Application No.: A.24-12-003 Exhibit No.: SDGE-05 Witness: Tracy M. Dalu

PREPARED REBUTTAL TESTIMONY ON BEHALF OF SAN DIEGO GAS & ELECTRIC COMPANY



BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

August 7, 2025

TABLE OF CONTENTS

I.	INTRODUCTION			1		
II.	DOE LITIGATION PROCEEDS SHOULD BE RETURNED TO THE NON-QUALIFIED TRUSTS					
III.			NOR RECOMMENDATIONS - DEPARTMENT OF ENERGY ON PROCEEDS	6		
	A.	TUR	N Recommendations	6		
		1.	TURN Asserts Non-Comprehensive Showing of DOE Litigation Proceeds	6		
		2.	TURN Opposes Utilities Retention of DOE Litigation Proceeds	7		
		3.	TURN Asserts the Commission Should Rely on TURNS Adjusted Cash Flow Model	9		
IV.	CONCLUSION – DOE LITIGATION PROCEEDS SHOULD BE MAINTAINEI FOR FUTURE USE					
V.	STA	TEME	NT OF QUALIFICATIONS	14		

1 PREPARED REBUTTAL TESTIMONY 2 ON BEHALF OF SDG&E I. 3 INTRODUCTION 4 San Diego Gas & Electric Company ("SDG&E") in its direct testimony, filed on 5 December 6, 2024, requested that the California Public Utilities Commission ("CPUC" or 6 "Commission") for the 2024 San Onofre Nuclear Generating Station ("SONGS") Nuclear 7 Decommissioning Cost Triennial Proceeding ("NDCTP"): 8 1) Approve as reasonable the Southern California Edison Company ("SCE") 2024 9 SONGS Unit 1 ("SONGS 1" or "SONGS Unit 1") decommissioning cost estimate 10 ("DCE") for remaining SONGS 1 decommissioning work and SDG&E's 20% 11 share of the costs (\$43.0 million, 2014\$);¹ 2) Approve as reasonable the 2024 SONGS Units 2&3 ("SONGS 2&3" or "SONGS 12 Units 2&3") DCE for SONGS 2&3 decommissioning work and SDG&E's 20% 13 14 share of the costs (\$941.9 million, 2014\$);² 15 3) Approve as reasonable the \$18.6 million (SDG&E share, 2014\$) estimate of future SDG&E-only costs for SONGS 1 and SONGS 2&3;3 16 4) Approve SDG&E's request to maintain its annual contributions to its SONGS 1 17 Nuclear Decommissioning Trusts ("NDTs") at zero (\$0.00), based upon the 18 19 current estimate of decommissioning costs for SONGS 1, current level of funding The total updated SCE SONGS 1 DCE is \$215.0 million (100%, 2014\$). Exhibit ("Ex.") SCE-04C, Testimony On The SCE 2024 SONGS 2&3 Decommissioning Cost Estimate and 2024 SONGS 1 Decommissioning Cost Estimate (December 6, 2024) ("Ex. SCE-04C") at 2. The total updated SONGS 2&3 DCE is \$4,709.4 million (100%, 2014\$). *Id.* at 1. Ex. SDGE-03, Prepared Direct Testimony On Behalf Of San Diego Gas & Electric Company (2024) SCE SONGS 1 and SONGS 2&3 DCE) (December 6, 2024) ("Ex. SDGE-03") at 1.

1		of the SONGS 1 NDTs, projected escalation rates, and financial market
2		conditions known as of December 6, 2024; ⁴
3	5)	Approve SDG&E's request to maintain its annual contributions to its SONGS
4		2&3 NDT at zero (\$0.00), based upon the current estimate of decommissioning
5		costs for SONGS 2&3, current level of funding of the SONGS 2&3 NDTs,
6		projected escalation rates, and financial market conditions known as of December
7		6, 2024; ⁵
8	6)	Approve as reasonable the \$1.0 million (SDG&E share, 2014\$) for SONGS 1
9		decommissioning expenses invoiced to SDG&E by SCE for completed distributed
10		activities and undistributed costs for the 2024 NDCTP review period; ⁶
11	7)	Approve as reasonable the \$104.9 million (SDG&E share, 2014\$) for SONGS
12		2&3 decommissioning expenses invoiced to SDG&E by SCE for completed
13		distributed activities and undistributed costs for the 2024 NDCTP review period; ⁷
14	8)	Approve as reasonable the \$3.1 million (2014\$) in SDG&E-only costs for
15		SONGS incurred during the 2024 NDCTP review period; ⁸

