OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Integrate and Refine Procurement Policies and Consider Long-Term Procurement Plans

R.13-12-010 (Filed December 19, 2013)

COMMENTS OF THE CALIFORNIA ENERGY STORAGE ALLIANCE ON ADMINISTRATIVE LAW JUDGE'S RULING ON ASSUMPTIONS AND SCENARIOS FOR 2015-2016 PROCEEDINGS

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BEFORE THE PUBLIC UTILITIES COMMISSION

OF THE STATE OF CALIFORNIA

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The California Energy Storage Alliance ("CESA")¹ hereby submits these comments in response to *Administrative Law Judge's Ruling Seeking Comment on Assumptions and Scenarios For 2015-2016 Proceedings*, issued on December 23, 2015 ("ALJ's Ruling").

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¹ 1 Energy Systems Inc., Advanced Microgrid Solutions, AES Energy Storage, Alton Energy, American Vanadium, Amperex Technology Limited, Aquion Energy, ARES North America, Beacon Power, LLC, Bosch, Bright Energy Storage Technologies, Brookfield, CALMAC, Chargepoint, Clean Energy Systems, Coda Energy, Consolidated Edison Development, Inc., Cumulus Energy Storage, Customized Energy Solutions, Demand Energy, DN Tanks, Duke Energy, Eagle Crest Energy Company, EaglePicher Technologies, LLC, East Penn Manufacturing Company, Ecoult, EDF Renewable Energy, Energy Storage Systems, Inc., Enersys, EnerVault Corporation, EV Grid, FAFCO Thermal Storage Systems, FIAMM Energy Storage Solutions, Flextronics, Foresight Renewable Solutions, GE Energy Storage, Green Charge Networks, Greensmith Energy, Gridscape Solutions, Gridtential Energy, Inc., Halotechnics, Hitachi Chemical Co., Hydrogenics, Ice Energy, Imergy Power Systems, ImMODO Energy Services Corporation, Innovation Core SEI, Inc. (A Sumitomo Electric Company), Invenergy LLC, K&L Gates, KYOCERA Solar, Inc., LG Chem, LightSail Energy, LS Power Development, LLC, Mitsubishi International Corporation, NEC Energy Solutions, Inc., NextEra Energy Resources, NRG Solar LLC, OCI, OutBack Power Technologies, Panasonic, Parker Hannifin Corporation, PDE Total Energy Solutions, Powertree Services Inc., Primus Power Corporation, Recurrent Energy, Renewable Energy Systems Americas Inc., Rosendin Electric, S&C Electric Company, Saft America Inc., Samsung, SEEO, Sharp Electronics Corporation, SolarCity, Sony Corporation of America, Sovereign Energy, STEM, Stoel Rives LLP, SunEdison, SunPower, TAS Energy, Toshiba International Corporation, Trimark Associates, Inc., Tri-Technic, UniEnergy Technologies, LLC, Wellhead Electric. The views expressed in this response are those of CESA, and do not necessarily reflect the views of all of the individual CESA member companies. See, http://storagealliance.org.

I. <u>INTRODUCTION.</u>

CESA generally supports the "Planning Assumptions Update Scenarios Report" ("Update Report") attached as Exhibit 1 to the ALJ's Ruling.² In these comments CESA wishes to highlight and emphasize the importance of adding 1,000 MW of pumped hydro energy storage to Energy Storage Sensitivity Number One in the Assumptions and Scenarios Section of the Update Report. CESA's response to the specific question posed to parties in the ALJ's Ruling is that energy resources that have not been approved by the Commission should not be included in system modeling

