

1 **Chapter III: Testimony of Doug Boccignone Regarding the Economic**
2 **Justifications Advanced for the Project.**

3
4 Q: What is the purpose of your testimony?

5
6 A: The purpose of my testimony is to assess the testimony and analysis of SDG&E
7 and the ISO with regard to the economic justifications for the Valley-Rainbow Project.
8 Based on my review of the testimony and analysis of the ISO and SDG&E, I conclude
9 that those project proponents have not demonstrated that the proposed Valley-Rainbow
10 Project is justified based on economic factors.

11
12 Q: Please describe your qualifications as they relate to this proceeding.

13
14 A: I am a registered professional electrical engineer in the State of California. I
15 hold a B.S. in Industrial Engineering and Engineering Management from Stanford
16 University and a B.A. from Claremont McKenna College in Management-
17 Engineering. I am presently a principal at Flynn & Associates, where I provide
18 strategic advice on complex energy-related business issues to municipal utilities,
19 independent power producers, and large energy consuming companies. I have
20 extensive experience in the development and application of financial models to energy
21 issues. My resume detailing my qualification is attached to my testimony as Exhibit 1.

22
23 **I. Assessment of Economic Rationales for Project**

24
25 Q: Please summarize your conclusions regarding the economic justifications put
26 forward for the proposed Valley-Rainbow Project.

1 A: SDG&E sets forth its economic justifications for the Valley-Rainbow Project
2 (i.e., alleged benefits other than reliability) in a few pages of Chapter II and all of
3 Chapter IV of its testimony. *See* SDG&E’s October 5, 2001 Testimony at II-17
4 through II-19; Chapter IV. According to SDG&E, those alleged economic benefits are:

- 5
- 6 1. “significant economic benefits to the State” in the form of “significant
7 reductions in energy costs” as described in Chapter IV;
- 8 2. “substantial cost benefits to ratepayers” in the form of “avoided customer outage
9 costs;” and
- 10 3. reduced reliability must run (“RMR”) costs.

11 I will briefly summarize my assessment of each of these alleged economic
12 benefits in this answer and elaborate on my conclusions in the sections that follow.

13

14 SDG&E’s principal economic justification for the Valley-Rainbow Project (item
15 1, listed above) is its claim that the project will confer significant economic benefits on
16 the State in the form of reduced energy costs. Much of my testimony is dedicated to
17 evaluating this claim. Based on my review of SDG&E’s testimony and analysis, it is
18 my opinion that the project is very unlikely to produce economic benefits for the State
19 in the form of reduced energy costs that exceed the project’s considerable costs.

20 SDG&E’s economic analysis, which focuses on a few highly unlikely scenarios in an
21 attempt to justify the project, actually reveals that the project’s substantial costs are
22 very unlikely to be outweighed by the uncertain project benefit of potentially lower
23 electricity costs. Projects such as this one, with greater costs than benefits, are not
24 justified on economic grounds and should not be approved by the Public Utilities
25 Commission (“Commission”) based on that rationale.

26

27 SDG&E provides only a cursory description of the alleged avoided customer
28 outage costs and reduced reliability must run costs (items 2 and 3, listed above). As

1 explained in detail below, I do not believe SDG&E has provided a sufficient
2 assessment of these alleged benefits for the Commission to determine the economic
3 value (if any) that would likely derive from the Valley-Rainbow Project in these areas.
4 As such, these rationales do not justify Commission approval of the project.

5
6 **A. Economic Rationale #1: Reduced Energy Costs.**

7
8 Q: What is your assessment of SDG&E's argument that the Valley-Rainbow
9 Project benefits the State by reducing energy costs?

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11 A: Chapter IV outlines SDG&E's argument that the Valley-Rainbow Project would
12 lead to lower market prices for electricity by relieving a transmission constraint.
13 SDG&E supports this argument by referencing a production cost model economic
14 analysis performed by Henwood Energy Services, Inc. ("Henwood") for the project.
15 The Henwood analysis calculates the cost to serve the ISO area load with and without
16 the Valley-Rainbow Project under a number of scenarios. Each scenario is based on
17 different assumptions regarding factors, including: (1) new generation resources (i.e.,
18 how much generation will get built and where); (2) the availability of hydropower (i.e.,
19 whether there will be medium or high amounts of hydropower available); and (3)
20 whether or not proposed upgrades to Path 15 (a transmission link between northern and
21 southern California) will be built. The results of the Henwood study indicate that the
22 Valley-Rainbow Project would produce widely varying levels of benefits depending on
23 which scenario actually comes to pass. *See* SDG&E October 5, 2001 Testimony,
24 Chapter IV, Henwood Report Tables 1-1, 1-2.

25
26 The first thing to note about the SDG&E testimony and the Henwood study on
27 which it relies is their failure to offer any assessment of the likelihood that each of the
28 various scenarios considered will actually come to pass. So, for example, based on the

1 Henwood study, SDG&E takes the position that the Valley-Rainbow Project would
2 offer economic benefits under a scenario in which significant new generation is built in
3 the San Diego/Baja Mexico region and the Pacific Northwest suffers a drought for the
4 entire study period (6 years), but does not indicate the probability of such conditions
5 actually occurring. Estimating the probability of occurrence for every scenario is
6 critical in the economic analysis because the project's potential benefit under a given
7 scenario must be discounted to reflect the less than certain probability of that scenario
8 occurring. SDG&E's failure to provide such probability information in its economic
9 analysis makes the Commission's review more difficult.¹ Notwithstanding this lack of
10 scenario probability information, I have attempted in my testimony to assess the
11 likelihood of some of the scenarios. *See* Sections B(1) and B(2), below.

12
13 Another notable aspect of the SDG&E testimony and the Henwood study is that,
14 although they speculate regarding the potential economic benefit of the project
15 attributable to reduced energy costs under each of the scenarios considered, they offer
16 no direct comparison of those alleged benefits to the expected Valley-Rainbow Project
17 costs. Although SDG&E's testimony does not focus on that comparison, the
18 Commission must evaluate whether the Valley-Rainbow Project is economically
19 justified by carefully considering whether the economic benefits derived from the
20 project can reasonably be expected to exceed the costs associated with the project. The
21 annual cost (a.k.a. the "annual carrying charge") of projects such as the Valley-
22 Rainbow Project vary somewhat, but are generally approximately 18% of the total
23 project cost. If the total cost of the Valley-Rainbow line were between \$300 million²

24
25 ¹ SDG&E's decision not to provide probability information for the scenarios considered in
26 its economic analysis is also inconsistent with the direction given in the Assigned
27 Commissioner's August 13, 2001 Scoping Memo, which directs SDG&E to "include scenario
28 analyses assuming various levels of new generation, transmission additions, and demand, and
provide some assessment of the likelihood of the scenarios coming to fruition." Scoping Memo
at 5.

