

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

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Order Instituting Rulemaking to Implement the  
Commission's Procurement Incentive Framework  
and to Examine the Integration of Greenhouse Gas  
Emissions Standards into Procurement Policies.

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Rulemaking 06-04-009  
(Filed April 13, 2006)

**ENERGY RESOURCES CONSERVATION AND DEVELOPMENT  
COMMISSION OF THE STATE OF CALIFORNIA**

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In the Matter of:

Order Instituting Informational Proceeding –  
AB 32 Greenhouse Gas Emissions Cap

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Docket 07-OIIP-01

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| <b>DOCKET</b><br><b>07-OIIP-1</b> |
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**COMMENTS OF THE  
REDDING ELECTRIC UTILITY  
ON THE PROPOSED FINAL OPINION  
ON GREENHOUSE GAS REGULATORY STRATEGIES**

October 2, 2008

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**COMMENTS OF THE  
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ON THE PROPOSED FINAL OPINION  
ON GREENHOUSE GAS REGULATORY STRATEGIES**

In accordance with the Rules of Practice and Procedure of the Public Utilities Commission Redding Electric Utility (“Redding”) hereby files these Comments on the *Proposed Final Opinion on Greenhouse Gas Regulatory Strategies* (“Proposed Final Opinion”) filed September 12, 2008, in Rulemaking 06-04-009 with the California Public Utilities Commission (“CPUC”). Redding also files these Comments with the California Energy Commission (“CEC”) in Docket 07-OIIP-01. In these Comments, the CPUC and CEC will collectively be called the “Agencies.”

**I. Introduction**

Redding appreciates this opportunity to provide brief comments on the Proposed Final Opinion. In general, Redding disagrees with the necessity of immediately implementing a cap-and-trade program due to the unknown economic impacts and potential harm to grid reliability. In these comments Redding proposes an alternative to cap-and-trade. Redding’s proposal includes increasing the current level of public benefits funding<sup>1</sup> based on a utility’s carbon intensity. In addition, the scope of the approved uses for public benefits funds would be expanded to include greenhouse gas (GHG) reduction measures.

Redding is a municipal electric utility that owns and operates local generation and distribution facilities for the benefit of the City of Redding. Since 1921, Redding has provided electric service for all of the electric needs of the City and currently serves approximately 43,000 customers. Redding has made a commitment to providing renewable energy to all of its customers. Since 2001 Redding has aggressively pursued the development of renewable energy, resulting in a current resource portfolio consisting of 27% California eligible renewable energy, or 52% when including Redding’s energy

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<sup>1</sup> In compliance with California’s Assembly Bill 1890, Public Benefits Funds represents 2.85% of retail sales and fund low-income, energy efficiency, research and development, and renewable energy programs within each utility’s respective service territory.

supplies in large hydroelectric generation.

Redding is committed to continuing to work with the Agencies on developing the most efficient and economically feasible strategies and program designs that will reduce GHG emissions through the implementation of AB 32. Keeping the emissions reduction process as simple as possible is beneficial to all those involved.

Redding agrees with the Agencies that regulatory programmatic strategies are key, however a cap-and-trade program should not be looked at as a mandatory backstop to these programs. Rather a cap-and-trade program should be a voluntary method once the direct regulatory programs have been given sufficient time for implementation and adjustments if necessary. Redding disagrees with the Agencies argument that grid reliability is not a concern from a cap-and-trade market. Previous dependence on trading markets proved to be a disaster for California causing soaring power costs, rolling blackouts, and utility bankruptcies. Further, the European Union Emissions Trading System resulted in an increase in GHG emissions of 1.9% during its first trading period from 2005 to 2007.

The Agencies have rightfully acknowledged in that utility costs will increase from GHG reduction activities, and that customers with little discretionary usage will see more of an impact than those that are able to take advantage of energy efficiency opportunities. The Agencies have also highlighted the importance of GHG reductions needing to be achieved in the most cost-effective manner possible. This, combined with the fact that the electricity sector is being asked to take responsibility for approximately 40% of the State's emissions reductions burden while only emitting 25% of the statewide emissions, brings the potential for serious economic impact to the forefront.

Thus, Redding suggests that the Agencies consider a different approach than immediate implementation of a cap-and-trade program. Redding proposes the current level of public benefits funding be increased and that the scope of the approved uses for public benefits funds be expanded to include GHG reduction measures based on a utility's carbon

intensity. Utility customers would pay into the public benefits fund based on its own carbon footprint. Such amounts would be determined based upon annual verified emissions reports that would be submitted by the utility to CARB (in pounds per megawatt-hour). Such a program would ensure that funds are retained by retail providers and spent on local measures for GHG reductions in the communities where the funds were derived from. This option could be utilized for a minimum of 5 years after the AB 32 compliance program begins. If the public benefits program is measured to be successful, a cap-and-trade program could be postponed until a region wide system can be carefully and thoughtfully structured. Time would allow all of the states within the Western Climate Initiative (“WCI”) to be ready for multi-state participation. Reduction measures, such as increased RPS and expanded energy efficiency programs in California, would also have time to be fully executed.

