BEFORE THE PUBLIC UTILITIES COMMISSION OF THE

STATE OF CALIFORNIA

Order Instituting Rulemaking to Continue Implementation and Administration of California Renewables Portfolio Standard Program.	))))	Rulemaking 11-05-005 (Filed May 5, 2011)

SOUTHERN CALIFORNIA EDISON COMPANY'S (U 338-E) REPLY COMMENTS ON ADMINISTRATIVE LAW JUDGE'S RULING REQUESTING COMMENTS ON PRELIMINARY STAFF PROPOSAL TO CLARIFY AND IMPROVE CONFIDENTIALITY RULES FOR THE RENEWABLES PORTFOLIO STANDARD PROGRAM

JENNIFER TSAO SHIGEKAWA
CATHY A. KARLSTAD

Attorneys for
SOUTHERN CALIFORNIA EDISON COMPANY

2244 Walnut Grove Avenue
Post Office Box 800
Rosemead, California 91770
Telephone: (626) 302-1096
Facsimile: (626) 302-6962
E-mail: Cathy.Karlstad@sce.com

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Pursuant to the Administrative Law Judge's Ruling Requesting Comments on Preliminary Staff Proposal to Clarify and Improve Confidentiality Rules for the Renewables Portfolio Standard Program ("ALJ Ruling"), Southern California Edison Company ("SCE") respectfully submits these reply comments on the Energy Division Preliminary Staff Proposal ("Staff Proposal") to the California Public Utilities Commission ("Commission").[1]

I.

INTRODUCTION

Seventeen parties provided opening comments on the Staff Proposal to radically change the Commission's confidentiality protection of Renewables Portfolio Standard ("RPS")-related information. The majority of those stakeholders share SCE's serious concerns with the Commission proceeding with Staff's recommendations to make public a substantial amount of data previously classified as confidential and market sensitive based on the scant record set forth in the Staff Proposal. Indeed, several parties question the need for any significant modifications

1 By an e-mail dated July 16, 2013, Administrative Law Judge Simon extended the date for filing reply comments until August 27, 2013.

to the RPS confidentiality rules, especially given that the Commission has already developed well-settled and comprehensive rules and procedures for the confidential treatment of electricity procurement information in a dedicated confidentiality proceeding based on an extensive record and the input of a wide range of stakeholders. Those confidentiality rules – which apply to all electricity procurement data, not just RPS information – are working well.

Before undertaking a dramatic overhaul of the confidentiality rules, SCE agrees with the Union of Concerned Scientists ("UCS") that the Commission "must present compelling evidence for why existing RPS confidentiality rules are flawed and how proposed changes will benefit the Commission and electricity customers."[2] The Staff Proposal fails this test.

In addition to providing little to no evidence as to why the Commission's current rules regarding the confidential treatment of RPS data are inadequate and how the sweeping changes suggested in the Staff Proposal will solve any purported flaws, the Staff Proposal fails to adequately consider how requiring public disclosure of a large swath of RPS-related information that the Commission previously determined was market sensitive will affect the RPS procurement costs incurred by customers and customers' electricity rates. The Staff Proposal ignores the substantial harm to customers that will result from disclosure of such data. Moreover, the Staff Proposal includes no evaluation of how its proposed revisions to the RPS confidentiality rules comply with the Commission's legal obligations to protect confidential, market sensitive, and trade secret information.

SCE strongly urges the Commission not to make wholesale changes to confidentiality rules that are fundamentally sound. The Commission should reject the Staff Proposal. If the Commission decides to re-examine any of its confidentiality practices for RPS data, it should open an appropriate confidentiality proceeding, which would allow for larger stakeholder participation and a full evaluation of the effects of any rule changes on all procurement activities and costs. Additionally, rather than starting with a proposal that suggests eliminating or

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[2] UCS Comments at 3.

drastically shortening the window of confidentiality for large amounts of sensitive information, the Commission should first carefully consider what, if any, problems exist with respect to the current confidentiality rules. If any inadequacies are identified, the Commission should then consider the best methods to solve any problems associated with those inadequacies, consistent with the Commission's obligations to protect confidential information. This may include ensuring that data that is already made public by retail sellers is adequately communicated to all relevant parties, as well as the disclosure of properly aggregated information released within a reasonable confidentiality window. The Commission should also apply the same confidentiality rules to all retail sellers. SCE suggests that a workshop would be an appropriate first step if the Commission determines a re-evaluation of its confidentiality rules is necessary.

II.

THE COMMISSION SHOULD REJECT THE STAFF PROPOSAL'S DRASTIC OVERHAUL OF THE CONFIDENTIALITY RULES

A. There Is No Need For Sweeping Changes To The Confidentiality Treatment Of RPS-Related Data

Both the Commission and a broad range of parties have already invested substantial time, effort, and resources in developing confidentiality rules for electricity procurement data in a proceeding specifically committed to examining the Commission's practices regarding confidential information to ensure meaningful public participation and open decision-making, while taking account of the Commission's legal obligations to protect confidential information. Based on a thorough and complete record, in Decision ("D.") 06-06-066, the Commission established comprehensive confidentiality rules for electricity procurement information, including RPS data. In particular, the Commission adopted an investor-owned utility ("IOU") Matrix and an electric service provider ("ESP") Matrix identifying whether various procurement information is entitled to confidential treatment, and determining the window of confidentiality

for such information.[3] The Commission found that a substantial portion of the materials discussed in the Staff Proposal, including bundled retail sales forecasts, RPS contract terms and conditions, bid information, and score sheets, analyses, and evaluations of proposed RPS projects, is market sensitive information that should be protected from public disclosure.[4]

The comments on the Staff Proposal demonstrate that a diverse group of utilities, ESPs, generators, and other stakeholders agree that the Commission's existing confidentiality rules are generally working effectively and not in need of the drastic modifications recommended in the Staff Proposal.[5] For example, PG&E stated that "[t]he Commission and active parties in Commission proceedings have now had more than six years of experience implementing D.06-06-066 and, although there are occasional disagreements regarding confidentiality designations, in general the procedures adopted in D.06-06-066 and subsequent decisions appear to be working well and are familiar to parties and the Commission."[6] Similarly, "[f]rom the perspective of generators and developers of generation resources," IEP noted that the Commission's existing confidentiality protocol as developed in D.06-06-066 "has a number of positive features" and that the "status quo for the confidential treatment of bids, short-listing, and final contracts is preferred by developers and generators for a number of reasons."[7] UCS also explained that the Staff Proposal "fails to provide a compelling reason for why the current RPS confidentiality rules and procedures are insufficient and need to be modified at this time."[8]

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3 *See* D.06-06-066, Appendix 1, as modified by D.08-04-023, Appendix C ("IOU Matrix"); D.06-06-066, Appendix 2, as modified by D.08-04-023, Appendix B ("ESP Matrix").

4 *See* IOU Matrix, Sections V.C, VII.F-H, VIII.A; ESP Matrix, Sections I.A-C.

5 *See* Alliance for Retail Energy Markets ("AReM") Comments at 3, 9-15, 23-44; Calpine PowerAmerica-CA, LLC ("CPA") Comments at 1-2; Center for Energy Efficiency and Renewable Technologies ("CEERT") Comments at 1-11; Independent Energy Producers Association ("IEP") Comments at 3-4, 6-9; PacifiCorp Comments at 3-18; Pacific Gas and Electric Company ("PG&E") Comments at 1-23; Powerex Corp. ("Powerex") Comments at 2-6; San Diego Gas & Electric Company ("SDG&E") Comments at 1-48; SCE Comments at 2-29; UCS Comments at 3-5.

6 PG&E Comments at 1-2.

7 IEP Comments at 6.

8 UCS Comments at 4.

One of Staff's primary justifications for radically altering the RPS confidentiality rules is a general desire for greater transparency given the public interest in the RPS program.[9] Staff also cited improved decision-making, statutory changes to the RPS program enacted in Senate Bill ("SB") 2 (1x), enabling the Commission to more effectively carry out its responsibilities to report to the Legislature, and improved coordination within and outside the Commission with respect to long-term procurement and transmission planning as explanations for its recommendations.[10] A few parties mentioned these reasons for supporting the Staff Proposal.[11] Other than repeating the unsupported rationales set forth in the Staff Proposal, however, these stakeholders provided very little explanation why these factors warrant far-reaching changes to the RPS confidentiality rules. In fact, none of these purported justifications require the Commission to dramatically depart from its existing confidentiality practices.

First, as PacifiCorp reasoned, "[g]iven the market sensitivity of RPS procurement information, increased transparency is not always positive; rather, it should be narrowly tailored and timed to clear goals and objectives, rather than simply pursued for its own sake."[12] The Commission recognized this balance in D.06-06-066. Although the Commission stated that "[g]reater public access should be provided for procurement documents relating to the RPS program because of the public interest aspects of the program,"[13] it also found that there is a need to protect RPS information that has the potential to materially affect the market price for electricity, particularly in the case of RPS contract prices and RPS bid and evaluation data. Providing greater transparency because of the public interest in the RPS program does not justify revealing market sensitive information that will ultimately result in higher customer costs.

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9 *See* ALJ Ruling at 2, 16, 25.

10 *See id.* at 8-9, 13-17, 22, 28-38.

11 *See* Green Power Institute ("GPI") Comments at 1-2; Marin Energy Authority ("MEA") Comments at 3-5; Sierra Club California, Defenders of Wildlife, and Center for Biological Diversity (collectively, "Conservation Groups") Comments at 5-8.

12 PacifiCorp Comments at 7.

13 D.06-06-066, as modified by D.07-05-032, at 4; IOU Matrix, Sections VII.F-H, VIII.A; ESP Matrix, Sections I.A-C.

Second, the Commission can achieve transparency to the public and effective decision-making without disclosing highly confidential information like contract prices, bid data, and project-specific quantitative evaluation information. SDG&E correctly explained the issue: "As a practical matter, the only constituency that is currently unable to access confidential RPS procurement data under the existing rules is market participants – *i.e.*, sellers of electric generation. Thus, the issue before the Commission, properly framed, is whether *generators* and other market participants should have access to non-public RPS procurement data, and whether providing such access would ultimately benefit utility ratepayers."[14]

The Commission and its Staff already have access to confidential RPS information. So do all non-market participants who are willing to sign a non-disclosure agreement and/or submit to a protective order. Accordingly, mandating that highly sensitive RPS data be publicly disclosed will not serve the public interest or improve decision-making given that the decision-makers already have this information; it will simply provide market participants with confidential information that they can use to the detriment of customers. Indeed, both GPI and the Conservation Groups acknowledge that as non-market participants, they can obtain confidential information so long as they sign a non-disclosure agreement.[15] That some parties refuse to sign non-disclosure agreements does not necessitate changes to the confidentiality rules.

Furthermore, providing the public with information that will allow them to understand the status of the RPS program and the costs of RPS procurement does not require the public disclosure of individual RPS contract prices and terms and conditions, RPS bid information, project-specific quantitative evaluation information, or proprietary forecasts. SCE does not object to publicly revealing its actual RPS-eligible deliveries and forecast RPS-eligible deliveries or its actual and forecast RPS generation and procurement costs, so long as such information is

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14 SDG&E Comments at 8.

15 *See* GPI Comments at 2; Conservation Groups Comments at 2 n.1.

appropriately aggregated. Indeed, SCE already provides this information publicly.[16] SCE agrees that this type of data will give the public a better understanding of the overall performance and costs of the RPS program, and it is possible to do so without disclosing information that could affect the terms and conditions retail sellers can negotiate for renewable procurement. As several parties explained, publicly revealing individual contract prices may actually lead to more confusion, not more transparency, since contract price is just one part of how retail sellers and the Commission make decisions on contracts, and because disclosing specific contract prices may result in apples-to-oranges comparisons of contracts with very different terms and conditions.[17]

Third, the Staff Proposal's suggestions that changes to the confidentiality rules are needed as a result of the enactment of SB 2 (1x) and to enable the Commission to report to the Legislature are without merit. To the contrary, as CEERT and UCS noted, there is no legislative mandate for the Commission to undertake a review of the RPS confidentiality rules.[18] When it passed SB 2 (1x), the Legislature could have required the Commission to modify its confidentiality rules for RPS data or directed the Commission to review its confidentiality rules. It did not do so. Instead, in passing SB 836, the Legislature provided for the release of the aggregated RPS cost information it wanted the Commission to report.[19] The Legislature also specifically stated that "[t]his section does not require the release of the terms of any individual electricity procurement contracts for eligible renewable energy resources, including unbundled renewable energy credits, approved by the commission."[20] Accordingly, there is no basis for

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16 *See, e.g.*, Southern California Edison Company's (U 338-E) 2012 Preliminary Annual 33% RPS Compliance Report at Appendix A (August 1, 2013); Southern California Edison Company's (U 338-E) 2013 Renewables Portfolio Standard Procurement Plan at Appendices C.1-D (June 28, 2013).

17 *See* AReM Comments at 13-15; PacifiCorp Comments at 5; Powerex Comments at 4; UCS Comments at 6.

18 *See* CEERT Comments at 2-5; UCS Comments at 4-5.

19 *See* Cal. Pub. Util. Code § 911. SB 2 (1x) also added Section 910 to the Public Utilities Code, which requires the Commission to report to the Legislature on various RPS-related information.

20 Cal. Pub. Util. Code § 911(b).

concluding that modifying the RPS confidentiality rules is necessary to satisfy the Commission's reporting obligations to the Legislature or because of the other changes to the RPS program.

Fourth, there is no need to radically increase the public disclosure of RPS-related data to improve coordination among the Commission and other agencies on long-term procurement planning or transmission planning. Much of the information discussed in the Staff Proposal is not needed for long-term procurement or transmission planning.[21] For instance, SCE sees no reason that the number of total bids and shortlisted bids in a solicitation need to be publicly revealed during the solicitation to increase planning coordination. In addition, to the extent confidential RPS data is needed for long-term or transmission planning within the Commission, it can already be shared with appropriate confidentiality protections. Such information can also be shared with other agencies under inter-agency confidentiality agreements. Moreover, in most cases, project or contract-specific data is not required for long-term and transmission planning. Thus, the Commission can coordinate planning within the Commission and among other agencies through the use of appropriately aggregated information.

In short, there is no evidence that the Commission needs to re-evaluate its confidentiality practices for RPS data. If the Commission decides to undertake any revisions to the confidentiality rules, however, SCE agrees with CEERT and PG&E that any such review should be done in a comprehensive fashion through a new confidentiality proceeding, rather than through a piecemeal approach.[22] Many of the categories of information addressed in the Staff Proposal are not unique to the RPS proceeding or RPS transactions. The Commission should not modify the RPS confidentiality rules without considering the implications of such changes for non-RPS data. Additionally, the Commission should avoid inconsistent rules that apply different confidentiality treatment to the same type of information in different proceedings.

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[21] *See* SCE Comments at 20-23.

[22] *See* CEERT Comments at 9-10; PG&E Comments at 2.

Finally, SCE agrees with UCS that the "Commission must present a much more specific argument describing the problems caused by current confidentiality and reporting rules and how the staff proposal will remedy [such problems] in a way that provides added benefit to the Commission and electricity customers."[23] Before undertaking any reforms to the confidentiality rules, the Commission should carefully consider whether any changes to the Commission's existing practices are necessary and whether any suggested modifications will make the process better, not worse. As discussed below, this evaluation should include consideration of any harm to customers that will result from public disclosure of RPS information and the Commission's legal obligations to protect confidential information. Additionally, the Commission should consider whether its goals can be met by information that is already publicly revealed or through the use of appropriately aggregated information that is released within a reasonable confidentiality window. The release of aggregated or partial data is an important tool in allowing public participation and transparency, without releasing information that could cause harm to customers. If the Commission does undertake any re-evaluation of the confidentiality rules, SCE suggests that a workshop may be an appropriate first step.

B. The Staff Proposal Fails To Consider The Substantial Harm To Customers That Will Result From Disclosure Of Market Sensitive, Trade Secret Information And The Legal Restrictions On Revealing Such Information To Market Participants

Protecting customers from harm (in the form of higher RPS procurement costs and rates) should be the Commission's primary focus in considering any changes to its confidentiality rules. However, the Staff Proposal pays little attention to the effects of its recommendations on RPS contract prices or procurement costs. In fact, the Staff Proposal fails to include reducing, or at least not increasing, customer costs as a guiding principle. As SDG&E noted, the Staff

[23] UCS Comments at 5.

Proposal "disregards the serious ratepayer harm that would result from requiring near-term disclosure of confidential procurement information."[24]

The Staff Proposal argues that given the mature RPS market and the number of load-serving entities ("LSEs") subject to binding RPS targets, the "likelihood that disclosure of the price of a contract at the time Commission considers it will have a substantial impact on the large and diversified RPS market is slight."[25] The Staff Proposal provides no support for that claim. The Conservation Groups similarly make the meritless suggestion that the Staff Proposal will provide appropriate protection for confidential information because "[c]ollusion and market manipulation by a few companies is less likely in a market with a wide range of developers and hundreds of renewable energy projects of various types and sizes in various stages of development."[26]

The fact that the renewables market has matured does not prevent the disclosure of market sensitive information from affecting a buyer's market price for electricity. The Commission has recognized the need for confidentiality protections in connection with fossil-fuel resources, even though that market is more mature and robust than the market for RPS-eligible resources.[27] Indeed, in adopting comprehensive confidentiality rules in D.06-06-066, the Commission reasoned that "[c]onfidentiality protections are essential to avoid a repetition of electricity market manipulation."[28] As the energy crisis that cost the State and California

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[24] SDG&E Comments at 9.

[25] ALJ Ruling at 20-22.

[26] Conservation Groups Comments at 9.

[27] SCE also notes that while the market for RPS-eligible resources has matured, the competitiveness of the market differs technology-by-technology and program-by-program. SCE is subject to separate goals for the Renewable Auction Mechanism ("RAM") program, the Solar Photovoltaic Program ("SPVP"), and the Renewable Market Adjusting Tariff ("Re-MAT") program, and some of these programs have separate targets for different product categories. Even if the overall renewables market is competitive, the market for a specific program, or a specific product, might not be.

[28] D.06-06-066, as modified by D.07-05-032, at 4.

electricity customers billions of dollars moves further into the past, the Commission should not forget the lessons learned from that period. The risk of market manipulation still exists.[29]

Moreover, sellers need not engage in market manipulation to take advantage of the disclosure of contract prices and terms and conditions, bid data, quantitative evaluation information, and proprietary forecasts. If one party to a transaction has more information than the other, the advantaged side can use this information to extract a more favorable outcome in negotiations. More specifically, if sellers receive confidential, market-sensitive information from buyers, customers will be harmed. Sellers are self-interested parties seeking to maximize their profits. If sellers know how much a buyer is willing to pay for an RPS contract because they have recently executed contract prices, it would encourage sellers to price their products not on the basis of their costs, but on the basis of what they believe the buyer is willing to pay.

Retail sellers are placed at a particular disadvantage when the public release of information is one-sided. Renewable developers and generators do not disclose their confidential cost data to retail sellers. Likewise, retail sellers should not be required to reveal their confidential information to renewable developers and generators. In Rulemaking ("R.") 05-06-040, SCE presented extensive testimony that the asymmetric release of market sensitive information will result in customer harm.[30] The Commission agreed, concluding that "[i]n a market such as the IOU procurement bidding process, one-sided release of information will result in higher, not lower, prices for ratepayers in most situations."[31] The Staff Proposal would provide for such an asymmetric disclosure of highly sensitive price and bid data from retail sellers to renewable developers and generators. IOUs pass their procurement costs on to

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[29] For instance, JPMorgan Chase & Co. recently agreed to pay $410 million (including a $285 million civil penalty) to settle Federal Energy Regulatory Commission allegations that it manipulated the power markets in California and the Midwest from 2010 to 2012. *See* Brian Wingfield and Dawn Kopecki, *JPMorgan to Pay $410 Million in U.S. FERC Settlement* (June 30, 2013) (available at: http://www.bloomberg.com/news/2013-07-30/jpmorgan-to-pay-410-million-in-u-s-ferc-settlement.html).

[30] *See* SCE's Opening Testimony in Order Instituting Rulemaking to Implement Senate Bill No. 1488 Relating to Confidentiality of Information, R.05-06-040, at 8-22, Exhibit B (October 28, 2005).

[31] D.06-06-066, as modified by D.07-05-032, at Finding of Fact ("FOF") 2.

customers and do not make a profit on procurement. Thus, IOU customers are the ones that will be harmed by the higher RPS procurement costs that result from adoption of the Staff Proposal. The Commission should prevent this result by carefully evaluating the effects on customers of any modifications to the RPS confidentiality rules.

Lastly, the Conservation Groups make the baseless assertion that "reducing confidentiality protections for data provided to the Commission will improve legal defensibility."[32] The Conservation Groups are incorrect. The Commission fully analyzed its legal obligations to protect confidential information in D.06-06-066, and expressly determined that the information included in the IOU and ESP Matrices is market sensitive and entitled to confidential treatment. The Staff Proposal recommends substantial reductions in the confidentiality protections previously adopted by the Commission without any analysis of how these rule changes comply with the law. Rather than "significantly reduc[ing] potential legal vulnerabilities" as the Conservation Groups claim,[33] approval of Staff's proposed modifications to the RPS confidentiality rules would be contrary to the Commission's legal obligations.[34]

III.

DISCLOSURE OF CONFIDENTIAL CONTRACT PRICE AND BID DATA TO MARKET PARTICIPANTS WILL LIMIT COMPETITION AND INCREASE COSTS TO CUSTOMERS

Like SCE, most parties oppose the Staff's proposal to substantially shorten the window of confidentiality for RPS contract prices.[35] In contrast, while acknowledging that "[c]ontract price has traditionally been considered among the most sensitive of categories of information," GPI

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32 Conservation Groups Comments at 10.

33 *Id.*

34 As explained in SCE's opening comments, the Commission must ensure that any changes to its rules for the confidential treatment of RPS-related information are fully consistent with the Commission's legal obligations to protect confidential, market sensitive, and trade secret information from public disclosure. *See* SCE Comments at 9-11.

