ARIZONA CORPORATION COMMISSION

In the Matter of the Commission's Inqui) Generic Docket No. E00000W-13-0135 Into Retail Electric Competition)

COMMENT OF THE STAFF OF TH E FEDERAL TRADE COMMISSION¹

July 11, 2013

I. Introduction

The staff of the Federal Trade Commission (ACC'b) quiry into Retail Electric Competition?." Several significant technical developments, undering advanced ("smart") meters, have made it timely to consider retail electric competition as path to gaining substantial power system efficiencies and facilitating customized electric services that enefit consumers. We have reviewed these technical developments, and our comment debes how they make retail competition feasible and increasingly attractive do sumers. The comment also explains how retail competition can lead to major systefficiencies by moving away from flat retail electricity rates and toward indidually tailored electricity serves, which can yield numerous consumer benefits that include rate saving symmetral improvements, innovative services not previously available, and embrased service reliability. Within this framework for identifying the advantages of retail competition for consumers, we also provide insights and references that the ACC may find useful regarding everal of the specific matters raised in the ACC's invitation to comment.

II. Interest and Experience of the FTC

The FTC is an independent agency of **United** States Government responsible for maintaining competition and safeguarding theriests of consumers. The FTC does so through

¹ This comment expresses the views of the Terror of the General Counsel, Office of Policy Planning, and Bureau of Economics. The comment does not necessarily represent the views of the FTC or of any individual Coniscioner. The Commission, however, has voted to authorize the filing of this comment.

law enforcement, policy research, and advocatory. example, in the field of consumer protection, the FTC enforces Section 5 of the Federal Trade Commission Act, which prohibits unfair or deceptive acts or practic In its competition mission, the FTC enforces antitrust laws regarding mergers and unfair methods of competithat harm consumers. In addition, the FTC often analyzes regulatory or legislative proples that may affect competition, allocative efficiency, or consumer protecti. It also engages in consider consumer education through its Division of Consumer

associated with existing production techniques, to innovate, to erode market power, and to provide the variety of products that stomers are interested in buying.

Five of the most significant technical desperiments in the electricity industry over the past 25 years are:

(1) a trend toward smaller, hilg/hefficient generation units;

To initiate retail electric customer choicestate must first removine legal barriers to entry that alternative retailerade. That is only the first step, however, in developing effective competition. States have fostered retail electric competition by taking a variety of additional steps to educate customers abbet r new choices and to enteconsumer protections to the retail power sphere.

States in which customers are most active **liecting** alternative suplipers have sought to address a number of key issues involved **ineba**ping retail electriccompetition, including:

how to inform customers of new retellectricity suppliers and their offers; how customers learn the mechanics of switching to acheoveric service provider; how to serve electricity customers who do not selectternative supplier; how to serve electricity customsewhose supplier exits the market; how customers can compare offerade by different suppliers; how to price default (provider-of-lasesort, or "POLR") service (if any); how to organize billing in other to avoid consumer conf

These evaluations reveal that when effective retail competition is combined with the five technical developments mentioned above, custorare in a position help address the challenges of balancing supply and demand in the povelustry, either at local level or on a wider geographic scale. When customers anepeonsated for providing this help, the response is often substantial^f. Such customer responses to accupate signals reduce system costs, support reliability, and provide environmental beneffts customer responses to higher power prices can be automated through equipment that cuts back or delays power use at pre-set price points. Alternatively, customers can manually adtheir air conditioneror other heavy power uses when meters or other communicationst allem to higher prices. Reducing power use during periods of high wholesale prices can unce overall system costing utilizing lower-cost generation units and reducing the need for high **pesk**ing generators to meet demand spikes. It can support reliability cutting power consumption when the system is at greatest risk of blackouts or is in the midst of recovering fir a service interrupt. It can provide environmental benefits by facilitating integrat of renewable energources and avoiding the use of older, higher-cost genteres with higher pollutant emissis during peak demand periods. This DR process is a critical stification for grid modernization. Collectively, the term "smart grid" encompasses systems that support DR and the sophisticated monitoring of conditions on many components of the power grid.

We recommend that the ACC evaluate the **pising** prospect that retail customer choice will help customers expand and fine-tune their ices of electricity service and contribute to balancing power supply and demand.

