INDEPENDENT RESEARCH REPORT

Who Sets the Terms for Customer Solar in Virginia

Net metering at the state's 16 public power systems and 13 electric cooperatives, with the investor-owned utilities as benchmarks



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PART ONE

The findings and the law

1. SUMMARY

Virginia law sets the terms of customer solar for its three investor-owned utilities and its 13 electric cooperatives. For the 16 public power systems, none of the sections of Title 56 I read does. One provision taking effect in 2027, on plug-in solar devices, names municipal utilities; Section 3 sets out why its reach to public power is unsettled. Each system sets its own terms or sets none that I located, and the customer of a municipal system has no route to the State Corporation Commission on the text of the rate statutes.

Findings

- **The 16 public systems divide five ways.** Four have terms adopted by the governing body and published, two of them through the rate book that carries the rider. Four publish or furnish terms issued by the utility, with no adopting action located. Four have customer solar allowed or reported to the federal government and no net metering terms located. Three publish no customer-solar terms in the records searched and report no program to the federal government. One states that it does not offer net metering.
- **Written terms differ on the main design choices.** Residential size limits run from under 10 kilowatts (kW) to 20 kW. Bedford allows no netting. Culpeper nets within each month. Salem and Virginia Tech carry monthly credits forward with no reset stated, and Danville, Manassas and Harrisonburg net over a year. Excess generation is handled six ways, from retail credit carried forward with no reset stated to energy that is neither credited nor bought.
- **The cooperatives are close to uniform because the statute fixes the design.** Twelve of 13 publish a net metering rider built on the statute's template. They differ in the program cap and in how they post its status. Six riders set the residential cap above the statutory 2 percent, and three more cooperatives post a higher cap on their websites than their posted riders state. Ten post cap figures, ranging from current to about 30 months old when read.
- **Federal filings and published terms do not always match.** Blackstone, Franklin, Martinsville and Radford told the federal government that they had net metering in 2024, and none publishes net metering terms on the pages searched. Manassas publishes a full program and filed no net metering schedule.
- **Adoption rates do not sort by regime.** A rate can be computed for 16 of the 32 utilities. The nine cooperatives with counts run from 5.20 to 23.93 residential installations per 1,000 residential customers under near-uniform terms. Among the four public systems with counts, the two that adopted and published terms show the lowest rates. No federal count exists for any public system that publishes no net metering terms I located, so uptake cannot measure that group.
- **Fixed charges, which generation cannot offset, vary widely.** Among the 15 public systems that publish one, the residential charge runs from $8.54 to $31.50 a month, and a temporary rider brings Bedford's total to $35.00 through mid-2028. The cooperatives run from $16.50 to $41.00, and the investor-owned utilities from $7.58 to $12.00.

- **Every utility is coded, and the record is incomplete for four towns.** Blackstone's Town Code authorizes customer connections under council policies that I have not obtained. Elkton keeps rules on file that I have not read. No Wakefield rate schedule was located on the town site or in the 82 of its 89 posted records saved. The utility chapters of Richlands' posted town code are unread. Section 11 lists these with the other open items.

What the record cannot support

The register shows what each utility's documents say and who adopted them. It does not show why any system chose its terms. It supports no claim about public power outside Virginia, no statement of Blackstone's or Wakefield's actual terms, and no causal reading of adoption rates. The adoption comparison in Section 8 is descriptive and partial, and it says so where it appears.

2. SCOPE, METHOD AND SEARCH BOUNDS

The universe

The sample is 29 utilities: the 16 members of the Municipal Electric Power Association of Virginia[1] and the 13 electric cooperatives on the list of regulated companies kept by the State Corporation Commission (SCC).[2] On November 10, 2026 the Commission's 13 were checked against the Virginia, Maryland & Delaware Association of Electric Cooperatives' Virginia list and matched one for one.[3] Appalachian Power, Dominion Energy Virginia and Kentucky Utilities, which serves Virginia as Old Dominion Power, appear on the same Commission page and serve as benchmarks outside the sample.

I call the 16 association members public power systems rather than municipal utilities because three are not city or town departments. Virginia Tech Electric Service is owned by a state university. Bristol Virginia Utilities Authority is a political subdivision with its own board. Harrisonburg Electric Commission is a commission. On the text I read, neither the investor-owned nor the cooperative net metering statute names any of the 16, and I located no provision applying either to them (Section 3). That is the property the comparison depends on. Each profile states the entity's legal form.

What was recorded

For each utility I sought nine fields: whether a program exists, the netting period, the credit rate for excess generation, the treatment of credits at period end, the residential size limit, any solar-specific charge, the basic monthly customer charge, whether a written agreement is used, and the governing instrument. The governing instrument asks what document sets the terms and who adopted it. That field is the contribution of this inventory: no study found in the November 2026 literature search has coded whether a customer can read the rule that binds them.[4]

Each entry is a row in a long-format register, deposited with this report as a companion dataset (DOI 10.5281/zenodo.24354108), holding the value, the source, a locator within the document where one is needed, the retrieval date and a note. The source is a web address, except in 43 rows whose records were read from saved copies or received by correspondence; for those rows, the dataset's sources_crosswalk.csv gives the public address where one exists, or says how the record can be obtained or that it is withheld. The register holds 416 rows. Where entries for the same field disagree, the latest row governs and the earlier rows remain as history. Endnotes in this report cite register rows by number.

Sources

Sources are each utility's own tariffs, riders, policies, web pages and agreements; the municipal codes; the Code of Virginia and the Commission's regulations and orders; and each utility's 2024 filing on Form EIA-861 of the U.S. Energy Information Administration (EIA).[5] Two utilities answered written questions: Harrisonburg Electric Commission furnished its parallel connection agreements on November 16, 2026, and Radford's Director of Electric Utilities replied in writing on November 17 and 19, 2026.

How the searches were run, and what a negative means

A statement in this report that something was not located means it was not found in the searches named for that utility. It does not mean the thing does not exist. The searches were these.

- **Utility websites.** For all 32, the electric, rates, solar and net metering pages and the documents they link, read between November 10 and 19, 2026.
- **Municipal codes.** For nine localities on Municode, a client-level search for net metering, net energy metering, photovoltaic, customer-generator, in parallel, interconnection, other sources of, generating equipment, solar, renewable, cogeneration, excess generation and own generating. The method was checked against Radford's code, where it finds the parallel-operation section. Blackstone's code was searched for four terms. Elkton and Franklin were searched on ecode360. Richlands posts its code as PDFs, and the title holding its utility chapters could not be machine-read. I located no online code for Wakefield. Virginia Tech Electric Service has no municipal code.
- **Statute and regulations.** The sections of Title 56 and of the Commission's regulations cited in Section 3 and the notes, read from the Code of Virginia and the Virginia Administrative Code online. Title 56 was not searched end to end, and Commission orders were read where cited and searched only as the next item describes.
- **Cooperative standby approvals.** Two targeted searches of the Commission's website and the web on November 10, 2026. The Commission's docket system was not queried case by case.
- **Federal filings.** The full 2024 EIA-861 data package, matched to each utility by EIA utility number. Its counts of photovoltaic (PV) installations underlie the adoption rates in Section 8.
- **Plain requests.** Written questions to five systems on November 16, 2026. Harrisonburg and Radford answered, and Radford's director answered follow-up questions on November 19. Blackstone and Richlands had not answered by November 19. The request to Wakefield went to the town-site address and to the mayor's address in the 2024 association directory, and both returned it undelivered; a third address the town lists was not tried.

Adopting actions for Harrisonburg, Manassas, Virginia Tech and Bristol were sought in what each publishes and, for the three with a municipal code, in that code. Board, commission, authority and council minutes were not searched for those four.

3. THE THREE REGIMES IN THE STATUTE

Investor-owned utilities: Va. Code § 56-594

Section 56-594 directs the Commission to establish a net metering program by regulation. An eligible customer-generator may install up to 25 kW for a residence and up to 3 megawatts (MW) for a nonresidential customer, and since July 1, 2020 a new system may not exceed 100 percent of expected annual use in a Phase I Utility's territory or 150 percent in a Phase II Utility's.[6] Netting runs over a 12-month period. Excess at period end is compensated only under a power purchase agreement the customer requests in writing.

Dominion, a Phase II Utility, may charge a monthly standby fee on residential systems above 20 kW AC (alternating current, the inverter's output, as against DC, direct current, the panels' rating) under a Commission-approved methodology. Standby charges on residential customer-generators of all other investor-owned utilities have been prohibited since July 1, 2020. The Commission's regulation still prints 15 kW for the Phase II threshold; the statute has since moved to 20 kW and controls.[7] Appalachian Power is a Phase I Utility.[8]

Kentucky Utilities' Virginia territory lies entirely within Dickenson, Lee, Russell, Scott and Wise Counties. Section 56-580(G) suspends the chapter for a utility in that position but expressly keeps § 56-594 in force, so the net metering statute applies to it.[9] Subsection E of § 56-594 required a Commission net metering proceeding by 2024 for a Phase I Utility and 2025 for a Phase II Utility, or earlier if net metering reached a share of peak load set in the statute. Dominion's successor program came out of that proceeding and is described in Section 7.

