

Decision No. C25-0722

**BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF COLORADO**

PROCEEDING NO. 25I-0418E

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IN THE MATTER OF THE COMMISSION STAFF-LED OUTREACH TO LARGE LOAD CUSTOMERS OF REGULATED JURISDICTIONAL ELECTRIC UTILITIES.

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**COMMISSION DECISION OPENING INVESTIGATORY  
PROCEEDING AND DIRECTING STAFF TO CONDUCT  
OUTREACH TO LARGE LOAD CUSTOMERS WITH  
PERIODIC REPORTING TO THE COMMISSION**

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Issued Date: October 9, 2025

Adopted Date: September 24, 2025

**I. BY THE COMMISSION**

**A. Statement, Findings, and Conclusions**

1. Through various proceedings, letters, and public comments, the Commission has become aware of a broad array of large load customer concerns.

2. Specifically, in April of 2025, Staff of the Colorado Public Utilities Commission (“Staff”) presented on the performance of Public Service Company of Colorado (“Public Service”) performance involving system outages, call response time and termination, customer satisfaction, and billing service. At the time, Staff suggested that those customer service concerns may have resulted, at least in part, from company staff and operations and maintenance cuts. In addition, we have more recently received several letters from new and existing large customers. These customers express some of the same concerns with potential billing mistakes, utility design errors, communication concerns, and inefficiencies. Further still, comments from new, prospective and expanding customers have come to our attention where large customers claim they may have

chosen not to take service in Colorado, at least in part, because of concerns about timely executing contracts with utilities. Proceedings have also included comment or filings indicating concerns that the utility and regulatory process may not be responsive to needs of larger customers and the economic development community.

3. In addition to these comments and concerns, we are also acutely aware of demand response and load flexibility concerns that may be particularly important to large customer considerations.

4. We would like to create an organized forum to better receive and make transparent large-load customer feedback. We therefore find it appropriate to open this proceeding as a repository for customer comments and concerns, and to direct Staff to conduct outreach directly to current and prospective large-load customers of regulated utilities.<sup>1</sup>

5. While some of our initial comments instigating this outreach are specific to Public Service, we encourage staff to elicit broad outreach. It therefore may include comments and outreach to potential and current large customers of any regulated, jurisdictional electric utilities, including Public Service and Black Hills Colorado Electric, LLC (“Black Hills”).<sup>2</sup> Considering that this is a non-adjudicated Staff investigation, there will be no parties to this proceeding. Primary questions may be directed from Staff to customers or potential customers, eliciting voluntary

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<sup>1</sup> Given that issues in outreach may implicate current or future adjudicated proceedings, while not an adjudicatory proceeding itself, in this context Staff shall operate as trial staff and shall not act in any advisory capacity with regard to this proceeding. Staff in its discretion may designate specific individuals assisting in this proceeding and seek support of appropriate trial staff counsel, if any is needed. Although Rule 1007, 4 *Code of Colorado Regulations* (“CCR”) 723-I does not strictly apply, Staff may provide a notice in this proceeding specifying Staff members assigned.

<sup>2</sup> As an investigatory and repository docket, no substantive decisions are anticipated in this proceeding. Staff’s reporting should make clear that customers or interested persons should seek to address their concerns, if any, in an appropriate proceeding or forum. Staff’s reporting can identify if the current, prospective, or former customer is raising a concern with regard to a specific regulated entity, as appropriate.

response and information. However, Staff may also conduct audit to complete its investigation,<sup>3</sup> and regulated entities shall make every reasonable effort to provide responses to Staff's audit requests within ten calendar days.

6. We encourage Staff to make inquiries of Public Service and Black Hills through written questions, interviews, or meetings if Staff finds these means useful in gathering information. Public Service and Black Hills are directed to coordinate responses to written questions and facilitate meetings and interviews of appropriate personnel as requested by Staff.

