



BEFORE THE PUBLIC UTILITIES COMMISSION OF THE
STATE OF CALIFORNIA

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Order Instituting Rulemaking Regarding Policies
and Protocols for Demand Response Load Impact
Estimates, Cost-Effectiveness Methodologies,
Megawatt Goals and Alignment with California
Independent System Operator Market Design
Protocols

Rulemaking 07-01-041
(Filed January 25, 2007)

OPENING COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY
(U 338-E) ON THE STATEWIDE JOINT IOU STUDY OF PERMANENT LOAD
SHIFTING

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**OPENING COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U 338-E)
ON THE STATEWIDE JOINT IOU STUDY OF PERMANENT LOAD SHIFTING**

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I.

INTRODUCTION

Pursuant to the February 11, 2011 *Administrative Law Judge's Ruling Setting Workshop On Cost Effectiveness Protocols* (Ruling),¹ Southern California Edison Company (SCE) respectfully submits these Opening Comments on the Statewide Joint IOU Study of Permanent Load Shifting (PLS Report or Report), which report was filed on November 30, 2010 pursuant to Ordering Paragraph 32 of Decision (D.) 09-08-027, issued in the 2009-2011 Demand Response Applications proceeding, A.08-06-001, et al. The Ruling asks the Parties to "include discussion of the report's methodology and technical accuracy, along with comments on the policy options and recommendations contained in the report. Comments should also discuss the relevance to and usefulness of this report in the review of any PLS proposals that the three utilities include in

¹ The Ruling did not set workshop dates. Rather, it required Parties to this proceeding to file by March 7, 2011 opening comments on the Statewide Joint IOU Study of Permanent Load Shifting.

their March 1, 2011 Demand Response (DR) applications, or in other future proceedings relating to PLS.”²

SCE is generally satisfied with the PLS Report’s cost-effectiveness framework methodology, which follows the approach of the California Public Utilities Commission’s (Commission’s) demand-side management (DSM) “standard practice manual,” and is reasonably comparable to the Evaluation Measurement & Verification protocols that the Commission has approved to evaluate other DSM programs.

The original intent of the Report was to “examine ways to expand the availability of permanent load shifting”³. In an attempt to develop a recommendation for a PLS program design and appropriate incentive payments, the Report examined the current state of the PLS industry in the context of current rates, technologies, and stakeholder feedback. In particular, the Report evaluates seventeen specific PLS applications, and computes: (1) the host customer’s bill savings from operating the PLS to shift usage from peak to off-peak periods; (2) the overall avoided cost savings to the utility that supplies power to the customer; and (3) the costs that a host customer incurs to construct and operate the PLS facility.

The relationship between these three cost and savings measurements is key to understanding the policy implications of the Report’s findings for a PLS program recommendation. If the utility’s overall avoided cost savings exceed the customer’s PLS costs, then a PLS facility is cost-effective. If the customer’s bill savings are greater than the customer cost to install PLS, there is no need for policy intervention via utility financial incentives to drive PLS adoption. However, if the utility’s overall avoided cost savings exceed PLS costs, but the customer bill savings do not, then some form of financial incentive may be appropriate to expand the availability of PLS.

One of the objectives of utility rate design is to align rates with costs, which will tend to equalize customer bill savings and avoided cost savings and reduce the need for financial

² Ruling, p. 2.

³ D.09-08-027, Ordering Paragraph 32.

incentives for customer-based PLS technologies. As a result, rate design modifications, if necessary, while outside the scope of this proceeding, may be another means to address any PLS adoption problems.

The comments below address the policy implications that SCE draws from the PLS Report. In some of the specific PLS applications reviewed in the Report, bill savings are inadequate to encourage customers to invest in cost-effective PLS applications. In other instances, however, PLS systems are either not cost-effective, or bill savings already provide adequate incentives for customer investment. This suggests that the Commission needs to proceed carefully to better understand the conditions under which financial incentives are justified before pursuing a broad PLS incentive program.⁴

Although SCE is generally satisfied with the accuracy of the avoided costs measured in the Report, we have a number of concerns that are identified in comments below. In particular, SCE is concerned about the Report's conclusions regarding the degree to which PLS applications can avoid transmission and distribution (T&D) costs and the quantification of benefits from reducing wind over-generation.

