

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

Order Instituting Rulemaking Regarding Policies and Protocols for Demand Response, Load Impact Estimates, Cost-Effectiveness Methodologies, Megawatt Goals and Alignment with California Independent System Operator Market Design Protocols

Rulemaking R.07-01-041
(January 25, 2007)

**REPLY COMMENTS OF
THE CALIFORNIA INDEPENDENT SYSTEM OPERATOR
RE ADDITIONAL COST-EFFECTIVENESS ISSUES FOR PHASE 1**

I. INTRODUCTION

ALJ's Hecht's Ruling Setting Forth Additional Comment Period on Cost Effectiveness Issues, dated October 15, 2007, set forth 18 questions designed to draw information that would be helpful in developing a final cost-effectiveness methodology for Phase 1 of the proceeding. The California Independent System Operator Corporation ("CAISO") provided responses to certain of the questions in its response, while other parties submitted a proposed cost-effectiveness approach in their filing, *Joint Comments of California Large Energy Consumers Association, Comverge, Inc., Division of Ratepayer Advocates, EnergyConnect, Inc., EnerNOC, Inc., Ice Energy, Inc., Pacific Gas and Electric Company (U 39-M), San Diego Gas & Electric Company (U 902-E), Southern California Edison Company (U 338-E) and the Utility Reform Network Recommending a Demand Response Cost Effectiveness Evaluation Framework* (hereinafter, the "Joint Comments").¹ The California Independent System Operator Corporation ("CAISO") focuses its reply on the Joint Comments.

¹ The CAISO also notes that Kinder Morgan also filed comments in response to the ruling, dated and filed November 19, 2007

The CAISO acknowledges the effort that the joint parties undertook to put together the Joint Comments and the Framework Proposal, and appreciates their ability to reach consensus on a number of challenging issues. The CAISO believes that the Framework Proposal is largely acceptable and should be adopted in large part by the Commission, with certain alterations, which the CAISO discusses in these comments. In this regard, the CAISO raises, for the Commission's consideration, the following concerns and identifies certain areas needing further clarification. We correlate our discussion points to the proposal, "*DR Cost Effectiveness Evaluation Framework Proposal*," ("Framework Proposal") attached as Attachment A to the Joint Comments.

II. DISCUSSION

Framework Proposal, Section G Sources of Input Data

The DR Cost Effectiveness Evaluation Framework proposes that each utility will use its most recent, up-to-date estimates of the future annual market value of generation capacity, future electricity prices, as well as the utility's marginal T&D cost(s) and line loss rates."

Given time constraints, the CAISO recommends that, only for this first demand response program cycle period, 2009-2011, the Commission use utility-specific, stated values for the cost components [i.e., future market values for: generation capacity and electricity prices] that go into determining cost effectiveness for avoided costs of generation. The Commission should be clear, in its decision, that reliance on utility-specific, stated avoided cost values will be permissible only for the interim (i.e. the first program cycle), until a more suitable and transparent process and/or mechanism can be developed.

The CAISO recommends this approach because of the concern that, in the near term, there is no more time to meaningfully evaluate underlying utility data that would be

presented as the basis for critical cost effectiveness evaluation metrics. The CAISO would expect that the data used to come up with these estimates would be voluminous (of necessity, in order to be representative and meaningful), and that there would be some lack of transparency in the final estimates and underlying information, given utility concerns for confidentiality and potential inappropriate disclosure of proprietary, market sensitive information.

Turning to future program cycles, beginning in 2012-2014, the CAISO strongly encourages the Commission to work with interested parties through proceeding R.04-04-025², or other suitable venue, to formulate and apply, by year 2011, a methodology and agreed-upon assumptions necessary to derive appropriate avoided cost values, based on information publicly available for the 2012-2014 program cycle and applied thereafter, or until a potential transparent capacity market mechanism develops.

