## BEFORE THE NEW HAMPSHIRE PUBLIC UTILITIES COMMISSION Docket No. DE 12-097 **ELECTRIC AND GAS UTILITIES** Investigation into Purchase of Receivables, Customer Referral and Electronic Interface for Electric and Gas Distribution Utilities DIRECT TESTIMONY OF DANIEL W. ALLEGRETTI MARC A.HANKS CHRISTOPHER H. KALLAHER On Behalf of Retail Energy Supply Association **Issues Addressed:** Purchase of Receivables Customer Referral Program Electronic Interface July 13, 2012

STATE OF NEW HAMPSHIRE

## 1 I. INTRODUCTION AND BACKGROUND

- 2 Q. Mr. Allegretti, please state your full name, position and business address.
- 3 A. My name is Daniel W. Allegretti and my position is Vice President, State Government Affairs –
- East for Exelon Corporation. My business address is 1 Essex Drive, Bow, New Hampshire
- 5 03304.
- 6 Q. Mr. Hanks, please state your full name, position and business address.
- 7 A. My name is Marc A. Hanks. My position is Senior Manager of Government & Regulatory
- 8 Affairs for Direct Energy Services, LLC ("Direct Energy"). My business address is 24 Gary
- 9 Drive, Westfield, Massachusetts 01085.
- 10 Q. Mr. Kallaher, please state your full name, position and business address.
- 11 A. My name is Christopher H. Kallaher. My position is Senior Director of Government &
- Regulatory Affairs for Direct Energy. My business address is 162 Cypress Street, Brookline,
- Massachusetts 02445.
- 14 Q. Mr. Allegretti, please summarize your professional and educational background.
- 15 A. In my current position, I am responsible for representing Exelon's retail and wholesale
- 16 commodity business interests on matters related to regulatory and government affairs throughout
- the New England, New York and the Mid-Atlantic regions. In that capacity, I regularly
- advocate, testify and represent the interests of the company before federal and state agencies,
- executive departments and legislative bodies. I have over 20 years of experience in the energy
- business and have been working on energy policy issues for Constellation Energy Group, Inc.
- 21 (which merged with Exelon Corporation in March 2012) since 2002. I have served on the
- Boards of Directors of the Northeast Power Coordinating Council (2001-2008), Independent
- 23 Power Producers of New York (2002-2008), Electric Power Generators Association of
- Pennsylvania (2008) and Northeast Energy & Commerce Association (2009-2012). I hold a

Bachelor of Arts degree in Economics and French from Colby College in Waterville Maine and a law degree from Georgetown University Law Center in Washington DC.

## 3 Q. Mr. Hanks, please summarize your professional and educational background.

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In my current position, I am responsible for Direct Energy's state government and regulatory affairs efforts in the New England and Mid-Atlantic regions. In that capacity, I participate in regulatory proceedings and legislative affairs activities involving market design issues for the electricity and natural gas markets under the jurisdiction of state utility commissions. I have over 15 years experience in the energy business.

Prior to my employment with Direct Energy, I was the Director of Market Development for Strategic Energy, LLC, a leading national retail electricity marketer serving the commercial and industrial market segments throughout the U.S. In this capacity, I was responsible for regulatory and legislative advocacy designed to advance and sustain competitive retail electricity markets in the Northeast and Mid-Atlantic regions. Prior to joining Strategic Energy, I was employed by Northeast Utilities over a ten year period in a variety of capacities that included regulatory affairs, market planning and sales management for its competitive retail marketing affiliate, Select Energy, Inc. I hold a Bachelor of Science degree from the University of Massachusetts at Amherst, Masters of Public Administration degree from the University of Hartford and a

#### Q. Mr. Kallaher, please summarize your professional and educational background.

I am Senior Director of Government and Regulatory Affairs for Direct Energy. In that capacity I am responsible for regulatory policy matters for Direct Energy in a number of jurisdictions in the North Eastern, Mid-Atlantic and Mid-Western United States. I focus my efforts in particular on issues of retail electricity and natural gas market design, with the goal of furthering the creation

certificate from Carnegie Mellon University's Tepper School on Leadership Development.

