

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

Application of Southern California Edison Company (U 338-E) for Approval of its Energy Savings Assistance and California Alternate Rates for Energy Programs and Budgets for Program Years 2015-2017.	Application 14-11-007
And Related Matters.	Application 14-11-009 Application 14-11-010 Application 14-11-011

**COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U338-E)
ON PROPOSED DECISION ON SAN DIEGO GAS & ELECTRIC COMPANY'S
PETITION FOR MODIFICATION OF COMMISSION DECISION 19-06-022**

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Dated: **August 12, 2020**

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I.

INTRODUCTION

Pursuant to Rule 14.3(b) of the California Public Utilities Commission's ("Commission") Rules of Practice and Procedure, Southern California Edison Company ("SCE") hereby submits its Opening Comments on the Proposed Decision on San Diego Gas & Electric Company's Petition for Modification of Commission Decision ("D.") 19-06-022 ("Proposed Decision" or "PD"), which modifies the 10 percent administrative cost cap for bridge funding for the Energy Savings Assistance ("ESA") Program and removes the November 16, 2020 trigger date that authorized bridge funding for the period covering January 1, 2021 through June 30, 2021.

SCE appreciates that the Proposed Decision removes the first bridge funding trigger date for the ESA and CARE programs to align with the proceeding schedule issued by Administrative Law Judge Ava Tran on May 11, 2020. SCE also appreciates the Proposed Decision's acknowledgment that providing continuity and certainty to the low-income community is more

critical than ever.¹ SCE generally supports with the Proposed Decision’s 10 percent cap on administrative costs for the bridge funding period, but recommends that the Commission adopt a definition for administrative costs similar to definition used in the Energy Efficiency portfolio.

SCE’s comments herein address the Proposed Decision’s direction for the bridge funding retreatment goal that has been affected by the administrative cost caps. Cal. Pub. Util. Code § 382 (e), set a statutory target of providing the opportunity for all eligible and willing customers to participate in low-income energy efficiency programs by 2020. To meet this target, the Commission initially identified and approved “Household Treatment Goals” in D.16-11-022 and then updated those treatment goals based on the mid-cycle Advice Letters (for years 2018 to 2020).² While the IOUs may have achieved the statutory targets established in Cal. Pub. Util. Code § 382 (e), as discussed below, the impacts of the COVID-19 pandemic have impeded the IOU’s ability to treat ESA households. SCE recommends that the Commission should revise the Proposed Decision to reflect the considerable COVID-19 challenges experienced by the IOUs and the ESA workforce and provide a significant level of ESA program flexibility for the future treatment of households in the 2021 bridge year. SCE further recommends that the Proposed Decision be revised to remove the interim progress milestone requirement adopted in D.19-06-022 as a condition for bridge funding for the second half of 2021. At a minimum, the interim progress milestone should be considered flexible by setting ESA household treatments as soft targets rather than hard goals.

¹ Proposed Decision at p. 10.

² The Commission authorized a total household treatment goal of 295,320 for program years 2018 through 2020 in SCE’s mid-cycle advice letter (AL 3824-E).

II.

DISCUSSION

A. The Condition for Extending Bridge Funding Through the End of 2021 Should Consider the Impacts that the COVID-19 Pandemic has had on the ESA Program Goal

The Proposed Decision sets a new goal number of retreatments that the IOUs must achieve with bridge funding based the Proposed Decision's modification to the caps on administrative costs.³ The Proposed Decision also maintains the directive in D.19-06-022, which requires the IOUs to meet the interim milestone of treating at least half of the bridge retreatment goal during the January 1, 2021 through March 31, 2021 period as a condition of extending bridge funding through the end of 2021. In maintaining the interim milestone, the Proposed Decision fails to consider the impacts that the COVID-19 pandemic has had on the current status of reaching the household treatment goal for the ESA program established in D.16-11-022 and later updated in the mid-cycle Advice letters, and the new low-income community that may be eligible for ESA.

The COVID-19 pandemic significantly impeded the IOUs' ability to provide all willing and eligible low-income customers the opportunity to participate in the ESA program by the end of 2020. Although SCE has implemented various mitigation strategies to reach low-income customers during the Shelter-in-place policies,⁴ SCE continues to experience unprecedented challenges in fully meeting the 2020 Household Treatment Goal approved in its Mid-Cycle Update advice letter (AL 3824-E).⁵ Return-to-work circumstances for individual ESA contractors are fluid, and many ESA contractors have not fully ramped-up to begin new-normal ESA operations. Moreover, customers have expressed hesitation in allowing ESA contractors

³ Ordering Paragraph ("OP") 3.

