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33 PERCENT RENEWABLES PORTFOLIO STANDARD PRE-RULEMAKING DRAFT REGULATIONS



CALIFORNIA ENERGY COMMISSION

Edmund G. Brown Jr., Governor

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ABSTRACT

Public Utility Code Section 399.30 (n) directs the California Energy Commission to adopt regulations specifying procedures for the enforcement of the Renewables Portfolio Standard on local publicly owned electric utilities under Article 16 (commencing with Section 399.11) of Chapter 2.3 of Part I of Public Utilities Code. Section 399.30 (n) also states that these "regulations shall include a public process under which the Energy Commission may issue a notice of violation and correction against a local publicly owned electric utility for failure to comply with this article, and for referral of violations to the State Air Resources Board for penalties…"

This draft staff report on 33 Percent Renewable Portfolio Standard Pre-Rulemaking Draft Regulations provides information on the procedures for enforcement and the public process under which the Energy Commission may issue a notice of violation and correction as required by Public Utility Code Section 399.30 for the enforcement of Article 16 for local publicly owned electric utilities.

Keywords: California Energy Commission, Renewables Portfolio Standard, regulations, rulemaking, Renewables Committee, local publicly owned electric utility (POU)

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CHAPTER 1: Introduction

Legislative Background

The enactment of Senate Bill (SB) 1078¹ in September 2002 created California's Renewables Portfolio Standard (RPS) for retail sellers of electricity such as investor-owned utilities. SB 1078 required retail sellers to increase their procurement of eligible renewable energy resources by at least 1 percent per year so that 20 percent of their retail sales are procured from eligible renewable energy resources by 2017.

In September 2006, SB 107² codified an accelerated RPS goal for retail sellers of 20 percent renewables by 2010. SB 107 also required each local publicly owned electric utility (POU) in California to report to the California Energy Commission (Energy Commission) on its status of implementing an RPS program and the progress made toward achieving its RPS goals.

SB X1-2³ adjusted the RPS goal of 20 percent by 2010 to 20 percent by 2013, increased the long term RPS goal to 33 percent by the end of 2020, and expanded these requirements to include POUs as well as retail sellers. SB X1-2 gives the Energy Commission new oversight responsibilities with respect to POUs. These new responsibilities include establishing RPS eligibility of new and existing renewable energy resources needed for compliance, monitoring RPS compliance and reasonable progress, and adopting regulations for enforcement of RPS procurement requirements. SB X1-2 authorizes the Energy Commission to issue a notice of violation and correction for potential penalties to the California Air Resources Board (ARB) for a POU's failure to comply with RPS requirements. Under SB X1-2, POUs must adopt new RPS procurement targets that average 20 percent of retail sales from eligible renewable energy resources for the compliance period beginning January 1, 2011, and ending December 31, 2013. Subsequent RPS procurement targets are 25 percent of retail sales for the compliance period ending December 31, 2016, 33 percent for the compliance period ending December 31, 2020, and 33 percent for each calendar year thereafter.

The Energy Commission and the California Public Utilities Commission (CPUC) work collaboratively to implement the RPS; however, the Energy Commission and the CPUC maintain separate roles in administering their respective responsibilities under the law. Under the RPS, the Energy Commission is charged with certifying eligible renewable energy resources that may be used to satisfy RPS procurement requirements, and with developing an accounting

¹ SB 1078 (Sher, Chapter 516, Statutes of 2002).

² SB 107 (Simitian, Chapter 464, Statutes of 2006).

³ SBX1-2 (Simitian, Chapter 1, Statutes of 2011, First Extraordinary Session. SB X1-2 is effective December 10, 2011; the 91st day following the adjournment of first extraordinary session of 2011-2012 legislative session pursuant to Government Code section 9600 (a). SBX1-2 amends pertinent provisions in Public Resources Code sections 25740 through 25751, and amends and/or adds Public Utilities Code Sections 399.11 through 399.31.

system to verify the RPS compliance of retail sellers of electricity and POUs. Under SB X1-2 these Energy Commission responsibilities will continue for retail sellers of electricity and be expanded to include the POUs. The CPUC is primarily responsible for establishing the quantity of electricity products each retail seller must procure from eligible renewable energy resources for each compliance period, determining compliance for retail sellers, and imposing penalties for noncompliance for retail sellers.

The Energy Commission implements the RPS through guidelines that were originally adopted in April 2004, with subsequent revisions adopted in May 2004, August 2004, May 2005, April 2006, March 2007, December 2007, and December 2010. These guidelines are set forth in the following Energy Commission guidebooks:

The *Renewables Portfolio Standard Eligibility Guidebook*⁴ explains the requirements and process for certifying eligible renewable energy resources for California's RPS. The *Renewables Portfolio Standard Eligibility Guidebook* also describes how the Energy Commission tracks and verifies RPS-eligible generation for the RPS.

The Overall Program Guidebook for the Renewable Energy Program⁵ governs the Energy Commission's Renewable Energy Program, describes how this program is administered, and includes information on requirements that apply to all Renewable Energy Program elements, including elements related to the RPS. The Overall Program Guidebook provides general information on applying for RPS certification and appealing the Energy Commission's decisions regarding RPS certification, as well as a glossary of terms that are used by the RPS and other Renewable Energy Program elements.

The Energy Commission recognizes the need to revise the guidebook periodically to reflect changes in the law and market and regulatory developments, and to incorporate the lessons learned from experience implementing the RPS. Additionally, these guidebooks will work in tandem with the regulations outlined below. The Energy Commission intends to update these guidebooks in 2012.

Related Proceedings

Under SBX1-2 the CPUC continues its role in the administration and oversight of the RPS program for retail sellers of electricity. The CPUC issued an Order Instituting Rulemaking to Continue Implementation and Administration of California Renewables Portfolio Standard Program on May 5, 2011 (Rulemaking 11-05-005).⁶

⁴ California Energy Commission, CEC-300-2010-007-CMF, January 2011. http://www.energy.ca.gov/2010publications/CEC-300-2010-007/CEC-300-2010-007-CMF.PDF.

⁵ California Energy Commission, CEC-300-2010-008-CDT, December 2010. http://www.energy.ca.gov/2010publications/CEC-300-2010-008/CEC-300-2010-008-CMF.PDF.

⁶ http://docs.cpuc.ca.gov/PUBLISHED/FINAL_DECISION/134980.htm.

