

BEFORE THE
PUBLIC UTILITIES COMMISSION
OF THE
STATE OF CALIFORNIA



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Order Instituting Rulemaking to Continue
Implementation and Administration of California
Renewables Portfolio Standard Program

R.08-08-009

**OPENING BRIEF OF SHELL ENERGY
NORTH AMERICA (US), L.P.
ON RPS REQUIREMENTS
UNDER SB 695**

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In accordance with the procedural schedule established in Presiding Judge Anne Simon’s Ruling dated March 25, 2010, as amended, Shell Energy North America (US), L.P. (“Shell Energy”) submits its opening brief on the mandate in P.U. Code Section 365.1(c)(1) that the Commission ensure that energy service providers (“ESPs”) be subject to the same RPS requirements as the State’s large investor-owned electric utilities (“IOUs”). Based upon P.U. Code Section 365.1(c)(1) and all other pre-existing statutory requirements, the Commission should conclude that there are no additional requirements that must be imposed upon ESPs to ensure that the requirements of Section 365.1(c)(1) are met.

I.

INTRODUCTION

Judge Simon’s March 25 Ruling invited interested parties to submit briefs that “identify the relevant [RPS] requirements, propose any revisions necessary to comply with [Section] 365.1(c)(1), and provide reasons for the proposed revisions.” Ruling at p. 2. The Ruling stated

that upon its review of the parties' briefs, the Commission may issue a new Decision or modify prior Decisions implementing the RPS program. *Id.* at p. 3.

In view of the history of the RPS statute and the statutory provisions that pre-date SB 695, there is no basis for the Commission to alter the RPS implementation decisions that preceded the enactment of SB 695. The Commission properly took into account, in those RPS decisions, the statutory requirement that ESPs and IOUs must be subject to the same RPS requirements.

As for the terms and conditions imposed in the Commission's recent TREC decision (D.10-03-021), the Commission properly accounted for the differences between IOUs and ESPs and on this basis correctly concluded that neither the temporary 25 percent TREC usage limit nor the temporary \$50 per REC "cap" should apply to ESPs. The Commission correctly concluded that because ESPs and ESP contracts are not regulated by the Commission, the TREC limitations imposed on the IOUs should not be imposed upon ESPs.

Accordingly, upon the completion of its "comprehensive review" of the RPS requirements in this phase of the proceeding, the Commission should conclude that no additional requirements should be imposed upon ESPs to satisfy the mandate of P.U. Code Section 365.1(c)(1).

II.

BACKGROUND

A. Pre-Existing Statutory Provisions

The original RPS statute (SB 1078), which was enacted in 2002, provides that an ESP "shall be subject to the same terms and conditions applicable to an electrical corporation pursuant to [the RPS program]." P.U. Code Section 399.12(g)(3). This statute also provides that

the Commission will “determine the manner in which [ESPs] will participate in the [RPS] program.”

P.U. Code Section 380(e) (enacted in 2005) (AB 380) reiterates the requirement imposed in the RPS statute. AB 380 provides that “[e]ach load-serving entity shall be subject to the same requirements for . . . the renewables portfolio standard program that are applicable to electrical corporations pursuant to this section, or otherwise required by law, or by order or decision of the [CPUC].”

Based upon the language of both SB 1078 and AB 380, the Commission has previously concluded that ESPs and IOUs are to be subject to the same substantive RPS requirements. The provisions of P.U. Code Section 365.1(c)(1) do not add to or detract from the Commission’s responsibility to ensure that ESPs and IOUs are treated the same under the RPS program. Through a series of Decisions, the Commission already has imposed the same substantive RPS requirements on ESPs and the IOUs.

B. Commission Decisions Implementing the RPS Statute for ESPs

In D.05-11-025 (November 18, 2005), based upon its consideration of the applicable statutory provisions, the Commission concluded that ESPs (and CCAs) and the IOUs shall be treated the same with respect to the purposes and requirements of the RPS statute, which are as follows:

- Meet the 20 percent renewable procurement requirement by 2010;
- Increase renewable procurement by 1 percent per year through 2010;
- Report RPS compliance to the CPUC;
- Comply with flexible compliance mechanisms; and
- Be subject to noncompliance penalties and the penalty process.

Decision at pp. 10-11.

The Commission concluded, however, in D.05-11-025, that it retained discretion to determine the manner by which ESPs (and CCAs) shall participate in the RPS program. The Commission stated as follows:

We approach this question as an issue of policy. ESPs and CCAs each are subject to separate and distinct legal and regulatory requirements. Although they are each subject to certain requirements of this Commission as assigned by the Legislature, neither is regulated as a “public utility” as defined by the Public Utilities Code, nor are they subject to Commission regulatory authority as a matter of course. Instead, the Commission is granted specific regulatory authority over these entities for particular issues, in this case, RPS. Because of this, each of these entities in existence or planned operates under a business model that is different from a regulated public utility.

