

## APPENDIX A PUBLIC PARTICIPATION PLAN FOR THE 2021 IRP

April 1, 2020

### Introduction

An Integrated Resource Plan (IRP) is a plan developed by utilities to outline how the utility intends to meet projected energy demand over 20 years. Starting in 2021, the IRP also establishes the capacity need, energy need and the renewable/non-emitting energy need to meet Renewable Portfolio Standards and the Clean Energy Transformation Act (CETA), which requires utilities to obtain their energy from sources free of greenhouse gas emissions (GHGs) by 2045. Through upcoming updated rules, Puget Sound Energy (PSE) is required to file an electric and gas IRP every four years with the Washington Utilities and Transportation Commission (WUTC).

Public engagement is a required part of developing an IRP. PSE informs the public of components of the IRP process, and works with stakeholders to receive feedback on IRP inputs and the IRP draft. This plan outlines PSE's planned process for public participation for the 2021 IRP.

### Background

PSE has worked with stakeholders to receive feedback on plan components as part of the development process for previous IRPs. During previous processes, PSE received feedback requesting they provide stakeholders with a clearer understanding of where stakeholders can influence PSE decisions and IRP outcomes. Those stakeholders wanted to know when PSE was providing information to keep the public informed, when PSE would like feedback from stakeholders on their work, and when PSE needed suggestions and insight from stakeholders to make decisions, and what the outcomes of those decisions would be.

The WUTC directed PSE to develop a public participation plan for the 2021 IRP which clarifies the role the public will play in the development of the IRP. This will be a foundation for public participation plans for future IRP processes, which will have a longer timeline for reaching out to and involving stakeholders. Future WUTC rulemaking may further clarify future public participation plan formats and requirements.

To develop the 2021 IRP, PSE will engage the public by informing stakeholders of plan components as they are developed, requesting feedback from stakeholders on project components at key decision points, and consulting with stakeholders to gain input from industry experts and interest groups. This process will follow methodology from the International Association for Public Participation (IAP2) for designing and implementing effective public involvement processes.

### Stakeholder identification

To begin planning for IRP public participation, the project team participated in a workshop led by EnviroIssues, a public participation consulting firm. At the workshop, the project team identified possible audiences and stakeholders who may be interested in or impacted by the IRP. The team then brainstormed possible issues, concerns and aspirations the various audiences may have regarding the IRP and its implementation. The technical team and EnviroIssues then worked to correlate those audiences and issues, tracking which issues may be most important to each audience.

The correlation was used to identify the level of impact the IRP could have on each audience. The audiences were then sorted into categories and prioritized by the relative level of impact and/or interest for each audience. The assessment resulted in three tiers of stakeholders: primary, secondary and tertiary. The team was careful to recognize that the assessment was only a snapshot and that ongoing adjustments and clarifications would be necessary throughout the process as more was learned from different audiences and as audiences became more or less interested throughout the process.

## **Stakeholder prioritization tiers determined by the IRP team**

### **Primary stakeholders**

- Internal PSE groups whose work is directly impacted by IRP results
- Energy regulatory groups
- Government representatives
- Highly vulnerable populations and their advocates
- Energy sector developers and producers
- Energy councils and coalitions directly impacted by IRP results
- Environmental groups previously involved in stakeholder processes
- Community groups previously involved in stakeholder processes
- PSE ratepayers

### **Secondary stakeholders**

- Internal PSE groups who experience fewer impacts from IRP results
- Environmental groups not previously involved in stakeholder processes
- Community groups not previously involved in stakeholder processes
- Energy sector organizations indirectly impacted by IRP results
- Labor organizations in energy industries

### **Tertiary stakeholders**

- Internal PSE groups who do not experience direct impacts from IRP results
- Community groups with an indirect interest in IRP results
- Land use interest groups
- Customer groups with indirect impacts from IRP results

The following principles of participation apply to the stakeholder tiers:

All stakeholders (primary, secondary and tertiary) are informed about all participation opportunities (information techniques)

All stakeholders (primary, secondary and tertiary) are welcome to participate in all participation opportunities

Primary stakeholders are specifically invited to participate in engagement opportunities

## **Goals for public participation**

After identifying the stakeholders for the 2021 IRP, the project team worked to identify the level of influence stakeholders can have on the IRP and used this influence to develop participation goals for the overall public participation process. IAP2 uses a framework for the level of influence stakeholders can have in a public process called the Spectrum of Public Participation ([Spectrum](#)). To determine the location of stakeholders on this spectrum, the project team considered how stakeholder input will be used, what stakeholder input can change, and how stakeholder input will affect the subsequent planning processes in the long term.

