BEFORE THE

GEORGIA PUBLIC SERVICE COMMISSION

In re: Georgia Power Company's 2022 Rate Case	))	Docket No. 44280

DIRECT TESTIMONY OF COLIN MURCHIE

ON BEHALF OF
EVGO SERVICES, LLC

October 20, 2022

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I. INTRODUCTION AND QUALIFICATIONS

Q. Please state your name and business address.

A. My name is Colin Murchie. My business address is 11835 W. Olympic Blvd. Suite 900E Los Angeles, CA 90064.

Q. By whom are you employed and in what position?

A. I am employed by EVgo Services, LLC (EVgo) as Senior Director of Business Development, Utilities & Public Agencies.

Q. On whose behalf are you testifying in this proceeding?

A. I am testifying on behalf of EVgo.

Q. Please describe your experience and qualifications.

A. As Senior Director of Business Development, Utilities & Public Agencies at EVgo, I work with utility and public sector stakeholders to advise on program design solutions to accelerate transportation electrification. Prior to EVgo, I spent more than 15 years in the solar energy industry at the intersection of regulation, finance, and infrastructure deployment. My previous roles span state and federal government affairs, business development and commercial sales/account management, and wholesale energy markets including roles with Sol Systems, SolarCity (now Tesla), SunEdison, and the Solar Energy Industries Association. I hold a Master of Business Administration degree from the University of Maryland Robert H. Smith School of Business and a Bachelor of Science degree in Natural Resources from Cornell University.

Q. Have you testified previously before the Georgia Public Service Commission?

A. No, I have not. I have previously provided testimony in front of utility commissions in Colorado, Maryland, and Washington, D.C.

Q. Please describe EVgo.

A. EVgo owns and operates the nation's largest network of public electric vehicle (EV) fast charging stations, with more than 850 fast charging locations spanning more than 30 states and approximately 444,000 customer accounts. EVgo is working with automakers such as General Motors (GM)[1] and Nissan[2] to build out its network of public fast chargers. Currently, EVgo's public charging network in Georgia includes 48 Direct Current Fast Chargers (DCFC) at 27 locations, including multiple stations in Georgia Power Company's service territory. In addition to its public network, EVgo also partners with fleets and rideshare operators to deploy advanced charging solutions.[3]

Q. What is the purpose of your testimony?

A. EVgo's primary interest in this proceeding is to ensure that Georgia Power Company's expansion of its investments, programs, and rates in support of electric transportation infrastructure in Georgia fosters a robust competitive market by complementing, and not hindering, the efforts and activities of private market participants. The purpose of my testimony is to provide the Commission, the utility, and stakeholders with the unique perspective of a successful, private sector owner-operator of electric vehicle charging with a decade's experience from across the U.S.

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[1] *See* "General Motors and EVgo aim to accelerate widespread EV adoption by adding fast chargers nationwide." (July 30, 2020). Available at: https://www.evgo.com/about/news/general-motors-and-evgoaim-to-accelerate-widespread-ev-adoption-by-adding-fast-chargers-nationwide/; *see also* "General Motors and EVgo boost build plan for higher power fast chargers across the US." (Nov. 9, 2021). Available at: https://www.evgo.com/press-release/general-motors-evgo-boost-build-plan-high-power-fast-chargers-across-us/.

[2] *See* "Nissan and EVgo expand charging network with 200 new EV fast chargers." (Aug. 6, 2019). Available at: https://www.evgo.com/about/news/nissan-and-evgo-expand-charging-network-with-200-new-ev-fastchargers/.

[3] *See* "EVgo and Lyft announce plans to expand U.S. electric charging partnership." (Nov. 25, 2019). Available at: https://archive.autofutures.tv/2019/11/26/evgo-and-lyft-announce-plans-to-expand-u-s-electric-charging-partnership/; *see also* "Uber and EVgo expand partnership to support high-volume rideshare drivers with fast, reliable public charging." (Nov. 9, 2021). Available at: https://www.businesswire.com/news/home/20211109005710/en/%C2%A0Uber-and-EVgo-Expand-Partnership-to-Support-High-Volume-Rideshare-Drivers-with-Fast-Reliable-Public-Charging.