² The actual cost of the project is likely to be higher than the approximately \$300 million
estimated by SDG&E, because SDG&E has excluded from its cost estimate an allowance for

1 and \$350 million, the annual carrying charge for the project would likely be between
2 \$50 and \$60 million. Thus, for the project to be economically justified, the benefits
3 from the project must, on average, exceed \$50-60 million per year.
4

5 Also notable is the fact that, although the Henwood study considered several
6 scenarios (and many other scenarios are possible, including wet hydro years and
7 alternative generation location build-out scenarios), for most of the scenarios described
8 in the Henwood report, the costs of the Valley-Rainbow Project greatly exceed the
9 economic benefits calculated by Henwood. Specifically, under most of the scenarios
10 run by Henwood, project costs are between 3 ½ and 250 times the projected economic
11 benefits. This is a remarkable result, which dramatically undercuts any argument that
12 the Commission should approve the project on economic grounds.
13

14 SDG&E identifies only two categories of scenarios (Henwood's E and A/D
15 scenarios) in which it argues that the Valley-Rainbow Project would produce
16 significant economic benefits.³ Of the scenarios in the Henwood study, these are the
17 only two categories in which the alleged economic benefits even begin to approach or
18 slightly exceed project costs. As I describe in detail in response to the immediately
19 following question in Sections B(1) and B(2), below, Henwood's E scenarios are
20 extremely unlikely to occur and Henwood's A/D scenarios are implausible. The fact
21 that even SDG&E's unlikely and implausible scenarios produce such marginal (or
22

23 funds used during construction ("AFUDC") and other factors. ORA has estimated that the total
24 project cost with AFUDC would be approximately \$350 million. ORA February 4, 2002
25 Testimony, Appendix B; *see also* Testimony of Mr. Gimmy (Chapter 5) regarding the high cost
26 of land acquisition for the project.

27 ³ In Chapter IV of SDG&E's October 5, 2001 testimony, J. Richard Lauckhart states: "The
28 [Henwood] study concludes that under certain scenarios the Valley Rainbow line brings
significant economic benefit. In particular, the Valley Rainbow line brings significant benefit
under a scenario where some new generation is built in the San Diego/Baja Mexico area and the
California/Pacific Northwest region goes through a drought situation like that which occurred in
the year 2001. In addition, the study indicates that the line can bring value under non-drought
situations if new generation resources are constructed to take advantage of the line's increased
export capability. I refer to the report for the details on these findings." *Id.* at IV-2.

1 nonexistent) economic benefits in comparison to the Valley-Rainbow Project costs, is a
2 strong indication that the project is not justified on economic grounds.

3
4 Henwood's E scenarios (presented in Henwood's Table 1-1), which are relied
5 on by SDG&E to justify the project, are unlikely to materialize because they assume 2
6 in 70 year drought conditions for six years in a row. As Table 3.1 (below) illustrates,
7 in these unlikely E scenarios, the economic benefits of the Valley-Rainbow Project
8 calculated by Henwood are marginal in comparison to the project costs; the economic
9 benefits are approximately equal to project costs if Path 15 is not upgraded, and they
10 are approximately 1 ½times the project costs if Path 15 is upgraded.

11
12 **Table 3.1: Cost/Benefit Comparison for Henwood's E Scenario**

13 Scenario	14 Alleged Project Benefit (2005-2010) ⁴	15 Project Cost Range (annual carrying charge of project x 6 years)	16 Cost/Benefit Comparison
17 E1/E3 (no path 15 upgrade)	\$ 340,811,000	\$ 300,000,000 to \$ 360,000,000	costs and benefits approximately equal
18 E2/E4 (with path 15 upgrade)	\$ 504,677,000	\$ 300,000,000 to \$ 360,000,000	benefits approximately 1 ½ times costs

19 Henwood's A/D scenarios (presented in Henwood's Table 1-2), which are also
20 relied on by SDG&E to justify the project, are implausible because they assume that
21 1700 MW of additional resources in San Diego (displacing 1700 MW that Henwood
22 expected in its reference case to be built outside of San Diego) would be built ONLY
23 IF the Valley-Rainbow Project is constructed. As Table 3.2, below, illustrates, in these
24 implausible scenarios, the economic benefits of the Valley-Rainbow Project calculated
25 by Henwood are less than the project costs if Path 15 is not upgraded, and
26 approximately equal to the project costs if Path 15 is upgraded.

Table 3.2: Cost/Benefit Comparison for Henwood’s A/D Scenario

Scenario	Alleged Project Benefit (2005-2010)	Project Cost Range (annual carrying charge of project x 6 years)	Cost/Benefit Comparison
A1/D3 (no path 15 upgrade)	\$ 224,882,000	\$ 300,000,000 to \$ 360,000,000	costs greater than benefits
A2/D4 (with path 15 upgrade)	\$ 368,456,000	\$ 300,000,000 to \$ 360,000,000	costs and benefits approximately equal

As the foregoing analysis makes clear, even when SDG&E makes unlikely and implausible assumptions that would increase the project’s value, in comparison to the project’s costs, the economic benefits are nonexistent or marginal. I will describe in Section B(1) and B(2), below, why I believe these unlikely and implausible scenarios should not be relied upon. Moreover, as the results of the scenarios presented by SDG&E make clear, whether or not the proposed Path 15 upgrades are completed has dramatic implications for whether or not the Valley-Rainbow Project produces even marginal economic benefits in relation to the project costs. My analysis therefore will include a discussion of Path 15 and its implications for the Valley-Rainbow Project.

B. Assessment Of Henwood’s Production Cost Modeling Analysis

Q: Please provide your assessment of the production cost modeling analysis conducted by Henwood and included in SDG&E’s October 5, 2001 testimony.

A: The Henwood study (the results of which were discussed above) is based on production cost modeling, an analytical approach that has been used for many years to simulate the operation of power generation systems. As in any modeling, the

⁴ Values given are the opportunity costs calculated by Henwood. See SDG&E October 5, 2001 Testimony, Chapter IV, Henwood Report Table 1-1.

1 assumptions used in the analysis drive the modeling results. Key variables for this type
2 of analysis usually include the amount of load and generation, transmission access to
3 alternative markets, the variable operating costs of the marginal generation units, and
4 hydro conditions. I have identified significant problems with the assumptions used in
5 the Henwood analysis, which I address in detail below.

6 7 **1. Hydro Conditions**

8
9 First, although the Henwood report relied on by SDG&E appropriately used
10 expected load and generation levels for its base case, it inappropriately evaluated “dry
11 hydro” conditions without considering the full range and probability of occurrence of
12 possible hydro conditions, including wet years. The failure to evaluate the full range of
13 hydro conditions overstates the value of relieving any transmission constraint with new
14 transmission such as the Valley-Rainbow Line.

15
16 Further, for several scenarios (scenarios C1/C3, C2/C4, E1/E3, E2/E4),
17 Henwood assumed that the “dry hydro” state would exist for each year of the entire
18 2005-2010 study period. Hydro conditions vary from year to year, but on average, one
19 would expect to experience “median hydro,” rather than “dry hydro” conditions. The
20 Henwood analysis does not reflect this reality. Henwood instead should have studied
21 the full range of hydro conditions and calculated a probability-weighted result. Such
22 an approach would show economic benefits significantly lower than assuming “dry
23 hydro” conditions for all six years.

24
25 In its response to ORA Data Request #2, SDG&E stated that for the “dry hydro”
26 conditions assumed by Henwood, the “...level of drought is approximately what was
27
28

1 experienced in the recent power crisis in the WSCC.⁵ Runoff was represented as being
2 the second worst in recorded history. Therefore, the probability would be
3 approximately 2 out of 70..." (less than 3%) that the reduction in hydro generation
4 would be as great or greater than that assumed in the dry hydro scenarios for any one
5 year. The probability that so little hydro power would occur in 6 consecutive years
6 would be significantly lower than 2 out of 70. If the hydro conditions from one year to
7 the next were independent events, the probability would be less than 1 in 1 billion
8 $((2/70)^6)$. Even if they were not independent events, the probability of having a 2 in
9 70-year drought for six consecutive years would be extremely small.

