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BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Integrate
Procurement Policies and Consider Long-Term
Procurement Plans.

Rulemaking 06-02-013
(Filed February 16, 2006)

**ADMINISTRATIVE LAW JUDGE'S RULING FOLLOWING APRIL 24, 2007
PHC ESTABLISHING SCHEDULES AND TOPICS FOR WORKSHOPS,
EVIDENTIARY HEARINGS AND BRIEFS AND RULING ON MOTIONS FOR:
PARTY STATUS, FILING UNDER SEAL, AND TO STRIKE TESTIMONY**

1. Summary

On April 24, 2007, a scheduling and issues workshop in the long-term procurement plan (LTPP) proceeding was conducted by the Commission's Energy Division (ED) followed by a prehearing conference (PHC). The transcript from the PHC sets forth the following dates that were agreed upon by the parties and the Commission:¹

¹ Also discussed at the PHC/work session was that the Energy Auction, a Phase I issue, was still involved in the Commission's mediation process. On May 11, parties participating in the mediation will report to the Administrative Law Judge (ALJ) on the status of the mediation.

Workshops	May 21-25
Evidentiary Hearing	June 4-15
	June 25-28²
Concurrent Opening Briefs³	July 16
Concurrent Reply Briefs	August 6

2. Discussion

The purpose of the workshop/PHC was to elect issues that would be set aside for workshop discussions, other topics that would benefit from evidentiary hearings (EH) and the cross-examination process, and still other subjects that would be presented exclusively through briefs.

3. Workshops

The following topics are scheduled for discussion through the workshop sessions scheduled for **May 21-25, 2007**.⁴

² These dates are being held in reserve in the event there are issues subject to the workshop process that require the development of a record through evidentiary hearings.

³ Opening briefs are to cover all topics still at-issue in this proceeding, including topics that were relegated to resolution through briefs only.

⁴ Please note that this is a general outline of the workshops. Final make-up of the agenda for the workshops may differ from this outline.

May 21, 22, and 23	Procurement Process
	Requests for proposals (RFO)
	Role, scope and function of the Independent Evaluator (IE)
	Role, scope and function of the Procurement Review Group (PRG)
	Contract and bid evaluation
	Greenhouse gas (GHG) adder, credit and collateral, debt equivalence (DE), transmission, locational attributes etc.
	IOU Procurement Rulebook
May 24 and 25	Re-powering and retirements/ Assembly Bill (AB) 1576 compliance

ED staff highlighted the need for additional workshop sessions on Non-Bypassable Charges (NBC) and IOU Portfolio Risk Management and Hedging Practices – but parties agreed that these workshops could be addressed at a later date. Therefore, no dates are established for these workshops.

4. Evidentiary Hearing

A record for the following topics will be developed through EHs, scheduled for **June 4-15, 2007**.

Planning Criteria	Load forecasts, PG&E’s Planning Reserve Margin (PRM) proposal, the use of CPUC Resource Adequacy (RA) counting Conventions
	Contingency factors
Need	Bundled and System

At the conclusion of the workshops, it may be necessary to add topics to the list for EHs or briefs. The service list will be notified of any such modifications.

5. Briefs

Any issue that remains within the scope of this proceeding and not explicitly addressed through workshops or EH will proceed directly to briefing. As discussed at the workshop/PHC, the following issues will be covered through briefing only:

Streamlining & transparency of the LTPP compliance process	This includes filing requirements, ability to review filings in a timely manner, and how to increase intervenor ability to review the filings
GHG	Planning for the uncertainty associated with the rules for implementation of AB 32 ⁵
Utilities' ability to reach a 33% renewable target by 2020	Including, but not limited to: what assumptions are necessary in long-term planning to reach a 33% renewable portfolio
Gas supply plans and synchronizing with Department of Water Resources (DWR)	Including what efficiencies are gained and what approvals are necessary
Direct Access (DA)	Including any DA issues not Addressed in the Forecasting and Need EHs or NBCs
Community Choice Aggregation (CCA)	Including any CCA issues not Addressed in the Forecasting and Need EHs or NBCs

6. Proceeding Organization

6.1. Exhibits

Testimony, rebuttal testimony, and reply testimony have been served. To facilitate the creation of a record for issues that will proceed by way of

⁵ The GHG implementation rules are currently being developed in Phase II of the GHG proceeding.

workshops or briefs, all testimony, including amendments and supplements, have been numbered for identification purposes, and the exhibit list was circulated to the service list on Friday, April 27, 2007.⁶ Parties are asked to respond by May 3 to make any edits to the exhibit list, and an updated exhibit list will be circulated on Monday, May 7.