Electric cooperatives: Va. Code §§ 56-594.01 and 56-585.4

Section 56-594 sends cooperative territory to § 56-594.01, which sets its own design.[6] The residential limit is 20 kW, the nonresidential limit 1 MW, and no system installed after July 1, 2015 may exceed the customer's expected annual consumption. The net metering period is 12 months from final interconnection.[10] A customer is compensated for excess at period end only under a power purchase agreement requested in writing, priced at the rate in a Commission-approved standard contract or tariff. The customer owns the renewable energy certificates.

Enrollment is open until generation reaches 2 percent of system peak for residential customers, 2 percent for not-for-profit and nonjurisdictional customers and 1 percent for other nonresidential customers. A cooperative's board may raise those caps by resolution without Commission approval, submitting a revised compliance filing for information. Each cooperative must publish the calculation and status of its caps on its website. A residential customer with a system above 10 kW owes a standby charge only under a methodology the Commission has approved, and only from the date in the approving order.

The version of § 56-594.01 that takes effect January 1, 2027 changes one thing: it excludes small portable solar devices from the definition of eligible customer-generator.[11]

Section 56-585.4 lets a cooperative's board elect a transition to a new net metering program by resolution, effective when the cooperative reaches its cap or five years after notice, whichever comes first.[12] After transition, standby charges are prohibited and the cooperative may add

revenue-neutral demand charges. A net metering class derived from a rate class whose fixed customer charge was $20 or less may not exceed $20 for five years, and one derived from a class charged more than $20 may not be raised during those five years. I did not search for transition notices, so the register does not record whether any Virginia cooperative has elected one.

Public power systems: no net metering statute located

Neither § 56-594 nor § 56-594.01 names municipal or other public power systems, and neither contains an exemption for them. The Commission's net metering regulation, 20VAC5-315, is promulgated under those two sections and § 56-594.2. Its definition of electric distribution company, the entity that owns or operates the distribution facilities, is general and names neither municipal systems nor any exclusion of them.[13] Section 56-576 counts a utility owned or operated by a municipality as an “electric utility” for Chapter 23, so the chapter reaches these systems for some purposes.[14] In the sections I read, no provision applies the net metering sections to them. I did not search Commission orders on the point and did not read case law. The conclusion rests on what the text says and omits, and it should be read that way.

The rate-regulation sections give a municipal customer no route to the Commission on their text. Sections 56-235 through 56-240, which let the Commission fix unjust rates, require schedules to be filed and open to inspection, and provide for complaint and appeal, all operate on a “public utility.”[15] Section 56-232(A)(1) defines that term for those sections to exclude a municipality.[16] The exception in § 56-265.1 for a municipality holding a § 56-265.4:4 certificate concerns telephone service and does not reach electric rates.

One customer-generation provision does name municipal utilities. Section 56-596.8, effective January 1, 2027, lets any customer of an electric service provider plug in a portable solar device of up to 1,200 watts with anti-export protection, without interconnection, net metering or approval, after notifying the provider on a Commission form.[17] No fee may be charged. Subsection E shields investor-owned, municipal and cooperative utilities from liability for damage the devices cause. The section does not define “electric service provider,” and neither does § 56-576, so whether subsection B binds a public power system is not settled by the text I read.

4. THE 16 PUBLIC POWER SYSTEMS: FINDINGS

How the terms are set

How the terms are set	Systems	Count
Adopted by the governing body and published	Bedford, Culpeper, Danville, Salem	4
Published or furnished by the utility; no adopting action located	Harrisonburg, Manassas, Virginia Tech, Bristol	4
Customer solar allowed or reported; no net metering terms located	Radford, Blackstone, Franklin, Martinsville	4
Published rates silent or none posted; system reports no net metering	Elkton, Richlands, Wakefield	3
Net metering not offered	Front Royal	1

The first class rests on an action of the governing body. Bedford's terms carry a council adoption date of May 27, 2025.[18] Culpeper's policy was adopted April 11, 2023 and amended September 10, 2024, with the credit rate set by council resolution.[19] For Danville and Salem the action located is at the level of the rate book that carries the rider. Danville's book states that City Council establishes utility rates under the City Code.[20] Salem's Book of Rates and Fees lists the rider among the electric rates and cites council resolutions as their authority, without naming the resolution that adopted the rider text.[21]

Bristol is a judgment call. It publishes an interconnection process and fees and furnishes an agreement after design approval, but it states no net metering program and directs excess to a contract with the Tennessee Valley Authority (TVA).[22] It sits in the second class because it publishes the terms it does have.

How the stated terms differ

System	Residential size limit	Netting	Excess generation	Fees and requirements
Bedford	Under 10 kW AC[23]	None; production offsets use in real time only[24]	Neither bought nor banked[25]	$500 application fee; added metering cost[26]
Culpeper	10 kW[27]	Monthly[28]	Credited at $0.10874 per kilowatt-hour (kWh) up to that month's purchases; the rest is paid to the town's bill-assistance fund[29]	Meter fee; $100,000 liability insurance[30]

System	Residential size limit	Netting	Excess generation	Fees and requirements
Danville	20 kW AC[31]	12-month period[32]	Carried forward up to the period's billed use; the rest is forfeited unless a purchase agreement is in place[33]	Inspection up to $50 for some inverters; $100,000 liability insurance, $300,000 above 20 kW[34]
Harrisonburg	20 kW and no more than 200% of annual use[35]	Banked each cycle; period resets each April[36]	kWh left at the reset credited to the account at avoided wholesale cost[37]	No fee; $100,000 liability insurance[38]
Manassas	10 kW AC[39]	12-month period[40]	Carried forward up to the period's billed use; the rest is forfeited; no purchase option stated[41]	Inspection up to $50 above 10 kW AC; $100,000 liability insurance[42]
Salem	10 kW[43]	Monthly, carried forward, no reset stated[44]	Never paid; forfeited when service ends[45]	None stated[46]
Virginia Tech	No figure; refers to the Code of Virginia[47]	Monthly, carried forward[48]	Never paid[49]	None stated[50]
Bristol	Set in the agreement[51]	Not stated[52]	May be sold to TVA under a TVA contract; rate not stated[53]	$350 application, $125 per kW, $300 engineering review[54]
Radford	10 kW, confirmed by the director; no document located[55]	Net energy billed each cycle[56]	Forfeited at the end of each billing cycle[57]	Building permit and city inspection[58]

Radford's row records practice as a resident and the director reported it. Radford publishes no customer-generation terms.

Six treatments of excess generation appear in written terms. Salem and Virginia Tech carry credits forward at retail with no reset stated and never pay them. Danville and Manassas carry credits within a 12-month period and forfeit what exceeds the period's billed use; Danville alone offers a purchase agreement, which takes the customer off its rider. Harrisonburg credits the bank left at its April reset to the customer's account at avoided wholesale cost. Culpeper values the month's excess at a council rate and pays it to a bill-assistance program rather than the customer. Bedford neither credits nor buys exported energy. Bristol points the customer to a sale to the Tennessee Valley Authority. Radford publishes no customer-generation terms; by the director's account it credits energy one for one at retail within each billing cycle[59] and forfeits energy it receives beyond what it delivers to the customer in the cycle.[57]

Three systems cap the whole program as a share of load: Danville at 1 percent of its most recent peak, Manassas at 2 percent of the prior year's peak, and Harrisonburg at 2 percent of its peak demand for the previous three years.[31,39,35] Bedford sets an aggregate limit of 500 kW for its

system.[23] Four require liability insurance of at least $100,000: Culpeper, Danville, Harrisonburg and Manassas, with Danville requiring $300,000 above 20 kW. Bristol's stated fees are the highest in the sample: a 10 kW system owes $1,900 before interconnection.[54] Culpeper's meter fee amount was not located.

Nonresidential terms

Danville allows 1,000 kW for nonresidential customers.[31] Manassas and Salem allow 500 kW, Salem only for listed commercial rate codes.[39,43] Harrisonburg's nonresidential agreement, revised November 12, 2021, allows 500 kW and requires $300,000 of insurance.[60] Bedford's interconnection policy caps any generator on its distribution system at 50 kW.[23] For comparison, the statutes allow 1 MW for cooperative nonresidential customers and 3 MW for investor-owned utilities.[10,6]

Systems that copy the state design

Danville's and Manassas' terms track the Commission's regulation for investor-owned utilities closely, in definitions, the 12-month period and the capped carry-forward.[32,40] Manassas omits the regulation's purchase option. Virginia Tech's page says only that a generator must comply with the Code of Virginia's net metering requirements, without saying which section, though the investor-owned and cooperative sections set different limits.[47] These systems borrowed the state's design voluntarily; nothing located requires them to.

5. PROFILES OF THE 16 PUBLIC POWER SYSTEMS

Each profile gives its legal form and governing instrument first, then the terms, the federal filing and the bounds of the search. Charges are as published in November 2026; federal figures are for 2024.

M01 Town of Bedford Electric

Legal form: town department.

