July 23, 2003

Attn: Commission's Docket Office California Public Utilities Commission 505 Van Ness Avenue San Francisco, CA 94102

RE: Docket # I.00-11-001, Order Instituting Investigation Into Implementation of Assembly Bill 970 Regarding the Identification of Electric Transmission and Distribution Constraints, Actions to Resolve Those Constraints, and Related Matters Affecting the Reliability of Electric Supply

Dear Clerk:

Enclosed for filing please find an original and five copies of the California Independent System Operator's Reply Brief on Phase 6 in Docket # I.00-11-001. Please date stamp one copy and return to California ISO in the self-addressed stamped envelope provided.

Thank you.

Sincerely,

Jeanne M. Solé Regulatory Counsel

Cc: Attached Service List

PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Investigation into)	
implementation of Assembly Bill 970 regarding)	I.00-11-001
the identification of electric transmission and)	
distribution constraints, actions to resolve those)	
constraints, and related matters affecting the)	
reliability of electric supply.)	
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THE CALIFORNIA INDEPENDENT SYSTEM OPERATOR'S REPLY BRIEF ON PHASE 6

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Dated: July 23, 2003

TABLE OF CONTENTS

I.	THE ALTERNATIVES PROPOSED BY THE CA ISO REQUIRE FURTHER STUD'	Y.
		1
II.	THE RECORD DOES NOT SUPPORT A DETERMINATION AT THIS TIME THAT	
	THE COSTS OF NETWORK FACILITIES NEEDED TO INTERCONNECT	
	ADDITIONAL WIND GENERATION AT TEHACHAPI SHOULD BE ROLLED	
	INTO RATES.	3
III.	CONCLUSION.	8

TABLE OF AUTHORITIES

California Public Utilities Commission Rules

CPUC Rule 75	1
Statutes	
Public Utilities Code § 399.25.	8
Federal Energy Commission Decisions	
Southern California Edison Company, 100 FERC ¶ 61,219 (2002)	4,5
Other	
D. 90-09-059, 1990 Cal. PUC Lexis 1473 at 24-25 (1989)	

PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

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THE CALIFORNIA INDEPENDENT SYSTEM OPERATOR'S REPLY BRIEF ON PHASE 6

In accordance with California Public Utilities Commission ("CPUC" or "Commission")
Rule 75 and Judge Terkeurst's ruling on June 11, 2003, the California Independent System
Operator ("CA ISO") respectfully submits its reply brief on Phase 6. In this brief, the CA ISO:

- reiterates that the alternatives it described in its testimony and opening brief require
 further study, and responds to the claim in the opening brief of Southern California
 Edison Company ("SCE") that the alternatives proposed by the CA ISO are problematic;
- reiterates that the record does not support a determination at this time that the costs of
 network facilities (Reliability Upgrades) required to interconnect additional wind
 generation at Tehachapi should be rolled into transmission rates and responds to the
 arguments for such determination in the opening brief of Oak Creek Energy Systems,
 Inc. ("Oak Creek").

I. THE ALTERNATIVES PROPOSED BY THE CA ISO REQUIRE FURTHER STUDY.

In its opening brief, SCE indicates that, without being ordered to do so, it "will study the CA ISO alternative, as well as other alternatives, in order to comply with the CA ISO's planning process and statues and general orders governing the [Certificate of Public Convenience and

Necessity ("CPCN)] application process." Opening Brief of Southern California Edison Company on Phase 6 of the AB 970 Proceeding ("SCE Brief") at 11. The CA ISO appreciates this clarification on the part of SCE because the alternatives identified by the CA ISO merit further study.

Notwithstanding this commitment, SCE argues in its opening brief that that there are flaws in the alternatives proposed by the CA ISO. These arguments are apparently based on "studies" performed by Mr. Chacon beginning on the evening of June 4th through the morning of June 8th. Tr. (Chacon) at 1346: 22-23. The studies and their results were not shared or discussed with the CA ISO; tr. (Chacon) at 1346: 26. Instead, SCE tried to introduce them in response to cross-examination, and when this was not allowed, Mr. Chacon referred orally to the results of his "study" during cross-examination. As to one argument for a supposed flaw in the CA ISO's alternatives, SCE provides references to this testimony by Mr. Chacon; another argument contains no citation to the evidentiary record. See SCE brief at 10-11.

