portion of total customers they represent.

21 **Q. Once the number of program participants and non-participants has been**
22 **properly estimated, how should this information be used?**

23 A. The extent of customer participation in energy efficiency programs should be a
24 critical factor considered in assessing whether particular rate and bill impacts are
25 acceptable. If a large portion of customers participate in energy efficiency
26 programs, then the Board and other stakeholders should be willing to accept
27 relatively high rate impacts, because many customers will experience bill
28 reductions and few customers will experience bill increases. Once energy
29 efficiency programs reach a point where the majority of customers participate in
30 the programs, then concerns about rate impacts should be significantly mitigated.

1 **Q. Are there actions that the Board and ENSC can take to maximize customer**
2 **participation in the energy efficiency programs?**

3 A. Yes. First, the energy efficiency program budgets can be set in a way to increase
4 customer participation. The typical response to rate impact concerns is to limit or
5 even reduce energy efficiency program budgets. Unfortunately, this response
6 tends to limit customer participation and increase the number of customers that
7 experience bill increases – even though the bill increase might be smaller. A
8 better response might be to do just the opposite: to increase energy efficiency
9 program budgets in order to reduce the number of customers that experience bill
10 increases.

11 **Q. Is there another approach that the Board and ENSC can take to maximize**
12 **customer participation in the energy efficiency programs?**

13 A. Yes. The energy efficiency programs can be designed in a way that encourages as
14 much participation as possible, across as broad a variety of customer types as
15 possible. In particular, energy efficiency programs can be designed to:

- 16 • promote all types of end-uses that offer cost-effective savings;
- 17 • provide all customer types with an opportunity to participate, including hard-
18 to-reach customers such as low-income customers;
- 19 • offer efficiency measures that are specifically tailored to many different
20 customer types;
- 21 • provide financial and other incentives that are sufficient to help overcome the
22 market barriers that prevent customers from participating; and
- 23 • identifying, targeting and actively pursuing non-participants.

24 Programs that incorporate these design principles will be more likely to reach a
25 large number of customers, and eventually increase program participation.

26 **Q. You have emphasized that non-participants typically see bill increases from**
27 **energy efficiency programs. Are you suggesting that non-participants do not**
28 **experience any benefits of energy efficiency programs?**

29 A. No, not at all. It is important to remember that all customers experience benefits
30 of energy efficiency programs – regardless of whether they participate in the

1 programs. Energy efficiency provides benefits to the entire electricity system,
2 and these benefits are shared by all customers. In particular, energy efficiency
3 can improve system reliability, reduce the need for generation, reduce
4 transmission and distribution costs, reduce the costs of complying with
5 environmental mandates, and reduce reliance upon fossil fuels. Efficiency also
6 results in societal benefits such as reduced environmental impacts and increased
7 economic development.

8 My main point is that concerns about rate impacts are rooted in customer equity
9 issues between participants and non-participants, because participants experience
10 direct benefits from energy efficiency (i.e., reduced bills from reduced
11 consumption) that non-participants do not experience. Therefore, when
12 addressing rate impact issues, it is important to fully understand and address this
13 customer equity issue.

14 **Q. You mentioned above that the overall benefits of efficiency programs should**
15 **be a factor in assessing rate impacts. What do you mean by this?**

16 A. It is important to recognize that while energy efficiency can increase rates it also
17 results in a variety of important benefits. One of the Board's goals should be to
18 strike the appropriate balance between increasing rates and achieving the overall
19 benefits of energy efficiency programs. When considering whether a certain level
20 of rate impact is acceptable, the Board and other stakeholders should weigh the
21 increased rates against the many benefits of the efficiency program – particularly
22 the extent to which the programs reduce total electricity costs.¹⁵

23 In fact, if the Board or other stakeholders are considering limiting energy
24 efficiency program budgets due to rate impacts, then there should be a thorough
25 analysis to compare two different scenarios: (a) the higher efficiency budgets with
26 higher rate impacts and greater benefits, versus (b) the lower efficiency budgets
27 with lower rate impacts, and reduced benefits. In this way, the Board and other

¹⁵ In this context, the Program Administrator Cost test is the best perspective to use in assessing cost reductions, as this test includes only those costs and benefits that affect customer rates. My colleague, Mel Whalen, will address cost-effectiveness tests in more detail in his testimony.

