



BEFORE THE PUBLIC UTILITIES COMMISSION OF THE
STATE OF CALIFORNIA

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Order Instituting Rulemaking to Implement the)
Commission's Procurement Incentive Framework)
and to Examine the Integration of Greenhouse)
Gas Emissions Standards Into Procurement)
Policies.)

R.06-04-009
(Filed April 13, 2006)

COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U-338E) ON THE
PROPOSED DECISION OF COMMISSIONER PEEVEY GRANTING IN PART
PETITION OF SOUTHERN CALIFORNIA EDISON COMPANY TO MODIFY
DECISION 07-01-039

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DECISION 07-01-039**

Pursuant to Rule 14.3 of the Rules of Practice and Procedure of the California Public Utilities Commission (“Commission” or “CPUC”), Southern California Edison Company (“SCE”) submits these comments on the Proposed Decision Granting in Part Petition of Southern California Edison Company to Modify Decision 07-01-039 (“PD”).

The Petition of Southern California Edison Company to Modify Decision 07-01-039 (“Petition”) requested rate recovery for capital expenditures made at Units 4 and 5 of the Four Corners Generating Station (“Four Corners”), in which SCE holds a 48% co-tenancy interest. SCE supports the PD’s finding that SCE’s requested capital expenditures made prior to January 1, 2012, may be recovered in rates, subject to a showing of reasonableness. However, SCE seeks clarification from the Commission that the reasonableness review should be limited to capital expenditures for projects initiated between 2009 and 2011, and that capital projects that

were previously approved in Decision (“D.”) 09-03-025 (“2009 GRC Decision”) are not subject to a further reasonableness showing in the General Rate Case (“GRC”) for 2012.

For capital projects of \$5 million or more, the PD finds that SCE’s reasonableness showing must also identify whether, based on industry standards, the projects may extend the life of the plant by five years or more and provide additional justification for those specific projects. SCE seeks additional explanation on what it means to extend the life of the plant by five years or more. Further, SCE asks the Commission to clarify that SCE’s showing regarding life extension be measured in five-year increments from the end of the contract life or operating life, *i.e.*, 2016.

The PD directs SCE to conduct a study investigating the feasibility of maintaining its interest in Four Corners after the end of 2011, and to report on its study in its upcoming 2012 GRC application. While SCE has no objection to conducting this study, due to the complex nature of the study subjects, SCE requests that the Commission provide a separate process from the 2012 GRC for SCE to study and report on the disposition of the ownership of Four Corners.

The PD also directs SCE to report in the upcoming GRC on its remedial activities in ensuring that SCE’s pleadings are complete, accurate, and fully explain the bases for its positions. SCE is pleased to report on its activities in the GRC filings and is actively working to develop additional training opportunities for its attorneys.

Finally, SCE seeks modification of the PD’s restriction on entering into new contractual agreements concerning its ownership in Four Corners. The Commission should modify the PD to focus the restriction on new agreements that expand or extend SCE’s ownership interest in Four Corners.

I.

BECAUSE THE CPUC ALREADY APPROVED CAPITAL EXPENDITURES MADE PRIOR TO 2009, REASONABLENESS REVIEW SHOULD BE LIMITED TO CAPITAL EXPENDITURES FOR PROJECTS INITIATED BETWEEN 2009 AND 2011

SCE supports the PD's finding modifying D.07-01-039 to grant a partial exemption from the Emissions Performance Standard ("EPS") for Unit 4 and Unit 5 of Four Corners, subject to certain qualifications. The PD allows SCE to recover in rates the revenue requirement associated with capital expenditures for the period prior to January 1, 2012, subject to a reasonableness showing in SCE's 2012 GRC. The PD refers to the Four Corners capital expenditures totaling \$178,593,000 that SCE sought in its original Petition.¹ However, some of the expenditures that were part of the \$178.6 million request were later approved when the Commission issued its 2009 GRC Decision after the January 2008 filing of SCE's Petition for Modification.

The 2009 GRC Decision withdrew SCE's requested Four Corners capital expenditures for 2009-2011 from being included in rate base, therefore excluding them from the authorized GRC revenue requirement, and moved the issue of rate recovery for those expenses to this rulemaking (R.06-04-009).² The PD would approve the then forecast 2009-2011 capital expenditures excluded from rate base eligibility in D.09-03-025, subject to a reasonableness showing in the 2012 GRC application.³ However, forecast capital expenditures prior to 2009, which had been included in SCE's \$178.6 million request, were approved in the 2009 GRC Decision and if the capital project was estimated to be in-service during 2009 or before, the capital additions were included in rate base and therefore, the GRC revenue requirement.⁴

¹ PD at 7.

² D.09-03-025 at 185-186.