II. ONE THOUSAND MEGAWATTS OF PUMPED ENERGY STORAGE SHOULD BE ADDED TO ENERGY STORAGE. SENSITIVITY NUMBER ONE.

CESA recommends that both Southern California Edison Company ("SCE") and the California Independent System Operator ("CAISO") model sensitivity scenarios with incremental energy storage added to the Assumptions and Scenarios section of the Update Reported CESA specifically recommends modeling at least two sensitivities using quantities and configurations of energy storage, similar to those that were modeled by NREL for the 2030 Low Carbon Grid Study.³ Each of the sensitivities should be modeled as part of the other portfolio scenarios that will be modeled as described in the Update Report, including the High Case, Trajectory Case, 40% RPS, and Expanded Preferred Resources scenarios. In light of Governor Brown's announcement on January 9, 2015, that the Renewables Portfolio Standard ("RPS") target level should be raised to 50% by 2030, it clearly makes sense to also add a 50% RPS modeling scenario at this time.⁴ As noted in the Update Report, the Commission's staff is in

² Planning Assumptions Update and Scenarios for use in the CPUC Rulemaking R.13-12-010 (The 2014 Long-Term Procurement Plan Proceeding), and the CAISO 2015-16 Transmission Planning Process.

³ http://www.lowcarbongrid2030.org.

⁴ See, Governor Brown's Proposed 2016-2016 State Budget Press Release, issued January 9, 2015.

general agreement with CESA as to the appropriate treatment of pumped hydro energy storage in system modeling:

"The intention is to model the grid conservatively to start with in order to reveal potential reliability needs. Any revealed reliability needs will be used to inform how the storage procurement target actually gets implemented. To enable this, during the second year of the LTPP cycle, CPUC staff expects to facilitate additional studies with varying additional resource options to determine the best way to fill any need found from studies conducted during the first year of the LTPP cycle. CPUC staff expects to explore two additional resource options for storage:

- 1. In addition to the default planning assumptions for new storage, add one or two new large-pumped hydro storage units, the exact MW amount depends on what the revealed need is. Note that according to D.13-10-040, the maximum size of pumped storage projects that count towards storage procurement target is 50 MW. Therefore if studies demonstrate that this additional resource option is the best way to fill any need, the LTPP proceeding will consider pumped storage projects larger than 50 MW in general solicitations for new capacity conducted by utilities.
- 2. In addition to the default planning assumptions for new storage, assume policy and market changes that enable a more complete contribution to grid services and reliability from new distribution-connected and customer-side storage. Additional storage beyond the storage procurement target may be assumed depending on what the revealed need is." (Update Report, pp. 20-21).

CESA recommends that the "Assumptions & Scenarios" section of the Update Report explicitly identify two pumped hydro energy storage projects, one of which would be connected to the North of Path 26 portion of the CAISO-controlled grid, and the other would be connected South of Path 26. Those two planned projects should be included in one of the default scenarios that are modeled to determine California's future system needs. Of course it is critical that the Assumptions and Scenarios should be based upon actual project data derived from readily identified "real-world" pumped hydro energy storage projects that can provide necessary

descriptive data in the public domain at this time (*e.g.*, size, and geographical location).⁵ Detailed project data can be readily furnished by CESA and the project developers upon request by SCE, the CAISO, and Commission Staff.

Some forms of bulk energy storage, such as pumped hydro energy storage - take significant time to permit and install. The Low Carbon Grid Study indicates that such energy storage can be very beneficial at high levels of RPS deployment. If CAISO modeling determines that significant pumped hydro energy storage facilities would be beneficial in meeting the new 50% RPS target, moving forward in this Long-Term Procurement Planning cycle would be prudent." Storage Sensitivity Scenario Number Two should therefore also model addition of 1,000 MW of pumped hydro energy storage to the CAISO-controlled grid's resource mix, as stated above, as well as 1,200 MW of bulk and distributed energy storage deployed across the State. The latter category of energy storage could have operating characteristics similar to those that are included in SCE's Local Capacity R Requirement Procurement Application that is pending approval at the Commission ("LCR Application"), but should have sufficiently diverse operating characteristics so as to be capable of being fulfilled by a wide variety of energy storage technologies.

III. <u>ENERGY RESOURCES THAT HAVE NOT BEEN APPROVED BY THE</u> COMMISSION SHOULD NOT BE USED IN SYSTEM MODELING.

As noted above, CESA's view is that the resources that are included in SCE's LCR Application, as just one example, should be included in the recommended modeling effort, along with other resources identified in Commission-approved procurement plans, because they fit

⁵ See, e.g., *Notice of Ex Parte Communication of the California Energy Storage Alliance*, filed May 21, 2014, with attachments, attached as Exhibit A to these comments.