For example, . . . this Commission does not set rates or rates of return for ESPs, or review their overall procurement plans, and ESPs are currently limited in their ability to sign up new customers. . . .

This Commission has less overall control over how ESPs and CCAs operate than we do over how utilities operate. Also, to the extent we consider ESP and CCA operations, our concerns about their operations differ somewhat from our concerns about the operations of the investor-owned utilities. In the context of the RPS program, our primary concern is to ensure that ESPs and CCAs do in fact reach the goal of 20% renewable energy by 2010. We are, however, somewhat less concerned about the details of how they get there.

Therefore, we do not believe it is reasonable to require these entities to be subject to the exact same steps for RPS implementation purposes as the utilities we fully regulate. . . . Thus, we are sensitive to the particular requirements and pressures of each type of entity and do not necessarily want to impose a “one size fits all” RPS regulatory scheme.

Decision at pp. 11-12.

In D.06-10-019 (October 5, 2006), the Commission adopted the RPS compliance obligations for ESPs (and CCAs). Citing the above-quoted language from D.05-11-025, the Commission concluded that because the Commission does not regulate ESP prices, the

Commission has no reason to review ESPs' RPS procurement contracts for reasonableness (Decision at p. 13), and it has no reason to require ESPs to submit annual RPS procurement plans. Id. at p. 12.¹

C. SB 695

SB 695 was enacted in October 2009. The relevant provision of SB 695 (P.U. Code Section 365.1(c)(1)) directs the Commission to “[e]nsure that [ESPs] are subject to the same requirements that are applicable to the state’s three largest electrical corporations under any programs or rules adopted by the [C]ommission to implement . . . the [RPS provisions] commencing with [P.U.] Code Section 399.11.” The statute provides further: “This requirement applies notwithstanding any prior decision of the [C]ommission to the contrary.”

The directive in SB 695 -- that ESPs be subject to the same RPS requirements that are applicable to the IOUs -- is no different from the directives that were included in SB 1078 and AB 380. With respect to the RPS requirements imposed upon IOUs and ESPs prior to the enactment of SB 695, there is no need for the Commission to revisit its previous determinations. The Commission fully implemented the requirements of SB 1078 and AB 380 in its various Decisions adopting RPS compliance rules for the IOUs and ESPs.

D. TREC Decision

Since SB 695 was enacted, the Commission issued one additional Decision addressing the terms and conditions of RPS compliance. In D.10-03-021 (March 11, 2010) (TREC Decision), the Commission addressed terms and conditions under which tradable renewable energy credits (“TREC”) may be used by load-serving entities (“LSE”) for RPS compliance.

¹ In order to enable the Energy Division to verify ESPs' RPS reporting and compliance, the Commission decided, in D.06-10-019, that ESPs must submit copies of their RPS contracts (on which they rely for RPS compliance) to the Energy Division, but only upon request. Id. at p. 14.

In the TREC Decision, the Commission imposed two limitations on the IOUs' use of TRECs for RPS compliance that were not imposed on ESPs. First, the Commission determined that for an interim period (2010 and 2011), the IOUs may use TRECs to meet no more than 25 percent of their annual procurement targets ("APT"). Decision at p. 101, Ordering Paragraph ("O.P.") No. 17. Second, the Commission decided that for the 2010-2011 interim period, the Commission will not approve any IOU TREC contract for which the levelized price exceeds \$50.00. *Id.* at pp. 101-02, O.P. No. 20.

The Commission was fully aware, at the time it issued the TREC decision, of the requirement imposed by SB 695. In fact, in D.10-03-021, the Commission stated that SB 695 "mandates that RPS requirements for ESPs and the three large utilities be equalized." Decision at p. 81. In approving this distinction in the treatment of IOUs and ESPs, however, the Commission was giving effect to the statutory provision (P.U. Code Section 399.12(g)(3)) that calls upon the Commission to decide the "manner" in which ESPs will participate in the RPS program.

E. Summary

Based upon the pre-existing statutory provisions mandating equal treatment of ESPs and IOUs in RPS compliance, the Commission is not required to impose any further obligations on ESPs as a result of SB 695. As discussed in greater detail below, the two TREC-related limitations that the Commission imposed exclusively on the IOUs in the TREC Decision should not be imposed upon ESPs. The Commission has the discretion, in accordance with P.U. Code Section 399.12(g)(3), to determine the manner of ESP participation in the RPS program, including the use of TRECs for RPS compliance.