On December 1, 2011, the CPUC adopted a decision setting procurement quantity requirements for retail sellers for the RPS, and on December 15, 2011, the CPUC adopted a decision implementing Portfolio Content Categories for the RPS.⁷

Entities Subject to These Regulations

These regulations apply to "local publicly owned electric utilities" as defined in Public Utilities Code Section 224.3 and include the following entities:

- Municipalities or municipal corporations operating as public utilities furnishing electric service as provided in Public Utilities Code Section 10001.
- Municipal utility districts furnishing electric service formed pursuant to Public Utilities Code Section 11501, et. seq.
- Public utility districts furnishing electric service formed pursuant to Public Utilities Code Section 15501, et seq.
- Irrigation districts furnishing electric service formed pursuant to Water Code Section 20500, et seq.
- Joint powers authorities that include one or more of the above agencies, and furnish
 electric service over their own electric distribution system or over that of one of their
 members.

Attached as Appendix A is a list of all California local publicly owned electric utilities subject to these regulations.

Entities Considered to Be in Compliance With This Law

SB X1-2 states that "a public utility district that receives all of its electricity pursuant to a preference right adopted and authorized by the United States Congress pursuant to Section 4 of the Trinity River Division Act of August 12, 1955 (Public Law 84-386) shall be in compliance with the renewable energy procurement requirements of this article." This provision applies to the Trinity Public Utility District. Therefore, the Trinity Public Utility District is considered to be in compliance with California's RPS procurement requirements.

Additionally, SB X1-2 states, "A local publicly owned electric utility in a city and county that only receives greater than 67 percent of its electricity sources from hydroelectric generation located within the state that it owns and operates, and that does not meet the definition of a 'renewable electrical generation facility' pursuant to Section 25741 of the Public Resources Code, shall be required to procure eligible renewable energy resources, including renewable

⁷ http://docs.cpuc.ca.gov/published/proceedings/R1105005.htm.

⁸ Public Utilities Code Section 399.30 (h).

energy credits, to meet only the electricity demands unsatisfied by its hydroelectric generation in any given year, in order to satisfy its renewable energy procurement requirements." This provision applies to the City and County of San Francisco and its hydroelectric generation from the Hetch Hetchy reservoir. If the provision is satisfied, the City and County of San Francisco must meet the RPS procurement requirements only for its electricity demand that is not satisfied by hydroelectric generation from the Hetch Hetchy reservoir in any given year.

Overview of Application of Regulation

These regulations establish the rules and procedures by which the Energy Commission will assess a POU's procurement actions and determine whether those actions meet the RPS procurement requirements in the law. The Energy Commission must determine what POU action is required by the law, at a minimum, so when it evaluates a POU's actions it may determine whether the POU complied with the law. These regulations strive to strike a balance between a POU's discretion under the law to develop and implement procurement rules, plans, and policies that meet its particular needs with the Energy Commission's obligations to ensure RPS compliance under the law.

⁹ Public Utilities Code Section 399.30 (k)

CHAPTER 2: Proposed Text for 33 Percent RPS Pre-Rulemaking Draft Regulations

Chapter 13. Implementation Procedures for Renewables Portfolio Standard for Local Publicly Owned Electric Utilities.

Section 3200 - Scope

The regulations in this Chapter implement the Renewables Portfolio Standard requirements for local publicly owned electric utilities established in Article 16 (commencing with Section 399.11) of Chapter 2.3 of Part 1 of Division 1 of the Public Utilities Code.

Section 3201 - Definitions

- (a) "Balancing authority" means a balancing authority as defined in Public Utilities Code Section 399.12 (b).
- (b) "Balancing authority area" means a balancing authority area as defined in Public Utilities Code Section 399.12 (c).
- (c) "Bundled" means the procurement of an electricity product that includes both the electricity and the associated renewable energy credits from an RPS-certified facility as part of the same contract or ownership agreement.
- (d) "California balancing authority" means a balancing authority primarily located in California with more than 50 percent of its end-use electric load physically located within the political boundaries of California. This includes balancing authority areas operated by the California Independent System Operator Corporation, Los Angeles Department of Water and Power, Balancing Area of Northern California (formerly SMUD), Imperial Irrigation District, and Turlock Irrigation District.
- (e)"Commission" means the State Energy Resources Conservation and Development Commission, commonly known as the California Energy Commission.
- (f) "Compliance period" means the compliance periods as defined in Public Utilities Code Section 399.30 (c).
- (g) "Compliance report" means the reports that POUs file with the Commission by June 1 of the calendar year following the end of a compliance period as specified in Section 3207 of these regulations.
- (h) "Electricity product" means either:
 - (1) The procurement of electricity and the associated renewable energy credit generated by an RPS-certified facility.

- (2) The procurement of an unbundled renewable energy credit.
- (i) "Eligible renewable energy resource" means an electrical generating facility that the Commission has determined meets the definition of a "renewable electrical generation facility" in Section 25741 of the Public Resources Code and has certified as an RPS-certified facility.
- (j) "Megawatt-hour" or "MWh" means a unit of energy equivalent to one megawatt of electricity supplied for one hour.
- (k) "NERC e-Tag" means an electronic record that contains the details of a transaction to transfer energy from a seller to a buyer where the energy is scheduled for transmission across one or more balancing authority area boundaries.
- (l) "**Portfolio content category**" refers to one of three categories of electricity products procured from an RPS-certified facility, as specified in Section 3203 of these regulations.
- (m) "POU" or "Local publicly owned electric utility" means a local publicly owned electric utility as defined by Public Utilities Code Section 224.3.
- (n) "**Procure**" means to acquire electricity products from RPS-certified facilities through executed contracts or ownership agreements.
- (o) "Procurement" means to procure electricity products from RPS-certified facilities.
- (p)"Procurement target" means the specified percentage of retail sales that a POU must procure of electricity products from RPS-certified facilities for each compliance period as defined in Public Utilities Code Section 399.30 (c). For POUs that meet the criteria listed in Public Utilities Code Section 399.30 (k), the procurement target is the annual specified percentage of the portion of retail sales not met by the POU's qualifying hydroelectric generation that must be procured from RPS-certified facilities.
- (q)"Renewable electrical generation facility" means a facility as defined in Public Resources Code Section 25741(a).
- (r) "Renewable energy credit" or "REC" means a certificate of proof as defined in Public Utilities Code Section 399.12 (h), associated with the generation of electricity from an RPS-certified facility.
- (s) "RPS-certified facility" means a facility that the Commission has certified as being eligible for the RPS pursuant to the Commission's RPS Guidelines. To become an RPS-certified facility, the facility must demonstrate to the Commission that it satisfies the requirements of RPS Guidelines in place at the time the facility applies for RPS certification.
- (t) "RPS Guidelines" means the guidelines adopted by the Commission pursuant to Public Resources Code Section 25747 (a) to implement the RPS.
- (u) "Retire" means to claim a renewable energy credit in the tracking system established by the Energy Commission pursuant to Public Utilities Code Section 399.25 (c) and thereby commit the renewable energy credit to be used for compliance with the RPS.