35 *See* AReM Comments at 9-15, 23-28, 32-36; CPA Comments at 4-5; IEP Comments at 3-4, 6-9; PacifiCorp Comments at 13-14; PG&E Comments at 9-13; Powerex Comments at 2-4; SDG&E Comments at 18-19, 29-35; SCE Comments at 14-17; UCS Comments at 6-7.

supports the Staff Proposal's suggestions on price disclosure because they will allow public-purpose interveners like GPI, who choose not to be privy to confidential information, to better participate in the contract-review process.[36] Similarly, MEA claimed that disclosure of RPS contract prices "will better inform California customers of future energy costs, permit more equitable comparison of service options (if available), and will increase understanding of the costs that will ultimately be incorporated in the PCIA charges assessed to [community choice aggregator ("CCA")] customers when they depart utility service."[37]

As detailed above, publicly revealing individual contract prices shortly after contract execution is not necessary to inform the public about RPS procurement costs or allow non-market participants to participate in the contract review process. Aggregated data on actual and forecasted RPS procurement costs will serve to inform customers of future energy costs, permit comparison of service options, and provide information about the costs that are incorporated in exit fees. Moreover, non-market participants can already participate in the contract review process and gain access to confidential information as long as they sign a non-disclosure agreement and/or submit to a protective order.

The Division of Ratepayer Advocates ("DRA") recommends that "where (1) competitive markets are non-existent and (2) contract price disclosure may lead to market manipulation or a higher cost of procurement, the contract price should be kept confidential."[38] SCE disagrees with DRA that these concerns are limited to developing technologies. The public disclosure of contract prices may lead to market manipulation and higher costs of procurement for all technologies.

Contract price is highly market sensitive and trade secret information. Divulging specific contract terms and conditions (and particularly price) will place the disclosing party at a disadvantage when negotiating future contracts. For instance, if sellers know what SCE is

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36 GPI Comments at 5.
37 MEA Comments at 8.
38 DRA Comments at 3.

willing to pay for RPS contracts, SCE will be significantly disadvantaged in negotiations, to the detriment of its customers. Just like a poker player would be at an unfair disadvantage if he was the only player who had to play with all of his cards face up on the table, SCE will not be able to negotiate the best prices and terms and conditions for its customers if its counterparties know what it is paying for similar contracts.

Additionally, if they were disclosed, recently executed contract prices would likely serve as the "floor" or "target" for future negotiations and would undermine SCE's ability to effectively negotiate, resulting in higher procurement costs for SCE's customers. SCE has experienced real-world situations where a benchmark or price cap served as a target for sellers' proposed pricing. For example, the Commission set a price cap of $192.50/MWh for SCE's SPVP program. In its first SPVP solicitation, SCE saw a significant number of bidders bid prices just under that cap. Using publicly disclosed prices as a "floor" or "target" for future negotiations is an even more likely outcome with actual contract prices than it was with administratively-determined benchmarks or price caps because sellers will know the buyer was willing to enter into contracts at that price.

Without explanation, MEA also asserted that "disclosure of executed contract prices should not impact ongoing contract negotiations given the time spread between solicitation and contract execution, thereby ensuring IOUs can continue to negotiate competitively for renewable procurement options."[39] Although revealing a contract price shortly after execution may not affect the price of that contract, it will affect the prices of future contracts, which is the main concern with this proposal. SCE conducts multiple solicitations close in time, or even simultaneously. For example, in the near future, SCE will be holding an RPS solicitation, a RAM solicitation, a SPVP solicitation, Re-MAT auctions, and a Local Capacity Requirements solicitation, among other solicitations. Renewable resources are eligible to participate in all of these solicitations. If a seller sees that SCE was willing to sign a contract at a certain price in

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39 MEA Comments at 9.

one solicitation, it may increase its bid price in another solicitation, particularly if the seller believes that solicitation is less competitive. Indeed, SCE has seen the same project bid one price in the RAM program and a higher price in the SPVP because the SPVP is perceived to have higher pricing and less competition. Publicly revealing all executed contract prices would likely result in more of this type of gaming from sellers.

Furthermore, SCE agrees with IEP, PG&E, PacifiCorp, and SDG&E that the Commission should reject the Staff Proposal's expansive disclosure of RPS bid information.[40] Supporting the Staff Proposal, GPI argued that "[t]here is no reason why categories of information such as the number of bids received and the number of bids short listed should be considered trade secrets, and their disclosure promotes better policy making…."[41] SCE disagrees. The Staff Proposal recommends that IOUs be required to disclose the number of bids and the number of shortlisted bids before a solicitation has even closed. Revealing such information to bidders in the midst of a solicitation will tell bidders how much competition they have in the solicitation. This scenario is likely even when there is a large number of bids in a solicitation as the number of bids on a short list is not directly correlated to the number of bids received in a solicitation.

Public disclosure of bid prices is even more problematic. MEA supports the disclosure of aggregated bid prices, citing the alleged value to the public in terms of understanding "the trade-offs between certain technologies with potentially lower short term cost implications versus other technology types which may appear to have higher immediate costs but permit the buyer to avoid other procurement costs such as capacity or certain [California Independent System Operator ("CAISO")] products."[42] It is not clear how revealing aggregated bid prices will help the public

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40 *See* IEP Comments at 3-4, 6-11; PacifiCorp Comments at 14-18; PG&E Comments at 14-18; SDG&E Comments at 35-47.

41 GPI Comments at 6.

42 MEA Comments at 12-13.

understand these trade-offs. Disclosing bid prices in the middle of a solicitation will, however, disadvantage the IOUs in negotiations, and result in higher costs for customers.

Pricing in solicitations is not based on cost, but is based on an assessment of what bid (or bids) will result in the highest profits for the seller. The seller wants to get as high a price as possible without exposure to the risk of losing the bid to a competitor. For purchases, this assessment is derived, in large part, from an estimate of how much power the buyer needs to buy, how much competing supply will be offered by others, and what prices others will be bidding. Moreover, there is often a large difference between the highest and lowest bid price that results in an executed contract. If SCE were required to disclose bid prices during the solicitation, sellers would have more information about their competition and what it takes to be the winning bid. Similarly, revealing executed contract prices would tell sellers what it took to be selected in the prior solicitation. This may lead lower cost sellers to raise their bid prices if they believe they can still get a contract at the higher price.

IV.

THE COMMISSION MUST PROTECT QUANTITATIVE EVALUATION INFORMATION AND THE IOUS' PROPRIETARY FORECASTS TO PROTECT AGAINST POTENTIAL GAMING AND MARKET MANIPULATION

A few stakeholders support Staff's proposal to make public the IOUs' quantitative bid evaluation information and proprietary forecasts.[43] Disclosure of this information would only serve to further the interests of market participants and would impede the competitiveness of the RPS market by increasing the potential for gaming and market manipulation. As such, Staff's recommendations should be denied.

The Commission should take note that there are parties that support one-sided information disclosure who stand to gain from the release of this information. For example, IEP opposes many aspects of the Staff Proposal that would make public the project or bid-specific

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43 *See* GPI Comments at 7-8; IEP Comments at 9, 12-13, 15; Conservation Groups Comments at 1-2.

information of their constituents, generators, while simultaneously supporting those proposals that would make IOU evaluation information public to the benefit of generators. Such one-sided disclosure of information should not be adopted by the Commission.

Further, GPI claimed that the release of bid evaluation information will not result in harm because "this kind of information becomes outdated fairly quickly" and "by two or three years after the point where a contract was approved enough will have changed that future bids will be sufficiently different than past bids that disclosure is no longer harmful."[44] The release of bid *evaluation* information involves not merely the release of bid prices, but also information about the IOUs' evaluation methodologies, and while the actual bids may change, the evaluation methodology may not change significantly from year-to-year. Thus, bid evaluation information could potentially be used to game future solicitations. In addition, as stated in SCE's opening comments, releasing such information would allow market participants to utilize the IOUs' evaluation methodologies and proprietary forecasts not only for future RPS solicitations, but also for other solicitations.[45] Since the same forecasts and similar evaluation methodologies are used irrespective of the resource, market participants could use the IOUs' market sensitive information to test scenarios and determine how to present future bids so that they are evaluated with the most favorable result in any solicitation. This could be especially problematic given the numbers of solicitations that SCE conducts each year.[46]

GPI also argued that disclosure of quantitative evaluation information will help "future bidders better understand the RPS solicitation process."[47] Project-specific quantitative evaluation information need not be disclosed to help bidders understand the solicitation process. The IOUs' RPS Procurement Plans already include extensive information on the solicitation process, including detailed descriptions of their least-cost, best-fit evaluation methodologies.

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44 GPI Comments at 8.

45 *See* SCE Comments at 26-28.

46 SCE manages the following solicitations/procurement programs: RPS, SPVP, RAM, Re-MAT, Combined Heat and Power, Resource Adequacy, All-Source, Qualifying Facilities, Local Capacity Requirements, and Gas.

47 GPI Comments at 8.

While the benefits of making project-specific evaluation information public are unclear, there are significant drawbacks in disclosing this information. Releasing this data could harm customers by promoting bidding behavior that could result in higher contract prices. Even IEP stated that "it is not interested in the details of the utilities' proprietary models."[48] SCE is strongly opposed to disclosing the details of its quantitative evaluations and scores, which incorporate SCE's internal energy forecasts and are strictly proprietary and confidential.

V.

PUBLICLY REVEALING PROJECT-SPECIFIC FORECASTED SUCCESS RATES AND PROJECT VIABILITY INFORMATION WILL HARM CUSTOMERS AND RENEWABLE DEVELOPERS

Few parties support Staff's suggestion to make the IOUs' forecasted project-specific success rates and project-specific viability information public. The Commission already concluded that project-specific viability information is confidential in D.06-06-066 and D.09-06-018, and neither the Staff Proposal nor the parties' comments supporting Staff's proposal provide an adequate justification for overturning those decisions.[49]

To the contrary, DRA stated that "[m]any projects currently in development have not obtained financing, and releasing either the [Project Viability Calculator] score or some other numeric estimate of success could seriously undermine their efforts to secure financing and achieve other milestones."[50] SCE strongly agrees. Additionally, requiring public release of project viability and project success assumptions may also result in sellers being less than forthright regarding the status of their projects. Without such information, the IOUs would be forced to use a less informed method of forecasting portfolio performance, which would result in suboptimal decision-making and forecasts, to the detriment of customers and regulators.

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48 IEP Comments at 3.
49 *See* D.09-06-018 at 25; IOU Matrix, Sections VII.G, VIII.B.
50 DRA Comments at 4.

Worse yet, releasing this information to the public could result in a self-fulfilling prophecy and an increase in project failures. As DRA observed, "[i]f a project gets a relatively low rating because it has not yet secured financing and then financing entities see that rating, it will likely not get financing and fail to be developed."[51] The Commission must ensure that this outcome does not come to fruition. It is in the best interest of customers, developers, and the State to preserve the ability of counterparties to provide candid information about the status of their projects without the fear of jeopardizing the success of their projects. As such, the Staff Proposal should be rejected.

One of the few parties who supported this proposal, IEP, asserted that "[p]ublic scrutiny of the assumptions should lead to better forecasts."[52] SCE already relies on extensive project status monitoring through its contract management to inform its forecasts. Rather than improving forecasts, SCE is concerned that public disclosure of project-specific forecast success rates would lead to less accurate forecasts because counterparties would be unwilling to provide SCE with candid information about their project status.

Lastly, Staff's claim that this information is needed for transmission planning is incorrect. As SDG&E stated, "the CAISO can request this data … and would treat it confidentially under Section 20 of its tariff, thus the suggestion that public disclosure of this information to generators and other market participants is necessary in order to achieve this objective is incorrect."[53]

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[51] *Id.* at 5.
[52] IEP Comments at 12.
[53] SDG&E Comments at 43.

VI.

<u>THE SAME CONFIDENTIALITY RULES SHOULD APPLY TO ALL RETAIL SELLERS</u>

AReM makes several arguments against the Commission's adoption of the Staff Proposal. SCE agrees with many of them. For the many reasons discussed above and in SCE's opening comments, the Commission should reject the Staff Proposal's far-reaching changes to the RPS confidentiality rules. However, AReM also contends that Staff's recommendations relating to the public disclosure of ESP contract costs, prices, and terms must be rejected because the Commission has no authority to collect and review the specified data.[54] SCE disagrees.

Most stakeholders who addressed the issue agree with SCE that the treatment of confidential information in RPS compliance reports should be the same for all retail sellers.[55] As PG&E noted, moreover, this equal treatment principle "should apply not only to compliance reports, but should extend to all LSE information and reports filed with the Commission."[56] To the extent public disclosure of any RPS data is required by the Commission, it should be required of IOUs, ESPs, CCAs, and small and multi-jurisdictional utilities alike.

Reid is correct that "[e]qual treatment for all retail sellers is mandated by state law."[57] California law dictates that all retail sellers be subject to the same requirements, terms, and conditions with respect to the RPS program. SB 695 added Section 365.1 to the Public Utilities Code, which provides that once the Commission begun the process of reopening direct access transactions, "it shall … [e]nsure that other providers are subject to the <u>same requirements</u> that are applicable to the state's three largest electrical corporations under any programs or rules

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54 *See* AReM Comments at 1-2, 5-7. AReM also makes several other legal arguments in opposition to the Staff Proposal. For the most part, these legal concerns are equally applicable to ESP and IOU information.

55 *See* IEP Comments at 4-5; PG&E Comments at 7-8; L. Jan Reid ("Reid") Comments at 4-5; SDG&E Comments at 25, 44; SCE Comments at 12; UCS Comments at 5-6. *See also* GPI Comments at 1 (supporting the principle of equal treatment of all LSEs).

56 PG&E Comments at 7.

57 Reid Comments at 4.

adopted by the commission to implement … the renewables portfolio standard provisions of Article 16 (commencing with Section 399.11)…. This requirement applies notwithstanding any prior decision of the commission to the contrary."[58] Similarly, Public Utilities Code Section 380(e) states that: "Each load-serving entity shall be subject to the same requirements for … the renewables portfolio standard program that are applicable to electrical corporations pursuant to this section, or otherwise required by law, or by order or decision of the commission. The commission shall exercise its enforcement powers to ensure compliance by all load-serving entities."[59] Additionally, the RPS statute itself is clear that ESPs and CCAs shall be subject to the "same terms and conditions applicable to an electrical corporation."[60] The statutory mandate of equal treatment includes Commission requirements, terms, and conditions with respect to the public disclosure of RPS data.

AReM asserted that the "[i]n light of the fact that the agency lacks authority to review or in way act on an ESP's RPS power purchases (*e.g.*, by approving or denying a wholesale purchase or the manner that an ESP passes costs to a customer through its retail arrangements), it clearly also lacks authority to collect and disclose information relating to the details of such purchases."[61] While the Commission does not approve the reasonableness of the ESPs' rates or RPS procurement costs, the Commission has jurisdiction to regulate ESPs' RPS compliance.[62] Moreover, the Commission's RPS jurisdiction over ESPs includes aspects of their RPS contracts, including requiring that such contracts comply with the Commission's long-term contracting requirement, the portfolio content category limits, and directing the ESPs to include certain non-modifiable standard term and conditions in their contracts.[63]

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58 Cal. Pub. Util. Code § 365.1(c) (emphasis added). Section 365.1 applies to ESPs, but not CCAs, and does not address small and multi-jurisdictional utilities.

59 Emphasis added.

60 Cal. Pub. Util. Code §§ 399.12(j)(2)-(3) (emphasis added).

61 AReM Comments at 7.

62 *See* Cal. Pub. Util. Code §§ 399.13(a)(3), 399.15(a)-(b).

63 *See* Cal. Pub. Util. Code §§ 399.13(b), 399.16(c), 399.16(e); D.06-10-019 at 32-33, FOF 25, Conclusion of Law ("COL") 19, Ordering Paragraph ("OP") 20.

Indeed, the Commission has stated that, when requested by the Director of the Energy Division, ESPs must provide the Energy Division with the contracts they rely on for RPS compliance, for use in verifying ESPs' RPS reporting and compliance.[64] The Commission specifically noted that:

> If any ESP seeks confidentiality protection for information contained in any RPS procurement contracts submitted to Energy Division, it shall comply with the substantive and procedural rules set forth in D.06-06-066, the Commission's recent decision in its Confidentiality proceeding, R.05-06-040, and any subsequent decisions issued in the same or successor proceeding. The extent of confidential treatment accorded to ESP RPS contract materials is addressed in Appendix 2 (ESP Matrix) to D.06-06-066.[65]

More recently, in its decision on the RPS compliance rules, the Commission found that the "Director of Energy Division is authorized to require retail sellers to submit appropriate documentation, including but not limited to copies of renewables portfolio standard procurement contracts, to support the information in any report submitted in accordance with the requirements of this decision."[66] Additionally, the ESP Matrix holds that for ESPs' RPS contracts, contract summaries are public and other terms are confidential for three years, or until one year following expiration, whichever comes first.[67]

Thus, while SCE agrees with AReM that the Staff Proposal should be rejected, if the Commission does make any modifications to the RPS confidentiality rules, the Commission can and should apply the same confidentiality rules to IOUs, ESPs, and other retail sellers.

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64 *See* D.06-10-019 at 14, FOF 7, COL 6, OP 7.

65 *Id.* at 14 n.31.

66 *See* D.12-06-038 at OP 41.

67 *See* ESP Matrix, Section I.C.

VII.

CONCLUSION

For all the reasons stated herein and in SCE's opening comments, the Commission should maintain the current RPS confidentiality rules. To the extent the Commission considers changes to its existing practices, the Commission should adopt SCE's recommendations.

Respectfully submitted,

JENNIFER TSAO SHIGEKAWA
CATHY A. KARLSTAD

/s/ Cathy A. Karlstad
By: Cathy A. Karlstad

Attorneys for
SOUTHERN CALIFORNIA EDISON COMPANY

2244 Walnut Grove Avenue
Post Office Box 800
Rosemead, California 91770
Telephone: (626) 302-1096
Facsimile: (626) 302-6962
E-mail: Cathy.Karlstad@sce.com

Dated: August 27, 2013

VERIFICATION

I am a Manager in the Regulatory Policy and Affairs Department of Southern California Edison Company and am authorized to make this verification on its behalf. I am informed and believe that the matters stated in the foregoing pleading are true.

I declare under penalty of perjury that the foregoing is true and correct.

Executed this **27th day of August, 2013**, at Rosemead, California.

/s/ Kathleen M. Sloan

By: Kathleen M. Sloan

SOUTHERN CALIFORNIA EDISON COMPANY

2244 Walnut Grove Avenue
Post Office Box 800
Rosemead, California 91770

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 **SOUTHERN CALIFORNIA EDISON COMPANY'S (U 338-E) REPLY COMMENTS ON ADMINISTRATIVE LAW JUDGE'S RULING REQUESTING COMMENTS ON PRELIMINARY STAFF PROPOSAL TO CLARIFY AND IMPROVE CONFIDENTIALITY RULES FOR THE RENEWABLES PORTFOLIO STANDARD PROGRAM** on all parties identified on the attached service list(s) **R.11-05-005, R.12-03-014 and R.05-06-040.** Service was effected by one or more means indicated below:

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/S/ Melissa Hernandez

Melissa Hernandez
Project Analyst
SOUTHERN CALIFORNIA EDISON COMPANY

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Post Office Box 800
Rosemead, California 91770

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Parties

AUNDREA WILLIAMS
DIR.- REGULATORY AFFAIRS & STRATEGY
GEXA ENERGY , LP
EMAIL ONLY
EMAIL ONLY, TX 00000
FOR: GEXA ENERGY, LP

CARRIE A. DOWNEY
LAW OFFICES OF CARRIE ANNE DOWNEY
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: IMPERIAL IRRIGATION DISTRICT

CHRIS LEVERIZA
GLACIAL ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: GLACIAL ENERGY

CRAIG LEWIS
RIGHTCYCLE ENTERPRISES
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: RIGHTCYCLE

DANIEL W. DOUGLASS
DOUGLASS & LIDDELL
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: DIRECT ACCESS CUSTOMER COALITION/WESTERN POWER TRADING FORUM/EDF RENEWABE ENERGY./RECURRENT ENERGY/EDF INDUSTRIAL POWER SERVICES (CA), LLC

ELIZABETH WRIGHT
OCCIDENTAL POWER SERVICES, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: OCCIDENTAL POWER SERVICES, INC.

GABE PETLIN
3DEGREES
EMAIL ONLY
EMAIL ONLY, CA 00000

JEAN-CALUDE BERTET
DEPUTY CITY ATTORNEY
LOS ANGELES DEPT. OF WATER AND POWER
EMAIL ONLY

EMAIL ONLY, CA 00000
FOR: LOS ANGELES DEPARTMENT OF WATER & POWER

JODY LONDON
JODY LONDON CONSULTING
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: SUSTAINABLE CONSERVATION AND RCM INTERNATIONAL

JOHN W. LESLIE, ESQ
MCKENNA LONG & ALDRIDGE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: SHELL ENERGY NORTH AMERICA (U.S.), L.P.

JUSTIN C. WYNNE
ATTORNEY AT LAW
BRAUN BLAISING MCLAUGHLIN, P.C.
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: CALIFORNIA MUNICIPAL UTILITIES ASSOCIATION

LYNN M. HAUG
ELLISON, SCHNEIDER & HARRIS, L.L.P.
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: FUELCELL ENERGY, INC.

M. GRADY MATHAI-JACKSON
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: PACIFIC GAS & ELECTRIC COMPANY

MATTHEW FREEDMAN
THE UTILITY REFORM NETWORK
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: THE UTILITY REFORM NETWORK

RICK NOGER
PRAXAIR PLAINFIELD, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: PRAXAIR PLAINFIELD, INC.

SCOTT BLAISING
BRAUN BLAISING MCLAUGHLIN, P.C.
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: CITY OF CERRITOS

STEPHEN BURNAGE
SOLAR EXPRESS TRANSMISSION, LLC
EMAIL ONLY
EMAIL ONLY, NV 00000
FOR: SOLAR EXPRESS TRANSMISSION, LLC

TAM HUNT
HUNT CONSULTING
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: CLEAN COALITION (FORMERLY FIT) / RIGHTCYCLE / COMMUNITY ENVIRONMENTAL COUNCIL /

TOM KIRK
EXECUTIVE DIRECTOR
COACHELLA VALLEY ASSN. OF GOVERNMENTS
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: COACHELLA VALLEY ASSOCIATION OF GOVERNMENTS

TRACY PHILLIPS
TIGER NATURAL GAS
EMAIL ONLY
EMAIL ONLY, TX 00000
FOR: TIGER NATURAL GAS

WILL PLAXICO
PROJECT DEVELOPMENT MGR
AXIO POWER, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: AXIO POWER, INC.

