July 14, 2003

Attn: Party of Docket # R.01-10-024

RE: Docket # R.01-10-024, Order Instituting Rulemaking to Establish Policies and Cost Recovery Mechanisms for Generation Procurement and Renewable Resource Development

Dear Party:

Enclosed please find of the Rebuttal Testimony of Phillip Pettingill and Anjali Sheffrin Regarding the Long-Term Procurement Plans of the Investor Owned Utilities on behalf of the California Independent System Operator in Docket # R. 01-10-024.

Thank you.

Sincerely,

Jeanne M. Solé Regulatory Counsel

Cc: Attached Service List

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

Order Instituting Rulemaking to Establish Policies and Cost Recovery Mechanisms for Generation Procurement and Renewable Resource Development

R.01-10-024

# REBUTTAL TESTIMONY OF PHILIP PETTINGILL AND ANJALI SHEFFRIN REGARDING THE LONG-TERM PROCUREMENT PLANS OF THE INVESTOR OWNED UTILITIES ON BEHALF OF THE CALIFORIA INDEPENDENT SYSTEM OPERATOR

#### Submitted by the California Independent System Operator

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

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# REBUTTAL TESTIMONY OF PHILIP PETTINGILL AND ANJALI SHEFFRIN REGARDING THE LONG-TERM PROCUREMENT PLANS OF THE INVESTOR OWNED UTILITIES ON BEHALF OF THE CALIFORIA INDEPENDENT SYSTEM OPERATOR

### Submitted by the California Independent System Operator

Our names are Philip Pettingill, Manager of Policy Development in the Regulatory Policy Department of the California Independent System Operator Corporation (CA ISO), and Anjali Sheffrin, Director of Market Analysis for the CA ISO. Our duties on behalf of the CA ISO and our qualifications were submitted as attachments to our opening testimony in this proceeding. We are submitting this rebuttal testimony on behalf of the CA ISO.

The CA ISO considers that the testimony of other parties in this docket supports the CA ISO's position that it is necessary for the California Public Utilities Commission (CPUC) in this docket to establish a clear resource adequacy obligation along with an effective process to enforce it. The CA ISO reiterates its recommendation that the CPUC establish workshops to allow parties to attempt to agree on the components of a resource adequacy obligation.

A number of important parties have laid out in their testimony approaches for the creation of a resource adequacy obligation. For example, the California Energy Commission (CEC) indicated that it is essential to establish a formal framework for resource adequacy and procurement, and laid out suggestions for doing this, CEC Direct Testimony at 3-8; San Diego Gas and Electric Company (SDG&E) laid out a proposal for a CA ISO-sponsored resource adequacy procurement process, SDG&E Testimony at 5-12; and the Independent Energy Producers Association (IEP) argued that Load Serving Entities (LSEs) should have an obligation

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to meet their monthly peak load with dependable capacity and a 17% reserve margin, IEP Testimony at 9. While the recommendations differ in their details, the CA ISO considers that they provide a basis for further discussion among the parties to put into place a well-defined obligation. Moreover, the CA ISO considers that through workshops it may be possible to work out a consensus proposal, or at least a number of alternative proposals, in a manner that is more efficient than litigation at this time. Working together, the parties may be able to address each other's concerns and develop a proposal that has the support of a reasonable range of parties.

As is described more fully in our opening testimony, what the CA ISO believes is required is an enforceable resource adequacy obligation with a clear process for ongoing reporting by the utilities to allow the CPUC to assess whether a utility has procured sufficient capacity to meet its projected monthly peak load plus reserves. As we stated in our opening testimony, the CA ISO supports the initial preparation, review and approval of a twenty-year plan with a special emphasis on the first five years. However, the CA ISO considers that the quarterly advice letter process currently in place is insufficient to provide for the implementation and enforcement of a meaningful resource adequacy obligation on an ongoing basis. Accordingly, the CA ISO recommends on-going annual updates to the utility long-term procurement plans, and monthly compliance reports.

Several other participants in this rulemaking, including Pacific Gas and Electric Company (PG&E), Southern California Edison Company (SCE), and the CEC also support annual reporting regarding progress on and compliance with the utility long-term procurement plans. *See, e.g.*, Supplemental Testimony of PG&E at 5-6; Supplemental Testimony of SCE at 13; and Direct Testimony of CEC at 3. This annual updating process should focus specifically on 1) ensuring that planned elements are still on schedule, 2) considering and addressing changed circumstances, and 3) further developing the requirements for the new final year. The annual updating process would represent an improvement on the current communications process associated with resource adequacy, by providing the CA ISO and other interested parties updated information regarding the utilities' procurement activities.