Governing instrument. Electric Utility Procedures and Terms and Conditions of Service, adopted by Town Council May 27, 2025, with a published Generator Interconnect Requirements policy.[18]

Program. Customer generation may offset real-time use only.[61]

Size limits. Under 10 kW AC residential; 50 kW per generator on distribution; 500 kW system aggregate.[23]

Netting and excess. No netting or banking. The terms state the town does not buy or bank excess energy.[25]

Fees. $500 application fee; incremental metering cost.[26]

Agreement. Application approved before installation; no parallel operation without the town's written consent.[62]

Fixed charge. $25.00 a month plus Rider S.R.F., $10.00 per meter, June 1, 2026 to July 1, 2028.[63]

Federal filing. Short form: net metering no; 6,939 customers of all classes; no counts.[64]

Searched. Town site and linked documents; Municode client search, no customer-generation provision in the code.[65]

Bedford's answer of no to the federal net metering question fits terms that allow no banking.

M02 Town of Blackstone Electric

Legal form: town department.

Governing instrument. Town Code Sec. 62-305 (Ord. of 5-16-16(2)) authorizes parallel connection of a photovoltaic generator under written policies and agreements authorized by council, billed under council policies. The policies were not located in the searches below.[66]

Program. Authorized by code; reported to the federal government.[67]

Terms. Not located in the searches below.

Fixed charge. $9.17 a month.[68]

Federal filing. Short form: net metering yes; 2,035 customers of all classes; no counts.

Searched. 209 PDFs linked from the town site, including 164 scanned council, planning and zoning records from 2021 to 2026, about 2,300 pages, read by optical character recognition (OCR), of which ten files, about 150 pages in all, returned no text[69]; Municode code and its ordinances tab, which lists none; Internet Archive captures of 2016 and 2019, which are empty shells; web and local newspaper searches.[70,66]

Three items bear on whether the policies exist. In the March 21, 2022 council minutes the mayor refers to the town's "Renewable Energy Ordinance," which is the name to request.[70] Three solar building permits were issued at Blackstone addresses in July 2024; whether those properties take town electric service is not established.[71] Virginia Energy's net metering page states that Blackstone allows net metering and has no public web page on it.[72] A written request sent November 16, 2026 had no reply by November 19.

M03 Bristol Virginia Utilities Authority (BVU)

Legal form: political subdivision authority with its own board; a Tennessee Valley Authority distributor.

Governing instrument. Published web pages setting out the interconnection process and fees; an interconnection agreement emailed after design approval, not posted.[73,74]

Program. No net metering program stated. Facilities up to 80 MW may qualify for TVA's Dispersed Power Production program, contracted with TVA.[22]

Size limit. Set in the agreement.[51]

Netting and excess. No BVU netting or credit terms published; rate of sale to TVA not stated.[52,53]

Fees. $350 application, $125 per kW agreement fee, $300 engineering review; zero-export systems go through the same process.[54]

Fixed charge. $31.50 a month single phase, less a $1.54 hydro allocation credit.[75]

Federal filing. Long form: 13,633 residential customers; no net metering row[76]; 20 customer generators, 0.274 MW, reported as distributed generation not net metered.[77]

Searched. BVU website; Municode client search of the Bristol code, no customer-generation provision.[78] BVU board minutes were not searched. The BVU pages were read on the web and are not saved in the working folder.

M04 Town of Culpeper Light and Power

Legal form: town department.

Governing instrument. Residential Net Metering Policy adopted by Town Council April 11, 2023, amended and approved September 10, 2024; credit rate set by council resolution in Schedule RS.[19] The published policy is a scan; the text was read by OCR and checked against the page images.[79]

Program. Residential customers only, solar or wind.[80]

Size limit. 10 kW or less; AC or DC not specified.[27]

Netting. Monthly; the credit is capped at each billing period's purchased kWh; credits applied at least semi-annually.[28]

Excess. Reverse kWh credited at $0.10874 per kWh against energy charges only. Monthly excess beyond purchases is valued at that rate and paid from the Electric Utility Fund to the Culpeper Cents bill-assistance program.[81,29]

Fees. Meter fee at application, amount not located in the published schedule; $100,000 general liability insurance.[30]

Fixed charge. $12.13 a month.[82]

Federal filing. Short form: net metering no; 5,855 customers of all classes; no counts.[83]

Searched. Town site; Municode client search.[84]

Culpeper answered no to the federal net metering question. Its policy credits exported energy against the same month's purchases and pays any remainder to a fund rather than the customer. The record does not show which reading of the question produced the answer.

M05 City of Danville Power and Light

Legal form: city department (Danville Utilities).

Governing instrument. Rider N, Net Metering Service, in the Electric Rate Schedules and Riders revised July 22, 2024, effective for bills from August 1, 2024. The book states City Council establishes utility rates under City Code ch. 2.[85,20]

Size limits. 20 kW AC residential, 1,000 kW nonresidential, and no more than the prior 12 months' peak demand; program cap 1.0 percent of most recent peak load.[31]

Netting. 12-month period; monthly credits carried forward.[32]

Excess. Carried forward up to the period's billed use, the rest forfeited. Compensation only under a purchase agreement, which takes the customer off the rider; price not stated.[86,33]

Fees. None recurring; up to $50 for a protective-settings inspection of non-static inverters; liability insurance of at least $100,000, and $300,000 above 20 kW.[34]

Agreement. Utility notification form; interconnection agreement posted.[87]

Fixed charge. $12.50 per meter a month.[88]

Federal filing. Long form: 220 residential of 231 net-metered PV installations; 37,781 residential customers; 5.82 per 1,000.[89,90]

Searched. Utility site and rate book; Municode client search.[91]

M06 Town of Elkton

Legal form: town department.

Governing instrument. Town Code Sec. 81-20 (amended November 18, 2024), as read on ecode360 on November 10, 2026, keeps rate schedules and rules on file in the Treasurer's Office for public inspection and is silent on customer generation. The code site could not be reached on November 18 to re-read it.[92]

Program. None located on the town site, in its code or in the fiscal year 2027 (FY2027) rates; reported no net metering to the federal government.[93]

Published rates. The adopted FY2027 rate schedule contains no reference to solar, net metering, parallel operation or generation.[94]

Fixed charge. $10.50 a month.[95]

Federal filing. Short form: net metering no; 1,129 customers of all classes; no counts.[96]

Searched. Links from the town home page; ecode360 code search, no result for “solar”[92]; the FY2027 rate schedule. The rules on file at the Treasurer's Office were not read.

M07 City of Franklin Power and Light

Legal form: city department.

Governing instrument. None located on the city's site or in its code. The city's utility service policy and guidelines do not mention solar, net metering, generation, parallel operation or interconnection.[97,98]

Program. Reported to the federal government; no terms published or located.[99]

Fixed charge. $8.54 a month, Rate Schedule RS effective July 1, 2026, which states that standby or resale service is not permitted.[100]

Federal filing. Short form: net metering yes; 5,722 customers of all classes; no counts.[101]

Searched. franklinva.gov and its document center; ecode360 searches for net metering, solar, photovoltaic and own generating, no results.[98]

M08 Town of Front Royal Energy Services

Legal form: town department.

Governing instrument. Published list of frequently asked questions (FAQ): the town allows rooftop solar but does not currently allow net metering.[102]

Excess. Treatment of exported energy not stated.[103]

Fixed charge. $25.00 a month residential facility charge.[104]

Federal filing. Short form: net metering no; 7,837 customers of all classes; no counts.[105]

Searched. Town site; Municode client search.[106]

M09 Harrisonburg Electric Commission (HEC)

Legal form: commission.

Governing instrument. Agreement for Parallel Connection of a Photovoltaic Generator (Residential), revised effective May 10, 2023, furnished on request and not posted, with a published web page. The agreement cites no commission resolution, rate schedule or code section.[107,108]

Size limits. 20 kW; no more than 200 percent of estimated annual use; not above the serving transformer bank; program cap 2 percent of HEC's peak over the previous three years.[35]

Netting. kWh netted each billing cycle and banked; the period resets in the April billing cycle.[36]

Excess. Retail within the period. kWh left at the reset are credited at HEC's avoided wholesale cost, a rate reset each July 1 and not stated in the agreement.[109,37]

Fees. None; $100,000 liability insurance; a lockable disconnect within 10 feet of the meter.[38]

Fixed charge. $9.50 a month.[110]

Federal filing. Long form: 298 residential of 336 net-metered PV installations; 18,089 residential customers; 16.47 per 1,000.[89,111]

Searched. HEC site and rules; Municode client search[112]; agreement requested and received November 16, 2026. Commission minutes not searched.

HEC's published Schedule of Rules and Regulations, approved March 23, 2010, does not mention net metering and permits parallel operation only for approved cogeneration facilities.[113] The agreement is the operative document.

M10 City of Manassas

Legal form: city department (Utilities Department).