³ The associated revenue requirement for the 2009, 2010, and 2011 period is being tracked in the Commission-adopted Four Corners Capital Expenditures Memorandum Account. The reasonableness showing in the 2012 GRC for this "prior to January 1, 2012" period should include recorded expenditures for 2009 and estimated expenditures for 2010, 2011, and beyond for projects initiated between 2009 and 2011. Capital projects initiated after December 31, 2011 should be dealt with according to the results and review of the feasibility study.

⁴ Excluding \$0.553 million (SCE Share) in 2008 for unknown short-noticed projects; *see* D.09-03-025 at 185.

SCE seeks clarification regarding the capital projects that should be reviewed for reasonableness in the 2012 GRC. Specifically, SCE seeks confirmation from the Commission that capital projects initiated prior to 2009 that were largely approved in the 2009 GRC Decision and for which SCE has already been recovering the associated revenue requirement in rates retain their approved status and are not subject to an additional reasonableness showing in the 2012 GRC.⁵ Additionally, SCE seeks confirmation that all capital expenditures for projects that have been or will be initiated between 2009 and 2011 are eligible for recovery subject to a reasonableness review in the 2012 GRC. In the 2009 GRC Decision, the Commission contemplated reconsidering the 2007 and 2008 expenditures included in rate base: “In addition, we may also need to consider whether amounts included in the rate base adopted in this decision should be reduced prospectively to reflect the disallowance of certain Four Corners capital expenditures incurred after the effective date of D.07-01-039.”⁶ Because capital projects initiated prior to 2009 have largely been reviewed for reasonableness in both the 2006 and the 2009 GRCs, and the PD does not propose to reexamine future recovery of projects that were previously approved, SCE requests that the PD be amended to clarify that the ordered reasonableness review be limited to all capital expenditures for projects initiated and forecast to begin between 2009 and 2011.

II.

FOR CAPITAL PROJECTS COSTING \$5 MILLION OR MORE, SCE SHOULD MEASURE LIFE EXTENSION IN FIVE-YEAR INCREMENTS BEGINNING IN 2016

As part of the reasonableness showing for pre-2012 capital projects, the PD would require SCE to make an additional showing for capital projects costing \$5 million or more.

⁵ Given that SCE’s 2009 GRC included forecasts for 2007 and 2008 expenditures, there are a limited number of projects that although not planned for at the time SCE filed its 2009 GRC, were initiated prior to 2009 and have since been completed. Additionally, certain projects that were initiated prior to the implementation of Senate Bill 1368 include recorded expenditures for 2007 and 2008.

⁶ D.09-03-025 at 186.

Specifically, the showing must identify whether, “based on industry standards,” a project will likely extend the life of Unit 4 or Unit 5 beyond five years or some other five-year increment.⁷ If so, the reasonableness showing must include an explanation of why the project is still warranted. Although SCE does not object to making an additional showing for its large capital projects, SCE requests that the PD be modified to more clearly state that the five-year increments are to be measured relative to the plant's current life expectancy of 2016. In other words, the first five-year increment would begin in 2016.

The record in this proceeding demonstrates that “industry standards” are not typically used to determine whether any particular capital project will extend the life of a power plant. Indeed, this approach reverses the decision making process that the industry generally uses to manage power plant life. Plant life expectancy must be established up front as it is needed for a variety of purposes. These include resource planning, capital spending amortization, fuel contracting, land lease decision making, preparing ownership agreements and protocols for jointly-owned plants, and operations and maintenance planning, including the planning of routine capital expenditures. The industry does not normally investigate whether a capital project will extend plant life; rather, the industry normally considers whether a certain capital project is needed to meet the already-established life expectancy and is cost-effective within that constraint.

There are exceptions. Events can occur that cause a plant to cease operations ahead of its previously-expected life. Conversely, as a plant approaches the end of its currently-assumed life expectancy, studies are often performed to assess the costs (including capital costs) and benefits of continued operation. While it is not always the case, for many plants, such as Four Corners, this is a very obvious and discrete event. The record shows that the Four Corners co-owner agreements, capital amortization, fuel supply agreements, and land lease are all approximately aligned with a Unit 4 and Unit 5 life expectancy of 50 years, which also ends in 2016.⁸

⁷ PD at 25.

⁸ The 50-year life expectancy includes the years in which Unit 4 and Unit 5 were designed and constructed.

As SCE noted in its previous pleadings, the most reasonable interpretation of life extension, as applicable to Four Corners, are those activities that would be undertaken to extend operation beyond the plant's current contract life,⁹ or 2016. Such an interpretation is most consistent with industry practice. Providing this added clarity in the final decision is consistent with the feasibility study that is required of SCE in the PD. The required feasibility study appears to recognize and incorporate the fact that Unit 4 and Unit 5 will continue to operate beyond 2011 consistent with their current life expectancy and that the required study is to explore what role (if any) SCE should have in that operation. Accordingly, SCE requests that the Commission clarify that SCE's additional showing for Four Corners capital projects made before January 1, 2012 be measured in five-year increments from 2016.¹⁰

III.