10
11 In short, Henwood's assumption that "dry hydro" conditions would persist for
12 six years in a row improperly inflates the level of benefits calculated for the project
13 under those scenarios and contributes to the general overstatement of the potential
14 economic benefits of the Valley Rainbow Project. Similarly, Henwood's evaluation of
15 "dry hydro" conditions without considering the full range of hydro conditions (i.e., wet
16 years) skews its results in favor of the project.

18 **2. Assumption that Generation Would Not Be Built But For the Project.**

19
20 One of the key sets of scenarios relied on by SDG&E to justify the project
21 (scenarios A1/D3 and A2/D4) assumes that an additional 1,700 MW of generation
22 would be built in San Diego and Baja as a direct result of the Valley-Rainbow Project
23 (i.e., assumes that the significant new generation would not be built but for the
24 transmission project).⁶ See SDG&E October 5, 2001 Testimony, Chapter IV,
25 Henwood Report Table 1-2. For the reasons outlined below, scenarios A1/D3 and

26
27 ⁵ WSCC is the Western Systems Coordinating Council.

28 ⁶ The scenarios also assume that there would be a corresponding 1700 MW reduction in the northwest and southwest generation to maintain the capacity balance and that no new generation will be added in Northern California.

1 A2/D4 incorrectly overstate the economic benefits derived from the Valley-Rainbow
2 Project, and should be disregarded by the Commission.

3
4 SDG&E's A1/D3 and A2/D4 scenarios calculate the combined benefits deriving
5 from co-occurrence of two factors:

- 6
- 7 1. the addition of 1700 MW in San Diego/North Baja, and
- 8 2. the addition of the Valley-Rainbow Project.
- 9

10 SDG&E's testimony incorrectly attributes the combined benefits calculated by
11 Henwood for these scenarios solely to the existence of the Valley-Rainbow Project.
12 SDG&E takes this position based on the premise that but for the Project, the 1700 MW
13 of additional San Diego/North Baja generation would not be built. This premise is
14 flawed.

15
16 My analysis of the results of the Henwood study shows that between 90% and
17 99% of the combined benefits should actually be attributed to the existence of the
18 additional 1700 MW of generation in San Diego/North Baja, rather than to the Valley-
19 Rainbow Project (*see* Table 3.3, below). As Table 3.3 illustrates, if Path 15 is not
20 upgraded, Henwood's analysis shows that locating an additional 1700 MW in San
21 Diego/North Baja provides \$221.7 million of economic benefits over the 6 year study
22 period, without the Valley-Rainbow Project. These benefits represent approximately
23 99% of the \$224.9 million of economic benefits calculated by Henwood resulting from
24 the combination of the additional 1700 MW and the Valley-Rainbow Project, if Path 15
25 is not upgraded. If Path 15 is upgraded, Henwood's analysis shows that locating an
26 additional 1700 MW in San Diego/North Baja provides \$335.3 million of economic
27 benefits over the 6 year study period, without the Valley-Rainbow Project. These
28 benefits represent approximately 90% of the \$368.5 million of economic benefits

1 calculated by Henwood resulting from the combination of the additional 1700 MW and
 2 the Valley-Rainbow Project, if Path 15 is upgraded.

3 **Table 3.3: Differentiation of Benefits of Adding 1700 MW of Generation in San**
 4 **Diego/Baja v. Combined Benefits of Valley-Rainbow Project and New**
 5 **Generation**

Scenarios	ISO Benefits ⁷ 2005-10 (\$2001)	Comparison to Henwood's A/D Scenarios
<i>Scenarios Assuming Path 15 Upgraded</i>		
A1/D1 Without Valley-Rainbow in place, add 1700 MW SD/Baja generation	\$221,682,000	Offers 99% of the benefit offered by A1/D3 scenario
A1/D3 Simultaneously add Valley- Rainbow and add 1700 MW SD/Baja generation	\$224,882,000	
<i>Scenarios Assuming no Path 15 Upgrade</i>		
A2/D2 Without Valley-Rainbow in place, add 1700 MW SD/Baja generation	\$335,257,000	Offers 91% of the benefits of the A2/D4 scenario
A2/D4 Simultaneously add Valley- Rainbow and add 1700 MW SD/Baja generation	\$368,456,000	

7 As in the Henwood report, the "ISO Benefits" listed do not consider the costs of the Valley-Rainbow Project, or of constructing the additional San Diego/Baja generation.

1 This analysis shows that the incremental benefits of the Valley-Rainbow
2 Project are miniscule in comparison to the economic benefits of locating additional
3 efficient generation in San Diego/North Baja if Path 15 is not upgraded, and are
4 marginal if Path 15 is upgraded. By combining the economic benefits of these two
5 factors considered in scenarios A1/D3 and A2/D4 (additional generation and the
6 Valley-Rainbow Project), SDG&E has obscured the true source of the vast majority of
7 the benefits. Given that the vast majority of the economic benefits attributed to the
8 combination of the addition of 1700 MW of new generation and the Valley-Rainbow
9 Project can be achieved without the additional cost of building Valley-Rainbow
10 (whether or not Path 15 is upgraded), it is inappropriate to attribute all of the benefits to
11 the project. Furthermore, it is implausible to assume that the presence (or absence) of
12 the Valley-Rainbow Project would be a critical factor in a generator's decision to
13 locate a project in San Diego/North Baja.

14 As SDG&E itself stated in its response to ORA Data Request No.2, "For cases
15 D and E, the amount of generation in California was reduced. Approximately 1700
16 MW of generic generation (over and above the Otay Mesa and LRPP projects) was
17 assumed to be interconnected in the San Diego area, and located in either San Diego or
18 Baja. This 1700 MW of generation was deemed reasonable for analysis based on
19 projects in the SDG&E interconnection queue and system upgrade queue. Projects that
20 SDG&E is aware of are:

- 21 • SER1 – 600 MW
- 22 • AEP1 – 250 MW
- 23 • AEP2 – 250 MW
- 24 • LREP – 350 MW
- 25 • SER2 – 600 MW
- 26 Total 2050 MW
- 27 • Other recent potential proposed projects could total 1100-1600 MW."

28 (SDG&E December 13, 2001 Response to ORA Data Request No. 2 at Answer 2.18)

1 SDG&E offers no evidence that any of the above-listed projects would be
2 cancelled as a direct result of the Valley-Rainbow Project not being built. In fact,
3 numerous generation projects are already under construction including the new in-basin
4 generation listed in Mr. Schmus' testimony and Sempra's Imperial Valley Generation
5 Project I (600 MW) and InterGen B Generating Facility Project (Phase I = 160 MW,
6 Phase II = 440 MW). The development of these projects in the absence of the Valley-
7 Rainbow Project confirms the conclusion that I derived from the Henwood analysis:
8 developers already have adequate incentives to locate new projects in the San
9 Diego/North Baja border area to offset the relatively high-cost steam generation
10 located in the San Diego basin.