Q. Please summarize your recommendations in this proceeding.

A. I recommend that the Commission:

- Approve Georgia Power's proposal to continue funding its make-ready program;
- Direct Georgia Power to develop and publish—as a compliance filing within 30 days following a final order in this case—updated make-ready program rules and requirements that expressly allow participation by third-party charging station owner-operators;
- Direct Georgia Power to develop and implement a transparent, points-based scoring rubric to prioritize make-ready program applications in collaboration with EV charging service providers and other industry stakeholders;
- Direct Georgia Power to allocate funds to make-ready program applications already received by the Company that meet the updated make-ready program rules and requirements;
- Direct the Company to develop, provide, and apply transparent siting criteria that include specific geographic minimum distances from an existing or proposed third-party EV charging station for its Community Charging program as described in my testimony such that new Company-owned charging stations appropriately complement the EV charging market rather than compete with private market participants;
- Direct the Company to provide a list of its proposed utility-owned stations, updated on at least a quarterly basis, to inform the public of locations it has identified as potential gaps in private charging deployment;
- Direct the Company to allow private sector providers the opportunity to develop a proposed station where the private sector charging provider informs the Company that it is building or intends to build a public charging station within the proposed limits of one of Georgia Power's proposed locations, and to remove the site from its Community Charging program;
- Direct the Company to develop a pricing proposal for its Community Charging program subject to stakeholder input—as a compliance filing within 30 days following a final order in this case—to align its Community Charging pricing with the competitive market, and;
- Approve Georgia Power's proposed Charge-It Electric Vehicle (CIEV) rider, but direct the Company to remove discriminatory restrictions on the availability of that rate and make the rate available to separately-metered charging stations installed before January 1, 2023.

II. BACKGROUND ON ELECTRIC VEHICLE CHARGING

Q. What is the purpose of this section of your testimony?

A. In this section of my testimony, I provide a brief overview of the EV charging landscape across the nation and in Georgia. More specifically, I summarize the different types of EV charging infrastructure, explain why it is important to broadly deploy public DCFC infrastructure, and describe the state of the nascent charging market in Georgia.

Q. Please describe the different types of EV charging infrastructure.

A. There are three main types of EV charging infrastructure, each with distinct capabilities:

- "Level 1" charging delivers electricity though a 120 volt plug and is most often used in homes through an existing conventional outlet;
- "Level 2" charging typically provides a full charge in 4 to 8 hours and is used in locations with longer dwell times, such as workplaces, homes, parks, or other destinations where drivers may spend several hours;
- Public or commercial Direct Current Fast Charging or "DCFC" is suited for quick charge needs in and around cities, towns, and suburbs and along high-traffic travel corridors. DCFC stations are located at or near places where drivers live, drive, and shop, including retail locations, restaurants, grocery stores, and other locations where an EV driver will spend usually under an hour of time. EVgo's primary interest in this case is the discussion of DCFC in Georgia Power's service territory.

Q. What types of needs does DCFC serve, and how does that impact station siting?

A. DCFC serves a variety of needs for EV drivers. In addition to providing a quick charge to EV drivers on longer road trips, public DCFC also plays an important role in serving EV drivers' primary charging needs in dense urban and suburban areas, where not every home

has dedicated parking. In fact, according to the International Council on Clean Transportation, apartment-dwelling EV drivers living in multi-unit dwellings (MUDs) rely on public charging stations to serve 50-80% of their charging needs.[4] Further, a study of EV charging data from the University of California – Los Angeles concluded that "[i]nfrastructure planners should also note MUD users' stronger preferences for DCFC locations near home" and "MUD residents who drive EVs are, on average, heavier users of DCFC than non-MUD residents."[5]

To effectively serve the different needs of EV drivers, therefore, it is important that DCFC be sited not only along high-traffic transit corridors, at service plazas, and at rest areas along interstates and along major highways (traditional DCFC deployments), but also in and close to areas with high concentrations of MUD residents, among other locations. Importantly, whether a DCFC is located along a transit corridor or in a dense urban area, siting DCFC in and around existing amenities (e.g., retail, grocery, restaurants) allows for charging to be integrated into everyday activities, which enhances the customer experience and facilitates EV adoption and use.

Q. Please provide an overview of the state of private sector investment in DCFC in Georgia.

A. The competitive market to build, own, and operate DCFC stations is robust and growing in Georgia. That infrastructure is essential in order to serve Georgia's EV market. As of June 2022, Georgia ranked number ten out of all states for most registered EVs.[6] The

[4] International Council on Clean Transportation, "Quantifying the Electric Vehicle Charging Infrastructure Gap Across U.S. Markets" at 9. (Jan. 2019). Available at: https://theicct.org/sites/default/files/publications/US_charging_Gap_20190124.pdf.
[5] "Evaluating Multi-Unit Resident Charging Behavior at Direct Current Fast Chargers." (Feb. 2021). Available at: https://innovation.luskin.ucla.edu/wp-content/uploads/2021/03/Evaluating-Multi-Unit-Resident-Charging-Behavior-at-Direct-Charging-Behavior-at-Direct-Current-Fast-ChargersCurrent-Fast-Chargers.pdf.
[6] Alternative Fuels Data Center, Electric Vehicle Registrations by State. Available at: https://afdc.energy.gov/data/.