1 stakeholders will have the information necessary to strike the appropriate balance
2 between program rate impacts and program benefits.

3 **Q. Has ENSC or NSPI conducted any analyses to quantify the rate impacts**
4 **associated with the 2012 DSM Plan?**

5 A. Not to my knowledge. As noted above, I believe that this issue has not yet risen
6 to that level.

7 I note that the 2009 IRP includes some information on the potential rate impacts
8 of the various resource plans that were analyzed and compared for that study.¹⁶
9 While it is encouraging that this issue was analyzed in the 2009 IRP, the analysis
10 was not designed in a way to specifically answer the question of whether the rate
11 impacts of the energy efficiency programs are acceptable. The analysis compared
12 several resource plans, but each resource plan contained the same amount of
13 energy efficiency resources. Therefore, the results do not provide any indication
14 of the rate impacts specifically associated with the energy efficiency resources.
15 Furthermore, the analysis in the 2009 IRP did not consider bill impacts – a critical
16 component of the rate impact analysis.

17 **Q. Are you recommending that ENSC conduct analyses of the rate and bill**
18 **impacts of its energy efficiency programs at this time?**

19 A. No, not necessarily. My point is that if concerns about rate impacts are used to
20 slow the ramp-up rate of energy efficiency programs, then it is important for
21 ENSC or NSPI to properly quantify and assess the rate and bill impacts of the
22 energy efficiency programs. This is necessary in order to provide a clear basis for
23 deciding whether and how rate impacts should affect the pace of the energy
24 efficiency program ramp-up. Without such an analysis it is not possible to assess
25 potential trade-offs between higher rates and the many benefits offered by greater
26 energy efficiency savings.

27 **Q. Does this conclude your pre-filed testimony?**

28 A. Yes, it does.

¹⁶ 2009 IRP, Appendix E, Attachment 1, page 75.

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PROFESSIONAL EXPERIENCE

Synapse Energy Economics Inc., Cambridge, MA. Vice President, 2011 to present.
Provides expert consulting on the economic, regulatory, consumer, environmental, and public policy implications of the electricity and gas industries. The primary focus of work includes technical and economic analyses, electric power system planning, climate change strategies, energy efficiency programs and policies, renewable resources and related policies, power plant performance and economics, air quality, and many related aspects of consumer and environmental protection.

Massachusetts Department of Public Utilities, Boston, MA. Commissioner, 2007- 2011.
Oversaw a significant expansion of clean energy policies as a consequence of the Massachusetts Green Communities Act, including an aggressive expansion of ratepayer-funded energy efficiency programs; the implementation of decoupled rates for electric and gas companies; an update of the DPU energy efficiency guidelines; the promulgation of net metering regulations; review of smart grid pilot programs; and review of long-term contracts for renewable power. Oversaw six rate case proceedings for Massachusetts electric and gas companies. Played an influential role in the development of price responsive demand proposals for the New England wholesale energy market. Served as President of the New England Conference of Public Utility Commissioners from 2009-2010. Served as board member on the Energy Facilities Siting Board from 2007-2010. Served as co-chair of the State Energy Efficiency Action Working Group on Utility Motivation. Served as co-chair of the Steering Committee for the Northeast Energy Efficiency Partnership's Regional Evaluation, Measurement and Verification Forum.

Synapse Energy Economics Inc., Cambridge, MA. Vice President, 1997-2007.

Tellus Institute, Boston, MA. Senior Scientist, Manager of Electricity Program, 1992-1997.

Association for the Conservation of Energy, London, England. Research Director, 1991-1992.

Massachusetts Department of Public Utilities, Boston, MA. Staff Economist, 1989-1990.

Massachusetts Office of Energy Resources, Boston, MA. Policy Analyst, 1987-1989.

Energy Systems Research Group, Boston, MA. Research Associate, 1983-1987.

Union of Concerned Scientists, Cambridge, MA. Energy Analyst, 1982-1983.

EDUCATION

Masters, Business Administration. Boston University, Boston, MA, 1993.