11

12 **3. The Impact of Proposed Path 15 Upgrades on the Project.**

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14 As I noted earlier, SDG&E's economic assessment of the project differs
15 depending on whether or not Path 15 is upgraded. The Path 15 upgrade project would
16 increase the transfer capability between northern and southern California by
17 approximately 1,400 MW at a cost of approximately \$330 million. In some of the
18 scenarios, the economic benefit of the Valley-Rainbow Project calculated by Henwood
19 is higher with the Path 15 upgrade, while in others it is lower. In the median hydro
20 scenarios, Henwood's analysis shows that the Valley-Rainbow Project tends to have
21 more economic benefit (but still less benefit than costs) if Path 15 is upgraded.
22 Conversely, in the dry hydro scenarios, the Valley-Rainbow Project has more
23 economic benefit if Path 15 is not upgraded, unless 1,700 MW of additional new
24 generation resources in San Diego are assumed to displace 1,700 MW that otherwise
25 would be expected to be built outside of San Diego (to the north and east).

26

27 The Path 15 upgrade provides a valuable benchmark against which to assess the
28 anticipated costs and potential benefits of the Valley-Rainbow Project. My review of

1 the results of Henwood’s analysis shows that although the estimated cost of the Path 15
2 improvements is comparable to the estimated cost of the Valley-Rainbow Project, the
3 economic benefits calculated by Henwood for the Path 15 improvements far exceed the
4 economic benefits calculated by Henwood for the Valley-Rainbow Project.

5
6 In my analysis, I used the results from Henwood’s analysis to compare the
7 economic benefits of the Path 15 upgrade project to the economic benefits of the
8 Valley-Rainbow Project. While the costs of these projects are similar (approximately
9 \$330 million each), Henwood’s model of the increase in the south-to-north transfer
10 capability resulting from the Path 15 upgrade is approximately 80% greater than that of
11 the Valley-Rainbow Project (1400 MW vs. 780 MW). For the same hydro and regional
12 capacity build-out scenarios evaluated by Henwood that show a cumulative 6 year
13 economic benefit (not considering costs) of between \$1.2 million and \$505 million for
14 the Valley-Rainbow Project, Henwood’s results show a cumulative 6 year economic
15 benefit (not considering costs) of between \$406 million and \$11.6 BILLION for the
16 Path 15 upgrade.⁸ The economic benefits of the Path 15 upgrade shown by Henwood’s
17 analysis are between 23 and 670 times the economic benefits of the Valley-Rainbow
18 Project (*see* Table 3.4). This dramatic difference in economic benefits resulting from
19 the same analysis methodology and underlying assumptions is astounding. Based on
20 the results of the Henwood analysis, the economic benefit of the Valley-Rainbow
21 Project is just a fraction of the economic benefit of the Path 15 upgrade for all
22 scenarios shown by Henwood. Since the estimated costs of these projects are similar,
23 and under the ISO tariff all ratepayers in the State will pay those costs, it is not
24 reasonable to allocate limited resources to the Valley-Rainbow Project in light of its
25 meager economic benefits relative to the Path 15 upgrade. Even if unlimited resources
26 were available for transmission projects, SDG&E’s economic analysis finds only two

1 categories of scenarios in which the economic benefits of the Valley-Rainbow Project
2 calculated by Henwood even slightly exceed the costs. As was shown above, the
3 probability of having 6 consecutive years of drought is extremely small, and the
4 argument that 1700 MW of additional generation would not be located in San
5 Diego/North Baja but for the Valley-Rainbow Project is implausible; therefore, even
6 the scenarios which show marginal benefits should be disregarded.

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27 ⁸ As I noted previously, these project benefit numbers do not take into account the
28 estimated costs of each project, which are essentially the same for the Path 15 upgrade and the
Valley-Rainbow Project (~ \$330 million).

Table 3.4: Path 15 Economic Benefits with and without Valley-Rainbow v. Valley-Rainbow Economic Benefits with and without Path 15⁹

Group	Scenario	VRI Added	Path 15 Upgrade	SIO Benefits 2005-10 (2001\$)	Scenario	VRI Added	Path 15 Upgrade	SIO Benefits 2005-10 (2001\$)	Ratio of Path 15 Upgrade Benefits to V-R Benefits
1	A1	No	No	\$ 868,832,000	A1	No	No	\$ 1,632,000	532
	A2	No	Yes		A3	Yes	No		
2	A3	Yes	No	\$ 866,357,000	A2	No	Yes	\$ (844,000)	NA
	A4	Yes	Yes		A4	Yes	Yes		
3	B1	No	No	\$ 405,541,000	B1	No	No	\$ 1,222,000	332
	B2	No	Yes		B3	Yes	No		
4	B3	Yes	No	\$ 410,448,000	B2	No	Yes	\$ 6,130,000	67
	B4	Yes	Yes		B4	Yes	Yes		
5	C1	No	No	\$ 5,760,513,000	C1	No	No	\$ 93,491,000	62
	C2	No	Yes		C3	Yes	No		
6	C3	Yes	No	\$ 5,675,496,000	C2	No	Yes	\$ 8,475,000	670
	C4	Yes	Yes		C4	Yes	Yes		
7	D1	No	No	\$ 982,408,000	D1	No	No	\$ 3,200,000	307
	D2	No	Yes		D3	Yes	No		
8	D3	Yes	No	\$ 1,012,407,000	D2	No	Yes	\$ 33,199,000	30
	D4	Yes	Yes		D4	Yes	Yes		
9	E1	No	No	\$ 11,469,289,000	E1	No	No	\$ 340,811,000	34
	E2	No	Yes		E3	Yes	No		
10	E3	Yes	No	\$ 11,633,155,000	E2	No	Yes	\$ 504,677,000	23
	E4	Yes	Yes		E4	Yes	Yes		

⁹ Benefits represent the sum (in 2001\$) of the annual opportunity cost difference between grouped scenarios for the period 2005 - 2010.

1 I believe Henwood's analysis shows significantly greater economic benefits
2 from investing \$330 million to upgrade Path 15, than from spending a similar amount
3 for the Valley-Rainbow Project for several reasons. The Path 15 project would
4 increase the transfer capability between northern and southern California by
5 approximately 1400 MW, as compared to Valley-Rainbow increasing the transfer
6 capability between SCE and SDG&E by approximately 780 MW. This difference in
7 transfer capability does not, however, completely explain the magnitude of the
8 difference in calculated benefits. The larger Path 15 increase has the additional benefit
9 of linking two very large load areas, with diverse and large generation resource pools;
10 thus providing greater opportunity for economic interchange. Conversely, the Valley-
11 Rainbow Project would link the relatively small SDG&E load (and its relatively small
12 generation resource pool) only to the rest of southern California.

14 **4. Scarcity Premium and Market Power Considerations**

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16 In its testimony, SDG&E states that, "For this study, Henwood set aside its
17 bidding strategies that are normally incorporated into its modeling of markets. In its
18 place, Henwood simulated a market where all commitment and dispatch decisions and
19 pricing of power are based only on variable costs. Henwood believes this approach
20 provides a conservative estimate of the calculated benefits." SDG&E October 5, 2001
21 Testimony at IV-2. In other words, Henwood implies that the economic benefits of the
22 Valley-Rainbow Project would be greater than predicted by their production cost
23 modeling if they applied a "scarcity premium." This assertion depends on the
24 assumption that if generators could collect scarcity premiums in the future, greater
25 value would result from relieving a transmission constraint than if resources are
26 dispatched at marginal cost. However, the value of relieving a constraint is dependent
27 on the relative difference in the market prices on either side of the constraint. The
28 difference between the market prices on either side of the constraint with "scarcity

1 premiums” could actually be smaller than the difference between market prices without
2 “scarcity premiums” depending on the resource mix in the respective areas. Without
3 properly modeling such “scarcity premiums,” one cannot assume greater value would
4 result.