Framework Proposal, Subsection B.1 re: *Analytical Approach*

- 1. Cost Effectiveness will be evaluated based on a perspective in which DR programs reduce the need for supply-side resources, and are assigned value based on their ability to meet resource adequacy requirements or their ability to reduce system peak loads, ...*

The CAISO generally agrees with the approach laid out in Subsection B.1 of the Framework Proposal but would suggest that geographic location be included as a discrete factor in the cost-effectiveness analysis i.e., the added value that DR can provide if it is “sited” and dispatchable within one of the CAISO identified transmission constrained load pockets.³

² R.04-04-025 [[OIR] to Promote Consistency in Methodology and Input Assumptions in Commission Applications of Short Run and Long Run Avoided Costs, Including Pricing for Qualified Facilities].

³ For further information about transmission constrained local areas, please refer to the CAISO’s 2008 Local Capacity Technical Analysis Study found at: <http://www.caiso.com/1bb5/1bb5ed3d46430.pdf>

Local capacity is a significant component of the CPUC's overall resource adequacy program, and DR resources that can appropriately provide local capacity, and which are counted as local capacity under the CPUC's RA counting rules, should qualify for the additional benefit and value. Attributing local capacity benefit to appropriate DR resources is good policy, as it helps to encourage development of demand response resources in locations where they are most needed, it builds on DR's modularity and flexibility strengths, and it can provide a direct and tangible reliability benefit to the CAISO.

For the above reasons, the CAISO believes it is worth the Commission's time and effort to further discuss and resolve with the parties how geographic location can be accounted for in the cost-effectiveness methodology. We propose that the IOUs (or other combination of the "joint parties"/"consensus parties") prepare and present a straw proposal for how to value the geographic premium (i.e. the local capacity benefit over system benefit). In the CAISO's initial comments on Cost-effectiveness, the CAISO mentioned an approach that was originally proposed by the IOUs in the CPUC's resource adequacy proceeding (R.05-12-013), which is termed a "Transfer Payment Proposal," from which a proxy value can be effectively derived for the premium value of local capacity over and above system capacity.⁴ This Transfer Payment concept could be used as a starting point for discussion and consideration of this important issue.

Framework Proposal Subsection C.1 re: *Avoided Generation Capacity Cost*

- 1. The generation capacity costs avoided by a DR program will be based on the annual market price (\$/kW-year) of the capacity of a new combustion turbine (CT)... and reduced to reflect expected "gross margins" earned by selling energy ("CT cost"). ... The adjusted CT cost will be further adjusted to reflect the ability (if any) of DR programs to avoid procuring CPUC-required reserve margin capacity to reduce line losses.*

⁴ See *Response of the CAISO to ALJ Ruling Setting Forth Additional Issues for Further Comment on Cost Effectiveness*, R. 07-01-041, November 19, 2007, at p. 5.

While the CAISO appreciates that the joint parties are proposing a “framework” rather than a fully developed proposal, the CAISO admits to having several point of confusion regarding the above provision.

First, the CAISO does not have a full understanding of what the “proxy CT” is supposed to be. What will its configuration be? For example, is the proxy CT an LM6000 or a GE Frame 7? What about the other underlying attributes, such as the heat rate of the resource? What is the process for vetting and deciding on the properties of the proxy resource (or resources, if there is a different one for each IOU)?

The Framework Proposal recommends use of “utility specific data” and also talks about an apparent standard CT proxy. These concepts seem contradictory or, at minimum, indicate that the parties need to further clarify the Framework proposal on these issues. For instance, would the utilities use a single standard CT as a proxy, or would each utility “construct” a model CT “best suited” to its service territory? What CT attributes or cost components will be a standard value that is the same for all utilities and what CT attributes or cost components will be utility specific?