and development of robust retail markets for those commodities and related services. Before
coming to Direct Energy in May 2006, I was a lawyer in private practice in Boston, representing
clients in a range of matters involving the retail and wholesale energy markets in New England
and New York. I served as Senior Counsel at the Massachusetts Department of
Telecommunications and Energy during the implementation of the Massachusetts Electric
Restructuring Act in 1997 and 1998, and was the hearing officer on the first fully adjudicated
restructuring plan filed pursuant to the Act. I also served as Vice President and General Counsel
of Essential.com, an internet-based seller of energy and telecommunications based in Burlington,
Massachusetts. Before moving to Massachusetts, I was an attorney at Quarles & Brady in
Milwaukee, Wisconsin, where I represented Wisconsin Electric Company and other investor-
owned utilities in a variety of matters before the Public Service Commission of Wisconsin and
the Wisconsin State courts. I hold a B.S. in civil engineering from Stanford University, and a
J.D. from the University of Wisconsin at Madison.

- 14 Q. On whose behalf are you testifying in this proceeding?
- 15 A. We are testifying on behalf of the Retail Energy Supply Association ("RESA")<sup>1</sup>.
- 16 Q. Has RESA ever testified before this Commission?
- 17 A. Yes.

RESA's members include: Champion Energy Services, LLC; ConEdison *Solutions*; Constellation NewEnergy, Inc.; Direct Energy Services, LLC; Energetix, Inc.; Energy Plus Holdings LLC; Exelon Energy Company; GDF SUEZ Energy Resources NA, Inc.; Green Mountain Energy Company; Hess Corporation; Integrys Energy Services, Inc.; Just Energy; Liberty Power; MC Squared Energy Services, LLC; Mint Energy, LLC; NextEra Energy Services; Noble Americas Energy Solutions LLC; PPL EnergyPlus, LLC; Reliant and TriEagle Energy, L.P.. The comments expressed in this filing represent the position of RESA as an organization but may not represent the views of any particular member of RESA.

#### Q. Please describe your employers, Exelon and Direct Energy.

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2 A. Exelon is the largest competitive U.S. power generator, with approximately 35,000 megawatts of 3 owned capacity comprising one of the nation's cleanest and lowest-cost power generation fleets. Exelon has operations and business activities in 47 states, the District of Columbia, and Canada. 4 5 Exelon's Constellation business unit provides energy products and services to approximately 6 100,000 business and public sector customers and approximately one million residential 7 customers. In addition, Exelon's utilities deliver electricity and natural gas to more than 6.6 8 million customers in central Maryland (BGE), northern Illinois (ComEd), and southeastern 9 Pennsylvania (PECO). Direct Energy is one of North America's largest energy and energy-related services providers 10 11 with over six million residential and 60,000 commercial customer relationships, Direct Energy provides customers with choice in energy supply and support in managing their energy costs 12 13 through a portfolio of innovative products and services. Direct Energy is a subsidiary of Centrica, plc, the 7<sup>th</sup> largest utility company globally as ranked by Fortune Magazine's 2007 14 Fortune Global 500 with 34 million customer relationships and a Standard & Poor's "A-" 15 16 financial rating. Direct Energy operates in 46 states and across Canada, owns and operates 4300 17 natural gas production fields and 1260 megawatts ("MWs") of natural gas-fired generation, has 813 MWs of power purchase agreements for output from wind farms, and provides energy 18 efficiency related services. Since our inception in 2000, Direct Energy has grown into an 19 20 organization of more than 600 employees with approximately \$10 billion in annual revenues. Please describe the Retail Energy Supply Association. 21 Q. RESA is a nonprofit organization and trade association that represents the interests of a broad 22 A. 23 and diverse group of energy suppliers who share the common vision that competitive energy

markets deliver a more efficient, customer-oriented outcome than the regulated utility structure.

We are devoted to working with all stakeholders to promote vibrant and sustainable competitive retail energy markets for all consumers. RESA members currently serve residential, commercial and industrial ("C&I") and institutional customers in New Hampshire and other jurisdictions in North America that have enacted retail choice.