Georgia Electric Vehicle Infrastructure Deployment Plan developed by the Georgia Department of Transportation (GDOT) notes Georgia is the leader in the Southeast with 4.4 EV registrations per 1,000 registered vehicles, and the market continues to grow.[7]

Q. Please describe the relationship between private EV charging service providers and site hosts.

A. The needs and preferences of site hosts (the entity on whose property the EV charging station is located, such as a grocery store or a retail shopping center) vary greatly. Reflecting the different needs of site hosts, the EV charging sector is similarly diverse and comprised of service providers whose purposes, business models, and relationships with site hosts vary significantly.

Under its owner-operator model, EVgo works with site host partners[8] across the country—such as gas stations, grocery stores, and shopping centers—that are interested in hosting EV charging stations on their premise but may not want to own the charging infrastructure themselves.[9] Those partners rely on experienced EV charging service

[7] Georgia Electric Vehicle Infrastructure Deployment Plan at 18. Available at: https://nevi-gdot.hub.arcgis.com/.
[8] EVgo's site host partners include chain retailers such as the Save Mart Companies and Wawa, and real estate developers such as CBL properties. *See* "EVgo Energizes New Station at Wawa in Philadelphia Bringing EVgo Chargers to 6 Stores Across the Convenience Retailer's Chain." (Mar. 10, 2022). Available at https://www.evgo.com/press-release/evgo-energizes-new-station-at-wawa-in-philadelphia-bringing-evgo-chargers-to-6-stores-across-the-convenience-retailer-s-chain/; "EVgo and The Save Mart Companies Expand EVgo Advantage™ Program Partnership, Introduce Promotions at Seven Additional Stores." (Mar. 16, 2022). Available at: https://www.evgo.com/press-release/evgo-and-the-save-mart-companies-expand-evgo-advantagetm-program-partnership-introduce-promotions-at-seven-additional-stores/; "EVgo and CBL Properties Partner to Expand Public Fast Charging at Retail Locations, Bringing Convenient Charging Amenities to Shoppers." (Jan. 27, 2022). Available at: https://www.evgo.com/press-release/evgo-cbl-properties-partner-expand-public-fast-charging-retail-locations-bringing-convenient-charging-amenities-shoppers/.
[9] EVgo also has a product called EVgo eXtend™ for site hosts who may prefer to own chargers. EVgo's first eXtend project will deploy 2,000 charging stalls at Pilot and Flying J locations across the country in collaboration with GM and Pilot Company. For more information, see: "EVgo Announces EVgo eXtend Project to Deploy High Power Fast Charging Access to Drivers Across the US." Available at https://www.evgo.com/press-release/evgo-announces-evgo-extend-project-to-deploy-high-power-fast-charging-access-to-drivers-across-the-us/.

providers, like EVgo, for the development, financing, ownership, and operations and maintenance of EV charging stations.

Q. Please summarize Georgia Power's proposals in support of EV charging in this case.

A. Georgia Power proposes to invest in utility infrastructure upgrades necessary to support EV charging ("make-ready" program),[10] proposes to invest in Company-owned charging stations ("Community Charging" program),[11] and proposes a new rate rider ("Charge It – Electric Vehicle" or "CIEV") that will support public commercial EV charging.[12] I will address each of these proposals in my testimony.

III. MAKE-READY PROGRAM

Q. What is "make-ready" infrastructure?

A. "Make-ready" infrastructure refers to the electrical equipment necessary to operate a charging station. This can include sub-panels, main-panels, conductors, wiring, transformers, and other equipment on both the customer- and utility-side of the meter.[13] Utility investments, or incentives for private investment, in make-ready infrastructure bolster market deployment of charging stations. Through make-ready programs, utilities might, for instance, invest in rate-based distribution upgrades and branch line extensions, while leaving investments in chargers, charger ownership, operation and maintenance, marketing, customer service, and network operation to experienced private sector providers. By approving make-ready programs, utility commissions can attract and

[10] Direct Testimony of Christopher C. Womack at 10.
[11] *Id*.
[12] Direct Testimony of Larry T. Legg at 16.
[13] *See* Georgia Power Company response to STF-LA-6-19a.

leverage private capital investment in charging infrastructure to provide ratepayer benefits.[14]

Q. Have make-ready programs been approved in other states?

A. Yes. Utility commissions have approved, and utilities have implemented, make-ready programs in numerous states across the country. The following are a handful of examples of those programs:

- In 2021, the Colorado Public Utilities Commission approved a $110 million Transportation Electrification Plan for Public Service Company of Colorado (dba Xcel Energy) with nearly $37 million allocated to commercial make-ready and more than $4 million allocated to commercial rebates.[15]

- Also in 2021, the New Mexico Public Regulation Commission approved the Public Service Company of New Mexico Transportation Electrification Program, which included $1.75 million in rebates for the installation cost of DCFC make-ready infrastructure for non-residential customers.[16]