⁴ Ex. SDGE-04, Prepared Direct Testimony On Behalf Of San Diego Gas & Electric Company (Financial Modeling, Trust Find Contribution, Tax Issues and Regulatory Accounting) (December 6, 2024) ("Ex. SDGE-04") at 2.

⁵ *Id.* at 3.

⁶ Ex. SDGE-02, Prepared Direct Testimony On Behalf Of San Diego Gas & Electric Company (Reasonableness of SONGS 1, 2&3 Decommissioning Activities and Costs Incurred by SDG&E in 2021 through 2023) (December 6, 2024) ("Ex. SDGE-02") at 1.

⁷ *Id*.

⁸ *Id*.

9) Find that SDG&E is compliant with prior Commission decisions regarding the NDCTP:⁹

In addition, SDG&E requested that the Commission continue to apply its "reasonable manager standard" when completing its SONGS decommissioning reasonableness reviews. The Commission's reasonable manager standard reviews a utility's actions based upon what the utility knew or should have known at the time the utility takes the action, not just the ultimate results or costs based on hindsight. The review standard also expressly provides that a utility's actions "may be found to be reasonable and prudent if the utility shows that its decision-making process was sound..., even it turns out not to have led to best possible outcome." The Commission's reasonable manager standard does not hold the utilities to unachievable perfect hindsight. It is therefore appropriate for the Commission to determine that SONGS decommissioning activities and expenses are reasonable based on the information provided by SCE and SDG&E in support of this Application.

On June 27, 2025, three intervenors, Alliance for Nuclear Responsibility ("A4NR")¹¹, Public Advocates Office at CPUC ("Cal Advocates")¹², and The Utility Reform Network ("TURN")¹³ provided intervenor testimony on SCE and SDG&E's direct testimony.

⁹ See infra at notes 14-17.

¹⁰ Decision ("D.") 05-08-037 at 10-11 (emphasis added).

Ex. A4NR-01, *Prepared Testimony Of John Geesman On behalf of the Alliance for Nuclear Responsibility* (June 27, 2025) ("A4NR Testimony").

Ex. CA-01, 2024 NDCTP: Reasonableness of the SONGS 1, 2&3 Nuclear Decommissioning Activities, SONGS 1, 2&3 and Palo Verde Decommissioning Cost Estimates, and DOE Litigation Proceeds for SONGS (June 27, 2025) ("Cal Advocates Testimony").

Ex. TURN-1, TURN-1C, TURN-2, TURN-3 and TURN-3C, Direct Testimony Of Matthew Freedman On The 2024 Nuclear Decommissioning Cost Triennial Proceeding of Southern California Edison and San Diego Gas & Electric Company (June 27, 2025) ("TURN Testimony").

No intervenor provided testimony opposing the reasonableness of the SONGS Unit 1 and SONGS 2&3 decommissioning expenses for the 2024 NDCTP review period of 2021–2023 nor the SDG&E-only costs for the same period. In addition, no intervenor provided testimony opposing SDG&E's request to maintain its annual contribution to its SONGS 1 and SONGS 2&3 NDTs at zero.

SDG&E does not provide rebuttal testimony for all intervenor recommendations but has reviewed SCE's rebuttal testimony¹⁴ and supports the positions taken by SCE on all disputed matters in this proceeding.