LAURA WISLAND
UNION OF CONCERNED SCIENTISTS
EMAIL ONLY
EMAIL ONLY, CA 00000-0000
FOR: UNION OF CONCERNED SCIENTISTS

NOAH LONG
ENERGY PROGRAM ATTORNEY
NATURAL RESOURCES DEFENSE COUNCIL
EMAIL ONLY
EMAIL ONLY, CA 00000-0000
FOR: NRDC

RANDALL W. HARDY
HARDY ENERGY CONSULTING
EMAIL ONLY
EMAIL ONLY, WA 00000-0000
FOR: RANDALL W. HARDY

ROBERT B. GEX
ATTORNEY AT LAW,
DAVIS WRIGHT TREMAINE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000-0000
FOR: REPUBLIC CLOVERLEAF SOLAR LLC

ANDREW LUSCZ
GLACIAL ENERGY OF CALIFORNIA
5326 YACHT HAVEN GRANDE BOX 36
ST THOMAS, VI 00802
FOR: GLACIAL ENERGY OF CALIFORNIA

JOHN B. HOWE
DIRECTOR OF PUBLIC AFFAIRS
NEW DIMENSION ENERGY COMPANY, LLC
221 CRESCENT ST., SUITE 103A
WALTHAM, MA 02453
FOR: NEW DIMENSION ENERGY COMPANY, LLC

DANIEL V. GULINO
RIDGEWOOD POWER MANAGEMENT, LLC
14 PHILIPS PKWY
MONTVALE, NJ 07645-1811
FOR: RIDGEWOOD POWER MANAGEMENT, LLC

ABRAHAM SILVERMAN
ASSIST. GEN. COUNSEL - REGULATORY
NRG ENERGY, INC.
211 CARNEGIE CENTER DRIVE
PRINCETON, NJ 08540
FOR: NRG COMPANIES, INC. (CABRILLO POWER I, LLC/CABRILLO POWER II, LLC/EL SEGUNDO POWER, LLC/LONG BEACH GENERATION, LLC/NRG SOLAR BLYTHE, LLC

THOMAS MELONE
PRESIDENT
ALLCO RENEWABLE ENERGY LIMITED
14 WALL STREET, 20TH FLOOR
NEW YORK, NY 10005-2123
FOR: ALLCO RENEWABLE ENERGY LIMITED

JAMES MUELLER
CONSOLIDATED EDISON SOLUTIONS, INC.
100 SUMMIT LAKE DRIVE, STE. 410
VALHALLA, NY 10595
FOR: CONSOLIDATED EDISON SOLUTIONS, INC.

RHONE RESCH
SOLAR ENERGY INDUSTRIES ASSOCIATION
575 7TH ST., NW, STE. 400
WASHINGTON, DC 20004-1612
FOR: SOLAR ENERGY INDUSTRIES ASSOCIATION

JAMES P. WHITE
TRANSCANADA CORPORATION
4547 RINCON PLACE
MONTCLAIR, VA 22025
FOR: CHINOOK POWER TRANSMISSION, LLC/ZEPHYR POWER TRANSMISSION, LLC

JEFF MEYER
PATHFINDER RENEWABLE WIND ENERGY, LLC
2720 PARK STREET, STE. 222
JACKSONVILLE, FL 32205
FOR: PATHFINDER RENEWABLE WIND ENERGY, LLC

ALRINE WILLIAMS
LEGAL COUNSEL
LIBERTY POWER HOLDINGS, LLC (1371)
1901 W. CYPRESS CREEK ROAD, STE. 600
FORT LAUDERDALE, FL 33309
FOR: LIBERTY POWER DELAWARE, LLC AND LIBERTY POWER HOLDINGS, LLC

JOHN KERN
BLUESTAR ENERGY SERVICES
363 ERDY ERIE STREET, 7TH FLOOR
CHICAGO, IL 60654
FOR: BLUESTAR ENERGY SERVICES

MADELON A. KUCHERA
ASSOC. GEN. COUNSEL - VP REGULATORY
BLUESTAR ENERGY SOLUTIONS

ERIN SZALSKOWSKI
CORPORATE COUNSEL
CLEAN LINE ENERGY PARTNERS, LLC

363 WEST ERIE STREET, SUITE 700
CHICAGO, IL 60654
FOR: BLUESTAR ENERGY SOLUTIONS

1001 MCKINNEY ST., STE. 700
HOUSTON, TX 77002
FOR: CENTENNIAL WEST CLEAN LINE, LLC

GRETCHEN SCHOTT
BP WIND ENERGY NORTH AMERICA INC.
700 LOUSIANA STREET, 33RD FLOOR
HOUSTON, TX 77002
FOR: BP WIND ENERGY NORTH AMERICA, INC.

ANGELA GREGORY
DIR - WHOLESALE COMPLIANCE, U.S.
DIRECT ENERGY BUSINESS
12 GREENWAY PLAZA, STE. 600
HOUSTON, TX 77046
FOR: DIRECT ENERGY BUSINESS

KEVIN BOUDREAUX
ENERCAL USA
7660 WOODWAY DRIVE, STE 471A
HOUSTON, TX 77063
FOR: ENERCAL USA

KARA MORGAN
TRANSWEST EXPRESS LLC
555 SEVENTEENTH STREET, STE. 2400
DENVER, CO 80202
FOR: TRANSWEST EXPRESS, LLC

THOMAS LOQUVAM
SENIOR ATTORNEY
PINNACLE WEST CAPITAL CORPORATION
400 N. FIFTH STREET, MS 8695
PHOENIX, AZ 85004
FOR: ARIZONA PUBLIC SERVICE COMPANY

ADRIENNE SMITH
VP - ADMINISTRATION
TRES AMIGAS, LLC
119 EAST MARCY ST., STE. 104
SANTA FE, NM 87501
FOR: TRES AMIGAS, LLC

DAVID SAUL
PACIFIC SOLAR & POWER CORPORATION
2850 W. HORIZON RIDGE PKWY, SUITE 200
HENDERSON, NV 89052
FOR: SOLEL, INC.

PAUL THOMSEN
DIR. - POLICY & BUSINESS DEVELOPMENT
ORMAT TECHNOLOGIES INC.
6225 NEIL ROAD
RENO, NV 89511
FOR: ORMAT TECHNOLOGIES INC.

CAMILLE A. GOULET
GENERAL COUNSEL
LOS ANGELES COMMUNITY COLLEGE DISTRICT
770 WILSHIRE BOULEVARD
LOS ANGELES, CA 90017
FOR: LOS ANGELES COMMUNITY COLLEGE DISTRICT

KELLY CAUVEL
BUILD-LACCD
915 WILSHIRE BOULEVARD
LOS ANGELES, CA 90017
FOR: LOS ANGELES COMMUNITY COLLEGE DISTRICT

TOM HALL
INTERIM EXEC. DIR.-FACILITIES PLANNING
LOS ANGELES COMMUNITY COLLEGE DISTRICT
770 WILSHIRE BOULEVARD
LOS ANGELES, CA 90017
FOR: LOS ANGELES COMMUNITY COLLEGE DISTRICT

NORMAN A. PEDERSEN
HANNA AND MORTON LLP
444 S FLOWER ST., SUITE 1500
LOS ANGELES, CA 90071-2916
FOR: SOUTHERN CALIFORNIA GENERATION COALITION / SOUTHERN CALIFORNIA PUBLIC POWER AUTHORITY

DIANE MOSS
FOUNDER, SECRETARY OF THE BOARD
RENEWABLES 100 POLICY INSTITUTE
35316 MULHOLLAND HWY
MALIBU, CA 90265
FOR: RENEWABLES 100 POLICY INSTITUTE

MICHAEL MAZUR
PRINCIPAL
3 PHASES RENEWABLES, LLC
2100 SEPULVEDA BLVD, SUITE 38
MANHATTAN BEACH, CA 90266
FOR: 3 PHASES RENEWABLES/3 PHASES ELECTRICAL CONSULTING

ADAM GREEN
SOLARRESERVE
2425 OLYMPIC BLVD., STE. 500E
SANTA MONICA, CA 90404
FOR: SOLARRESERVE, LLC

MARK MCDANNEL
COUNTY SANITATION DISTRICT OF L.A.
1955 WORKMAN MILL ROAD
WHITTIER, CA 90601
FOR: COUNTY SANITATION DISTRICT OF LOS ANGELES (LOS ANGELES COUNTY SANITATION DISTRICTS)

INGER GOODMAN
COMMERCE ENERGY INC
1 CENTERPOINTE DRIVE, SUITE 350
LA PALMA, CA 90623-2520
FOR: COMMERCE ENERGY, INC.

ANGEL AYALA
AMONIX, INC.
1709 APOLLO COURT
SEAL BEACH, CA 90740
FOR: AMONIX, INC.

PAUL DELANEY
V.P.
AMERICAN UTILITY NETWORK (A.U.N.)
10705 DEER CANYON DRIVE
ALTA LOMA, CA 91737
FOR: AMERICAN UTILITY NETWORK

CATHY A. KARLSTAD
ATTORNEY
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE.
ROSEMEAD, CA 91770
FOR: SOUTHERN CALIFORNIA EDISON COMPANY

KEITH SWITZER
VP REGULATORY AFFAIRS
GOLDEN STATE WATER COMPANY
630 EAST FOOTHILL BLVD.
SAN DIMAS, CA 91773-9016
FOR: GOLDEN STATE WATER COMPANY

CHERYL PONDS
OFFICE OF THE CITY ATTORNEY
276 FOURTH AVENUE
CHULA VISTA, CA 91910
FOR: THE CITY OF CHULA VISTA

MARY C. HOFFMAN
PRESIDENT
SOLUTIONS FOR UTILITIES, INC.
1192 SUNSET DRIVE
VISTA, CA 92081
FOR: SOLUTIONS FOR UTILITIES, INC.

AIMEE M. SMITH
SEMPRA ENERGY
101 ASH STREET, HQ-12
SAN DIEGO, CA 92101
FOR: SAN DIEGO GAS AND ELECTRIC CO.

DANIEL A. KING
SEMPRA GENERATION
101 ASH STREET, HQ 14
SAN DIEGO, CA 92101
FOR: SEMPRA GENERATION

FREDERICK M. ORTLIEB
DEPUTY CITY ATTORNEY
CITY OF SAN DIEGO
1200 THIRD AVENUE, SUITE 1100
SAN DIEGO, CA 92101
FOR: CITY OF SAN DIEGO

DONALD C. LIDDELL
DOUGLASS & LIDDELL
2928 2ND AVENUE
SAN DIEGO, CA 92103
FOR: CALIF. ENERGY STORAGE ALLIANCE / WALMART STORES, INC. AND SAM'S WEST, INC. / AGPOWER GROUP, LLC / CLEAN ENERGY RENEWABLE FUELS, LLC.

THOMAS CORR
LAW OFFICE OF THOMAS CORR
618 W. LEWIS STREET
SAN DIEGO, CA 92103
FOR: NOBLE AMERICAS ENERGY SOLUTIONS, LLC

THOMAS R. DARTON
PILOT POWER GROUP, INC. (1365)
8910 UNIVERSITY CENTER LANE, STE. 520

JAMES TURNER
ENERGYSOURCE, LLC
321 SOUTH WATERMAN AVE., STE. 200

SAN DIEGO, CA 92122
FOR: PILOT POWER GROUP, INC.

EL CENTRO, CA 92243
FOR: ENERGYSOURCE, LLC

MARK S. SHIRILAU, PH.D, PE
PRESIDENT & CEO
ALOHA SYSTEMS, INCORPORATED
8539 BARNWOOD LANE
RIVERSIDE, CA 92508-7126
FOR: ALOHA SYSTEMS, INCORPORATED

GLORIA BRITTON
ANZA ELECTRIC COOPERATIVE, INC. (909)
PO BOX 391909 / 58470 HWY 371
ANZA, CA 92539
FOR: ANZA ELECTRIC COOPERATIVE

MICHAEL LEVIN
DIRECTOR - GOVERNMENT AFFAIRS
FLEXENERGY, INC.
9400 TOLEDO WAY
IRVINE, CA 92618
FOR: FLEXENERGY, INC.

TAM HUNT
629 W. VALERIO ST.
SANTA BARBARA, CA 93101
FOR: ZANNON FOUNDATION

ANDREA MORRISON
MARKET DEVELOPMENT REGIONAL DIR.
DIRECT ENERGY SERVICES, LLC
415 DIXON STREET
ARROYO GRANDE, CA 93420
FOR: DIRECT ENERGY SERVICES, LLC

TOM WHEELER
SUPERVISOR - DISTRICT 5
MADERA COUNTY BOARD OF SUPERVISORS
200 W. FOURTH STREET
MADERA, CA 93637
FOR: COUNTY OF MADERA

JOSEPH LANGENBERG
CENTRAL CALIFORNIA POWER
5125 NORTH MARTY AVENUE, NO.324
FRESNO, CA 93711

DAVID ORTH
SAN JOAQUIN VALLEY POWER AUTHORITY
ADMIN OFF @KINGS RIVER CONSERV DISTRICT
4886 EAST JENSEN AVENUE
FRESNO, CA 93725
FOR: SAN JOAQUIN VALLEY POWER AUTHORITY/KING'S RIVER CONSERVATION DISTRICT

SUE MARA
PRINCIPAL
RTO ADVISORS, LLC
164 SPRINGDALE WAY
REDWOOD CITY, CA 94062
FOR: RETAIL ENERGY SUPPLY ASSOCIATION (RESA)

MARC D. JOSEPH
ADAMS, BROADWELL, JOSEPH & CARDOZO
601 GATEWAY BLVD., STE. 1000
SOUTH SAN FRANCISCO, CA 94080
FOR: COALITION OF CALIFORNIA UTILITY EMPLOYEES

IRYNA KWASNY
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 4107
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

JEANNE M. SOLE
DEPUTY CITY ATTORNEY
CITY AND COUNTY OF SAN FRANCISCO
1 DR. CARLTON B. GOODLETT PLACE, RM. 234
SAN FRANCISCO, CA 94102-4682
FOR: CITY AND COUNTY OF SAN FRANCISCO

ERICA BRAND
THE NATURE CONSERVANCY CALIFORNIA
201 MISSION STREET, 4TH FLOOR
SAN FRANCISCO, CA 94105
FOR: THE NATURE CONSERVANCY

NORA SHERIFF
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY ST., STE. 1850
SAN FRANCISCO, CA 94105
FOR: CALIFONRIA LARGE ENERGY CONSUMERS ASSOCIATION (CLECA)

NORA SHERIFF
ALCANTAR & KAHL
33 NEW MONTGOMERY ST., STE. 1850
SAN FRANCISCO, CA 94105
FOR: ENERGY PRODUCERS AND USERS COALITION.

BRIAN T. CRAGG
GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
FOR: INDEPENDENT ENERGY PRODUCERS ASSOCIATION (IEPA)/CAITHNESS CORPORATION

JAMES D. SQUERI
ATTORNEY AT LAW
GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
FOR: POWEREX CORPORATION

JEANNE B. ARMSTRONG
ATTORNEY
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
FOR: SOLAR ENERGY INDUSTRIES ASSOCIATION

NANCY L. MURRAY
ATTORNEY AT LAW
NATURENER USA, LLC.
394 PACIFIC AVENUE, SUITE 300
SAN FRANCISCO, CA 94111
FOR: NATURENER USA, LLC

SETH D. HILTON
STOEL RIVES, LLP
THREE EMBARCADERO CENTER, STE. 1120
SAN FRANCISCO, CA 94111
FOR: DUKE ENERGY

SUZY HONG
ATTORNEY AT LAW
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
FOR: TERRA-GEN POWER, LLC

VIDHYA PRABHAKARAN
DAVIS WRIGHT & TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO, CA 94111
FOR: THE LEAF EXCHANGE, LLC

MICHAEL B. DAY
ATTORNEY
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSOME STREET, STE 900
SAN FRANCISCO, CA 94111-3133
FOR: CALENERGY GENERATION/ABENGOA SOLAR, INC.

DAVID L. HUARD
MANATT, PHELPS & PHILLIPS, LLP
ONE EMBARCADERO CENTER, STE 2900
SAN FRANCISCO, CA 94111-3736
FOR: COUNTY OF LOS ANGELES

JOSEPH M. KARP
ATTORNEY AT LAW
WINSTON & STRAWN LLP
101 CALIFORNIA STREET, 39TH FLOOR
SAN FRANCISCO, CA 94111-5894
FOR: CALIFORNIA WIND ENERGY ASSN./ABENGOA SOLAR INC./AUSRA INC AND BRIGHTSOURCE ENERGY INC.

EDWARD W. O'NEILL
ATTORNEY AT LAW
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO, CA 94111-6533
FOR: CALIFORNIA LARGE ENERGY CONSUMERS ASSOCIATION

JEFFREY P. GRAY
DAVIS WRIGHT TREMAINE, LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO, CA 94111-6533
FOR: CALPINE POWER AMERICA-CA, LLC

STEVEN F. GREENWALD
ATTORNEY AT LAW
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO, CA 94111-6533
FOR: NEWBERRY GEOTHERMAL LLC / DAVENPORT NEWBERRY HOLDINGS, LLC / NORTHWEST ENERGY SYSTEMS CO./IDAHO WIND PARTNERS 1, LLC/CAPITAL POWER

CORPORATION

SARA STECK MYERS
ATTORNEY AT LAW
122 28TH AVE.
SAN FRANCISCO, CA 94121
FOR: CENTER FOR ENERGY EFFICIENCY AND RENEWABLE TECHNOLOGIES (CEERT)

PATRICK DOHERTY
POLICY ASSOCIATE
PACIFIC FOREST TRUST
1001A OREILLY AVENUE
SAN FRANCISCO, CA 94129
FOR: PACIFIC FOREST TRUST

JOHN M. CUMMINS, ESQ.
ASSOCIATE COUNSEL - DEPT OF THE NAVY
FEDERAL EXECUTIVE AGENCIES
1 AVENUE OF THE PALMS, STE. 161
SAN FRANCISCO, CA 94130
FOR: FEDERAL EXECUTIVE AGENCIES (FEA)

KERRY HATTEVIK
DIR - WEST MARKET AFFAIRS
NEXTERA ENERGY RESOURCES
829 ARLINGTON BLVD.
EL CERRITO, CA 94530
FOR: NEXTERA ENERGY RESOURCES

JASON B. KEYES
KEYES FOX & WIEDMAN, LLP
436 14TH STREET, STE. 1305
OAKLAND, CA 94612
FOR: SUNEDISON

JOSEPH F. WIEDMAN
COUNSEL
KEYES, FOX & WIEDMAN LLP
436 14TH STREET, SUITE 1305
OAKLAND, CA 94612
FOR: SUNPOWER CORPORATION

KEVIN T. FOX
KEYES FOX & WIEDMAN, LLP
436 14TH STREET, SUITE 1305
OAKLAND, CA 94612
FOR: SILVERADO POWER, LLC

LAURENCE G. CHASET
KEYES FOX & WIEDMAN, LLP
436 14TH STREET, STE. 1305
OAKLAND, CA 94612
FOR: TENASKA SOLAR VENTURES

SKY STANFIELD
KEYES, FOX & WIEDMAN LLP
436 14TH ST., STE. 1305
OAKLAND, CA 94612
FOR: INTERSTATE RENEWABLE ENERGY COUNCIL

ZEYNEP ERDAL
CAL. WASTEWATER CLIMATE CHANGE GROUP
155 GRAND AVE., STE. 800
OAKLAND, CA 94612
FOR: CALIFORNIA WASTEWATER CLIMATE CHANGE GROUP

PATRICK VAN BEEK
DIR - OPER
COMMERCIAL ENERGY OF CALIFORNIA
7677 OAKPORT STREET, STE. 525
OAKLAND, CA 94621
FOR: COMMERCIAL ENERGY OF CALIFORNIA DBA COMMERCIAL ENERGY OF MONTANA

ANDY KATZ
SIERRA CLUB CALIFORNIA
2150 ALLSTON WAY, STE. 400
BERKELEY, CA 94704
FOR: SIERRA CLUB CALIFORNIA

GREGG MORRIS
DIRECTOR
GREEN POWER INSTITUTE
2039 SHATTUCK AVE., SUITE 402
BERKELEY, CA 94704
FOR: GREEN POWER INSTITUTE

NEAL DE SNOO
CITY OF BERKELEY
2180 MILVIA STREET, 2ND FLOOR
BERKELEY, CA 94704
FOR: EAST BAY POWER AUTHORITY/CITY OF BERKELEY

CLYDE MURLEY
CONSULTANT TO NRDC
1031 ORDWAY STREET

JULIA A. LEVIN
EXECUTIVE DIRECTOR
BIOENERGY ASSOCIATION OF CALIFORNIA

ALBANY, CA 94706
FOR: THE COMMUNITY COLLEGE LEAGUE OF CALIFORNIA

PO BOX 6184
ALBANY, CA 94706
FOR: BIOENERGY ASSOCIATION OF CALIFORNIA

R. THOMAS BEACH
PRINCIPAL CONSULTANT
CROSSBORDER ENERGY
2560 NINTH STREET, SUITE 213A
BERKELEY, CA 94710-2557
FOR: THE CALIFORNIA COGENERATION COUNCIL

ELIZABETH KELLY
LEGAL DIRECTOR
MARIN ENERGY AUTHORITY
781 LINCOLN AVENUE, SUITE 320
SAN RAFAEL, CA 94901
FOR: MARIN ENERGY AUTHORITY

ROY PHILLIPS
PRESIDENT / CEO
REP ENERGY, INC.
40 MARK DRIVE
SAN RAFAEL, CA 94903
FOR: REP ENERGY, INC.

MAHLON ALDRIDGE
VP - STRATEGIC DEVELOPMENT
ECOLOGY ACTION
877 CEDAR STREET, STE. 240
SANTA CRUZ, CA 95060-3938
FOR: ECOLOGY ACTION

L. JAN REID
COAST ECONOMIC CONSULTING
3185 GROSS ROAD
SANTA CRUZ, CA 95062
FOR: L. JAN REID

MICHAEL E. BOYD
PRESIDENT
CALIFORNIANS FOR RENEWABLE ENERGY, INC.
5439 SOQUEL DRIVE
SOQUEL, CA 95073
FOR: CALIFORNIANS FOR RENEWABLE ENERGY, INC.

JOHN R. REDDING
ARCTURUS ENERGY CONSULTING
44810 ROSEWOOD TERRACE
MENDOCINO, CA 95460
FOR: SILICON VALLEY MANUFACTURERS GROUP

CHRISTIANA DARLINGTON
GENERAL COUNSEL
PLACER COUNTY AIR POLLUTION CONTROL DIST
175 FULWEILER AVE.
AUBURN, CA 95603
FOR: PLACER COUNTY AIR POLLUTION CONTROL DISTRICT

JUDITH SANDERS
CALIFORNIA ISO
250 OUTCROPPING WAY
FOLSOM, CA 95630
FOR: CALIFORNIA INDEPENDENT SYSTEM OPERATORS

MARTIN HERMANN
8MINUTENERGY RENEWABLES, LLC
111 WOODMERE ROAD, STE. 190
FOLSOM, CA 95630
FOR: 8MINUTENERGY RENEWABLES, LLC

CAROLYN KEHREIN
ENERGY MANAGEMENT SERVICES
2602 CELEBRATION WAY
WOODLAND, CA 95776
FOR: ENERGY USERS FORUM

CHARLES WHITE
DIR. - REGULATORY AFFAIRS, WEST
WASTE MANAGEMENT
915 L STREET, SUITE 1430
SACRAMENTO, CA 95814
FOR: WASTE MANAGEMENT

DOROTHY ROTHROCK
VP - GOVERNMENT RELATIONS
CALIFORNIA MANUFACTURERS & TECHNO. ASSN.
1115 11TH STREET
SACRAMENTO, CA 95814
FOR: CA MANUFACTURERS & TECHNOLOGY ASSN.