- The State Corporation Commission of the State of Kansas approved Evergy Kansas' proposal for a $15.4 million program offering Commercial EV Charger Rebates that cover customer-side infrastructure and EV charger equipment costs for Level 2 and DCFC.[17]

Q. Please describe the Company's proposed make-ready program.

A. Georgia Power Company has an existing make-ready program, but according to the Company's website, funding for that program has been depleted, and new applicants are being placed on a waiting list "pending the approval of additional funds, if and when such funds are made available."[18] In this rate case, the Company proposes to significantly

[14] During the hearing, Company witnesses expressed that they expect the Company's EV proposals, including its make-ready proposal, to put downward pressure on rates.
[15] Colorado Public Utilities Commission, Proceeding No. 20A-0204E, Commission Decision Granting Application with Modifications (Jan. 11, 2021).
[16] New Mexico Public Regulation Commission, Case No. 20-00237-UT, Final Order Adopting Recommended Decision, at 3-4 (Nov. 12, 2021).
[17] State Corporation Commission of the State of Kansas, Docket No. 21-EMKA-320-TAR, Order (Dec. 6, 2021).
[18] *See* Georgia Power Make-Ready Program (accessed Oct. 13, 2022). Available at: https://www.georgiapower.com/business/products-programs/business-solutions/electric-transportation-business-programs/make-ready.html.

expand that popular program by investing an additional $81 million in make-ready infrastructure over three years (2023-2025).[19] Those investments will enable the growth of the competitive EV charging market in Georgia Power's service territory by reducing the upfront cost of installing charging stations. I strongly support the Company's proposed expansion of its make-ready program.

Q. How is Georgia Power's make-ready program structured?

A. Through its make-ready program, Georgia Power installs, energizes, owns, and operates make-ready infrastructure, up to but not including the charging equipment.[20]

Q. Please summarize the eligibility requirements associated with Georgia Power's make-ready program.

A. Georgia Power states that its make-ready program is available to all existing Georgia Power commercial and industrial customers.[21] However, Georgia Power does not and will not offer make-ready funding to third-party EV charging service providers locating a charging station on a site host's[22] property, even if that third-party EV charging service provider is a Georgia Power "customer of record," meaning the entity paying the utility bill.[23] Instead, the Company will *only* make make-ready funding available to the site host.

Q. Does the Company explain why it will only allow site hosts to receive funding through its make-ready program, and not third-party owner-operators?

A. No, the Company does not, whether in its testimony nor in its existing program terms and conditions. According to the Company's September 2022 internal make-ready standards

[19] *See* Georgia Power Company response to STF-LA-6-19(a).
[20] *See* Georgia Power Company response to STF-LA-6-20.
[21] *See id*., *see also* STF-LA-6-20 Attachment A (ET Make Ready Infrastructure Program Terms and Conditions).
[22] A "site host" is the owner of the premise on which a charging station is located.
[23] It is important to note that a customer of record may be the site host or an EV charging service provider. EVgo is the customer of record at its charging locations in Georgia Power's service territory.

document, however, the Company appears to take the view that allowing third-party EV charging service providers to participate in the make-ready program would "subsidize charging companies' business models."[24] The Company's standards document also appears to amend its existing practice of allowing third-party EV charging service providers to establish a customer account. It states: "Georgia Power will not establish a new account in a charging company's name that is located on a Georgia Power customer's premise. The billing account must be in the name of the premise customer."[25] The legal basis by which Georgia Power proposes to deny electric service to EVgo is not elucidated in this internal document nor is it justified.

Q. Do you have any concerns with the Company's make-ready program eligibility requirements?

A. Yes. The Company's approach excludes an important segment of the EV charging market—specifically the owner-operator model—which is responsible for 77% of the DCFC deployed nationally today.[26] Excluding EV charging service providers with deep technical experience regarding the installation, operation, and maintenance of EV charging stations from the Company's make-ready program not only risks undermining the program by shutting out the primary mechanism by which DCFC is deployed nationally, but it also undermines customer choice. That is because Georgia Power's eligibility requirements make it harder for Georgia Power's customers to choose to work with EV charging service providers who are owner-operators—without access to make-ready funding through the Company's program, the economics of those deployments are challenged.

[24] *See* Georgia Power Company response to STF-LA-6-20, Attachment B at 2.
[25] *Id*.
[26] *See* Alternative Fuels Data Center, Alternative Fueling Station Locator (Accessed Oct. 19, 2022). Available at: https://afdc.energy.gov/stations/#/analyze.

Further, the Company's practice of investing in make-ready infrastructure *only* where the applicant is the site host and excluding applicants that are third-party owner-operators of charging stations on the premises of other Georgia Power commercial or industrial customers, is arbitrary. Whether the customer of record is a site host, a third-party charging provider, or an owner-operator of EV charging should have no bearing on whether the station is eligible for funding for make-ready infrastructure through the Company's program, and indeed, under the owner-operator model, the EV charging service provider, not the site host, is more likely to be the customer of record on the electricity bill. Nor should it determine whether these competitive offerings will or will not be served by the utility.

