BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Implement Electric Utility Wildfire Mitigation Plans Pursuant to Senate Bill 901 (2018).

R.18-10-007

SOUTHERN CALIFORNIA EDISON COMPANY'S (U 338-E) REPLY COMMENTS ON GUIDANCE PROPOSED DECISION ON 2019 WILDFIRE MITIGATION PLANS SUBMITTED PURSUANT TO SENATE BILL 901

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SOUTHERN CALIFORNIA EDISON COMPANY'S REPLY COMMENTS ON GUIDANCE DECISION ON 2019 WILDFIRE MITIGATION PLANS SUBMITTED PURSUANT TO SENATE BILL 901

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Pursuant to California Public Utilities Commission (Commission or CPUC) Rule of Practice and Procedure 14.3, Southern California Edison Company (SCE) respectfully submits these Reply Comments on the Guidance Proposed Decision (Guidance PD). These Reply Comments respond to the Opening Comments submitted by The Utility Reform Network (TURN), Pacific Gas and Electric Company (PG&E), Energy Users and Producers Coalition (EPUC), California Large Energy Consumers Association (CLECA), Ruth Henricks (Ms. Henricks), Green Power Institute (GPI), Small Business Utilities Advocates (SBUA), Protect our Communities (POC), and the Rural County Representatives of California (RCRC).¹

5. Meaning of Commission Approval

Several parties² support the Guidance's incorrect determination that plan approval "narrowly"³ means only that the utilities have successfully "listed" the 19 statutory requirements set forth in SB 901. SCE urges the Commission to instead adopt a common-sense interpretation of the statute, as set forth at length in its Opening Comments and in the utilities' legal briefing in this proceeding. In short, Commission approval of a WMP should mean that the particular scope and programs activities set forth in the plan are authorized and approved, that substantial compliance with those approved programs and activities should indicate that the utility was operating its system prudently, and also that such compliance should inform a future cost recovery reasonableness review.

If the Commission declines to adopt such a straightforward interpretation, however, and instead elects to kick the regulatory-certainty can down the road (in some cases for several years), it should at least adopt PG&E's sensible proposal to allow the costs the utilities incur to comply with the approved plans to be recovered on an interim basis (subject to refund).⁴ This would have the additional benefit of

SCE does not agree with certain comments made by parties not addressed herein and SCE's silence on any particular matter should not be construed or interpreted as assent or acceptance.

² See, e.g., Opening Comments of CLECA, EPUC, POC, GPI, SBUA, and Ms. Henricks.

See EPUC Opening Comments at p. 3 (citing with approval the Guidance PD's endorsement of EPUC's self-described proposed standard of "narrowly limit[ed] ... scope of [Commission] approval of the Plans to determining whether they contain the statutorily required elements.")

⁴ See PG&E Opening Comments at pp. 4-6; see also Pacificorp Opening Comments at pp. 2-5.

providing some measure of inter-generational rate equity, as current customers would pay the costs of current programs and activities that directly benefit them now, instead of delaying the recovery of those significant costs to be paid for in the future by (potentially) different customers.

6. Metrics, Monitoring and Reporting Requirements of all WMP Filers

In GPI's Opening Comments, it noted that future WMPS should include "both activity-based and performance-based metrics" GPI is absolutely correct when it states:

It has to be understood that the question of how to measure the effectiveness of a utility's WMP is difficult to answer in no small part because the events that are being mitigated against in the plans, wildfires, are stochastic events. This means that prevention and mitigation measures in one year might not demonstrate their effectiveness until several years down the road, when an initiating event occurs. In addition, it is extremely difficult to point to events that do not happen, because effective measures were not taken. Sophisticated analysis will be required.⁶

SCE's Opening Comments echoed this irrefutably correct point in several places, ⁷ and SCE urges the Commission to make SCE's corresponding proposed changes to the Guidance PD's language to recognize this reality. ⁸

SBUA's assertion that the Commission should in this proceeding adopt the "hard-to-reach customers" definition that it endorsed in D.18-05-041 should not be accepted. That Decision, which acknowledged that "[t]he Commission has grappled with defining hard-to-reach, or the closely related and often interchangeably used term 'underserved,' since as early as the late 1990's," was specific to energy efficiency programs, and was unrelated to wildfire risk mitigation. "Hard-to-reach" customers for wildfire mitigation purposes may be very different than "hard-to-reach" customers for energy

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⁵ GPI Opening Comments at p. 3 (emphasis added).

GPI Opening Comments at p. 3. See also GPI Opening Comments at pp. 6-7: "The ultimate test for the WMPs is whether California's electrical infrastructure can be upgraded and operated in ways that materially reduce the number of fires This task is especially challenging in the face of climate change ... and population growth and migration, which are putting more people at risk in the event of fires that do occur."

See, e.g., SCE Opening Comments on SCE PD at p. 10 and SCE Opening Comments on Guidance PD at pp. 5-6.

See, e.g., SCE Opening Comments on Guidance PD at Appendix A (proposed change to Conclusion of Law 4) and SCE Opening Comments on SCE PD at Appendix A (proposed change to Conclusion of Law 3).

⁹ D.18-05-041 at p. 44.

efficiency programs, and the Commission should carefully consider the implications of conflating the two definitions.

POC's proposal that the utilities' <u>2019</u> WMPs should include the contemplated prospective outcome-based effectiveness-measuring metrics is plainly infeasible. Moreover, SCE and the other utilities are already tracking much of this "valuable data for the 2019 fire season," <u>10</u> and therefore POC's concern that it will be "lost" is largely unwarranted.