IV. Retail Competition Can Help the Power System Transition Away from Flat Rate Pricing That Is Associated with Increasing Costs and Threats to Reliability for All Electricity Consumers

Some recent developments appear to underscore the importance of gaining customer assistance in balancing the povestem. Electric vehicles EVs") are a development that

¹⁴ For a bibliography of papers on the prodessawn as "demand responders" (or "DR") prepared by Brattle Groupsee Toni Enright and Ahmad Faruqui, BAbliography on Dynamic Pricing and Time-of-Use Rates, Version 2.0" (Jan. 1, 2046) essible at <u>http://papers.ssrn.com/sol3/papers.cfm?abstract_id=21</u>7806774 Faruqui (along with colleagues Sanem Sergici and Eric Shultz) issuarized several reviews of DR projects in "Consistency of Results in Dynamic Pricing Feximents – Toward a Meta Analysis" (Jan. 29, 2013), available at <u>http://www.brattle.com/_documes/UploadLibrary/Upload1109.pdf</u>

¹⁵ See, e.g., Charles J. M

illustrates this point well⁶. When EVs are recharged off peak/e(rnight), they help flatten load profiles (reduce peaks and fill troughs in consumptiso that generation distribution assets will be more fully utilized and their fixed costs will be spread over more power volume, at a lower per-kilowatt unit rate. Conversely, if EV are recharged during peak demand periods, they could cause significant demand increases induitive most costly time of day for power generation and could stress the dgto the detriment of reliabilit Consequently, all consumers benefit if EV owners have incentitive to recharge their EVs overnight than during daytime hours provides EV owners with a werful incentive to recharge overnight.

There is wide recognition that applying flat electricity rates for recharging EVs is inefficient and wasteful. In light of this, stategulators could lean toward singling out EVs for retail electricity prices that more closely follow marginal cost, while leaving other power uses under flat rate pricing. EVecharging, however, does not diffee aningfully from other end uses of electric power. Flat rate pricinget ctricity creates on sequential distortions throughout the electric power industry on both the demand and the supply sides.

Flat rate electricity pricing t the retail level – in the ce of volatile generation and transmission prices at the weesle level – results in large subsidies for customers consuming power in peak demand periods and large penalties for cessoronsuming power in demand troughs. When any retail electric power custom receive such distordeprice signals, they frequently make distorted consumption decisions the resulting inefficiencies in the power system work to the detriment all electricity consumers.

Further, flat rates cause all customers to face higher average system costs and lower system reliability, and create disincentives interest either in methods to improve energy efficiency or in devices to shift consumption to off-peak periods (when system costs and wholesale electricity prices lower). As with any market, iping electricity closer to marginal cost improves the overall efficiency of the sumption of the good and reduces deadweight losses^{1,7} When a customer with distribut generation ("DG") facilities (g., solar panels on the roof) faces flat rates, the rates discourage imvest in energy storage devices that could help balance supply and demand – most importantly, when the power system is under stress and close to being overwhelmed.

http://faculty.haas.berkeley.edu/wolfmaPapers/AEA%20DYNAMIC%20PRICING.pdf.

¹⁶ See alsoe.g, Ahmad Faruqui, Ryan Hledik, Armando Levy, and Alan Madian, Brattle Group discussion Paper, "Will Smart Prices Induce Smart Charging of Electric Vehicles?" (July 2011), available at<u>http://www.brattle.com/ documes/UploadLibrary/Upload966.p</u>df

and is emerging in other states with retail *electompetition*. In addition, now that retail

dynamic pricing options available the retail level. Some bieve that DR programs operating at the wholesale level may be lestificient than dynamic retail prices.

On the residential side, other than pilot **pros**; and targeted customer programs, no state has switched residential POLR service to remateretail prices or other forms of dynamic pricing (although Ontario has done \$b)The general picture is thatilities have not expressed interest in or been permitted to charge dynamic prices to customers in traditionally regulated states. Part of the problem is also thati**ticanal** rate-making approaches may be ill-suited to deal with constantly varying press or with a proliferation **of** novative services, some of which entail bundling energy management services withtredeservice. Indeed, doing so is restricted in some states because of concerns abo**atrum** mpetition by utilities that might cross-subsidize their affiliates, to these didvantage of independent supplifers.