III.

ARGUMENT

A. The Commission Has Previously Established Equal RPS Requirements for ESPs and IOUs

SB 695 did not replace or modify the pre-existing language in P.U. Code Section 399.12(g)(3) and Section 380(e) that requires the Commission to impose the same RPS obligations on ESPs and IOUs. SB 695 also did not replace or modify the language in P.U. Code Section 399.12(g)(3) that states that the Commission shall “determine the manner in which [ESPs] will participate in the [RPS] program.”

In 2006, when the Commission adopted RPS compliance requirements for ESPs and CCAs (D.06-10-019), the Commission had a statutory duty to ensure that ESPs and IOUs are subject to the same terms and conditions under the RPS program. See P.U. Code Section 399.12(g)(3); P.U. Code Section 380(e). The Commission diligently complied with this requirement in its adoption of the ESP/CCA RPS compliance rules. As the Commission made clear in D.05-11-025, the substantive RPS requirements imposed upon ESPs and IOUs are the same. Decision at p. 9.

For all RPS compliance requirements imposed by the Commission prior to the enactment of SB 695, therefore, no further action is required by the Commission to ensure that the RPS compliance requirements are “equalized” for ESPs and IOUs. SB 695 did not alter the Commission’s obligations with respect to establishing ESP RPS requirements. The Commission has carefully and completely fulfilled its obligations in previous Decisions.

B. RPS Requirements Imposed Exclusively Upon IOUs in the TREC Decision Should Not be Imposed Upon ESPs

In D.10-03-021, the Commission imposed a temporary 25 percent “cap” on the use of TRECs by the IOUs for RPS compliance. See Decision at p. 101, O.P. No. 17. The Commission

also established a price cap of \$50 for any TREC contract submitted by an IOU for Commission approval. Id. at pp. 101-02, O.P. No. 20. Shell Energy will show, in the discussion below, that neither of these limitations can or should be imposed upon ESPs.

1. The TREC Price Cap May Not Be Imposed on ESPs

An ESP's retail sales price is not regulated by the Commission, and an ESP may not seek from the Commission guaranteed recovery of its energy (or REC) purchase costs. For these reasons, an ESP is not required to submit a renewable procurement contract (or a TREC contract) for Commission approval. See D.06-10-019 at pp. 12-13.

The prices agreed upon between an ESP and its suppliers, on the one hand, and the prices agreed upon between an ESP and its retail customers, on the other hand, are based upon mutual agreement between the contracting parties. The Commission does not have authority to approve ESP contracts and it does not have authority to enforce ESP contracts. There is no reason or basis for the Commission to impose a limit upon the price of a TREC purchased by an ESP.

2. The 25 Percent TREC Usage Limit Should Not Apply to ESPs

In D.10-03-021, the Commission concluded that the 25 percent limit on the IOUs' use of TRECs for RPS compliance should not be imposed on ESPs, CCAs or the two small California utilities. Decision at pp. 46-48. In support of its conclusion to impose the 25 percent TREC limit exclusively on the IOUs, the Commission stated as follows:

It is not unreasonable that this limitation will apply just to the three large utilities. They are responsible for the vast majority of RPS procurement in California; they provide contracts supporting new construction; and they have by far the largest number of customers. They also have the largest array of RPS procurement options and resources, enabling them to have greater flexibility incorporating the TREC limitation of 25% of APT into their procurement planning. Since the limitation is temporary and transitional, the large utilities can take account of it in their longer-term RPS procurement strategies without being unduly constrained in those strategies.

Decision at pp. 46-47.

With respect to imposing the 25 percent TREC limit on ESPs, the Commission stated the following:

[T]his Commission has different responsibilities with respect to utilities, on the one hand, and ESPs and CCAs on the other. This Commission does not set the rates of ESPs or CCAs and has no responsibility to ensure that their charges to their customers are just and reasonable. If an ESP or CCA chooses to take the price risk associated with using TRECs rather than fixed-price bundled contracts for RPS compliance, that is a business decision whose consequences are borne solely by the ESP or CCA and its customers. Therefore, the limitation on the use of TRECs to 25% of APT will not now apply to ESPs or CCAs.

Decision at p. 48.

With full awareness of the requirement of SB 695, the Commission reasonably concluded that the temporary 25 percent TREC usage limit should not be imposed upon ESPs. In light of the IOUs' market power in the renewable energy market, and in light of the fact that the Commission does not regulate the prices in ESP contracts, the Commission determined that ESPs should not be limited as to when or in what proportion they use TRECs for RPS compliance.