## Q. What is the purpose of your testimony?

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- Our testimony will focus on the "retail market enhancements" proposed in the RESA filing dated
  April 16, 2012 to the New Hampshire Public Utilities Commission ("Commission") and noted in
  the Commission's Order of Notice in this docket issued on May 3, 2012. The retail market
  enhancements include purchase of receivables, customer referral, and electronic interface
  programs and potentially other retail market enhancements to promote the development of retail
  electric markets for the residential and small commercial customer.
- Q. Does the record support the need to implement such retail market enhancement programs in the State of New Hampshire?
- 14 A. Yes. The residential and small commercial customer migration statistics in each of the electric
  15 distribution utilities' service territories in particular are concerning. Less than 1% of residential
  16 customers are shopping statewide and, at least in PSNH's territory, only 15.2% of small
  17 commercial customers are shopping. The proposed retail market enhancements should be
  18 designed in such a manner as to encourage as many non-shopping customers as possible to enter
  19 the competitive retail market.

#### Q. What benefits would the proposed market enhancements provide to the retail market?

The development of any competitive market requires rules and structure that provide transparency and certainty over time, a level playing field for all participants, and sufficient access and opportunity to serve enough customers to encourage supplier investment in the market. When adequate incentives exist, suppliers invest more resources in providing products

and services that bring additional choice and value to customers. More choice and increased value attract more customers to the market, which, in turn justifies additional investment. It is at that point that the market can be considered sustainable, insuring that the benefits of competition inure to customers into the future. While customers clearly derive a direct benefit from this market evolution, the state economy, as a whole, benefits from the resulting increase in jobs and enhanced economic development. While medium and large commercial and industrial customers in New Hampshire have enjoyed the benefits of a robust competitive market for some time, the same cannot be said about the residential and small commercial market segments. Based on RESA member experience in numerous other jurisdictions, it is clear that market enhancements are needed in New Hampshire to facilitate robust and sustainable competition for residents and small businesses, as well as to overcome the inherent structural bias that exists with the local distribution utilities. For these reasons, RESA urges the Commission to consider and then adopt the retail market enhancements as they are proposed in this testimony so that an increasing number of customers can benefit from the competitive retail market in New Hampshire.

# Q. Does the New Hampshire restructuring law support such retail market enhancement programs in the State of New Hampshire?

A. Yes. One of the stated purposes of the NH restructuring law was to reduce costs for all consumers by harnessing the power of competitive markets. RSA 374-F:1, I.

Clearly the proposed market enhancements would help to accomplish this purpose. The NH law also required that restructuring be implemented in a manner that benefits all consumers equitably and not one customer class to the detriment of another. RSA 374-F:3, VI. One of the problems with the state of the competitive electricity market in New Hampshire today is the fact that it is primarily medium and large customers who are benefitting from the competitive market.

Adoption of the market enhancements being recommended here will greatly assist in bringing

those benefits to the small customers, thus ensuring more equitable sharing of the benefits of the market and compliance with the restructuring law.

## II. PURCHASE OF RECEIVABLES BILLING PROGRAM

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- 4 Q. What is a non-recourse Purchase of Receivables Billing Program?
- 5 A. A purchase of receivables or "POR" program is a mechanism available to a Competitive Electric Power Supplier ("Supplier") that uses an electric distribution company's ("EDC") consolidated 6 7 billing or single bill option in which the EDC is required to purchase that supplier's accounts 8 receivable. The EDC would be entitled to apply an appropriate discount rate for the purchase of 9 those receivables specific to the customer class, which is based on the EDC's actual uncollectible 10 costs for that class (typically under 1%) and any associated initial program implementation costs. 11 That is to say, assuming a 1% discount rate and a \$100 receivable, an EDC would pay the 12 Supplier \$99 and retain \$1 as compensation for bad debt risk and approved program 13 implementation costs. The EDC will then be responsible for the ultimate collection of both 14 commodity charges as well as its ordinary non-commodity charges. It should be noted that 15 RESA believes a POR program is an appropriate transitional tool to an eventual state whereby 16 suppliers would provide a consolidated billing service.