Subject to parties having an opportunity to object/reply to the exhibit list, the intent is to move the exhibit list of testimony into the record, so testimony may be referred to by all parties in opening and reply briefs.

This exhibit list will then be augmented with the exhibits received into evidence at the EH. A complete list of exhibits, including those received into the record during the EH will be circulated to the service list. Any party not attending the EH that desires a copy of an EH exhibit is to contact the party introducing the exhibit and request an electronic/paper copy as appropriate.

Any party wishing to move to strike portions of testimony that is not within the scope of this proceeding may do so, with the propounding party having an opportunity to respond. Both objecting and propounding parties should be guided by the caveats set forth in the Scoping section below.

6.2. Witnesses/Cross-examination

Parties that submitted prepared testimony are to review their testimony and determine what portions will be subject to the EH process, the workshops, or briefing only. Parties will receive an e-mail asking them to identify the witnesses they intend to call at the EH and each witness's availability from June

⁶ At the PHC, Pacific Gas and Electric Company (PG&E) volunteered to undertake this effort.

4-15. Parties are then to respond back to the coordinating entity – PG&E in this case – with their list of witnesses and the availability of their witnesses. Parties are also to provide their estimates of time they want to reserve for cross-examination of other parties’ witnesses. A matrix will then be prepared and circulated to the service list that sets forth the witnesses who will be testifying at the EH and the cross-examination estimates for those witnesses, as well as the order in which the witnesses will be appearing. It should then be clear what portions of testimony will be earmarked for the workshops or briefs only.

6.3. Master Briefing Outline

In consideration of the fact that not all parties will be participating in all phases of the proceeding going forward, and furthermore that not all parties will be addressing all the topics in briefs, a briefing outline needs to be developed. As part of the collaborative process discussed above where parties will be working together on preparation of the exhibit list, designation of topics/testimony that will be addressed in EH, workshops and briefs, and EH preparation, parties are also asked to cooperate on the development of an outline that will be used for opening and reply briefs. This joint outline should be established no later than May 25, 2007. I hereby designate PG&E as the entity responsible for creating the briefing outline discussed above. PG&E shall contact the service list detailing how it intends to proceed with this process within seven days of this ruling.

7. Scope of Proceeding

There have been a few Motions to Strike testimony filed in this proceeding, which are discussed below. However, we reiterate to all parties the overriding principle that has guided this Rulemaking from its inception: “This rulemaking will serve as an umbrella proceeding to handle the procurement policy issues

that do not warrant a separate rulemaking and it will provide a place to integrate all of our efforts ongoing in the other procurement related dockets, including:

1. Community Choice Aggregation (R.03-10-003);
2. Demand Response (A.05-06-006 et al.);
3. Critical Peak Pricing (A.05-01-016 et al.);
4. Distributed Generation (R.04-03-017 and its successor);
5. Energy Efficiency (R.01-08-028 and its successor);
6. Avoided Cost and Qualifying Facility (QF) Pricing (R.04-04-025);⁷
7. Renewable Portfolio Standards (R.04-04-026 and its successor);
8. Transmission OII, I.00-11-001; and Renewable Energy Transmission (I.05-09-005);
9. Confidentiality (R.05-06-040); and
10. Resource Adequacy Requirements (R.05-12-013)."⁸

This list has been updated and expanded further to now include additional topics as well as the successor proceedings:

11. Capacity Markets (R.05-12-013);
12. RECs (and other RPS and renewable issues) (R.06-02-012);
13. Debt Equivalency and Fin 46(R) issues⁹ (Cost of Capital);

⁷ A proposed decision in R.04-04-003/04-04-025 was issued on April 24, 2007, taking any discussion of topics that were the subject of those proceedings as related to QFs and pricing issues out of this proceeding.

⁸ OIR, R.06-02-013, issued February 16, 2006, pp. 7-8.

⁹ It is important to draw a distinction between the use of debt equivalence in contract/bid evaluations and the need to adjust capital structure to account for DE and Fin 46(R). The former is within scope, the latter is not.

14. California Solar Initiative (CSI) policies (R.06-03-004);
15. Energy Efficiency policies (R.06-04-010);
16. Demand Response policies (R.07-01-041);
17. New System Resource/Cost Benefit Allocation policy (D.06-07-029);
18. AB 32 and the design of rules on a Cap & Trade Program (R.06-04-009); and
19. Emerging Renewable Portfolio Program (ERRP) – most appropriate as a separate application.