JAN MCFARLAND
CAEATFA
915 CAPITOL MALL, RM. 468
SACRAMENTO, CA 95814
FOR: AMERICANS FOR SOLAR POWER

JULEE MALINOWSKI BALL
EXECUTIVE DIR.
CALIFORNIA BIOMASS ENERGY ALLIANCE
1015 K STREET
SACRAMENTO, CA 95814
FOR: CALIFORNIA BIOMASS ENERGY ALLIANCE

KIMBERLEY DELFINO
CALIF. PROGRAM DIR.
DEFENDERS OF WILDLIFE
1303 J STREET, STE. 270
SACRAMENTO, CA 95814
FOR: DEFENDERS OF WILDLIFE

LES NELSON
CALIFORNIA SOLAR ENERGY INDUSTRIES ASSN
1107 NINTH ST., STE. 820
SACRAMENTO, CA 95814
FOR: CALIFORNIA SOLAR ENERGY INDUSTRIES ASSOCIATION (CSEIA)

JEDEDIAH J. GIBSON
ATTORNEY
ELLISON, SCHNEIDER & HARRIS, L.L.P.
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816
FOR: BEAR VALLEY ELECTRIC SERVICE/SIERA PACIFIC COMPANY

RONALD LIEBERT
ATTORNEY AT LAW
ELLISON SCHNEIDER & HARRIS LLP
2600 CAPITOL AVENUE, STE. 400
SACRAMENTO, CA 95816
FOR: NV ENERGY, INC.

SAMANTHA G. POTTENGER
ELLISON, SCHNEIDER AND HARRIS L.L.P.
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816
FOR: FORTISTAR METHANE GROUP

ANDREW B. BROWN
ELLISON SCHNEIDER & HARRIS, L.L.P.
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816-5905
FOR: CONSTELLATION NEWENERGY, INC./ALLIANCE FOR RETAIL ENERGY MARKETS

DOUGLAS K. KERNER
ATTORNEY AT LAW
ELLISON, SCHNEIDER & HARRIS, LLP
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816-5905
FOR: SIERRA PACIFIC INDUSTRIES

WILLIAM W. WESTERFIELD III
SR. ATTORNEY - OFF. OF GEN. COUNSEL
SACRAMENTO MUNICIPAL UTILITY DISTRICT
6201 S STREET, M.S. B402
SACRAMENTO, CA 95817
FOR: SACRAMENTO MUNICIPAL UTILITY DISTRICT

RACHEL GOLD
LARGE-SCALE SOLAR ASSOCIATION
2501 PORTOLA WAY
SACRAMENTO, CA 95818
FOR: LARGE SCALE SOLAR ASSOCIATION

MARK HENWOOD
HENWOOD ASSOCIATES, INC.
7311 GREENHAVEN DRIVE, STE. 275
SACRAMENTO, CA 95831
FOR: HENWOOD ASSOCIATES, INC.

KAREN NORENE MILLS
ATTORNEY AT LAW
CALIFORNIA FARM BUREAU FEDERATION
2300 RIVER PLAZA DRIVE
SACRAMENTO, CA 95833
FOR: CALIFORNIA FARM BUREAU FEDERATION

ROB NEENAN
CALIFORNIA LEAGUE OF FOOD PROCESSORS
1755 CREEKSIDE OAKS DRIVE, SUITE 250
SACRAMENTO, CA 95833
FOR: CALIFORNIA LEAGUE OF FOOD PROCESSORS

ANN L. TROWBRIDGE
DAY CARTER & MURPHY LLP
3620 AMERICAN RIVER DRIVE, SUITE 205
SACRAMENTO, CA 95864
FOR: AGRICULTURAL ENERGY CONSUMERS ASSOCIATION

CORBY GARDNER
PLUMAS-SIERRA RURAL ELECTRIC CO-OP
73233 STATE ROUTE 70

PETER EICHLER
CALIFORNIA PACIFIC ELECTRIC COMPANY
933 ELOISE AVENUE

PORTOLA, CA 96122-7069

SOUTH LAKE TAHOE, CA 96150
FOR: CALIFORNIA PACIFIC ELECTRIC COMPANY (CALPECO)

KEVIN A. LYNCH
IBERDROLA RENEWABLES INC
1125 NW COUCH ST., SUITE 700
PORTLAND, OR 97209
FOR: IBERDROLA RENEWABLES, INC.

ETTA LOCKEY
LEGAL COUNSEL
PACIFICORP
825 NE MULTNOMAH ST., STE. 1800
PORTLAND, OR 97232
FOR: PACIFICORP

THOM A. FISCHER
PRESIDENT
TOLLHOUSE ENERGY COMPANY
3633 ALDERWOOD AVENUE
BELLINGHAM, WA 98225
FOR: TOLLHOUSE ENERGY COMPANY

PAUL BRACHVOGEL
GEN. COUNSEL
PU DISTRICT NO.1 OF COWLITZ COUNTY
961 12TH AVENUE / PO BOX 3007
LONGVIEW, WA 98632
FOR: PUBLIC UTILITY DISTRICT NO.1 OF COWLITZ COUNTY

Information Only

KIM MOORE
ARGUS MEDIA
EMAIL ONLY
EMAIL ONLY, UK 000 000
UNITED KINGDOM

NANCY NORRIS
POWEREX CORPORATION
EMAIL ONLY
EMAIL ONLY, BC 000 000
CANADA

ADAM ATKINSON-LEWIS
NATEL ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000

ALEX MARTIN
NEXTLIGHT RENEWABLE POWER, LLC
EMAIL ONL Y
EMAIL ONLY, CA 00000

AMBER RIESENHUBER
ENERGY ANALYST
INDEPENDENT ENERGY PRODUCERS ASSOC.
EMAIL ONLY
EMAIL ONLY, CA 00000

ANDRA PLIGAVKO
FIRST SOLAR DEVELOPMENT, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

ANDREW WANG
SOLARRESERVE, LLC
EMAIL ONLY
EMAIL ONL Y, CA 00000

ANTHONY M. NICOLA
EMAIL ONLY
EMAIL ONLY, CA 00000

ANU VEGE
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

ARI CITRIN
PROSOLIA SOLAR, CFO NORTH AMERICA
EMAIL ONLY
EMAIL ONLY, CA 00000

BARBARA R. BARKOVICH
BARKOVICH & YAP, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

BEN REES
EVOLUTION MARKETS, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

FOR: .

BILLY BLATTNER
SAN DIEGO GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

BRADLEY A. ANDERSON
EMAIL ONLY
EMAIL ONLY, CA 00000

BRENDON CUSSIO
EMAIL ONLY
EMAIL ONLY, CA 00000

BRUCE MCLAUGHLIN
ATTORNEY AT LAW
BRAUN & BLAISING P.C.
EMAIL ONLY
EMAIL ONLY, CA 00000

CAITLIN COLLINS LIOTIRIS
ENERGY STRATEGIES, LLC
EMAIL ONLY
EMAIL ONLY, UT 00000

CARLOS LAMAS-BABBINI
PROGRAM MGR.
COMVERGE, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

CASE COORDINATION
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

CATHIE ALLEN
REGULATORY MGR.
PACIFICORP
EMAIL ONLY
EMAIL ONLY, OR 00000

CHASE ADAMS
EMAIL ONLY
EMAIL ONLY, CA 00000

CHUCK GILFOY
DIR. - MARKETING & ASSET OPTIMIZATION
CALENERGY OPERATING CORPORATION
EMAIL ONLY
EMAIL ONLY, CA 00000

DAN CHIA
DEP. DIR. - GOVERNMENT AFFAIRS
SOLARCITY
EMAIL ONLY
EMAIL ONLY, CA 00000

DAN CHIA
DEPUTY DIRECTOR - GOVERNMENT AFFAIRS
SOLARCITY
EMAIL ONLY
EMAIL ONLY, CA 00000

DANIEL HOPPER
EMAIL ONLY
EMAIL ONLY, CA 00000

DANIELLE OSBORN-MILLS
REGULATORY AFFAIRS COORDINATOR
CEERT
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVE OMINSKY
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVID E. MORSE
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVID TOWNLEY
US SALES & MARKETING
INFINIA CORPORATION
EMAIL ONLY
EMAIL ONLY, WA 00000

DIANE I. FELLMAN
DIRECTOR, REGULATORY & GOV'T AFFAIRS
NRG WEST & SOLAR
EMAIL ONLY
EMAIL ONLY, CA 00000

DOCKET COORDINATOR
KEYS AND FOX
EMAIL ONLY
EMAIL ONLY, CA 00000

DONALD E. OSBORN
SPECTRUM ENERGY DEVELOPMENT INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

DOUG DAVIE
WELLHEAD ELECTRIC
EMAIL ONLY
EMAIL ONLY, CA 00000

ELAINE SISON-LEBRILLA
SACRAMENTO MUNICIPAL UTIILITY DISTRICT
EMAIL ONLY
EMAIL ONLY, CA 00000

ELIZABETH HADLEY
REDDING ELECTRIC UTILITY
EMAIL ONLY
EMAIL ONLY, CA 00000

ERIC THOMPSON
NATELENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000

ERIN GRIZARD
BLOOM ENERGY, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

FRANK DE ROSA
NEXTLIGHT RENEWABLE POWER, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

FREEMAN S. HALL
SOLAR ELECTRIC SOLUTIONS, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

GENE THOMAS
ECOLOGY ACTION
EMAIL ONLY
EMAIL ONLY, CA 00000

GREG KESTER
PROG. MGR.-BIOSOLIDS
CALIF. ASSN. OF SANITATION AGENCIES
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: CALIFORNIA ASSOCIATION OF
SANITATION AGENCIES (CASA)

GREGG FISHMAN
ECOLOGY ACTION
EMAIL ONLY
EMAIL ONLY, CA 00000

GREGORY S.G. KLATT
DOUGLASS & LIDDELL
EMAIL ONLY
EMAIL ONLY, CA 00000

GUINNESS MCFADDEN
EMAIL ONLY
EMAIL ONLY, CA 00000

GWENNETH O'HARA
CALIFORNIA POWER LAW GROUP
EMAIL ONLY
EMAIL ONLY, CA 00000

HARRY SINGH
GOLDMAN SACHS & CO.
EMAIL ONLY
EMAIL ONLY, CA 00000

HUGH YAO
SOUTHERN CALIFORNIA GAS COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

JAMES B. WOODRUFF
ATTORNEY AT LAW
NEXTLIGHT RENEWABLE POWER, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

JAMIE L. MAULDIN
ADAMS BROADWELL JOSEPH & CARDOZO, PC
EMAIL ONLY

JAN MCFAR
EMAIL ONLY
EMAIL ONLY, CA 00000

EMAIL ONLY, CA 00000

JAN MCFARLAND
SONIC
EMAIL ONLY
EMAIL O NLY, CA 00000

JAN PEPPER
ELECTRIC DIV., MGR.
SILICON VALLEY POWER
EMAIL ONLY
EMAIL ONLY, CA 00000

JANICE LIN
MANAGING PARTNER
STRATEGEN CONSULTING LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

JASON YAN
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

JAY CORRALES
TURNER REAL ESTATE
EMAIL ONLY
EMAIL ONLY, CA 00000

JESSICA HILGART
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

JIAN ZHANG
GRIDX, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

JIM FERGUSON
FERGUSON LAW FIRM
EMAIL ONLY
EDMAIL ONLY, CA 00000

JOHN BARNES
PRESIDENT / CEO
SOLAR LAND PARTNERS, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

JOSH RICHMAN
BLOOM ENERGY CORPORATION
EMAIL ONLY
EMAIL ONLY, CA 00000

JUANCHO EEKHOUT
SAN DIEGO GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

JULIANNE SPEARS
ORRICK HERRINGTON & SUTCLIFFE, LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

KELLY GIDDENS
ORRICK HERINTON & SUTCLIFFE
EMAIL ONLY
EMAIL ONLY, CA 00000

KENNETH SAHM WHITE
CLEAN COALITION
EMAIL ONLY
EMAIL ONLY, CA 00000

KEVIN CHEN
TRINA SOLAR
EMAIL ONLY
EMAIL ONLY, CA 00000

LAUREN ROHDE
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

LESLIE E. SHERMAN
ORRICK, HERRINGTON & SUTCLIFFE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

LON W. HOUSE, PH.D
WATER AND ENERGY CONSULTING (WEC)
EMAIL ONLY
EMAIL ONLY, CA 00000

LUKE SOULE
KOMODO ENTERPRISES, INC.

MARCO LOPEZ
EMAIL ONLY

EMAIL ONLY
EMAIL ONLY, CA 00000

EMAIL ONLY, CA 00000

MARCUS V. DA CUNHA
EMAIL ONLY
EMAIL ONLY, CA 00000

MARGARET BRUCE
ECOLOGY ACTION
EMAIL ONLY
EMAIL ONLY, CA 00000

MARJORIE OXSEN
CALPINE CORPORATION
EMAIL ONLY
EMAIL ONLY, CA 00000

MARK CHEDIAK
ENERGY REPORTER
BLOOMBERG NEWS
EMAIL ONLY
EMAIL ONLY, CA 00000

MARK FRAZEE
CITY OF ANAHEIM-PUBLIC UTILITIES DEPT.
EMAIL ONLY
EMAIL ONLY, CA 00000

MARK ROBERTS
DIR - PROGRAM DEVELOPMENT
SUNLIGHT PARTNERS, LLC
EMAIL ONLY
EMAIL ONLY, AZ 00000

MATT KLOPFENSTEIN
GONZALEZ QUINTANA & HUNTER LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

MATT SUHR
CALPINE
EMAIL ONLY
EMAIL ONLY, CA 00000

MEGAN COX
CALIFORNIA POWER LAW GROUP
EMAIL ONLY
EMAIL ONLY, CA 00000

MELISSA P. MARTIN
STATESIDE ASSOCIATES
EMAIL ONLY
EMAIL ONLY, CA 00000

MEREDITH CONNOLLY
NATURAL RESOURCES DEFENSE COUNCIL
EMAIL ONLY
EMAIL ONLY, CA 00000

MICHAEL BASS
ESOLAR, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

MICHAEL DEANGELIS
SACRAMENTO MUNICIPAL UTILITY DISTRICT
EMAIL ONLY
EMAIL ONLY, CA 00000

MICHAEL WHEELER
RECURRENT ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000

MIYUKI IWAHASHI
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

NEDRA YOUNG
WINTEC ENERGY, LTD
EMAIL ONLY
EMAIL ONLY, CA 00000

NEIL BLACK
CALIFORNIA BIOENERGY LLC
EMAIL ONLY
EMAIL ONLY, NY 00000

NICHOLAS WEBER
EMAIL ONLY
EMAIL ONLY, CA 00000

OBADIAH BARTHOLOMY
SACRAMENTO MUNICIPAL UTILITY DISTRICT

PAMELA L. BARBER, ESQ.
SR. ANALYST, COMPLIANCE

EMAIL ONLY
EMAIL ONLY, CA 00000

BEAR VALLEY ELECTRIC SERVICE
EMAIL ONLY
EMAIL ONLY, CA 00000

PRAMOD KULKARNI
CUSTOMIZED ENERGY SOLUTIONS
EMAIL ONLY
EMAIL ONLY, CA 00000

RACHEL MCMAHON
EMAIL ONLY
EMAIL ONLY, CA 00000

RANDY KELLER
DIRECTOR OF DEVELOPMENT
CALENERGY OPERATING CORPORATION
EMAIL ONLY
EMAIL ONLY, CA 00000

RICHARD SMITH
SAN FRANCISCO WATER, POWER & SEWER
EMAIL ONLY
EMAIL ONLY, CA 00000

ROBIN SMUTNY-JONES
DIR. - CALIFORNIA POLICY & REGULATION
IBERDROLA RENEWABLES, LLC
EMAIL ONLY
EMAIL ONLY, OR 00000

ROSS BUCKENHAM
CALIFORNIA BIOENERGY LLC
EMAIL ONLY
EMAIL ONLY, TX 00000

RYAN BERNARDO
BRAUN BLAISING MCLAUGHLIN, P.C.
EMAIL ONLY
EMAIL ONLY, CA 00000

RYAN HEIDARI
ENDIMENSIONS LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

SALLY CHEN
SETTLEMENTS & ADMINISTRATION MANAAGER
SAN DIEGO GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

SARA BIRMINGHAM
DIRECTOR - WESTERN POLICY
SOLAR ENERGY INDUSTRIES ASSOCIATION
EMAIL ONLY
EMAIL ONLY, CA 00000

SEAN GALLAGHER
MANAGING DIRECTOR-GOV'T RELATIONS
K ROAD POWER
EMAIL ONLY
EMAIL ONLY, CA 00000

SEAN P. BEATTY
DIRECTOR-WEST REGULATORY AFFAIRS
NRG WEST
EMAIL ONLY
EMAIL ONLY, CA 00000

SEPHRA A. NINOW, J.D.
REGULATORY AFFAIRS MGR.
CALIFORNIA CENTER FOR SUSTAINABLE ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000

SHALINI SWAROOP
REGULATORY COUNSEL
MARIN ENERGY AUTHORITY
EMAIL ONLY
EMAIL ONLY, CA 00000

SHANNON EDDY
LARGE-SCALE SOLAR ASSOCIATION
EMAIL ONLY
EMAIL ONLY, CA 00000

SHIVANI BALLESTEROS
SAN DIEGO GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

SNULLER PRICE
ENERGY AND ENVIRONMENTAL ECONOMICS
EMAIL ONLY
EMAIL ONLY, CA 00000

STEPHANIE WANG
DIRECTOR
CLEAN COALITION
EMAIL ONLY

EMAIL ONLY, CA 00000

STEPHEN SMITH
SOLVIDA ENERGY GROUP
EMAIL ONLY
EMAIL ONLY, CA 00000

STEVEN KELLY
INDEPENDENT ENERGY PRODUCERS ASSOCIATION
EMAIL ONLY
EMAIL ONLY, CA 00000

STEVEN ZHU
TRINA SOLAR
EMAIL ONLY
EMAIL ONLY, CA 00000

THADEUS B. CULLEY
KEYES FOX & WIEDMAN LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

TIMOTHY N. TUTT
SACRAMENTO MUNICIPAL UTILITIES DISTRICT
EMAIL ONLY
EMAIL ONLY, CA 00000

TONY BRAUN
BRAUN BALISING MCLAUGHLIN PC
EMAIL ONLY
EMAIL ONLY, CA 00000

TONY D. PASTORE
EMAIL ONLY
EMAIL ONLY, CA 00000

VALERIE J. WINN
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

VALERIE SEYMOUR
POLICY ASSOCIATE
CLEAN COALITION
EMAIL ONLY
EMAIL ONLY, CA 00000

VENKAT SURAVARAPU
IHS CERA
EMAIL ONLY
EMAIL ONLY, CA 00000

VIRINDER SINGH
EDF RENEWABLE ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000

WILLIAM PETER
TRANSMISSION MANAGER, SOLAR DEV'T.
E.ON CLIMATE & RENEWABLES, NORTH AMERICA
EMAIL ONLY
EMAIL ONLY, CA 00000

MRW & ASSOCIATES, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

SPECTRUM ENERGY DEVELOPMENT INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

SILVERADO POWER LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

CURTIS KEBLER
SEMPRA GENERATION
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

DEREK DENNISTON
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

G. PATRICK STONER
PROGRAM DIRECTOR
LOCAL GOVERNMENT COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

IAN MCGOWAN
MANAGER - REGULATORY AFFAIRS
3DEGREES

JAMIE NAGEL
ZGLOBAL, INC
EMAIL ONLY

EMAIL ONLY
EMAIL ONLY, CA 00000-0000

EMAIL ONLY, CA 00000-0000

JENNIFER BARNES
NAVIGANT CONSULTING, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

JIM STACK, PH.D.
RESOURCE PLANNER
CITY OF PALO ALTO UTILITIES
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

JUDY PAU
DAVIS WRIGHT TREMAINE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

LILY M. MITCHELL
HANNA AND MORTON LLP
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

MARK STOUT
MERIDIAN ENERGY USA, INC
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

MARTIN HOMEC
REDWOOD RENEWABLES/CARE
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

MOHAN NIROULA
CALIF DEPT OF WATER RESOURCES
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

NANCY RADER
EXECUTIVE DIRECTOR
CALIFORNIA WIND ENERGY ASSOCIATION
EMAIL ONLY
EMAIL ONLY, CA 00000-0000
FOR: CALIFORNIA WIND ENERGY ASSOCIATION