Finally, the CAISO is unclear as to whether the gross margin revenue will include not only energy revenues, but ancillary service revenues (i.e. non-spinning reserve) as well, given that a CT is generally capable of offering non-spinning reserves.⁵

Framework Proposal, Section D [Avoided Energy Costs]

- 1. For both event-based and non-event based DR programs, the value of avoided electricity generation may be based on wholesale energy prices averaged over the highest-price hours of an hourly price forecast. ...The method that is used to estimate avoided energy costs will be consistent*

⁵ We note that, the Framework Proposal does not add ancillary services as a component of value in determining DR benefits, which is the “flip side” of costs [proxy CT costs will be offset by proxy CT revenues to arrive at the gross margin]. In this regard, Subsection F.2 states that “[a]t present, utilities will not make any adjustment (upward or downward) to account for any difference in the ability of a CT and DR to contribute ancillary service value.” (Framework Proposal at p.5.)

with the method that is used to determine the CT's "gross margins", as described in Section C. ... (emphasis added.)

The CAISO supports tying the determination of "avoided energy costs" to the CAISO's wholesale electricity market prices because this further supports the notion of bridging the gap between retail and wholesale markets. Moreover, given that the 2009-2011 DR program cycle will fall within the CAISO's MRTU market design (scheduled to commence March 31, 2008), the Commission should seek clarification from the parties as to which set of wholesale energy prices (i.e. which markets under MRTU) it is that the joint parties seek to tie their avoided costs, i.e., do they mean the Day-Ahead ("DA") or the Real-Time ("RT") Market Clearing Prices ("MCP") or both? If both, then when and how would the DA and/or RT MCP be applied? And to what type of DR programs? Moreover, the election of DA price versus RT price, versus both, potentially impacts the basis for determining gross margins of the proxy CT.

Because, under the Framework Proposal, so much of the cost-effectiveness analysis for DR programs is fundamentally tied to the concepts of avoided energy costs and avoided capacity costs, the Commission should ensure it that all parties are clear on what the cost components are and how they form the basis of the costs.

Framework Proposal Subsection F.1 re: *Other Benefits*

- 1. Both the new CT used to establish generation capacity value and DR programs are expected to provide ancillary service value. To the extent a non-event-based DR program reduces peak demand and energy requirements, it may reduce the need for procuring ancillary services.*

Ancillary Services (A/S) are critical to the reliable operation of the CAISO-controlled grid. A/S requirements and standards are based on WECC Minimum Operating Reliability Criteria (MORC), NERC and CAISO Controlled Grid reliability

requirements.⁶ The amount of ancillary services capacity the CAISO must procure to meet the applicable reliability standards is based on the CAISO's forecast of demand.⁷ On a daily basis, the CAISO's intent is to procure 100% of its A/S requirements in the Day-ahead market.

The CAISO does not adjust its Day-Ahead load forecast, and therefore, its ancillary service requirements, based upon anticipated "event-based" demand response.⁸ The CAISO will follow this same approach under MRTU.⁹ Therefore, no intrinsic A/S value can be assigned to demand response resources unless such DR resources are appropriately configured to sell A/S capacity to the CAISO.

However, both generating resources and non-generating resources (like Participating Load), that are appropriately configured and can meet the Ancillary Service requirements, as specified in the CAISO Tariff, comprise the resources that the CAISO is able and willing to procure from the market to meet its Ancillary Service requirements. Under the WECC reliability standards as currently structured, non-generating resources can only provide one type of A/S: non-spinning reserves. In many cases, a simple-cycle combustion Turbine ("CT") can offer non-spinning reserve, and, therefore, demand response resources do not provide incremental value over and above a CT for the provision of non-spinning reserves.

However, in the near future, it is anticipated that the WECC standards will change, and that these changes will provide the opportunity for non-generation resources,

⁶ Determination of Ancillary Service Standards can be found in CAISO Tariff Section 8.2.1

⁷ A commonly misunderstood fact about load forecasts is that the CAISO does not use load forecasts produced by external entities, like the utilities. The CAISO relies on its own, very sophisticated forecasts of load within the CAISO control area.

