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Parties: Brookfield Renewable Energy Partners LP

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

Order Instituting Rulemaking Pursuant to Assembly Bill 2514 to Consider the Adoption of Procurement Targets for Viable and Cost-Effective Energy Storage Systems.

**Rulemaking 10-12-007** (Filed December 16, 2010)

# COMMENTS OF BROOKFIELD RENEWABLE ENERGY PARTNERS LP (FORMERLY BROOKFIELD RENEWABLE POWER INC.) ON DECEMBER 12, 2011 CPUC RULING ENTERING INITIAL STAFF PROPOSAL INTO RECORD AND SEEKING COMMENTS

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#### I. Introduction

Pursuant to Administrative Law Judge Amy C. Yip-Kikugawa's December 12, 2011 Ruling Entering Initial Staff Proposal Into Record and Seeking Comments in the above-captioned proceeding ("Energy Storage OIR"); Brookfield Renewable Energy Partners LP<sup>1</sup> ("Brookfield") respectfully submits the following comments as well as responses to questions posed by Energy Division Staff in the Initial Proposal.

Brookfield supports the Commission's proposal to evaluate barriers to entry of storage facilities on a technology-neutral basis. We also support the outcome of this proceeding leading to a competitive procurement mechanism that will allow storage technologies to compete amongst themselves and with other resources based on its value and ability to provide specific operational characteristics to the electric system in support of 33% renewable integration and other energy policy objectives (such as distributed generation).

As further outlined in our comments below, we support the Commission's general direction in addressing the barriers to energy storage captured from prior stakeholder comments

In November 2011, Brookfield Renewable Energy Partners LP was formed by combining the power generation assets of Brookfield Renewable Power Fund and Brookfield Renewable Power Inc.

and provide some additional input on considerations for some of the barriers specifically around operational needs, Resource Adequacy ("RA") accounting and their linked Commission-jurisdictional proceedings. Brookfield also requests that the Commission address an additional barrier that was not captured in the proposal which is the lack of and need for a common definition of energy storage: Namely, that it is important as a starting point in this proceeding that parties have a common definition and understanding of what energy storage is when addressing barriers and uncertainties. Lastly we also provide some considerations for application of the End-Use Framework and some potential goals or milestones in the adoption of energy storage.

#### II. Energy Storage Adoption Barriers and Proposed Next Steps

Brookfield supports the general direction the Commission proposes to address the identified storage adoption barriers. We offer additional comments on three of the identified barriers for consideration by the Commission.

#### 1. Lack of Definitive Operational Needs

We agree with Commission that the most effective way to address this the lack of definitive operational needs is through the Long Term Procurement Planning ("LTPP")

Proceeding, where the data from the 33% Operational Studies is being analyzed under multiple scenarios. However, we request the Commission pay close attention to the timing of the LTPP Proceeding and ensure that there is adequate lead time for the decision from this proceeding to affect and determine procurement decisions that may result from this storage proceeding. Compressed procurement timelines could result in the inability for some storage resource technologies that require long lead times for financing, licensing and development, such as

Order Instituting Rulemaking to Integrate and Refine Procurement Policies and Consider Long Term Procurement Plans, R. 10-05-006 (Filed May 6, 2010).

pumped storage, to participate in the process while providing a potential benefit to other technologies resulting in less cost-effective solutions for ratepayers. Therefore we request that data and decisions from the LTPP Proceeding regarding electric system needs be fed into this storage proceeding as they become available to aid in decision-making rather than waiting until late in 2012 when the decision on LTPP will be finalized.

We also request the Commission consider as part of operational needs Governor Brown's goal as defined in the Clean Energy Jobs Plan<sup>3</sup> to achieve 12,000 MW of distributed generation by 2020. We believe that storage can play a significant role in managing intermittency of these types of resources at the distribution level. These distributed generation resources will likely not be visible or dispatchable by the California Independent System Operator Corporation ("California ISO") at the grid level, but nonetheless will have a material impact on system operations. Electric energy storage will be a key compliment to achieving these goals set by Governor Brown.