- (v) "Western Electricity Coordinating Council" or "WECC" means the electricity coordinating council as defined in Public Utilities Code Section 399.12 (k). WECC is part of the North American Electric Reliability Corporation and the regional entity responsible for coordinating and promoting bulk electric system reliability in the Western Interconnection serving all or part of the 14 western states and portions of Mexico (in northern Baja California) and Canada (in British Columbia and Alberta).
- (w) "Western Renewable Energy Generation Information System" or "WREGIS" refers to the independent, renewable energy tracking system implemented for the region covered by the Western Electricity Coordinating Council.

Section 3202 – Qualifying Electricity Products

- (a) In order for an electricity product to be used to meet an RPS procurement target, the electricity product must meet at least one of the following requirements:
 - (1) The electricity product is procured pursuant to a contract or ownership agreement on or after June 1, 2010, and is associated with generation from an RPS-certified facility.
 - (2) The electricity product was procured pursuant to a contract or ownership agreement before June 1, 2010, and meets the following criteria:
 - (A) The electricity product was approved by the governing board of a POU for procurement to satisfy renewable energy procurement obligations pursuant to former Public Utilities Code Section 387.
 - (B) The electricity product is associated with generation from a facility that meets the definition of a "renewable electrical generation facility" and is RPS-certified.
 - (3) The electricity products that were procured pursuant to a contract or ownership agreement before June 1, 2010, shall count in full towards procurement targets if they meet the following criteria:
 - (A) The electricity products are associated with generation from a facility that does not meet the definition of a "renewable electric generation facility" but does meet the Commission's RPS eligibility requirements that were in effect prior to June 1, 2010, when the original procurement contract or ownership agreement was executed by the POU, and the facility is RPS-certified.
 - (B) Any contract modifications or amendments occurring after June 1, 2010, do not increase the nameplate capacity, expected quantities of annual generation from the facility, or substitute a different renewable energy resource for the facility. If contract amendments or modifications after June 1, 2010, increase nameplate capacity or expected quantities of annual generation, only the amounts agreed to prior to June 1, 2010, shall count in full toward procurement targets. The initial term of such procurement contract may be extended if the initial term of the contract specified a procurement commitment of 15 years or more.

(b) Procurement qualifying under Section 3202 (a)(3) of these regulations may be counted for compliance with the RPS without regard to the quantitative requirements for the use of any portfolio content category. If any RECs from a contract signed prior to June 1, 2010, are unbundled and sold separately after June 1, 2010, the underlying energy may not be counted for compliance with the RPS, and the unbundled RECs must be counted in Portfolio Content Category 3, as defined in Section 3203 (c) of these regulations.

Section 3203 – Portfolio Content Categories

- (a) Portfolio Content Category 1
 - (1) Portfolio Content Category 1 electricity products must be procured as and remain bundled in order to be classified in Portfolio Content Category 1, must be located within the WECC transmission grid, and must meet at least one of the following criteria:
 - (A) Electricity products must be generated by an RPS-certified facility that has its first point of interconnection to the WECC transmission grid within the metered boundaries of a California balancing authority area. For purposes of this Section 3203, the first point of interconnection to the WECC transmission grid is the substation or other facility where generation tie lines from the RPS-certified facility interconnect to the network transmission grid.
 - (B) Electricity products must be generated by an RPS-certified facility that has its first point of interconnection to an electricity distribution system used to serve end users within the metered boundaries of a California balancing authority area. For purposes of this Section 3203, the first point of interconnection to an electricity distribution system is within the service area boundaries of a utility distribution company (UDC).
 - (C) Electricity products must be generated by an RPS-certified facility and scheduled into a California balancing authority without substituting electricity from another source. For purposes of this Section 3203, electricity generated by the RPS-certified facility must be scheduled into a California balancing authority within the hour in which the electricity is generated, and the POU's governing board must have approved an agreement, before the electricity product is generated, to schedule the electricity from the RPS-certified facility into the California balancing authority during the hour in which the electricity product is generated. If there is a difference between the amount of electricity generated and the amount of electricity scheduled and delivered into a California balancing authority, only the lesser of the two amounts may be classified as Portfolio Content Category 1.
 - (D) Electricity products must be generated by an RPS-certified facility and subject to an agreement between a California balancing authority and the balancing authority in which the RPS-certified facility is located, executed before the product is generated,

- to dynamically transfer electricity from the RPS-certified facility into the California balancing authority area during the hour in which the product is generated.
- (2) Electricity products originally qualifying in Portfolio Content Category 1 and resold must meet the following criteria to remain in Portfolio Content Category 1:
 - (A) The original contract for procurement of the electricity products meets at least one of the criteria in Section 3203 (a)(1)(A) (D) of these regulations.
 - (B) The resale contract transfers only electricity and RECs that have not yet been generated prior to the effective date of the resale contract.
 - (C) The electricity transferred by the resale contract is transferred to the ultimate buyer in real time.
 - (D) For those electricity products that satisfy Section 3203 (a)(1)(C) of these regulations, the original hourly or subhourly schedule is maintained and the criteria of Section 3203 (a)(2)(A) (C) of these regulations are met.
- (3) Electricity products originally qualifying in Portfolio Content Category 1 and resold that do not meet the criteria of Section 3203 (a)(2)(A) (D) of these regulations shall not be counted in Portfolio Content Category 1.