5
6 In a related argument to Henwood’s “scarcity premium” argument, ISO’s
7 testimony alleges that one of the economic benefits of the Valley-Rainbow Project
8 would be to mitigate “market power.” ISO October 5, 2001 Testimony at 12 through
9 15. “Market Power” is the ability of an entity to raise prices above competitive levels
10 for a sustained period of time by its own actions in the market.

11
12 The concept of “market power” would be relevant to the Commission’s
13 assessment of the Valley-Rainbow Project only if: (1) the exercise of market power
14 were shown to be a significant and likely problem in the future; and (2) the Valley-
15 Rainbow Project were shown to have the potential to mitigate the adverse impacts of
16 such market power. As I explain below, the ISO and SDG&E have not established
17 either of these points. In fact, I believe it is likely that generators will be unable to
18 exercise market power on a sustained basis in the future due to a combination of
19 competitive forces and regulatory interventions, and nothing in the record indicates that
20 the Valley-Rainbow Project would cost-effectively mitigate such a problem should it
21 exist.

22
23 **a. Neither SDG&E nor ISO Has Established that Market Power Is Likely To**
24 **Be a Significant, Unaddressed Problem in the Future.**

25 In addition to competitive forces that can respond to mitigate the potential
26 exercise of market power in the long run, the state and federal governments have at
27 their disposal powerful regulatory tools that have and could be used to deal with the
28

1 issue of market power. The availability of these tools reduces the risk that market
2 power will be a problem in the future.

3
4 One illustration of the operation of regulatory tools to control market power can
5 be seen in the orders issued by the Federal Energy Regulatory Commission (“FERC”)
6 following California’s recent power emergency. Prior to California’s power
7 emergency, market power was controlled only through reliability must run (“RMR”)
8 contracts, which the ISO negotiated with units that were critical to the reliable
9 operation of the ISO-controlled grid. These agreements gave the ISO the right, in
10 exchange for specific payments, to dispatch the units based on their incremental
11 operating costs if the units were not previously scheduled based on market transactions.
12 As long as sufficient supply was available to meet California’s demand on an
13 aggregate, statewide basis, the RMR contracts were sufficient to mitigate individual
14 generator’s market power, since those generators’ bids were not used to set the market
15 clearing price.

16
17 Beginning in May 2000, due to a variety of factors, RMR contracts alone were
18 not sufficient to mitigate potential generator market power.¹⁰ Recognizing this, FERC
19 began a series of interventions, which included the following:

- 20
- 21 • Order setting a \$150/MWh breakpoint above which generators had to justify
22 their costs. (December 15, 2000).
 - 23 • Order including a “must-offer” requirement during periods of reserve deficiency
24 (Stage 1 emergencies and above) and a price mitigation plan based on unit-
25 specific heat rates and proxy gas and emissions credit prices. (April 26, 2001).

26
27 ¹⁰ Those factors included load growth both inside and outside California, reduced
28 availability of hydroelectric generation, planned and unplanned generation outages, increasing
natural gas costs, increasing emissions allowance costs, and alleged withholding of generation
from the market.

- Order extending the price mitigation to all Western states and amending that mitigation to reflect actual gas costs, but exclude emissions costs from the calculation of market clearing price. During non-reserve deficiency hours, the maximum price allowed was based on 85% of the highest hourly mitigated price during the last Stage 1 event. (June 19, 2001).
- Order taking steps to ensure that public utility sellers with market-based rate authority do not raise prices through anticompetitive behavior or abuse of market power. The order provides that "As a condition of obtaining and retaining market-based rate authority, the seller is prohibited from engaging in anticompetitive behavior or the exercise of market power.¹¹ The seller's market-based rate authority is subject to refunds or other remedies as may be appropriate to address any anticompetitive behavior or exercise of market power." The blanket ability to require refunds of rates charged above competitive levels due to anticompetitive behavior or exercise of market power provides additional protections to consumers. (November 20, 2001.)

As the above list of FERC's recent regulatory actions makes clear, the government has and, if necessary can in the future, engage powerful regulatory tools to mitigate the exercise of "market power" if the market structure does not yield effective solutions.

The ISO currently is in the midst of an extensive Market Design process to redesign the California market ("MD02"). An important feature of that redesign is

¹¹ Anticompetitive behavior or exercises of market power include behavior that raises the market price through physical or economic withholding of supplies. Such behavior may involve an individual supplier withholding supplies, or a group of suppliers jointly colluding to do so. Physical withholding occurs when a supplier fails to offer its output to the market during periods when the market price exceeds the supplier's full incremental costs. For example, physical withholding would occur when a generator declares a forced outage when its unit is not, in fact, experiencing mechanical problems, and when the market price is above the unit's full incremental costs. Economic withholding occurs when a supplier offers output to the market at a price that is above both its full incremental costs and the market price (and thus, the output is not sold). For example, we would expect that, during periods of high demand and high market prices, all generation capacity whose full incremental costs do not exceed the market price would be either producing energy or supplying operating reserves. Failing to do so would be an example of economic withholding. Withholding supplies can also occur when a seller is able to erect barriers to entry that limit or prevent others from offering supplies to the market or that raise the costs of other suppliers. Examples would include denying, delaying or requiring unreasonable terms, conditions, or rates for natural gas service to a potential electric competitor in bulk power markets. FERC November 20, 2001 Order.

1 market power mitigation measures. On February 27, 2002, the ISO released a
2 preliminary draft paper, “Options for Discussion, Steps Necessary to Promote
3 Workably Competitive Wholesale Electric Markets and Safeguard Against Exercise of
4 Market Power.” In this draft paper, the ISO notes that “Market power mitigation is an
5 indispensable element of electricity markets. Conditions can always arise in a power
6 system such that firms can raise prices considerably above competitive levels even in
7 the absence of scarcity (that would be legitimate for prices to go up).”

8
9 Because the ISO recognizes that market power can arise even in the absence of
10 scarcity, and because the ISO recognizes that FERC could elect not to extend the
11 market power mitigation measures currently in effect, the ISO is developing an
12 alternative market power mitigation approach.

13
14 “The CAISO’s proposed market power mitigation outlined below is designed to
15 protect and foster competition and minimize interference with open and
16 competitive markets while providing safeguards against significant market
17 power abuse beyond September 30, 2002. The proposed alternative includes a
18 four step process to achieve these objectives:

- 19 I. Market design changes embodied in MD02 and other initiatives;¹²
- 20 II. Damage control bid cap;¹³
- 21 III. Resource specific bid screens and mitigation; and
- 22 IV. An explicit standard for just and reasonable rates, which if violated would
23 trigger the automatic implementation of a more stringent market power
24 mitigation plan (e.g., re-impose June 19th measures or alternatively,
25 impose cost-based bid caps on only those suppliers found to have
26 exercised market power).

27 The first three steps of this proposal are consistent with the market power
28 mitigation approaches FERC has authorized for other ISOs.”