There are two additional reasons for not imposing the temporary 25 percent TREC usage limit on ESPs. First, as suggested in the Commission's discussion in D.10-03-021, the IOUs are the dominant players in the renewable procurement (and TREC) market in California. The IOUs currently serve more than 90 percent of the retail electric load in the IOUs' service territories. In view of California's leadership in mandating renewable energy procurement by LSEs, the IOUs enjoy market power with respect to the purchase of renewable energy (and TRECs).

ESPs, which serve a very small portion of the retail market, do not have market power. ESPs are price takers in the renewable energy market. It is difficult, if not impossible for an ESP to compete with the IOUs for the purchase of TRECs (and to compete with respect to the level of the TREC price) in the current, constrained market for renewable energy. The limited expansion

of direct access that is being implemented pursuant to SB 695 (D.10-03-022) does not begin to alleviate the competitive advantage that is currently enjoyed by the IOUs in the renewable market.

Second, unlike ESPs, the IOUs enjoy guaranteed cost recovery for any TREC contract that is approved by the Commission. Whether or not an IOU is able to use the TRECs under an approved contract in a particular year, the IOU is guaranteed cost recovery for the TRECs purchased under that contract over the life of the contract. The IOU can recover the cost of the TRECs in its procurement rate whether it can use the TRECs immediately for RPS compliance or not. See, e.g., Resolution E-4321 (April 22, 2010), p. 19 (PG&E's TREC costs are recoverable in rates over the life of the PPA).

By contrast, an ESP is only able to recover the cost of its TREC purchases through the prices charged to its customers. If an ESP is not permitted to use a TREC for RPS compliance in a particular year due to an artificial TREC usage limit, the ESP has no ability to recover the cost of the TREC from its customers. An ESP cannot recover the "carrying cost" of a TREC that is purchased but that cannot be used for RPS compliance until a future year. An IOU does not have a carrying cost because an IOU has the ability to recover the cost of a TREC purchase in the year in which the TREC is purchased.

For these additional reasons, the Commission should not impose the temporary TREC usage limit on ESPs. The inferior position of ESPs in the market dictates that ESPs should not be subject to a TREC usage limit. The Commission properly determined, in D.10-03-021, that the 25 percent TREC usage limit should apply exclusively to the IOUs.

IV.

CONCLUSION

Based upon the language in SB 1078 and AB 380, the Commission's obligation to impose the same RPS requirements on ESPs and IOUs has existed since 2002. The Commission adopted RPS compliance requirements for ESPs in D.05-11-025, D.06-10-019 and other decisions consistent with this statutory mandate. SB 695 does not alter the Commission's obligation, and the Commission is not required to modify any ESP RPS requirements in order to comply with SB 695. The Commission continues to have discretion to determine the "manner" of participation in the RPS program by ESPs.

With respect to the TREC decision, the Commission articulated many of the reasons why a TREC usage limit should not apply to ESPs. As for the \$50 TREC price cap in IOU contracts, there is no basis for applying a price cap to ESP contracts because ESP contracts – and prices – are not subject to Commission approval. The Commission made this clear in previous decisions, as well.

Based upon the foregoing, the Commission should conclude that no further action is required for the Commission to comply with the SB 695 mandate to ensure that ESPs and IOUs are subject to the same RPS requirements.

Respectfully submitted,

/s/

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Date: May 3, 2010

VERIFICATION

I am an officer of Shell Energy North America (US), L.P. and am authorized to make this verification on its behalf. The statements in the foregoing documents are true of my own knowledge, except as to matters which are therein stated on information or belief, and as to those matters I believe them to be true.

I declare under penalty of perjury that the foregoing is true and correct.

Executed on April 13, 2010 at Spokane, Washington.



Michael E. D'Arienzo
Vice President -- Commercial, Industrial & Aggregators
Shell Energy North America (US), L.P.

CERTIFICATE OF SERVICE

I hereby certify that I have served, this day, a copy of the foregoing **OPENING BRIEF OF SHELL ENERGY NORTH AMERICA (US), L.P. ON RPS REQUIREMENTS UNDER SB 695** on the Honorable Michael R. Peevey, Assigned Commissioner, the Honorable Anne E. Simon, Presiding Administrative Law Judge, and the Honorable Burton Mattson, Presiding Administrative Law Judge, by electronic mail and Federal Express; and on all parties on the service list for R.08-08-009 by electronic mail only.

Executed on May 3, 2010, at San Diego, California.

_____/s/_____
Sue Pote



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