BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Application of Pacific Gas and Electric Company for Authority, Among Other Things, to Increase Rates and Charges for Electric and Gas Service Effective on January 1, 2011.

Application No. 09-12-020 (Filed December 21, 2009)

(U 39 M)

Order Instituting Investigation on the Commission's Own Motion into the Rates, Operations, Practices, Service and Facilities of Pacific Gas and Electric Company. Investigation 10-07-027 (Filed July 29, 2010)

REPLY COMMENTS OF PACIFIC GAS AND ELECTRIC COMPANY ON THE PROPOSED DECISION OF ALJ FUKUTOME AND THE ALTERNATE PROPOSED DECISION OF COMMISSIONER PEEVEY

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March 21, 2011

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REPLY COMMENTS OF PACIFIC GAS AND ELECTRIC COMPANY ON THE PROPOSED DECISION OF ALJ FUKUTOME AND THE ALTERNATE PROPOSED DECISION OF COMMISSIONER PEEVEY

Pursuant to Rule 14.3(d) of the Rules of Practice and Procedure of the California Public Utilities Commission (CPUC), Pacific Gas and Electric Company (PG&E) respectfully submits these reply comments concerning the Proposed Decision (PD) of Assigned Administrative Law Judge (ALJ) David Fukutome and the Alternate Proposed Decision (APD) of CPUC President Michael Peevey (together, the PDs). As explained below, PG&E respectfully requests that the CPUC (i) dismiss intevenors' arguments in support of the PD's treatment of ratemaking on the meter issue, (ii) dismiss intevenors' arguments against the description of the standard of proof, (iii) deny Greenlining's request for oral argument and (iv) require that the first report on cost prioritization be due 90 days after a final decision.

I. NON-UTILITY INTERVENORS ARE MISTAKEN ON THE METER ISSUE

A. Providing a Reasonable Opportunity to Earn a Fair Return is Not a "Gift."

Intervenors wrongly claim that the APD would be making a "gift" to shareholders of \$37.5 million.² The overall return under the APD - averaging the return on the new meters with the reduced return on the old meters³ - is actually below the return otherwise deemed "fair" by the CPUC. Providing a utility a subpar return for implementing CPUC policies is not a "gift."⁴

As a corollary of their "gift" argument, intervenors also claim that under PG&E's position ratepayers unfairly will be paying for the cost of, and return on, *both* the current meters and the retired meters. However, these assertions are inaccurate based on the CPUC findings in the AMI proceedings.⁵ The whole purpose of the incremental cost-benefit analysis conducted by the CPUC in those AMI proceedings was to determine that <u>savings</u> to customers (computed on a present value revenue

PG&E agrees with TURN that: "[t]he Commission needs to keep in mind the other side of the equation here, even though it is only alluded to in the Proposed Decision. The retirement of the electromechanical meters is part and parcel of PG&E's smart meter program." TURN, p. 2.

Opening comments from the other parties were filed on March 14, 2011 by the Division of Ratepayer Advocates (DRA), The Utility Reform Network (TURN), the Greenlining Institute (Greenlining), Aglet Consumer Alliance (Aglet), Southern California Edison Company (SCE), San Diego Gas and Electric Company (SDG&E) and Women's Energy Matters (WEM). In addition, comments on the APD were filed jointly by TURN, DRA, Aglet, WEM and DACC (the Joint APD Comments). Unless otherwise noted, the citations herein are to these March 14, 2011 opening comments.

² Joint APD Comments, cover page.

Greenlining urges shareholders to contribute the return on the retired meters to PG&E's REACH program. (Greenlining, p. 6.) PG&E is proud of the REACH program and supports it through shareholder contributions. However, for the reasons described in this section, it would be wrong to conclude that shareholders are receiving a windfall that should be applied to charitable purposes.

⁵ D.09-03-026, mimeo, pp. 153-154; D.06-07-027, mimeo, pp. 27-30 and p. 50.

requirement, or PVRR, basis) would entirely pay for the <u>cost of</u>, and return on, the new meters. Thus, the CPUC has determined that, far from paying for the cost of, and return on, two sets of meters, customers will receive the new meters at no cost after applying the forecasted savings, with excess savings available to defray the cost of the retired set.

B. Intervenors Mischaracterize Prior CPUC Decisions, Including AMI.

1. The PDs Appropriately Focus on the Incremental Cost-Benefit Analysis as a Basis for Distinguishing Prior Cases Denying a Return.

TURN wrongly claims that CPUC determinations of ratepayer benefits from AMI implementation should have no bearing on the treatment of retired meter costs.⁶ TURN first claims that this situation is "similar" to those involving retired power plants that no longer were economic due to market conditions.² While it is true that in both situations ratepayers were benefitted by removing the old assets from service, the similarity ends there. Unlike the AMI proceedings where an investment was required to replace the old assets and a detailed incremental analysis was done to justify the new investment, the case cited by TURN involved a shutdown of a generation facility that could no longer be operated economically.⁸ PG&E's Reply Brief has already explained the many differences between AMI deployment and the cases involving generation plants.⁹ TURN also argues that the findings in the prior AMI proceedings should be ignored until they "pencil out" in practice.¹⁰ This argument, too, should be rejected, since it asks the CPUC to engage in after-the-fact second guessing of its own determinations that led to AMI being implemented in the first place.