⁶ See, Application of Southern California Edison Company for Approval of the Results of Its 2013 Local Capacity Requirements Request for Offers for the Western Los Angeles Basin., A.14-11-012, filed November 21, 2014.

within the envelope of what was previously approved by the Commission.⁷ Whether the LCR Application is approved in whole or part is an entirely separate question that will be addressed in due course by the Commission, but what the Commission has already approved in general concept should be included in modeling going forward.

IV. <u>CONCLUSION.</u>

CESA appreciates this opportunity to comment on the ALJ's Ruling, and looks forward to working with the Commission stakeholders throughout the entire proceeding.

Respectfully submitted,

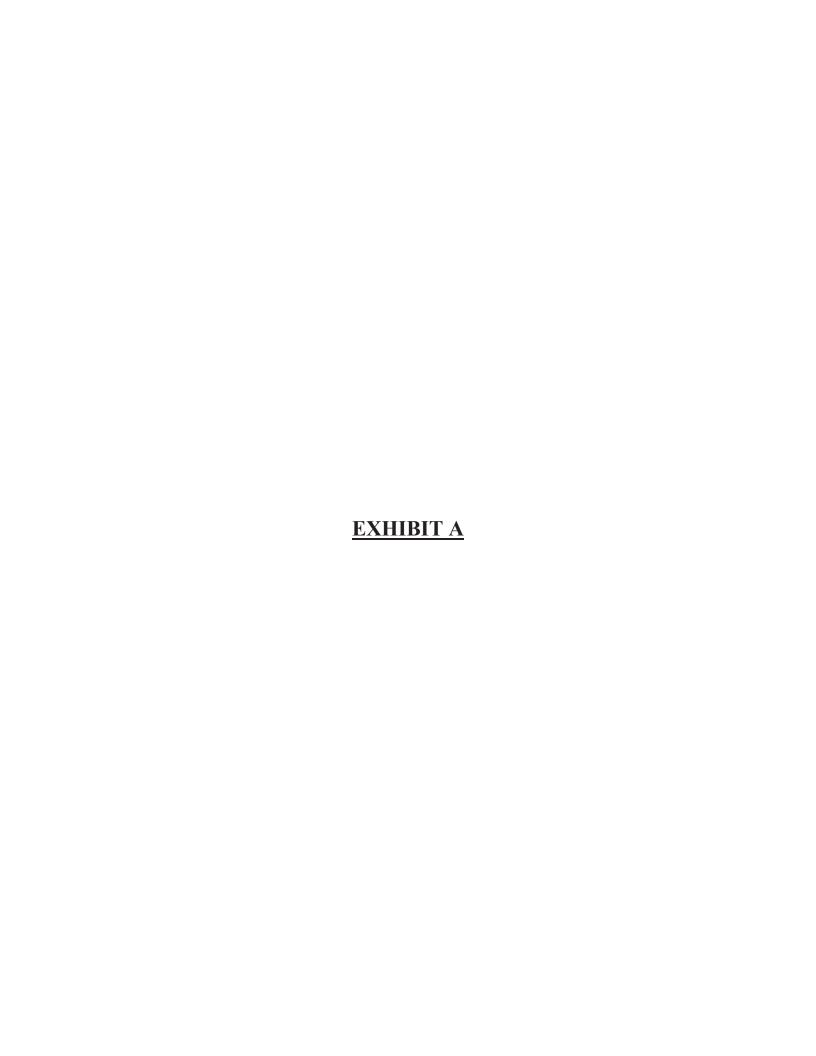
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CALIFORNIA ENERGY STORAGE ALLIANCE

January 12, 2015

⁷ See, Decision Authorizing Long-Term Procurement for Local Capacity Requirements Due to Permanent Retirement Of The San Onofre Nuclear Generations Stations, D.14-03-004, filed March 13, 2014.