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In addition, as explained in our opening testimony, the CA ISO believes the utilities should be required to provide to the CPUC a monthly compliance report setting forth a calculation of their monthly reliability obligation (based on their monthly peak load, along with the applicable target reserve level), and the resources that the utilities have procured to meet their obligation. This report should also be provided to the CA ISO. The CA ISO does not envision that it will enforce the monthly reliability obligation. However, there should be a process for the CA ISO to inform the CPUC if it identifies problems in the service of the utility load or affecting system reliability so that the CPUC can follow-up as it deems appropriate.

Further, the CA ISO notes the importance of developing standard terms and accounting requirements. While many parties in their testimony address the appropriate reserve level, it is hard to compare and contrast proposals among the parties. This is because there is no consistent use of terms. For example, parties often fail to distinguish between planning reserves and operating reserves.<sup>1</sup> In addition, recommendations are given on the appropriate percentage for a reserve margin without clarity about how the percentage should be applied; for example, based on installed capacity, dependable capacity, or some other measure. The CA ISO believes that standard terms and accounting requirements could best be developed through a workshop process. Moreover, the CA ISO considers that the development of standard terms and reporting requirements is critical to any kind of meaningful review of utility procurement plans, irrespective of the mechanism chosen to establish a resource adequacy obligation.

<sup>&</sup>lt;sup>1</sup> An example is the discussion in the Prepared Direct Testimony of James A. Ross on behalf of the Cogeneration Association of California and the Energy Producers and Users Coalition (CAC/EPUC) regarding who should procure reserves for cogeneration and self generation customers. The discussion addresses planning reserves but is unclear about who (if anyone) should be responsible for operating reserves for such customers. As stated in our opening testimony, the CA ISO is not taking a position on who as between utilities and other entities should have an obligation to obtain planning or operating reserves for direct access load, community aggregation load or load served by distributed or self-generation. Instead, the CA ISO is asserting that an obligation to provide such reserves (both planning and operating reserves) must be clearly defined within the scope of an overall program to assure resource adequacy. Moreover, for consistency with CA ISO Tariff requirements, the entity with the obligation to provide operating reserves should be the Scheduling Coordinator for that load. Further, consistent with Western Electricity Coordinating Council Minimum Operating Reserve Criteria (MORC), operating reserves must be provided for all firm load within a control area including direct access load, community aggregation load, and loads served by distributed and self-generation.

Finally, the CA ISO notes that there is little discussion in the testimony of any party about incentives and/or consequences related to a resource adequacy obligation. As explained in our opening testimony, the CA ISO considers incentives and consequences to be an indispensable component of an effective resource adequacy obligation. If there are no incentives for compliance and no consequences for failing to comply, the obligation would be rendered meaningless. Thus, the CA ISO supports the adoption by the CPUC of explicit penalties/sanctions for utilities that fail to meet their monthly reliability obligation. The CA ISO believes utilities (and other LSEs) that fail to procure sufficient capacity on a month-ahead basis should be held accountable in a manner which will adequately deter recurrence of such performance, for example, financial penalties or being designated for first curtailment in the event of a reserve deficiency.

In sum, the CA ISO recommends that the CPUC should establish workshops to develop an effective resource adequacy obligation, along with a clear process to enforce this obligation. Further, in such workshops the CPUC should seek to establish standard terms and reporting requirements so that the utility plans and proposals of different parties can be fairly and consistently assessed and compared. Any final rule established as the result of these workshops should include provisions for annual updates and monthly compliance reports by the utilities to demonstrate progress on and compliance with the approved long-term procurement plans and resource adequacy obligation, as well as concrete penalties and incentives to promote compliance with the plans and obligation.

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# PROOF OF SERVICE

I hereby certify that on July 14, 2003, I served by electronic and U.S. mail, of the California Independent System Operator Corporation's Rebuttal Testimony of Phillip Pettingill and Anjali Sheffrin Regarding the Long-Term Procurement Plans of the Investor Owned Utilities on behalf of the California Independent System Operator in Docket # R. 01-10-024.

DATED at Folsom, California on July 14, 2003.

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