7. Evaluation of Current Inspection Plans

As set forth in SCE's Opening Comments, the Guidance PD should be amended so as not to impose additional inspection-related reporting requirements that extend far beyond the well-established existing standards in the Commission's General Orders. Although its comments are not entirely clear, it appears that TURN's suggested language changes to Ordering Paragraph 8 would *further* expand those requirements beyond the Guidance PD's language. The Commission should reject that suggestion. If the Commission wishes to consider additional inspection-related reporting requirements, it should do so through a deliberative process specifically focused on inspection-related issues, not based on a sevenmenth expedited proceeding designed to consider much broader, holistic wildfire mitigation plans. Finally, POC's proposal to "require the utilities to use employees for patrol inspection" instead of contractors, as well as to increase inspections from "annually to monthly" is unwarranted and far beyond the scope of this proceeding. 11

8. <u>Integration of GRC Process with WMP Review</u>

GPI states that "the various underlying elements from which the MAVF or any other figure of merit is derived should also be made explicit in the directive" and proposes modified language accordingly. GPI's proposal is consistent with SCE's position in its Opening Comments that "as risk

¹⁰ POC Opening Comments at p. 5.

POC Opening Comments at p. 7.

¹² GPI Opening Comments on Guidance PD at p. 4.

analyses are modified or refined to drive WMP activities and programs, SCE will share the changes transparently in subsequent filings." SCE is not opposed to GPI's request for additional transparency regarding MAVF underlying details. However, SCE reiterates that the S-MAP settlement requires use of MAVF methodology starting in the 2021 RAMP report and also includes a cost criteria threshold. Where future WMP requirements are based on S-MAP requirements, these WMP requirements should also be informed by S-MAP timing horizons and agreed-upon cost criteria thresholds.

9. Off Ramps

RCRC states that "[a]ny process that would allow an IOU to potentially discontinue a mitigation measure must be weighed with a replacement action in order to comply with their WMP and the intent of Senate Bill 901." While SCE does not agree that "replacement actions" will always be necessary, RCRC's proposal is directionally consistent with SCE's position in its Opening Comments, namely that utilities must be afforded the flexibility to improve and modify programs that are working, and not just discontinue programs that aren't. 16

10. Future WMPs

GPI asserts that for future WMPs "the utilities also need to consider the risks to their systems of wildfires that are initiated by causes not related to the electricity system" and "that the utilities need to devote more time and effort in their risk analyses in future WMPs to matters of system resilience, protection, and restoration in the event that wildfires [including those not associated with utility infrastructure] do occur." SCE agrees with the general premise underlying GPI's comments: The vast majority of California wildfires are completely unconnected to utility infrastructure, all wildfires pose potentially serious public safety issues, and California as a society must comprehensively confront this

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¹³ SCE Opening Comments on Guidance PD at p. 8.

¹⁴ SCE Opening Comments on Guidance PD at p. 8.

¹⁵ RCRC Opening Comments on Guidance PD at p. 5.

¹⁶ See SCE Opening Comments on Guidance PD at pp. 9-10.

¹⁷ GPI Opening Comments at p. 5.

existential danger. That being said, the utilities can only realistically mitigate wildfire risk associated with the infrastructure that they own and operate, and expanding "risk analysis" requirements to events completely outside of the utilities' control would add no value to the Commission's existing risk-informed decision-making requirements used to assess proposed utility infrastructure investments.

SBUA and POC both argue that future WMP proceedings should include full-blown evidentiary hearings. That position is inconsistent with those same parties' enthusiastic simultaneous endorsement of the Guidance PD's extremely narrow, check-the-list definition of the "meaning of plan approval." If the Commission appropriately revises that definition in future WMP proceedings to provide meaningful regulatory approval of the utilities' scope of proposed wildfire mitigation programs and activities, SCE would welcome evidentiary hearings on any disputed issues of fact.

11. Other Issues

TURN uses the majority of its Opening Comments to argue that the Commission should consolidate the Section 8386(j) memorandum account (for pre-WMP-approval costs) and the Section 8386(e) memorandum account (for post-WMP-approval costs) to "reduce [the] opportunity for double recovery of costs." Setting aside the unseemly implication that the utilities would attempt to "double recover" their costs (and the insinuation that the Commission would allow such a result), SCE does not object to the specific language TURN proposes to be added to the Guidance PD's Conclusions of Law and Ordering Paragraphs on this issue, if the Commission concludes that consolidating the existing two accounts into one would be consistent with the explicit statutory directive to establish two. 20

¹⁸ See, e.g., POC Opening Comments at p. 4 ("POC agrees with the PD that approval of the WMPs merely means that the Plans contain the required statutory elements.")

¹⁹ TURN Opening Comments at Subject Index of Proposed Changes.

See also February 14, 2019 SCE Reply to Protest of TURN of Advice Letter 3936-E (establishing SCE's Section 8386(j) memorandum account) at p. 4.

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 this day served a true copy of SOUTHERN CALIFORNIA EDISON COMPANY'S (U 338-E) REPLY COMMENTS ON GUIDANCE PROPOSED DECISION ON 2019 WILDFIRE MITIGATION PLANS SUBMITTED PURSUANT TO SENATE BILL 901 on all parties identified on the attached service list(s) R.18-10-007. Service was effected by one or more means indicated below:

- Transmitting the copies via e-mail to all parties who have provided an e-mail address.
- Placing the copies in sealed envelopes and causing such envelopes to be delivered by U.S. Mail to the offices of the Assigned ALJ(s) or other addressee(s).

ALJ Peter V. Allen ALJ Sarah R. Thomas California Public Utilities Commission Division of Administrative Law Judges 505 Van Ness Avenue San Francisco, CA 94102

Executed on May 28, 2019, at Rosemead, California.

/s/ Edith Leon

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