- V. Responses to Questions in the CC's May 23, 2013, Letter to Stakeholders
 - 1. Will retail electric competition reduce rates all classes of customers residential, small business, large busis and industrial classes?

Yes. If retail electricity sales are op**ente** competition in an effective way that facilitates realization of new system efficients; average costs will **fa** or all classes of

Integration of Price Responsive DemandPitM Wholesale Power Markets and System Operations" (Mar. 9, 2009), available at <u>http://www.hks.harvard.edu/hepg/Papers/2009/Centolella%20%200PJM%20PRD%20030</u> <u>92009.pd</u>f

²⁴ James Bushnell, Benjamin F. Hobbs, and Frank A. Wolak, "When It Comes to Demand Response, Is FERC Its Own Worst Enem **22**:8 ElectricityJ. 9 (Oct. 2009).

²⁵ Faruqui, "Dynamic Pricing for Residential and Small C&I Customesuspita note 19, at 41.

²⁶ For example, Maine prohibits the sharing of market information duet witilities and their affiliates, because such information-sharing can disadvantage independent competitors of the utility's affiliates. Lewis Tagliaferre and Susan Greenwood, dEtric Utility Restructuring: What Does It Mean for Residential and SinRaetail Consumers in Maine?," Maine Policy Review 64, 66 (Fall 1999) available at http://mcspolicycenter.umaine.edu/wp-content/uploads/files/pdf mpr/TagliaferreGreenwood V8N2.pMobre generally, see Comments Regarding Retail Electricity for petition, filed with the FTC by the National Alliance for Fair Competition (Apr. 2, 2001), available at http://www.ftc.gov/os/comments//pdf (Apr. 2, 2001), available at http://www.ftc.gov/os/comments/eccompetition/natallfaircomp.pdf

²⁷ The questions and responses below follow the numbering in the ACC's letter of May 23, 2013. We address all questions ext@puestion 8 and Question 13.

customers relative to what they would alve been without increased competition Even if costs fall under increased retail competition, however, **d**toies not necessarily an that retail rates should, or actually will, fall. The reasont is at once competition supplants the system that prevailed under the regulated entitically integrated monopol many customers may choose a different mix of services – a mix that may "boostomized" or "individualized" to the specific purchaser and thus could possibly there expensive than the histofitane-size-fits-all" service. The new product the consumer receives (electricity plus new services) may be priced higher, but it is more valuable than the old one to certain sumers. For example, a retailer with large inventories of frozen food likely would value ratifiity in the power supply more highly than other retailers because so much intory is at risk of spoilage a blackout. When electricity services are customized, simple price comparis become more difficult and less meaningful. They may be misleading because of differences among the values of the different bundles of services and equipment that customers may select.

Jurisdictions that have adopted retail competition often have considered total customer bills in addition to rate changes. These two measures of power expenditures can be different. For example, electricity rates could increase, but eprobills would fall if the rate increase led to a sufficient decrease in power consumption. il any tracks changes in wholesale power prices (dynamic prices), then ratesould be higher in some periods and lower in other periods. Customers who cut back their power use when eprices most expensive and shift power use to periods when electricity prices are lower will expensive the largest decreaise their power bills. Even customers who do not reduce consumption expensive periods will often have lower power bills when other customers red three in power consumption in the face of the highest prices: a reduction in power use by any set of customers will reduce the use of the most costly power plants and will thereby produbover wholesale prices for all customers.

To check how these potential pricing and inbid effects work out in the real world, Brattle Group and others have reviewed inbid experiences where rive kinds of dynamic prices have been introduced. The general finding is that most stomers, including low-income

²⁸ Assuming that the generation supply stack has the usual hockey-stick shape, the marketclearing price should fall considerably aseault, even if the re

customers, have lower bills when they cheodynamic prices. These savings are most pronounced when responses to dynamic priceautomated. Some reviews of dynamic pricing recommend an extra step: to design the systemirtionize the risk that any customer seeking to obtain bill savings by reducing power use in pelaknand periods will face higher power bills under dynamic pricing than under flat rate prices.