2. The PDs are Correct that PG&E's Methodology for Recovering Stranded Meter Costs was Adopted in PG&E's Prior AMI Decisions.

PG&E's Opening and Reply Briefs set forth the many ways in which PG&E's proposed recovery of stranded meter costs was implicitly and explicitly adopted in its prior AMI decisions.

Notwithstanding PG&E's clear testimony on this point and TURN's apparent knowledge - at that time - of PG&E's intention to include retired meter costs in rate base, TURN repeats its unfounded claim that
"the utility's testimony said nothing *explicit* about continuing to earn the authorized return even after the meters were taken out of service." Throughout the chapters of its AMI testimony that discuss PG&E's

 $[\]frac{6}{}$ TURN, pp. 8-11.

 $[\]frac{7}{2}$ TURN, p. 9.

⁸ TURN, p. 9.

PG&E's Reply Brief, pp. 13-18. *See also* D.83-08-031, *as discussed in* PG&E's Reply Brief, pp. 18-20, which allowed a full return on groups of telephone assets that were replaced due to technological change.

TURN, p. 10. See also Greenlining, pp. 5-6.

PG&E Opening Brief, pp. 6-15; PG&E Reply Brief, pp. 22-26.

TURN, p. 5 (emphasis added). See also PG&E's Reply Brief, pp. 26-28.

cost recovery plans and Results of Operations (RO) models, PG&E made clear there would be no change to net plant (rate base) on account of its proposed treatment and this "no change" or "status quo" treatment of retired meter costs was reflected in both the RO model and its cost recovery proposal.¹³

Rather than conceding that this status quo treatment was embedded in the RO model and cost recovery proposals, TURN pulls snippets of testimony and data responses out of context to try to prove its position. For example, TURN cites portions of a chapter of PG&E's AMI testimony setting forth items that PG&E explained were included in the RO model, ¹⁴ but TURN ignores that PG&E had explained in that same chapter that because there would be no change in net plant (i.e., rate base) from retirements, there would effectively be no rate impact reflecting retirements (other than tax consequences, and future salvage and cost of removal). ¹⁵

TURN similarly mischaracterizes PG&E's response to a data request as affirming that "the record evidence in this GRC contains undisputed evidence that PG&E did not treat the revenue requirements associated with the retired meters as being 'associated with the upgrade." In fact, PG&E's response indicated that it did not view recovery in rate base of the stranded meter costs (which were sunk costs) as an *incremental* (or marginal) cost or benefit of implementing AMI. Hence, contrary to TURN's claim, the record evidence in this proceeding showed that retirements were explicitly considered as part of the RO modeling; that rate base would be maintained for retired meters as if the retirement did not occur; and that the only RO consequences from such retirements were for taxes, salvage and cost of removal.

C. Aglet's Claims of Technical Error are Incorrect.

Aglet incorrectly claims that the PDs contain a technical error by providing "the chosen rate of return on retired meters <u>and</u> on deferred revenue requirements." Aglet misunderstands the PDs' mechanism for recovery of retired meter costs. Both PDs have created a mortgage-style recovery of the \$341 million rate base amount. Under this approach, the revenue requirement is levelized with more of the revenue going towards return (interest) in the early years and less going towards return in the later years. Revenues for amortization (principal) have the opposite profile, with less revenue going towards amortization in the early years and more in the later years. Under this approach, all return is on unamortized plant and not on deferred revenue. Aglet calls for a \$7.8 million reduction (using values in

¹³ See, e.g., A.05-06-028, Exhibit PG&E-5, pp. 3-5, 4-2 and 5-5.

TURN, pp. 6-7, citing various pages in A.05-06-028, Exhibit PG&E-5.

¹⁵ A.05-06-028, Exhibit PG&E-5, pp. 3-5, 4-2 and 5-5.

 $[\]frac{16}{10}$ TURN, p. 6.

 $[\]frac{17}{1}$ Aglet, p. 5 (emphasis in original).

the PD), claiming the "\$7.8 million is what ratepayers would pay PG&E for the privilege of earning a full rate of return on undercollected revenue requirements. It is not the result of the adopted rate of return applied to undepreciated plant." 18

Aglet's statement is fundamentally inconsistent with the intent of the PDs, which clearly calculate the fixed revenue requirements on a mortgage-style basis. ¹⁹ Consequently, contrary to Aglet's conclusion, under the approach adopted in the PDs, the lower revenue requirement in the early years as compared to the traditional declining revenue requirement results in a higher balance of unrecovered costs (i.e., rate base), not deferred revenue. In fact, the methodology incorporated in the PDs would provide PG&E with sufficient current revenues to enable PG&E to earn the rates of return on retired meter rate base envisioned by the PD (equity return at 90% of the embedded cost of debt) and APD (equity return midway between the cost of debt and equity). Aglet's method would incorrectly and unfairly further reduce PG&E's returns.