In my experience reviewing utility programs across the country, I have not come across any other make-ready program that limits participation to site hosts, and excludes third-party owners and operators, the most predominant model for DCFC deployment, as Georgia Power proposes to do. Georgia Power has not offered any rational reason to support the limitation. Georgia Power's make-ready program should agnostically foster a competitive charging market, not pick winners and losers. I would refer the Commission to Xcel Energy's EV Charging programs in both Colorado[27] and New Mexico[28] as examples of programs with more typical eligibility requirements. These programs allow any applicant (the site host or an EV charging owner-operator) to own, lease, or operate

[27] *See* EVgo Exhibit 1, Xcel Energy Colorado Electric Vehicle Community Charging Hub and Public Charging Customer Service Agreement, available at https://www.xcelenergy.com/staticfiles/xe-responsive/Marketing/community-charging-hubs-and-public-evsi-agreement.pdf.
[28] *See* EVgo Exhibit 1, Xcel Energy New Mexico Electric Vehicle Public Charging Customer Service Agreement, available at https://www.xcelenergy.com/staticfiles/xe-responsive/Marketing/nm-public-charging-customer-agreement.pdf.

EV charging equipment at the site host premise, and separately meter all load associated with charging equipment.[29]

Q. How should the Company modify its make-ready program eligibility requirements in order to enable a competitive EV charging market?

A. The Company should expressly allow third-party owner-operators to participate in its make-ready program. This would ensure that the program is business model-agnostic and enables a level playing field. The Company should clearly state in the make-ready program's rules and requirements that the applicant must be the "customer of record" for the EV charging station, and that the customer of record can be the site host or the EV charging service provider that owns and operates the EV charging station. Further, the Company should clarify that it will install a separate meter for the EV charging station, and to the extent that the EV Charging station is owned and operated by an EV service provider, establish a new account for that EV charging station. Finally, the Commission should direct the Company to provide, as a compliance filing within 30 days of a final Order in this proceeding, its updated make-ready program rules and requirements. This would help ensure that both the Commission and prospective applicants have a clear understanding of those requirements.

When Georgia Power's make-ready program was initially approved in its 2019 rate case, the Company failed to transparently disclose its program rules and requirements to the Commission and prospective applicants, leading program applicants to (erroneously) believe that the program's eligibility requirements resembled those that are typical of other

[29] *See* Exhibit CM-1 (Xcel Energy Colorado Electric Vehicle Community Charging Hub and Public Charging Customer Service Agreement).

make-ready programs across the country. The Commission should seek to avoid any confusion over program rules and requirements this time around.

Q. Do you have any further recommendations regarding Georgia Power's make-ready program?

A. Yes, to the extent the Company is looking to prioritize make-ready applications and optimally leverage any approved make-ready funding, I would recommend that Georgia Power develop (and implement) a transparent, points-based scoring rubric to prioritize applications in collaboration with EV charging companies and other industry stakeholders. This would help ensure that applicants are aware of the characteristics by which their applications will be evaluated ahead of time and will help applicants tailor site applications accordingly.

Q. Please summarize your recommendations with respect to the proposed make-ready program.

A. I recommend that the Commission:

- Approve Georgia Power's proposal to continue funding its make-ready program;
- Direct Georgia Power to develop and publish—as a compliance filing within 30 days following a final order in this case—updated make-ready program rules and requirements that expressly allow participation by third-party charging station owner-operators;
- Direct Georgia Power to develop and implement a transparent, points-based scoring rubric to prioritize make-ready program applications in collaboration with EV charging service providers and other industry stakeholders, and;
- Direct Georgia Power to allocate funds to make-ready program applications already received by the Company that meet the updated make-ready program rules and requirements.

III. COMMUNITY CHARGING PROGRAM

Q. Please describe the Company's Community Charging program.

A. Through the Community Charging program, Georgia Power installs and maintains public charging infrastructure at select sites in its service territory.[30]

Q. What does the Company propose with respect to its Community Charging program in this proceeding?

A. Georgia Power proposes to invest $3 million per year between 2023-2025 on community charging stations, totaling an additional 33 stations—more than doubling the Company's current deployments through its Community Charging program.[31]

Q. Please describe how utility-owned infrastructure programs like the Community Charging program can complement rather than hinder the efforts of private market participants.

A. Both utility programs and private investment are important and complementary for creating a robust, balanced and competitive market for EV charging that will lead to increased EV adoption over the long term.

