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)

BEFORE THE CALIFORNIA ENERGY COMMISSION

In The Matter Of, AB 32 Implementation – Greenhouse Gas Emissions.	)	Docket 07-OIIP-01

REPLY OF SOUTHERN CALIFORNIA EDISON COMPANY (U 338-E) TO RESPONSES TO PETITION FOR MODIFICATION OF DECISION NO. 07-01-039

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Dated: **March 10, 2008**

REPLY OF SOUTHERN CALIFORNIA EDISON COMPANY TO RESPONSES TO PETITION FOR MODIFICATION OF DECISION NO. 07-01-039

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Pursuant to Rule 16.4(g) of the California Public Utilities Commission's Rules of Practice and Procedure, Southern California Edison Company ("SCE") requested and received authority to file this reply to responses to its Petition for Modification, filed January 28, 2008 ("Petition").

SCE responds herein to the Western Power Trading Forum ("WPTF"), the Independent Energy Producers Association ("IEP"), the Division of Ratepayer Advocates ("DRA"), and a coalition comprised of the Natural Resources Defense Council, Union of Concerned Scientists, The Utility Reform Network, Environmental Defense Fund, Center for Energy Efficiency and Renewable Technologies, and Western Resource Advocates (collectively, the "Coalition"). As SCE notes below, there is no legitimate reason to reject a clarification of Decision No. 07-01-039

(the "Decision" or "EPS Decision") which makes clear that the emissions performance standard ("EPS") does not apply to the Four Corners Generating Station ("Four Corners") during its current contractual term.[1]

I.

THE PETITION WAS NOT INTENDED TO WEAKEN THE EPS BY APPLYING IT TO ALL CONTRACTS SIGNED BEFORE JANUARY 25, 2007

Several parties claim that SCE's requested language is too broad and that there is no need for generic relief such as that requested by SCE. These parties assert that such an exemption would release every unit which is the subject of a contract signed before January 25, 2007 from the EPS compliance obligation and that such action would weaken the EPS.[2] These parties misunderstand the intention behind SCE's petition.

SCE's Petition clearly states that SCE intended to seek clarification of the Decision to ensure that its language "explicitly exclude[d] Four Corners during its current term."[3] SCE hoped that its proposed language requesting that "the EPS Decision be modified to reflect that the EPS does not apply to financial contributions required by existing contracts with third parties for baseload generation used by an LSE to serve its load" was narrow enough to cover no more than the units with the characteristic of being co-owned with third parties through contractual arrangements which predated the EPS.[4] SCE did not intend to exempt itself or others from the EPS Decision's requirements with regard to other types of generating units.

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[1] As SCE has previously noted, Four Corners' current term concludes in 2016. *See* Petition at 6.

[2] Response of the DRA to Petition of SCE for Modification of Decision 07-01-039, filed February 27, 2008 ("DRA Response"), at 5; Response of the Coalition to the Petition for Modification of D.07-01-039 by SCE, filed February 27, 2008 ("Coalition Response"), at 2-3.

[3] Petition at 5.

[4] Petition at 8. *See also*, Petition at 5 ("SCE urges the CPUC to modify the EPS Decision to find that financial contributions required under preexisting contractual obligations for generating units owned jointly with third parties are not 'covered procurements' under the EPS."); Petition at 1 ("SCE urges the CPUC to recognize that SCE's continued legal obligations regarding Four Corners Generating Station do not fall under the category of 'covered procurements' set out by the EPS Decision for CPUC-jurisdictional entities."); Petition at 5 ("[T]he EPS Decision directed SCE to file an application or petition for modification requesting appropriate relief if it felt that the EPS would prevent it from complying with its contractual obligations at Four Corners.[]SCE does so now.")

Nevertheless, in light of parties' comments, SCE does not oppose further narrowing of its proposed language so that clarification of the CPUC's EPS policy only addresses Four Corners.

In addition to concern about the breadth of SCE's requested language, the Coalition objects to the use of the effective date of January 25, 2007 in SCE's proposed modification of the EPS Decision.[5] The Coalition asserts that if the CPUC adopts SCE's language, that language should be revised to apply to contracts signed before September 29, 2006, the effective date of Senate Bill ("SB") 1368.[6] Although this change would have no effect on SCE's request for an exemption with regard to Four Corners, the Coaliton's assertion should be rejected by the CPUC. As the CPUC and the Coalition are both aware, SB 1368 specifically gave the CPUC authority to, by February 1, 2007, "establish a greenhouse gas emissions performance standard for all baseload generation of load-serving entities."[7] Because such rules were not established until the EPS Decision's effective date, the Coalition's request to revise the proposed date should be rejected.