#### 2. Resource Adequacy Accounting

We support the Commission's proposal to develop RA counting rules for storage technologies and applications through the ongoing RA proceeding. The RA accounting rules the Commission develops should take into account the specific operating characteristics of the resource and its ability to provide necessary products and services to the electric system identified in the respective 20% and 33% renewable integration studies described in the LTPP Proceeding. For example, a resource that can provide specific products to the electric grid that have been identified as needed such as load following, maximum ramping, and regulation should be awarded a higher RA value than a resource that can provide fewer products or only generic

Gov. Jerry Brown's Clean Energy Jobs Plan can be accessed at: <a href="http://www.jerrybrown.org/sites/default/files/6-15%20Clean\_Energy%20Plan.pdf">http://www.jerrybrown.org/sites/default/files/6-15%20Clean\_Energy%20Plan.pdf</a> (last visited Jan. 31, 2012).

capacity. In addition, a storage facility that would have the capability of producing power over a longer period of time would have a higher RA value than a facility that produce power for only a short period of time. As discussed in the Commission's proposal, the end-use framework proposed by the Commission can be utilized to help calculate RA value.

As we noted in our prior comments to the Commission, the current process of procuring only generic capacity through the RA process will not ensure that identified specialized needs of the grid are met under the 33% renewables portfolio standard ("RPS"), including any specific value that can be provided by electric energy storage. Recognizing specific resource attributes is important to better anticipate and incorporate future requirements and promote the development and deployment of long-life, capital-intensive storage projects.

#### 3. Lack of Cost Transparency and Price Signals

The CPUC proposes to create RA counting rules for storage, which is a very important step towards providing opportunities for storage technologies to compete equally with other technologies in the bi-lateral capacity market. However, there still exists the problem of the absence of locational price signals to incent investment especially in large scale capital intensive projects such as pumped-storage.

The Commission should consider other ways to provide additional transparency to the market by providing more granular data on resource adequacy contract pricing. The current RA Report provides data on contract prices broken out separately for system resources and local resources and provides pricing data on tolling agreements. Providing the average contract price by technology type, for example wind, storage, solar on a locational basis could provide the market with additional relevant information and send that appropriate investment signal while still maintaining confidentiality.

#### III. Regulatory Framework and Barriers

Brookfield believes that the list of nine barriers captured by the CPUC in the proposal are generally thorough and the interagency proceedings have been identified at a high level, however Brookfield feels there is one barrier that the Commission has not identified. This missing barrier is one identified in comments from the Consumer Federation of California ("CFC")<sup>4</sup> that must also be addressed is the need for a standard definition for energy storage. It is important to have a single definition for energy storage to alleviate confusion and allow parties to start from a common understanding when addressing barriers and other outstanding issues. We request that the Commission develop a definition for energy storage that is broad enough to encompass the spectrum of technologies, including pumped-storage, to ensure that the evaluation of value and cost effectiveness of electric energy storage remains technology neutral.

#### IV. Cost Effectiveness and End-Use Framework

Since the cost and benefits of storage will vary significantly depending upon which application it is deployed in, the end-use framework can be utilized to analyze the cost benefits and viability of storage for each end-use application. In order to accomplish this, the end-use framework should be expanded to include the benefits streams for each end-use application as well as defined barriers. Potential costs can then be evaluated based the end-use application and associated benefits. This approach is consistent with SCE's proposed end-use matrix that was presented at the last proceeding workshop in July 2011.