⁴ In May 2020, SCE implemented virtual ESA operations that allowed contractors to conduct some level of work without face-to-face interactions.

⁵ SCE's authorized household treatment goal for program year 2020 is 102,769. This includes a total of 84,479 first-time treatments and 18,290 retreatments.

into their homes during this time. As of July 2020, SCE is at 22 percent of reaching its 2020 Goal. This is 35 percent less than SCE's 2019 goal achievement for the same period in 2019. Assuming the ESA workforce does not experience any further interruption to program delivery for the rest of 2020, SCE anticipates being at 38 percent of its 2020 household treatment Goal by December 2020.

The COVID-19 pandemic has increased the number of customers in SCE's service territory with annual household incomes below the 200 percent of the federal poverty guideline levels. Consistent with California's record high unemployment rate of 16.4 percent in April 2020,⁶ SCE experienced a significant enrollment increase that resulted in 38,000 new CARE and FERA program enrollments in the same month. SCE continues realize increases in new CARE enrollments which will increase the total numbers of willing and eligible ESA customers.⁷ As discussed in SCE's comments and responses to the questions in Appendix B of the Administrative Law Judge's Ruling issued in Application (A.) 19-11-003 et al., the IOUs have requested updated eligibility estimates from Athens Research to account for COVID-19 impacts as well as the associated economic downturn.⁸ These updates are likely to increase the percent of ESA eligible households.

Given the conditions described above, SCE recommends that the Commission should modify the Proposed Decision to remove the interim progress milestone requirement as a condition for bridge funding for the second half of 2021. Because the current situation is fluid and continues to evolve, the extent to which SCE and ESA contractors will be able to meet the 2021 interim progress milestone requirement is unknown. SCE is currently working with its ESA workforce to ramp up operations after the work suspension was lifted on June 1, 2020, but

⁶ California Unemployment Records available at <https://edd.ca.gov/newsroom/unemployment-june-2020.htm#:~:text=While%20the%20state's%20unemployment%20rate,October%2C%20and%20November%202010>).

⁷ From May 31, 2020 to August 1, 2020 SCE experienced over 77,000 new CARE enrollments.

⁸ SCE's Comments on Administrative Law Judge's Ruling Introducing The Final Version Of Energy Division's Staff Proposal On ESA Program Goals For Years 2021-2026, July 24, 2020, Response to Question 33, p. 30.

as discussed above, there are several challenges that impede the workforce from fully serving the ESA community at this time. As such, SCE recommends that the Proposed Decision be revised to remove OP 3 and add the following new Ordering Paragraph to remove the interim progress milestone requirement adopted in OP 5 of D.19-06-022:

OP X:

The interim progress milestone adopted in OP 5 of D.19-06-022 shall no longer serve as requirement for Energy Division to approve the April 15, 2021 Advice Letter.

B. The Proposed Decision Should Allow for Flexibility in Treating Households during the Bridge Funding Period.

OP 3 in the Proposed Decision revises the calculation of the retreatment goal the IOUs must achieve with bridge funding. The OP requires that the retreatment goal be calculated using the actual average expenditures per retreatment from the first half of 2019 program year, after setting aside no more than each IOU's respective approved cap for administrative program costs. As discussed above in Section A, SCE recommends that the PD be revised to remove the interim progress milestone requirement. If the Commission declines to adopt SCE's recommendation to remove the interim progress milestone from the Proposed Decision, then SCE recommends that Commission allow for flexibility in treating households by establishing soft targets rather than rigid program goals. This recommendation will allow the IOUs to properly address the current challenges facing the ESA program and any future program changes the IOUs must make as a result of the COVID-19 pandemic.

Establishing soft targets for the bridge period will provide reasonable assurances that despite the bridge funds being available to enter the second half of the 2021 bridge period, the Commission will consider the potential scenario that the IOUs will not be able to meet their household treatment goals at levels comparable to the 2019 pre-COVID19 conditions. Low income customer and contractor safety concerns remain high as the increasing number of confirmed COVID-19 cases has significantly increased in California and in SCE's service

territory compared to earlier in the year which significantly lowers the levels of households treated in the immediate future.