Governing instrument. Program documents (definitions; metering, billing and payment; conditions of interconnection) and a posted Net Metering Agreement, issued by the Utilities Department. The documents state no adopting authority, and the city code is silent.[114]

Size limits. 10 kW AC residential; 500 kW nonresidential; aggregate 2.0 percent of the prior year's city peak.[39]

Netting. 12-month period; monthly credits carried forward.[40]

Excess. No compensation. Credits carried forward up to the period's billed use, the rest forfeited; no purchase option stated.[115,41]

Fees. None recurring; inverter-settings inspection up to $50 above 10 kW AC; off-site metering at the customer's cost; liability insurance of at least $100,000.[42]

Fixed charge. $17.87 a month, Schedule RS effective July 1, 2026.[116]

Federal filing. Long form: 13,947 residential customers; no net metering row.[117]

Searched. City utility pages and posted PDFs; Municode client search.[118] Council minutes not searched.

Manassas is the clearest mismatch between published terms and federal filing. It publishes a complete program and filed the long form, reporting customers and sales, with no net metering schedule.[117] The record does not show why.

M11 City of Martinsville

Legal form: city department.

Governing instrument. Published Schedule of Electric Rates and Terms and Conditions (effective July 1, 2025). The terms permit parallel operation only by the city's written consent and contain no net metering, solar or renewable provision.[119,120]

Program. Reported to the federal government.[121]

Fixed charge. $14.00 a month, Schedule R.S. effective July 1, 2025.[122]

Federal filing. Short form: net metering yes; 7,737 customers of all classes; no counts.[123]

Searched. City site search for net metering and solar; Municode client search.[124]

M12 City of Radford

Legal form: city department.

Governing instrument. None beyond the general code. The Director of Electric Utilities states that no other policy or agreement on net metering exists to his knowledge.[125]

Program. Allowed in practice: interconnection permitted, net meters installed on request, customer kept on the residential schedule.[126]

Netting. Net energy billed each billing cycle.[56] By the director's account, energy is credited one for one at retail within the cycle[59] and the cycle's excess is forfeited.[57]

Size limit. 10 kW. A customer told council in September 2026 he was held to 10 kW AC,[127] and the director confirms the limit without stating its basis.[55] No document located in the city's code, tariff book or council record states it.

Agreement. No agreement; building permit and city inspection required.[58] The director's sample Permission to Operate letter records the approval, the system's size in kW AC and that the net meter was installed after an inspection, and sets no terms; requests, he writes, usually come from the developer.[128]

Fixed charge. $20.00 a month, Schedule R.S.; energy $0.09863 per kWh.[129]

Federal filing. Short form: net metering yes; 7,564 customers of all classes; no counts.[130]

Searched. City site and code; the adopted tariff book; the corpus of council, planning commission and Economic Development Authority records; the director's written replies.[131,132]

The code. Chapter 110, Article IV of the City Code omits the electric tariffs for economy of space and states they are on file for public inspection in the offices of the city manager, the treasurer and utility billing; Sec. 110-206 requires a copy to be furnished on application.[133] Sec. 110-216(i) bars a customer from operating generating equipment in parallel with city service except on the city's written permission. Sec. 110-216(h) bars service to new customers with other sources of supply “except under tariffs which specifically provide for same.”[134] The code is codified only through Ord. 1768 of July 11, 2022.

The tariff book. The adopted sheets are in hand: Ord. 1829 for FY2027, sheets 2026-1 through 2026-16 covering nine schedules, and the Standby Service sheets 2026-17 through 2026-20 adopted by Ords. 1834 and 1834.1.[131] A text search of the 16 rate sheets, 2026-1 through 2026-16, for generation, parallel, net, credit and standby finds no customer-generation term. Schedule S.S., Standby Service, on sheets 2026-17 through 2026-20, applies to customers who operate a power plant in parallel and commit to a minimum contract demand of 250 kW, far above the 10 kW limit the director confirms.[55,135] Schedule R.S. carries a $20.00 customer charge, up from $7.02 in the rate summaries for FY2017, FY2021 and FY2026.[129,136] Council approved Ord. 1829 on first reading April 21, 2026, the date the director gives for Schedule R.S., and adopted it on second reading April 28, 2026.[137]

The director's statement. On November 17, 2026 the director wrote that the city has allowed solar interconnections to offset customers' purchases, installs net meters on request, keeps the customer on the residential schedule and bills net energy each billing cycle.[126] Every installation requires a building permit and a city inspection, and he provides a generic Permission to Operate letter on request.[58] He stated that options are being prepared for council, without a date. He also

raised plug-in balcony solar as a safety concern, the device class that § 56-596.8 will govern from January 1, 2027.[138,17] On November 19 he added that the city's Appalachian Power wholesale contract, which he writes expired last May, ruled out a purchase agreement at avoided cost.[59] I draw no conclusion on how the practice stands against Sec. 110-216(h).

The council record. In September 2025 a customer told council that nothing on net metering was in writing and that the city had moved from annual to monthly netting without notice. In February 2026 the city manager reported meeting with Blue Ridge Power, which was finishing a rate study. In April 2026 the same customer asked council to restore annual netting. In September 2026 another customer said his application had been denied and he was limited to 10 kW AC, with excess kept without compensation. In October 2026 a customer reported 897 kWh of surplus accumulated over three months against the $20 fee. On November 9, 2026 the director told council the city has no solar tariff and that one is in the works. The corpus search of council, planning commission and Economic Development Authority records found no council action on net metering.[132]

M13 Town of Richlands

Legal form: town department.

Governing instrument. Rate Schedules and Riders adopted by Ordinances O-2026-06-01 through 07 on June 9, 2026, effective July 1, 2026, 20 pages. No net metering, solar, parallel-generation, standby or customer-generation term appears.[139,140]

Program. No provision; reported no net metering to the federal government. Whether the town allows interconnection in practice is unknown.[141]

Fixed charge. $16.00 a month; energy and fuel $0.20707 per kWh, subject to Rider BRF and a power cost adjustment.[142]

Federal filing. Short form: net metering no; 2,985 customers of all classes; no counts.[143]

Searched. Town site and document center; keyword search of the saved schedules; the posted town code, whose Title V utility chapters could not be machine-read, so whether it holds a parallel-generation clause is open.[144] A request sent November 16, 2026 had no reply by November 19.

M14 City of Salem

Legal form: city department.

Governing instrument. Schedule N.M., Net Metering Rider (Code 88), in the posted rate book effective July 1, 2025.[145] The Book of Rates and Fees cites council resolutions, most recently Resolution 1500, and City Code Sec. 90-279 as authority, without naming the resolution that adopted the rider.[21]

Size limits. 10 kW or less residential; 500 kW for listed commercial codes; added review above 25 kW AC; solar or wind.[43]

Netting. Monthly; negative net energy carried forward with no annual reset stated.[44]

Excess. Retail kWh carried forward; never paid; forfeited when service ends; not transferable.[146,45]

Fees. None stated.[46]

Agreement. Permits through the Electric Department and Building Inspector; parallel operation only with express written consent.[147]

Fixed charge. $9.50 a month; no FY2027 rate book posted.[148]

Federal filing. Long form: 94 residential of 99 net-metered PV installations; 11,298 residential customers; 8.32 per 1,000.[89,149]

Searched. City rates page and rate books; Book of Rates and Fees; Municode client search.[150]

M15 Virginia Tech Electric Service (VTES)

Legal form: owned by a state university.

Governing instrument. Published web pages; the underlying rate schedule is not posted, and the site does not state the authority for its rates.[151]

Size limit. No figure. The generator must meet the Code of Virginia's net metering requirements; the section is not named.[47]

Netting and excess. Monthly credit for kWh exported beyond kWh received, carried forward; not transferable; never compensated.[48,152]

Fees. None stated; customer and demand charges still billed in a credit month.[50]

Agreement. Customer must request to connect; no agreement or form posted.[153]

Fixed charge. $10.40 a month, from an informational rates summary effective November 1, 2026.[154]

Federal filing. Long form: 93 residential of 101 net-metered PV installations; 5,660 residential customers; 16.43 per 1,000.[89,155]

Searched. VTES site. No municipal code applies. University governing-board records not searched.

M16 Town of Wakefield

Legal form: town department.

Governing instrument. None located on the town site or in the 82 posted records saved. The site says rates are set by town government; no schedule was located.[156]

Program. None located in the same records; reported no net metering to the federal government.[157]

Fixed charge. Not located in the same records.

Federal filing. Short form: net metering no; 542 customers of all classes; no counts.[158]

Searched. 82 of the 89 records linked from the town's Freedom of Information Act (FOIA) page: council minutes from July 2025 to August 2026, agendas, treasurer's reports and expenditure statements. Solar references concern a utility-scale project in Sussex County and the town's own zoning standards for industrial solar.[159,160] No online code located.[161]

PART THREE

Cooperatives and benchmarks

6. THE 13 ELECTRIC COOPERATIVES: FINDINGS AND PROFILES

A common template

Twelve cooperatives publish a net energy metering rider, and all twelve follow one template that tracks § 56-594.01 and the Commission's regulation: 20 kW AC for a residence, a 12-month netting period with billing-period credits carried forward, retail offset within the period, no payment at period end without a purchase agreement priced at the simple average of the cooperative's hourly avoidable cost of energy, and a $50 inverter-settings inspection above 10 kW.[162,163,10] The statute adds that no system may exceed the customer's expected annual use. Each rider charges standby only if the Commission has approved a methodology. All twelve riders commit the cooperative to update its cap figures on its website at least every two months.[164,165,166]

I located no Commission order approving a cooperative standby methodology under § 56-594.01(H) in two targeted searches of the Commission's website and the web; the docket system was not searched case by case.[167] The 2010 cooperative standby case, PUE-2010-00036, arose under the separate cogeneration standby rules and does not bear on net metering. Under the statute a customer owes no standby charge until the date in an approving order.