27 ¹² Specifically, the CAISO’s recent FERC filing seeking additional authority to mitigate
28 local market power and seeking penalties for excessive uninstructed deviations.

¹³ [Footnote omitted.]

1
2 Although the ISO's market power mitigation proposal is still under
3 development, it is clear that the ISO is aggressively pursuing the development of a
4 comprehensive market power mitigation program, which includes key elements that are
5 consistent with approaches FERC has authorized for other ISOs.

6
7 **b. Neither SDG&E nor ISO Has Established that the Valley-Rainbow Project**
8 **Would Provide Cost-Effective Mitigation for a Market Power Problem,**
9 **Should It Arise.**

10 Even if the regulatory tools to mitigate market power described above should
11 prove to be undesirable or inadequate, the project proponents have not quantified the
12 impacts of potential market power abuses, nor have they demonstrated that the Valley-
13 Rainbow Project would effectively address such a potential problem. I therefore do not
14 think the Commission can assess any potential market power benefits of the Valley-
15 Rainbow Project based on the testimony presented in these proceedings.

16
17 SDG&E's testimony acknowledges that it has not studied whether the Valley-
18 Rainbow Project might mitigate market power. *See* SDG&E October 5, 2001
19 Testimony at IV-3. ISO's testimony takes the position that if a market power study
20 like that conducted by ISO for Path 15 were conducted for the proposed Valley-
21 Rainbow Project, it would show that the Valley-Rainbow Project would help curb
22 market power. *See* ISO October 5, 2001 Testimony at 14, 15. Specifically, the ISO's
23 October 5, 2001 testimony states that ISO's Path 15 expansion study showed "a
24 substantial cost saving to load by mitigating the ability of suppliers in northern
25 California to exercise market power." *Id.* at 15. The ISO states that it "has not had an
26 opportunity to conduct a similar analysis for the Valley-Rainbow Transmission Project.
27 Nonetheless, the results of the Path 15 analysis indicate that the market power
28 mitigation benefits of a major transmission upgrade can be very significant." *Id.*

1
2 Although expanding Path 15 might provide benefits by mitigating the ability of
3 northern California suppliers to exercise market power, the ISO has not demonstrated
4 that a similar problem even exists in San Diego, much less that it would be effectively
5 addressed by the Valley-Rainbow Project. Even if power suppliers in San Diego might
6 have the ability to exercise market power during some hours, alternative remedies exist
7 (e.g., RMR contracts, regulatory interventions). These options for addressing market
8 power could be more effective and substantially less costly than the proposed Valley-
9 Rainbow Project.

10
11 In summary, without further study, it is impossible for the Commission to
12 determine: (1) whether market power is even likely to be a problem in the region in the
13 future; (2) whether regulatory approaches are adequate to address the potential
14 problem; (3) whether a new transmission line between San Diego and Southern
15 California would effectively address market power; (4) whether the specific Valley-
16 Rainbow Project as proposed by SDG&E would effectively address market power; and
17 (5) what the projected economic benefit would be of addressing market power with
18 such a new transmission line. Unless and until the project proponents can point to
19 studies showing the contrary, the Commission should disregard any justification for the
20 Valley-Rainbow Project based on its alleged potential ability to address market power
21 concerns.

22
23 **C. Economic Rationale #2: Avoided Customer Outage Costs.**

24
25 Q: What is your assessment of SDG&E's testimony that the Valley-Rainbow
26 Project would provide substantial cost benefits to ratepayers in the form of avoided
27 customer outage costs?
28

1 A: SDG&E points to ISO estimates of the societal cost of 3 days of rolling
2 blackouts that affected 500 to 1,000 MW of load in January 2001, and applies the
3 ISO's cost methodology to value the 1,200 MW of load that was unserved during the
4 San Francisco peninsula outage of December 8, 1998 in the range of \$100 to \$300
5 million. *See* SDG&E October 5, 2001 Testimony at II-17 through II-18. SDG&E then
6 notes that its service territory load is much larger than the amount interrupted in the
7 San Francisco event, and states that the cost of an SDG&E outage therefore would be
8 much higher. SDG&E then concludes that "a very significant reduction in economic
9 risk would be realized through the increase in SDG&E import capability made possible
10 by the Valley-Rainbow Interconnect Project...." *Id.* This conclusion is not supported
11 by SDG&E's limited analysis.

12
13 A proper assessment of the value of avoided outage costs attributable to the
14 Valley-Rainbow Project would calculate the value of cumulative unserved energy both
15 with and without the Valley-Rainbow Project. This assessment would consider the
16 probability of a range of outage events and the incremental benefit that would be
17 provided by the Valley-Rainbow Project in reducing the likelihood of such outage
18 events. SDG&E has provided only anecdotal evidence of outages unrelated to the
19 SDG&E service territory and the Valley-Rainbow Project. SDG&E has provided no
20 evidence of the reduction in the number of outages and the corresponding unserved
21 energy that could be expected to result from Valley-Rainbow Project, nor the value of
22 such reduction taking into consideration the probability of occurrence. The
23 Commission thus cannot assign an economic value of avoided customer outages
24 resulting from the Valley-Rainbow Project based on the limited testimony provided by
25 SDG&E.

1 **D. Economic Rationale #3: Reliability Must Run Costs.**

2
3 Q: What is your assessment of SDG&E's testimony that the Valley-Rainbow
4 Project would reduce SDG&E's reliability must run costs?

5
6 A: SDG&E states that the Valley-Rainbow Project would increase SDG&E's non-
7 simultaneous import limit capability by approximately 700 MW and thus would reduce
8 the amount of reliability must run ("RMR") contract capacity required by this same
9 amount. *See* SDG&E October 5, 2001 Testimony at II-18. Based on current RMR
10 contract costs and assuming FERC continues its present position on such contracts,
11 SDG&E estimates that this reduction in RMR expenses will save ratepayers
12 approximately \$14 million per year. *See id.* at II-19.

13
14 RMR contracts are used to ensure that generating units that are critical for the
15 reliable operation of the ISO-controlled transmission grid are available for dispatch.
16 RMR agreements give the ISO the right, in exchange for specific payments, to dispatch
17 the units based on their incremental operating costs if the units have not been
18 previously scheduled based on market transactions.

19
20 Although SDG&E has provided no details to justify its estimate that the Valley-
21 Rainbow Project could save ratepayers approximately \$14 million per year, it is clear
22 that SDG&E assumes that the Valley-Rainbow Project would displace fully 700 MW
23 of RMR requirements in San Diego, that RMR contract costs otherwise would remain
24 at current levels, and that FERC will continue its present position on such contracts.

25
26 As Mr. Schmus' testimony and SDG&E's response to ORA Data Request No. 2
27 make clear, however, several generation projects are currently under construction and
28 soon will be on-line in San Diego and North Baja. These projects could lead to a

1 reduction in RMR requirements if the ISO considers that the new projects already will
2 be operating under market transactions when needed for reliability. Moreover, as Mr.
3 Schmus discusses in his testimony regarding SDG&E's reliability rationale for the
4 project, SDG&E has understated its actual NSIL by ignoring the import capacity
5 provided by recent upgrades to Path 45. Given that SDG&E's NSIL is in the process
6 of being reviewed following the Path 45 upgrades and that new generation under
7 construction in the San Diego area could reduce the RMR requirements further, the
8 Valley-Rainbow Project would be unlikely to displace fully 700 MW of RMR
9 requirements.