THE COMMISSION SHOULD PROVIDE A SEPARATE PROCESS FROM THE 2012 GRC FOR THE PROPOSED FOUR CORNERS FEASIBILITY STUDY

Because the PD finds that additional factual information is needed to consider the capital expenditures made in January 1, 2012 and beyond, the PD directs SCE to conduct a study on the feasibility of maintaining its interest in the Four Corners units, and to report on its study in its 2012 GRC filings. The PD asks SCE to analyze and provide the following information in the study:

- a) Estimates of the costs of future investments in Four Corners if SCE were to maintain its interest in Four Corners, including estimates of the costs to

⁹ Comments of Southern California Edison Company (U-338E) on Assigned Commissioner and Administrative Law Judge's Ruling Entering Additional Information into the Record and Seeking Comments, November 24, 2008, at 4-5.

¹⁰ While SCE believes 2016 is the relevant date, if the Commission disagrees, SCE requests that the Commission then clarify exactly what is meant by a project that will "extend the life of Unit 4 or Unit 5 beyond five years or some additional five-year increment." PD at 25 (Ordering Paragraph 1). In other words, for SCE's further reasonableness showing for pre-2012 projects costing \$5 million or more, the Commission should clarify the date from which SCE should begin measuring the five-year increments.

bring Four Corners in compliance with the Emissions Performance Standard;

- b) Costs of greenhouse gas allowances or other greenhouse gas compliance costs beginning January 1, 2012, and thereafter, if SCE were to maintain its interest in Four Corners; and
- c) Cost impacts of selling SCE's interest in Four Corners either by December 31, 2011, or in 2016 (the end of the current co-tenancy agreement).¹¹

SCE is prepared to conduct the proposed study to provide the Commission with the factual information deemed necessary to properly review SCE's rate recovery request for its post-2011 Four Corners capital projects. However, due to the complex nature of the proposed study, SCE requests that the Commission allow SCE to report on its study in a separate process from the 2012 GRC. Additionally, consistent with SCE's request that all expenditures for capital projects initiated between 2009 and 2011 be eligible for recovery subject to a reasonableness review in the 2012 GRC, all expenditures for capital projects that begin beyond December 31, 2011 should be eligible for recovery subject to the outcome of the feasibility study.

Contentious issues are likely to arise from the proposed study and a scoping process separate from the 2012 GRC would enable the Commission to better focus on the issues in a manner that would not interfere with the relatively fixed GRC schedule. For example, SCE may have to deal with confidentiality issues with the plant co-owners or may need to rely on the other plant co-owners to obtain necessary information, both of which could have unintentional effects with regard to the GRC timeframe in 2010 and beyond. The proposed studies would require SCE to perform valuation calculations that would have a prominent role in determining the extent of SCE's future ownership interest in Four Corners, but could create confidentiality issues. Moreover, additional foreseeable complexities that warrant removing the study to a distinct process include potential issues with unions, tribal issues, and the possible need for

¹¹ PD at 25 (Ordering Paragraph 3).

California Environmental Quality Act (“CEQA”) review as part of the Public Utilities Code Section 851 process. The Commission should remove its consideration of the feasibility study to a separate process and time frame to deal with the complex factual issues in a more deliberate fashion.

IV.

SCE PLANS TO REPORT ON ITS REMEDIAL ACTIVITIES IN ITS 2012 GRC

SCE supports the PD’s conclusion that the Commission need not pursue a formal Rule 1.1 investigation, and reiterates its pledge to take remedial action in light of the findings of SCE’s outside counsel.¹² The PD requires SCE to report, in the 2012 GRC, on its “remedial activities to ensure that its pleadings are complete, accurate, and fully explain the bases for its positions.”¹³ SCE plans to describe its remedial activities within the Law Department in its 2012 GRC filings later this year. SCE has already engaged in a variety of training activities for its attorneys, including sessions on ethics and quality control procedures. The SCE Law Department also adopted a commitment statement “for Quality and Forthright Representation.” Finally, as recommended by the PD,¹⁴ SCE has been in contact with the third-party facilitator that prepared, for San Diego Gas and Electric Company (“SDG&E”), a professional responsibility class emphasizing Rule 1.1. Although some of SCE’s employees will be attending SDG&E’s class in San Francisco on June 22, SCE plans to consult with this third-party facilitator to build on his expertise and explore whether an SCE-specific version of this class could be offered internally at SCE.

¹² See PD at 19.