Powell Valley Electric Cooperative is the exception. It is a Tennessee Valley Authority distributor serving Scott, Lee and Wise Counties,[168] and no net metering rider, Virginia rate schedule or cap page was located on its renewables or rates pages.[169] It reported four customer generators to the federal government as distributed generation not net metered.[170]

Where the cooperatives differ

Cooperative	Rider	Residential cap in rider	Cap status on website, as read	Fixed charge
A&N	NEM-10, SCC stamp April 24, 2020[171]	2.0%[162]	Chart dated May 2024[172]	$27.90[173]
BARC	NEM-10C, effective February 24, 2025[174]	5.0%[175]	Updated September 1, 2026; computed at 4.0%[176]	$33.60[177]
Central Virginia	NEM-10A, effective March 16, 2023[178]	4.0%[179]	Updated April 15, 2025[180]	$33.97[181]
Community	NEM-10, effective May 1, 2020, scanned[182]	2.0%[182]	As of January 30, 2026; computed at 3.0%[183]	$33.00[184]
Craig-Botetourt	NEM-10D, effective October 27, 2022[185]	5.0%[186]	Updated October 2026[187]	$41.00[188]
Mecklenburg	NEM-10, SCC stamp April 24, 2020[189]	2.0%[190]	Updated August 1, 2026[191]	$25.20[192]
Northern Neck	NEM-10A, stamped September 18, 2024[193]	3.0%[194]	Chart computes 3.0%; page text says 2.0%[195]	$35.00[196]

Cooperative	Rider	Residential cap in rider	Cap status on website, as read	Fixed charge
NOVEC	NEM-10, effective May 1, 2020, scanned[197]	2.0%[197]	Based on 2025 data; computed at 4.0%[198]	$21.30 (2024 schedule)[199]
Powell Valley	None located[169]	None located	None located	Not published as a figure[200]
Prince George	NEM-10A, filed January 12, 2021[201]	2.0%[202]	Not found[203]	$29.00[204]
Rappahannock	NEM-10A, 2023[205]	3.0%[206]	Available capacity only[207]	$16.50[208]
Shenandoah Valley	NEM-10A, effective August 1, 2024[209]	3.0%[210]	Bimonthly archive, May 2020 to September 2026[211]	$30.00[212]
Southside	NEM-10, SCC stamp April 24, 2020[213]	2.0%[214]	Updated November 2, 2026; computed at 3.0%[215]	$26.00 plus $3.38 per kW demand[216]

Six riders set the residential cap above the statutory 2 percent: BARC and Craig-Botetourt at 5 percent, Central Virginia at 4, and Northern Neck, Rappahannock and Shenandoah Valley at 3. Community, Northern Virginia Electric Cooperative (NOVEC) and Southside post riders at 2 percent and compute their caps on the website at 3, 4 and 3 percent. A board increase under § 56-594.01(G) would explain all three, but none posts a later rider; NOVEC's cap page cites a rider effective April 1, 2026 that its rates page does not post.[182,166,215] BARC and Northern Neck show the reverse mismatch, with a website figure or page text below the rider.

The statute requires each cooperative to publish the calculation and status of its caps.[10] Ten post cap figures. On November 10, 2026, A&N's chart was about 30 months old, Central Virginia's about 19 months and Community's about nine; Mecklenburg's was 101 days old and BARC's 70. Shenandoah Valley keeps the only dated archive located. Southside's figure, posted as a linked document, was updated November 2, 2026. Rappahannock posts available capacity without the calculation, and for Prince George I located no cap figures on its interconnection or rates pages. Fixed charges run from $16.50 at Rappahannock to $41.00 at Craig-Botetourt.

Cooperative profiles

The template terms above apply to each cooperative with a rider and are not repeated. Each profile gives what departs from it or is specific to the cooperative.

C17 A&N Electric Cooperative

Terms. Rider NEM-10, SCC stamp April 24, 2020; residential cap 2.0 percent.[162] A separate Rider SG credits capacity and transmission for customer generation run at regional peaks and is not a standby charge.[217]

Federal filing. Long form: 172 residential of 200 net-metered PV installations; 33,096 residential customers; 5.20 per 1,000.[89]

C18 BARC Electric Cooperative

Terms. Rider NEM-10C, filed and effective February 24, 2025; cap 5.0 percent.[175] Cap page updated September 1, 2026 still computes at 4 percent, 2,754.6 kW with 489.5 kW available.[176]

Federal filing. Short form: net metering yes; 13,097 customers of all classes; no counts.[218]

C19 Central Virginia Electric Cooperative

Terms. Rider NEM-10A, filed March 20, 2023, effective March 16, 2023; cap 4.0 percent.[179] Cap calculator dated April 15, 2025, 4 percent of 285,620 kW.[180]

Federal filing. Long form: 835 residential of 857 net-metered PV installations; 34,893 residential customers; 23.93 per 1,000.[89]

C20 Community Electric Cooperative

Terms. Posted rider NEM-10, filed April 20, 2020, effective May 1, 2020, image-only and read by OCR; cap 2.0 percent in the rider.[182] Cap page as of January 30, 2026 computes 3 percent of 78.9 MW, 0.932 MW available.[183]

Federal filing. Short form: net metering yes; 11,967 customers of all classes; no counts.[219]

C21 Craig-Botetourt Electric Cooperative

Terms. Rider NEM-10D, effective October 27, 2022, in a combined document; cap 5.0 percent.[186] October 2026 update: 1,590 kW of a 31,803 kW peak.[187]

Federal filing. Short form: net metering yes; 6,954 customers of all classes; no counts.[220]

C22 Mecklenburg Electric Cooperative

Terms. Rider NEM-10, SCC stamp April 24, 2020; cap 2.0 percent.[190] Calculation as of August 1, 2026, 2 percent of 190,041 kW.[191]

Federal filing. Long form: 178 residential of 183 net-metered PV installations; 30,016 residential customers; 5.93 per 1,000.[89]

C23 Northern Neck Electric Cooperative

Terms. Rider NEM-10A, stamped September 18, 2024; cap 3.0 percent.[194] The chart computes 3 percent, 3,759.18 kW of a 125,306 kW peak with 909.05 kW available; the page text and a posted clean copy still say 2 percent. The chart's date matched the day it was read and may be generated at page load.[195]

Federal filing. Long form: 273 residential of 278 net-metered PV installations; 17,991 residential customers; 15.17 per 1,000.[89]

C24 NOVEC (Northern Virginia Electric Cooperative)

Terms. Posted rider NEM-10, effective May 1, 2020, image-only and read by OCR; cap 2.0 percent in the rider.[197] Cap page based on 2025 data computes 4.0 percent of a 1,283 MW net peak, 18.837 MW available, and cites a rider effective April 1, 2026 that the rates page does not post.[198,166]

Federal filing. Long form: 3,602 residential of 3,736 net-metered PV installations; 167,274 residential customers; 21.53 per 1,000.[89]

C25 Powell Valley Electric Cooperative

Terms. No rider, Virginia rate schedule or cap page located on its renewables or rates pages. A rate notice of March 1, 2026 raised the residential customer charge by $4.00 a month without stating the base amount.[200]

Federal filing. Long form: 6,589 residential customers; no net metering row.[221,170]

C26 Prince George Electric Cooperative

Terms. Rider NEM-10A, filing dated January 12, 2021; cap 2.0 percent.[202] No cap calculation or status located on the interconnection or rates pages.[203]

Federal filing. Long form: 170 residential of 172 net-metered PV installations; 10,954 residential customers; 15.52 per 1,000.[89]

C27 Rappahannock Electric Cooperative

Terms. Net Energy Metering Rider 2023 (NEM-10A); cap 3.0 percent.[206] The November 2026 table shows 12,450 kW of residential capacity available, with no system peak or calculation.[207]

Federal filing. Long form: 3,442 residential of 3,539 net-metered PV installations; 169,489 residential customers; 20.31 per 1,000.[89]

C28 Shenandoah Valley Electric Cooperative

Terms. Rider NEM-10A, effective August 1, 2024; cap 3.0 percent.[210] Bimonthly cap PDFs posted from May 2020; the latest when read was dated September 2, 2026.[211]

Federal filing. Long form: 1,126 residential of 1,220 net-metered PV installations; 85,281 residential customers; 13.20 per 1,000.[89]

C29 Southside Electric Cooperative

Terms. Rider NEM-10, SCC stamp April 24, 2020; cap 2.0 percent.[214] Interconnection form and a net metering purchase and sale agreement posted. A linked capacity document updated November 2, 2026 computes the residential cap at 3 percent of a 345,487 kW peak, 10,364.61 kW, with 3,374.096 kW available.[215]

Federal filing. Long form: 730 residential of 730 net-metered PV installations; 56,846 residential customers; 12.84 per 1,000.[89]

7. THE INVESTOR-OWNED BENCHMARKS

The benchmark profiles come from each company's filed tariffs and terms and conditions, and for Dominion's successor program the Commission's orders. Each profile codes the terms available to a new residential customer on the report date. For Dominion those are the terms of the legacy program, which governs new interconnections until May 1, 2027. The successor program is set out beside it.