POLLY SHAW
SUNTECH AMERICA, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

RICHARD F. CHANDLER
BP SOLAR
EMAIL ONLY
EMAIL ONLY, MA 00000-0000

RICHARD W. RAUSHENBUSH
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

ROBIN J. WALTHER
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

RYAN PLETKA
RENEWABLE ENERGY PROJECT MANAGER
BLACK & VEATCH
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

SHAUN HALVERSON
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

SHERIDAN J. PAUKER
WILSON SONSINI GOODRICH & ROSATI
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

TED KO
ASSOCIATE EXECUTIVE DIRECTOR
CLEAN COALITION (FORMERLY FIT)
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

THOMAS HOBSON
GE ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

DAVIS WRIGHT TREMAINE, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

COOL EARTH SOLAR
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

JAMES MCMAHON
29 DANBURY ROAD
NASHUA, NH 03064

TRACY REID
FUELCELL ENERGY, INC.
3 GREAT PASTURE ROAD
DANBURY, CT 06810

KAREN KOCHONIES
MORGAN STANLEY
2000 WESTCHESTER AVE., 1ST FLOOR
PURCHASE, NY 10577

MORGAN HANSEN
MORGAN STANLEY - COMMODITIES
2000 WESTCHESTER AVE., 1ST FLOOR
PURCHASE, NY 10577

NICHOLE FABRI ZANDOLI
PRESIDENT
CLEAR ENERGY BROKERAGE & CONSULTING LLC
403 PARKSIDE AVENUE
BROOKLYN, NY 11226

ARIEL LAGER
CUSTOMIZED ENERGY SOLUTIONS
1528 WALNUT STREET
PHILADELPHIA, PA 19102

ERIKA SCHMITT
CUSTOMIZED ENERGY SOLUTIONS
1528 WALNUT STREET, 22ND FL.
PHILADELPHIA, PA 19102

CATHERINE M. KRUPKA
LS POWER ASSOCIATES, L.P.
1275 PENNSYLVANIA AVE., NW
WASHINGTON, DC 20004

ALEXANDRA KONIECZNY
SUTHERLAND ASHBILL & BRENNAN
1275 PENNSYLVANIA AVENUE, NW
WASHINGTON, DC 20004-2415

PAUL ACKERMAN
SENIOR COUNSEL
CONSTELLATION ENERGY RESOURCES, INC.
111 MARKET PLACE
BALTIMORE, MD 21202

MICHAEL E. CARBOY
SIGNAL HILL CAPITAL LLC
300 D. LOMBARD ST., STE. 1700
BALTIMORE, MD 21202-3243

TODD JAFFE
ENERGY BUSINESS BROKERS AND CONSULTANTS
3420 KEYSER ROAD
BALTIMORE, MD 21208

RONALD M. CERNIGLIA
DIRECTOR- NATIONAL ADVOCACY
DIRECT ENERGY SERVICES, LLC
7240 RYEHILL DR.
CARY, NC 27519-1570

ALRINE WILLIAMS
LEGAL COUNSEL
LIBERTY POWER HOLDINGS LLC
1901 W. CYPRESS CREEK ROAD, STE. 600
FORT LAUDERDALE, FL 33309

YANIRA M. GOMEZ
LIBERTY POWER CORP.
1901 W. CYPRESS CREEK RD., STE. 600
FORT LAUDERDALE, FL 33309

CHRISTOPHER SHERMAN
DIR - REGULATORY GOV'T AFFAIRS
NEXTERA ENERGY RESOURCES
700 UNIVERSE BLVD.
JUNO BEACH, FL 33408

WINTON KELLY
DIRECTOR OF POWER MARKETS
NEXTERA ENERGY RESOURCES
700 UNIVERSE BLVD.
JUNO BEACH, FL 33408

SAMARA M. RASSI
REGULATORY AFFAIRS ANALYST
FELLON-MCCORD & ASSOCIATES
10200 FOREST GREEN BLVD., STE. 601

CATHY S. WOOLLUMS
MIDAMERICAN ENERGY HOLDINGS COMPANY
106 EAST SECOND STREET
DAVENPORT, IA 52801

LOUISVILLE, KY 40223-5183

JASON ABIECUNAS
BLACK & BEATCH GLOBAL RENEWABLE ENERGY
RENEWABLE ENERGY CONSULTANT
11401 LAMAR
OVERLAND PARK, KS 66211

ERIC OSBORN
CALPINE POWER AMERICA-CA, LLC
717 TEXAS AVENUE, STE 100
HOUSTON, TX 77002
FOR: CALPINE POWER AMERICA - CA,LLC

MARTY ROGERS
MANAGING ATTORNEY
NEXTERA ENERGY RESOURCES
601 TRAVIS STREET, STE. 1900
HOUSTON, TX 77002

MICHAEL D. HANSEN
CHAIRMAN
IGNITE SOLAR
811 DALLAS ST., SUITE 1422
HOUSTON, TX 77002

PETER MATHEY
PRESIDENT & CEO
IGNITE SOLAR
811 DALLAS STREET, STE. 1422
HOUSTON, TX 77002

ED CHIANG
ELEMENT MARKETS, LLC
3555 TIMMONS LANE, STE. 900
HOUSTON, TX 77027-6453

COMMERCE ENERGY, INC.
5251 WESTHEIMER RD., STE. 1000
HOUSTON, TX 77056-5414

EDWIN DEARMAN
SR. REGULATORY ANALYST
GEXA ENERGY CALIFORNIA , LLC
20455 STATE HIGHWAY 249, STE. 200
HOUSTON, TX 77070

JONATHAN JACOBS
PA CONSULTING GROUP
1700 LINCOLN ST STE 4600
DENVER, CO 80203-4509

KEVIN J. SIMONSEN
ENERGY MANAGEMENT SERVICES
1537 FLORIDA RD., STE. 108
DURANGO, CO 81301-5792

JEFF GULDNER
ARIZONA PUBLIC SERVICE COMPANY
400 N 5TH STREET, MS 9040
PHOENIX, AZ 85004

JENINE SCHENK
APS ENERGY SERVICES
400 E. VAN BUREN STREET, SUITE 750
PHOENIX, AZ 85004

MARK ETHERTON
PDS CONSULTING
3231 S. COUNTRY CLUB WAY, STE. 103
TEMPE, AZ 85283

TIMOTHY CASTILLE
LANDS ENERGY CONSULTING, INC.
1050 CRACKER BARREL CIRCLE
MESQUITE, NV 89034-1017

CHRISTOPHER A. HILEN
NV ENERGY
6100 NEIL ROAD, MS A35
RENO, NV 89511

ELENA MELLO
SIERRA PACIFIC POWER COMPANY
6100 NEIL ROAD
RENO, NV 89520

TREVOR DILLARD
RATE REGULATORY RELATIONS
SIERRA PACIFIC POWER COMPANY
6100 NEAL ROAD, MS S4A50 / PO BOX 10100
RENO, NV 89520-0026

JOE GRECO
TERRA-GEN POWER LLC
9590 PROTOTYPE COURT, SUITE 200
RENO, NV 89521-5916

BRYAN SCHWEICKERT
ENVIRONMENTAL SUPERVISOR
LOS ANGELES DEPT. OF WATER & POWER
111 N. HOPE ST.
LOS ANGELES, CA 90012

RANDY HOWARD
POWER ENGINEERING MGR.
LOS ANGELES DEPT. OF WATER & POWER
111 N HOPE STREET, STE. 921
LOS ANGELES, CA 90012

SARAH FRIEDMAN
SIERRA CLUB
714 W. OLYMPIC BLVD., STE. 1000
LOS ANGELES, CA 90015

AL ROSEN
ABSOLUTELY SOLAR INC.
PO BOX 491878
LOS ANGELES, CA 90049-8878

LEILANI JOHNSON KOWAL
LOS ANGELES DEPT. OF WATER AND POWER
PO BOX 51111, ROOM 1541
LOS ANGELES, CA 90051-0100

RANDALL W. KEEN
ATTORNEY AT LAW
MANATT PHELPS & PHILLIPS, LLP
11355 WEST OLYMPIC BLVD.
LOS ANGELES, CA 90064

JEFF NEWMAN
CALTRANS
100 S. MAIN
LOS ANGELES, CA 90068

CARL STEEN
FULBRIGHT & JAWORSKI L.L.P.
555 SOUTH FLOWER STREET, 41ST FLOOR
LOS ANGELES, CA 90071

ANGELINA GALITEVA
FOUNDER, CHAIR OF THE BOARD
RENEWABLES 100 POLICY INSTITUTE
35316 MULHOLLAND HWY
MALIBU, CA 90265

3 PHASES RENEWABLES LLC
2100 SEPULVEDA BLVD, SUITE 37
MANHATTAN BEACH, CA 90266

HARVEY M. EDER
PUBLIC SOLAR POWER COALITION
1218 12TH STREET, NO. 25
SANTA MONICA, CA 90401

FRED G. YANNEY
YANNEY LAW OFFICE
17409 MARQUARDT AVE. UNIT C-4
CERRITOS, CA 90703

GURCHARAN BAWA
PASADENA WATER AND POWER
150 S. LOS ROBLES, SUITE 200
PASADENA, CA 91101

CHARLES CHANG
ENGINEER-EVIRONMENTAL PROGRAMS
PASADENA WATER & POWER
85 EAST STATE STREET
PASADENA, CA 91105

VALERIE PUFFER
POWER CONTRACTS MANAGER
GLENDALE WATER & POWER
700 N. BRAND BLVD., STE. 590
GLENDALE, CA 91203

JACK MCNAMARA
ATTORNEY AT LAW
MACK ENERGY COMPANY
PO BOX 1380
AGOURA HILLS, CA 91376-1380

LINCOLN BLEVEANS
POWER RESOURCES MANAGER
BURBANK WATER & POWER
164 W. MAGNOLIA BLVD.
BURBANK, CA 91502

YAREK LEHR
AZUSA LIGHT & WATER
729 N. AZUSA AVENUE
AZUSA, CA 91702

KENYON HOLMES
TRANE

CASE ADMINISTRATION
SOUTHERN CALIFORNIA EDISON COMPANY

17748 ROWLAND STREET
CITY OF INDUSTRY, CA 91748

2244 WALNUT GROVE AVENUE
ROSEMEAD, CA 91770

CURT RONEY
SOUTHERN CALIFORNIA EDISON
2244 WALNUT GROVE, G01-C
ROSEMEAD, CA 91770

GEORGE WILTSEE
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVENUE
ROSEMEAD, CA 91770

JANICE WANG
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE.
ROSEMEAD, CA 91770

JONI A. TEMPLETON
ATTORNEY AT LAW
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE. / PO BOX 800
ROSEMEAD, CA 91770

LAURA I. GENAO
SOUTHERN CALIFORNIA EDISON COMPANY
PO BOX 800, 2244 WALNUT GROVE AVENUE
ROSEMEAD, CA 91770

MELISSA A. HOVSEPIAN
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE. / PO BOX 800
ROSEMEAD, CA 91770

ROSALIE ROTH
SOUTHERN CALIFORNIA EDISON
2244 WALNUT GROVE AVE.
ROSEMEAD, CA 91770

JENNIFER TSAO SHIGEKAWA
SR. ATTORNEY, CUSTOMER & TARIFF LAW
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE. / PO BOX 800
ROSEMEAD, CA 91770-3714

NGUYEN QUAN
MGR - REGULATORY AFFAIRS
GOLDEN STATE WATER CO. - ELECTRIC OP.
630 EAST FOOTHILL BOULEVARD
SAN DIMAS, CA 91773

SOCAL WATER/BEAR VALLEY ELECTRIC
630 EAST FOOTHILL BLVD.
SAN DIMAS, CA 91773

CHAD CHAHBAZI
BAP POWER CORPORATION D/B/A CENERGY
3176 LIONSHEAD AVENUE, STE. 1
CARLSBAD, CA 92010-4708

ROBERT J. GILLESKIE
LIGHTPOINT CONSULTING SERVICES
2570 PINEWOOD STREET
DEL MAR, CA 92014

ARLEN BARKSDALE, PHD
CEO / CTO
DESMON ENERGY, LLC
1538 ENCINITAS BLVD.
ENCINITAS, CA 92024

HAROLD M. ROMANOWITZ
OAK CREEK ENERGY SYSTEMS, INC.
150 LA TERRAZA BLVD.
ESCONDIDO, CA 92025

JEFF COX
1557 MANDEVILLE PLACE
ESCONDIDO, CA 92029

GEOREG GISEL
INDEPENDENT ENERGY SOLUTIONS, INC.
1090 JOSHUA WAY
VISTA, CA 92081

CHRISTOPHER SUMMERS
REGULATORY AFFAIRS
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK COURT
SAN DIEGO, CA 92101

GREG BASS
NOBLE AMERICAS ENERGY SOLUTIONS LLC
401 WEST A STREET, SUITE 500
SAN DIEGO, CA 92101-3017

SHAWN BAILEY
DIRECTOR - PLANNING & ANALYSIS
SEMPRA US GAS AND POWER
101 ASH STREET
SAN DIEGO, CA 92101-3017

THEODORE E. ROBERTS
SEMPRA GENERATION / SEMPRA BROADBAND
101 ASH STREET, HQ 12B
SAN DIEGO, CA 92101-3017

NOBLE AMERICAS ENERGY SOLUTIONS LLC
101 ASH STREET, HQ09
SAN DIEGO, CA 92101-3017

TERRY FARRELLY
269 G AVENUE
CORONADO, CA 92118

MARCIE MILNER
SHELL ENERGY NORTH AMERICA
4445 EASTGATE MALL, SUITE 100
SAN DIEGO, CA 92121

SARAH TOMEC
SR. ADVISOR, REGULATORY AFFAIRS WEST
CAPITAL POWER CORPORATION
9255 TOWNE CENTRE DRIVE, STE. 900
SAN DIEGO, CA 92121

JOHN S. FRIDERICHS
DIRECTOR - ORIGINATION & DEVELOPMENT
PILOT POWER GROUP, INC.
8910 UNIVERSITY CENTER LANE, STE. 520
SAN DIEGO, CA 92122

JENNIFER PIERCE
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK CT
SAN DIEGO, CA 92123

DEAN A. KINPORTS
REGULATORY CASE ADMINISTRATOR
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK CT., CP32D
SAN DIEGO, CA 92123-1530

DESPINA NIEHAUS
SAN DIEGO GAS AND ELECTRIC COMPANY
8330 CENTURY PARK COURT, CP32H
SAN DIEGO, CA 92123-1530

CENTRAL FILES
SDG&E AND SOCALGAS
8330 CENTURY PARK COURT, CP31-E
SAN DIEGO, CA 92123-1550

SCOTT HARDING
ENERGY RESOURCE PLANNER, SR.
IMPERIAL IRRIGATION DISTRICT
333 E. BARIONI BLVD.
IMPERIAL, CA 92251

FRED W. NOBLE
PRESIDENT
WINTEC ENERGY, LTD
1090 N. PALM CANYON DR., SUITE A
PALM SPRINGS, CA 92260

ROGER KROPKE
BEAR VALLEY ELECTRIC SERVICE
PO BOX 1547
BIG BEAR LAKE, CA 92315
FOR: BEAR VALLEY ELECTRIC SERVICE

PETER T. PEARSON
ENERGY SUPPLY SPECIALIST
BEAR VALLEY ELECTRIC SERVICE
42020 GARSTIN DRIVE, PO BOX 1547
BIG BEAR LAKE, CA 92315-1547

CHARLES J. BLACK
RIVERSIDE PUBLIC UTILITIES
3435 14TH STREET
RIVERSIDE, CA 92501

JOHN DEWEY
THE DEWEY GROUP
PO BOX 12913
NEWPORT BEACH, CA 92658-5079

CARRIE THOMPSON
CITY OF ANAHEIM
201 S. ANAHEIM BLVD., STE. 802
ANAHEIM, CA 92805

CARRIE TOMPSON

JANIS LEHMAN

CITY OF ANAHEIM
201 S. ANAHEIM BLVD., STE. 802
ANAHEIM, CA 92805

CHIEF RISK OFFICER
CITY OF ANAHEIM-PUBLIC UTILITIES DEPT.
201 S. ANAHEIM BLVD., STE.802
ANAHEIM, CA 92805

MANDIP KAUR SAMRA
INTEGRATED RESOURCES PLANNER
CITY OF ANAHEIM-PUBLIC UTILITIES DEPT.
201 S. ANAHEIM BLVD., SUITE 802
ANAHEIM, CA 92805

YOLANDA LOCKHART
CITY OF ANAHEIM
201 S. ANAHEIM BLVD., STE. 802
ANAHEIM, CA 92805

PETER MORITZBURKE
3 ECHO AVENUE
CORTE MADERA, CA 92925

JEFF HIRSCH
JAMES J. HIRSCH & ASSOCIATES
12185 PRESILLA ROAD
CAMARILLO, CA 93012-9243

PHILLIP REESE
C/O REESE-CHAMBERS SYSTEMS CONSULTANTS,
PO BOX 8
3379 SOMIS ROAD
SOMIS, CA 93066

CURTIS SEYMOUR
SR. MANAGER - GOVERNMENT AFFAIRS
SUNEDISON LLC
600 CLIPPER DR.
BELMONT, CA 94002

EVELYN KAHL
ATTORNEY AT LAW
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY STREET, SUITE 1850
SAN FRANCISCO, CA 94015
FOR: OCCIDENTAL POWER SERVICES, INC./ENERGY PRODUCERS AND USERS COALITION.

ELIZABETH KLEBANER
ADAMS BROADWELL JOSEPH & CARDOZO
601 GATEWAY BLVD., STE. 1000
SOUTH SAN FRANCISCO, CA 94080
FOR: INTERNATIONAL BROTHERHOOD OF ELECTRICAL WORKERS LOCAL 569

SOLAR SEMICONDUCTOR INC.
1292 KIFER ROAD, SUITE 808
SUNNYVALE, CA 94086

MICHAEL A. HYAMS
POWER ENTERPRISE-REGULATORY AFFAIRS
SAN FRANCISCO PUBLIC UTILITIES COMM
525 GOLDEN GATE AVE., 7TH FLOOR
SAN FRANCISCO, CA 94102-3220

AUSTIN M. YANG
CITY AND COUNTY OF SAN FRANCISCO
OFFICE OF THE CITY ATTORNEY, RM. 234
1 DR. CARLTON B. GODDLETT PLACE
SAN FRANCISCO, CA 94102-4682

DAN ADLER
DIRECTOR, TECH AND POLICY DEVELOPMENT
CALIFORNIA CLEAN ENERGY FUND
5 THIRD STREET, SUITE 1125
SAN FRANCISCO, CA 94103

SUSAN PRESTON
CALCEF CLEAN ENERGY ANGEL FUND
5 THIRD STREET, STE. 1125
SAN FRANCISCO, CA 94103

ADAM BROWNING
THE VOTE SOLAR INITIATIVE
101 MONTGOMERY ST., STE. 2600
SAN FRANCISCO, CA 94104

ANDRE DEVILBISS
ASSOCIATE, DEVELOPMENT
RECURRENT ENERGY
300 CALIFORNIA STREET, 8TH FLOOR
SAN FRANCISCO, CA 94104

HANS ISERN
VP - ENGINEERING
SILVERADO POWER LLC
44 MONTGOMERY STREET, SUITE 3065
SAN FRANCISCO, CA 94104

KEVIN P. BUNDY
SR. ATTORNEY
CENTER FOR BIOLOGICAL DIVERSITY
351 CALIFORNIA ST., STE. 600
SAN FRANCISCO, CA 94104
FOR: CENTER FOR BIOLOGICAL DIVERSITY

LUKE DUNNINGTON
ASSOCIATE, DEVELOPMENT
RECURRENT ENERGY
300 CALIFORNIA STREET, 8TH FL
SAN FRANCISCO, CA 94104

MARCEL HAWIGER
ENERGY ATTY
THE UTILITY REFORM NETWORK
115 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94104

PETER MILLER
NATURAL RESOURCES DEFENSE COUNCIL
111 SUTTER STREET, 20TH FLOOR
SAN FRANCISCO, CA 94104

SUSANNAH CHURCHILL
ADVOCATE - SOLAR POLICY
THE VOTE SOLAR INITIATIVE
101 MONTGOMERY ST., STE. 2600
SAN FRANCISCO, CA 94104

TANDY MCMANNES
ABENGOA SOLAR, INC.
235 PINE STREET, STE. 1800
SAN FRANCISCO, CA 94104
FOR: ABENGOA SOLAR, INC.

BRUCE PERLSTEIN, PH.D.
NAVIGANT CONSULTING, INC.
SPEAR STREET TOWER
ONE MARKET ST., STE. 1200
SAN FRANCISCO, CA 94105

CARLOS M. ABREU
PACIFIC GAS & ELECTRIC COMPANY
RENEWABLE TRANSACTIONS DEPT.
77 BEALE ST., RM. 2597F
SAN FRANCISCO, CA 94105

CHARLES R. MIDDLEKAUFF
PACIFIC GAS AND ELECTRIC COMPANY
LAW DEPT.
77 BEALE STREET, B30A / PO BOX 7442
SAN FRANCISCO, CA 94105

ED LUCHA
CASE COORDINATOR
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, MC B9A, ROOM 991
SAN FRANCISCO, CA 94105

FRED WELLINGTON
NAVIGANT CONSULTING, INC.
1 MARKET ST., SPEAR ST. TOWER, STE 1200
SAN FRANCISCO, CA 94105

JOHN PAPPAS
UTILITY ELECTRIC PORTFOLIO MANAGEMENT
PACIFIC GAS AND ELECTRIC COMPANY
245 MARKET STREET, MC N12G
SAN FRANCISCO, CA 94105

KAREN TERRANOVA
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY STREET, SUITE 1850
SAN FRANCISCO, CA 94105

MAGGIE CHAN
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000
77 BEALE ST., MAIL CODE B9A
SAN FRANCISCO, CA 94105

MARIA VANKO
LAW DEPARTMENT
PACIFIC GAS & ELECTRIC COMPANY
77 BEALE ST., MCB30A
SAN FRANCISCO, CA 94105

PETER W. HANSCHEN
ATTORNEY AT LAW
MORRISON & FOERSTER, LLP
425 MARKET STREET
SAN FRANCISCO, CA 94105

WADE GREENACRE
REGULATORY CASE COORDINATOR
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., MC B9A

CORY M. MASON
ATTORNEY
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, MC B30A

SAN FRANCISCO, CA 94105

SAN FRANCISCO, CA 94105-1814

NIELS KJELLUND
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, MAIL CODE B9A
SAN FRANCISCO, CA 94105-1814

AGNES NG
AT&T SERVICES, INC.
LEGAL
525 MARKET ST., 20TH FL, NO. 5
SAN FRANCISCO, CA 94105-2728

KIMBERLY J. GOLD
GENERAL ATTORNEY
AT&T SERVICES, INC.
525 MARKET ST., STE. 2025
SAN FRANCISCO, CA 94105-2728

BRIAN ORION
LAWYERS FOR CLEAN ENERGY
1156 FLORIDA STREET
SAN FRANCISCO, CA 94110

JACK STODDARD
MANATT PHELPS & PHILLIPS, LLP
ONE EMBARCADERO CENTER, 30TH FL.
SANFRANCISCO, CA 94111

JANINE L. SCANCARELLI
ATTORNEY AT LAW
CROWELL & MORING LLP
275 BATTERY STREET, 23RD FLOOR
SAN FRANCISCO, CA 94111

JARED W. JOHNSON
LATHAM & WATKINS, LLP
505 MONTGOMERY ST., SUITE 2000
SAN FRANCISCO, CA 94111
FOR: TRANSWEST EXPRESS, LLC/TRANSALTA CORP.