# 17 Q. What types of customers are included in POR programs?

- 18 A. POR programs are usually designed for the mass market customers, the residential and small
  19 commercial market segments, which otherwise can be difficult and expensive for a supplier to
  20 individually conduct a credit check and bill.
- Q. What options does the local EDC have under a POR program should a customer of a competitive supplier fail to pay the charges for competitive commodity supply service?
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  24 A. In the event a customer of a competitive supplier does not pay charges owed for
  25 commodity supply service provided by the customer's supplier, the EDC would have

the same recourse it has where the utility is the provider of default service to the customer, i.e. assessment of late fees and disconnection of service.

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Q. Do competitive electric power suppliers have the same level of options as the EDCs should a customer fail to pay charges for competitive commodity supply service?

5 6 No. In the event a residential and/or small commercial customer in New Hampshire chooses not Α. 7 to pay charges owed for commodity supply service provided by the customer's supplier, the 8 retail supplier can impose a late fee assessment and ultimately terminate service provided it 9 supplies written notice of termination at least 10 business days prior to termination, which must 10 be upon the customer's next meter read date, and provided it gives at least two business days 11 notice to the EDC. The supplier's notice to the customer must include a statement that 12 termination of service will not result in disconnection from the grid and that the customer may 13 obtain service from another supplier or return to default service. Admin. Rules Puc 2004.06 and 14 2004.07. EDCs, on the other hand, may disconnect service to non-paying customers provided they follow Admin. Rule Puc 1203.11 and their tariffs. In many markets, the imposition of late 15 fee assessment and termination by the supplier is not enough to compel the customer to pay the 16 17 unpaid or delinquent portion of its bill. Oftentimes, customers simply switch to another retail supplier or back to the EDC leaving the supplier to assume the loss of payment. For retail 18 19 suppliers serving mass market customers, the credit risk associated with payment loss is a significant barrier to new market entry. Further, this uncollectible risk is a factor included in an 20 offered price, thereby leading to higher prices than would result under a POR program. In states 21 22 with a well-designed POR program, this risk has been eliminated, thus encouraging new market entrants and significant retail market development. 23

## Q. Who benefits from a well-designed non-recourse POR program?

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A. RESA believes a well designed POR program can benefit customers, EDCs and retail suppliers alike. For customers, the biggest advantage of a POR program is simplicity. Each month a residential or small commercial customer will receive just one consolidated bill from their local utility and only needs to make one payment for both delivery and commodity supply services. Customers take advantage of existing rate-base resources, thereby avoiding duplicative costs associated with customer billing and collection efforts. Additionally, the likely increase in new market entrants brought about by POR will benefit customers via commensurate rise of competitive supply offers and related products and services that offer value and benefit. A significant increase in customer shopping activity has been demonstrated in states where well-designed, non-recourse POR programs have been established, e.g., Connecticut, New York, Illinois, Maryland, and Pennsylvania. Moreover, a POR program enables customers with poor credit ratings – who can most benefit from lower prices currently offered by retail suppliers – to take full advantage of these offers. A sustainable market enhanced by POR also gives suppliers more confidence in the stability and value of the market, thereby leading to better prices for customers. For the EDCs, a discount rate mechanism will compensate EDCs for any uncollectibles associated with retail competitive supply, making the EDC whole and not subject to any price risks. Consistent with the New Hampshire restructuring law, the EDCs support of a welldesigned POR program would significantly contribute to the public policy objective to help reduce costs for all consumers by harnessing the power of competitive markets. From the perspective of competitive suppliers, a POR program has several advantages, First, it maximizes the utilization of the existing rate-based utility resources since competitive suppliers

avoid duplicative costs associated with customer billing and collection efforts. Second, it ensures that competitive suppliers receive payment for the commodity service they provide to their customers in a timely manner, thereby reducing the suppliers' cash and financing requirements. Third, it eliminates the need for suppliers to screen mass market customers for credit eligibility. It also allows customers with poor credit and repayment histories to switch to a supplier and potentially save on energy costs. Lastly, it allows suppliers to focus on what they do best: procuring energy at competitive prices and passing on the potential savings and/or value added services to prospective customers.