B30 Appalachian Power Company

Legal form: investor-owned; Phase I Utility.

Instrument. Va. S.C.C. Tariff No. 28: Rider N.M.S. for low-income customers and those who applied before November 27, 2025, and Rider N.M.S. II for other customers applying after that date.[222]

Terms. 25 kW residential under § 56-594; 12-month period with monthly excess carried forward; retail offset within the period.[223,224]

Excess. Under Rider N.M.S. II, forfeited unless under a purchase agreement paying residential excess $0.0566 per kWh.[225] Legacy Rider N.M.S. carries excess forward up to billed consumption, and its purchase agreement pays the PJM AEP zone annual average price.[226]

Standby and fees. No residential standby charge; $50 inverter inspection for static inverters over 10 kW.[227]

Fixed charge. $7.96 a month, Schedule R.S.; energy 7.622 cents per kWh before riders.[228]

Federal filing. Long form: 4,892 residential of 5,084 net-metered PV installations; 465,283 residential customers; 10.51 per 1,000.[89,229]

B31 Dominion Energy Virginia

Legal form: investor-owned; Phase II Utility.

Instrument. Terms and Conditions Section XXV, current filing effective February 5, 2026, and Schedule 1.[230]

Legacy terms. 25 kW residential, any installation capped at 150 percent of use; 12-month period; capped rollover; excess bought only under a purchase agreement at the PJM Dominion zone day-ahead annual average price.[231,232]

Standby. Residential systems above 20 kW AC: $4.19 per kW distribution and $1.32 per kW transmission standby.[233]

Successor program. Final Order of April 30, 2026 and Order on Clarification of May 20, 2026, PUR-2025-00079. Excess over the annual period is credited at $0.05829 per kWh, with a $1.00 monthly administrative charge. The orders treat the program's 30-minute interval as a measurement interval with no financial effect, and the net metering period stays one year. The application fee and dollar carry-forward were denied. The program applies to new or modified non-low-income interconnections from May 1, 2027, and to current customers who choose to switch. Revised terms were filed July 30, 2026; Dominion's posted terms do not yet carry them.[234,235]

Fixed charge. $7.58 a month, Schedule 1.[236]

Federal filing. Long form: 53,368 residential of 54,523 net-metered PV installations; 2,383,548 residential customers; 22.39 per 1,000.[89,237]

B32 Kentucky Utilities, serving Virginia as Old Dominion Power

Legal form: investor-owned; § 56-580(G) utility.

Instrument. Standard Rate Rider NMS, effective June 1, 2022, SCC Case PUR-2021-00171.[238]

Terms. 25 kW residential; program cap 6 percent of the prior year's Virginia peak-load forecast, 5 percent for all customers and 1 percent for low-income; 12-month period.[239,240]

Excess. Capped rollover; no compensation without a purchase agreement at the system-wide PJM day-ahead annual average price.[241]

Fixed charge. $12.00 a month, Rate RS.[242]

Federal filing. Long form: 60 residential of 81 net-metered PV installations; 22,669 residential customers; 2.65 per 1,000.[89,243]

Where regulation is heading

Appalachian Power's newer rider buys residential excess at $0.0566 per kWh, and Dominion's successor program will credit excess over the annual period at $0.05829 per kWh for customers other than low-income customers interconnecting from May 1, 2027.[225,235] Both sit well below retail. Salem and Virginia Tech carry excess forward at retail within their own systems with no limit stated, which on that one point is more generous than the regulated utilities will be for new customers. Bedford gives no value to exported energy, and Front Royal offers no net metering.

PART FOUR

Data, method and limits

8. FEDERAL FILINGS AND ADOPTION RATES

What the federal form asks

Utilities report to the Energy Information Administration on one of two forms. The long form's Schedule 7A asks for net-metered capacity and the number of installations actively enrolled at year end, by customer class and technology.[244] Smaller utilities may file the short form. In EIA's short-form submissions to the Office of Management and Budget (OMB) in 2020 and 2026, its only net metering question reads the same: “Did you have Net Metering Programs during the reporting year?” Both define such programs as ones that let customers sell excess power back to the grid to offset consumption.[245] The 2024 form itself was not retrieved.

What the 32 utilities reported for 2024

- **Long form, with net metering counts (16):** Danville, Harrisonburg, Salem and Virginia Tech; nine cooperatives; all three investor-owned utilities.[5]
- **Long form, no net metering row (3):** Bristol and Powell Valley, both TVA distributors, which report customer generators as distributed generation not net metered; and Manassas, which reports neither.[77,170,117]
- **Short form, yes (7):** Blackstone, Franklin, Martinsville and Radford; BARC, Community and Craig-Botetourt.
- **Short form, no (6):** Bedford, Culpeper, Elkton, Front Royal, Richlands and Wakefield.

Set against the published terms, the four public systems that answered yes and publish no net metering terms that I located stand out, as does Manassas, which publishes a complete program and filed no net metering schedule. The three short-form cooperatives that answered yes all publish riders. Appendix C gives each utility's filing.

Adoption rates

The rate is residential photovoltaic net-metered installations per 1,000 residential customers, computed from each utility's own 2024 filing.[89] It can be computed only where a utility filed the long form with a net metering row, which is 16 of the 32.

Utility	Regime	How terms are set	Residential installations	Residential customers	Per 1,000	Mean kW per installation
Harrisonburg	Public power	Utility-issued	298	18,089	16.47	6.51 AC
Virginia Tech	Public power	Utility-issued	93	5,660	16.43	5.68 AC
Salem	Public power	Adopted and published	94	11,298	8.32	6.11 AC
Danville	Public power	Adopted and published	220	37,781	5.82	7.51 AC
Central Virginia	Cooperative	Statute and SCC	835	34,893	23.93	8.00 AC

Utility	Regime	How terms are set	Residential installations	Residential customers	Per 1,000	Mean kW per installation
NOVEC	Cooperative	Statute and SCC	3,602	167,274	21.53	8.07 AC
Rappahannock	Cooperative	Statute and SCC	3,442	169,489	20.31	7.76 AC
Prince George	Cooperative	Statute and SCC	170	10,954	15.52	6.97 AC
Northern Neck	Cooperative	Statute and SCC	273	17,991	15.17	7.94 AC
Shenandoah Valley	Cooperative	Statute and SCC	1,126	85,281	13.20	8.00 AC
Southside	Cooperative	Statute and SCC	730	56,846	12.84	9.02 DC
Mecklenburg	Cooperative	Statute and SCC	178	30,016	5.93	7.42 AC
A&N	Cooperative	Statute and SCC	172	33,096	5.20	7.63 AC
Dominion Energy Virginia	Investor-owned	Statute and SCC	53,368	2,383,548	22.39	7.26 AC
Appalachian Power	Investor-owned	Statute and SCC	4,892	465,283	10.51	7.80 AC
Kentucky Utilities / Old Dominion Power	Investor-owned	Statute and SCC	60	22,669	2.65	8.95 DC

Adoption does not sort by regime. The nine cooperatives operate under near-uniform terms set by one statute and still run from 5.20 at A&N to 23.93 at Central Virginia, more than fourfold. That spread exceeds the spread across the four public systems, 5.82 to 16.47. Pooled rates put public power at 9.68, the cooperatives at 17.38 and the investor-owned utilities at 20.31, but the pooled figures are driven by the largest systems. Dominion alone holds 83 percent of the benchmark customers. The medians run in a different order: 12.38, 15.17 and 10.51.[89]

Among public systems the order runs against the typology. Danville and Salem, which adopted and published their terms, show 5.82 and 8.32. Harrisonburg and Virginia Tech, whose terms are utility-issued with no adopting action located, show 16.47 and 16.43. Two systems sit in each class, and the record holds nothing about why uptake differs. Among these four systems, the comparison gives no support to a claim that formal adoption goes with higher uptake. It supports no claim in the other direction.

Uptake cannot measure the systems without published net metering terms. Radford, Blackstone, Franklin and Martinsville filed the short form and report no counts, as do the three silent systems. The group the governing-instrument finding is most concerned with is the group the federal data cannot describe.