The levels of engagement used on the IAP2 Spectrum are defined as follows:

**Inform** - To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.

**Consult** - To obtain public feedback on analysis, alternatives and/or decision.

**Involve** - To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

**Collaborate** - To partner with the public in each aspect of the decision including the development of alternatives and the preferred solution.

**Empower** - To place final decision-making in the hands of the public.

Given time constraints for the 2021 IRP and the use of established technical methodology to complete the 2021 IRP, the team elected to *inform* stakeholders of IRP progress at key decision points, and to *consult* and *involve* groups of stakeholders to provide input on certain IRP components throughout the process.

During the 2021 IRP, PSE promises to:

- Keep stakeholders informed of the IRP process, draft and filings to assist them in understanding the IRP.  
Listen to and acknowledge concerns and aspirations from highly impacted stakeholders and to demonstrate how public feedback influenced decisions.

## Key messages

During the 2021 IRP process, PSE is focused on the following key messages:

- PSE is developing a plan that identifies how we provide cost-effective electricity to our customers for the next twenty years. The plan helps guide investments in acquiring energy to ensure customer needs are met, while also considering social and environmental concerns.
- PSE believes stakeholder input can and should improve the 2021 IRP and will clearly identify where and how stakeholder input can inform the plan.
- Requirements in the Washington State Clean Energy Transformation Act will be reflected in the 2021 IRP, including development of a 10-year Clean Energy Action Plan.
- The IRP will carefully consider the impacts of various conservation and energy resources against the needs and barriers faced by low-income and other vulnerable communities.
- Informing, involving and consulting stakeholders will help ensure that a comprehensive set of elements are considered in developing the IRP.
- PSE is working to integrate the IRP process with the Delivery System Planning process so stakeholders understand the interconnection and can easily participate in both.
- PSE will be seeking input on how to improve stakeholder involvement in future plans.

## IRP milestones, public participation objectives and techniques

The IAP2 framework for effective public participation identifies the need for strong linkages and integration of public participation and technical work. In order to identify the key project milestones and decision points where stakeholders should be informed, or where PSE should work with stakeholders to receive input on project components, EnviroIssues worked with the IRP technical team in a second workshop to align technical work with specific participation objectives and place them on the IRP development timeline. Clear objectives then lead to selection of participation techniques (Table 1) that will allow PSE to meet those objectives. The following tables describe how the coordination of project milestones, participation objectives and techniques align (Table 2) and when stakeholders will have opportunities to provide input and feedback to specific IRP topics (Table 3).

**Table 1 - Proposed techniques**

Techniques to be used for the 2021 IRP public participation process are detailed in the table below. As the process unfolds, technique selection and application may be modified depending on the needs of PSE and/or different audiences.

Technique	Description/Function/Purpose	Technique Evaluation (what will be monitored)
Web Page	The project web page will be a key tool for providing information, project updates, study results, invitations, technical documents, summaries of workshops, etc.	Website analytics, including time spent on site, pages visited, trends in visits over time.
Online Comment Form	The web page will include a comment form, fostering two-way communication	Number of comment forms submitted, comment contents (on point to the project, uninformed, etc.)
Interviews	These are typically one-to-one or group conversations. They will be initially conducted with known interested parties and later may be conducted with newly engaged parties.	Quality of information gained. Quality of relationship forged/reinforced. Willingness of participants to engage.
Project Fact Sheet	This is a basic overview of the project that can be left behind after interviews and made available on the web. New editions can be created as needed.	Reader feedback reflected in stakeholder conversations.
Project Update Emails	Update emails are synopses of project status and can serve as invitations to participate. They are written as a regular email to demonstrate personalization to the intended audience. They are distributed electronically via email. They can be sent on a schedule or as dictated by project milestones.	Analytics from distribution system.
E-newsletter	E-newsletters are brief, high-level summaries of project activities. They can take the form of a newsletter, formatted email, or blog. They are distributed electronically via email listserv and/or social media. They are also posted on the website. They can be used to drive participants to the website, webinars or other project activities. They can be sent on a schedule or as dictated by project milestones.  Participants will be invited to join a project email list to be kept up to date on the project and on opportunities to participate.	Analytics from distribution system. Number of email list sign-ups. Geographic spread of signups across the project area.
Consultation Update	This is a brief summary of a consultation activity (e.g. webinar, workshop, etc.), the feedback received, and demonstrates how PSE has responded to the feedback and if/how PSE has incorporated the feedback into the IRP activity discussed.	Consistency of use of the technique. Feedback from stakeholders after dissemination of a consultation update.

