

Decision 25-06-057 June 26, 2025

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Establish a Framework and Processes for Assessing the Affordability of Utility Service.

Rulemaking 18-07-006

ORDER EXTENDING STATUTORY DEADLINE

Summary

This decision extends the statutory deadline in this proceeding until October 31, 2025.

1. Background

Public Utilities Code (Pub. Util. Code) Section 1701.5(a) provides that the Commission shall resolve the issues raised in the scoping memo of a quasi-legislative proceeding within 18 months of the date the proceeding is initiated, unless the Commission makes a written determination that the deadline cannot be met and issues an order extending that deadline.

The first scoping memo and ruling (scoping memo) in this proceeding was issued on November 19, 2018. An amended scoping memo was issued on November 8, 2019. A second amended scoping memo was issued on June 9, 2020, to extend the statutory deadline to December 31, 2021, and add Phase II to this proceeding to pursue implementation of the affordability framework.

On July 8, 2020, the Commission issued Decision (D.) 20-07-032 adopting three affordability metrics by which the Commission would assess the relative affordability of essential utility service across industries and proceedings, including examination of how different geographic areas of California are impacted.

A third amended scoping memo was issued on October 21, 2020, to add to the scope of Phase II the issue of cost and rate tracking tools for the water and energy industries.¹

In April 2021, the Commission released its first annual Affordability Report, the 2019 annual Affordability Report. In spring and summer 2021, the proceeding was reassigned to Commissioner Darcie L. Houck and Administrative Law Judge (ALJ) Camille Watts-Zagha, respectively.

On September 15, 2021, a fourth amended scoping memo was issued to extend the statutory deadline to December 31, 2023, in order to conclude consideration of implementation issues.

On January 18, 2022, a fifth amended scoping memo was issued for Phase III of this proceeding to focus on strategies to contain energy bills. On August 9, 2022, the Commission issued D.22-08-023 directing when and how the affordability framework will be applied in Commission energy, water and communications proceedings. At the same time, D.22-08-023 established a multi-

¹ Quarterly revenue reports informing the inputs to the affordability report are available here <https://www.cpuc.ca.gov/industries-and-topics/electrical-energy/affordability/quarterly-revenue-request-reports> on the Commission's website.

year period of assessment, asking parties to provide feedback each year after the updated Affordability Report was released.

The Commission released the 2020 Affordability Report² in October 2022, with a suite of tools – maps, a calculator tool, as well as quarterly revenue reports that form the basis for the utility bill, the amount at the heart of the affordability framework. Parties provided feedback in comments filed on November 30, 2022.

On May 19, 2023, a sixth amended scoping memo was issued to address how well the affordability framework was utilized in other Commission proceedings.

The Commission continued to refine the affordability tools in response to the first round of party feedback, establishing summary overviews for the quarterly revenue reporting, and keeping the data as current as possible by producing two years' worth of affordability reports in one. The Commission issued the 2021/2022 Affordability Report³ in October 2023.

On December 14, 2023, D.23-12-026 extended the statutory deadline for this proceeding to December 31, 2024. The assigned Commissioner issued a ruling inviting party feedback on implementation on December 13, 2024. Parties provided annual feedback in opening comments filed on January 25, 2024 and in reply comments filed on February 16, 2024.

² The 2020 Affordability Report and suite of tools is available at <https://www.cpuc.ca.gov/industries-and-topics/electrical-energy/affordability/archive/2020-annual-affordability-report> on the Commission website.

³ The 2021/2022 Affordability Report and associated maps and tables is available at <https://www.cpuc.ca.gov/industries-and-topics/electrical-energy/affordability/2021-and-2022-annual-affordability-refresh> on the Commission website.

On July 30, 2024, the assigned Commissioner and assigned ALJ issued a Joint Ruling Requiring Service of Cost and Rate Trackers, removing the option for energy and Class A water utilities to serve itemized revenue lists in lieu of serving Cost and Rate Trackers. On August 13, 2024, Southern California Edison (SCE) and San Diego Gas and Electric Company filed motions seeking confidential treatment of certain information in their Cost and Rate Trackers. On August 23, 2024, the Energy Producer and User Coalition (EPUC) responded opposing SCE's motion for confidential treatment. On August 30, 2024, SCE replied to EPUC's opposition to confidential treatment. On December 26, 2024, the Commission issued D.24-12-043 extending the statutory deadline to June 30, 2025.

In order to allow adequate time to deliberate on the pending issues and conduct procedural activities associated with the issuance of a proposed decision, this proceeding should remain open until October 31, 2025.

2. Waiver of Comment Period

Under Rule 14.6(c)(4) of the Commission's Rules of Practice and Procedure, the Commission may reduce or waive the period for public review and comment on the proposed decisions extending the deadline for resolving quasi-legislative proceedings. Accordingly, the otherwise applicable period for public review and comment is being waived.

3. Assignment of Proceeding

Darcie L. Houck is the assigned Commissioner and Camille Watts-Zagha is the assigned Administrative Law Judges in this proceeding.

Findings of Fact

1. This Rulemaking was initially opened on July 12, 2018.

2. In D.22-08-023, the Commission established a multi-year period to assess implementation of the affordability framework throughout Commission proceedings.

3. D.24-12-043 extended the statutory deadline for this proceeding until June 30, 2025.

4. Additional time until October 31, 2025, is needed to deliberate on the pending issues and conduct procedural activities associated with the issuance of a proposed decision.

Conclusion of Law

1. Pursuant to the authority granted to the Commission under Pub. Util. Code § 1701.5(a), the statutory deadline in this proceeding should be extended to October 31, 2025.

IT IS ORDERED that the statutory deadline in this proceeding is extended until October 31, 2025.

This order is effective today.

Dated June 26, 2025, at Sacramento, California.

ALICE REYNOLDS
President
DARCIE L. HOUCK
JOHN REYNOLDS
KAREN DOUGLAS

Commissioners

Commissioner Matthew Baker recused himself from this agenda item and was not part of the quorum in its consideration.