⁸ The CAISO has agreed to a process and procedure to adjust its Residual Unit Commitment procurement target under its MRTU market design. For more information, see documents under the DR Participation Under MRTU Release 1 Working Group and the associated Draft User Guide found at:

<http://www.caiso.com/1893/1893e350393b0.html>

⁹ The CAISO is open to discussing this issue further with stakeholders, to determine if it is appropriate to consider price-responsive DR as an adjustment to the CAISO load forecast, and, if so, how and what operational load impact protocols should apply, and what processes and procedures would need to be developed to allow for such an adjustment.

such as DR, to provide other types of A/S, thus expanding the role for DR in A/S markets. The anticipated WECC standards change should allow DR resources to provide such other types Ancillary Services, as spinning reserves, regulation, and possibly new capacity reserve products, such as frequency responsive reserves.

If enabled through revised WECC standards, incremental value (above a CT) could be captured by demand response resources that are appropriately configured to offer spinning reserves, frequency responsive reserves and/or regulation to the CAISO since a CT, as a proxy resource, is typically not configured or operated in a manner to offer these reliability services to the CASIO. Therefore, at this point, no assumptions should be made about expected ancillary service value from demand response resources that are not configured to explicitly offer such services to the CAISO.

The CAISO agrees that non-event based DR programs may reduce peak demand by changing customer behavior, but such programs may also just shift usage and increase non-peak demand. To the degree that the peak demand is reduced due to the persistence of customer behavior, over time, the CAISO's load forecast algorithms will capture this change, and these changes will be reflected in the CAISO's procurement of its A/S requirements in those peak hours. However, if the load is merely "shifting", then there is the possibility that the overall hourly A/S requirements will similarly shift, with no significant overall change in the total A/S capacity procured over a 24-hour period. Furthermore, if overall energy consumption is reduced, due to customer behavior changes as a result of the customer being on one non-event based tariff rather than another¹⁰, then it is unclear to the CAISO whether these savings are really "demand response" or are savings more characterized as energy efficiency.

¹⁰ In contract, the CAISO considers Critical Peak Pricing to be an event-based tariff that provides demand response.

If the Commission were to try to establish a policy that imputes an incremental A/S value for non-event based DR, then the A/S value would have to be based on a baseline of what the load forecast and, therefore, A/S procurement, would have been in each hour, had it not been for the “energy savings” and/or “load shift” (a CAISO-avoided cost of A/S). The CAISO does not recommend that the Commission expend time or effort to determine whether there is A/S value for non-event based DR.

III. CONCLUSION

In conclusion, the CAISO recommends the following alterations and/or refinements to the joint parties’ Framework Proposal, for the Commission’s consideration:

- Utility-specific stated avoided-cost values should be used only for the 2009-2011 DR program cycle;
- Framework Proposal Subsection B.1 should be modified to include a geographic location factor in the cost-effectiveness analysis i.e., the added value that DR can provide if it is “sited” and dispatchable within a CAISO-designated local capacity area.
- Framework Proposal Subsection C.1 should be expanded upon, to contain a more detailed discussion of the concept of a Proxy CT and the components of “gross margin reserve.”
- Subsection F.1 should be modified, to state that DR program resources are unable to provide incremental value over and above a CT for non-spinning reserves, which is currently the only ancillary reserve service/product that appropriately configured DR resources (i.e. Participating Loads) are eligible to provide in the CAISO control area, and that, accordingly, appropriately configured DR resources will be given ancillary service

incremental value, subject to later revision, in light of anticipated WECC changes standards for ancillary services.

Dated: December 7, 2007

Respectfully submitted,

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CERTIFICATE OF SERVICE

I hereby certify that on December 7, 2007. I served on the parties listed on the Service List for Proceeding R.07-01-041, by electronic mail, a copy of the foregoing Reply Comments of the California Independent System Operator Re: Additional Cost-Effectiveness Issues for Phase 1.

Executed on December 7, 2007 at Folsom,
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--/s/-- Melissa Hicks

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