## **II. Specific Comments**

### **a. Emission Reduction Measures and Overall Contributions of Electricity and Natural Gas Sectors to AB 32 Goal**

Redding agrees with the Agencies’ recommendation that more energy efficiency is required in order to meet the state’s GHG goals. However, the assertion that publicly owned utilities adopt equivalent “Big Bold” energy efficiency goals as those required of the investor owned utilities is unnecessary. A one-size-fits-all approach may not create the most effective GHG reductions, but rather GHG reduction goals should vary by region in order to recognize both prior progress made and the wide array of climate zones within the State. Further, adjustments for growing communities needs to be addressed and Redding believes that using a carbon intensity methodology (in pounds per megawatt-hour) can best accommodate a community’s growth. Redding’s energy efficiency programs have reduced its customers’ annual energy consumption and peak demand over the past 10 years by 5% as a result of its ability to determine the most effective programs for its climate and population.

Redding has concerns over the potential impacts that a 33% RPS by 2020 goal will have on grid reliability. During many seasons the California transmission grid is already being stressed as demonstrated by the amounts of congestion charges imposed by the California Independent System Operator. Many transmission projects have been proposed to relieve these bottlenecks, but are not progressing towards completion anytime soon. Redding agrees with the Agencies assessment that a 33% RPS goal can be achievable only after transmission access and system integration are dealt with, and these are activities that will not happen easily or quickly.

**b. Distribution of GHG Emission Allowances in a Cap-and-trade Program**

The staff recommendation was correct that California must work collaboratively and effectively with the WCI and that if a cap-and-trade is to be implemented, linking with a regional system would remove or mitigate some of the potential economic harm a California-only approach could incur. That said, the Agencies should consider adopting the WCI recommendation that auction percentages increase to 25% by 2020, as opposed to the proposed 100% by 2020.

**c. Cap-and-trade Market Design and Flexible Compliance**

Redding agrees with the Agencies recommendation for use of three-year compliance periods and that offsets be allowed to account towards an entities compliance obligation. Redding asks the Agencies to consider the WCI recommendation for inclusion of up to 49% of the emissions reductions from offsets, as these offsets will be likely be a successful tool for reducing California's GHG emissions outside of a cap-and-trade program.

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**d. Allowance Distribution in a Cap-and-Trade System with Deliver Point of Regulation**

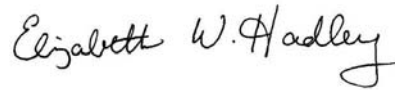
The Agencies were correct in the underlying concept of their recommendation that electricity sector allowances be distributed to retail providers for customer rate relief, GHG reduction activities, and that the governing boards of publicly-owned utilities be given the authority to determine the appropriate use of these revenues. However, the simple fact remains that Redding does not support the use of immediately implementing a cap-and-trade auction due to the potential unknown consequences. Thus, Redding suggests the Agencies consider an alternative measure. As described above, Redding proposes the current level of public benefits funding be increased and that the scope of the approved uses for public benefits funds be expanded to include GHG reduction measures based on a utility's carbon intensity. Utility customers would pay into the public benefits fund based on its carbon footprint. Such amounts would be determined based upon annual verified emissions reports that have been submitted by the utility to CARB (in pounds per megawatt-hour). For example, if the anticipated impact for Redding based on the Agencies recommended cap-and-trade approach is approximately \$1 million, the public benefits fund could be increased from the current level of 2.85% to 4%. These additional dollars would ensure that funds are retained by retail providers, such as Redding, and spent on local measures for GHG reductions in the communities where the funds were derived from. This option could be utilized for a minimum of 5 years after the AB 32 compliance program begins. If the program is measured to be successful, a cap-and-trade program could be postponed until a system can be carefully and thoughtfully structured. Time would allow all of the states within the Western Climate Initiative ("WCI") to be ready for multi-state participation. Direct regulation reduction measures, such as increased RPS and expanded energy efficiency programs in California, would also have time to be fully executed.

Finally, it should be noted that the Agencies must thoroughly address the issue of potential electrification of the transportation sector and how the sector shift impacts will be accounted before submitting this recommendation to CARB.

### **III. Conclusion**

Thank you for this opportunity to provide comments to the *Proposed Final Opinion on Greenhouse Gas Regulatory Strategies*. Redding requests the Agencies to consider these comments and make the appropriate amendments to the Proposed Final Opinion.

Respectfully Submitted,



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October 2, 2008

## **CERTIFICATE OF SERVICE**

I, Vicki Ferguson, certify under penalty of perjury under the laws of the State of California that the following is true and correct:

On October 2, 2008, I served the attached:


### **COMMENTS OF THE REDDING ELECTRIC UTILITY ON THE PROPOSED FINAL OPINION ON GREENHOUSE GAS REGULATORY STRATEGIES**

on all known parties to R.06-04-009 by transmitting an e-mail message with the document attached to each party named in the official service list. I served a copy of the document on those without e-mail addresses by mailing the document by first-class mail addressed as follows:

See attached service list.

A copy was also sent by first-class mail to the California Energy Commission, Docket Office, MS-4, Re: Docket No. 07-OIIP-01, 1516 Ninth Street, Sacramento, CA 95814-5512.

Executed on October 2, 2008, in Sacramento, California.

A rectangular box containing a handwritten signature in dark ink. The signature appears to be 'Vicki Ferguson' with a stylized flourish extending from the end.

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Vicki Ferguson



**CALIFORNIA PUBLIC UTILITIES COMMISSION**  
**Service Lists**

**Proceeding: R0604009 - CPUC - PG&E, SDG&E,**  
**Filer: CPUC - PG&E, SDG&E, SOCALGAS, EDISON**  
**List Name: LIST**  
**Last changed: October 1, 2008**

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