10
11 Additionally, FERC's position regarding RMR contracts may change. SDG&E,
12 along with the ISO, PG&E, SCE and the CPUC filed a joint complaint at FERC on
13 November 2, 2001 requesting that FERC investigate the "fixed option payments"
14 payable under the reliability must run agreements. SDG&E's witness, S. Ali Yari,
15 provided a declaration showing that the annual fixed option payments for the San
16 Diego area RMR agreements total approximately \$20 million. *See* ISO, SDG&E,
17 PG&E, SCE Joint Complaint, November 2, 2001, Appendix F. This declaration also
18 shows that the annual RMR costs that would be payable under the "net incremental
19 cost" method advocated by SDG&E, PG&E and others would be approximately \$1
20 million. Thus, if FERC changes its present position on RMR contracts and adopts the
21 approach advocated by SDG&E, even if the Valley-Rainbow Project actually were to
22 reduce the RMR requirement by 700 MW, the maximum benefit of this reduced RMR
23 would be approximately \$700,000 in reduced annual RMR expenses, assuming that the
24 project would provide proportionally the same reduction in RMR costs under the
25 proposed "net incremental cost" method as under the current "fixed option payments"
26 method [i.e., \$14 million divided by \$20 million equals 70% reduction in RMR costs.
27 70% times \$1 million equals \$700,000].

1 Because the amount of RMR requirements displaced by the Valley-Rainbow
2 Project are likely to be less than 700 MW, and the cost of meeting those requirements
3 may be reduced if the FERC adopts the incremental cost methodology advocated by
4 SDG&E, the Commission should discount the RMR cost reduction benefits claimed by
5 SDG&E.

6
7 **II. Assessment of ISO Testimony Regarding the Alleged Economic Benefits of**
8 **the Valley-Rainbow Project.**

9 Q: What have you concluded from your review of the ISO's testimony regarding
10 the alleged economic benefits of the Valley-Rainbow Project?
11

12 A: In its response to the Commission's Office of Ratepayer Advocates ("ORA")
13 October 29, 2001 Data Request, Question No. 1.6, ISO states that:
14

15 "[T]he VRTP was initially approved by the governing board as needed to
16 meet the ISO Grid Planning Criteria. However, given revisions in SDG&E's
17 load forecast, and the developments related to proposed new generation, the
18 project is no longer needed to meet ISO Grid Planning Criteria in 2004-5.
19 Since, although it has reliability benefits, the VRTP is not needed to meet ISO
20 Grid Planning Criteria in 2004-5, it is important to assess the economic benefits
of the project and to confirm economic need, in accordance with ISO Tariff
section 3.2.1.1. While the ISO believes that the VRTP has economic benefits,
without a thorough economic assessment, it is not possible to confirm economic
need."

21 "As the ISO stated in its opening testimony, the ISO is working with state
22 agencies and Participating Transmission Owners (PTOs) to develop a
23 methodology to assess the economic benefits of major transmission upgrades.
24 Once this methodology is developed it should be applied expeditiously to the
VRTP, in order to quantify the benefits discussed qualitatively in the ISO's
opening testimony, along with any other relevant factors that are identified in
the development of the economic assessment methodology."
25

26 I agree with the ISO's and Mr. Schmus' conclusion that the Valley-Rainbow
27 Project is not needed to meet ISO Grid Planning Criteria in 2004-05. I also agree with
28 the ISO that it is impossible to determine whether the project is justified based on

1 economic considerations without a thorough economic assessment. Based on my
2 review of the analysis presented by SDG&E, I do not believe SDG&E's analysis is
3 sufficient to confirm that the Valley-Rainbow Project is justified on economic grounds.
4 It is possible that the economic analysis methodology referred to by the ISO, if
5 developed and applied to the Valley-Rainbow Project, could produce a different
6 conclusion. But, at this point in time, SDG&E and the ISO have not put forth
7 economic testimony that justifies the Valley-Rainbow Project. Unless and until the
8 proposed methodology referenced by the ISO is developed, assessed, and properly
9 applied to Valley-Rainbow Project, as well as competing alternative transmission
10 improvements and non-wires alternatives (e.g., generation and load management
11 projects), there is no basis for speculating what the results of such a study might be.
12

13 Finally, the ISO argues in its testimony that the Valley-Rainbow Project should
14 be built as part of the ISO's much broader overall strategy to install and upgrade a 500
15 kV "backbone" transmission system in California and the West. *See* ISO October 5,
16 2001 Testimony at 21 through 22. It is important to understand that because the
17 Valley-Rainbow Project would involve construction of only a relatively short 500 kV
18 line, it would not, in and of itself, contribute significantly to the much larger 500 kV
19 "backbone" transmission system envisioned by the ISO. For transmission spanning
20 long distances in California and the West, it can make sense to use 500 kV (high
21 voltage) lines because they offer lower line losses and greater surge impedance loading
22 than lower voltage lines. Over shorter distances, however, 230 kV high voltage lines
23 are frequently the more cost-effective option. In fact, the shorter the distance involved,
24 and the more likely new load and/or generation is to connect to the line at intermediate
25 points, the more likely a 230 kV line is to make more sense than a 500 kV line.
26
27
28

1 **III. Assessment of SDG&E's Plan of Action if Valley-Rainbow Project is Not**
2 **Approved.**

3 Q: Can you comment on SDG&E's description of its plan of action should the
4 Valley-Rainbow Project not be energized by the summer of 2005?

5
6 A: In response to a request from Commissioner Duque to describe its plan of action
7 should the Valley-Rainbow Project not be built, SDG&E states that "Unfortunately,
8 there are no clear options for this turn of events. It places SDG&E largely at the mercy
9 of the merchant generation developers with little or no recourse except to try to
10 incentivize the needed demand or generation response through various programs that
11 would be expensive to our ratepayers, such as peaker development contracts with new
12 merchants or demand side management contracts (e.g., \$125,000-\$140,000/MW-yr.
13 based on ISO benchmarks for summer 2001)." SDG&E October 5, 2001 Testimony at
14 II-32.

15
16 In short, SDG&E expresses concern about being at the mercy of merchant
17 generation developers to provide generation locally if the Valley-Rainbow Project is
18 not built to import generation. This concern lacks merit. As Mr. Schmus' testimony
19 shows, local merchant generation projects with more than enough capacity to serve
20 SDG&E's anticipated needs are either already on-line or under construction. Other
21 projects, representing over 1,200 MW, are under construction, including SDG&E's
22 sister company's Sempra Imperial Valley Generating Project I.¹⁴ SDG&E's argument
23 also assumes that the 91 MW of peaking capacity from the existing Ramco Escondido
24

25 ¹⁴ In addition to the in-basin generation discussed in Mr. Schmus' testimony, the following
26 generation projects are under construction and will interconnect with the SDG&E system at
27 Imperial Valley Substation: Sempra's Imperial Valley Generation Project I (600 MW), InterGen
28 B Generating Facility Project (Phase I = 160 MW, Phase II = 440 MW). These projects were not
counted for purposes of Mr. Schmus' N-1/G-1 reliability assessment because they would not be

1 and Chula Vista projects under contract to the State would not be available, since those
2 contracts expire in 2004. As Mr. Schmus points out, this is an overly pessimistic
3 assumption. If, for some reason, the capacity from the other merchant generation
4 projects is insufficient, contracts could be negotiated with these peaker generators.
5 Even if additional air emissions controls are required by the State for those generators,
6 the incremental costs of such controls likely would be small relative to the cost of the
7 Valley-Rainbow Project.

