



**BEFORE THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF CALIFORNIA**

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Order Instituting Rulemaking to Continue
Oversight of Electric Integrated Resource
Planning and Procurement Processes.

Rulemaking 25-06-019
(Filed June 26, 2025)

**COMMENTS OF OFFSHORE WIND CALIFORNIA ON
PROPOSED DECISION REQUIRING 2029-2031 ELECTRIC RESOURCE
PROCUREMENT AND TRANSMITTING PORTFOLIOS FOR 2026-2027
TRANSMISSION PLANNING PROCESS**

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Pursuant to Rules 14.3 and 11.6 of the California Public Utilities Commission’s (“Commission”) Rules of Practice and Procedure and the *Email Ruling Granting, in Part, Request for Extension of Filing Deadlines for Proposed Decision* dated January 27, 2026, Offshore Wind California respectfully submits these comments on the *Decision Requiring 2029-2032 Electric Resource Procurement and Transmitting Portfolios for 2026-2027 Transmission Planning Process* issued on January 14, 2026 (“Proposed Decision”).

I. INTRODUCTION

The continued inclusion of offshore wind as a critical long-lead-time resource and retaining it in the 2026-2027 Transmission Planning Process (“TTP”) Base Case portfolio appropriately reflects California’s statutory climate mandates, prior Commission need determinations, and the substantial public investments already made in offshore wind transmission and port infrastructure. However, the Proposed Decision takes an unreasonably conservative and unnecessary approach with its proposed delays to offshore wind online dates and its proposal for a Limited Wind Sensitivity Case that omits offshore wind from the portfolio entirely. Material recent developments highlight that the risk profile underlying the Proposed Decision is overly cautious regarding current federal government hostility to offshore wind and warrants reconsideration of the TTP

recommendations, as recent federal court decisions have repeatedly and consistently enjoined federal actions to slow offshore wind projects.

Since the issuance of the ALJ Ruling on September 30, 2025¹, federal courts have consistently enjoined stop-work orders issued against offshore wind projects by the current administration, finding them likely arbitrary and capricious under the Administrative Procedure Act and unsupported by reasoned explanations.² Most recently, a federal district court ruling lifted the Bureau of Ocean Energy Management’s stop-work order on the Sunrise Wind project, marking the fifth consecutive judicial decision blocking the current administration’s efforts to halt offshore wind projects already under construction.³ Federal courts have repeatedly found that federal agencies have failed to provide reasoned explanations, failed to justify abrupt changes in positions, and imposed irreparable harms that outweighed asserted federal interests. These decisions reflect a consistent judicial assessment that offshore wind projects are legally viable and that abrupt federal efforts to derail them lack adequate support. This judicial record materially alters the risk profile that underpins the Proposed Decision’s overly conservative assumptions. Planning assumptions that doubt offshore wind’s ability to succeed do not reflect the prevailing legal reality. Nor do they capture the realities of steel in the water, which show eight projects are proceeding towards completion on the U.S. East Coast that will deliver more than 6 gigawatts (“GW”) of clean power by 2027. On the contrary, offshore wind is demonstrating its legal as well as business-case durability, even while under attack by the current administration.

¹ See *Administrative Law Judge’s Ruling Seeking Comments on Electricity Portfolios for 2026-2027 Transmission Planning Process and Need for Additional Reliability Procurement* (Sept. 30, 2025) (“ALJ Ruling”).

² See Keith Goldberg, *Offshore Wind Crowns Courtroom Sweep with Sunrise Restart*, Law360 (Feb. 2, 2026), available: <https://www.law360.com/articles/2436321/offshore-wind-crowns-courtroom-sweep-with-sunrise-restart>; see also *State of New York v. Burgum*, No. 1:26-cv-00072 (D.D.C.); *Revolution Wind LLC v. Burgum*, 1:25-CV-02999 (D.D.C.).

³ See *Sunrise Wind LLC v. Burgum*, No. 1:26-cv-00028 (D.D.C.).

Furthermore, the Proposed Decision insufficiently accounts for the fact that the federal policy outlook for offshore wind may change due to (1) reconsideration by the current administration in response to judicial rulings, economic impacts, or national energy needs; (2) shifts in agency leadership and interagency coordination; and (3) changes following future elections. Transmission planning, by contrast, operates on a multi-decade horizon and the Commission should not delay making important infrastructure decisions to react to what are likely to be short-term federal policy headwinds, particularly where courts have already signaled limits on federal agencies' ability to halt offshore wind development without reasonable justification.

Transmission planning should remain focused on the state's long-term energy needs and goals, not temporary federal policy hurdles. Accordingly, the Commission should revise the Proposed Decision to ensure that transmission planning remains aligned with State policy goals, recent legal developments, and the realistic development potential of offshore wind, by:

1. Revising the assumed online date for the Humboldt offshore wind projects to align with the timeline for Central Coast projects; and,
2. Eliminating the unreasonably conservative and unnecessary Limited Wind Sensitivity and refocus the TPP analysis to enable offshore wind deployment, as is taking place with increasing momentum in global markets across Europe and Asia.

