



March 30, 2021

CPUC Energy Division
Attn: Tariff Unit and Edward Randolph, Director
505 Van Ness Avenue
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By email: EDTariffUnit@cpuc.ca.gov

**Re: California Community Choice Association and Direct Access Customer Coalition
Comments on Draft Resolution E-5131, Concerning Joint IOU Advice Letters in
response to Decision 20-03-019 (PCIA Bill Presentation)**

Dear Tariff Unit and Mr. Randolph:

Pursuant to General Order 96-B, and the Comment Letter dated March 10, 2021, California Community Choice Association¹ (CalCCA) and the Direct Access Customer Coalition² (DACC) (Joint Parties) submit these comments on draft resolution E-5131 (Draft Resolution). The Draft Resolution approves with modifications Pacific Gas and Electric Company's Advice Letter 4302-G/5932-E, Southern California Edison Company's Advice Letter 4280-E, and San Diego Gas & Electric Company's Advice Letter 3600-E (Advice Letters).

1. Summary of CalCCA Position

Joint Parties support implementing the proposed changes in the Advice Letters, as modified in the Draft Resolution, as soon as possible.

Joint Parties disagree with Finding 5 that "Further changes to bundled customer bills are

¹ California Community Choice Association was formed in 2016 as a trade organization to facilitate joint participation in certain regulatory and legislative matters in which members share common interests. CalCCA's voting membership includes community choice aggregators (CCAs) serving load and others in the process of implementing new service, including: Apple Valley Choice Energy, Baldwin Park Resident Owned Utility District, Central Coast Community Energy, CleanPowerSF, Clean Energy Alliance, Clean Power Alliance, Desert Community Energy, East Bay Community Energy, Lancaster Choice Energy, MCE, Peninsula Clean Energy, Pioneer Community Energy, Pico Rivera Innovative Municipal Energy, Pomona Choice Energy, Rancho Mirage Energy Authority, Redwood Coast Energy Authority, San Diego Community Power, San Jacinto Power, San José Clean Energy, Silicon Valley Clean Energy, Solana Energy Alliance, Sonoma Clean Power, Valley Clean Energy, and Western Community Energy.

² Direct Access Customer Coalition is a regulatory alliance of educational, commercial and industrial customers that utilize direct access for all or a portion of their electrical demand.

beyond the scope of this resolution,” and that such changes should be addressed in utilities’ General Rate Case Phase 2 proceedings. Rather than adopt this finding, the California Public Utilities Commission (Commission) should clarify that:

- a. disaggregating the PCIA from tariffed generation rates happens in individual investor-owned utility (IOU) general rate cases (GRCs), however,
- b. establishing rules for *all* IOUs on how the disaggregated rates will be shown on bills, is properly addressed in the Power Charge Indifference Adjustment (PCIA) rulemaking, and workshops will be set to do so.

2. In Response to the Advice Letters, Joint Parties Supported Implementing the Advice Letters, but Noted that More Work on Bill Presentment is Needed in Both the PCIA Rulemaking and in IOU GRCs

Pacific Gas and Electric Company (PG&E), Southern California Edison Company (SCE), and San Diego Gas & Electric (SDG&E) (collectively, “Joint IOUs”) filed the Advice Letters in response to Decision (D) 20-03-019, Ordering Paragraph (OP) 2:

Pacific Gas and Electric Company, Southern California Edison Company, and San Diego Gas & Electric Company shall collaborate to submit a joint proposal for bill and tariff changes to show a power charge indifference adjustment line item in their tariffs and bill summary tables on all customer bills. Each utility shall submit a Tier 3 Advice Letter by August 31, 2020, to implement the joint proposal by the last business day of 2021. Energy Division is authorized to hold workshops after the filing of advice letters. The proposals must make a showing that the proposed bill and tariff changes are complete and reasonable

With respect to the bill format, the proposals contain essentially two changes. The first is changes to the definition of PCIA to reflect that all customers pay PCIA. The second is the addition of a PCIA line item to bundled customer bills.

In a response to the Advice Letters, the Joint Parties noted that inasmuch as all customers, and not just departed customers, will have been paying PCIA for over two years by the end of 2021, these changes are much needed and, indeed, overdue. The proposals in the Advice Letters track those made by CalCCA as part of the Working Group 1 process in Rulemaking (R.)17-06-026, and by DACC and the Alliance for Retail Markets in an early phase of R.17-06-026, and which the Commission endorsed in principle in D.18-10-019.³ The Joint Parties urged the Commission to rapidly approve the proposals in the Advice Letters.

³ “In D.18-10-019, the Commission has found merit in the tariff revision and bill presentation proposals put forth by AReM/DACC and CalCCA.” D.20-03-019, at 21.