Q. Will the Company's Community Charging stations compete with charging stations installed by the private market?

A. Ultimately, this depends on their location, pricing, and quality of service. The Company does state that it "primarily operates [the Community Charging] program as a provider of last resort to provide public DC fast charging options for EV drivers in areas that lack public DC fast charging investments."[32] During the hearing, Company witnesses

[30] *See* STF-HR-1-3 Reference, p. 2.
[31] Georgia Power Company Response to STF-LA-6-17.
[32] Georgia Power Company response to STF-LA-6-16e.

emphasized that Georgia Power intends to focus its Community Charging deployments in areas that the private market is unlikely to serve ("charging deserts").

Q. How does the Company identify sites for its Community Charging program?

A. The Company states that it "takes several inputs into consideration when determining a new site location: customer interest; other EV charging service providers' plans; and alignment with the Community Charging program design."[33] In order to determine whether the competitive market is likely to serve that new site location, the Company asserts that it consults publicly available information such as the PlugShare EV Charging Station Map (www.plugshare.com), which provides some information regarding future plans of EV charging service providers.[34]

Once the general location of a prospective new site is identified, the Company states that it considers site-specific information to identify and select a specific location. The Company explains:

> To help in final site identification, the Company developed three major categories with weighting measures and ratings (1-3) with 3 as the highest. An overall weighted score of 2 or higher qualifies as a prospective new EV charging site through this process. The criteria require new EV charging sites installed through the Community Charging program must be safe, accessible, and equitable.
>
> - **Safe**: EV drivers need to feel safe when they are charging. Criteria in this category include visibility from the roadway, presence of secure & sufficient lighting, and the operating hours of the business location.
> - **Accessible**: EV drivers need sites to be accessible for EV charging. Criteria in this category include proximity to travel

[33] Georgia Power Company response to STF-LA-6-16a.
[34] *Id*.

corridors and amenities as well as whether the charger itself would be publicly accessible at all times.

- **Equitable**: Within reasonable expectation, new EV charging sites should not interfere with other public charger networks and should meet a public need for EV charging without creating excessive costs for installation. Criteria in this category include proximity to other existing or anticipated public direct current (DC) fast charging sites, the income-level of the community where the new site would be located, and the cost to serve the site.[35]

Q. How do you respond to the Company's process for identifying specific Community Charging locations?

A. The Company's criteria include "proximity to other existing or anticipated public direct current (DC) fast charging sites." This criterion is important and will help mitigate the competitive risks of the Community Charging program. However, as stated it is a purely subjective, qualitative determination – effectively not subject to Commission oversight and not possible for third parties to incorporate into their own planning. In addition, the National Electric Vehicle Infrastructure (NEVI) program apportions approximately $135 million in formula funding to the Georgia Department of Transportation (GDOT) over five years, with the first two years focused on designated alternative fuel corridors.[36] The Company has stated that it will ensure its Community Charging sites do not "overlap" with any future NEVI-funded sites,[37] but has not explained how it will do so.

[35] *Id*.
[36] *See* Georgia EV Infrastructure Deployment Plan at 1-2 (Aug. 2022).
[37] Georgia Power Company response to STF-PIA-12-1d.

I recommend that Georgia Power establish transparent, publicly-available siting criteria that empirically assess whether a prospective Community Charging site is underserved by the private market.

Q. How have utilities in other jurisdictions identified charging locations that are not likely to be served by the private market and that are therefore appropriate for utility-owned charging deployments?

A. Utility commissions and utilities have broadly recognized the importance of balancing utility ownership of charging stations with private investment. For example, in Arizona, Arizona Public Service (APS) proposed to limit competition with privately-owned charging stations by applying a geographic buffer around existing stations. APS proposed only three to five locations, all of which were an average of 63 miles from a privately owned DCFC station.[38] Similarly, in Colorado, Xcel Energy sets a 10 mile minimum geographic buffer around its utility-stations located outside of urban areas, and seeks to maximize the distance from other stations.[39] In New Jersey, the Board of Public Utilities (BPU) found that there are narrow instances where it is appropriate for utilities to own and operate charging stations as a provider of "last resort," and gives utilities an opportunity to affirmatively petition the BPU to own stations in locations where the private market has not developed a charging station within 12 to 18 months following program initiation.[40]

[38] *See* Arizona Corporation Commission, Docket No. E-01345A-19-0236, EVgo's Direct Testimony of Sara Rafalson (Oct. 2, 2020).
[39] *See* Colorado Public Utilities Commission, Proceeding No. 20A-0204E, Report on Process and Siting for Xcel Energy DCFC Stations at 6 (Dec. 2021).
[40] *See* N.J. Board of Pub. Utils. Docket No. QO20050357, Order Adopting the Minimum Filing Requirements for Light-Duty, Publicly-Accessible Electric Vehicle Charging at 21 (Sep. 23, 2020).

Q. What siting criteria do you recommend Georgia Power apply in order to determine whether a prospective Community Charging site is underserved by the private market?