II. THE CORRECT STANDARD OF PROOF IS PREPONDERANCE OF EVIDENCE

DRA and TURN criticize the PDs for applying a standard of proof of "preponderance of the evidence." DRA criticizes a "sudden departure from decades of decisions" using the clear and convincing standard, although the practice has not been as uniform as DRA suggests. In fact, in a quotation used by DRA, the CPUC acknowledges that it has "not wholly consistently" applied the clear and convincing standard. DRA criticizes the sufficiency of the CPUC's citation to Evidence Code 190 for support for the preponderance standard. Yet, DRA fails to cite Evidence Code Section 115, which states, "Except as provided by law, the burden of proof requires proof by a preponderance of the evidence." This section makes it clear that the party with the burden of proof satisfies it by a preponderance of the evidence unless a greater or lesser burden is imposed by statute or judicial decision. Section 115 has been regularly cited by the CPUC for the principle that the default standard

 $[\]frac{18}{}$ Aglet, p. 7.

Late-Filed Exhibit ALJ-1, Table PG&E TEST YEAR 2011 GRC SETTLEMENT, Column J; and Late-Filed Exhibit ALJ-2, Table PG&E TEST YEAR 2011 GRC SETTLEMENT, Column J.

²⁰ DRA, pp. 2-4; TURN, pp. 11-12.

 $[\]frac{21}{2}$ DRA, p. 3.

DRA, p. 3, quoting D.01-10-031. Nor is it clear whether the CPUC has been using the phrase "clear and convincing" in its legal sense or in its lay sense. D.08-12-058, *mimeo*, pp. 18-19, fn. 28.

²³ DRA. p. 3.

Liodas vs. Sahadi, 19 Cal 3d 278, 291 (1977). DRA's citations to Evidence Code Section 660 and 664 have no relevance to the question at hand. (DRA, pp. 3-4.) Rather, those sections create a presumption that the Commission acts reasonably in setting rates, and those sections apply where a party has challenged the reasonableness of Commission action.

in cases before the CPUC is the preponderance of evidence standard.²⁵ The preponderance of evidence standard is also generally acknowledged to be the default standard in California administrative proceedings.²⁶ Accordingly, the PDs are correct on this issue.

III. GREENLINING'S REQUEST FOR ORAL ARGUMENT SHOULD BE DENIED

Greenlining's request for a final oral argument in this proceeding²⁷ is untimely and unnecessary. In this proceeding, any party wishing to make a final oral argument was to file and serve a motion within 10 days of the reply briefs, after which responses could be filed.²⁸ Motions were to include "the issues to be addressed," "the amount of time requested," and "recommended procedure and order of presentations." Greenlining has not made the requisite showing, nor demonstrated any need for oral argument. At this juncture, PG&E is opposed to Greenlining's request because it is unnecessary and could delay the issuance of a timely decision in the matter.

IV. THIRTY DAYS IS NOT ENOUGH TIME TO PREPARE THE ANNUAL REPORT

DRA proposes that the first annual reporting requirement concerning reprioritization be due either June 1, 2011, or 30 days after a final decision.³⁰ For the reasons explained in PG&E's opening comments, the first report should be due no earlier than 90 days after the issuance of a final decision, which would mean no earlier than June 22, 2011 (assuming a decision on March 24, 2011).

Respectfully submitted,

By: _____/s/

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See, e.g., D.10-06-014, mimeo, p. 4; D.08-12-058, mimeo, p. 19.

²⁶ California Administrative Hearing Practice (2nd Ed.), Section 7.51, page 376. The Evidence Code does not necessarily apply to Commission proceedings, but the Commission can choose to apply the code. (Evidence Code Section 300.)

Greenlining, p. 7.

Assigned Commissioner's Ruling and Scoping Memo (March 5, 2010) (Scoping Memo), p. 8.

Scoping Memo, p. 8.

 $[\]frac{30}{10}$ DRA, p. 4.

CERTIFICATE OF SERVICE BY U.S. MAIL OR ELECTRONIC MAIL

I, the undersigned, state that I am a citizen of the United States and am employed in the City and County of San Francisco; that I am over the age of eighteen (18) years and not a party to the within cause; and that my business address is Pacific Gas and Electric Company, Law Department, PO Box 7442, San Francisco, CA 94120.

On the 21st day of March, 2011, I caused to be served true copies of:

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on the official service list for **A.09-12-020** and **I.10-07-027** by electronic mail for those who have provided an e-mail address and by U.S. mail for those who have not.

I certify and declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed on the 21st day of March, 2011.

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