(b) Portfolio Content Category 2

- (1) Portfolio Content Category 2 electricity products must be generated by an RPS-certified facility, must be located within the WECC transmission grid, and the electricity must be firmed and shaped with substitute electricity to provide incremental electricity that is scheduled into a California balancing authority.
- (2) Portfolio Content Category 2 electricity products must be initially procured as bundled and must meet all of the following criteria:
 - (A) The first point of interconnection to the WECC transmission grid for both the RPS-certified facility and the resource providing the substitute electricity must be located outside the metered boundaries of a California balancing authority area.
 - (B) The substitute electricity used to firm and shape the electricity from the RPS-certified facility must be incremental to the POU. For purposes of this Section 3203, "incremental" means electricity that is not in the portfolio of the POU claiming the transaction for RPS compliance prior to the firmed and shaped transaction(s).
 - (C) The procurement of the substitute resource is adopted by the governing board of the POU at the same time or after the procurement for the electricity from the RPS-certified facility is adopted.
 - (D) The substitute electricity used to firm and shape the electricity from the RPS-certified facility must be scheduled into the California balancing authority within the same calendar year as the electricity from the RPS-certified facility is generated.
- (3) Electricity products originally qualifying in Portfolio Content Category 2 and resold must meet the following criteria to remain in Portfolio Content Category 2:

- (A) The original contract for procurement of the electricity products meets the criteria of Section 3203 (b)(2)(A) (D) of these regulations.
- (B) The resale contract transfers only electricity and RECs that have not yet been generated prior to the effective date of the resale contract.
- (C) The resale contract transfers the original arrangement for substitute electricity, including the source and quantity for the substitute electricity.
- (D) The resale contract retains the scheduling of the substitute electricity into the California balancing authority as set out in the original firming and shaping transaction.
- (E) The transaction continues to provide incremental electricity for the POU claiming the transaction for RPS compliance and is scheduled into the California balancing authority.
- (4) Electricity products originally qualifying in Portfolio Content Category 2 and resold that do not meet the criteria above must be counted in Portfolio Content Category 3.
- (c) Portfolio Content Category 3
 - (1) All unbundled renewable energy credits and other electricity products located within the WECC transmission grid and generated by RPS-certified facilities that do not meet the requirements of either Portfolio Content Category 1 or Portfolio Content Category 2 fall within Portfolio Content Category 3.

Section 3204 - RPS Procurement Requirements

- (a) RPS procurement targets for each compliance period:
 - (1) For the compliance period beginning January 1, 2011, and ending December 31, 2013, a POU shall demonstrate it has procured electricity products sufficient to equal an average of 20 percent of its retail sales for all three calendar years in the compliance period.

$$\frac{(EP_{2011} + EP_{2012} + EP_{2013})}{(RS_{2011} + RS_{2012} + RS_{2013})} \ge 0.20$$

 EP_X = Electricity Products procured and retired for the specified year X RS_X = Total retail sales made by the POU for the specified year X

(2) For the compliance period beginning January 1, 2014, and ending December 31, 2016, a POU shall demonstrate it has procured electricity products sufficient to meet or exceed 25 percent of its retail sales in the last calendar year of the compliance period.

$$\frac{(EP_{2016})}{(RS_{2016})} \ge 0.25$$

(3) For the compliance period beginning January 1, 2017, and ending December 31, 2020, a POU shall demonstrate it has procured electricity products sufficient to meet or exceed 33 percent of its retail sales in the last calendar year of the compliance period.

$$\frac{(EP_{2020})}{(RS_{2020})} \ge 0.33$$

- (4) For the calendar year ending December 31, 2021, and each calendar year thereafter, a POU shall procure electricity products sufficient to equal to 33 percent of its retail sales by the end of that year.
- (5) Notwithstanding Section 3204 (a)(1) (4) of these regulations, a POU that meets the criteria listed in Public Utilities Code Section 399.30 (h) shall be deemed to be in compliance with this section.
- (6) A POU shall demonstrate that it meets the criteria listed in Section 399.30 (h) by providing the Commission documentation showing the POU receives all of its electricity pursuant to a preference right adopted and authorized by the United States Congress pursuant to Section 4 of the Trinity River Division Act of August 12, 1955 (Public Law 84-386).
- (7) Notwithstanding Section 3204 (a)(1) (4) of these regulations, a POU that meets the criteria listed in Public Utilities Code Section 399.30 (k) shall be deemed to be in compliance with this Section 3204 if all of the POU's electricity demand in any given calendar year is satisfied with its qualifying hydroelectric generation. For purposes of this Section 3204, "qualifying hydroelectric generation" is generation from one or more facilities that meets the following criteria:
 - (A) The facility is located within the state.
 - (B) The facility is owned and operated by the POU.
 - (C) The facility is a hydroelectric facility, but does not meet the definition of a "Renewable Electrical Generation Facility" and is not RPS-certified.
 - (D) The facility provides greater than 67 percent of the POU's electricity supply on an annual basis.
- (8) If a POU meeting the criteria listed in Public Utilities Code Section 399.30 (k) has electricity demands unsatisfied by its qualifying hydroelectric generation in any given year, then the POU shall procure electricity products in accordance with Section 3204 (d) of these regulations equal to the lesser of the following:
 - (A) The electricity demands unsatisfied by the POU's qualifying hydroelectric generation.
 - (B) The RPS procurement requirement listed in Section 3204 (a)(1) (4) of these regulations corresponding to the year during which the POU's qualifying hydroelectric generation was insufficient to meet its annual electricity demand.