7. Staff outreach can help ensure that the Commission receives varying perspectives that must maintain confidential information appropriately, and may anonymize information if appropriate or requested. Staff is situated to provide appropriate outreach to both potential and current large customers and to summarize concerns, while at the same time educating customers of potential proceedings and processes that are or may address issues raised.<sup>4</sup>

8. One proceeding that may be of interest includes the potential large load tariff advice letter filing currently being considered in the ongoing Just Transition Solicitation Proceeding, Proceeding No. 24A-0442A. Currently, a tariff filing is contemplated as early as January of 2026.<sup>5</sup> However, proceedings regarding outages, quality of service, or other matters may also be of interest in customers that staff contacts. While Staff may conduct outreach in its discretion, we request that initial outreach focus on areas potentially pertinent to a potential large load customer

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<sup>3</sup> The Commission's audit authority comes from various statutory provisions, namely §§ 40-3-102, 40-3-110, 40-6-106, 40-6-107, and 40-15-107, C.R.S. Staff is designated annually with authority to conduct audit both in docketed proceedings and generally. See, e.g., Decision No. C25-0498, Proceeding No. 25M-0257ALL, issued July 1, 2025.

<sup>4</sup> As stated in Rule 1007(d), 4 CCR 723-1, while Staff may provide informal assistance to the general public, opinions expressed by Staff do not represent the official views of the Commission, and are not constituted as legal advice.

<sup>5</sup> The Commission has deliberated but not yet issued its final Phase I Decision in Proceeding No. 24A-0442E, which will be subject to further potential review including requests for rehearing, reargument, and reconsideration.

tariff filing and that Staff provide a report in this proceeding no more than 60 days from the issuance of this decision regarding its efforts. For example and emphasis, demand response and load flexibility in the context of this upcoming filing may be important in future considerations. Large customer feedback sooner than later on issues, including demand response, that may be pertinent to a potential large load tariff will help raise awareness prior to that filing. Staff may organize outreach as it sees fit, but initial outreach and reporting should focus on seeking information on these concerns.

9. In addition, we recognize that Staff's outreach may elicit sensitive responses. Staff may anonymize and must otherwise appropriately protect sensitive customer information in its outreach.<sup>6</sup> This proceeding, however, will serve solely for reporting and awareness of concerns raised broadly; interested persons should seek intervention or provide public comment in the appropriate proceedings. However, while ongoing or future proceedings will necessarily require specific participation, this proceeding and the outreach from Staff can help serve to generally inform the Commissioners of concerns in one forum and help in informing current and future customers of appropriate Commission processes to consider participation.

10. Following an initial report focused on large load customer concerns pertinent to a potential large load tariff filing early next year, Staff can provide reporting as it sees fit or as otherwise directed through future order in this proceeding. Large customers seeking to provide feedback or raise comments may file comments directly in this proceeding, including seeking

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<sup>6</sup> Any records or documents requested by Staff in this investigation that are claimed to be trade secret or confidential in nature shall be furnished pursuant to Rule 1100 of the Commission's Rules of Practice and Procedure 4 *Code of Colorado Regulations* 723-1, *et seq.* If an entity believes that information produced requires extraordinary protection beyond that provided in Rule 1100, *et seq.*, then the entity shall submit a motion seeking such extraordinary protection.

outreach and discussion with Staff, or may contact Staff directly.<sup>7</sup> For context, Staff is further permitted to provide its prior presentations or other materials into this proceeding for reference. Staff may, but is not required, to provide an outline of its expected outreach planning in the coming weeks as a notice filing in this proceeding to clarify timelines for its expected outreach and reporting in the proceeding moving forward.

## **II. ORDER**

### **A. The Commission Orders That:**

1. The Commission opens this proceeding to create an investigative forum for outreach and collection of information regarding large load customer concerns and feedback.
2. Staff of the Colorado Public Utilities Commission is directed to conduct outreach, including at least one report to be provided no more than 60 days from the issue date of this decision, and with future reporting at regular intervals in its discretion or as otherwise directed in this proceeding, as discussed above.

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<sup>7</sup> Requests for directed outreach from Commission Staff from potential or current large customers can be directed to Senior Economist Steven Dahlke (steven.dahlke@state.co.us ) or Research Analyst, Katie Mulvaney (kathleen.mulvaney@state.co.us)

3. This Decision is effective immediately upon its Issued Date.

**B. ADOPTED IN COMMISSIONERS' WEEKLY MEETING  
September 24, 2025.**

(S E A L)



ATTEST: A TRUE COPY

Rebecca E. White,  
Director

THE PUBLIC UTILITIES COMMISSION  
OF THE STATE OF COLORADO

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Commissioners