2. In addition to the possibility of reduced ration retail electric competition for each customer class.

As discussed above, retail electric compentitincreases power customers' ability to customize the electrity services they bu³¹/_y. At the same time, retail electric competition will help customers address the increasing challeorfgeeslancing supply and demand on the electric system, which in turn will help bolster systeeniability. In short, retail electric competition creates incentives for seize innovations and for greater varient the electric sevices available

pricing issues.See Ahmad Faruqui, Ryan Hledik, ahehnifer Palmer, "Time-Varying and Dynamic Rate Design" (2012), vailable at http://www.hks.harvard.edu/hepg/Papers/2012

to meet consumers' preferences, and provides to consumers that are lower than they otherwise would be. These changes can alsocine power system performance and reliability.

3. How can the benefits of competition apply to all customer classes equally or equitably?

Competition empowers all electricity customterscustomize the electric services they buy. Some customers will choose to lower their tricity bills, while others will prefer to bundle more services or equipment with the directricity purchases (thereby increasing the product's value). All customers benefit from system friciencies and enhand service reliability that result from retail competition, which gives customers incentives to help meet system challenges, such as integrating renewable generation sources and that there is a system's load profile to better balance pply and demand. When customers relative to what they would have been without the system efficiency improvem³²nts.

4. Please identify the risks **ce**tail electric competition to residential ratepayers and to the other customer classes. What entity, if, **any** uld be the provider of last resort?

If a state does not extend appropriate ptiones to consumers when retail competition is introduced to the power industry, resources could be exposed to strivenable sales practices, as has occurred in other industrites lacked consumer protections.

The introduction (or reintroduction) of complete into regulated industries has often resulted in customers who are unaware of the vir choices or, even if they know choices are available, may not know how to select an abative supplier. The me customers know about how to compare their electricity ervice choices, the likelier the vire to have the confidence to switch to better offers. In turn, this provide sein tives for suppliers tion novate and keep costs down.

States that have adoptedailechoice in the power industry have taken a variety of approaches to the possibility of having a POLR service. All retail choice states have an arrangement for continuous supply of electricity customer's supplier abruptly leaves the

³² See alsour response to Question 1.

³³ The Federal Trade Commission Act and subsetclegislation regarding consumer protection policies were enacted to addsebusiness practices that undermine efficient markets and harm consumers by taking advantage of information as etries, making false or misleading claims, or employing high-pressure sales tactics in apphing vulnerable populatis (such as children or the elderly). See "An Overview of Consumer Protection Initiatives, ailable at http://www.ftc.gov/oia/assistance/consumerprotection/overview.pdf

industry. Some states (such as New York) req**bie**distribution utility to provide this service until the customer picks a new supplier, while other states (such as Texas) have a competitive procurement procedure to provide this form of LROs ervice. For customers who do not pick a new supplier, most states assign such customers batever system exists to handle service for customers whose supplier has left the market. alternative approach that been used in the natural gas industry in most of Georgia is to gressiustomers to a retail supplier. For example, the number of customers assigned to a supplied be based on the number of customers the supplier previously attracted. After the initiassignment, customers can pick a different supplier whenever they so decide. All of these alternatives have been in use for several years and seem to be administratively practica²⁴ le.

5. How can the Commission guarantee thærthwould be no market structure abuses and/or market manipulationtime transition to and implementation of retail electric competition?⁵

In moving toward retail electricity competition issue that states have encountered is whether to restructure vertional integrated utilities with preexisting monopoly power. States have been concerned that the tradibution utility generates or heles a large proportion of the wholesale capacity available detectricity marketers in the state. A near-monopoly of generation sources in the hands of an incumbent distributive that also sells electricity at the retail level could make it difficult for potential competing tail electricity marketers to serve business and residential customers at competitive prices. To address these consorme states (for instance, New York) have required distribution utilities to divestes or all of their generation capacity in order to create independent sources populy for potential retures. Other states have required distribution utilities to establis pase generation subsidies; with the idea that these new, independent entities would not han vencentive to discriminate against retailers seeking power supplies at the wholesale level of the New Hampshire Public Utilities

³⁴ See alsour response to Question 1.

³⁵ Concerns about the growth of generation **reap**ower through mergers or unfair competition are addressed by means of public and private enforcement of federal and state competition and consumer protection laws. The FTC, the UDSpartment of Justice, FERC, the states, and private litigants address various concerbs ut increased market power and market manipulation.