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NOTICE OF WRITTEN EX PARTE COMMUNICATION OF THE CALIFORNIA ENERGY STORAGE ALLIANCE

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NOTICE OF WRITTEN EX PARTE COMMUNICATION OF THE CALIFORNIA ENERGY STORAGE ALLIANCE

Pursuant Rule 8.3 of the California Public Utilities Commission's ("Commission's") Rules of Practice and Procedure, the California Energy Storage Alliance ("CESA")¹ hereby submits this Notice of Written Ex Parte Communication.

On May 20, 2014, CESA submitted the letter attached hereto as Attachment A to Commissioner Carla Peterman, the Assigned Commissioner in the Commission's closed energy storage proceeding, R.10-12-007, and served a copy on the Service List in this proceeding. The

¹ The California Energy Storage Alliance consists of 1 Energy Systems, A123 Energy Solutions, AES Energy Storage, American Vanadium, Aquion Energy, Beacon Power, Bosch Energy Storage Solutions, Bright Energy Storage, Brookfield Renewable Energy Group, CALMAC, ChargePoint, Clean Energy Systems Inc., CODA Energy, Customized Energy Solutions, DN Tanks, Duke Energy, Eagle Crest Energy, EaglePicher, East Penn Manufacturing Co., Ecoult, EDF Renewable Energy, EnerSys, EnerVault, EVGrid, FAFCO Thermal Storage Systems, FIAMM Group, FIAMM Energy Storage Solutions, Flextronics, Foresight Renewable Systems, GE Energy Storage, Green Charge Networks, Greensmith Energy Management Systems, Gridtential Energy, Halotechnics, Hitachi Chemical Co. America, Hydrogenics, Ice Energy, Imergy Power Systems, ImMODO Energy Services, Innovation Core SEI, Invenergy, K&L Gates LLP, KYOCERA Solar, LightSail Energy, LG Chem Ltd., NextEra Energy Resources, NRG Energy, OCI Company Ltd., OutBack Power Technologies, Panasonic, Parker Hannifin, PDE Total Energy Solutions, Powertree Services, Primus Power, RES Americas, Rosendin Electric, S&C Electric Co., Saft America, Samsung SDI, SeaWave Battery Inc., Sharp Labs of America, Silent Power, SolarCity, Sovereign Energy Storage LLC, Stem, Stoel Rives LLP, Sumitomo Corporation of America, TAS Energy, Tri-Technic, UniEnergy Technologies, Xtreme Power, and Wellhead Electric Co. The views expressed in these Comments are those of CESA, and do not necessarily reflect the views of all of the individual CESA member companies. http://storagealliance.org

letter discusses CESA's response to the *Workshop Report on Pumped Hydro Workshop Prepared* by the Commission's Policy and Planning Division, dated March 9, 2014.

Respectfully submitted,

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CALIFORNIA ENERGY STORAGE ALLIANCE

May 21, 2014





May 20, 2014

The Honorable Carla Peterman, Commissioner California Public Utilities Commission 505 Van Ness Avenue San Francisco, California 94102

Re: Workshop Report on Pumped Hydro Workshop Prepared by the California Public Utilities Commission's Policy and Planning Division, dated March 9, 2014

Dear Commissioner Peterman:

The California Energy Storage Alliance ("CESA") very much appreciates the Commission following through on its commitment to hold a pumped hydro storage workshop pursuant to the final decision in R. 10-12-007, which required a workshop to "further explore the operational characteristics and uses for pumped storage projects." We believe the workshop was the first targeted discussion of any kind on pumped hydro storage in recent memory at the Commission. We believe this is a result of the emergence of the energy storage market in California due to the Commission's implementation of AB 2514, as well as the well demonstrated viability and promising cost benefits offered by modern pumped hydro storage technology.