Diploma, Economics. London School of Economics, London, England, 1991.

B.S., Mechanical Engineering. Tufts University, Medford, MA, 1982.

B.A., English. Tufts University, Medford, MA, 1982.

TESTIMONY

Rhode Island Public Utilities Commission (Docket No. 3790). Direct testimony regarding National Grid's Gas Energy Efficiency Programs. On behalf of the Division of Public Utilities and Carriers. April 2, 2007.

Rhode Island Public Utilities Commission (Docket No. 3765). Surrebuttal testimony regarding National Grid's Renewable Energy Standard Procurement Plan. On behalf of the Division of Public Utilities and Carriers. February 20, 2007.

Rhode Island Public Utilities Commission (Docket No. 3765). Direct testimony regarding National Grid's Renewable Energy Standard Procurement Plan. On behalf of the Division of Public Utilities and Carriers. January 17, 2007.

Minnesota Public Utilities Commission (Docket Nos. CN-05-619 and TR-05-1275). Direct testimony regarding the potential for energy efficiency as an alternative to the proposed Big Stone II coal project. On behalf of the Minnesota Center for Environmental Advocacy, Fresh Energy, Izaak Walton League of America, Wind on the Wires and the Union of Concerned Scientists. November 29, 2006.

Rhode Island Public Utilities Commission (Docket No. 3779). Oral testimony regarding the settlement of Narragansett Electric Company's 2007 Demand-Side Management Programs. On behalf of the Division of Public Utilities and Carriers. November 24, 2006.

Nevada Public Utilities Commission (Docket Nos. 06-04002 & 06-04005). Direct testimony regarding Nevada Power Company's and Sierra Pacific Power Company's Renewable Portfolio Standard Annual Report. On behalf of the Nevada Bureau of Consumer Protection. October 26, 2006

Nevada Public Utilities Commission (Docket No. 06-06051). Direct testimony regarding Nevada Power Company's Demand-Side Management Plan in the 2006 Integrated Resource Plan. On behalf of the Nevada Bureau of Consumer Protection. September 13, 2006.

Nevada Public Utilities Commission (Docket Nos. 06-03038 & 06-04018). Direct testimony regarding the Nevada Power Company's and Sierra Pacific Power Company's Demand-Side Management Plans. On behalf of the Nevada Bureau of Consumer Protection. June 20, 2006.

Nevada Public Utilities Commission (Docket No. 05-10021). Direct testimony regarding the Sierra Pacific Power Company's Gas Demand-Side Management Plan. On behalf of the Nevada Bureau of Consumer Protection. February 22, 2006.

South Dakota Public Utilities Commission (Docket No. EL04-016). Direct testimony regarding the avoided costs of the Java Wind Project. On behalf of the South Dakota Public Utilities Commission Staff. February 18, 2005.

Rhode Island Public Utilities Commission (Docket No. 3635). Oral testimony regarding the settlement of Narragansett Electric Company's 2005 Demand-Side Management Programs. On behalf of the Division of Public Utilities and Carriers. November 29, 2004.

British Columbia Utilities Commission. Direct testimony regarding the Power Smart programs contained in BC Hydro's Revenue Requirement Application 2004/05 and 2005/06. On behalf of the Sierra Club of Canada, BC Chapter. April 20, 2004.

Maryland Public Utilities Commission (Case No. 8973). Oral testimony regarding proposals for the PJM Generation Attributes Tracking System. On behalf of the Maryland Office of People's Counsel. December 3, 2003.

Rhode Island Public Utilities Commission (Docket No. 3463). Oral testimony regarding the settlement of Narragansett Electric Company's 2004 Demand-Side Management Programs. On behalf of the Division of Public Utilities and Carriers. November 21, 2003.

California Public Utilities Commission (Rulemaking 01-10-024). Direct testimony regarding the market price benchmark for the California renewable portfolio standard. On behalf of the Union of Concerned Scientists. April 1, 2003.

Québec Régie de l'énergie (Docket R-3473-01). Direct testimony of Timothy Woolf and Philp Raphals regarding Hydro-Québec's Energy Efficiency Plan: 2003-2006. On behalf of Regroupement national des Conseils régionaux de l'environnement du Québec. February 5, 2003.