II. DOE LITIGATION PROCEEDS SHOULD BE RETURNED TO THE NON-QUALIFIED TRUSTS

SDG&E maintains that the most prudent action for handling future Department of Energy ("DOE") litigation proceeds is to deposit those proceeds into the Non-Qualified Nuclear Decommissioning Trusts ("NQNDTs") for use in funding future spent fuel management and storage costs. This is supported by the Commission's recent decision, D.24-08-001¹⁵ and by A4NR who supports returning DOE proceeds to the NQNDT's, consistent with their position in the 2021 NDCTP. In D.24-08-001, the Commission found that the timing of the removal of SONGS spent fuel was very uncertain¹⁶ and ordered that DOE litigation proceeds be retained in the NQNDT's for the purposes of paying for additional spent fuel storage costs caused by DOE delays. It stipulated that these returned funds be restricted to this use and ordered additional tracking of the DOE litigation proceeds¹⁷. While there's been some discussion and movement in

See Ex. SCE-09. SCE's Rebuttal Testimony will be filed on or before August 7, 2025.

¹⁵ D.24-08-001 at 36, Ordering Paragraph ("OP") 3.

¹⁶ *Id.* at 32, Findings of Fact ("FOF") 17.

Supra at note 15.

the area of interim spent fuel storage, solutions are still in the preliminary stages, after years of study and debate. As such, the same questions related to the DOE timing of spent fuel removal that existed in the previous NDCTP continue to persist. The timing of spent fuel removal at SONGS remains highly uncertain and continues to be a challenge to trust fund adequacy. Additional challenges to trust fund adequacy include the following:

• Financial Market Conditions:

The NDTs are very sensitive to financial market conditions. Given the long-term nature of the decommissioning project, even small fluctuations in the investment rate of return and cost escalation rates can significantly impact the trust balance levels. What appears to be an adequately funded NDT one year, can be erased with lower returns and/or higher cost escalation rates over a short period of time. The opposite scenario is also true. SDG&E NDT's have experienced both of these scenarios in recent years.

• Future and Unforeseen Risks

As Decommissioning and Dismantlement ("D&D") progresses, some risks are being eliminated as work is performed and completed. However, given the nature of SONGS being a nuclear facility and the long-term project period prior to final turnover of the site, various risks will remain throughout the decommissioning process. Examples of these types of risks include:

- Regulatory risks- federal and state requirements can change significantly over the next 30+ years, altering the scope and cost of decommissioning work.
- Underground Contamination- both anticipated and unknown locations
 may be identified as decommissioning progresses

1	 Remediation- certain areas may require extensive, costly efforts to meet 							
2	requirements for site turnover							
3	o Relocation of the ISFSI's- in the 2035 timeframe, the California Coastal							
4	Commission may require the ISFSI's to be relocated to a higher location							
5	on the SONGS site							
6	• <u>D&D Risks:</u>							
7	D&D is currently forecast to be completed in December 2028, leaving approximately four years							
8	of focused Decommissioning General Contractor ("DGC") work. During this period there is still							
9	a substantial amount of high-risk work, requiring specialized equipment, skilled labor and							
10	extensive coordination. While much of the work falls under a fixed price contract, scope of work							
11	can expand as work progresses and new unforeseen challenges are discovered. Until all DGC							
12	work is completed, disputes are settled, and the contract is finalized, significant financial risk							
13	remains.							
14	Given the uncertainty with the DOE start pickup date and the various significant risks							
15	identified above, SDG&E strongly advocates for the retention and deposit of future DOE							
16	litigation proceeds into its NQNDT's.							
17 18	III. INTERVENOR RECOMMENDATIONS - DEPARTMENT OF ENERGY LITIGATION PROCEEDS							
19	A. TURN Recommendations							
20 21	1. TURN Asserts Non-Comprehensive Showing of DOE Litigation Proceeds							
22	TURN states that SDG&E and SCE failed to provide a comprehensive showing in							
23	support of depositing DOE litigation proceeds into the SONGS NQNDTs ¹⁸ SDG&E opposes							

TURN Testimony, Ex. TURN-1 at 9.

this statement, as at the time of the 2024 NDCTP filing, it was speculative to assume that SCE and SDG&E would receive 100% of their Round 5 or Round 6 DOE litigation claims and to make any assumptions regarding the timing of a potential Round 6 award. Assuming that the Round 5 DOE litigation proceeds are received prior to the next NDCTP, SDG&E will incorporate its share of the net proceeds into the trust fund adequacy analysis to be submitted as part of the 2027 NDCTP proceeding. More specifically, SDG&E opposes TURNS claim that SCE and SDG&E did not comply with D.24-08-001¹⁹. As noted in Ex. SDG&E-01²⁰ and Ex, SCE-07²¹ each requirement of Ordering Paragraphs 5(a) – 5(e) were addressed as ordered.