As you know, the California Air Resources Board ("ARB") is charged with implementing AB 32 and Executive Orders that set the stage for substantial reduction in greenhouse gas ("GHG") emissions that accelerate rapidly from 2020. The ARB is currently preparing an update to its Scoping Plan, and there are strong indications that electric sector GHG emissions reduction objectives will become far greater than the Commission is currently considering. As noted in the presentations by Argonne National Laboratory, Stanford University, and other presenters at the workshop, there is an opportunity to achieve substantial success with early attention to aggressive GHG reduction planning consistent with the ARB Scoping Plan Update. Increasingly, there are indications that effective early planning by the Commission in the 2014 Long-Term Procurement Plan ("LTPP") proceeding (R.13-12-010) could begin implementing a transition that will result in a negative cost of carbon if effectively begun in the very near future. Effective integration of pumped hydro Storage into both the Commission's process and the resultant utility procurement directives can lower the cost of electricity to ratepayers, and accelerate GHG goal achievement at a negative cost to ratepayers. Effective action now to include Pumped hydro storage and preferred resources combined at proper scale and timing could achieve meaningful rate savings and facilitate electricity as a substitute fuel in transportation and other sectors, in a win-win for the California economy and GHG reduction.

The Workshop Report on Pumped Storage Workshop ("Workshop Report") summarized most of the key points raised at the workshop. We appreciate the effort, but also believe it is important to supplement the Workshop Report with what we believe are important additional takeaways for the Commission. Our perceptions are that currently pumped hydro storage lacks clear procurement direction from the Commission, which does not have recent working experience with pumped storage due to lack of market activity over the last three decades. Evaluation of pumped hydro storage, along with cost-effective renewable resources combined at the proper scale from projects and resources currently in development can produce a negative cost of carbon, compared to the use of gas-fired



generation ("GFG") that is currently being selected in utility requests for offers because planning processes are not studying the most effective resource combinations as an alternative to GFG.

California's utilities need guidance from the Commission on how to best value pumped hydro storage for ratepayer benefit, and the 2014 LTPP proceeding is the most logical venue to do so. Participants at the workshop raised this theme most frequently as a market barrier, as mentioned in presentations, as well as in discussions by audience participants. It was noted that at least one utility, PG&E, has informally solicited benefit and cost information for pumped hydro storage, but we believe that such efforts can only be effective in yielding useful information on ratepayer benefit when utilities have a Commission-adopted evaluation framework in hand to work with. The PG&E presentation points out the lack of a robust evaluation process to properly recognize pumped hydro storage's value to ratepayers, particularly when combined with the lowest cost renewable resources effectively combined at the same scale as GFG is being evaluated.

Unfortunately it appears that, the Commission- directed planning study parameters provided to the California Independent System Operator ("CAISO") and the utilities this year do not provide adequate guidance for sensitivity analysis. As a result, the studies necessary to evaluate effective use of pumped hydro storage and renewable resources in the most effective combinations are not being performed by the CAISO. This disconnect is more pronounced when considering that a representative of the Sacramento Municipal Utility District ("SMUD") said at the workshop that its decision to invest in the lowa Hills pumped hydro storage project was driven by analytics, which informed its Board of Directors to decide to proceed with the investment due to it being a "proven and reliable technology" with "large amounts of dispatchable capacity" and driven at the same time by the imperatives of AB 2514, namely integration of renewable generation and GHG reduction.

Participants at the workshop frequently referred to the LTPP process as the primary venue to remove this barrier. The workshop occurred prior to the decision in Track 4 of the 2012 LTPP (R.12-03-014) which linked pumped hydro storage to "preferred resources" for procurement in southern California. The combination of the workshop findings and the results of the 2012 LTPP Track 4 point to the importance of addressing pumped hydro storage valuation in the 2014 LTPP that has begun. However, the 2014 LTPP study parameters provided to the CAISO do not include planning for pumped hydro storage and preferred resources at the scale and mix necessary to produce a meaningful study result.

Pumped hydro storage offers strong energy return-on-investment value. The presentation by Charles Barnhart of Stanford University highlighted the fact that pumped hydro storage offers the strongest "energy ROI" among energy storage options. Energy return on investment ("ROI") serves as a proxy for GHG reduction value. Mr. Barnhart noted that most energy storage technologies offer better energy ROI than gas-fired peaking generation, and his reported ROI for pumped hydro storage was far above the ROI for other GHG-free alternatives. By his analysis, pumped hydro storage is also the single most cost-effective technology to eliminate curtailment of renewable generation, and is not being studied for that important benefit.