- (b) A POU may not use a REC associated with RPS-eligible electricity products to meet its RPS procurement requirements unless it is retired within 36 months from the initial month of the generation of the associated electricity.
- (c) Deficits associated with any one compliance period shall not be added to a future compliance period.
- (d) Reasonable progress in intervening years of the compliance periods ending on December 31, 2016, and December 31, 2020.
 - (1) Each governing board of a POU is responsible for demonstrating reasonable progress toward meeting its RPS procurement requirements in Section 3204 (a) of these regulations and shall report such findings in its annual reports to the Commission. Reasonable progress shall be a set of actions taken to procure additional electricity products or prospective electricity products, subject to the requirements of Section 3204 (e), including building and contracting for siting activity, and/or quantitative increases in the electricity products procured throughout the compliance period to reach the procurement target for the end of that compliance period. Reasonable progress may include, but is not limited to, acquiring and developing new renewable resources, transmission modeling, land acquisition, initiating environmental studies, securing permits, soliciting requests for offers, executing contracts, and signing interconnection agreements. The POU shall demonstrate in its annual reporting to the Commission its current level of RPS procurement, its procurement target at the end of the compliance period, and the steps it has taken in the past year to achieve the procurement target for the compliance period. If a POU has already attained the procurement target or has banked sufficient excess procurement to achieve its procurement target for the compliance period, it shall state this in its annual reporting.
 - (2) Notwithstanding Section 3203 (d)(1) of these regulations, an increase in the procurement of electricity products of no less than 1.5 percent of 100 percent of a POU's retail sales in each year of the compliance period ending December 31, 2016, shall be deemed reasonable progress, provided the POU met their procurement target for 2013. The procurement of electricity products to satisfy the requirements of this paragraph must comply with Section 3204 (e).
 - (3) Notwithstanding Section 3203 (d)(1) of these regulations, an increase in the procurement of electricity products of no less than 2 percent of 100 percent of a POU's retail sales in each year of the compliance period ending December 31, 2020, shall be deemed reasonable progress, provided the POU met their procurement target for 2016. The procurement of electricity products to satisfy the requirements of this paragraph must comply with Section 3204 (e).
- (e) In meeting the RPS procurement targets as defined in Section 3204 (a), each POU shall also be subject to the following:

- (1) No less than 50 percent of the electricity products used to meet the RPS procurement requirement for the compliance period ending December 31, 2013, must meet the definition of Product Content Category 1.
- (2) No less than 65 percent of the electricity products used to meet the RPS procurement requirement for the compliance period ending December 31, 2016, must meet the definition of Product Content Category 1.
- (3) No less than 75 percent of the electricity products used to meet the RPS procurement requirement for the compliance period ending December 31, 2020, or any compliance period thereafter, must meet the definition of Product Content Category 1.
- (4) Not more than 25 percent of the electricity products used to meet the RPS procurement requirement for the compliance period ending December 31, 2013, can meet the definition of Product Content Category 3.
- (5) Not more than 15 percent of the electricity products used to meet the RPS procurement requirement for the compliance period beginning ending December 31, 2016, can meet the definition of Product Content Category 3.
- (6) Not more than 10 percent of the electricity products used to meet the RPS procurement requirement for the compliance period ending December 31, 2020, or any compliance period thereafter, can meet the definition of Product Content Category 3.
- (7) Except as otherwise required by Section 3204 (e) of these regulations, electricity products meeting the definition of Product Content Category 2 may be used to meet an RPS procurement requirement.

Section 3205 - Procurement and Enforcement Plans

- (a) Renewable Energy Resources Procurement Plan
 - (1) By January 1, 2013, each POU shall submit to the Commission a renewable energy resources procurement plan that includes, at a minimum, the following information for the forthcoming calendar year and the current compliance period:
 - (A) The POU's projected retail sales for the forthcoming calendar year and current compliance period in MWh.
 - (B) The POU's projected level of RPS procurement for the forthcoming calendar year and procurement target for the current compliance period in MWh.
 - (C) A description of the type and quantity of electricity products the POU intends to procure in the calendar year and compliance period to meet its RPS procurement requirements. The description shall identify the type of electricity product by product content category and the quantity of each type of electricity product in MWh.

- (D) A description and quantity of excess procurement, if any, the POU intends to use in the calendar year and compliance period to meet its RPS procurement requirements.
- (E) An annual review of reasonable progress made toward the RPS procurement targets for the prior calendar year and the compliance period.
- (F) A description of any of the following rules adopted by the POU in accordance with Section 3206 (a)(1) (4) of these regulations. These rules must be described in the POU's procurement plan if the POU intends to rely on these rules to satisfy or delay compliance with its RPS procurement requirements.
 - 1. Rules for carrying over excess procurement of electricity products from one compliance period to subsequent compliance period in accordance with Section 3206 (a)(1) of these regulations.
 - 2. Rules under which the POU may delay timely compliance with its RPS procurement requirements and procurement targets in accordance with Section 3206 (a)(2) of these regulations.
 - 3. Rules establishing cost limitations for procurement expenditures in accordance with Section 3206 (a)(3) of these regulations.
 - 4. Rule permitting the reduction of the procurement requirement for electricity products in Portfolio Content Category 1 for a specific compliance period in accordance with Section 3206 (a)(4) of these regulations.
- (G) A POU that meets the criteria listed in Public Utilities Code Section 399.30 (k) shall additionally provide a forecast of its annual electricity demand that will be satisfied with qualifying hydroelectric generation from a facility that meets the criteria specified in Section 3204 (a)(7) of these regulations. The forecast shall identify the POU's annual electricity demand and the amount of qualifying hydroelectric generation expected for the calendar year in MWh.
- (2) By January 1 of each year following 2013, each POU shall submit any revisions to the renewable energy resources procurement plan, including all requirements of Section 3205 (a)(1), if the procurement plan is updated.
- (3) Each POU shall provide the following notice regarding new or updated renewable energy resources procurement plans.
 - (A) The POU shall annually post notice, in accordance with Chapter 9 (commencing with Section 54950) of Part 1 of Division 2 of Title 5 of the Government Code, whenever its governing board will deliberate in public on its renewable energy resources procurement plan.
 - (B) Contemporaneous with the posting of the notice of a public meeting to consider the renewable energy resources procurement plan, the POU shall notify the Commission of the date, time, and location of the public meeting to consider the procurement plan. This requirement is satisfied if the POU provides the Commission with the uniform resource locator (URL) that directly links to the notice for the public

- meeting. An e-mail with information on the public meeting in Portable Document Format (pdf) may also be provided to the Commission.
- (C) The POU must notify the Commission if any URL provided by the POU pursuant to this Section 3205 no longer contains the correct link, and the POU must send the Commission a corrected URL that links to the information or a pdf containing the information as soon as it becomes available.