As noted in the CA ISO's opening brief and stated by Ms. Solé on the record, upon a review of Mr. Chacon's "analysis", CA ISO experts had questions about the validity of the study. Tr. (Solé) at 1371: 12-17. Moreover, Mr. Chacon studies were undertaken quickly and have not been subjected to a fair and rigorous assessment by disinterested parties. They therefore provide no basis for dismissing the CA ISO's proposed alternatives. Accordingly, SCE

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¹ CA ISO witness Sparks believes based on the information that was provided by SCE of its "studies", that SCE did not correctly model certain components; that SCE modeled an infeasible generation dispatch in its analysis; and that SCE did not optimize the use of phase shifters in its analysis. Moreover, SCE's has not shared its congestion analysis but in any event, SCE fails to point out the potential for congestion benefits for Midway-Vincent in the south to north direction. With the addition of significant additional generation at Tehachapi and the Southwest these benefits could outweigh concerns about north to south congestion. Further, the CA ISO is unaware of any analysis of Reliability Must Run needs that substantiate SCE's claim that the CA ISO's alternatives would result in the need for expensive additional RMR contracts. Finally, SCE's critique of the alternatives proposed by the CA ISO fails to account for the benefits of increased ability to utilize the Helms pumped storage project. Finally, the CA ISO notes that its proposed alternatives could be combined with SCE's proposed alternatives in a phased program that provides for the implementation first of components that provide optimal regional benefits. In other words, if so much wind generation in fact develops in Tehachapi so as to merit components of SCE's proposal, subsequent to the implementation of components of the CA ISO alternative, this can be done.

has provided no valid evidentiary support for its disparaging comments on the CA ISO's proposed alternatives.

The CA ISO is pleased that SCE has stated in its opening brief that it will nonetheless assess the alternatives proposed by the CA ISO further. The CA ISO believes, however, that it is important that these studies be undertaken cooperatively with all the relevant parties, at a minimum (as suggested by Oak Creek) the CA ISO, SCE, Pacific Gas & Electric Company ("PG&E") and the wind developers. SCE's criticisms of the alternatives in its brief (again without once having attempted to discuss its "concerns with the CA ISO), coupled with its attempts to disparage the CA ISO's alternatives during the hearings in a manner that precluded a full study and airing of potential issues, are not very heartening. As the CA ISO noted in its opening brief, the CA ISO concedes that the alternatives it has proposed may prove sub-optimal upon further review. Nonetheless, the CA ISO considers that the assessment of alternatives needs to proceed, and that it should take place fairly, without preconceived elimination of alternatives, and with an adequate opportunity for input by all the affected entities.

II. THE RECORD DOES NOT SUPPORT A DETERMINATION AT THIS TIME THAT THE COSTS OF NETWORK FACILITIES NEEDED TO INTERCONNECT ADDITIONAL WIND GENERATION AT TEHACHAPI SHOULD BE ROLLED INTO RATES.

The discussion regarding cost allocation in the opening brief of Oak Creek is somewhat confusing and does not clearly distinguish between two different issues: 1) whether a facility is, using the definitions in the CA ISO Tariff a "Direct Assignment Facility", or a "Reliability Upgrade" (in the language used by FERC a "network facility"); and 2) whether the costs of a transmission facility should be rolled-into transmission rates or paid for initially by an interconnecting generator. Apparently using FERC tests for the distinction between Direct Assignment Facilities and Reliability Upgrades (network facilities), Oak Creek argues that the costs of the Reliability Upgrades needed to interconnect additional generation to the CA ISO

Controlled Grid should be rolled into transmission rates. This argument is flawed; FERC precedent does not require rolled in treatment for all Reliability Upgrades (network facilities). Oak Creek supports its position by a citation to a 1989 CPUC decision that 1) is not dispositive since Oak Creek itself acknowledges FERC jurisdiction over the allocation of transmission costs; and 2) supports the CA ISO's position set forth in our opening brief that it is premature to make a determination about costs allocation without further study of alternatives.

Nonetheless, the CA ISO generally supports the recommendation of Oak Creek that a study group of the relevant parties should be created to assess alternatives, although as the CA ISO explained in its opening brief the allocation of the costs of the study will need to be resolved. Moreover, the CA ISO agrees with Oak Creek that the implementation of additional transmission facilities should be phased to match the development of additional wind in the Tehachapi area. Finally, as set forth in the CA ISO's opening brief, and acknowledged in the Commission's recent decision in this matter, D.03-07-033, it will be necessary to consider further whether and how rolled-in treatment for facilities needed to facilitate compliance with the Renewables Portfolio Standard (RPS) can be justified on economic grounds, where there is insufficient justification on reliability grounds alone.