There is substantial, active development of pumped hydro storage projects in California today. According to Argonne National Laboratory, there are almost 50 pumped hydro storage permits in process at the Federal Energy Regulatory Commission, most of which will utilize advanced adjustable speed technology. EDF Renewable Energy's presentation showed a worldwide footprint of pumped



hydro storage development, including projects in development and construction today. Alton Energy, and Eagle Crest and Brookfield also outlined their projects in detail, and SMUD discussed its project that is moving ahead to completion. The attached Exhibit 1 provides a listing and details of the most active pumped hydro storage projects being developed in California. These projects, along with effective combination with renewable resources can provide GHG-free energy and capacity, firmed and shaped, at a negative cost of carbon compared to GFG, in the 2020 to 2030 time frame, if they are allowed to do so. CESA advocates that studies be supplemented in the 2014 LTPP so that 2015 can start successful procurement to this end.

The current volume of development is important to consider in light of the Workshop Report's brief discussion of pumped hydro storage's permitting and locational "challenges," and its focus on factors not consistent with most California projects in development. While we do not assert that developing a new pumped hydro storage project today is easy, presentations showed that pumped storage development challenges are not out of the realm of those faced by other large-scale energy resources development projects. The primary challenge facing pumped hydro storage today is a lack of market visibility and "pull" due to a failure to evaluate pumped hydro storage in combination with renewable resources as the most appropriate procurement alternative.

Today's pumped hydro storage technology is even better for the grid than yesterdays. SMUD's presentation showed that new variable-speed technology provides 65% savings compared to fixed-speed turbines under "high wind" scenarios analyzed by SMUD. The Argonne National Laboratory presentation lists further benefits such as more flexible voltage support, reduced frequency drops associated with generator outages, quicker response to variable generation fluctuations, and increased turbine efficiency and lifetime.

Most markets do not optimize pumped hydro storage for storage and generation. Both capabilities tend to be bid differently in markets other than PJM, with generation bid on a day-ahead basis, and storage on an hour-ahead basis with attendant price uncertainty. The Argonne National Laboratory presentation clearly showed that pumped hydro storage offers cost savings to the grid across a range of operational segments. However, the very piecemeal nature of selling those attributes in the market makes sustained financing of projects very difficult, particularly considering stand-alone project evaluations as opposed to overall results with effective combination with renewable resources. The Workshop Report does reiterate the finding that attributes such as inertia, voltage control and frequency control are not properly valued in the market, as demonstrated by SMUD.

The 2014 LTPP proceeding is moving forward on a well-defined schedule to evaluate need in 2014 and ultimately procurement in 2015, but has left out meaningful studies and sensitivity analysis including pumped hydro storage and the most cost effective renewable resources. The 2014 LTPP Scoping Ruling suggests that procurement processes may be evaluated for modification in the 2016 LTPP process to ensure accomplishment of the state's 2050 GHG goals but no actions are proposed to be taken in the 2014 cycle. We believe the time to take action is now to ensure that low/zero emissions resource are available when and where they will be needed. The 2014 LTPP Scoping Ruling and Planning Scenarios have included a discussion of ARB's GHG reduction goals, but they do not include study of any GHG reduction in the electric supply, or sensitivity analysis consistent with - or even close to - the ARB goals. As a result, pumped hydro storage and the most cost-effective GHG-free renewable resources are missing from the study scenarios. Retirement scenarios for GFG resources use 40-year operating life as a minimum, so all of the new base load GFG being procured will be operating until at least 2060, far

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beyond the time GHG Goals will allow such operation. Not having GHG emissions properly studied will unfortunately badly miss the most cost-effective opportunities to gain this same capacity from a highly flexible mix of cost-effective renewable resources, coupled with pumped hydro storage at costs lower than the new GFG being procured. Because of this, lower cost and achievable solutions will not be studied in LTPP 2014 and will simply not occur. The wrong resources will be procured by default, unless a correction is made now. The record in the 2014 LTPP must include sufficient information and analysis of pumped hydro storage and lowest cost renewable resources that can be credibly considered in decisions this year.