JONATHAN MALTA-WEINGARD
NATURENER USA, INC.
394 PACIFIC AVENUE, STE. 300
SAN FRANCISCO, CA 94111

MICHAEL S. HINDUS
PILLSBURY WINTHROP SHAW PITTMAN LLP
FOUR EMBARCADERO CENTER, 22ND FLR.
SAN FRANCISCO, CA 94111
FOR: ALPAUGH IRRIGATION DISTRICT

PATRICK FERGUSON
NATURENER USA
394 PACIFIC AVENUE, STE. 300
SAN FRANCISCO, CA 94111

RAFI HASSAN
SUSQUEHANNA FINANCIAL GROUP, LLLP
101 CALIFORNIA STREET, SUITE 3250
SAN FRANCISCO, CA 94111

SARAH BARKER-BALL
BINGHAM MCCUTCHEN LLP
3 EMBARCADERO CENTER
SAN FRANCISCO, CA 94111

TARA S. KAUSHIK
ATTORNEY
MANATT, PHELPS & PHILLIPS, LLP
ONE EMBARCADERO CENTER, 30TH FLOOR
SAN FRANCISCO, CA 94111

WESLEY M. SPOWHN
PILLSBURY WINTHROP SHAW PITTMAN LLP
FOUR EMBARCADERO CENTER, 22ND FLOOR
SAN FRANCISCO, CA 94111

KATHERINE RYZHAYA
VP
EVOLUTION MARKETS INC.
3 EMBARCADERO CENTER , STE. 1630
SAN FRANCISCO, CA 94111-4041
FOR: EVOLUTION MARKETS INC.

MONICA SCHWEBS
BINGHAM MCCUTCHEN LLP
THREE EMBARCADERO CENTER
SAN FRANCISCO, CA 94111-4067
FOR: SOLAR RESERVE, LLC

LISA A. COTTLE
ATTORNEY AT LAW

NOELLE R. FORMOSA
WINSTON & STRAWN, LLP

WINSTON & STRAWN LLP
101 CALIFORNIA STREET, 39TH FLOOR
SAN FRANCISCO, CA 94111-5802

101 CALIFORNIA STREET, 39TH FLOOR
SAN FRANCISCO, CA 94111-5894

THOMAS W. SOLOMON
ATTORNEY AT LAW
WINSTON & STRAWN LLP
101 CALIFORNIA STREET, 39TH FLOOR
SAN FRANCISCO, CA 94111-5894

HILARY CORRIGAN
CALIFORNIA ENERGY MARKETS
425 DIVISADERO ST. SUITE 303
SAN FRANCISCO, CA 94117-2242

LISA WEINZIMER
PLATTS MCGRAW-HILL
695 NINTH AVENUE, NO. 2
SAN FRANCISCO, CA 94118

REGULATORY FILE ROOM
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 7442
SAN FRANCISCO, CA 94120

MEGAN M. MYERS
LAW OFFICES OF SARA STECK MYERS
122 - 28TH AVENUE
SAN FRANCISCO, CA 94121

DAN PATRY
MANAGER OF POLICY INITIATIVES
RECURRENT ENERGY
300 CALIFORNIA STREET, 8TH FLOOR
SAN FRANCISCO, CA 94123

ROBIN QUARRIER
COUNSEL
CENTER FOR RESOURCE SOLUTIONS
1012 TORNEY AVENUE, 2ND FL.
SAN FRANCISCO, CA 94129

BRIAN K. CHERRY
MGR - REGULATORY RELATIONS
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., PO BOX 770000, MC B10C
SAN FRANCISCO, CA 94177

BROOKE A. REILLY
PACIFIC GAS & ELECTRIC COMPANY
77 BEALE ST., RM. 2439B, MC B24V
SAN FRANCISCO, CA 94177

MARK HUFFMAN
ATTORNEY AT LAW
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, MC B30A
SAN FRANCISCO, CA 94177

KAREN KHAMOU
PACIFIC GAS AND ELECTRIC COMPANY
245 MARKET ST., RM. 1255C
SAN FRANCISCO, CA 94177-0001

CHRIS KING
CHIEF REGULATORY OFFICER
EMETER CORPORATION
2215 BRIDGEPOINTE PARKWAY, STE. 300
SAN MATEO, CA 94404

JENNIFER CHAMBERLIN
ENERGY POLICY ADVOCATES
2633 WELLINGTON CT
CLYDE, CA 94520

BETH VAUGHAN
CALIFORNIA COGENERATION COUNCIL
4391 NORTH MARSH ELDER CT.
CONCORD, CA 94521

TONY CHEN
SR. MANGER, BUSINESS DEVEL.
COOL EARTH SOLAR
4659 LAS POSITAS RD., STE. 94551
LIVERMORE, CA 94551

ANDREW J. VAN HORN
VAN HORN CONSULTING
12 LIND COURT
ORINDA, CA 94563

AVIS KOWALEWSKI
CALPINE CORPORATION
4160 DUBLIN BLVD., SUITE 100

JILL VAN DALEN
CALPINE CORPORATION
4160 DUBLIN BLVD., STE. 100

DUBLIN, CA 94568
FOR: CALPINEPOWERAMERICA-CA,LLC

DUBLIN, CA 94568

MATTHEW BARMACK
CALPINE CORPORATION
4160 DUBLIN BLVD., STE. 100
DUBLIN, CA 94568

KATHY TRELEVEN
103 BANDOL CT.
SAN RAMON, CA 94582

JENNIFER CHAMBERLIN
LS POWER DEVELOPMENT, LLC
5000 HOPYARD ROAD, SUITE 480
PLEASANTON, CA 94588

TIM MASON
BLACK & VEATCH CORP.
2999 OAK ROAD, SUITE 490
WALNUT CREEK, CA 94597

ALEX KANG
ITRON, INC.
1111 BROADWAY, STE. 1800
OAKLAND, CA 94607

RAMONA GONZALEZ
EAST BAY MUNICIPAL UTILITY DISTRICT
375 ELEVENTH STREET, M/S NO. 205
OAKLAND, CA 94607

BARRY H. EPSTEIN
FITZGERALD,ABBOTT & BEARDSLEY, LLP
1221 BROADWAY, 21ST FLOOR
OAKLAND, CA 94612

ERICA SCHROEDER
KEYES FOX & WIEDMAN, LLP
436 14TH ST., STE. 1305
OAKLAND, CA 94612

TIM LINDL
COUNSEL
KEYES FOX & WIEDMAN LLP
436 14TH STREET, STE. 1305
OAKLAND, CA 94612

MATTHEW SCHAFER
NEXTERA ENERGY RESOURCES
505 14TH STREET, SUITE 300
OAKLAND, CA 94612-1935

NELLIE TONG
SENIOR ANALYST
KEMA, INC.
155 GRAND AVE., STE. 500
OAKLAND, CA 94612-3747

RAMESH RAMCHANDANI
COMMERCIAL ENERGY
7677 OAKPORT ST., STE. 525
OAKLAND, CA 94621

RON PERRY
CEO
COMMERCIAL ENERGY
7677 OAKPORT ST., STE. 525
OAKLAND, CA 94621

CYNTHIA WOOTEN
LUMENX CONSULTING, INC.
1126 DELAWARE STREET
BERKELEY, CA 94702

REED V. SCHMIDT
BARTLE WELLS ASSOCIATES
1889 ALCATRAZ AVENUE
BERKELEY, CA 94703-2714

JOSHUA BAR-LEV
BAR-LEV ASSOCIATES
84 GYPSY LANE
BERKELEY, CA 94705

LINDA AGERTER
LARGE-SCALE SOLAR ASSOCIATION
51 PARKSIDE DRIVE
BERKELEY, CA 94705

GERALD T. ROBINSON
LAWRENCE BERKLEY NATIONAL LABS
ONE CYCLOTRON ROAD
BERKLEY, CA 94720

ED SMELOFF

JEREMY WAEN

SENIOR MANAGER
SUNPOWER CORPORATION
1414 HARBOUR WAY SOUTH
RICHMOND, CA 94804

REGULATORY ANALYST
MARIN ENERGY AUTHORITY
781 LINCOLN AVENUE, STE. 320
SAN RAFAEL, CA 94901

TOM FAUST
REDWOOD RENEWABLES LLC
6 ENDEAVOR DRIVE
CORTE MADERA, CA 94925

PAUL FENN
LOCAL POWER
22888 HIGHWAY 1 / PO BOX 744
MARSHALL, CA 94940-9701

ANDERS GLADER
SVP, ORIGINATION
IBERDROLA RENEWABLES
114 MORNING SUN AVENUE
MILL VALLEY, CA 94941

JOHN NIMMONS
COUNSEL
JOHN NIMMONS & ASSOCIATES, INC.
175 ELINOR AVE., STE. G
MILL VALLEY, CA 94941
FOR: RECURRENT ENERGY

TIM ROSENFELD
MARIN ENERGY MANAGEMENT TEAM
131 CAMINO ALTO, SUITE D
MILL VALLEY, CA 94941

JOHN M. SPILMAN
LAW OFFICE OF JOHN M. SPILMAN
22 FAIRWAY DRIVE
MILL VALLEY, CA 94941-1309

EDWARD A. MAINLAND
CO-CHAIR, ENERGY-CLIMATE COMMITTEE
SIERRA CLUB CALIFORNIA
1017 BEL MARIN KEYS BLVD.
NOVATO, CA 94949

KEITH WHITE
312 KELLER ST
PETALUMA, CA 94952

BARBARA GEORGE
WOMEN'S ENERGY MATTERS
PO BOX 548
FAIRFAX, CA 94978-0548

ERIC CHERNISS
SOLARGEN ENERGY
20400 STEVENS CREEK BLVD, SUITE 700
CUPERTINO, CA 95014

SHANI KLEINHAUS
SANTA CLARA VALLEY AUDUBON SOCIETY
22221 MCLELLAN ROAD
CUPERTINO, CA 95014

JERRY MIX
PRESIDENT
WATTSTOPPER
2800 DE LA CRUZ BLVD.
SANTA CLARA, CA 95050

JIM PIAZZO
GREEN EARTH MANAGEMENT
650 KINGS ROW
SAN JOSE, CA 95112

MARY TUCKER
MARY TUCKER CONSULTING
359 N. 5TH STREET
SAN JOSE, CA 95112

C. SUSIE BERLIN
LAW OFFICES OF SUSIE BERLIN
1346 THE ALAMEDA, SUITE 7, NO. 141
SAN JOSE, CA 95126

THOMAS J. VICTORINE
SAN JOSE WATER COMPANY
1221 S. BASCOM AVENUE
SAN JOSE, CA 95128

MIKE JENSEN
MERCED IRRIGATION DISTRICT
PO BOX 2288
MERCED, CA 95344-0288

DAVID OLIVARES
ELECTRIC RESOURCE
MODESTO IRRIGATION DISTRICT
PO BOX 4060

MODESTO, CA 95352

JOY A. WARREN
REGULATORY ADMINISTRATOR
MODESTO IRRIGATION DISTRICT
1231 11TH STREET
MODESTO, CA 95354

LINDA FISCHER
LEGAL DEPARTMENT
MODESTO IRRIGATION DISTRICT
1231 11TH STREET
MODESTO, CA 95354

NORMAN ROSS BURGESS
PO BOX 200
ZENIA, CA 95595

MICHAEL THEROUX
V.P.
JDMT, INC.
PO BOX 7751
AUBURN, CA 95604-7551

DOUGLAS M. GRANDY, P.E.
CA ONSITE GENERATION
1220 MACAULAY CIRCLE
CARMICHAEL, CA 95608

MARK BERMAN
DAVIS ENERGY GROUP
123 C STREET
DAVIS, CA 95616

RICHARD MCCANN
M.CUBED
2655 PORTAGE BAY ROAD, SUITE 3
DAVIS, CA 95616

TOBIN RICHARDSON
RICHARDSON GROUP
1416 VIGO COURT
DAVIS, CA 95618

GEORGE SIMONS
DIRECTOR
ITRON, INC.
330 MADSON PLACE
DAVIS, CA 95618-6599

DAN AUSTIN
ZGLOBAL, INC.
604 SUTTER STREET, STE. 250
FOLSOM, CA 95630

JACQUELINE M. DEROSA
DIRECTOR OF REGULATORY AFFAIRS - CA
CUSTOMIZED ENERGY SOLUTIONS
101 PARKSHORE DRIVE SUITE 100
FOLSOM, CA 95630

LEGAL AND REGULATORY DEPARTMENT
CALIFORNIA ISO
151 BLUE RAVINE ROAD
FOLSOM, CA 95630

SAEED FARROKHPAY
FEDERAL ENERGY REGULATORY COMMISSION
1835 IRON POINT RD., SUITE 160
FOLSOM, CA 95630-8771

C. RICHARD WYLIE
BEUTLER CORPORATION
4700 LANG AVE.
MCCLELLAN, CA 95652

DAVID BRANCHCOMB
BRANCHCOMB ASSOCIATES, LLC
9360 OAKTREE LANE
ORANGEVILLE, CA 95662

BRIAN THEAKER
NRG ENERGY
3161 KEN DEREK LANE
PLACERVILLE, CA 95667

RICK A. LIND
SIERRA ECOSYSTEM ASSOCIATES
PO BOX 2260
PLACERVILLE, CA 95667

KENNY SWAIN
NAVIGANT CONSULTING
3100 ZINFANDEL DRIVE, SUITE 600
RANCHO CORDOVA, CA 95670

PAUL D. MAXWELL

DANIEL KIM

NAVIGANT CONSULTING, INC.
3100 ZINFANDEL DRIVE, SUITE 600
RANCHO CORDOVA, CA 95670-6078

WESTLANDS SOLAR PARK
PO BOX 582844
ELK GROVE, CA 95757

MARGARET MILLER
DIR - REGULATORY AFFAIRS
BROOKFIELD ENERGY MARKETING
513 SAN MARCO PLACE
EL DORADO HILLS, CA 95762

BILL DI CAPO
CALIFORNIA POWER LAW GROUP
2109 J STREET, STE. 301
SACRAMENTO, CA 95811

TOM POMALES
CALIFORNIA AIR RESOURCES BOARD
1001 I STREET
SACRAMENTO, CA 95812

ADAM LINK
DIR. - LEGAL & REGULATORY AFFAIRS
CALIF. ASSN. OF SANITATION AGENCIES
1215 K STREET, SUITE 940
SACRAMENTO, CA 95814

ALLISON C. SMITH
ATTORNEY
STOEL RIVES LLP
500 CAPITOL MALL, SUITE 1600
SACRAMENTO, CA 95814

ANTHONY BRUNELLO
CALIFORNIA STRATEGIES LLC
980 NINTH STREET, SUITE 2000
SACRAMENTO, CA 95814

AUTUMN BERNSTEIN
DIRECTOR
CLIMATE PLAN
717 K STREET, SUITE 330
SACRAMENTO, CA 95814

CURT BARRY
SENIOR WRITER
CLEAN ENERGY REPORT
717 K STREET, SUITE 503
SACRAMENTO, CA 95814

JANE E. LUCKHARDT
ATTORNEY AT LAW
DOWNEY BRAND LLP
621CAPITOL MALL, 18TH FLOOR
SACRAMENTO, CA 95814

KATE KELLY
DEFENDERS OF WILDLIFE
1303 J STREET, SUITE 270
SACRAMENTO, CA 95814

KEVIN WOODRUFF
WOODRUFF EXPERT SERVICES
1100 K STREET, SUITE 204
SACRAMENTO, CA 95814

LINDA JOHNSON
BRAUN BLAISING MCLAUGHLIN & SMITH P.C.
915 L STREET, STE. 1270
SACRAMENTO, CA 95814

MARK A. LOWDER
DIR - HOUSING FINANCE
CRHMFA HOMEBUYERS FUND
1215 K STREET, STE. 1650
SACRAMENTO, CA 95814

NICOLE WRIGHT
BRAUN BLAISING MCLAUGHLIN & SMITH
915 L STREET, SUITE 1270
SACRAMENTO, CA 95814

PAUL J. MASON
VP, POLICY & INCENTIVES
THE PACIFIC FOREST TRUST
1107 9TH ST., STE 1050
SACRAMENTO, CA 95814

STEVEN A. BRINK
VP - PUBLIC RESOURCES
CALIFORNIA FORESTRY ASSOCIATION
1215 K STREET, SUITE 1830
SACRAMENTO, CA 95814

TIFFANY K. ROBERTS
CALIFORNIA LEGISLATURE

MICHAEL BOCCADORO
AGRICULTURAL ENERGY CONSUMERS ASSN

LEGISLATIVE ANALYST'S OFFICE
925 L STREET, SUITE 1000
SACRAMENTO, CA 95814

925 L STREET, SUITE 800
SACRAMENTO, CA 95814-3704
FOR: AGRICULTURAL ENERGY CONSUMERS ASSOCIATION

GREGGORY L. WHEATLAND
ELLISON SCHNEIDER & HARRIS, L.L.P.
2600 CAPTIOL AVENYE, SUITE 400
SACRAMENTO, CA 95816
FOR: ENERGYSOURCE, LLC

CHRISTOPHER T. ELLISON
ATTORNEY
ELLISON, SCHNEIDER & HARRIS, L.L.P
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816-5905

ROB ROTH
SACRAMENTO MUNICIPAL UTILITY DISTRICT
6201 S STREET MS 75
SACRAMENTO, CA 95817

VIKKI WOOD
SACRAMENTO MUNICIPAL UTILITY DISTRICT
6301 S STREET, MS A204
SACRAMENTO, CA 95817-1899

MICHAEL S. DAY
PRINCIPAL
ROCKWOOD CONSULTING
2701 2ND AVE.
SACRAMENTO, CA 95818

CAROL J. HURLOCK
CALIFORNIA DEPT. OF WATER RESOURCES
JOINT OPERATIONS CENTER
2033 HOWE AVE., STE. 220
SACRAMENTO, CA 95825-0181

LEE TERRY
CALIFORNIA DEPARTMENT OF WATER RESOURCES
2033 HOWE AVE., STE. 220
SACRAMENTO, CA 95825-0181

ART RIVERA
GEOSUN ENERGY, INC.
3455 WILDWIND CT.
SACRAMENTO, CA 95827

EMILIO E. VARANINI, III
4660 NATOMAS BLVD.
SACRAMENTO, CA 95835

STEVEN A. LIPMAN
STEVEN LIPMAN CONSULTING
5350 DUNLAY DRIVE, STE. 811
SACRAMENTO, CA 95835-1570

KAREN LINDH
CALIFORNIA ONSITE GENERATION
7909 WALERGA ROAD, NO. 112, PMB 119
ANTELOPE, CA 95843

MIKE CHAPEL
CONSULTANT
16136 JANET WAY
GRASS VALLEY, CA 95949

JAMES L. BYARD PH.D.
11693 PHELPS HILL ROAD
NEVADA CITY, CA 95959-9150

KIM CARR
SUSTAINABLE INITIATIVES COORDINATOR
SIERRA NEVADA CONSERVANCY
1061 3RD STREET
SOUTH LAKE TAHOE, CA 96150

CALIFORNIA PACIFIC ELECTRIC COMPANY, LLC
933 ELOISE AVENUE
SOUTH LAKE TAHOE, CA 96150

CHRISTIAN MENTZEL
CEM LLC
619 KUPULAU DR
KIHEI, HI 96753

MICHAEL ALCANTAR
ATTORNEY AT LAW
ALCANTAR & KAHL LLP
1300 SW 5TH AVE., STE 1750
PORTLAND, OR 97201

TERI IKEDA
RENEWABLE COMPLIANCE OFFICER
PACIFICORP
825 NE MULTNOMAH, STE. 600
PORTLAND, OR 97232

DONALD SCHOENBECK
RCS, INC.
900 WASHINGTON STREET, SUITE 780
VANCOUVER, WA 98660

DANIEL JURIJEW
CAPITAL POWER CORPORATION
12TH FLOOR EPCOR TOWER
1200 - 10423 101 ST. NW
EDMONTON, AB T5H 0E9
CANADA

LISA CHERKAS
MORGAN STANLEY CAPITAL GROUP, INC.
200 BURRAND ST., STE. 610
VANCOUVER, BC V6C 3L6
CANADA

State Service

CHERYL LEE
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

CLARE LAUFENBERG GALLARDO
CALIFORNIA ENERGY COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

DARYL METZ
CALIFORNIA ENERGY COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVID PECK
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

JACLYN MARKS
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

MATT MILEY
CPUC
LEGAL DIVISION
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: DRA

MICHAEL COLVIN
ADVISOR - ENERGY
CPUC
EMAIL ONLY
EMAIL ONLY, CA 00000

ROBERT BLACKNEY
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

SARA KAMINS
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

WILLIAM DIETRICH
SR. ANALYST
CPUC - INFRASTRUCTURE PLANNING / PERMIT
EMAIL ONLY
EMAIL ONLY, CA 00000

LORRAINE GONZALES
CALIFORNIA ENERGY COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

ADAM SCHULTZ
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ANDREW KOTCH
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
ROOM 5301
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ANNE E. SIMON
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
ROOM 5104
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

CHLOE LUKINS
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

CHRISTOPHER DANFORTH
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PRICING AND CUSTOMER PROGRAM
ROOM 4209
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

CHRISTOPHER MYERS
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4104
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

COLIN RIZZO
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

DAVID SIAO
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4101
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

DEVLA SINGH
CALIF PUBLIC UTILITIES COMMISSION
POLICY & PLANNING DIVISION
ROOM 5119
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

DIANA L. LEE
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 4107
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

JASON SIMON
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

JONATHAN J. REIGER
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 5035
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

JORDAN PARRILLO
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4104
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

JOSEPH A. ABHULIMEN
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4209
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

JULIE A. FITCH
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
ROOM 5214
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

JULIE HALLIGAN
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
ROOM 5041
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: CPSD

JUNAID RAHMAN
CALIF PUBLIC UTILITIES COMMISSION
DEMAND SIDE ANALYSIS BRANCH
ROOM 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

KARIN M. HIETA
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

KE HAO OUYANG
CALIF PUBLIC UTILITIES COMMISSION
UTILITY & PAYPHONE ENFORCEMENT BRANCH
AREA 2-E
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: SED

KEITH D WHITE
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

LEWIS BICHKOFF
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MARCELO POIRIER
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
ROOM 5025
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MARK R. LOY
CALIF PUBLIC UTILITIES COMMISSION
ENERGY COST OF SERVICE & NATURAL GAS BRA
ROOM 4205
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

MARYAM EBKE
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
ROOM 5112
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

NIKA ROGERS
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4101
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

NILGUN ATAMTURK
CALIF PUBLIC UTILITIES COMMISSION
POLICY & PLANNING DIVISION
ROOM 5119
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

NOEL OBIORA
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 5121
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

PAUL DOUGLAS
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

RAHMON MOMOH
CALIF PUBLIC UTILITIES COMMISSION
UTILITY & PAYPHONE ENFORCEMENT BRANCH
AREA 2-E
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

REGINA DEANGELIS
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES

SEAN A. SIMON
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC

ROOM 5105
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

SHANNON O'ROURKE
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

TRACI BONE
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 5027
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

XIAO SELENA HUANG
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

YULIYA SHMIDT
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4209
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

CLARK WILLIAMS
CALRECYCLE
1001 I STREET
SACRAMENTO, CA 95812

SCOTT BECKNER
CALRECYCLE
1001 I STREET
SACRAMENTO, CA 95812

CONSTANCE LENI
CALIFORNIA ENERGY COMMISSION
MS-20
1516 NINTH STREET
SACRAMENTO, CA 95814

GINA BARKALOW
CALIFORNIA ENERGY COMMISSION (CEC)
1516 NINTH STREET MS-45
SACRAMENTO, CA 95814

HEATHER RAITT
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET, MS 45
SACRAMENTO, CA 95814

KATE ZOCCHETTI
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET, MS-45
SACRAMENTO, CA 95814

MARC PRYOR
CALIFORNIA ENERGY COMMISSION
1516 9TH ST, MS 20
SACRAMENTO, CA 95814

MICHAEL JASKE
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET, MS-20
SACRAMENTO, CA 95814

OTTO TANG
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET
SACRAMENTO, CA 95814

PAMELA DOUGHMAN
CALIFORNIA ENERGY COMMISSION
TECHNOLOGY SYSTEMS DIVISION
1516 9TH STREET, MS 45
SACRAMENTO, CA 95814

REBECCA TSAI-WEI LEE
CALIF PUBLIC UTILITIES COMMISSION
DRA - ADMINISTRATIVE BRANCH
770 L Street, Suite 1250
Sacramento, CA 95814

DAVID VIDAVER
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS-20
SACRAMENTO, CA 95814-5512

GABRIEL HERRERA

JAMES HAILE

OFFICE OF CHIEF COUNSEL
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS 14
SACRAMENTO, CA 95814-5512

CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS 45
SACRAMENTO, CA 95814-5512

JIM WOODWARD
ELECTRICITY SUPPLY ANALYSIS DIVISION
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS 20
SACRAMENTO, CA 95814-5512

KEVIN CHOU
ANALYST - ENERGY
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS 45
SACRAMENTO, CA 95814-5512

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Parties

ADAM GUSMAN
CORPORATE COUNSEL
GLACIAL ENERGY OF CALIFORNIA, INC.
EMAIL ONLY
EMAIL ONLY, VI 00000
FOR: GLACIAL ENERGY OF CALIFORNIA, INC.