In addition, the Scoping Memo/ Assigned Commissioner’s Ruling (ACR) issued September 25, 2006 in this proceeding further clarified that “This proceeding will not be the place to relitigate the targets already established elsewhere.”¹⁰

The intent of this proceeding is patently clear: this is not the appropriate forum to request a modification to a previous Commission decision nor is it the proper place to make arguments on topics that are the subjects in other open Commission proceedings. Therefore, I will issue a litigation caveat for going forward in this proceeding: a party presenting testimony or arguments on issues that are outside the scope of this proceeding does so at that party’s own risk. The Commission will not consider testimony or arguments on topics not properly within the scope of this proceeding, as established in the OIR issued on February 16, 2006, and then further amplified in the ACR issued September 25, 2006, and will not include out-of-scope material in its decision-making process.

¹⁰ ACR, R.06-02-013, September 25, 2006, p. 17.

8. Motions

8.1. Motions for Party Status

Motions for party status brought by the following parties, whether previously granted or not, are granted: City and County of San Francisco; Hercules Municipal Utility; California Municipal Utility Association; Reliant Energy, Inc.; and Areva NP, Inc.

8.2. Motions to Strike

On February 13, 2007, an ALJ ruling issued denying Moving Parties'¹¹ Motion to Strike Testimony of PG&E. On April 3, 2007, an ALJ ruling issued granting in part, and denying in part PG&E' Motion to Strike Market Structure issues. Still pending are two Motions to Strike testimony, one by the Division of Ratepayer Advocates (DRA) to Strike San Diego Gas & Electric Company's (SDG&E) testimony on DE and Financial Accounting Standards Board Interpretation (FIN) 46(R), and the second by Southern California Edison Company (SCE) to Strike portions of testimony related to QF and co-generation issues.

8.3. Motion to Strike PG&E PRM Testimony

The ALJ ruling on February 13, 2007 clarified that only PG&E's testimony regarding proposals to increase the utility's PRM from the current 15-17% reserves on a 1-in-2 peak demand to 16% reserves on a 1-in-10 peak demand is within the scope of this proceeding. Whether or not the PRM for all load serving entities (LSE) should be changed is not within the scope of this proceeding and is

¹¹ Moving Parties included The Utility Reform Network (TURN), the California Large Energy Consumers Association (CLECA), and the California Manufacturers and Technology Association (CMTA).

a topic in Track 2 of Rulemaking (R.) 05-12-013, the RA proceeding. Intervenors may respond in the long-term procurement proceeding R.06-02-013 as to whether or not PG&E has justified its basis for exceeding the current PRM as it develops its resource plan.

8.4. Motion to Strike Market Structure Issues

The April 3, 2007, ALJ ruling granted in part, and denied in part the Motion to Strike brought by PG&E concerning market structure issues in the testimony of witnesses for Alliance for Retail Energy Markets (AREM), Constellation Energy et al., Reliant Energy and Mirant California LLC, and NRG Energy, Inc.(collectively Competitive Market Advocates). The motion to strike was granted as to testimony on “slice-of-load” proposals and alternatives to the hybrid market, but testimony on hybrid markets in general including solutions to flaws in the current hybrid market structure remains within the scope of the proceeding.

8.5. DRA’s Motion to Strike DE and FIN 46(R) Testimony

SDG&E’s testimony addresses a rate recovery mechanism for DE that involves adjustments to its cost of debt and cost of equity as a result of the selection of power purchase agreements (PPA) as well as a request for an increase in SDG&E’s equity structure to compensate for the impacts of FIN 46(R) regulations. Both the DE issue that has general applicability to all the utilities, and FIN 46(R) that is specifically related to SDG&E have previously been addressed in Commission decisions. In particular, D.04-12-048, pp. 129-133, recognized that the fixed financial obligations that result from long-term PPAs have an effect on a utility’s credit quality and costs of borrowing. However, the Commission also acknowledged that DE is a “subjective factor based on the credit rating agencies’ perceived risk associated with PPAs,” that the credit

agencies' views are "not static and can change with respect to a particular PPA during the term of the PPA," and that "the imputed DE costs for existing PPAs will be reduced as the regulatory climate in California improves." Therefore, the Commission directed the utilities that they could use a DE risk factor of 20% for all PPAs, but that a utility should demonstrate "the DE impact of the PPAs in the Cost of Capital proceeding."