II. THE ASSUMED ONLINE DATE FOR THE NORTH COAST OFFSHORE WIND PROJECTS SHOULD ALIGN WITH THE ASSUMED ONLINE DATE FOR CENTRAL COAST OFFSHORE WIND PROJECTS

The Proposed Decision assumes that North Coast offshore wind (the Humboldt projects) will potentially not come online until as late as 2041, which is both six years later than previously assumed in prior TPP cycles and later than the Central Coast offshore wind projects. The assumed potential for delay from 2035 to 2041 is excessive and unsupported by the current factual and

policy record. The Commission should instead align North Coast with Central Coast offshore wind.

Federal permitting for offshore wind development is not required for several years, and California has already made substantial progress on the prerequisites for offshore wind deployment, including port upgrades, workforce development, and transmission planning. The California Independent System Operator (“CAISO”) has approved major transmission investments to support Humboldt offshore wind, and the state has committed hundreds of millions of dollars to offshore wind port infrastructure. Pushing the project beyond 2036 risks creating a planning disconnect where transmission investments are delayed because generation is assumed to be delayed. This is inconsistent with the purpose of the TPP and undermines the value of investments already made.

The Commission should revise the Proposed Decision to assume that Humboldt offshore wind projects come online on a timeline aligned with Central Coast projects (i.e., no later than 2036). This approach preserves flexibility while maintaining planning consistency and ensuring transmission readiness does not become a barrier to offshore wind development.

III. THE LIMITED WIND SENSITIVITY CASE SHOULD BE REJECTED

The Commission should only adopt sensitivity portfolios that are not overly reactive to current federal administration’s efforts to undermine offshore wind, which have been overturned by federal court rulings, and should instead reflect California’s commitment to offshore wind and established policy goals. Accordingly, the Commission should eliminate the proposed Limited Wind Sensitivity Case.

The Commission’s TPP portfolio selection framework cautions against sensitivity portfolios that unreasonably contradict significant policy decisions embedded in the Base Case or prior Base Cases. A sensitivity that assumes the absence of offshore wind is not reasonable given

the consistent line of federal court decisions protecting offshore wind projects. Moreover, it directly conflicts with the consistent support for offshore wind in the State as evidenced by Assembly Bill (“AB”) 525 Strategic Plan goal to generate 25 GW from offshore wind by 2045, the Commission’s own offshore wind need determinations for up to 7.6 GW of offshore by 2035-2037, the CAISO-approved \$4.6 billion in transmission investments to support offshore wind on the North Coast, and California voters’ approval of \$475 million to upgrade state port infrastructure for offshore wind. Planning for an absence of offshore wind is inconsistent with both the current legal landscape and State policy goals, and ultimately does not represent a “least regrets” planning approach.

Rather than expending planning resources on scenarios that assume the possibility of zero offshore wind, California should focus on identifying ways to overcome remaining obstacles and position itself to advance offshore wind efficiently when federal conditions become more favorable. To stay this course, the Commission should eliminate the Limited Wind Sensitivity Case and direct CAISO’s efforts toward portfolios that support California’s offshore wind commitments.

IV. CONCLUSION

The Commission has shown continued leadership in integrated resource and transmission planning. By aligning Humboldt offshore wind timelines with Central Coast projects and eliminating the Limited Wind Sensitivity Case, the Commission can support California’s climate goals, protect ratepayers, and preserve planning efficiencies. California should plan to enable offshore wind, not plan for its omission.

Respectfully submitted,

By: /s/ _____

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Proposed Changes to Findings of Fact, Conclusions of Law, and Ordering Paragraphs

Finding of Fact 2 should be revised as follows:

Several things have changed since the Commission last ordered IRP procurement in D.23-02-040 (as modified by D.24-02-047): (1) the CEC's 2024 IEPR demand forecast projects significant load growth in 2028-2032; (2) Federal tax credit benefits are being rapidly phased out over the next few years; and (3) other Federal actions and subsequent judicial review of those actions ~~have been taken imposing tariffs and limiting or delaying renewables siting on Federal lands.~~

Finding of Fact 18 should be revised as follows:

With each annual TPP cycle, Commission staff make updates to inputs and assumptions, which can include resource cost assumptions, import assumptions, transmission constraints, and/or other updates. This year's updates include changed assumptions related to Federal action on tax credits, tariffs, and renewables siting on Federal lands, as well as consideration of the legal and policy context in which those federal actions are being implemented. Other updates include resource potential for solar, wind, and near-field EGS, transmission cost adders for out-of-CAISO wind and geothermal resources in Northeast California and Imperial Valley, full representation of deep EGS on CAISO transmission deliverability constraints, retention costs of existing thermal units, and corrections to offshore wind hourly generation profiles.

Conclusion of Law 28 should be eliminated in its entirety.

Ordering Paragraph 11 should be revised as follows:.

The California Public Utilities Commission recommends that the California Independent System Operator allow the potential in-service dates for the Humboldt transmission projects approved to support North Coast offshore wind resources in the 2024-2025 Transmission Planning Process ~~to extend by two years, to June 1, 2036~~ should be aligned with the assumptions for in-service dates associated with Central Coast offshore wind resources.

Ordering Paragraph 13 should be eliminated in its entirety.