In accordance with *Administrative Law Judge's Ruling Providing Guidance For The 2012-2014 DR Application*, issued August 27, 2010, in which ALJ Hecht required the IOUs' 2012-2014 Applications to "contain proposals to expand the use of permanent load-shifting that are informed by the December 2010 study . . . ," SCE on March 1, 2011 filed its DR application and relied, in part, on the incentive levels proposed in the Report. However, SCE recognizes that the Commission may, following the conclusion of this comment period on the Report, potentially direct the Investor-Owned Utilities (IOUs) to "revise their initial proposals from the March 1, 2011 applications and will set appropriate due dates for the submission of those revised proposals."⁵ SCE welcomes the Commission's further guidance on the applicability of the

⁴ In A.11-03-003, SCE has recommended a modest PLS program that would pay financial incentives over the period 2012-2014.

⁵ Ruling, p. 2.

Report's present conclusions to the IOUs' DR applications and does not object to this approach provided that the Commission's guidance is timely and does not hinder timely resolution of the DR Application.

Finally, with respect to the Ruling's request that the Parties comment on the Report's impact on related proceedings, SCE urges the Commission to consider the nascent and ongoing discussions in Rulemaking (R.) 10-12-007 (Storage OIR), which will likely involve some forms of PLS technologies as a type of energy storage application, and decline to issue a decision that preempts discussions and conclusions about cost-effectiveness protocols that may be reached in that more comprehensive Rulemaking.

II.

DISCUSSION

A. The Commission Should Carefully Consider the Policy Justification For PLS Incentives

Figure 32 from the Report, which is reproduced below, shows the relationship between avoided cost savings, bill savings and PLS costs. In this PLS application, depicting case results from a simulated office building in climate zone 3, PLS is cost-effective from an overall perspective because the avoided cost savings exceed the cost of the PLS system. However, since the host customer bill savings from PLS system operation exceed the PLS system cost, the system is cost-effective from a customer perspective and additional financial incentives are not necessary to encourage PLS.⁶ In fact, because customer bill savings exceed the utility's avoided costs, installation of this PLS system would result in an increase in rates to other utility customers.

⁶ Barriers to PLS installation may still exist, so educational programs and demonstration projects may still be warranted to address these barriers.

Figure 32: Specific Case Results – Simulation Office CZ 3

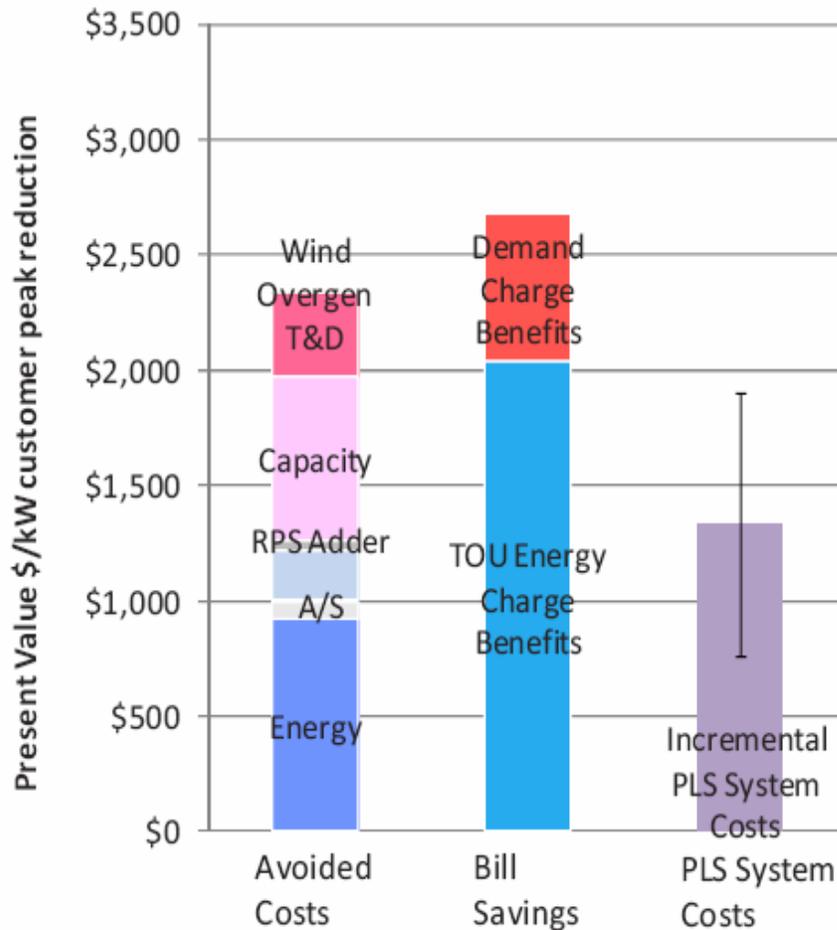
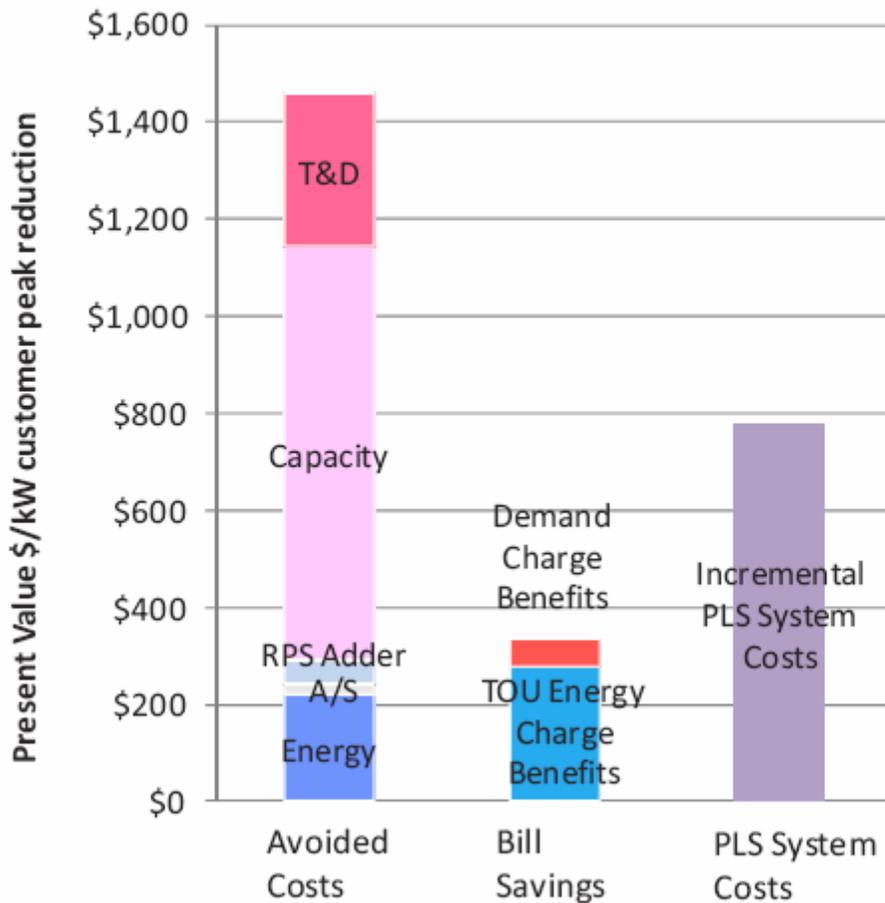