³⁶ The establishment of independ**gnid** operators helps to alliate this concern by broadening the relevant geographic market. FERC's initiations to employ behaviral rules to prevent discrimination against independent generatoesking to supply retail marketers and distant utilities proved insufficient. Eventuallin, Order No. 2000, FERC accepted arguments made by the FTC and others in support of structuralr(ical) unbundling of transmission from generation through the device of independent system operator regional transmission organizations. The modern spread of organized wholesale etaitytinarkets is consistent with the concerns

Commission suggested another reason to consequent rating generation of in distribution. The staff recommended separating to but on from generation used to serve POLR service customers because prices for POLR service themin cumbent utility are spiraling upward. The staff noted that other generators could supply R service at lowernd perhaps declining prices in the competitive wholesale power market, where more efficient generation designs and the use of alternative fuels weaken holding costs and wholesale power prices in check in recent years?

There also can be threats to competition associated with how to recover stranded costs, which can arise when distribution utilities sellreassess the value got neration assets. We have discussed some of these essint previous FTC staff comments.

If the distribution utility also continues tolspower at the retail level, other competition and consumer protection concerns may arise. One such concern is these distribution utility's logo by its retail marketing affiliates. The FEC dressed these concerns (and described related original research) in a comment to the blic Utilities Commission of Nevad⁸.

that the FTC expressed about at no service and ways to three transmission system to impede wholesale competition – alleviated some of the concerner own bether new retail marketers would be able to find attractive sources of supply and over contration of local generation supplies. Conversely, concerns of this type would is there were at no bottlenecks surrounding an area newly turning that electric competition. From early discussion of the importance of competitive access to power supplies, Otter Tail Power Co. v. U.S., 410 U.S. 366 (1973).

³⁷ Staff of the New Hampshire Public Utilies Commission and The Liberty Consulting Group, "Public Service Company of New Hampshire:pRet on Investigation into Market Conditions, Default Service Rate, Generation Ownership lampacts on the Competitive Electricity Market" 26 (June 7, 2013) available at <u>http://www.puc.nh.gov/Electric/IR%20</u>13-020%20PSNH%20Report%20-%20Final.@Mill scenarios result in a default service rate above the rates currently offered by competitive **iseps** . . . The results of the scenarios bear on the question of whether there is a point at **withe** default service rates would be considered no longer just and reasonable etteorugh they are cost-based rates.").

³⁸ FTC Staff Comment Before the Louisianable Service Commission Concerning Stranded Costs and Benefits (Aug. 7, 1998), ailable at <u>http://www.ftc.gov/be/V980018.sht</u> TC Staff Comment Before the Michigan Public Servic Commission Concerning Electric Restructuring (Aug. 7, 1998), available at <u>http://www.ftc.gov/be/v980019.sht</u> m

³⁹ FTC Staff Comment Before the Public Utilities mmission of Nevad@oncerning Regulated Electric Utilities and Affiliates (Sept. 22, 1998) vailable at http://www.ftc.gov/be/v980027.shtm Related concerns about the use of a utility logo on a price comparison website are described in "Marketve cates Testify to TessaPUC on CenterPoint's

6. What, if any, features, entities or mechanisms must be in place in order for there to be an effective and efficient marketusture for retail electric competition? How long would it take to implement the features, entities, or mechanisms?

We noted above that most retail choice states have found it useful to have clear mechanisms for (1) switching customers to new suppliers; (2) hared**litsg**by suppliers; (3) licensing for new electricity marketers; and the distribution utilities. Retaicompetition regimes that haveveloped more active consumer involvement in switching suppliers also index a system for handling retail marketers'

states with retail electricity

If retail competition is effective in reducing reliance on flatteapricing, it is likely to enhance reliability by enrolling customershelp balance supply and demand on the power system. DR trims demand peaks and fills in demand troughs, which in turn eases the challenges that grid operators face. Further, retail competition allows marketers to offer improved reliability as a specific service. For example, marketers could offer installation and maintenance of energy storage devices or onsignenerators that allow customs to have electric power when the grid is experiencing a blackout or local distribution lineschemen. Fully regulated utilities have not generally sought or been bowed to offer individually theored options outside of onsite renewable generation installations. Approactions of the distribution utility's monopoly franchise^{4.2}

10. What are the issues relating to balancing area authidines, transmission planning, and control areas which must be addres are of a transition to retail electric competition?