Connecticut Department of Public Utility Control (Docket No. 01-10-10). Direct testimony regarding the United Illuminating Company's service quality performance standards in their performance-based ratemaking mechanism. On behalf of the Connecticut Office of Consumer Counsel. April 2, 2002.

Nevada Public Utilities Commission (Docket No. 01-7016). Direct testimony regarding the Nevada Power Company's Demand-Side Management Plan. On behalf of the Bureau of Consumer Protection, Office of the Attorney General. September 26, 2001.

US Department of Energy (Docket EE-RM-500). Oral testimony at a public hearing on marginal price assumptions for assessing new appliance efficiency standards. On behalf of the Appliance Standards Awareness Project. November 2000.

Connecticut Department of Public Utility Control (Docket No. 99-09-03 Phase II). Direct testimony on Connecticut Natural Gas Company's proposed performance-based ratemaking mechanism. On behalf of the Connecticut Office of Consumer Counsel. September 25, 2000.

Mississippi Public Service Commission (Docket No. 96-UA-389). Oral testimony on generation pricing and performance-based ratemaking. On behalf of the Mississippi Attorney General. February 16, 2000.

Delaware Public Service Commission (Docket No. 99-328). Direct testimony on maintaining electric system reliability. On behalf of the Public Service Commission Staff. February 2, 2000.

New Hampshire Public Service Commission (Docket No. 99-099 Phase II). Oral testimony on standard offer services. On behalf of the Campaign for Ratepayers Rights. January 14, 2000.

West Virginia Public Service Commission (Case No. 98-0452-E-GI). Rebuttal testimony on codes of conduct. On behalf of the West Virginia Consumer Advocate Division. July 15, 1999.

West Virginia Public Service Commission (Case No. 98-0452-E-GI). Direct testimony on codes of conduct and other measures to protect consumers in a restructured electricity industry. On behalf of the West Virginia Consumer Advocate Division. June 15, 1999.

Massachusetts Department of Telecommunications and Energy (DPU/DTE 97-111). Direct testimony on Commonwealth Electric Company's energy efficiency plan, and the role of municipal aggregators in delivering demand-side management programs. On behalf of the Cape and Islands Self-Reliance Corporation. January 1998.

Delaware Public Service Commission (DPSC 97-58). Direct testimony on Delmarva Power and Light's request to merge with Atlantic City Electric. On behalf of the Delaware Public Service Commission Staff. May 1997.

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Colorado Public Utilities Commission (5A-531EG). Direct testimony on impact of proposed merger on DSM, renewable resources and low-income DSM. On behalf of the Colorado Office of Energy Conservation. April 1996.

Colorado Public Utilities Commission (3I-199EG). Direct testimony on impacts of increased competition on DSM, and recommendations for how to provide utilities with incentives to implement DSM. On behalf of the Colorado Office of Energy Conservation. June 1995.

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Repowering the Midwest: The Clean Energy Development Plan for the Heartland, prepared for the Environmental Law and Policy Center and a coalition of Midwest environmental advocates, February 2001.

Marginal Price Assumptions for Estimating Customer Benefits of Air Conditioner Efficiency Standards, comments on the Department of Energy's proposed rules for efficiency standards for central air conditioners and heat pumps, on behalf of the Appliance Standards Awareness Project, December 2000.

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Grandfathering and Coal Plant Emissions: the Cost of Cleaning Up the Clean Air Act, Energy Policy, with Ackerman, Biewald, White and Moomaw, vol. 27, no 15, December 1999, pages 929-940.

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Follow the Money: A Method for Tracking Electricity for Environmental Disclosure, The Electricity Journal, May 1999.

New England Tracking System Project: An Electricity Tracking System to Support a Wide Range of Restructuring-Related Policies, speaker at the Ninth Annual Energy Services Conference and Exposition, Orlando Florida, December 1998

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Competition and Regulation in the UK Electric Industry, speaker at the Illinois Commerce Commission's workshop on Restructuring the Electric Industry, August, 1995.

Competition and Regulation in the UK Electric Industry, speaker at the British Columbia Utilities Commission Electricity Market Review, Vancouver, British Columbia, February, 1995.

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