As discussed above, SCE expects that some households will remain untreated going into program year 2021. In order to properly address this group of low-income customers, SCE recommends that the PD should be revised so that during the authorized bridge period, the remaining first-touches are counted toward the 2020 goal before targeting retreatments. Specifically, SCE recommends that the PD be revised so that the soft targets account for the remaining first-touches of single family, multifamily and mobile home households under the current ESA household treatment goal. Based on SCE's approved bridge funding budget for 2021, SCE anticipates being able to treat approximately 30,561 first-touch households in addition to 7,773 retreatments. SCE will need to revise its retreatment goal for the January 1, 2021 through June 30, 2021 bridge period to reflect the new treatment soft targets⁹ should the Commission adopt this recommendation.

C. The Commission should define what constitutes 'administrative costs' for the ESA program in Application 19-11-003 et. al.

In establishing the 10 percent cap on administrative costs during the bridge funding period, the Proposed Decision points to the Commission's prior actions in establishing a similar cap on the mainstream energy efficiency program.¹⁰ SCE takes no issue with the cap on administrative costs during the bridge period. However, SCE recommends that the PD be revised to allow a process to develop a definition for "administrative costs" that can be commonly used by all program administrators, similar to what has been established for the Energy Efficiency portfolios. This process may include a series of workshop for all interested parties to participate in the development and proposed application of an acceptable definition of an administrative cost cap during the bridge year and for the program funding period through

⁹ As described in SCE Bridge Funding Advice Letter No. 4053-E-A, SCE's ESA retreatment goal during the bridge funding period is \$43,562.

¹⁰ PD at p. 17.

2026. The Energy Efficiency Policy Manual defines administrative costs as including, but not limited to, overhead, labor, human resource support and development, travel and conference fees, reporting, supply management functions, and contract administration.¹¹ A similar proposal has been raised by SoCalGas Application in A.19-11-003 et. al.¹² Thus, SCE looks forward to participating in the process to develop and apply the definition of ESA program cost categories within the proceeding.

III.

CONCLUSION

SCE appreciates the opportunity to provide comments on the Proposed Decision. SCE respectfully requests that the Commission revise the Proposed Decision to make the revisions discussed herein and as shown in Attachment A.

Respectfully submitted,

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Dated: August 12, 2020

¹¹ Appendix C of the Energy Efficiency Policy Manual v. 6 (April 2020) provides adopted Commission policy for Energy Efficiency cost categories, caps and targets.

¹² SoCalGas Testimony of Daniel J. Rendler in A. 19-11-006, at pp. 10-11.

Attachment A

SCE's Proposed Modifications to the Proposed Decision

SCE's Proposed Modifications to the Proposed Decision

SCE recommends the following changes to the findings of fact, conclusions of law, and ordering paragraphs of the PD, with deletions shown in strikethrough and additions in underline.

Reference	Proposed Modification
Finding of Fact (FOF) 4	<p>4. Decision 19-06-022 requires the four large Investor-Owned Utilities to meet the interim milestone of treating at least half of the bridge retreatment goal during the January 1, 2021- March 31, 2021 period while retaining enough budget to treat the remaining household goal by June 30, 2021 as a condition of extending bridge funding through the end of 2021.</p>
OP 3	<p>The new goal number of retreatments the utilities must achieve with bridge funding shall be calculated using the actual average expenditures per retreatment from the first half of 2019 program year, after setting aside no more than each utility's respective approved cap for administrative program costs.</p>
OP X	<p><u>The interim progress milestone adopted in OP 5 of D.19-06-022 shall no longer serve as a requirement for Energy Division to approve the April 15, 2021 Advice Letter.</u></p>

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CERTIFICATE OF SERVICE

I hereby certify that, pursuant to the Commission's Rules of Practice and Procedure, I have this day served a true copy of **COMMENTS OF SOUTHERN CALIFORNIA EDISON COMPANY (U338-E) ON PROPOSED DECISION ON SAN DIEGO GAS & ELECTRIC COMPANY'S PETITION FOR MODIFICATION OF COMMISSION DECISION 19-06-022** on all parties identified on the attached service list(s) **A.14-11-007 et al.** Service was effected by one or more means indicated below:

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

ALJ Ava N. Tran
California Public Utilities Commission
505 Van Ness Ave.
San Francisco, CA 94102

Executed this **August 12, 2020**, at Rosemead, California.

/s/ Karen Abarca
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California
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