ANDREW WANG
SOLARRESERVE, LLC
EMAIL ONLY
EMAIL ONL Y, CA 00000
FOR: SOLARRESERVE

KATHY TRELEVEN
LARGE-SCALE SOLAR ASSOCIATION
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: LARGE-SCALE SOLAR ASSOCIATION

KENNETH SAHM WHITE
CLEAN COALITION
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: CLEAN COALITION

MARCUS V. DA CUNHA
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: MARCUS V. DA CUNHA

SCOTT BLAISING
BRAUN BLAISING MCLAUGHLIN P.C.
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: KINGS RIVER CONSERVATION DISTRICT (KRCD)

SIERRA MARTINEZ
ATTORNEY
NATURAL RESOURCES DEFENSE COUNCIL
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: NATIONAL RESOURCES DEFENSE COUNCIL

TAM HUNT
ATTORNEY
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: COMMUNITY ENVIRONMENTAL COUNCIL

GENERAL MANAGER
PLUMAS SIERRA RURAL ELECTRIC COOP. (908)
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: PLUMAS SIERRA RURAL ELECTRIC CORP

ANDREW O. KAPLAN, ESQ.
BROWN RUDNICK LLP
ONE FINANCIAL CENTER
BOSTON, MA 02111
FOR: BEACON POWER, LLC

ABRAHAM SILVERMAN
ASSIST. GEN. COUNSEL - REGULATORY
NRG ENERGY, INC.
211 CARNEGIE CENTER DRIVE
PRINCETON, NJ 08540
FOR: NRG ENERGY, INC.

RICK C. NOGER
PRAXAIR PLAINFIELD, INC.
2711 CENTERVILLE ROAD, SUITE 400
WILMINGTON, DE 19808
FOR: PRAXAIR PLAINFIELD, INC.

KYLE W. DANISH
VAN NESS FELDMAN, P.C.
1050 THOMAS JEFFERSON ST., N. W.
WASHINGTON, DC 20007-3877
FOR: COALITION FOR EMISSION REDUCTION POLICY

VICTOR GONZALES
CONSTELLATION NEW ENERGY, INC. (1359)
111 MARKET PLACE, SUITE 500
BALTIMORE, MD 21202
FOR: CONSTELLATION NEW ENERGY, INC.

ALRINE WILLIAMS
LEGAL COUNSEL
LIBERTY POWER DELAWARE LLC
1901 W. CYPRESS CREEK ROAD, SUITE 600
FORT LAUDERDALE, FL 33309
FOR: LIBERTY POWER DELAWARE LLC

ALRINE WILLIAMS
LEGAL COUNSEL
LIBERTY POWER HOLDINGS LLC (1371)
1901 W. CYPRESS CREEK ROAD, SUITE 600
FORT LAUDERDALE, FL 33309
FOR: LIBERTY POWER HOLDINGS LLC

TRACY PHILLIPS
VP OF MARKETING
TIGER NATURAL GAS, INC.
1422 E. 71ST., STE J
TULSA, OK 74136
FOR: TIGER NATURAL GAS, INC.

JASON ARMENTA
CALPINE POWERAMERICA-CA, LLC
717 TEXAS AVENUE, SUITE 1000
HOUSTON, TX 77002
FOR: CALPINE POWERAMERICA-CA, LLC

KEVIN BOUDREAUX
ENERCAL USA LLC
7660 WOODWAY DRIVE, STE. 471A
HOUSTON, TX 77063
FOR: ENERCAL USA, LLC

KARA MORGAN
TRANSWEST EXPRESS, LLC
555 SEVENTEENTH STREET, SUITE 2400
DENVER, CO 80202
FOR: TRANSWEST EXPRESS, LLC

BRIAN FICKETT
VALLEY ELECTRIC ASSOCIATION
800 E. HWY 372
PAHRUMP, NV 89048
FOR: VALLEY ELECTRIC ASSOCIATION

PAUL SHEPARD
WILDFLOWER ENERGY
333 S. GRAND AVENUE, SUITE 1570
LOS ANGELES, CA 90071
FOR: WILDFLOWER ENERGY

MICHAEL MAZUR
PRINCIPAL
3 PHASES RENEWABLES LLC (1373)
2100 SEPULVEDA BLVD, SUITE 37
MANHATTAN BEACH, CA 90266
FOR: 3 PHASES RENEWABLES, LLC

INGER GOODMAN
COMMERCE ENERGY INC
1 CENTERPOINTE DRIVE, SUITE 350
LA PALMA, CA 90623-2520
FOR: COMMERCE ENERGY, INC.

DANIEL W. DOUGLASS
DOUGLASS & LIDDELL
21700 OXNARD STREET, SUITE 1030
WOODLAND HILLS, CA 91367
FOR: CONEDISON SOLUTIONS, INC./WESTERN POWER TRADING FORUM

AKBAR JAZAYEIRI
DIR OF REVENUE & TARIFFS
SOUTHERN CALIFORNIA EDISON COMPANY (338)
2241 WALNUT GROVE AVE. / PO BOX 800
ROSEMEAD, CA 91770
FOR: SCE

AIMEE SMITH
SAN DIEGO GAS & ELECTRIC COMPANY
101 ASH STREET, HQ-12
SAN DIEGO, CA 92101
FOR: SAN DIEGO GAS & ELECTRIC COMPANY

DANIEL KING
SEMPRA U.S. GAS & POWER, LLC
101 ASH STREET, HQ-15B
SAN DIEGO, CA 92101
FOR: SEMPRA U.S. GAS & POWER, LLC

GREG BASS
NOBLE AMERICAS ENERGY SOLUTIONS, LLC
401 WEST A STREET, STE. 500
SAN DIEGO, CA 92101
FOR: NOBLE AMERICAS ENERGY SOLUTIONS LLC

DONALD C. LIDDELL
COUNSEL
DOUGLASS & LIDDELL
2928 2ND AVENUE
SAN DIEGO, CA 92103
FOR: STARWOOD POWER-MIDWAY, LLC / CALIFORNIA ENERGY STORAGE ALLIANCE / CAMCO INTERNATIONAL GROUP, INC ./ TAS ENERGY

MARCIE MILNER
SHELL ENERGY (1374)
4445 EASTGATE MALL, SUITE 100
SAN DIEGO, CA 92121
FOR: SHELL ENERGY NORTH AMERICA (US), L.P. (SHELL ENERGY)

SARAH TOMEC
SR. ADVISOR, REGULATORY AFFAIRS WEST
CAPITAL POWER CORPORATION
9255 TOWNE CENTRE DRIVE, STE. 900
SAN DIEGO, CA 92121
FOR: CAPITAL POWER CORPORATION

THOMAS R. DARTON
PILOT POWER GROUP, INC. (1365)
8910 UNIVERSITY CENTER LANE, STE. 520
SAN DIEGO, CA 92122
FOR: PILOT POWER GROUP, INC.

GLORIA BRITTON
REGULATORY AFFAIRS MGR.
ANZA ELECTRIC CO-OPERATIVE, INC (909)
PO BOX 39109 / 58470 HIGHWAY 371
ANZA, CA 92539-1909
FOR: ANZA ELECTRIC CO-OPERATIVE, INC.

KRISTINE MICHAELS
CHIEF FINANCIAL OFFICER
SOUTHERN CALIFORNIA TELEPHONE & ENERGY
27515 ENTERPRISE CIRCLE WEST
TEMECULA, CA 92590
FOR: SOUTHERN CALIFORNIA TELEPHONE & ENERGY

ANDREA MORRISON
DIRECTOR - GOV'T. AND REGULATORY AFFAIRS
DIRECT ENERGY SERVICES, LLC (1341)
415 DIXON STREET
ARROYO GRANDE, CA 93420
FOR: DIRECT ENERGY, LLC/DIRECT ENERGY SERVICES

MONA TIERNEY-LLOYD
DIR., WESTERN REGUALTORY AFFAIRS
ENERNOC, INC.
PO BOX 378
CAYUCOS, CA 93430
FOR: ENERNOC, INC.

DAVID ORTH
SAN JOAQUIN VALLEY POWER AUTHORITY
ADMIN OFF @KINGS RIVER CONSERV DISTRICT
4886 EAST JENSEN AVENUE
FRESNO, CA 93725
FOR: SAN JOAQUINVALLEY POWER AUTHORITY

EVELYN KAHL
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY STREET, SUITE 1850

DAVID MACMILLAN
PRESIDENT
MEGAWATT STORAGE FARMS, INC.

SAN FRANCISCO, CA 94015
FOR: ENERGY PRODUCERS & USERS COALITION

3931 JEFFERSON AVE.
WOODSIDE, CA 94062
FOR: MEGAWATT STORAGE FARMS, INC.

SUE MARA
PRINCIPAL
RTO ADVISORS, LLC
164 SPRINGDALE WAY
REDWOOD CITY, CA 94062
FOR: ALLIANCE FOR RETAIL ENERGY MARKETS (AREM) /DIRECT ACCESS CUSTOMER COALITION

MARC D. JOSEPH
ADAMS BROADWELL JOSEPH & CARDOZO
601 GATEWAY BLVD., SUITE 1000
SOUTH SAN FRANCISCO, CA 94080
FOR: COALITION OF CALIFORNIA UTILITY EMPLOYEES

DIANA L. LEE
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 4107
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

THERESA L. MUELLER
CITY AND COUNTY OF SAN FRANCISCO
CITY HALL, ROOM 234
1 DR. CARLTON B. GOODLETT PLACE
SAN FRANCISCO, CA 94102-4682
FOR: CITY AND COUNTY OF SAN FRANCISCO

ETHAN RAVAGE
WEST COAST LEAD - US
INTERNATIONAL EMISSIONS TRADING ASSN.
456 MONTGOMERY ST., 18TH FLOOR
SAN FRANCISCO, CA 94104
FOR: INTERNATIONAL EMISSIONS TRADING ASSOCIATION (IETA)

MATTHEW FREEDMAN
THE UTILITY REFORM NETWORK
115 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94104
FOR: THE UTILITY REFORM NETWORK

BRIAN CHERRY
DIRECTOR - REGULATORY RELATIONS
PACIFIC GAS AND ELECTRIC COMPANY (39)
77 BEALE STREET ROOM 1087
SAN FRANCISCO, CA 94105
FOR: PACIFIC GAS AND ELECTRIC COMPANY

NORA SHERIFF
ALCANTAR & KAHL
33 NEW MONTGOMERY ST., STE. 1850
SAN FRANCISCO, CA 94105
FOR: CALIFORNIA LARGE ENERGY CONSUMERS ASSOCIATION (CLECA)

DEBORAH N. BEHLES
ENVIRONMENTAL LAW AND JUSTICE CLINIC
GOLDEN GATE UNIVERSITY SCHOOL OF LAW
536 MISSION STREET
SAN FRANCISCO, CA 94105-2968
FOR: THE CALIFORNIA ENVIRONMENTAL JUSTICE ALLIANCE

BRIAN T. CRAGG
GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
FOR: INDEPENDENT ENERGY PRODUCERS ASSOCIATION (IEPA)

JACK STODDARD
MANATT PHELPS & PHILLIPS, LLP
ONE EMBARCADERO CENTER, 30TH FL.
SANFRANCISCO, CA 94111
FOR: PANOCHE ENERGY CENTER, LLC

JEANNE B. ARMSTRONG
ATTORNEY
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
FOR: SOLAR ENERGY INDUSTRIES ASSOCIATION

MICHAEL B. DAY
ATTORNEY
GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY,
505 SANSOME ST., STE. 900

SETH D. HILTON
ATTORNEY AT LAW
STOEL RIVES LLP
THREE EMBARCADERO CENTER, STE. 1120

SAN FRANCISCO, CA 94111
FOR: ABENGOA SOLAR, INC./CALENERGY GENERATION

SAN FRANCISCO, CA 94111
FOR: AES SOUTHLAND/ZEPHYR POWER TRANSMISSION

WILLIAM KISSINGER
BINGHAM MCCUTCHEN LLP
THREE EMBARCADERO CENTER, 28TH FL.
SAN FRANCISCO, CA 94111
FOR: COMPETITIVE POWER VENTURES/POWER DEVELOPMENT, INC.

WILLIAM V. ROSTOV
EARTHJUSTICE
50 CALIFORNIA ST., STE. 500
SAN FRANCISCO, CA 94111
FOR: SIERRA CLUB CALIFORNIA

MARTIN A. MATTES
ATTORNEY
NOSSAMAN, LLP
50 CALIFORNIA STREET, 34TH FL.
SAN FRANCISCO, CA 94111-4799
FOR: NOSSAMAN, LLP

LISA A. COTTLE
ATTORNEY AT LAW
WINSTON & STRAWN LLP
101 CALIFORNIA STREET, 39TH FLOOR
SAN FRANCISCO, CA 94111-5802
FOR: GENON ENERGY, INC.

EDWARD O'NEILL
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO, CA 94111-6533
FOR: SOUTH SAN JOAQUIN IRRIGATION DISTRICT

JEFFREY P. GRAY
DAVIS WRIGHT TREMAINE, LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO, CA 94111-6533
FOR: CALPINE CORPORATION

MARK HUFFMAN
LAW DEPT
PACIFIC GAS & ELECTRIC COMPANY
PO BOX 7442, B30A
SAN FRANCISCO, CA 94120
FOR: PACIFIC GAS AND ELECTRIC COMPANY

SARA STECK MYERS
ATTORNEY AT LAW
122 - 28TH AVENUE
SAN FRANCISCO, CA 94121
FOR: CENTER FOR ENERGY EFFICIENCY AND RENEWABLE TECHNOLOGIES (CEERT)

JENNIFER CHAMBERLIN
LS POWER DEVELOPMENT, LLC
5000 HOPYARD ROAD, SUITE 480
PLEASANTON, CA 94588
FOR: LS POWER

JOHN L. GEESMAN
ATTORNEY
DICKSON GEESMAN LLP
1999 HARRISON STREET, STE. 2000
OAKLAND, CA 94612
FOR: ALLIANCE FOR NUCLEAR RESPONSIBILITY (A4NR)

LAURENCE G. CHASET
KEYES FOX & WIEDMAN, LLP
436 14TH STREET, STE. 1305
OAKLAND, CA 94612
FOR: INTERSTATE RENEWABLE ENERGY COUNCIL, INC. / FRIENDS OF THE EARTH

PATRICK VANBEEK
DIR - CUSTOMER SUPPORT
COMMERCIAL ENERGY OF CALIFORNIA
7677 OAKPORT STREET, STE. 525
OAKLAND, CA 94621
FOR: COMMERCIAL ENERGY OF CALIFORNIA

GREGG MORRIS
DIRECTOR
GREEN POWER INSTITUTE
2039 SHATTUCK AVENUE, STE 402
BERKELEY, CA 94704
FOR: GREEN POWER INSTITUTE

LAURA WISLAND
SENIOR ENERGY ANALYST
UNION OF CONCERNED SCIENTISTS
2397 SHATTUCK AVE., STE. 203
BERKELEY, CA 94704
FOR: UNION OF CONCERNED SCIENTISTS

R. THOMAS BEACH
CROSSBORDER ENERGY
2560 9TH ST., SUITE 213A
BERKELEY, CA 94710-2557
FOR: THE CALIFORNIA COGENERATION COUNCIL

ELIZABETH KELLY
LEGAL DIRECTOR
MARIN ENERGY AUTHORITY
781 LINCOLN AVENUE, SUITE 320
SAN RAFAEL, CA 94901
FOR: MARIN ENERGY AUTHORITY

BRAD BORDINE
DISTRIBUTED ENERGY CONSUMER ADVOCATES
516 WHITEWOOD DRIVE
SAN RAFAEL, CA 94903
FOR: DISTRIBUTED ENERGY CONSUMER ADVOCATES

BARBARA GEORGE
WOMEN'S ENERGY MATTERS
PO BOX 548
FAIRFAX, CA 94978-0548
FOR: WOMEN'S ENERGY MATTERS

JAN REID
COAST ECONOMICS CONSULTING
3185 GROSS ROAD
SANTA CRUZ, CA 95062
FOR: L. JAN REID

DAVID KATES
DAVID MARK & COMPANY
3510 UNOCAL PLACE, SUITE 200
SANTA ROSA, CA 95403
FOR: THE NEVADA HYDRO COMPANY

JUDITH B. SANDERS
SR. COUNSEL
CALIF. INDEPENDENT SYSTEM OPERATOR CORP
250 OUTCROPPING WAY
FOLSOM, CA 95630
FOR: CALIFORNIA INDEPENDENT SYSTEM OPERATOR CORPORATION

MARGARET MILLER
BROOKFIELD RENEWABLE ENERGY GROUP
513 SAN MARCO PLACE
EL DORADO HILLS, CA 95762
FOR: BROOKFIELD RENEWABLE ENERGY GROUP

STEPHEN T. GREENLEAF
V.P. & COMPLIANCE DIRECTOR
J.P. MORGAN CHASE BANK, N.A.
2864 ABERDEEN LANE
EL DORADO HILLS, CA 95762
FOR: J.P. MORGAN VENTURES ENERGY CORPORATION (JPMVEC) / BE CA LLC

DOUGLAS E. DAVIE
V.P.
WELLHEAD ELECTRIC COMPANY, INC.
650 BERCUT DRIVE, STE. C
SACRAMENTO, CA 95811
FOR: WELLHEAD ELECTRIC COMPANY

RONALD LIEBERT
ATTORNEY AT LAW
ELLISON SCHNEIDER & HARRIS LLP
2600 CAPITOL AVENUE, STE. 400
SACRAMENTO, CA 95816
FOR: THE VOTE SOLAR INITIATIVE

CHRISTOPHER T. ELLISON
ATTORNEY
ELLISON, SCHNEIDER & HARRIS, L.L.P
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816-5905
FOR: PATHFINDER RENEWABLE WIND ENERGY, LLC

KAREN MILLS
CALIFORNIA FARM BUREAU FEDERATION
2300 RIVER PLAZA DRIVE
SACRAMENTO, CA 95833
FOR: CALIFORNIA FARM BUREAU FEDERATION

DANIEL SILVERIA
GEN MGR
SURPRISE VALLEY ELECTRIC CORP.
516 US HIGHWAY 395 E
ALTURAS, CA 96101-4228
FOR: SURPRISE VALLEY ELECTRIC CORPORATION

DONALD BROOKHYSER
ALCANTAR & KAHL
1300 SW FIFTH AVE., SUITE 1750

GIFFORD JUNG
POWEREX CORPORATION
666 BURRARD STREET, SUITE 1400

PORTLAND, OR 97210
FOR: COGENERATION ASSOCIATION OF CALIFORNIA

VANCOUVER, BC V5R 4Y2
CANADA
FOR: POWEREX CORPORATION

Information Only

ANDRA PLIGAVKO
FIRST SOLAR DEVELOPMENT, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

ARMANDO INFANZON
SMART GRID POLICY MANAGER
SAN DIEGO GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

BARBARA R. BARKOVICH
BARKOVICH & YAP, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

BRAD MEIKLE
SOVEREIGN ENERGY, LLC
EMAIL ONL Y
EMAIL ONLY, CA 00000

CASE COORDINATION
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

CATHIE ALLEN
REGULATORY MGR.
PACIFICORP
EMAIL ONLY
EMAIL ONLY, OR 00000

DANIEL PATRY
RECURRENT ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVID FELIX
DIR - DEVELOPMENT
NORTHLIGHT POWER
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVID HICKS
DIAMOND GENERATING CORPORATION
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVID WEIDBERG
JOHNSON CONTROLS
EMAIL ONLY
EMAIL ONLY, CA 00000

DIANE FELLMAN
DIR - GOVERNMENTAL & REGULATORY AFFAIRS
NRG ENERGY, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

DYANA MARIE DELFIN-POLK
CLEAN COALITION
EMAIL ONLY
EMAIL ONLY, CA 00000

ERIN GRIZARD
BLOOM ENERGY
EMAIL ONLY
EMAIL ONLY, CA 00000

GEORGE ZAHARIUDAKIS
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

JAMIE L. MAULDIN
ADAMS BROADWELL JOSEPH & CARDOZO, PC
EMAIL ONLY
EMAIL ONLY, CA 00000

JERRY BROWN
WORLD BUSINESS ACADEMY
EMAIL ONLY
EMAIL ONLY, CA 00000

JODY S. LONDON

JOHN W. LESLIE, ESQ.