A. I recommend that Georgia Power place Community Charging stations only either where it can show there is no competing >50 kilowatt fast charging within a 15 minute drive in a metropolitan area, or within 25 miles on a highway corridor. Additionally, Georgia Power should provide a list of its proposed utility-owned stations, updated on at least a quarterly basis, to inform the public of locations it has identified as potential gaps in private charging deployment. If a private sector charging provider informs the Company that it is building or intends to build a public charging station within the proposed limits of one of Georgia Power's proposed locations, the Company should allow the private sector provider the opportunity to develop its proposed station, subject to certain progress requirements and should remove the site from its Community Charging program.

Q. Do you have any concerns with the Company's pricing for its Community Charging stations?

A. Yes. The Company has provided no information regarding the pricing it expects to set for charging stations developed under the Community Charging program, nor has it provided any information on how the pricing for current Company-owned stations is set. Based on publicly available information, Georgia Power charges EV drivers $0.25 per minute to charge at its existing DCFC stations.[41] It is unclear if that price will change in the future and if that pricing will remain for this next set of deployments, if approved.

[41] *See* PlugShare. Available at: https://www.plugshare.com/; *see also* Georgia Power Community Charging Program. Available at: https://www.georgiapower.com/business/products-programs/business-solutions/electric-transportation-business-programs/community-charging.html.

Q. How do you recommend Georgia Power determine pricing for its Community Charging stations?

A. Should the Company's Community Charging program be approved, I recommend that the Company develop a market analysis to inform its pricing and ensure it is in line with what third-party charging providers offer in the state of Georgia. The Colorado Public Utilities Commission instituted a similar process for Xcel-owned DCFC stations to ensure that the utility set pricing that did not undercut pricing by the private market,[42] which includes a number of other ongoing costs in addition to electricity.[43] The Company should file a pricing proposal with the Commission based on that market analysis, and give stakeholders and the Commission an opportunity to review and provide input on that proposal.

Q. Please summarize your recommendations with respect to the Community Charging program.

A. I recommend that the Commission:

- Direct the Company to develop, provide, and apply transparent siting criteria that include specific geographic minimum distances from an existing or proposed third party EV charging station for its Community Charging program as described above such that new Company-owned charging stations appropriately complement the EV charging market rather than compete with private market participants;

- Direct the Company to provide a list of its proposed utility-owned stations, updated on at least a quarterly basis, to inform the public of locations it has identified as potential gaps in private charging deployment;

- Direct the Company to allow private sector providers the opportunity to develop a proposed station where the private sector charging provider informs the Company that it is building or intends to build a public charging station within the proposed limits of

[42] *See* Colorado Public Utilities Commission, Proceeding No. 21AL-0494E, Commission Decision Granting, in Part, Exceptions to Recommended Decision No. R22-0378 and Requiring Compliance Filing, at 5 and 11 (Aug. 3, 2022).
[43] *See* EVgo, The Costs of EV Fast Charging Infrastructure and Economic Benefits to Rapid Scale-Up (explaining that "[w]hile electricity remains the largest cost driver, the full stack of costs also includes equipment at the early stage of a technology adoption curve, construction and installation costs, ongoing networking and maintenance costs, among other factors."). Available at https://www.evgo.com/white-papers/costs-ev-fast-charging-infrastructureeconomic-benefits-rapid-scale-up/.

one of Georgia Power's proposed locations, and to remove the site from its Community Charging program, and;

- Direct the Company to develop a pricing proposal for its Community Charging program subject to stakeholder input—as a compliance filing within 30 days following a final order in this case—to align its Community Charging pricing with the competitive market.

IV. CHARGE IT – ELECTRIC VEHICLE RIDER

Q. Please describe Georgia Power's proposed Charge It – Electric Vehicle rate rider.

A. As Company witness Legg explains, the Charge It – Electric Vehicle (CIEV) rider will:

> "modify how the Power & Light tariffs price commercial EV charging loads. Specifically, the new Charge It rider will modify the monthly billing demands by using Billing Demand Adjustment Factors as specified in the tariff. Charge It is a temporary rider that will expire either at the end of 48 months or when the rolling 12-month load factor for the account reaches 15% or greater – whichever comes first. Participation in Charge It is available to new, separately metered charging loads that are served on Georgia Power's system after January 1, 2023."[44]

Q. How can the CIEV rider complement the make-ready program to enable a competitive charging market?

A. The CIEV rider is a well-structured rate that offers an excellent opportunity to encourage additional investment in EV charging infrastructure if implemented appropriately, and EVgo commends Georgia Power for this aspect of its proposal. The procurement of power represents a significant portion of operating costs borne by EV charging operators, so the availability of Commercial EV rates – rates that account for the uniqueness of DCFC loads – factors into the decision making for developing new charging stations. In particular, the demand charge component of traditional commercial rates can present a barrier to increased deployment of public DCFC infrastructure. The CIEV rider lowers that barrier

[44] Direct Testimony of Larry T. Legg at 17.

by reducing the demand charge borne by public DCFC operators for a limited period of time. The CIEV rider can therefore be a valuable catalyst for greater investments in EV charging infrastructure.