The Joint Parties went on to observe that, while the proposals in the Advice Letters are an excellent step towards comparable bundled and unbundled bills, they are only an intermediate step. In the language of OP 2, these proposals are “reasonable,” but not yet “complete.” Even with the changes proposed here, bills remain a confusing customer experience for bundled and unbundled customers alike. More work is needed on both the bills and tariffs to enable customers to make sense of their choices. The Joint Parties recommended that, once these advice letters are approved, the Energy Division should hold workshops as authorized in D.20-03-019 OP 2 to develop a set of further bill and tariff changes during 2021, in coordination with general rate case proceedings. The purpose of the workshop would be to address additional changes needed to make bundled customer’s bills and tariffs truly comparable to unbundled customer bills.

Joint Parties closed its response by note that, because changes to tariffs require changes to rates, bill changes would need to be coordinated with each IOU’s GRC Phase 2 Proceeding.

3. Joint Parties Support the Draft Resolution’s Approval of the Advice Letters as Modified, but Opposes the Finding that IOUs’ General Rate Case Phase 2 proceedings are the appropriate venue to consider more extensive modifications to the utilities’ bill designs

The Draft Resolution approves the Advice Letters, with a new definition of the PCIA for the definitions proposed in the Joint Proposal. Joint Parties continue to support rapid implementation of the proposals in the Advice Letters and does not take issue with the modified PCIA definition in the Draft Resolution.

Joint Parties do not agree with Finding 5, that “Further changes to bundled customer bills are beyond the scope of this resolution. The respective utilities’ GRC Phase 2 proceedings are the appropriate venue to consider more extensive modifications to the utilities’ bill design.” What is needed is coordination between the PCIA rulemaking and GRC Phase 2s. Tariff issues are properly addressed in GRC Phase 2s. General rules for all IOUs regarding the presentation of disaggregated PCIA rates in bills, in contrast, are better handled in a rulemaking covering all IOUs. Each informs the other.

How to show the PCIA in customer bills has long been in scope in the PCIA rulemaking. As the Commission recognized in D.18-10-019 and D.20-03-019, the problems with PCIA presentation on bills are not unique to any one utility. AReM/DACC long ago pointed out in R.17-06-026 that “all three IOUs present their PCIA rates on their tariffs differently from one another and [] this is awkward and unnecessary.”⁴ CalCCA, in turn, “recommend[ed] that the Commission order the Joint Utilities to set forward on the path towards revising bill formats for more clarity as described above and set forth a process for achieving such a goal.”⁵

⁴ D.18-10-019, at 117 (citation omitted).

⁵ *Id.*, at 118.

The Commission in D.18-10-019 agreed with AReM/DACC and CalCCA:

We find merit in the tariff revision and bill presentation proposals put forth by AReM/DACC and CalCCA. We agree that bundled customers should be made aware of the fact that all customers are paying their share of the utility's uneconomic costs. Clearly, changes to bills are necessary, and we are not persuaded by arguments by the Joint Utilities and CLECA that such changes will have impacts on existing GRC Phase 2 settlements

Especially pertinent here is the rejection of the argument that GRC Phase 2 settlements precluded taking up bill presentation in the PCIA rulemaking. The Commission recognized that overlap between rate cases and bill presentation is no reason to push bill presentation issues out of the PCIA rulemaking.

Bill presentation is not currently in scope in any GRC Phase 2. In fact, PG&E opposed taking up PCIA bill changes in its latest GRC Phase 2, proceeding A.19-11-019, and the Joint CCA witness there agreed that while PCIA *tariff* changes belong in the GRC, *bill* changes belong in the PCIA rulemaking.⁶

In short, how to bill for PCIA is in scope in the PCIA rulemaking and should remain there. Shifting consideration of further bill presentation changes to GRC Phase 2s guarantees multi-year delays in further bill changes. It also risks both non-uniform approaches across IOUs and, worst case, further bill changes falling through the cracks altogether.

Accordingly, we recommend the following change to the Draft Resolution.

Revise Subsection 2, "Further actions to develop bill and tariff changes in 2021" to read:

The CPUC finds that the bill and tariff changes put forward by the utilities in the Joint Proposal ~~sufficiently~~ *partially* address the requirements put forward in D.20-03-019 OP2. Further bill changes that would make the PCIA comparable between utility customers and customers who have departed for CCA or DA service *will be taken up in workshops*. ~~Would require~~ *Any* changes to the utilities' time-differentiated rate structures. ~~Such changes~~ are out of scope of this resolution and should be addressed within each utility's GRC phase 2 proceeding.

⁶ *Prepared Direct Testimony of Erica Torgerson on Behalf of the Joint Community Choice Aggregators*, served November 20, 2020 in A.19-11-019, at 7 ("Has PG&E indicated how PG&E would split PCIA bill presentation and tariff issues across R.17-06-026, the Advice Letter, and the GRC?").

Mr. Ed Randolph

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Revise Finding 5 to read:

Further changes to bundled customer bills are ~~beyond~~ *within* the scope of this resolution. The respective utilities' General Rate Case Phase 2 proceedings are the appropriate venue to consider more extensive modifications to the utilities' *tariffed rates* ~~bill design~~.

We thank the Commission for its consideration of these comments.

Respectfully submitted,



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Service List R.17-06-026



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LAST CHANGED: MARCH 30, 2021

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