On pages 7-10, the Oak Creek opening brief sets forth FERC precedent regarding the definition of network facilities, and discusses the components of the interconnection facilities that meet this definition. Oak Creek cites a number of FERC decisions that note that facilities beyond the point of interconnection are "network facilities" even if they would not have been installed but for a particular request for service. See e.g. <u>Southern California Edison Company</u>, 100 FERC ¶ 61,219 (2002). On page 30, the Oak Creek opening brief argues that in accordance with FERC precedent, the cost of "network facilities" should be rolled into transmission rates. However, Oak Creek's reasoning is flawed.

Oak Creek is correct that FERC has stated that facilities beyond the point of interconnection are "network facilities". However, as is explained in the CA ISO opening brief, "network facilities" (which correspond to Reliability Upgrades in the CA ISO Tariff) must be

paid for in the first instance by interconnecting generators, unless they are identified in an annual transmission plan to correct existing system deficiencies. As acknowledged in the CA ISO's opening brief, pursuant to FERC precedent, interconnecting generators are entitled to receive back over time their investment in "network facilities" through credits. FERC's August 2002 decision in Southern California Edison Company sets out the matter quite clearly:

The Commission has found that the transmission grid is a single piece of equipment whose use can be priced on either an average or incremental investment cost basis, but not by way of direct assignment. The Commission reasoned that, even if a customer causes the addition of a grid facility (that is, the facility would not be needed "but for" that customer's request for service), the addition is a system expansion used by and benefiting all users due to the integrated nature of the grid. In Consumers Energy Company, the Commission rejected the direct assignment of integrated grid facilities even if those facilities would not have been installed but for a particular request for service. Further, long-standing Commission policy prohibits the direct assignment of network facilities. Network facilities include all facilities "at or beyond the point" where the generator connects to the grid. This policy is without regard to the purpose of upgrading them (e.g., to relieve overloads, to remedy stability and short circuit problems, to maintain reliability, or to provide protection and service restoration). We find that the point of interconnection is where the line from the Whitewater generating facility deadends into the Sanwind Substation. Facilities that are at or beyond the point of interconnection, including the substation, are network facilities for which SoCal Edison is required to provide transmission credits. Accordingly, we will direct SoCal Edison to modify the Agreements consistent with this finding.

Southern California Edison Company, 100 FERC ¶ 61,219 (2002). If Oak Creek were correct that the costs of all network facilities must be rolled into transmission rates, the final two sentences in the passage above would state that the costs of the network facilities should be rolled into transmission rates, instead of requiring credits.

Oak Creek attempts to bolster its argument by citing to a CPUC 1989 decision, even though Oak Creek itself acknowledges that the allocation of costs is subject to FERC jurisdiction. See Oak Creek Opening Brief at 2. Interestingly, in the decision cited by Oak Creek, the CPUC found that interconnecting generators, rather than ratepayers, should pay for the bulk of transmission facilities that were needed primarily to interconnect new generators. Among the factors cited by the Commission are 1) that there was no clear answer as to whether the new line creates system-wide benefits; 2) that it was not clear that the best alternative had

been selected; and 3) that alternatives to the proposed project may not have been given full weight in the planning process. D. 90-09-059, 1990 Cal. PUC LEXIS 1473 at 24-25 (1989). In assessing the project in some detail, the CPUC ultimately determined that one small component of the project would provide benefits primarily to ratepayers, and allocated the costs of this component only to ratepayers. Id. at 26. Similarly, in this case, there has yet to be a thorough study of alternatives or selection of the best alternative, and no clear case has been made about which components of the project clearly benefit ratepayers; thus it would be inappropriate to assign to ratepayers upfront all of the costs of all network facilities needed to interconnect additional wind generation at Tehachapi.

To further support its argument that the costs of network facilities needed to interconnect additional wind generation at Tehachapi should be rolled into transmission rates, Oak Creek lists a number of "existing criteria violations" that it argues will be remedied by such additional facilities. However, as the CA ISO detailed in its opening brief, existing problems do not justify the need for facilities of the magnitude needed to interconnect additional wind generation at Tehachapi. Thus, the existing record does not provide a basis for determining now that the cost of all network facilities (Reliability Upgrades) should be rolled into transmission rates.