As part of its consideration of retaid mpetition, the ACC may wish to encourage Arizona's distribution utilities to broaden the geoghic scope of their wholesale dispatch areas. Such a step could result in efficiencies bindancing renewable generation resources and in obtaining economies of massed reserves, as traurred in other areas of the countifye note in particular the decisions by utilities in @gon and Nevada to work with the California Independent System Operator. The broadening of graphic dispatch ears could boost retail competition in Arizona by giving retail marketers a broader area (notifie opportunities) in which to secure generation and transmission services for their retail customers at attractive prices.

Another issue is how the ACC will address resource adequacy questions under retail competition. Most states with retail competitioperate within organized wholesale markets, most of which have adopted some type of capacity market mechanism to make up the revenues that generators lose under the price capstitiead rganized markets handopted. The relative merits of capacity markets are beyond the scope of this comment, but reviews of this topic are available⁴³.

⁴³ For example, Brattle Group prepared a revite we source adequacy policy alternatives for ERCOT that included a discussion of capacity markets See "ERCOT Investment Incentives and Resource Adequacy" (June 1, 2012), allable at http://www.brattle.com/ documes/UploadLibrary/Upload1047.pdf

⁴² Michael Burr, "Economy of the Small," 151 Bub. Util. Fortnightly 20, 24 (May 2013).

11. Among the states that have transitionted etail electric competition, which model best promotes the public interfeest Arizonans? Which model should be avoided?

The retail competition regimes of the various test evolve as conditions change, as regulatory innovations are test eand as customers become more accustomed to selecting a power supplier that best services in preferences. At this me, the development of retail electricity competition is probably most adved in the portion of Texas in which ERCOT operates. The most important reason for this the development is that distribution utilities are not assigned to provide POLR serve in ERCOT. In part because this feature, a higher proportion of retail customers in Texas than in

competition. Some other poor approaches include the inefficient allocation of costs to all power customers, when the benefits flow primarily to POLR customers; inattention to market power or price manipulation in wholesale power markets; inattention to a few retailers' unfair practices that raise all retailers' marketing costs.

12. How have retail rates been affected in **stat**hat have implemented retail electric competition?

In general, as noted above, reference is not a reliable way to gauge performance under retail competition, because incompetition opens up opportunities to tailor the customer's choice of power service (including some costlier options that provide additional value) that were not present before. Customers prefer more or different services will often choose to pay higher per-unit prices for polyee cause they are bung a differentiated (and preferred and more value) bundle of services instead ocommodity. Nevertheless, the most recent cross-state study of which we are aveported that retail copetition lowered retail power rates⁴⁵. We have questions, however, above shensitivity of the reported results to different interpretations of the data used in this study.

14. Is retail electric competition complete with the Commission's Renewable Energy Standard that requires Arizona's itilies [to] serve at least 15% of their retail loads with renewable energy by 2025?

Several states that have re

requirements. This approach is appealing becitates ures that renewable generation injected into the power system is sufficient to cover the LSE's RPS obligations, while it gives the LSE flexibility in complying with the RPS requirement. For example, an LSE could invest directly in renewable generation (with thight to issue RECs) or could buy RECs from other owners of renewable generation. This trading system appearance been workable in California, which has the highest RPS requirement, and sestences in the PJM regional transmission organization area use RECs in their R^{ps}Ss.

15. Is retail electric competition compatible ith the Commission's Energy Efficiency Standard that requires Arizona's electric uties to achieve a 22% reduction in retail energy sales by consumption by 2020?

Several states with retail competition regimes also have energy efficiency standards. There is nothing inherently **in** sistent between retail co**etit** ion and such standards.

16. How should the Commission address net meterates in a competitive market?

The application of flat ratpricing in the context of net

reserves are low. Capacity markets provide revenue to make up for the "missing money" associated with bid caps.

The ERCOT area of Texas represents an **excrep** the system of capacity markets and payments. Rather than employ a capacity market mechanism, ERCOT has relied on energy market revenues alone to stimulate timely ge