Mean installation size is similar across utilities, roughly 5.7 to 9.0 kW. Kentucky Utilities and Southside report capacity in DC and the rest in AC, so the sizes are not strictly comparable. The 2023 archive on disk is an EIA web page rather than data, so no year-over-year comparison was made.[5]

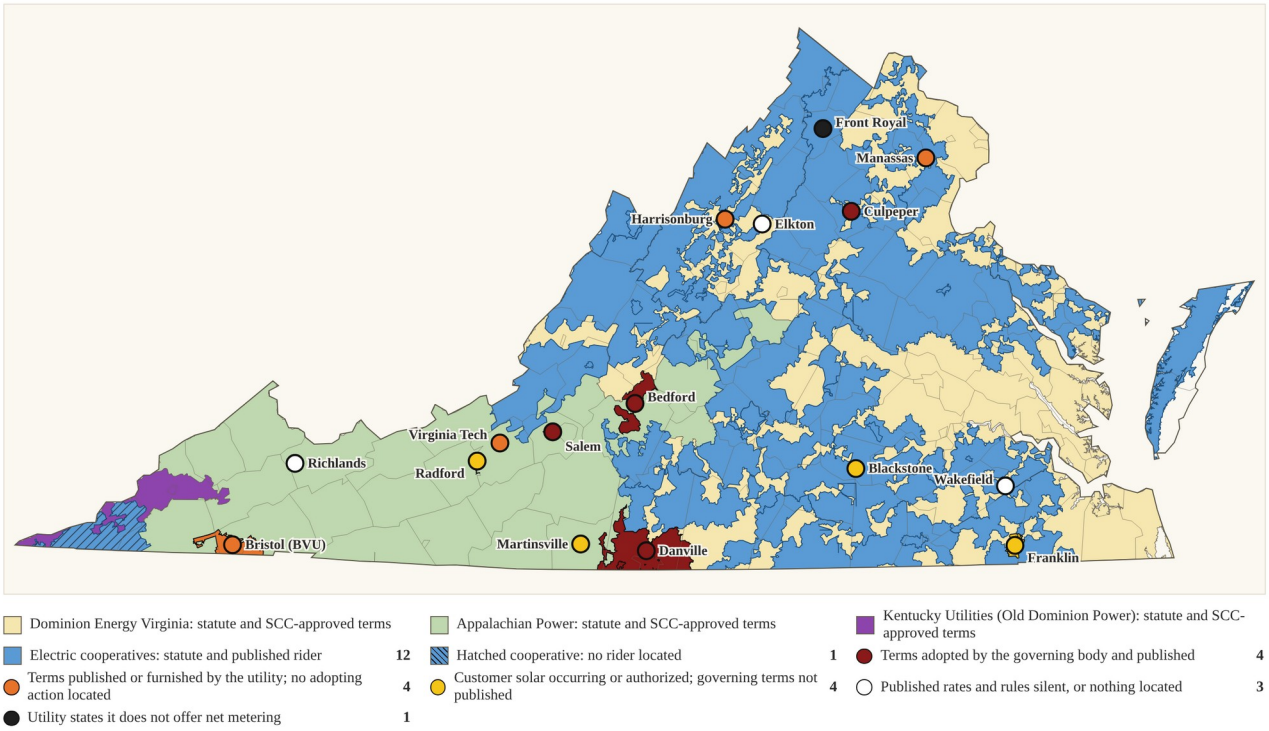
9. FIXED CUSTOMER CHARGES

The fixed monthly charge matters to a solar customer because generation cannot offset it. A customer who exports more than he uses in a month still pays it, in every system whose terms address the point.[146,50,38,246]

Among the 15 public systems that publish a residential charge, it runs from $8.54 in Franklin to $31.50 in Bristol, before Bristol's $1.54 hydro credit. Bedford adds a $10.00-per-meter emergency rider to its $25.00 charge through July 1, 2028, which brings its total to $35.00.[63] Radford's $20.00 charge was $7.02 in its rate summaries for FY2017, FY2021 and FY2026.[129,136] No Wakefield charge was located. The 12 cooperatives that publish a figure run from $16.50 at Rappahannock to $41.00 at Craig-Botetourt. A&N, Northern Neck and Southside also bill residential demand, Mecklenburg bills demand above 30 kW, and Craig-Botetourt lists a demand charge at $0.00 until meters are installed.[247,248,216,249,250] The investor-owned utilities charge $7.58 at Dominion, $7.96 at Appalachian Power and $12.00 at Kentucky Utilities.

A cooperative that elects transition under § 56-585.4 may not raise the fixed charge of a derived net metering class above $20 for five years if the parent class's charge was $20 or less, and may not raise it at all if the parent's was higher.[12] No public power system is bound by a comparable rule in the sections of Title 56 I read. Appendix B lists every charge with its schedule and source.

10. THE MAP AND ITS METHOD



Who sets the terms for customer solar in Virginia. Fill shows the serving utility. The 16 public power systems are drawn as markers classed as in Section 4, so the small systems can be seen at this scale. Powell Valley is the one cooperative hatched.

Territory shapes come from an ArcGIS layer titled “VA Electric Territories 2016,” which states no source.[251] I compared it by eye with the Commission's 2020 Electric Service Territories map, and the cooperative, investor-owned, Old Dominion Power and municipal footprints match. The federal HIFLD retail service territory layer was tried first and rejected. As recorded when the comparison was made on November 16, 2026, it drew cooperatives as whole counties and omitted Old Dominion Power's Virginia territory; the original download was not kept unaltered. Each public power marker was checked to fall inside its city or county against Census boundaries. The legend counts are computed from the class file. Bristol's class is a judgment call, as Section 4 explains.

11. LIMITS AND OPEN ITEMS

Limits of the design

- **One state, one coder.** Every entry was read and coded by one person. The register makes each entry checkable, but no second coder has checked them.
- **Self-reported federal data.** EIA figures are what each utility filed. They were not checked against utility records.
- **A snapshot.** Rates and riders are as published in November 2026; federal figures are for 2024.
- **A reading of statute.** The conclusion that no section of Title 56 I read applies net metering to public power systems rests on the text, and Title 56 was not searched end to end. No case law was read, and whether § 56-596.8 reaches public power customers is not settled.
- **Partial adoption data.** Rates exist for 16 of 32 utilities and support description only.

Bounds of specific negatives

- **Adopting actions.** For Harrisonburg, Manassas, Virginia Tech and Bristol, “none located” covers what each publishes and, for the three with a municipal code, that code. Board, commission, authority and council minutes were not searched.
- **Cooperative standby.** “None located” covers the posted riders and two targeted searches of the Commission's website and the web, without a case-by-case docket review.
- **Cooperative transitions.** Whether any cooperative has elected the § 56-585.4 transition was not searched.

Open items

- **NOVEC.** The residential charge shown is the 2024 schedule. The cooperative's site lists rate changes for November 2026, which were not read.
- **Blackstone.** The council policies under Sec. 62-305 have not been obtained; a request is unanswered.
- **Wakefield.** No rate schedule or customer-solar term located on the town site or in the 82 of its 89 posted records saved; two addresses tried returned the request undelivered, and a third the town lists was not tried.
- **Elkton.** The rules on file at the Treasurer's Office are unread, and the code site could not be reached on November 18 to re-read Sec. 81-20.
- **Richlands.** A request for any terms outside the adopted rate schedules is unanswered, and the utility chapters of the posted town code are unread.
- **Manassas.** Why the city filed no net metering schedule with EIA is not established.
- **Map.** The source of the 2016 territory layer is not established.

APPENDIX A. REGISTER EXTRACT, ALL 32 UTILITIES

The latest register entry for each field, condensed. A field with no register entry shows “None located”, “Not located”, “None stated”, “No rider located” or “n/a”. The profiles in Sections 5 to 7 carry the sources.

ID	Utility	Governing instrument	Residential limit	Netting	Excess generation	Fixed charge	EIA 2024
M01	Bedford	Council-adopted terms, May 27, 2025	Under 10 kW AC	None	Not bought or banked	$25.00 + $10.00 rider	Short form N
M02	Blackstone	Code 62-305; council policies not located	Not located	Not located	Not located	$9.17	Short form Y
M03	Bristol	Web pages and agreement; no adopting action located	In agreement	Not stated	Sale to TVA possible	$31.50 less $1.54	No net metering row
M04	Culpeper	Council policy, 2023, amended 2024	10 kW	Monthly	Remainder paid to bill-assistance fund	$12.13	Short form N
M05	Danville	Rider N; council sets rates	20 kW AC	12 months	Capped rollover; purchase option	$12.50	5.82 per 1,000
M06	Elkton	Code 81-20; rules on file; rates silent	None located	None located	None located	$10.50	Short form N
M07	Franklin	None located	None located	None located	None located	$8.54	Short form Y
M08	Front Royal	FAQ: net metering not allowed	n/a	n/a	Not stated	$25.00	Short form N
M09	Harrisonburg	Agreement on request; no adopting action located	20 kW; 200% of use	Annual, April reset	Credited at avoided cost	$9.50	16.47 per 1,000
M10	Manassas	Utilities Department documents; no adopting action located	10 kW AC	12 months	Capped rollover; forfeited	$17.87	No net metering row
M11	Martinsville	Terms: parallel by written consent only	None stated	None stated	None stated	$14.00	Short form Y
M12	Radford	None beyond code (director, Nov. 17, 2026)	10 kW (director)	Each billing cycle	Forfeited (director)	$20.00	Short form Y
M13	Richlands	Adopted rates, June 9, 2026; silent	None located	None located	None located	$16.00	Short form N
M14	Salem	Schedule N.M. in council rate book	10 kW	Monthly, no reset stated	Never paid	$9.50	8.32 per 1,000
M15	Virginia Tech	Web pages; schedule not posted	Refers to state code	Monthly, no reset stated	Never paid	$10.40	16.43 per 1,000
M16	Wakefield	None located	None located	None located	None located	Not located	Short form N