II.

THE CPUC SHOULD REJECT THE CLAIM THAT IT DOES NOT HAVE LEGAL AUTHORITY TO GRANT SCE'S PETITION

A. The CPUC Explicitly Noted Its Intention To Not Subject Units Such As Four Corners to the EPS

WPTF asserts that SB 1368 does not give the CPUC authority to grant SCE's Petition because that legislation contains mandatory language that does not allow for the granting of an exemption such as that requested by SCE.[8] WPTF's assertion blatantly ignores various CPUC statements which indicate that the CPUC never intended to subject units such as Four Corners to

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[5] Coalition Response at 4.
[6] *See* Coalition Response at 4.
[7] Cal. Pub. Util. Code § 8340(d)(1).
[8] Comments of the WPTF on the SCE Petition, filed February 28, 2008 ("WPTF Comments"), at 4.

the EPS. By ignoring the statements, which SCE sets forth below, WPTF crafts the argument that the CPUC is creating new exemptions for which it does not have authority. Such an assertion is baseless. The EPS Decision expresses the CPUC's intention with regard to units like Four Corners and any modification of the Decision would merely conform the Decision's language to the CPUC's stated intention. Accordingly, there is no merit in the assertion that the CPUC is attempting to circumvent SB 1368's mandates.

1. The CPUC's Stated Intention Was To Adopt An EPS That Did Not Affect Previous Investment

Under the authority granted to the CPUC by SB 1368, the CPUC adopted an EPS that would not "subject[] the millions of dollars in the LSE's already built facilities to a standard that is being developed to prevent backsliding in LSE decisions made for future investments."[9] Facing SCE with the possibility of not being able to make the financial commitments required to maintain Four Corners through the life of the contract, explicitly contravenes the CPUC's stated intention to not subject previous investments to a standard for generating units to be implemented on a going forward basis.

2. The CPUC's Stated Intention Was To Adopt An EPS That Did Not Require Extensive Reassessment of Additional Investment

WPTF seems to recommend that if the CPUC considers SCE's Petition it should require SCE to justify each proposed expenditure, on an EPS basis, before such proposed expenditure is made.[10] Such a recommendation squarely contravenes the CPUC's EPS Decision. The EPS Decision clearly states the CPUC's intention was not to require an assessment of EPS compliance every time a piece of equipment was replaced.[11] Accordingly, WPTF's

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[9] Petition at 7.
[10] WPTF Comments at 6.
[11] Petition at 7.

recommendation should be rejected as no more than an effort to have the CPUC revise its previously stated intention with regard to the EPS.

3. The CPUC's Intention Was To Adopt An EPS For Facilities Over Which An LSE Has Discretion

WPTF's legal argument should also be rejected because SCE is not asking the CPUC to create an exemption where one was not previously contemplated. As WPTF is aware, the EPS Decision clearly demonstrated the intention to preclude application of the EPS to facilities like Four Corners because the CPUC wanted to "[f]ocus[] compliance on the types of facilities over which the LSE has the most discretion and choice, thereby minimizing the cost of compliance to the LSE and its electricity customers."[12] As SCE has explained, the joint ownership situation at Four Corners limits SCE's discretion and choice about the future of that facility. As a co-owner, SCE is obligated to work with the other owners to approve capital budget items.[13] Accordingly, SCE cannot unilaterally make EPS compliance decisions for the plant in the manner envisioned by the CPUC for plants to whom the EPS applied.

B. WPTF's Collateral Attack on the CPUC's Authority to Consider SCE's Petition Should Be Summarily Dismissed

In addition to being rendered meritless by the CPUC's own previous statements of intention, WPTF's legal argument should be rejected because it ignores WPTF's own failure to appropriately contest the CPUC's legal authority to consider the Petition. At no time has WPTF attempted to follow the CPUC's established procedures for presenting a claim of legal error to the CPUC. Instead, it attempts to tardily raise the issue in response to the Petition.