2. TURN Opposes Utilities Retention of DOE Litigation Proceeds

TURN recommends that SDG&E be directed to return its share of all DOE litigation proceeds (net of litigation costs) to customers via ERRA²². Cal Advocates recommends that proceeds from litigation with the DOE should be split 50/50 between funding the NQNDT's and refunding customers through ERRA.²³ TURN's and Cal Advocates' recommendations are inconsistent with what the Commission ordered in the 2021 NDCTP D.24-08-001, effective August 1, 2024. In Ordering Paragraph 3 of that decision, it stated that SCE and SDG&E shall deposit the litigation proceeds it receives from the DOE into its respective NQNDTs. The Commissions justifications behind the decision are multiple and compelling and should be

¹⁹ TURN Testimony, Ex. TURN-1C, p. 11.

Ex. SDGE-01, Prepared Direct Testimony on Behalf of San Diego Gas & Electric Company (SDG&E's Oversight and Fiscal Management Role at SONGS, DOE Litigation Proceeds, and Compliance with Prior Commission Decisions) (December 6, 2024) ("Ex. SDGE-01") at 12-15.

Ex. SCE-07, Testimony on Update on DOE Litigation Proceeds (December 6, 2024) at 8-9.

²² TURN Testimony, Ex. TURN-1C at 29.

Cal Advocates Testimony at 2 and 10. Cal Advocates rebuttal is directed at SCE only and does not address SDG&E or SDG&E customers. SDG&E has reviewed SCE's rebuttal in response to Cal Advocates and supports the positions taken by SCE.

reconsidered in this proceeding. The Commission's Discussion in D.24-08-001 section 5.2.2 and its Finding of Facts regarding this issue state the following:

- 1) Because the litigation proceeds are monetary compensation DOE is paying to compensate the Joint Utilities for DOE's delay, it is reasonable to use this money to pay for the additional spent fuel storage costs the Joint Utilities will incur because of DOE's delays and not flow this money to current ratepayers²⁴.
- 2) There is a high likelihood that DOE's delay in beginning SNF removal will be further extended in the next NDCTP. SCE delayed the start and end dates by three years in this NDCTP. The assertion that there will be a "surplus" of SNF management funds in the NDTs depends on an assumed SNF removal date, which cannot be known with any degree of certainty. Despite decades of discussion and debate, the DOE appears no closer to being able to accept SNF than it was during prior NDCTPs.
- 3) As a result of DOE's continual delay in removing the spent fuel from SONGS, the forecasted costs have increased. SNF management costs have increased significantly since the 2014 SONGS DCE. The increase is a result of an additional five years of maintaining SNF since the 2014 SONGS DCE as well as updating the annual costs for managing the SNF due to additional/new regulatory requirements.
- 4) Given the high likelihood that DOE's delay will be further extended by the next NDCTP, depositing the DOE litigation proceeds into the NQNDTs now ensures there are sufficient funds to pay for any additional spent fuel storage costs caused by further DOE delays.²⁷

D.24-08-001 at 24.

²⁵ *Id.* at 33, FOF 20.

²⁶ *Id.* at 33, FOF 21.

Supra at note 25.

As of today, there remains a significant degree of doubt as to when, or if a permanent, offsite repository for the SONGS spent nuclear fuel will become available. It is similarly uncertain whether an off-site interim storage facility will be developed that could eventually accept SONGS spent fuel after the estimated project completion date of 2056. Due to the potential costs of continued delays, TURN's proposal to return all DOE litigation proceeds to customers at this time is unreasonable and should be rejected.