## Q. Will the EDC be financially harmed by POR?

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No. In order to ensure that the POR program is revenue neutral from the perspective of the local utility, the amounts the local utility reimburses competitive suppliers for commodity charges are discounted at an appropriate rate, typically the class specific uncollectible rate approved by the applicable Public Utilities Commission. The local utility's costs for collection efforts and customer service associated with the customers of competitive suppliers are rate based the same as the costs associated with the utility's own customers. Alternatively, the local utility's incremental administrative costs for the POR program can be included in the calculation of the discount rate. Both the utility consolidated billing and utility administrative costs can be adjusted each year to reflect actual experience and reflected in the new discount rate.

## Q. Have POR programs been successful in other States?

A. Yes. Many states, including Connecticut, New York, Maryland, Illinois, Indiana, and
Pennsylvania have well-designed and functioning POR programs for gas and electric utilities,
leading to robust growth in the competitive market in the residential and small commercial

- sectors. Moreover, POR has contributed to the increase of new market entrants in these markets, thus providing consumers with increasing alternative pricing options and related energy services.

  POR programs are also in the process of being implemented in the states of Ohio and Massachusetts.
- Q. Is there something else needed in order for POR programs to have the best chance of advancing customer choice?

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Yes. In order to establish and maintain a properly functioning market that provides the greatest opportunity for customer choice, the most important element is to develop a procurement process for utility backstop supply service where costs are appropriately categorized between bypassable and non-bypassable charges, updated fairly regularly and frequently in order to properly track with changing market conditions. After that, POR programs remove market entry barriers through economies by greatly reducing duplicative administrative and cash management functions that, in the aggregate, yield benefits to the customer groups who elect to take advantage of the choices being offered. Connecticut provides an impressive example of a successful market that has both elements. At the beginning of 2007, before POR was implemented on a statewide basis, customer shopping was extremely weak. In the service territory of PSNH affiliate CL&P, only 3.25 percent of customers (3.4 percent of residential customers) were shopping, accounting for only 9.5 percent of total load. In the United Illuminating service territory, only 0.01 percent of customers were shopping (36 C&I customers were the only ones shopping in the entire service territory), accounting for 1 percent of total load. In their last reports dated June 14, 2012 in docket 06-10-22, CL&P showed total shopping of 43.6 percent (including 41.8 percent of residential customers), accounting for 69.4 percent of the load, while UI showed total shopping of 49.6 percent (including 48.4 percent of residential

customers) accounting for 73.9 percent of the load. While other factors may have contributed to this trend, there is no question that the implementation of POR on a statewide basis in mid-2007 was one of the catalysts that drove the high migration rate seen now in Connecticut.

Massachusetts on the other hand, has a procurement process that fairly meets the threshold requirements, but without POR, migration in the residential space is only at 14%<sup>2</sup>, much lower than the 42% migration rate in CT.

## III. CUSTOMER REFERRAL PROGRAMS

- Q. Why is enhancing the customer referral program important?
- 9 A. In its core, the customer referral process of disseminating helpful information pertaining to
  10 available supply offers provides customers with the ability to review competitive supply prices
  11 and related terms and conditions in a format where the customers can effectively compare and
  12 contrast offers and directly access the competitive suppliers to follow-up. However, the
  13 customer must still take additional steps to initiate and take full advantage of these offers from
  14 the retail suppliers.
  - Q. Please describe the RESA proposal for its customer referral program and how it would operate.
  - A. The RESA proposal consists of two separate but related components. First, customers contacting their utility to initiate new utility service or to reinstate service following a change of residence or business location would no longer be placed automatically on utility default service. Rather, they would be given an equal and nondiscriminatory opportunity to enroll with a competitive supplier at the time of service initiation or reinstatement. This could be done through several mechanisms but the critical feature of this first aspect of the referral program is that it must be no more difficult for customers begin service with their commodity being

<sup>&</sup>lt;sup>2</sup> Massachusetts Department of Energy Resources, Electric Customer Migration Data, May 2012.