The 2014 LTPP proceeding correctly identifies the need for GHG-free electricity, the critical role for pumped hydro storage, and of course for procured resources to be lowest cost, best-fit and flexible. The 2014 LTPP proceeding establishes standards for credible comparison of alternatives, but fails to include pumped hydro storage and the lowest cost renewable resources into the studies that establish the data for credible comparison. Because the known pumped hydro storage projects being developed in California as shown in Exhibit 1 is so flexible, and the projects are of sufficient size, successful integration of pumped hydro storage can be assumed for 2014 LTPP comparison purposes, provided the Commission so determines. Thus pumped hydro storage and the most cost-effective GHG free renewable resources can be considered without modifying and delaying the studies that are already underway.

CESA urges the Commission to allow full consideration of pumped hydro energy storage in the 2014 LTPP, as there was sufficient information provided in the March 9, 2014 workshop that we believe will support the ultimate finding that pumped hydro energy storage is one of the most cost-effective resources that can provide GHG-free energy and flexibility. The 2014 LTPP proceeding should include full evaluation and consideration of the level of GHG emissions produced in each of the alternative scenarios studied in the 2014 LTPP proceeding, along with overall total system costs, as compared to a scenario that appropriately factors in the capabilities of pumped hydro storage projects under development in combination with low cost renewable resources. In this way the Commission can make properly informed decisions in the need determination in 2014, and for its subsequent procurement decisions in 2015.

Very truly yours,

Janice Lin, Executive Director

cc: Service List for R.10-12-007
Service List for R.13-12-010
President Michael Peevey
Commissioner Michael Peter Florio
Commissioner Catherine Sandoval
Commissioner Michael Picker

Exhibit 1 Pumped Hydro Projects for the California Market – May 20, 2014

		Adjustable	Speed	Yes	Yes	Yes	Yes	Yes	Yes					No	No	No	No	No
		Est	COD	2021	2023	2021			2021									
		Preliminary	Permit	Yes	Yes	Yes	Yes	Yes	Yes	Pending	Pending	Yes		N/A	N/A	N/A	N/A	N/A
		CAISO	Zone	SP15	SP15	SP15	SMUD	SP15	NP15	NP15	SP15	NP15		LADWP	SP15	NP15	NP15	SP15
		County	Location	Kern	Kern	Riverside	El Dorado	Riverside	Oregon COB	Alameda	San Diego	Amador		Los Angeles	Fresno	Fresno	Merced	San Diego
	Each	Turbine	M	(8) 250	(8) 250	(4)325	(3)133	(2) 250	(4)150	(2)140	(2) 250	(4) 300		(6) 250		(3) 400	(8) 53	(2) 20
O	Any	Public	Land	No	No	Yes	Yes	Yes	Yes	No	Yes	Yes		Yes	Yes	Yes	Yes	Yes
	CloseLoop	Off Exist	Water Body	Yes	Yes	Yes	No	No	Yes	Yes	No	No		No	No	No	No	No
	Gross	Head	Feet	2,350	2,700	1,400	1,200	1,500	1,150	720	1,340	1,850		1,060	1,338	1,744	305	770
			ММН	12,000	12,000	22,000	6,500	10,000	8,880	2,240	1,750	12,000		12,470	510,850		126,350	
		Generate	ΜW	2,000	2,000	1,300	400	200	009	280	200	1,200		1,247	200	1,212	424	40
			Development Projects	Bison 1	Bison 2	Eagle Mountain	Iowa Hill	LEAPS	Swan Lake	Mulqueeney Ranch	San Vicente	Mokelumne	Operating Projects	Castaic	Eastwood	Helms	San Luis	Lake Hodges
			FERC P#	14201	14201	13123	2101	14227	13318	12807	12747	13221		2426	29	2735	2299	

Source: FERC, Public Data, Developer Provided Information