8
9 Finally, it is worth noting that in the unlikely event that there is insufficient
10 generation to meet the SDG&E reliability needs, applying the demand side
11 management cost numbers presented by SDG&E (i.e., \$125,000-\$140,000/MW-yr.) to
12 SDG&E's estimate of the capacity shortfall (63 MW in 2005, 216 MW in 2006) results
13 in annual costs of approximately \$9 million in 2005 and \$30 million in 2006. These
14 amounts, which are unlikely to be incurred for the reasons stated in Mr. Schmus'
15 testimony, should be discounted by their probability of occurrence. The resulting
16 corrected annual costs likely would be substantially less than the \$50-60 million annual
17 carrying charge that would certainly be incurred with the Valley-Rainbow Project.

18 19 **CONCLUSION**

20
21 Q: Please summarize your conclusions as to the economic justifications for the
22 Valley-Rainbow Project advanced by SDG&E and the ISO.

23
24 A: Based on my review of the testimony and analysis of SDG&E and the ISO for
25 the Valley-Rainbow Project, I conclude that neither party has shown that the project is
26 economically justified. The quantitative Henwood Study presented by SDG&E shows

27
28 fully available during an N-1/G-1 event involving an outage of the SWPL between Imperial
Valley Substation and Miguel Substation.

1 no net benefits for most scenarios and benefits more on par with the project's costs
2 only under unlikely and implausible scenarios. Further, the implausible scenarios
3 (A1/D3, A2/D4) incorrectly attribute economic benefits to the existence of the Valley-
4 Rainbow Project, when over 90% of the calculated benefits could be obtained without
5 incurring the significant cost of the project. The other economically based rationales
6 put forth by SDG&E and the ISO have not been sufficiently defined, including proper
7 estimates of the probability of unlikely events occurring. Unless those alleged
8 economic benefits are quantified (including an assessment of the probability of
9 unlikely events occurring) they can not be used to justify such a significant expenditure
10 as the Valley-Rainbow Project. Given that the ISO has testified that the Valley-
11 Rainbow Project is no longer needed to meet ISO Grid Planning Criteria in 2004-05
12 and Mr. Schmus has shown that the Valley-Rainbow Project likely will not be needed
13 for reliability purposes for several years beyond that time, the prudent course of action
14 is to deny SDG&E's application at this time.

15
16 Q: Does this conclude your testimony?

17
18 A: Yes.
19
20
21
22
23
24
25
26
27
28

1 **Exhibit 1**

2
3 **DOUGLAS A. BOCCIGNONE, P.E.**

4 **Professional Energy Experience**

5 **Flynn & Associates, California (USA)**

Oct 2001 - Present

6 **Principal**

- 7
 - Provide strategic advice on complex energy-related business issues to municipal utilities, independent power producers, and large energy consuming companies.

8 **Dynergy Inc., Europe and USA**

1997 - 2001

9 **Vice President, European Origination**, London (UK), Oct 2000 - Oct 2001

10 **Managing Director and Chairman, Dynergy Italia Srl**, Milan (Italy), Oct 2000 - Oct 2001

- 11
 - Developed and implemented Dynergy's Italian energy market entry strategy.
 - Developed relationships with key market stakeholders and customers, originated power and gas transactions, developed risk management product offerings.
 - Opened and maintained office, including incorporation of the company, hiring and training of staff, management of consultants and leadership and supervision of business activities.

12 **Sr. Director, Energy Marketing & Origination**, California (USA), Feb 1997 - Oct 2000

- 13
 - Structured and executed transactions with energy producers, wholesalers and retailers to purchase and deliver physical and financial energy commodities and renewable resource products.
 - Developed asset optimization and power purchase off-take agreements with gas-fired and renewable resource generators.
 - Originated and managed Dynergy's multi-year relationship supplying renewable energy to Green Mountain Energy, the leading small customer retailer in California.

14 **City of Palo Alto, California (USA)**

1994 - 1997

15 **Manager, Supply Resources**, 1995 - 1997

- 16
 - Led a group of seven professionals in Palo Alto Utilities' supply resources group responsible for electric, gas and water commodity price risk management, contract negotiation and administration, budgeting, billing analysis and payment, transmission and transportation planning, monitoring and intervention in legislative and regulatory proceedings, and interaction with outside agencies.
 - Participated in working groups developing California's new electric market structure, including power exchange and system operator market clearing price and transmission congestion pricing approaches.
 - Led effort to develop Palo Alto's stranded cost assessment and recovery methodology.

17 **Resource Planner**, 1994 - 1995

- 18
 - Developed the Market Clearing Price billing concept for pricing the ten member Northern California Power Agency (NCPA) power pool transactions that greatly streamlined the pool billing process, allowed greater member control over purchase decisions and more fairly allocated pool costs.

1 **Flynn & Associates, California (USA)**

1988 - 1994

2 **Consultant**

3 *Electric Power Industry Consultant to independent power producers, municipal utilities, power marketers*
4 *and large energy consuming companies.*

- 5 • Managed analysts and engineers to meet client expectations for cost-effective results. Developed
6 project schedules, set priorities for team members, reviewed work in progress and guided analyses to
7 meet client needs and budget constraints.
- 8 • Projects included: Developed negotiating strategies and provided analytical support for a
9 groundbreaking control area and transmission services agreement between Destec Power Services and
10 Pacific Gas & Electric Company.
- 11 • Developed negotiating strategies and supported negotiations with the Central California Power
12 Agency's bankrupt geothermal steam supplier and steam field royalty holders.

13 **The MAC Group, California (USA)**

1986 - 1988

14 **Sr. Analyst**

- 15 • Supervised analyst project work, including financial model development and industry and
16 competitive intelligence research for a leading international management consulting and litigation
17 support services firm.
- 18 • Evaluated the strategic, economic, and organizational feasibility of establishing an independent
19 electric distribution company spin-off of an integrated private utility company.

20 **Employment During Student Years**

- 21 • Business Analyst for **Applied Power Technology** a renewable resource development firm, 1984-
22 1986
- 23 • Assistant to Rate Manager, **Electric Department, City of Santa Clara**, California, 1983

24 **Publications**

25 *Applying Risk Management Concepts to Utility Resource Management,*
26 *The U.S. Power Market, Risk Publications, 1997*

27 **Energy Industry Presentations**

28 European Power Finance Conference, California Case Study, 2001
European Energy '99, California Case Study, 1999
International Energy Producers Association Workshop on New Market Structures, 1999
California Municipal Utilities Association Annual Meeting, 1998
Power '97 Risk Management Conference, 1997
EPRI/EPS User Group Meeting, Risk Management Techniques, 1996

29 **Professional Registration**

30 Registered Professional Electrical Engineer, State of California (E14640), 1994

31 **Education**

32 **Stanford University**, Palo Alto, California 1984-1986
33 Bachelor of Science, Industrial Engineering and Engineering Management

34 **Claremont McKenna College**, Claremont, California, 1981- 1986

35 Bachelor of Arts, Management-Engineering
36 Magna Cum Laude, Phi Beta Kappa

37 A five year, interdisciplinary cooperative program between Claremont and Stanford.