¹³ PD at 26 (Ordering Paragraph 5).

¹⁴ PD at 20.

V.

THE PD'S RESTRICTION ON NEW AGREEMENTS CONCERNING SCE'S OWNERSHIP IN FOUR CORNERS IS OVERBROAD AND SHOULD BE CLARIFIED

The PD states that SCE “must not extend any of its existing co-tenancy agreements or enter into any new agreements concerning its ownership in Four Corners without first obtaining approval from this Commission.”¹⁵ SCE seeks further clarification from the Commission as to the extent of this broadly-drafted restriction. It is clear that SCE must obtain approval before entering into agreements that extend its existing co-tenancy agreements beyond 2016. As has been reported publicly, SCE has already notified the Unit 4 and Unit 5 co-owners that it will not participate in any long-term extension of the projects beyond 2016, and that SCE is seeking a buyer for its ownership share in those units.¹⁶ However, SCE requests clarification regarding other categories of agreements that arguably “concern[]” its ownership in Four Corners, but do not extend SCE’s contractual obligations beyond 2016, do not extend the life of the plant, and do not result in an increase in the plant’s greenhouse gas emissions. For example, as part of its contractual obligations to the Four Corners Unit 4 and 5 co-owners, SCE must enter into agreements such as general operating agreements that require unanimous approval from the Engineering & Operations Committee. In addition, as part of its day-to-day responsibilities as a co-owner of a large power plant, it is beneficial for SCE to periodically enter into certain agreements with its co-owners or third parties, such as joint defense agreements in response to lawsuits, or replacement fuel supply agreements that do not extend the term beyond the existing fuel supply agreements. SCE requests that the Commission modify the restriction in the PD to exclude agreements that do not extend and are not inconsistent with SCE’s existing contractual obligations and ownership interest through 2016.

¹⁵ PD at 25-26 (Ordering Paragraph 4).

¹⁶ In the event that SCE is unable to sell its ownership share, and the Unit 4 and Unit 5 co-owners must decommission the plants, SCE anticipates that it could be in the ratepayers’ interest to seek Commission approval for a short extension of the project agreements to allow the plants to operate through the current termination date in 2016, and allow adequate time for decommissioning activities thereafter.

SCE also recognizes that it must seek Commission approval pursuant to Public Utilities Code Section 851 for any final sale agreement to divest its ownership in Four Corners. Prior to the execution of any final sale agreement, however, SCE would generally enter into a variety of agreements that would serve to facilitate the sale, but are not themselves a final sale agreement. These interim agreements, which do not serve to transfer any interest in the plant assets, would likely include non-disclosure agreements, letters of intent, term sheets and consulting agreements for valuation experts or financial advisors. If SCE had to obtain Commission pre-approval for each of these agreements after it was negotiated with a counter-party, it would impede its ability to negotiate and finalize a disposition of the plant in a timely manner. It might also negatively impact the sales price that SCE (and therefore its ratepayers) is able to obtain for its interest in the plant. SCE requests that the Commission exempt such interim arrangements from the restriction on new agreements provided in the PD.

As currently drafted, the restriction on new contracts for SCE is overbroad and risks delaying the normal operations of the plant and a final sale and disposition. Accordingly, SCE proposes the following modifications to Ordering Paragraph 4 of the PD:

4. Southern California Edison Company must not extend any of its existing co-tenancy agreements or enter into any new agreements ~~concerning~~ to expand or extend its ownership interest in Four Corners without first obtaining approval from this Commission.

VI.

CONCLUSION

For the reasons discussed above, SCE respectfully recommends that the Commission issue a final decision that (1) clarifies that the reasonableness review for pre-2012 capital expenditures in the 2012 GRC should address only capital expenditures for projects initiated between 2009 and 2011; (2) clarifies that for capital projects of \$5 million or more for pre-2012 capital projects, SCE should measure the life extension from the year 2016; (3) provides a separate process for SCE's Four Corners Feasibility Study; and (4) modifies the restriction on

new Four Corners contracts to focus on agreements that expand or extend SCE's ownership interest in Four Corners.

Respectfully submitted,

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June 16, 2010

CERTIFICATE OF SERVICE

I hereby certify that, pursuant to the Commissioner's Rules of Practice and Procedure, I have this day served a true copy of COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U-338E) ON THE PROPOSED DECISION OF COMMISSIONER PEEVEY GRANTING IN PART PETITION OF SOUTHERN CALIFORNIA EDISON COMPANY TO MODIFY DECISION 07-01-039 on all parties identified in the attached service list(s).

Transmitting the copies via e-mail to all parties who have provided an e-mail address.
First class mail will be used if electronic service cannot be effectuated.

Executed this **16th day of June, 2010**, at Rosemead, California.

/s/ Alejandra Arzola
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