provided by a competitive supplier than it would be to begin service taking the utility default. Second, the EDCs would be also be required to offer residential and small commercial customers the option to learn about their electricity supply options when they contact the company for certain other purposes, namely (a) to make an inquiry regarding their rates or the amount of their bill; or (b) to seek information regarding energy efficiency or other value-added services. In this part of the program, if the customer is interested in learning more about competitive supply options, the company directs the customer to the company's webpage, which contains the company's existing Default Service rates, information on electric offers available from competitive suppliers and contact information for each competitive supplier. The proposed EDC's "choice webpage" would include the hyperlinks to every licensed retail supplier that has opted to participate in the program and their respective competitive supply offer(s) where a customer may decide to enroll via the web or telephonically. In addition, several times per year, especially prior to the new default service rate reset period, the EDCs would be required to disseminate bill inserts to customers that also provide information about participating competitive suppliers and their offerings.

## Q. What benefits will result from enhancing the customer referral program?

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Many residential and small commercial customers are still receiving their generation service from the EDCs because (a) they are automatically placed on default service when they initiate new service or reinstate service after a move; (b) customers are not aware that they have a choice of competitive supply offers; or (c) these customers are not fully aware of the process to switch away from their local EDC. While customer awareness initiatives have been attempted by the EDCs, the enhancements proposed by RESA would allow consumers to participate more easily in the retail competitive market and to immediately take advantage of competitive offerings,

including allowing customers to make demand response and energy efficiency modifications to better manage their electricity consumption and costs. It would also break the EDCs' current monopoly on new and moving customers, which serves to perpetuate the dominance of default service by tying enrollment for distribution service to enrollment in the commodity service provided by the EDC. Furthermore, RESA believes that a robust customer referral program incorporating the described program elements could be implemented quickly and provide immediate benefits to customers in the residential and small commercial market segments.

## III. <u>ELECTRONIC INTERFACE</u>

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#### Q. Why is improved access to customer information important?

A. RESA believes that the quality and timely access to customer information from EDCs requires further improvement and will contribute to retail market development. Like the financial services industry, the timeliness and accuracy of data is critical to effectively pricing and billing customers, thus impacting the retail supplier's ability to acquire and retain customers and the viability of its business operation.

## Q. What changes to the process would RESA recommend?

First, EDCs should develop and maintain dedicated and secure web-based interface sites that allow suppliers direct access to key customer usage and account data, presented in a format that can be automatically pulled and scraped. Such data access should include customer-specific data such as account number, meter number, service address, next scheduled meter read date, rate code, ICAP tag, historic usage data, payment history, service status (EDC or supplier), and other relevant information. Such a website could be constructed to permit suppliers the ability to pull information from a collection of accounts in a single request. Second, the EDCs should provide each supplier on a confidential basis a quarterly updated sync-list showing the accounts that are

enrolled with the ESG. The list would contain information such as service start date and bill method. Third, suppliers should be permitted to use language in their contracts with their customers as authorization to secure historical monthly usage data. Suppliers, not the EDCs, should be responsible for maintaining Letters of Authorization and these forms should be subject to audit by the Commission. Finally, the current Electronic Data Interchange ("EDI") standards should be reviewed to ensure that they include the key data elements necessary for retail suppliers to effectively prepare and structure pricing offers for their customers. For example, PSNH does not provide to EDCs annual ICAP tag updates via EDI as a change transaction as is done by nearly all other EDCs in New England. As another example, any EDC not presently doing so should provide to suppliers complete historical monthly usage information using standard EDI protocols.

## Q. What benefit(s) will result from enhancing access to customer information?

13 A. Making customer information more easily accessible, in a secure, and standard format will result
14 in the following benefits: (a) a consistent, complete, and standardized format of the data
15 available; (b) improved timeliness and accuracy of competitive service offerings to prospective
16 customers; (c) ability to check on the service status of a prospective customer; and (d)
17 development of a strong, competitive electric marketplace.

## V. CONCLUSION

#### 19 Q. Does this complete your direct testimony?

20 A. Yes. However, RESA reserves the right to supplement this testimony as may be necessary as 21 this proceeding progresses.

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