(b) Enforcement Plan

- (1) The governing board of each POU must adopt an enforcement plan or program for RPS enforcement on or before January 1, 2012. A POU shall revise its enforcement plan or program, as needed, to comply with these regulations within 90 days of the effective date of these regulations.
- (2) The enforcement plan shall include actions the POU will take if the POU determines that it will not meet its RPS procurement requirements in accordance with Section 3204 of these regulations.
- (3) The enforcement plan must be adopted at a publicly noticed meeting offering all interested parties an opportunity to comment. Not less than 30 days notice shall be given to the public of any meeting held for purposes of adopting the plan.
- (4) If the enforcement plan is modified or amended, no less than 10 days notice shall be given to the public before any meeting is held to make a substantive change to the plan.
- (c) If a POU distributes information to its governing board related to its renewable energy resources procurement status or future procurement or enforcement plans, for the governing board's consideration at a public meeting, the POU shall make that information available to the public and shall provide an electronic copy of information to the Commission for posting on the Commission's website.
 - (1) This requirement is satisfied if the POU provides to the Commission the URL that directly links to the documents or information regarding other manners of access to the documents. An e-mail with the information in pdf may also be provided to the Commission.
 - (2) The POU must notify the Commission if any URL provided by the POU pursuant to this Section 3205 no longer contains the correct link, and the POU must send the Commission a corrected URL that links to the information or a pdf containing the information as soon as it becomes available.
- (d) Notwithstanding Section 3205 (a) (c) of these regulations, a POU that meets the criteria listed in Public Utilities Code Section 399.30 (h) is not required to provide the Commission with a renewable energy resources procurement plan, an enforcement plan, or public notice or information concerning any such plans.

Section 3206 – RPS Compliance Options

- (a) In meeting its RPS procurement requirements, a POU may adopt at a noticed public meeting any of the following measures:
 - (1) Excess procurement
 - (A) POUs may adopt rules permitting the POU to apply excess procurement in one compliance period to a subsequent compliance period, except that:
 - Excess procurement of electricity products from Portfolio Content Category 3
 may not be applied toward a future compliance period and shall not be
 included in the calculation of excess procurement.
 - 2. Generation procured under contracts of less than 10 years in duration may not be applied toward a future compliance period and shall not be included in the calculation of excess procurement.
 - (B) Those POUs that opt to allow the application of excess procurement as part of their renewable energy resources procurement plan may begin accruing excess procurement January 1, 2011.
 - (C) Electricity products qualifying as excess procurement may be applied toward future compliance periods, including compliance years following 2020, but must be retired within 36 months of the generation month of the associated electricity.
 - (D) POUs may accrue excess procurement only if the POU meets the criteria for reasonable progress as specified in Section 3204 (d)(2) (3).
 - 1. Excess procurement for the first compliance period is:

Excess Procurement

$$= (EP_{2014} + EP_{2015} + EP_{2016}) -(0.20 \times (RS_{2011} + RS_{2012} + RS_{2013}))$$

 $EP_X = Electricity \ Products \ procured \ and \ retired \ for \ the \ specified \ year \ X$ $RS_X = Total \ retail \ sales \ made \ by \ the \ POU \ for \ the \ specified \ year \ X$

2. Excess procurement for the second compliance period is:

Excess Procurement

$$= (EP_{2014} + EP_{2015} + EP_{2016}) - (0.215 \times RS_{2014} + 0.23 \times RS_{2015} + .25 \times RS_{2016})$$

3. Excess procurement for the third compliance period is:

Excess Procurement

$$= (EP_{2017} + EP_{2018} + EP_{2019} + EP_{2020}) - (0.27 \times RS_{2017} + 0.29 \times RS_{2018} + .31 \times RS_{2019} + .33 \times RS_{2020})$$

- (2) Delay of timely compliance
 - (A) The governing board of a POU may adopt rules permitting a POU to make a finding that reasonable cause exists to delay the timely compliance with RPS procurement

- 1. There is inadequate transmission capacity to allow sufficient electricity to be delivered from a proposed eligible renewable energy resource project. For example, using the current operational protocols of the California Independent System Operator, a POU that owns transmission or has transmission rights, may find that:
 - i. The POU has undertaken all reasonable measures under its control and consistent with its obligations under local, state, and federal laws and regulations to develop and construct new transmission lines or upgrades to existing lines intended to transmit electricity generated by eligible renewable energy resources, in light of its expectation for cost recovery.
 - ii. The POU has taken all reasonable operational measures to maximize costeffective purchases of electricity from eligible renewable energy resources in advance of transmission availability.
- 2. Permitting, interconnection, or other circumstances have delayed procured eligible renewable energy resource projects, or there is an insufficient supply of eligible renewable energy resources available to the POU. The POU must also find that:
 - i. The POU prudently managed portfolio risks, including relying on a sufficient number of viable projects.
 - ii. The POU sought to develop either its own eligible renewable energy resources, transmission to interconnect to eligible renewable energy resources, or energy storage used to integrate eligible renewable energy resources.
 - iii. The POU procured an appropriate minimum margin of procurement above the level necessary to comply with the RPS to compensate for foreseeable delays or insufficient supply.
 - iv. The POU had taken reasonable measures to procure cost-effective distributed generation and allowable unbundled RECs.
- 3. Unanticipated curtailment of eligible renewable energy resources was necessary to address the needs of a balancing authority.

(3) Cost limitations

- (A) The governing board of a local POU may adopt rules permitting a POU to establish a cost limitation on the procurement expenditures used to comply with its RPS procurement requirements.
- (B) Such cost limitations shall ensure that:
 - 1. The limitation is set at a level that prevents disproportionate rate impacts.

- 2. The costs of all procurement credited toward achieving the RPS are counted toward the limitation.
- 3. Procurement expenditures do not include any indirect expenses including, without limitation, imbalance energy charges, sale of excess energy, decreased generation from existing resources, transmission upgrades, or the costs associated with relicensing any POU-owned hydroelectric facilities.
- (C) In adopting cost limitation rules, the POU shall rely on all of the following:
 - 1. The most recent renewables energy resources procurement plan.
 - 2. Procurement expenditures that approximate the expected cost of building, owning, and operating eligible renewable energy resources.
 - 3. The potential that some planned resource additions may be delayed or canceled.
- (4) Portfolio Category Content requirement reduction
 - (A) POUs may adopt rules that allow the reduction of the procurement requirement for Portfolio Content Category 1 for a specific compliance period consistent with Public Utilities Code Section 399.16 (e).
 - (B) The need to reduce the procurement requirements for Portfolio Content Category 1 must have resulted because of conditions beyond the control of the POU as provided in Section 3206 (a)(2) of these regulations or because of cost limitations as provided in Section 3206 (a)(3).
 - (C) A reduction of the procurement requirement for Portfolio Content Category 1 below 65 percent for any compliance period after December 31, 2016, will not be considered consistent with Public Utilities Code Section 399.16 (e).
 - (D) A POU that reduces its procurement requirements for Portfolio Content Category 1 must adopt these changes at a publicly noticed meeting, including at least 10 days advance notice to the Commission, and to subsequently include this information in updated renewable energy resources procurement plan submitted to the Commission. The notice and procurement plan must include the following information:
 - 1. The compliance period for which the reduction may be adopted.
 - 2. The level to which the POU has reduced the requirement.
 - 3. The reason or reasons the POU has proposed for adopting the reduction.
 - 4. An explanation of how the needed reduction resulted from conditions beyond the control of the POU as provided in Section 3206 (a)(2) of these regulations.
 - 5. If applicable, an explanation of why the reduction was needed as a result of cost limitations adopted by the POU as provided in Section 3206 (a)(3) of these regulations.