ID	Utility	Governing instrument	Residential limit	Netting	Excess generation	Fixed charge	EIA 2024
C17	A&N	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$27.90	5.20 per 1,000
C18	BARC	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$33.60	Short form Y
C19	Central Virginia	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$33.97	23.93 per 1,000
C20	Community	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$33.00	Short form Y
C21	Craig-Botetourt	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$41.00	Short form Y
C22	Mecklenburg	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$25.20	5.93 per 1,000
C23	Northern Neck	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$35.00	15.17 per 1,000
C24	NOVEC	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$21.30 (2024)	21.53 per 1,000
C25	Powell Valley	No rider located	None located	None located	None located	Not published	No net metering row
C26	Prince George	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$29.00	15.52 per 1,000
C27	Rappahannock	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$16.50	20.31 per 1,000
C28	Shenandoah Valley	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$30.00	13.20 per 1,000
C29	Southside	Rider filed with SCC	20 kW AC	12 months	Purchase at hourly avoidable cost	$26.00 + demand	12.84 per 1,000
B30	Appalachian Power	SCC tariff, Riders N.M.S. and N.M.S. II	25 kW	12 months	Purchase at $0.0566 (N.M.S. II)	$7.96	10.51 per 1,000
B31	Dominion Energy Virginia	SCC tariff; successor program ordered 2026	25 kW	12 months (legacy)	Purchase at PJM zone price (legacy)	$7.58	22.39 per 1,000
B32	Kentucky Utilities / Old Dominion Power	SCC tariff, Rider NMS	25 kW	12 months	Purchase at PJM system price	$12.00	2.65 per 1,000

APPENDIX B. FIXED CUSTOMER CHARGES WITH SOURCES

Utility	Regime	Residential fixed charge	Schedule and source
Bedford	Public power	$25.00 per month, plus Rider S.R.F. $10.00 per meter per month (2026-06-01 to 2028-07-01)	63
Blackstone	Public power	$9.17 per month	68
Bristol	Public power	$31.50 per month single phase (less $1.54 Hydro Allocation Credit)	75
Culpeper	Public power	$12.13 per billing month	82
Danville	Public power	$12.50 per meter per month	88
Elkton	Public power	$10.50 per month	95
Franklin	Public power	$8.54 per month	100
Front Royal	Public power	$25.00 per month (Residential Facility Charge)	104
Harrisonburg	Public power	$9.50 per billing month	110
Manassas	Public power	$17.87 per month	116
Martinsville	Public power	$14.00 per month	122
Radford	Public power	$20.00 per month	129
Richlands	Public power	$16.00 per month	142
Salem	Public power	$9.50 per month (Electric Base Charge)	148
Virginia Tech	Public power	$10.40 per month	154
Wakefield	Public power	Not located	Not located in the 82 of the town's 89 posted records saved
A&N	Cooperative	$27.90 per month single phase (Access Charge)	173
BARC	Cooperative	$33.60 per month (Consumer Delivery Charge)	177
Central Virginia	Cooperative	$33.97 per month: $26.24 Basic Service Charge + $7.73 Metering and Billing Charge	181
Community	Cooperative	$33.00 per month (Base Facilities Charge)	184
Craig-Botetourt	Cooperative	$41.00 per month single phase (Consumer Delivery Charge)	188
Mecklenburg	Cooperative	$25.20 per month single phase (Consumer Delivery Charge)	192
Northern Neck	Cooperative	$35.00 per month single phase (Access Charge)	196
NOVEC	Cooperative	$21.30 per month (Service Charge)	199

Utility	Regime	Residential fixed charge	Schedule and source
Powell Valley	Cooperative	Not published as a figure; residential customer charge rose $4.00 per month effective 2026-04-01	[200]
Prince George	Cooperative	$29.00 per month single phase (Consumer Delivery Charge)	[204]
Rappahannock	Cooperative	$16.50 per month single phase (Access Charge)	[208]
Shenandoah Valley	Cooperative	$30.00 per billing month single phase (Basic Consumer Charge)	[212]
Southside	Cooperative	$26.00 per month single phase (Consumer Delivery Charge) plus $3.38 per kW demand delivery	[216]
Appalachian Power	Investor-owned	$7.96 per month (Basic Service Charge, Schedule R.S., code 015)	[228]
Dominion Energy Virginia	Investor-owned	$7.58 per billing month	[236]
Kentucky Utilities / Old Dominion Power	Investor-owned	$12.00 per month (Basic Service Charge, Rate RS)	[242]

APPENDIX C. EIA-861 2024 FILINGS, ALL 32 UTILITIES

Utility	Form	Net metering	Residential PV installations	All PV installations	Residential MW	Residential customers	Customers, all classes	Per 1,000 residential
Bedford	Short	N					6,939	
Blackstone	Short	Y					2,035	
Bristol	Long	No 7A row; 7B 20 generators, 0.274 MW				13,633	16,485	
Culpeper	Short	N					5,855	
Danville	Long	Schedule 7A	220	231	1.653 AC	37,781	42,984	5.82
Elkton	Short	N					1,129	
Franklin	Short	Y					5,722	
Front Royal	Short	N					7,837	
Harrisonburg	Long	Schedule 7A	298	336	1.94 AC	18,089	21,705	16.47
Manassas	Long	No 7A row				13,947	16,624	
Martinsville	Short	Y					7,737	
Radford	Short	Y					7,564	
Richlands	Short	N					2,985	
Salem	Long	Schedule 7A	94	99	0.574 AC	11,298	13,519	8.32
Virginia Tech	Long	Schedule 7A	93	101	0.528 AC	5,660	6,849	16.43
Wakefield	Short	N					542	
A&N	Long	Schedule 7A	172	200	1.313 AC	33,096	37,341	5.20
BARC	Short	Y					13,097	
Central Virginia	Long	Schedule 7A	835	857	6.68 AC	34,893	39,573	23.93
Community	Short	Y					11,967	
Craig-Botetourt	Short	Y					6,954	
Mecklenburg	Long	Schedule 7A	178	183	1.32 AC	30,016	31,934	5.93
Northern Neck	Long	Schedule 7A	273	278	2.168 AC	17,991	20,658	15.17
NOVEC	Long	Schedule 7A	3,602	3,736	29.06 AC	167,274	182,074	21.53

Utility	Form	Net metering	Residential PV installations	All PV installations	Residential MW	Residential customers	Customers, all classes	Per 1,000 residential
Powell Valley	Long	No 7A row; 7B 4 generators, 0.038 MW				6,589	8,407	
Prince George	Long	Schedule 7A	170	172	1.185 AC	10,954	12,489	15.52
Rappahannock	Long	Schedule 7A	3,442	3,539	26.694 AC	169,489	180,962	20.31
Shenandoah Valley	Long	Schedule 7A	1,126	1,220	9.006 AC	85,281	100,827	13.20
Southside	Long	Schedule 7A	730	730	6.583 DC	56,846	59,338	12.84
Appalachian Power	Long	Schedule 7A	4,892	5,084	38.156 AC	465,283	549,270	10.51
Dominion Energy Virginia	Long	Schedule 7A	53,368	54,523	387.6 AC	2,383,548	2,655,130	22.39
Kentucky Utilities / Old Dominion Power	Long	Schedule 7A	60	81	0.537 DC	22,669	27,495	2.65

Schedule 7A reports net-metered installations; Schedule 7B reports distributed generation that is not net metered. Source: EIA-861 2024 data files; rates computed as described in Section 8.[5,89]

NOTES

Register rows are numbered as data rows of observations.csv in the companion dataset (DOI 10.5281/zenodo.24354108). Paths beginning sources/, map/ and scripts/ refer to the author's working folder, where the saved source documents are kept; the scripts are deposited in the dataset's scripts zip. Paths beginning regional_corpus/radford/ refer to the author's copies of City of Radford public records. The notes file is the dataset's notes_2026-11-10.csv. For register rows whose source is such a path, the dataset's sources_crosswalk.csv gives the public address of the record where one exists.

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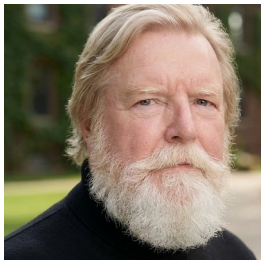

Tommy N. Turner is an independent researcher on land use, grid and local government policy, based in Williamsburg and Christiansburg, Virginia. He is the author of the Virginia Data Center Series: 51 reports, case studies and datasets, built from public records, on the data center buildout in Virginia, Georgia and Tennessee. He writes From the Record, a column for RTO Insider.

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His work also appears in Planetizen, Cardinal News and Virginia Mercury, and his op-eds have run in the Richmond Times-Dispatch, The Virginian-Pilot and Daily Press, The Virginia Gazette and The Roanoke Times.

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