Technique	Description/Function/Purpose	Technique Evaluation (what will be monitored)
Topical briefing sheet	This is a focused description of a specific technical aspect of the IRP. It is intended to help highly interested stakeholders gain a deeper understanding of elements of the technical approach to developing the IRP.	Utility of information based on stakeholder feedback after dissemination.
Organizational Briefings	These are presentations available to small groups of stakeholders (established groups, clubs, councils, etc.) They support dissemination of accurate information and can support 2-way communication with interested parties.	Number of people attending. Number of briefings requested. Feedback from attendees.
Meetings and Workshops	These are in-person gatherings of interested parties coming together to discuss the designated IRP topic(s). Attendees may be organized into small groups to support discussions and dialog. They allow interested parties to provide input and/or engage in dialog with the project team and each other on the designated topics. (These can be converted to Zoom meetings if necessary.)	Attendance by targeted audiences. Quality of dialogue between participants and staff. Understanding of project goals, parameters and constraints.
Zoom meetings	These are online gatherings of interested parties coming together to discuss the designated IRP topic(s). Discussions may be in large sessions or organized into small breakout sessions to support dialog. They allow interested parties to provide input and/or engage in dialog with the project team and each other on the designated topics from their own location.	Attendance by targeted audiences. Quality of dialogue between participants and staff. Understanding of project goals, parameters and constraints.
Informational Webinar	Informational webinars are online information sessions that allow presenters to share technical information and field audience questions via open phone lines or chat boxes.	Attendance by targeted audiences. Web analytics. Quality of questions asked.
Feedback Webinar	Online information sessions that allow presenters to share technical information and that provide mechanisms for participants to provide comments and questions via open phone lines, chat boxes, embedded surveys, etc.	Attendance by targeted audiences. Web analytics. Quality of questions asked.

**Table 2 – Milestones, objectives and techniques**

Some participation techniques are identified as directed at Primary stakeholders. In accordance with stated stakeholder principles, all stakeholders are welcomed to participate in all techniques as their interest dictates. Participation objectives are organized by engagement technique at each milestone step.

Project milestones	Participation objectives – Stakeholders will...	Techniques for Informing, Consulting and Involving
<p><b>A. Define the decision:</b> PSE shares information with stakeholders on the initiation of the 2021 electric and gas IRP processes, including the scope of the IRP, how the process has changed for the 2021 IRP, and how stakeholder input will be reflected in the IRP and its implementation.</p>	<ol style="list-style-type: none"> <li>1. Be aware of the planning process.</li> <li>2. Understand how they will be involved in the planning process.</li> <li>3. Understand the scope of the IRP.</li> <li>4. Understand what’s the same and what’s different from the previous IRP efforts based on regulatory guidance.</li> <li>5. Understand how PSE is changing the way they plan and implement public involvement in the IRP.</li> <li>6. Understand how the role of the delivery system planning (DSP) is incorporated in the IRP.</li> <li>7. Be aware of the DSP process and how decisions are made.</li> <li>8. Understand why they should be aware and involved in the process.</li> <li>9. Understand the difference between the draft resource plan, Clean Energy Action Plan and Clean Energy Implementation Plan.</li> </ol>	<p><b>Inform techniques:</b>            Introductory email (P)            Consultation update #1 (P)            Briefings (offer availability; not solicit) (P)            E-newsletter #1 (P,S,T)            PSE web page update (P,S,T)            IRP fact sheet (P,S,T)</p>
<p><b>B. Gather information:</b> PSE develops baseline assumptions with stakeholder input. PSE shares the electric and gas data and methodologies they plan to use to inform the 2021 IRP.</p>	<ol style="list-style-type: none"> <li>10. Share how they prefer to be involved and their primary interests with the plan.</li> <li>1. Know what data/information PSE is proposing to use to inform the IRP and DSP (baseline assumptions).</li> <li>2. Understand the social cost of carbon model outcomes and associated constraints.</li> <li>3. Understand the social cost of carbon methodology PSE is planning to use.</li> <li>4. Understand upstream emission rate model outcomes.</li> <li>5. Understand the outcome of the stakeholder input on the electric price forecast.</li> <li>6. Be aware that PSE will use the corporate electric and gas load forecast as the basis for decision making.</li> <li>7. Know how the corporate electric and gas load forecast is used in DSP and determining need.</li> <li>8. Know what information from DSP is used in the IRP analysis (DERs to meet system needs).</li> <li>9. Know what baseline assumptions will be used to inform DSP process.</li> <li>10. Know what gas price forecast is used.</li> </ol>	<p><b>Consult techniques:</b>            Stakeholder interviews (P)</p> <p><b>Inform techniques:</b>            Project update email #1 (P)            Consultation update #2 and 3 (P)            Topical information sheet #1 (P)            Briefings (offer availability; not solicit) (P)            E-newsletter #1 and 2 (P,S,T)            PSE web page update (P,S,T)            IRP fact sheet (P,S,T)</p>