Figure 35 from the Report, which is reproduced below, shows a different relationship. In this PLS application, depicting case results from an actual refrigerated warehouse, PLS system costs compared to avoided costs is technically cost-effective for the utility, but bill savings are relatively low so the customer has no incentive to pursue PLS. In this instance, a financial incentive may make sense to encourage the installation of PLS.⁷ For this specific application, it would be possible to pay an incentive of up to around \$1000/kW (the difference between utility

⁷ The Report did not address the potential for the customer to switch to a different tariff with a greater peak-to-off-peak rate differential in order to capture greater bill savings from PLS operations.

avoided cost savings and customer bill savings) without increasing rates to other utility customers. (This is described as the “ratepayer-neutral incentive level” in the Report.)

Figure 35: Specific Case Results – Refrigerated Warehouse



Although the Report does not produce detailed results for all the PLS applications that were studied, it appears that financial incentives are justified in a relatively small number of these applications, either because the PLS systems studied were not cost-effective, or because customer bill savings already provide an adequate financial incentive for PLS installation. This evidence suggests that financial incentives for PLS may be appropriate in some circumstances, but that a broad programs of PLS incentives may be premature. Another issue raised in the Report is the risk that PLS developers face because of rate design uncertainty. Since the

customer benefits of PLS system operation are due to the bill savings, from PLS operations, changes in rate design during the life of the PLS system can affect customer cost-effectiveness. This is a challenging issue that is not readily addressed by short-term financial incentives, but is not unique to this situation. Variations in rate design inputs such as the natural gas price result in changes in rate levels that could negatively affect investments by customers in a number of technologies.

B. The PLS Report Overstates Avoided Cost Benefits

The analysis in the Report assumes that PLS facility operation will reduce peak loading on T&D facilities, and thus avoid the cost of T&D system expansion. Without a clearer understanding of actual PLS system operations, this conclusion is premature. If PLS system cooling capacity is insufficient to meet cooling needs on an extremely hot day, the PLS system may operate during the peak period at times. Consequently, distribution systems may still need to be designed to handle the contingency for on-peak demands.⁸

Even if SCE were assured that a PLS system would not impose load during peak periods, only a portion of T&D facilities are potentially avoidable due to PLS system operation. A cost driver for a significant portion of T&D facilities is geographic location, not volumetric load. For example, installation of a PLS system may reduce peak loading on distribution transformers, but would not change the number of poles needed to connect a customer to the electric grid. Two other examples of T&D costs that are not avoided by PLS systems are an avoided cost loader for general plant and a portion of the maintenance costs. Omitting these costs from the determination of T&D avoided costs is consistent with SCE's position in the DR cost-effectiveness analysis in the 2012-2014 DR Application (A.11-03-003).