- (b) Rules adopted under this Section 3206 shall be in place and described in a POU's renewable energy resources procurement plan for a given calendar year if the POU intends to rely on these rules to satisfy or delay its RPS procurement requirements for that year.
- (c) Any rule or rule revision adopted under this Section 3206 shall be submitted to the Commission within 30 days after adoption for a determination of consistency with the requirements of Public Utilities Code Section 399.30. The Commission shall make its determination within 120 days of receipt of such rule. Failure of the Commission to make such determination shall be deemed a determination that such rule is consistent with the requirements of Public Utilities Code Section 399.30.
- (d) Any rule adopted pursuant to this Section 3206 shall provide that the Executive Director of the Commission be given notice no less than 30 days in advance of a proposed action to be taken under such rule. Such notice shall include all reports, analyses, proposed findings, and any other information upon which the POU may rely in taking the proposed action.

Section 3207 – Compliance Reporting for POUs

- (a) Each POU shall submit the following reports to the Commission as required by this section. The information provided by a POU in these reports will be verified using the verification process specified in the RPS Guidelines to determine a POU's compliance with the RPS.
- (b) By June 1, 2013, and by June 1 of each year thereafter, each POU shall submit an annual report to the Commission that includes the following information for the prior calendar year.
 - (1) POU identifying information, including:
 - (A) POU name, contact name, mailing address, phone number, and e-mail address.
 - (B) Year the POU was established.
 - (C) Number of retail customer accounts in California.
 - (2) RPS annual progress information, including:
 - (A) Amount of total retail sales to end-use customers for the reporting year.
 - (B) Percentage of RPS-eligible procurement, based on total retail sales, for the reporting year.
 - (C) An initial, nonbinding classification per RPS-certified facility of the amount of electricity products in each portfolio content category, from procurement approved by a POU governing board after June 1, 2010, for the reporting year.
 - (D) The amount and description of other procurement, including excess procurement, the POU is claiming for the reporting year.
 - (E) A description of each of the RPS-certified facilities from which the POU is procuring electricity products, including the facility fuel type, the start and end dates of the procurement contract or ownership agreement, the status of the facility, the on-line

- date of the facility, RPS certification information, and the county and state in which each facility is located.
- (F) Documentation demonstrating the portfolio content category classification claimed. This documentation may include interconnection agreements, NERC e-Tag data, scheduling agreements, firming and shaping agreements, and contract information.
- (G) An explanation of any public goods funds collected for eligible renewable energy resource development, including a description of programs, expenditures, and expected or actual results.
- (H) The resource mix used to serve customers by energy source, including the quantity of each resource.
- (I) An attestation, signed by an authorized agent of the POU, affirming that the information provided in the report is true and correct.
- (c) By June 1, 2014; June 1, 2017; June 1, 2021; and by June 1 of each year thereafter, each POU shall submit to the Commission a compliance report that includes the following information for the preceding compliance period:
 - (1) Classification per RPS-certified facility of the amount of procurement in each portfolio content category, from procurement approved by a POU governing board after June 1, 2010.
 - (2) Documentation demonstrating the portfolio content category classification claimed. This documentation may include interconnection agreements, NERC e-Tag data, scheduling agreements, firming and shaping agreements, and contract information.
 - (3) The POU's RPS procurement target for the compliance period.
 - (4) The amount of excess procurement for the compliance period, if any, that may be applied toward future compliance periods, excluding any procurement from Portfolio Content Category 3 and any procurement from a contract that is less than 10 years in length.
 - (5) If a POU's compliance report indicates that the POU's RPS procurement requirements were not met, the POU shall provide documentation to justify the application of any measures adopted by the POU in accordance with Section 3206. The POU shall also submit an updated enforcement plan that includes a schedule identifying potential sources of electricity products currently available or anticipated to be available in the future for meeting the POU's shortfall.
- (d) Notwithstanding Section 3207 (a) (c) of these regulations, a POU that meets the criteria listed in Public Utilities Code Section 399.30 (h) shall submit to the Commission by no later than January 1, 2013, documentation demonstrating that it meets those criteria as specified in Section 3204 (a)(7) of these regulations. The Commission may request additional documentation if necessary to determine whether the POU meets the criteria listed in Public Utilities Code Section 399.30 (h).

(e) Notwithstanding Section 3207 (a) – (c) of these regulations, a POU that meets the criteria listed in Public Utilities Code Section 399.30 (k) shall annually submit to the Commission, by the deadline for annual reports, documentation demonstrating that the POU provides electric services to a local government that is both a city and county of the state, and that the POU receives greater than 67 percent of its electricity supply on an annual basis from a hydroelectric facility that meets the criteria of Section 3204 (a)(7) of these regulations. The Commission may request additional documentation if necessary to determine whether the POU meets the criteria listed in Public Utilities Code Section 399.30 (k). A POU that meets the criteria listed in Public Utilities Code Section 399.30 (k) must additionally submit its total retail sales and documentation of its annual qualifying hydroelectric generation, and provide evidence that any electricity demands unsatisfied by its qualifying hydroelectric generation in any given year are met with the procurement of electricity products in accordance with Section 3204 (e) of these regulations.

Section 3208 – Renewables Portfolio Standard Enforcement

Any complaint pertaining to the enforcement of a RPS requirement, or any regulation, order or decision adopted by the Commission pertaining to the RPS, for POUs shall be filed in accordance with Section 1240.