Project milestones	Participation objectives – Stakeholders will...	Techniques for Informing, Consulting and Involving
	<ol style="list-style-type: none"> <li>11. Share input on why PSE should be utilizing the high social cost of carbon.</li> <li>12. Share their aspirations on upstream emission rates.</li> <li>13. Share their input on generic resource costs.</li> <li>14. Share input with PSE on how to account for transmission availability with restricting resource builds.</li> <li>15. Share their input on incorporating clean energy policies in baseline assumptions to inform the electric price forecast.</li> </ol>	<p><b>Consult techniques:</b>            Zoom meeting #1 (P)            Zoom meeting #2 (series with stakeholder subgroups) (P)            Feedback webinar #1, 2 and 3 (P)</p>
<p><b>C. Develop criteria:</b> Know what standards and criteria PSE will use to evaluate options. Understand the tradeoffs to be considered. Develop criteria that inform the final plan.</p>	<ol style="list-style-type: none"> <li>1. Understand the peak capacity need and the capacity contributions used to evaluate resources.</li> <li>2. Understand that PSE will model 80% and 100% renewable portfolio targets.</li> <li>3. Understand what gas resource alternatives PSE plans to use.</li> <li>4. Understand the DSP alternatives and changes to incorporate non-wire/pipe alternatives, tradeoffs to evaluate criteria and understand how they impact the IRP.</li> </ol>	<p><b>Inform techniques:</b>            Project update email #2 and 3 (P)            Consultation update #4, 5 and 7 (P)            Informational webinar #1 (P)            Topical information sheet #2 (P)            E-newsletter #2 (P,S,T)            PSE web page update (P,S,T)            IRP fact sheet (P,S,T)</p>
	<ol style="list-style-type: none"> <li>5. Share their feedback on demand response programs and the costs and saving assumptions to be included in the conservation measures and report out on findings.</li> <li>6. Share their input on market reliance assumptions to develop the stochastic portfolio risk analysis.</li> </ol>	<p><b>Consult techniques:</b>            Small group workshops #1 – #1 industry stakeholders, #2 environmental and neighborhood advocates, #3 local government, #4 equity audiences            Feedback webinar #4 and 5 (P)</p>
	<ol style="list-style-type: none"> <li>7. Provide input on the equity elements and factors to be considered in the IRP.</li> <li>8. Provide their thoughts and aspirations about what portfolio sensitivities PSE should consider modeling.</li> <li>9. Review portfolio sensitivities after PSE's initial analyses, discuss and share input for possible changes and updates depending on results.</li> </ol>	<p><b>Involve techniques:</b>            Small group workshops #2 – equity interests (P)            Feedback webinar #2 and 5 (P)</p>
<p><b>D. Develop alternatives:</b> Identify the options to be included in the IRP.</p>	<ol style="list-style-type: none"> <li>1. Understand what sources of energy are to be used to make up the 20% of PSE's energy portfolio that is not required to be renewable.</li> <li>2. Understand how resource alternatives impact delivery system.</li> </ol>	<p><b>Inform techniques:</b>            Project update email #4, 5 and 6 (P)            Consultation update #6 and 8 (P)            Topical information sheet #3 (P)            E-newsletter #2 and 3 (P,S,T)            PSE web page update (P,S,T)</p>