SDG&E argued for special consideration for FIN 46(R) issues in its request for approval of a Revised PPA between SDG&E and Otay Mesa Energy Center, LLC (OMEC), for the Otay Mesa plant. SDG&E interpreted FIN 46(R) as requiring it to report consolidated financial statements that would include the financial data of the Otay Mesa plant. Therefore, SDG&E would have to increase the amount of equity in its capital structure. DRA, TURN, and Utility Consumers Action Network (UCAN) joined with SDG&E in seeking approval of the Otay Mesa PPA, but did not take a position on SDG&E's analysis of the FIN 46(R) requirements. However, in order to not have a dispute over the untested FIN 46(R) regulation interfere with the approval of the PPA, the joint parties agreed to maximum amounts eligible for FIN 46(R) recovery. D.06-09-021 set forth the agreed upon caps for FIN 46(R) recovery, subject to adjustment if SDG&E does not have to adjust its capital structure due to the contract with Otay Mesa.

SDG&E now wants consideration given to DE and FIN 46(R) issues in the periods between SDG&E's Cost of Capital (COC) proceedings. The next COC filing for SDG&E is anticipated to be May 8, 2007. It seems appropriate for SDG&E to present arguments and testimony in that proceeding on mechanisms for adjustments to its capital structure as it enters into contracts over the next 5-year period. This proceeding is not the appropriate place.

DRA's Motion to Strike the portions of SDG&E's testimony, in both Volume I and Volume II of its LTPP that requests a change in its capital structure is granted. Since SDG&E has an appropriate forum in which to seek consideration of the impact DE and FIN 46(R) issues have on its debt and equity ratios, it will not be considered here. If SDG&E determines it is in need of emergency Commission action to take steps to preserve its credit ratings and balance sheet between COC proceedings, there are procedural avenues available to the utility other than in this proceeding.

8.6. SCE's Motion to Strike QF/Co-Generation Testimony

SCE's Motion to Strike portions to the Cogeneration Association of California (CAC) and the Energy Producers and Users Coalition (EPUC) testimony is moot and therefore no ruling is necessary. On April 24, 2007, the Commission issued a proposed decision (PD) in R.04-04-003/04-04-025, the QF docket. While that PD is pending, it is inappropriate to consider issues in the LTPP proceeding that are squarely addressed in the PD. While the PD addresses issues germane to the pending QF and co-generation subjects, until the Commission votes out a final decision, it is not proper to argue those same issues in this proceeding. CAC and EPUC are cautioned to avoid repeating testimony and arguments in the LTPP that more properly belong in comments to the PD.

8.7. Motions to File Under Seal

Each utility, SCE, PG&E and SDG&E filed their respective LTPPs on December 11, 2006, concurrently with a Motion to File Under Seal.¹² In June,

¹² The Independent Energy Producers (IEP) filed a Response to SCE's Motion to File Under Seal concurrently with a Motion for Leave to File Response to Motion Out of

Footnote continued on next page

2006, the Commission issued D. 06-06-066 that established guidelines for the treatment of certain categories of procurement-related information and created a Matrix of the types of information that warranted confidential treatment. To provide further guidance on the treatment of confidential information, and in particular on the topic of Protective Orders, the Commission issued D. 06-12-006 on December 14, 2006 – three days after the utilities filed their LTPPs.

The Motions to File Under Seal are granted, with modifications. First, to the extent a utility complied with the requirements of D.06-06-066 and set forth data that falls within the categories of the Matrix, the Motion to File Under Seal is granted. Data outside the Matrix is not filed under seal. In addition, parties that are authorized to see the data filed under seal, must be allowed to do so under a Protective Order that is consistent with D.06-12-030. Protective Orders that were drafted prior to D.06-12-030 are not valid and must be redrafted to be consistent with D.06-12-030.

Also, the utilities filed updates and supplements to their LTPPs. Any data contained in these subsequent filings that falls within the categories of the D.06-06-066 Matrix is also covered by the request to file Under Seal. Consistent with the above ruling, access to that confidential data must be granted consistent with D.06-12-030.

IT IS RULED that:

1. The schedule for Workshops, Evidentiary Hearings, and Concurrent and Reply Briefs is set forth herein;

Time. IEP's Motion for Leave to File Response Out of Time is granted, and the response was considered.

2. Directions for the creation of an Exhibit List, Matrix for witness appearance and cross-examination times, and Master Briefing Outline are set forth herein;

3. The Scope of the proceeding is further refined as set forth herein;

4. Rulings on Motions to Strike are set forth herein; and

5. Motions to File under Seal are granted to the extent data is consistent with the Matrix established in D.06-06-066, and Protective Orders for release of data filed under Seal are to be consistent with D.06-12-030.

Dated May 2, 2007, at San Francisco, California.

 /s/ CAROL BROWN
Carol Brown
Administrative Law Judge

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