As the CPUC itself noted in the EPS Decision, the CPUC adopted an EPS consistent with the requirements and definitions of SB 1368.[14] Within that Petition, the CPUC authorized SCE

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[12] D.07-01-039, FOF 220(b)(iii).
[13] See Petition, Appendix A, Exhibit C, at 9.
[14] D.07-01-039 at 2.

to come back to it with an application or petition for modification if SCE felt that the EPS would prevent it from complying with the Decision. WPTF at no time since the EPS Decision's issuance contested the CPUC's authority to allow consideration of such a petition or application. WPTF's failure to contest this issue as required by the CPUC's Rules of Practice and Procedure is reason enough to summarily dismiss WPTF's legal argument against the Petition.

III.

THE CPUC SHOULD REJECT CLAIMS THAT RATEPAYERS WILL NOT BE HARMED BY ELIMINATION OF FOUR CORNERS FROM SCE'S PORTFOLIO

IEP claims that SCE's ratepayers will, at worst, be held neutral if the CPUC clarifies its EPS Decision to require that SCE remove the Four Corners facility from its resource portfolio.[15] Each of IEP's asserted reasons for this belief are baseless.

Contrary to IEP's assertions, SCE's customers would not "save" $178.5 million if Four Corners is eliminated from SCE's portfolio.[16] Because of SCE's status as a co-owner of Four Corners, SCE is obligated to fund capital expenditures. If SCE does not fund its share of such expenditures, it is considered to be in default of the Co-Tenancy Agreement and the co-owners can reduce SCE's right to power from Four Corners as well as take action to recover the owed amounts.[17] Assuming legal liability for contractually owed amounts, in addition to losing the right to receive power from Four Corners, does not result in net savings.

Similarly, IEP erroneously claims that SCE's ratepayers may benefit substantially from not having to incur greenhouse gas related costs if SCE defaults on its obligation to fund capital expenditures at Four Corners.[18] IEP's analysis naively attempts to claim that in the case of SCE's default, all financial commitments are reassigned and SCE is free of liability. This is not the case. While IEP rightly notes that during a period of default obligations are reassigned to the

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[15] Response of the IEP to the Petition, filed February 28, 2008 ("IEP Response") at 7-8.
[16] IEP Response at 7.
[17] *See* Attachment A, Exhibit B, §20.5; Attachment A, Exhibit A, §15.3.
[18] IEP Response at 7-8

non-defaulting co-owners, it ignores that SCE is still liable for its portion of costs, be they operation and maintenance costs, fuel costs, insurance costs, or other expenses.[19]

IV.

SCE HAS PROVIDED SUFFICIENT EVIDENCE OF THE NEED FOR THE REQUESTED CLARIFICATION

WPTF asserts that it is not clear whether SCE must default on its partnership obligations in order to comply with the EPS. It also asserts that SCE should be required to explain why SCE cannot make investments that would allow Four Corners "to get closer to EPS compliance" as well as how change in law provisions are or are not accommodated by the Four Corners agreements.[20] WPTF's assertions should be rejected. SCE has provided the CPUC and parties with sufficient relevant evidence from which to make a determination as to SCE's obligations under the Four Corners agreement.

Specifically, SCE's Petition contains General Rate Case testimony explaining the circumstances surrounding how decisions regarding capital expenditures at Four Corners are made. In that testimony, SCE explains that Four Corners capital expenditures require review and approval by SCE management and participant plant owners. This testimony explains the four levels of review faced by capital expenditures and how such planned expenditures conclude with plant participant owner evaluation of proposed expenditures. Each planned expenditure is detailed in SCE's testimony.[21] No party has contested the veracity of this information.

Additionally, SCE has provided the contractual term which obligates it to pay for capital expenditures in proportion to is percentage ownership of Four Corners and the default provisions applicable to SCE with regard to Four Corners.[22]

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[19] *See* Petition, Appendix A, Exhibit B at § 20.5.3.
[20] WPTF Comments at 2-3.
[21] Petition, Appendix A, Exhibit C at § 8-61.
[22] Petition, Appendix A, Exhibit B at § 20.5.

V.

THE CPUC SHOULD REJECT CALLS TO SUMMARILY DISMISS THE PETITION

WPTF asserts that the CPUC should dismiss SCE's Petition summarily because it was not filed within one year of the EPS Decision.[23] Although WPTF itself acknowledges that the CPUC has the discretion to allow the Petition to go forward, WPTF inexplicably asserts that "the SCE Petition does not acknowledge the fact that it is filed late and provides no explanation as to why SCE could not have filed in compliance with the Rules of Practice and Procedure."[24] WPTF's self-interested attempt to have the Petition summarily dismissed should be denied.[25]

First, WPTF fails to acknowledge that SCE complied with Rule 16.4 of the CPUC's Rules of Practice and Procedure. As the CPUC is aware, SCE filed an "Amended Petition for Modification" on February 12, 2008 ("Amended Petition"). That Amended Petition, among other things, explains why SCE filed its Petition on January 28, 2008.[26] WPTF seems to assert that because SCE did not use the word "late" in its filing it did not meet Rule 16.4's requirement to explain why the Petition could not have been presented within one year of the effectiveness date of the decision. This claim lacks legal foundation and should be rejected.