Project milestones	Participation objectives – Stakeholders will...	Techniques for Informing, Consulting and Involving
	3. Share their input on alternative activities and transformation projects to meet energy demands to inform the Clean Energy Action Plan. 4. Share their additional input on alternative activities and transformation projects to meet energy demands to inform the Clean Energy Action Plan.	<b>Involve techniques:</b> Small group workshops #3 – #1 industry stakeholders, #2 environmental and neighborhood advocates, #3 local government, #4 equity audiences Feedback webinar #6 (P)
<b>E. Evaluate alternatives:</b> Ensure audiences understand what is in draft electric and gas resource plans.	1. Learn about the draft electric and gas portfolio results and know how their input was used in development. 2. Learn about the draft electric and gas resource plan and how their input was used in its development. 3. Learn about the 10-year delivery system and grid modernization needs.	<b>Inform techniques:</b> Project email update #4 and 5 (P) Consultation update #9 (P) E-newsletter #3 and 4 (P,S,T) Web page update (P,S,T) Updated fact sheet (P,S,T)
	4. Share their feedback on the draft electric and gas resource plan.	<b>Consult techniques:</b> Feedback webinar #7 (P,S,T) Open house and discussion tables (P,S,T) Online comment form (P,S,T)
	5. Review portfolios after PSE’s initial analyses, discuss and share input on possible changes and updates depending on results.	<b>Involve techniques:</b> Small group workshops #4 – equity interests (P)
<b>F. Make decision:</b> PSE develops the draft and final IRP and the Clean Energy Action Plan.	1. Learn about the electric and gas resource plan. 2. Learn about the 10-year delivery system preliminary solutions, including enabling grid modernization. 3. Understand how delivery system plans inform the Clean Energy Implementation Plan. 4. Understand how the Clean Energy Action Plan will inform the Clean Energy Implementation Plan. 5. Learn what is in the final IRP and understand how their feedback was incorporated.	<b>Inform techniques:</b> Consultation update #10 (P) Project update email #6, 7 and 8 (P) Informational webinar #2 and 3 (P,S,T) Web page update (P,S,T) E-newsletter #5 and 6 (P,S,T)
	6. Share their feedback on the draft Clean Energy Action Plan. 7. Share their feedback on the draft IRP document.	<b>Consult techniques:</b> Small group workshop #3 (equity stakeholders) (P) Feedback webinar #8 (P,S,T) Online comment form (P,S,T)
	8. Provide input on how the cumulative impact analysis and equity are to be considered in the Clean Energy Action Plan.	<b>Involve techniques:</b> Small group workshops #5 – equity interests (P)



**Table 3 - Topics and feedback opportunities by month**

	April 2020	May 2020	June 2020	July 2020	Aug. 2020	Sept. 2020	Oct. 2020	Nov. 2020	Dec. 2020	Jan. 2020	Feb. 2021
<b>Interviews</b>	<p><b>Stakeholder interviews:</b></p> <p>Share how they prefer to be involved and their primary interests with the plan</p>										
<b>Small group workshops</b>		<p><b>Small group workshop #1:</b></p> <p>Demand response programs</p> <p>Cost and savings assumptions in conservation measures</p>			<p><b>Small group workshops #2:</b></p> <p>Alternative activities and transformation projects</p>						
<b>Equity workshops</b>					<p><b>Equity workshop:</b></p> <p>Provide input on the equity elements and factors to be considered in the IRP</p>		<p><b>Equity workshop:</b></p> <p>Review portfolio after PSE's initial analyses, discuss and share input on possible changes and updates depending on results</p>				<p><b>Equity workshop:</b></p> <p>Cumulative impact analysis and equity in the CEAP</p>

	April 2020	May 2020	June 2020	July 2020	Aug. 2020	Sept. 2020	Oct. 2020	Nov. 2020	Dec. 2020	Jan. 2020	Feb. 2021
<b>Zoom meetings</b>		<p><b>Zoom meeting #1</b></p> <p>Utilizing the Social Cost of Carbon</p> <p>Social Cost of Carbon Methodology</p> <p><b>Zoom meeting #2:</b></p> <p>Incorporating clean energy policies in baseline assumptions informing electric price forecast</p>									
<b>Feedback webinars</b>		<p><b>Feedback webinar #1:</b></p> <p>Upstream emission rates</p> <p><b>Feedback webinar #2:</b></p> <p>Generic resource cost</p> <p><b>Feedback webinar #3:</b></p> <p>Transmission availability with restricting resource builds</p>		<p><b>Feedback webinar #4:</b></p> <p>Portfolio sensitivities to model</p> <p>80% and 100% renewable portfolio target modeling</p>		<p><b>Feedback webinar #5:</b></p> <p>Portfolio sensitivities review</p> <p>Market reliance assumptions for stochastic portfolio risk analysis</p>		<p><b>Feedback webinar #6:</b></p> <p>Alternative activities and transformation projects</p>	<p><b>Feedback webinar #7:</b></p> <p>Draft electric and gas resource plans</p>	<p><b>Feedback webinar #8:</b></p> <p>Draft Clean Energy Action Plan</p>	

	April 2020	May 2020	June 2020	July 2020	Aug. 2020	Sept. 2020	Oct. 2020	Nov. 2020	Dec. 2020	Jan. 2020	Feb. 2021
<b>Online comment form</b>									<b>Online comment form:</b> Draft electric and gas resource plans	<b>Online comment form:</b> Draft IRP	
<b>Open house</b>									<b>Open house:</b> Draft electric and gas resource plans		