⁸ In the case of distributed generation facilities (generation facilities located at a customer's premise), the Commission has adopted a principle of "physical assurance" to address a similar issue regarding distribution system impacts. If a customer is willing to interrupt the load ordinarily served by the distributed generation facility at times when the distributed generation facility is unavailable, the distributed generation facility is deemed to defer distribution capacity additions and the customer is relieved of paying standby charges. See D.01-07-027, Conclusion of Law #3 and Conclusion of Law #15.

SCE raised these issue in a workshop conducted during development of the Report, and the final Report presents a sensitivity in which T&D avoided costs are omitted, resulting in a 22% reduction in avoided cost benefits.²

Another area of SCE's potential concern is the assumed benefits of reducing wind over-generation. There remains considerable uncertainty regarding the types of new renewable generation likely to be installed over the next decade. Recent trends in development of solar technologies raise concerns with high levels of "must take" generation during peak hours, which may conflict with the operation of PLS systems.

C. SCE Requests That the Commission Enter Relevant Errata Sheets Into the Record

Since the Report's issuance, SCE and other stakeholders have been in regular contact with its authors, Energy+Environmental Economics (E3) and StrateGen, to alert them to input errors and other technical inaccuracies. For example, in late February 2011, E3 sent a memorandum to SCE providing "updates" to the Report, specifically acknowledging that, in one instance, the tariff demand charges were entered incorrectly in the model that generated the ratepayer-neutral incentive levels for the SCE Time-of-Use (TOU) 8 Option B rate. As another example, E3 acknowledged that the ratepayer neutral incentive levels calculated in Table 19 are based on a 2010 resource balance year instead of 2015. To be consistent with the rest of their report, they have since adjusted these values to reflect a 2015 resource balance year. Because these corrections/revisions were not officially served on all Parties to this proceeding, SCE requests that the Commission officially enter any relevant errata sheets into the record in this proceeding.

² PLS Report, p. 61.

D. The Commission Should Consider PLS-Related Policies In Conjunction With Broader Energy Storage Policies

The Commission has not yet issued a scoping memo in the Storage OIR, opened December 21, 2010, to consider, in part, “policy for California utilities to consider the procurement of viable and cost-effective energy storage systems.”¹⁰ However, SCE expects that the Commission will explore cost-effectiveness protocols in that proceeding. Because certain types of PLS may include storage applications that will likely be “in scope” in the Storage OIR, SCE urges the Commission not to issue any definitive decisions about PLS in this proceeding that will foreclose the necessary discussion and debate that has yet to occur in the Storage OIR, specifically regarding cost-effectiveness methodologies. Rather, the Commission should consider PLS regulatory policy in tandem with policies that are still in the development stages of the Storage OIR. To the extent the PLS Report memorializes tentative observations and conclusions of the Parties in this proceeding about PLS activities, it should be considered a guide—not a set policy or mandate—on cost-effectiveness evaluations of PLS and other storage-related activities.

On a related point, the Commission should consider the renewable integration challenges that the CAISO is facing in the coming decades, which are more likely to be addressed with dispatchable storage facilities that operate in response to variations in renewable energy output. This approach may be preferable to “static” PLS applications that shift usage from daytime to nighttime on a regular basis. Thus, further consideration of PLS applications may be more appropriately subsumed within the larger policy focus of energy storage, rather than treated as a stand-alone peak-load reduction technology.

¹⁰ R.07-01-041, p. 1.

III.

CONCLUSION

SCE appreciates the opportunity to provide these Opening Comments on the PLS Report and looks forward to replying to other Parties' opening comments on the same.

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March 7, 2011

CERTIFICATE OF SERVICE

I hereby certify that, pursuant to the Commission's Rules of Practice and Procedure, I have this day served a true copy of **OPENING COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U 338-E) ON THE STATEWIDE JOINT IOU STUDY OF PERMANENT LOAD SHIFTING** on all parties identified on the attached service list(s). Service was effected by one or more means indicated below:

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First class mail will be used if electronic service cannot be effectuated.

Executed this **7th day of March, 2011**, at Rosemead, California.

/s/ JANICE VELARDE

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