Typically, in well designed and comprehensive utility EV charging programs, both EV rates and make-ready are complementary programs. They work hand in hand because each program addresses different aspects of the economics of public charging. In the examples of successful make-ready programs discussed previously, many of these utilities have both a make-ready program and EV rates.[45] Therefore, it is essential that both the Make-Ready program and CIEV rider work in parallel and complement each other. This is easily achieved when they have consistent eligibility requirements. Both programs are essential and complementary pieces of a comprehensive transportation electrification program and are not interchangeable. Unfortunately, as proposed, the CIEV rider will be broadly available to new, separately-metered charging stations, whereas the make-ready program will be limited to a subset of charging station deployments (as discussed above). This misalignment risks compromising the value of both program offerings; the CIEV rate is unlikely to realize its full potential unless Georgia Power makes its make-ready program more broadly available, and vice-versa.

Q. Do you recommend any modifications to the CIEV rider?

A. Yes. I recommend that Georgia Power make the rate available not only to new, separately metered charging loads as it proposes, but also to charging stations placed in service before January 1, 2023.

[45] *See* Colorado Public Utilities Commission, Proceeding No. 20A-0204E, Commission Decision Granting Application with Modifications (Jan. 11, 2021); New Mexico Public Regulation Commission, Case No. 20-00237-UT, Final Order Adopting Recommended Decision (Nov. 12, 2021); State Corporation Commission of the State of Kansas, Docket No. 21-EMKA-320-TAR, Order (Dec. 6, 2021).

Q. Why is it important that the Company make the CIEV rider available to both existing and new charging stations?

A. Doing so will help ensure that all similarly-placed charging stations in Georgia Power's service territory (charging stations with low load factors) have equal and non-discriminatory access to the beneficial rate. Importantly, in limiting the availability of the rider to stations with a rolling 12-month load factor of 15% or less as proposed, the Company can ensure that stations with higher utilization rates will not receive a demand charge discount.

Q. Please summarize your recommendations with respect to the CIEV rider.

A. I recommend that the Commission extend the availability of the CIEV rider to separately-metered charging stations installed before January 1, 2023. Further, I recommend that the Commission view both the CIEV rider and Georgia Power's make-ready program as complementary tools to catalyze the development of public charging infrastructure in the Company's service territory, each of which should be made broadly available in order to spur market uptake.

V. CONCLUSION

Q. Please summarize your recommendations to the Commission.

A. I recommend that the Commission:

- Approve Georgia Power's proposal to continue funding the make-ready program;
- Direct Georgia Power to develop and publish—as a compliance filing within 30 days following a final order in this case—updated make-ready program rules and requirements that expressly allow participation by third-party charging station owner-operators;
- Direct Georgia Power to develop and implement a transparent, points-based scoring rubric to prioritize make-ready program applications in collaboration with EV charging service providers and other industry stakeholders;

- Direct Georgia Power to allocate funds to make-ready program applications already received by the Company that meet the updated make-ready program rules and requirements;

- Direct the Company to develop, provide, and apply transparent siting criteria that include specific geographic minimum distances from an existing or proposed third-party EV charging station for its Community Charging program as described in my testimony such that new Company-owned charging stations appropriately complement the EV charging market rather than competing with private market participants;

- Direct the Company to provide a list of its proposed utility-owned stations, updated on at least a quarterly basis, to inform the public of locations it has identified as potential gaps in private charging deployment;

- Direct the Company to allow private sector providers the opportunity to develop a proposed station where the private sector charging provider informs the Company that it is building or intends to build a public charging station within the proposed limits of one of Georgia Power's proposed locations, and to remove the site from its Community Charging program;

- Direct the Company to develop a pricing proposal for its Community Charging program subject to stakeholder input—as a compliance filing within 30 days following a final order in this case—to align its Community Charging pricing with the competitive market, and;

- Approve Georgia Power's proposed CIEV rider, but direct the Company to remove discriminatory restrictions on the availability of the CIEV rider and make that rate available to separately-metered charging stations installed before January 1, 2023.

Q. Does this conclude your direct testimony?

A. Yes.

BEFORE THE PUBLIC SERVICE COMMISSION

STATE OF GEORGIA

In Re:	:	
	:	
GEORGIA POWER COMPANY'S	:	**DOCKET NO. 44280**
2022 RATE CASE	:	
	:	

CERTIFICATE OF SERVICE

I hereby certify that I have served the following parties with the foregoing Direct Testimony of Colin Murchie on behalf of EVgo Services, LLC via electronic mail as follows:

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