3. <u>TURN Asserts the Commission Should Rely on TURNS Adjusted</u> <u>Cash Flow Model</u>

TURN states that both SDG&E and SCE have omissions and flaws in their modeling of the trust funds²⁸ and creates an adjusted cash flow model which produces a conclusion TURN claims demonstrates a massive overfunding relative to the foreseeable need and shows SDG&E has adequate funding to cover decades of spent fuel pickup delays. TURN's adjusted cash flow model has significant flaws and produces conclusions that are misleading to assessing trust fund adequacy. SDG&E discusses the flaws in assumptions and results of this model below:

• SONGS Unit 1, 2, and 3 NDT's Cannot be Combined

TURN produces what it calls a simplified model which combines all three NDT's to produce an ending trust balance which led to their conclusion that current trust funds are more than sufficient to meet decommissioning needs without the retention of DOE proceeds. TURN's approach to combine the three NDT balances is fundamentally flawed, as it ignores important Internal Revenue Service ("IRS") and Master Trust Agreement rules, that prohibit the sharing of NDT assets. Each NDT is distinct; its assets are to be used solely for the decommissioning activities of that particular unit and cannot be transferred to cover decommissioning of any other

²⁸ TURN Testimony, Ex. TURN-1 at 15-19.

unit. Any analysis that combines NDT balances produces results that are unrealistic, distorted and should not be relied upon to assess funding adequacy.

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

• Combining Unit 1, 2, and 3 Results in a Distorted Conclusion

The determination of whether an NDT is adequately funded cannot be assessed on a combined basis. As mentioned above, sharing of trust funds between units is prohibited and therefore any determination of funding adequacy must be made on an individual unit basis. Therefore, Unit 1, Unit 2 and Unit 3 should each be evaluated individually by reviewing the unit's NDT balances against future decommissioning costs for that unit. The combining of NDT's balances, for trust fund adequacy assessment purposes, can lead to the erroneous conclusion that funding is adequate when it is not. By combining NDT balances, an overfunded status in one unit can offset a shortfall in another unit. The conclusion, based on the combined totals, may show ample available funds, when in fact, a shortfall in one or more units may exist. In the case of SDG&E, Unit 1 is very well funded, and while Units 2 and 3 are fully funded given current cost assumptions. However, the margin to absorb future costs is in the range that it could be eliminated by a single year of unfavorable investment returns. To demonstrate the sensitivity of investment returns on NDT ending balances, I will reference TURN's combined model which assumes SDG&E will deposit NEIL and DOE Round 5 and 6 proceeds into its NQNDT's. That model shows a combined ending balance of \$908 million in 2056 (2056\$). A one percent (1%) decrease in the assumed rate of return throughout the life of the project reduces the ending balance to \$491 million, a decrease of nearly half of the original balance. This is the impact of a 1% reduction, a material drop in the rate of return could eliminate any margin and result in an NDT that is underfunded.

Comparison of Trust Fund Balances to Remaining Decommissioning Costs Should be Considered in Determining Trust Fund Adequacy

TURN states the Commission should reject any assessment of trust fund adequacy that is limited to a comparison of current trust fund balances to remaining decommissioning costs forecasted to be incurred over the next 30+ years because it ignores projected growth of trust fund balances over time attributable to investments returns. TURN argues that this is a highly misleading approach²⁹. SDG&E disagrees with this characterization, as this comparison is a valuable tool in assessing the capability of the NDTs to meet their decommissioning obligation, at a given point in time, without introducing the volatility surrounding investment returns and variability in escalation rates of future decommissioning costs. SDG&E, in its trust cash flow models, incorporates assumptions regarding investment returns, taxes, and costs to derive annual trust fund balances³⁰. Both the simple point in time comparison and the trust adequacy cash flow models provide valuable information and assist in evaluating trust fund adequacy.

Below is SDG&E's comparison of NDT balances to remaining decommissioning costs as of 12/31/2023, the date used by SDG&E as the starting point in its cash flow model.

	Total Assets	Remaining	Funded Status
		Costs	
Unit 1	\$145	\$47	309%
Unit 2	\$303	\$300	101%
Unit 3	\$367	\$350	105%
Total Costs	\$815	\$697	

TURN Testimony, Ex. TURN-1C at 12-13.

Ex. SDGE-04C, Workpapers for Exhibit SDGE-04C (Financial Modeling & Trust Contributions Workpapers) (December 20, 2024).