The CPUC's rules do not require the use of the word "late," they merely require an explanation as to why the filing was not made within a year.[27] SCE's Amended Petition included a description of the oversight that led to the Petition being filed on January 28, instead of on January 25.[28]

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[23] WPTF Comments at 8.

[24] WPTF Comments at 9.

[25] As WPTF notes, it is a corporation made up of, among other things, generators. SCE assumes such generators would be among those who could benefit if SCE was ordered to default on its Four Corners obligations and fill the energy void created by such a move with other baseload resources. *See* WPTF Comments at 1.

[26] SCE's Amended Petition, filed February 12, 2008, at 1-2.

[27] CPUC's Rules of Practice and Procedure, Rule 16.4(d).

[28] Notably, respondents to SCE's petition were given an extra day to file their comments when Administrative Law Judge Amy Yip-Kikugawa explained, via an e-mail dated February 20, 2008, that based on SCE's original filing date, responses were due on February 28, 2008. Rule 16.4(f) only allows 30 days for responses. That would have made responses due on February 27, 2008.

Second, WPTF's request for summary dismissal should be rejected because it would not resolve the issue of the CPUC's policy on pre-existing baseload resources such as Four Corners. This issue would continue to be live, as it is part of SCE's General Rate Case Application. In that proceeding, SCE has sought $178.6 million for capital improvements to the Four Corners facility. If the Petition were summarily dismissed, another Administrative Law Judge, in a substantially different proceeding, with a service list substantially different than the service list for the greenhouse gas rulemaking, would be deciding this important policy issue. It is more efficient and transparent to make the decision about the CPUC's EPS policy in this proceeding.

Third, to date, no party (including WPTF) has asserted that it was harmed by SCE's one business day delay in filing the Petition. Accordingly, no purpose will be served by summary dismissal of SCE's requested modifications and WPTF's argument should be rejected.

VI.

SCE SUPPORTS CASE-BY-CASE ASSESSMENT OF REQUIRED EXCEPTIONS TO THE EPS DECISION

The Coalition and DRA both advocate determining exemptions on a case-by-case basis. SCE is supportive of such a process, be it via advice letter or through application, for those load-serving entities who may seek exemptions from the EPS Decision in the future. The CPUC should not, however, wait until such a process is assessed and implemented before ruling on the clarification SCE has sought through its Petition.

A policy determination with regard to SCE's request must be made now, so that parties can appropriately develop their positions in SCE's General Rate Case while the record in that case is open.[29] Deferring a decision on this important policy decision beyond the time during which the General Rate Case's record is being developed will prevent SCE and other parties

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[29] As currently scoped, DRA and other intervenors will be filing testimony in April, SCE will respond in May, briefing will be in July, and hearings will begin in October 2008. *See* "Administrative Law Judges Ruling Revising the Schedule Set Forth in the Scoping Memo and Clarifying the Scoping Memo on the Issue of Philanthropy," A. 07-11-011, at Attachment.

from most efficiently being able to litigate the reasonableness of SCE's $178.6 million request. Accordingly, while SCE supports the suggestion of a case-by-case method of reviewing requests such as SCE's and the evidentiary requirements put forth by DRA, SCE urges the CPUC to promptly act on SCE's request as set forth in its Petition.

VII.

CONCLUSION

For all of the foregoing reasons, SCE urges the CPUC to clarify its EPS Decision to ensure that SCE's Four Corners facility is appropriately exempted from EPS requirements.

Respectfully submitted,

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March 10, 2008

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 REPLY OF SOUTHERN CALIFORNIA EDISON COMPANY TO RESPONSES TO PETITION FOR MODIFICATION OF DECISION NO. 07-01-039 on all parties identified on the attached service list(s). Service was effected by one or more means indicated below:

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 **10th day of March, 2008**, at Rosemead, California.

/s/Raquel Ippoliti

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