. In addition, in the final report produced by SCE in the CA ISO annual grid planning process the CA ISO encouraged SCE to continue to work with the Tehachapi wind community to mitigate loading and voltage problems in the area. Exh. 6-612, SCE 2002 Transmission Expansion Plan, Project Specific Comments at 4. As Mr. Chacon testified, shortly thereafter a project was approved by the ISO in the Antelope Bailey 66 kV system that Mr. Chacon indicated would support the system significantly². Tr. (Chacon) at 1398, 1426, 1440-1. Moreover, as Mr.

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² On April 7, 2003 SCE proposed upgrades to the Antelope - Bailey 66 kV Subtransmission System. The project proposes to construct approximately 3.9 miles of new 66 kV transmission line by converting an existing single circuit pole-line to double circuit H-frame. The project will eliminate the overload identified in SCE's 2002 Transmission Expansion Plan on the Cal Cement-Monolith-Rosamond-Windfarm 66 kV line. In addition, the new line section was found to decrease transmission line reactive losses by 8.5 MVAR. The ISO approved this project

Sparks explained, if the latest approach to address the problems in Tehachapi fails to correct existing issues, there are several potentially lower-cost options than a new 230 kV facility that could effectively solve remaining problems. Tr. (Sparks) at 1204: 13-14. As Mr. Sparks stated, if no new generation is added in the Tehachapi wind area, adding a 230 kV facility would be more than what is necessary. Id. Thus, without knowing the best alternative to interconnect Tehachapi wind generation, and without understanding the alternatives that are available to address any problems that remain in Tehachapi absent new generation, it is premature to determine that all the costs of all the network facilities needed to interconnect additional wind in Tehachapi should be rolled into transmission rates.

Oak Creek suggests that the Commission direct the formation of a study group to promptly explore alternatives to interconnect additional wind generation at Tehachapi. This recommendation is largely consistent with the recommendation of the CA ISO, as set forth in its testimony, Exh. 6-100, Opening Testimony of Robert Sparks Regarding Transmission Upgrades Related to Tehachapi on Behalf of the CA ISO, at 5. However, as explained in the CA ISO's opening brief, it will be necessary to fashion agreement among the parties about a study process that is timely and provides for a fair allocation of the costs of the studies among the affected entities. A study group could develop additional information on alternatives, and their relative benefits to Tehachapi wind generators, and ratepayers; this information that is critical to determinations on cost-allocation which will have to be presented to FERC and which may be considered by the CPUC. Moreover, the study group could, as suggested by Oak Creek, review options for phasing. To date there does not appear to be any disagreement that a phased approach should be pursued.

on April 29, 2003. Mr. Chacon referred to this project several times in his testimony, most extensively on pages 1440-1 of the transcript.

Finally, the CA ISO reiterates as it noted in its opening brief, that it would be beneficial

to undertake further exploration of an economic justification for rolled in treatment for certain

transmission facilities needed to interconnect resources required for compliance with the RPS.

The CPUC's recent decision in this docket, D.03-07-033, acknowledges the need for further

efforts to harmonize implementation of Public Utilities Code Section 399.25 with FERC

requirements. The CA ISO remains committed to work with the CPUC and other interested

parties on this matter, generically or in the context of subsequent proceedings related to the

interconnection of wind generation in Tehachapi.

In sum, as set forth in the CA ISO's opening brief, the current record does not support a determination to roll into transmission rates, the costs of all network facilities (Reliability Upgrades) needed to interconnect additional wind generation at Tehachapi. Additional

study of alternatives and their relative benefits to wind generators and ratepayers, as well as additional analysis of economic issues, is needed to make determinations about the

appropriate allocation of costs.

III. CONCLUSION.

The CA ISO considers that a thorough review of alternatives, including the alternatives

suggested by the CA ISO, remains to be undertaken, and that this review will provide some of

the outstanding information needed for determinations on cost allocation.

July 23, 2003

Respectfully Submitted:

By:_____

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PROOF OF SERVICE

I hereby certify that on July 23, 2003, I served by electronic and U.S. mail, of the California Independent System Operator's Reply Brief on Phase 6 in Docket # I.00-11-001.

DATED at Folsom, California on July 23, 2003.

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