• NEIL Dividends Amounts are Inaccurate

TURN's NEIL dividend amounts used in its cash flow analysis derive an average based on historical receipts. In calculating the average, errors were noted, but more importantly, using prior history to forecast annual NEIL dividends throughout the life of the project can be misleading. **Importantly, NEIL dividends are not guaranteed.** Any NEIL distributions are the result of membership fund performance and claim activity and will fluctuate from year to year. Although SCE and SDG&E have been the beneficiary of annual dividends in recent years, a significant nuclear incident could result in a claim that is capable of eliminating the dividend and instead result in an assessment to the existing membership. Therefore, SDG&E recognizes NEIL dividends only when received and assumes \$0 in forecast years for cash flow modeling purposes.

IV. CONCLUSION – DOE LITIGATION PROCEEDS SHOULD BE MAINTAINED FOR FUTURE USE

SDG&E concludes that it is still too early in the decommissioning process to consider returning DOE litigation proceeds to ratepayers in the current NDCTP. Although the SONGS decommissioning project has progressed substantially, many if not all of the risks that were relevant in the 2021 NDCTP still exist. Given the DOE's history of continued delays in fulfilling its obligation to establish a permanent disposal site, the uncertainty of future costs continues with no clear path for resolution. Until a reliable schedule is established, incremental costs for the extended duration of storing, maintaining, and securing the spent fuel are unavoidable. Not only does a significant level of uncertainty regarding future decommissioning costs remain, but investment returns on nuclear decommissioning trust funds used to fund these costs, can be cyclical in nature and are certain to impact the level of available funding.

In the last NDCTP proceeding the Commission agreed with SDG&E on this point, stating that "because the litigation proceeds are monetary compensation DOE is paying to compensate the Joint Utilities for DOE's delay, it is reasonable to use this money to pay for the additional spent fuel storage costs the Joint Utilities will incur because of DOE's delays and not flow this money to current ratepayers³¹." In addition, a strong argument can be made that if trust funds are used to pay for the underlying costs associated with the DOE's breach, the trust fund should receive the benefit of the DOE litigation refund.

The primary goal of both SCE and SDG&E is to safely and prudently decommission SONGS while ensuring that adequate trust funds are preserved to complete decommissioning without asking future rate payers to address the shortfall caused by the DOE's failure to perform. As such SDG&E requests that DOE litigation proceeds be retained in the NQNDTs to fund future spent fuel management and storage costs.

Finally, it should be noted that consistent with the Commission's direction in D.24-08-001, SDG&E and SCE will continue to evaluate the NDT balances and forecasted costs as DOE litigation proceeds are received, in future NDCTPs. This provides the benefit of incorporating any progress that the DOE makes in developing an interim storage facility or changes in regulatory requirements into its analysis in future NDCTPs.

³¹ D.24-08-001 at 24.

V. STATEMENT OF QUALIFICATIONS

WITNESS QUALIFICATIONS FOR TRACY M. DALU

My name is Tracy M. Dalu, and my business address is 8326 Century Park Court, San
Diego, California 92123. I am employed by SDG&E as the Manager of Nuclear
Decommissioning and am a Certified Public Accountant ("CPA"). My primary responsibilities
are to provide oversight and proper fiscal management of SDG&E's 20% ownership interest in
SONGS and to provide financial information to support legal and regulatory filings. I have been
in my current role since April of 2016. Prior to my current role, I was the Generation
Accounting Supervisor for SDG&E where my primary responsibilities were to account for and
report on all SDG&E owned generation facilities, including SONGS. I was also responsible for
the accounting and financial reporting of SDG&E's asset retirement obligations and ensuring
that SDG&E was in compliance with Securities Exchange Commission ("SEC") and regulatory
reporting requirements. I began work at Sempra Energy in May 2002 as an accountant for
Sempra Energy's Global division and was responsible for the financial reporting of their
generation fleet. My responsibilities included preparing financial statements, consolidations,
cash flows, variance analysis and ensuring compliance with SEC reporting. Prior to my career at
SDG&E I spent three years working as an auditor for Price Waterhouse Coopers. I graduated
from San Diego State University with a Bachelor of Science in Business Administration
(Accounting emphasis) and obtained my CPA license in 2001.
I have previously testified before this Commission.