Title 20, CCR, Section 1240 – Renewables Portfolio Standard Enforcement

(a) Notwithstanding anything in this Article to the contrary, the following shall apply to any complaint pertaining to a renewables portfolio standard, or any regulation, order or decision adopted by the Commission pertaining to the renewables portfolio standard, for local publicly owned electric utilities.

(b) Complaints

- (1) No complaint for the failure of a local publicly owned electric utility to meet a renewables portfolio standard requirement, or any regulation, order, or decision adopted by the Commission pertaining to the renewables portfolio standard, for local publicly owned electric utilities may be filed by any person or entity listed in Section 1231, except Commission staff.
- (2) A complaint for the failure of a local publicly owned electric utility to meet a requirement of the renewables portfolio standard, or any regulation, order, or decision adopted by the Commission pertaining to the renewables portfolio standard, for local publicly owned electric utilities shall include the following:
 - (A) A statement of facts upon which the complaint is based.
 - (B) A statement indicating the statute, regulation, order or decision upon which the

complaint is based.

- (C) The action the Commission is requested to take.
- (D) The authority for the Commission to take such action.
- (3) A declaration under penalty of perjury shall not be required for the filing of a complaint under this Section.
- (c) Any person or entity may participate in a proceeding filed under this Section, but shall not be entitled to intervene or otherwise become a party to the proceeding.

(d) Answer

- (1) The local publicly owned electric utility shall file an answer with the Chief Counsel within 45 calendar days after service of the complaint. In addition to those matters set out in Section 1233 (b), the answer shall include all data, reports, analyses, and any other information deemed relevant by the local publicly owned electric utility to any claims, allegations, or defenses made in the answer.
- (2) In the event that the local publicly owned electric utility includes in the answer any confidential business information, trade secrets, or other information sought to be withheld from public disclosure, respondent shall submit such information in a separate filing, under seal, at the time the local publicly owned electric utility files the answer. The information shall be submitted to the Executive Director along with a complete request for confidential designation in accordance with Section 2505.

(e) Response

- (1) Commission staff may file with the Chief Counsel a response to the answer no later than 15 calendar days after receipt of the answer. The response shall be served upon the local publicly owned electric utility upon filing.
- (2) In the event that Commission staff files a response under (e) above, the local publicly owned electric utility may file with the Chief Counsel a reply to such response no later than 10 calendar days from receipt of such response. The reply shall be served upon Commission staff upon filing.

(f) Hearing

- (1) A hearing on the complaint shall be scheduled to commence no sooner than 30 days after the filing of a staff response pursuant to subdivision (e) of this Section.
- (2) A notice of hearing on the complaint shall be provided in accordance with Section 1234 (b). Such notice shall be provided no later than 30 days after the last filing is made.
- (3) The hearing may be scheduled before the full Commission, a committee designated by the Commission, or a hearing officer assigned by the Chair at the request of the committee as provided in Section 1205.
- (4) If the hearing is not held before the full Commission, the proposed decision set out in Section 1235 shall be required to be forwarded to the full Commission no later than 45

days after the hearing has been concluded. If the hearing is held before the full Commission, to the extent reasonably possible, the Commission shall publish its decision within 45 days after the hearing has been concluded.

(g) The decision of the full Commission shall be a final decision. There is no right of reconsideration of a final decision issued under this Section 3208.

(h) Referral

- (1) No sooner than five days after the time for filing a petition for writ of mandate in accordance with Public Resources Code Section 25901 has passed, Commission staff shall forward a notice of violation, based on the final decision of the full Commission, together with the record of proceedings, to the Air Resources Board for determination of a penalty. The record of proceedings shall include all filings made in the course of the proceedings, the transcripts of the hearing and any exhibits used during the course of that hearing, and any correspondence between the respondent and the Commission pertaining to the proceedings.
- (2) If a petition for writ of mandate is filed by respondent, Commission staff shall not forward the notice of violation to the Air Resources Board until the matter is fully and finally determined. In the event a petition for writ of mandate is filed by respondent, the record of proceedings shall also include all filings made by all parties in the action and any appeals thereof.

CHAPTER 3: Next Steps

Stakeholder input is encouraged on any issues presented in this staff paper, or any other issues not discussed, to develop and adopt prudent and effective regulations. The issues and discussion presented in this paper reflect staff views and do not obligate the Energy Commission to adopt regulations that manifest these views.

The comment period for these proposed draft 33 Percent RPS Pre-rulemaking regulations will end March 15, 2012. After comments are received, staff will incorporate any appropriate and necessary changes into the draft regulations. A set of proposed regulations will then be submitted to the Office of Administrative Law (OAL) for publication in the California Regulatory Notice Register. Publication begins OAL's 45-day public comment period. All comments received during this period will be docketed and included in the rulemaking record, along with responses to comments by the Energy Commission.

The public comment period will be followed by a public hearing, where stakeholders may address any outstanding concerns. At least one month after that public hearing, final proposed regulations may be adopted at a scheduled and public noticed business meeting of the Energy Commission.

APPENDIX A: POUs Subject to These Regulations

Alameda Municipal Power

Anaheim, City of

Azusa Light and Water

Banning, City of

Biggs Municipal Utilities

Burbank Water and Power (BWP)

Cerritos, City of

City and County of San Francisco (CCSF)

Colton Public Utilities

Corona, City of

Eastside Power Authority

Glendale Water and Power (GWP)

Gridley Electric Utility

Healdsburg, City of

Hercules Municipal Utility

Imperial Irrigation District (IID)

Industry, City of

Kirkwood Meadows Public Utility District

Lassen Municipal Utility District

Lodi Electric Utility

Lompoc, City of

Los Angeles Department of Water & Power (LADWP)

Merced Irrigation District

Modesto Irrigation District (MID)

Moreno Valley Electric Utility

Needles, City of

Palo Alto, City of

Pasadena Water and Power

Pittsburg, City of (doing business as Island Energy)

Port of Oakland

Port of Stockton

Power and Water Resources Pooling Authority (PWRPA)

Rancho Cucamonga Municipal Utility

Redding Electric Utility (REU)

Riverside, City of

Roseville Electric

Sacramento Municipal Utility District (SMUD)

Shasta Lake, City of

Silicon Valley Power (City of Santa Clara)

Trinity Public Utility District (TPUD)
Truckee Donner Public Utilities District
Turlock Irrigation District (TID)
Ukiah, City of
Vernon, City of
Victorville Municipal Utilities Services