The CPUC proposes to leverage the existing methodology that is laid out in the Standard Practice Manual that has been used in prior energy efficiency, distributed generation, and demand response proceedings. Brookfield does not have specific comments on the existing cost

See Opening Comments of the CFC on the Administrative Law Judge's Ruling Entering Documents into Record and Seeking Comments 8 (filed Aug. 29, 2011).

effectiveness methodologies at this time. However, it seems reasonable to begin by assessing what can be leveraged from the existing methodologies, and to address and evaluate through this proceeding, as they arise, any additional model inputs that are relevant for storage projects. We are concerned that it doesn't appear that the existing methodologies are adequate to take into account the benefits that electric energy storage can provide to the electric grid across a wide range of possible futures. The addition of storage makes the system more robust and offers risk mitigation for differences between planned and actual renewable build outs, the range of possible outcomes associated with significant additions of distributed generation, and a range of load scenarios. While we recognize the challenges of precisely valuing the important benefits that electric energy storage can provide, we believe that such value is significant and should be taken into account when doing a cost-benefit analysis or establishing storage procurement targets. Further, the methodology should not overly restrictive or narrow in evaluating value energy storage resources provide.

#### V. Roadmap

The CPUC is requesting comments on potential goals or milestones in adoption of energy storage in the near term (1-3 years), Medium Term (3-5 years), and Long Term (5 years and beyond). Our suggestions for incorporation into the energy storage roadmap are below.

#### **Short Term**

- Develop a uniform definition of "energy storage."
- Reach a decision in the LTPP Proceeding regarding system needs (using as a key enabler the completion of the 33% study analysis).
- Complete a comprehensive review of benefit streams matched with application and technology to evaluate costs/ benefits.
- Prioritize issues based on system need and technology maturity.

#### **Medium Term**

- Establish an RA value for storage (using as key enablers the (1)changes to RA counting rules, and (2) outcome of the California ISO proposal for flexible capacity requirements.<sup>5</sup>
- Evaluate the need for a technology-neutral procurement mechanism.

#### **Long Term**

• Undergo ongoing evaluation of value of storage applications and future system needs as they arise.

#### VI. Procurement Objectives

There are a number of ongoing initiatives active at the California ISO and the Commission that will potentially eliminate barriers and expand opportunities for participation by electric energy storage in the wholesale energy markets, resource adequacy, and utility procurement. Those opportunities include but are not limited to, additional compensation for frequency regulation for both accuracy and mileage, new flexible ramping spot market product, RA value for storage, and the potential modifications to RA procurement requested by the CAISO to account for flexible capacity. The outcome of these initiatives and others that have been identified will be paramount towards opening opportunities for electric energy storage to compete with other resources to provide needed products and services to the electric system, provide opportunity for potential long-term contracting opportunities, and the opportunity to monetize benefits.

In parallel, through this proceeding, it will be important for the CPUC to determine the viability and cost effectiveness of electric energy storage under different applications and scenarios. Through this analysis it can be determined whether or not additional procurement

See *California ISO Proposal on Phase One Issues*, Order Instituting Rulemaking to Oversee the Resource Adequacy Program, Consider Program Refinements, and Establish Annual Local Procurement Obligations, R. 11-10-023 (Filed Jan. 13, 2012).

targets are needed to meet the future needs of the electric grid that are evolving around the 33%

RPS, or if goals can be achieved by effectively removing barriers that enable electric energy

storage to compete with other resources to provide products and services through existing

procurement mechanisms such as the LTPP Proceeding and the annual RA process.

VII. Conclusion

Brookfield appreciates the opportunity to submit these comments for the Commission's

consideration and urges it to act on the recommendations outlined herein.

Respectfully submitted,

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#### **CERTIFICATE OF SERVICE**

I hereby certify that, pursuant to the Commission's Rules of Practice and Procedure, I have on this day served a copy of the foregoing "COMMENTS OF BROOKFIELD RENEWABLE ENERGY PARTNERS LP (FORMERLY BROOKFIELD RENEWABLE POWER INC.) ON DECEMBER 12, 2011 CPUC RULING ENTERING INITIAL STAFF PROPOSAL INTO RECORD AND SEEKING COMMENTS" on all parties identified on the attached service list. Service was effected by one or more means indicated below:

- Transmitting a copy via electronic mail on those parties who provided an e-mail address; or
- First Class mail on those parties that have not provided an electronic address to the Commission.

Executed this 31st day of January, 2012, at Washington, D.C.

/s/ Joseph B. Williams

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