JODY LONDON CONSULTING
EMAIL ONLY
EMAIL ONLY, CA 00000

MCKENNA LONG & ALDRIDGE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

JULIEN DUMOULIN-SMITH
UBS INVESTMENT RESEARCH
EMAIL ONLY
EMAIL ONLY, NY 00000

KATY ROSENBERG
ALCANTAR & KAHL
EMAIL ONLY
EMAIL ONLY, CA 00000

KELSEY SOUTHERLAND
TAS ENERGY
EMAIL ONLY
EMAIL ONLY, TX 00000

LYNN HAUG
ELLISON SCHNEIDER & HARRIS L.L.P.
EMAIL ONLY
EMAIL ONLY, CA 00000

MATT KLOPFENSTEIN
GONZALEZ QUINTANA & HUNTER LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

MATTHEW BARMACK
CALPINE CORPORATION
EMAIL ON LY
EMAIL ONLY, CA 00000

MICHAEL EVANS
SHELL
EMAIL ONLY
EMAIL ONLY, CA 00000

MIKE CADE
ALCANTAR & KAHL, LLP
EMAIL ONLY
EMAIL O NLY, OR 00000

MIYUKI IWAHASHI
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

OLIVIA PARA
DAVIS WRIGHT TREMAINE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

RACHEL MCMAHON
EMAIL ONLY
EMAIL ONLY, CA 00000

RANDY KELLER
DIRECTOR OF DEVELOPMENT
CALENERGY OPERATING CORPORATION
EMAIL ONLY
EMAIL ONLY, CA 00000

ROBERT GEX
DAVIS WRIGHT TREMAINE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

ROBIN SMUTNY-JONES
DIR. - CALIFORNIA POLICY & REGULATION
IBERDROLA RENEWABLES, LLC
EMAIL ONLY
EMAIL ONLY, OR 00000

SHALINI SWAROOP
REGULATORY COUNSEL
MARIN ENERGY AUTHORITY
EMAIL ONLY
EMAIL ONLY, CA 00000

STEPHANIE WANG
DIRECTOR
CLEAN COALITION
EMAIL ONLY
EMAIL ONLY, CA 00000

STEVE ZURETTI
MANAGER, CALIFORNIA
SOLAR ENERGY INDUSTRIES ASSOCIATION
EMAIL ONLY
EMAIL ONLY, CA 00000

SUJATA PAGEDAR
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

TAM HUNT
CLEAN COALITION
EMAIL ONLY
EMAIL ONLY, CA 00000

VIDHYA PRABHAKARAN
DAVIS WRIGHT & TREMAINE, LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

WILLIAM J. KEESE
EMAIL ONLY
EMAIL ONLY, CA 00000

AES SOUTHLAND
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVIS WRIGHT TREMAINE LLP
EMAIL ONLY
EMAIL ONLY, CA 00000

MRW & ASSOCIATES, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

ALICE GONG
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

KAREN TERRANOVA
ALCANTAR & KAHL
EMAIL ONLY
EMAIL ON LY, CA 00000-0000

ERIC HSIEH
A 123 SYSTEMS INC.
155 FLANDERS RD
WESTBOROUGH, MA 01581-1032

MIKE BERLINSKI
BEACON POWER, LLC
65 MIDDLESEX ROAD
TYNGSBORO, MA 01879

RACHEL WILSON
SYNAPSE ENERGY ECONOMIS, INC.
485 MASSACHUSETTS AVE., 2ND FLOOR
CAMBRIDGE, MA 02129

PATRICK LUCKOW
SYNAPSE ENERGY ECONOMICS, INC.
485 MASSACHUSETTS AVE., 2ND FL.
CAMBRIDGE, MA 02139

ROBERT FAGAN
SYNAPSE ENERGY & ECONOMICS
485 MASSACHUSETTS AVE., 2ND FLOOR
CAMBRIDGE, MA 02139

THOMAS J. VITOLO
SYNAPSE ENERGY ECONOMICS, INC.
485 MASSACHUSETTS AVENUE, STE. 2
CAMBRIDGE, MA 02139

ALEXANDER DABERKO
CALPEAK POWER, LLC
591 PUTNAM AVENUE
GREENWICH, CT 06830

ADAM FAIRBANKS
DIR - REGULATORY AND RETAIL STRUCTURING
CONEDISON SOLUTIONS, INC.
100 SUMMIT LAKE DRIVE, STE. 410
VALHALLA, NY 10595

RICHARD J. HUDSON, JR.
DIR. - REGULATORY & LEGISLATIVE AFFAIRS
CONEDISON SOLUTIONS, INC.
100 SUMMIT LAKE DR., STE. 410
VALHALLA, NY 10595

KENDRA ULRICH
NUCLEAR CAMPAIGNER
FRIENDS OF THE EARTH
1100 15TH STREET, NW, 11TH FL.
WASHINGTON, DC 20005

S.DAVID FREEMAN
C/O FRIENDS OF THE EARTH
1100 15HT STREET, NW, 11TH FLOOR
WASHINGTON, DC 20005

YANIRA M. GOMEZ
LIBERTY POWER CORP.
1901 W. CYPRESS CREEK RD., STE. 600
FORT LAUDERDALE, FL 33309

KIM L. JOHNSON

SHAWN NICHOLS

EVP AND AGENT
RIVERBANK PUMPED STORAGE, LLC
2000 S. OCEAN BLVD., STE. 703
DELRAY BEACH, FL 33483
FOR: RIVERBANK PUMPED STORAGE, LLC

SUMMIT POWER GROUP
1324 CLARKSON CLAYTON CENTER, STE. 119
BALLWIN, MO 63011-2145

JIM ROSS
RCS, INC.
500 CHESTERFIELD CENTER, SUITE 320
CHESTERFIELD, MO 63017

CHRIS HENDRIX
TEXAS RETAIL ENERGY
2001 SE 10TH STREET
BENTONVILLE, AR 72716

ERIN SZALKOWSKI
CORPORATE COUNSEL
CLEAN LINE ENERGY PARTNERS, LLC
1001 MCKINNEY STREET, SUITE 700
HOUSTON, TX 77002
FOR: CENTENNIAL WEST CLEAN LINE LLC

CHARLES PURSHOUSE
CAMCO INTERNATIONAL GROUP, INC.
390 INTERLOCKEN CRESCENT, SUITE 490
BROOMFIELD, CO 80021

CAROLINE SCHNEIDER
PROLOGIS
4545 AIRPORT WAY
DENVER, CO 80239

DREW TORBIN
V.P.- RENEWABLE ENERGY
PROLOGIS
4545 AIRPORT WAY
DENVER, CO 80239

PUNEET PASRICH
COLORADO STATE UNIVERSITY
350 N. COLLEGE AVE.
FORT COLLINS, CO 80524

CAITLIN COLLINS LIOTIRIS
ENERGY STRATEGIES, LLC
215 SOUTH STATE STREET, STE 200
SALT LAKE CITY, UT 84111

GIANCARLO ESTRADA
KIS MAYES LAW FIRM
ONE EAST CAMELBACK ROAD, STE. 550
PHOENIX, AZ 85012

JOHN CANDELARIA
ASPEN ENVIRONMENTAL GROUP
10624 S. EASTERN AVE., STE. A-577
HENDERSON, NV 89052

PAUL THOMSEN
DIR. - POLICY & BUSINESS DEVELOPMENT
ORMAT TECHNOLOGIES INC.
6225 NEIL ROAD
RENO, NV 89511
FOR: ORMAT TECHNOLOGIES

RON KNECHT
1009 SPENCER ST
CARSON, NY 89703-5422

STEVEN HRUBY
SOUTHERN CALIFORNIA GAS COMPANY
555 W. FIFTH ST., GT14D6
LOS ANGELES, CA 90013

SARAH FRIEDMAN
SIERRA CLUB
714 W. OLYMPIC BLVD., STE. 1000
LOS ANGELES, CA 90015

LISA BOND
ATTORNEY
RICHARDS WATSON GERSHON
355 S. GRAND AVE., 40TH FL.
LOS ANGELES, CA 90071
FOR: CITY OF REDONDO BEACH

DARIUSH SHIRMOHAMMADI
CALIFORNIA WIND ENERGY ASSOCIATION
10208 CIELO DRIVE
BEVERLY HILLS, CA 90210

MICHAEL W. WEBB
CITY ATTORNEY
CITY OF REDONDO BEACH
415 DIAMOND STREET
REDONDO BEACH, CA 90277

ADAM GREEN
SOLARRESERVE
2425 OLYMPIC BLVD., STE. 500E
SANTA MONICA, CA 90404

MARILYN LYON
SOUTH BAY CITIES COUNCIL OF GOVERNMENTS
SOUTH BAY ENVIRONMENTAL SERVICES CTR.
20285 S. WESTERN AVE., STE. 100
TORRANCE, CA 90501

GREGORY KLATT
DOUGLASS & LIDDELL
411 E. HUNTINGTON DR., STE. 107-356
ARCADIA, CA 91006
FOR: TIGER NATURAL GAS, INC.

FRED MOBASHERI
CONSULTANT
ELECTRIC POWER GROUP, LLC
201 SOUTH LAKE AVE., SUITE 400
PASADENA, CA 91101

CAROL SCHMID-FRAZEE
ATTORNEY AT LAW
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVENUE
ROSEMEAD, CA 91765

AMANDA KLOPF
SOUTHERN CALIFORNIA EDISON COMPANY
PO BOX 800/2244 WALNUT GROVE AVE.
ROSEMEAD, CA 91770

CASE ADMINISTRATION
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVENUE, RM. 321
ROSEMEAD, CA 91770

MELISSA A. HOVSEPIAN
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE. / PO BOX 800
ROSEMEAD, CA 91770

NGUYEN QUAN
MGR - REGULATORY AFFAIRS
GOLDEN STATE WATER CO. - ELECTRIC OP.
630 EAST FOOTHILL BOULEVARD
SAN DIMAS, CA 91773

CHRISTOPHER SUMMERS
REGULATORY AFFAIRS
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK COURT
SAN DIEGO, CA 92101

SHAWN BAILEY
DIRECTOR - PLANNING & ANALYSIS
SEMPRA US GAS AND POWER
101 ASH STREET
SAN DIEGO, CA 92101-3017

DAVID A. PEFFER, ESQ.
PROTECT OUR COMMUNITIES FOUNDATION
4452 PARK BOULEVARD, STE. 209
SAN DIEGO, CA 92116
FOR: PROTECT OUR COMMUNITIES FOUNDATION

CENTRAL FILES
SAN DIEGO GAS AND ELECTRIC COMPANY
8330 CENTURY PARK COURT, CP31-E
SAN DIEGO, CA 92123

JENNIFER PIERCE
CALIFORNIA REGULATORY AFFAIRS
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK COURT
SAN DIEGO, CA 92123

REMEDIOS SANTOS
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK CT., CP31E
SAN DIEGO, CA 92123

DESPINA NIEHAUS
REGULATORY CASE MGR.
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK COURT, CP32D
SAN DIEGO, CA 92123-1530

THOMAS C. SAILE
ENERGY CONTRACTS ORIGINATOR
SAN DIEGO GAS & ELECTRIC COMPANY
8315 CENTURY PARK COURT, CP21D
SAN DIEGO, CA 92123-1548

CATHERINE SULLIVAN
EZ2BGREEN
27479 VIA RAMONA
SAN JUAN CAPISTRANO, CA 92675

CRAIG POSPISIL
EDISON MISSION ENERGY
3 MACARTHUR PLACE, STE. 100
SANTA ANA, CA 92707

ERIC LUESEBRINK
EDISON MISSION ENERGY
3 MACARTHUR PLACE, STE. 100
SANTA ANA, CA 92707

SABRINA D. VENSKUS
A PROFESSIONAL LAW CORPORATION
VENSKUS & ASSOCIATES
603 WEST OJAI AVE., STE. F
OJAI, CA 93001

JEFF HIRSCH
JAMES J. HIRSCH & ASSOCIATES
12185 PRESILLA ROAD
SANTA ROSA VALLEY, CA 93012-9243

RINALDO BRUTUCO
WORLD BUSINESS ACADEMY
308 E. CARRILLO STREET
SANTA BARBARA, CA 93101

RON DICKERSON
CALIFORNIA CONSUMERS ALLIANCE
PO BOX 3751
CLOVIS, CA 93613

RANDY SHILLING
4886 EAST JENSEN AVENUE
FRESNO, CA 93725

NICOLAI SCHLAG
ENERGY & ENVIRONMENTAL ECONOMICS, INC.
101 MONTGOMERY ST., STE 1600
SAN FRANCISCO, CA 94101

DENNIS J. HERRERA
CITY AND COUNTY OF SAN FRANCISCO
CITY HALL, ROOM 234
1 DR. CARLTON B. GOODLET PLACE
SAN FRANCISCO, CA 94102

SHANA FOLEY
ENVIRONMENTAL LAW & JUSTICE CLINIC
536 MISSION STREET
SAN FRANCISCO, CA 94102

JEANNE M. SOLE
DEPUTY CITY ATTORNEY
CITY AND COUNTY OF SAN FRANCISCO
1 DR. CARLTON B. GOODLETT PLACE, RM. 234
SAN FRANCISCO, CA 94102-4682

JIM BAAK
DIRECTOR-POLICY FOR UTILITY SCALE SOLAR
THE VOTE SOLAR INITIATIVE
101 MONTGOMERY ST., STE. 2600
SAN FRANCISCO, CA 94104

AHMAD FARUQUI
THE BRATTLE GROUP
201 MISSION ST., STE. 2800
SAN FRANCISCO, CA 94105

BARNEY SPECKMAN
VP - GRID MANAGEMENT
NEXANT
101 SECOND STREET, 11TH FLOOR
SAN FRANCISCO, CA 94105

BRUCE PERLSTEIN, PH.D.
NAVIGANT CONSULTING, INC.
SPEAR STREET TOWER
ONE MARKET ST., STE. 1200
SAN FRANCISCO, CA 94105

CARA GOLDENBERG
DIAN GRUENEICH CONSULTING, LLC
201 MISSION STREET, SUITE 1200
SAN FRANCISCO, CA 94105

FRED WELLINGTON
NAVIGANT CONSULTING, INC.
1 MARKET ST., SPEAR ST. TOWER, STE 1200
SAN FRANCISCO, CA 94105

KIMBERLY C. JONES
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, MC B9A, ROOM 904

MATHEW VESPA
SIERRA CLUB
85 SECOND STREET, 2ND FLOOR

SAN FRANCISCO, CA 94105

SAN FRANCISCO, CA 94105

MATTHEW GONZALES
SENIOR CASE MANAGER
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., RM. 918, B9A
SAN FRANCISCO, CA 94105

MICHAEL ALCANTAR
ATTORNEY AT LAW
ALCANTAR & KAHL LLP
33 NEW MONTGOMERY STREET, SUITE 1850
SAN FRANCISCO, CA 94105

WADE GREENACRE
REGULATORY CASE COORDINATOR
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., MC B9A
SAN FRANCISCO, CA 94105

TOM JARMAN
ENERGY
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, RM. 909, MC B9A
SAN FRANCISCO, CA 94105-1814

DAVID A. ZIZMOR
GRADUATE FELLOW
ENVIRONMENTAL LAW & JUSTICE CLINIC
536 MISSION STREET
SAN FRANCISCO, CA 94105-2968

JAMES J. CORBELLI
STAFF ATTORNEY
ENVIRONMENTAL LAW AND JUSTICE CLINIC
GOLDEN GATE UNIVERSITY SCHOOL OF LAW
536 MISSION STREET
SAN FRANCISCO, CA 94105-2968

STEVEN MOSS
SAN FRANCISCO COMMUNITY POWER
2325 THIRD STREET, STE. 344
SAN FRANCISCO, CA 94107

ADENIKE ADEYEYE
EARTHJUSTICE
50 CALIFORNIA ST., STE. 500
SAN FRANCISCO, CA 94111

MONICA A. SCHWEBS
BINGHAM MCCUTCHEN LLP
THREE EMBARCADERO CENTER
SAN FRANCISCO, CA 94111

PAUL R. CORT
EARTHJUSTICE
50 CALIFORNIA ST., STE. 500
SAN FRANCISCO, CA 94111

ROSICELI VILLARREAL
EARTHJUSTICE
50 CALIFORNIA STREET, SUITE 500
SAN FRANCISCO, CA 94111

SARAH BARKER-BALL
BINGHAM MCCUTCHEN LLP
3 EMBARCADERO CENTER
SAN FRANCISCO, CA 94111

SUZY HONG
ATTORNEY AT LAW
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111

WILL MITCHELL
COMPETITIVE POWER VENTURES, INC.
505 SANSOME STREET, STE. 475
SAN FRANCISCO, CA 94111

IRENE K. MOOSEN
ATTORNEY AT LAW
CITY AND COUNTY OF SAN FRANCISCO
53 SANTA YNEZ AVE.
SAN FRANCISCO, CA 94112

CALIFORNIA ENERGY MARKETS
425 DIVISADERO ST. STE 303
SAN FRANCISCO, CA 94117-2242

CHARLES R. MIDDLEKAUFF
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 7442, MC-B30A-2475
SAN FRANCISCO, CA 94120

DONNA BARRY
ENERGY PROCEEDINGS
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, MC B9A
SAN FRANCISCO, CA 94120-7442

MEGAN M. MYERS
LAW OFFICES OF SARA STECK MYERS
122 - 28TH AVENUE
SAN FRANCISCO, CA 94121

CHRISTOPHER SMITH
PACIFIC GAS & ELECTRIC COMPANY
PO BOX 770000
SAN FRANCISCO, CA 94177

ED LUCHA
CASE COORDINATOR
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, MAIL CODE B9A
SAN FRANCISCO, CA 94177

ANDY SCHWARTZ
SOLARCITY
3055 CLEARVIEW WAY
SAN MATEO, CA 94402

BETH VAUGHN
CALIFORNIA COGENERATION COUNCIL
4391 N. MARSH ELDER COURT
CONCORD, CA 94521

SEAN BEATTY
DIRECTOR - WEST REGULATORY AFFAIRS
NRG WEST
PO BOX 192
PITTSBURG, CA 94565

AVIS KOWALEWSKI
VP - GOV'T & REGULATORY AFFAIRS
CALPINE CORPORATION
4160 DUBLIN BLVD, SUITE 100
DUBLIN, CA 94568

ROBERT ANDERSON
OLIVINE, INC
2010 CROW CANYON PLACE, STE. 100
SN RAMON, CA 94583

SCOTT DAYER
REGION SALES MGR.- GE POWER & WATER
GE PACKAGED POWER, INC.
6140 STONERIDGE MALL RD.
PLEASANTON, CA 94588

GREGORY BLUE
PRINCIPAL
GTB CONSULTING
3161 WALNUT BLVD
WALNUT CREEK, CA 94596

MARGIE GARDNER
EXECUTIVE DIRECTOR
CAL. ENERGY EFFICIENCY INDUSTRY COUNCIL
436 14TH STREET, SUITE 1123
OAKLAND, CA 94612
FOR: CALIFORNIA ENERGY EFFICIENCY INDUSTRY COUNCIL (CEEIC)

SHANA LAZEROW
ATTORNEY
COMMUNITIES FOR A BETTER ENVIRONMENT
1904 FRANKLIN STREET, STE 600
OAKLAND, CA 94612
FOR: CALIFORNIA ENVIRONMENTAL JUSTICE ALLIANCE

THADEUS B. CULLEY
KEYES, FOX & WIEDMAN LLP
436 14TH STREET, STE. 1305
OAKLAND, CA 94612
FOR: FRIENDS OF THE EARTH

TIM LINDL
.
INTERSTATE RENEWABLE ENERGY COUNCIL, INC
436 14TH ST., STE. 1305
OAKLAND, CA 94612

DAVID MARCUS
PO BOX 1287
BERKELEY, CA 94701

LINDA AGERTER
LARGE-SCALE SOLAR ASSOCIATION
51 PARKSIDE DRIVE
BERKELEY, CA 94705

ERIC G. GIMON
TECHNICAL CONSULTANT
THE VOTE SOLAR INITIATIVE
2727 MARIN AVE.

NANCY RADER
EXECUTIVE DIRECTOR
CALIFORNIA WIND ENERGY ASSOCIATION
2560 NINTH STREET, SUITE 213A

BERKELEY, CA 94708

BERKELEY, CA 94710
FOR: CALIFORNIA WIND ENERGY ASSOCIATION

JEREMY WAEN
REGULATORY ANALYST
MARIN ENERGY AUTHORITY
781 LINCOLN AVENUE, STE. 320
SAN RAFAEL, CA 94901

CARLOS LAMAS-BABBINI
CEN-CA PROGRAM MGR.
COMVERGE, INC.
58 MT. TALLAC CT.
SAN RAFAEL, CA 94903

PHILIP MULLER
SCD ENERGY SOLUTIONS
436 NOVA ALBION WAY
SAN RAFAEL, CA 94903

RICH QUATTRINI
DIR. PRODUCT MANAGEMENT
JOHNSON CONTROLS
901 CAMPISI WAY, STE 260
CAMPBELL, CA 95008-2348

PUSHKAR G. WAGLE
FLYNN RESOURCE CONSULTANTS, INC.
2900 GORDON AVENUE, SUITE 100-3
SANTA CLARA, CA 95051

DEVRA WANG
STAFF SCIENTIST
NATURAL RESOURCES DEFENSE COUNCIL
111 SUTTER STREET, 20TH FLOOR
SAN FRANCISCO, CA 95104

JEFFREY SHIELDS
GEN MGR.
SOUTH SAN JOAQUIN IRRIGATION DISTRICT
PO BOX 747
RIPON, CA 95366-0747

JAMES CALDWELL
1650 E NAPA STREET
SONOMA, CA 95476

DOUGLAS M. GRANDY, P.E.
CA ONSITE GENERATION
1220 MACAULAY CIRCLE
CARMICHAEL, CA 95608

MARTIN HOMEC
PO BOX 4471
DAVIS, CA 95617

DELPHINE HOU
CALIF. INDEPENDENT SYSTEMS OPERATOR
250 OUTCROPPING WAY
FOLSOM, CA 95630

JACQUELINE M. DEROSA
DIRECTOR OF REGULATORY AFFAIRS - CA
CUSTOMIZED ENERGY SOLUTIONS
101 PARKSHORE DRIVE SUITE 100
FOLSOM, CA 95630

SHUCHENG LIU
CALIFORNIA ISO
250 OUTCROPPING WAY
FOLSOM, CA 95630

CAL. INDEPENDENT SYSTEM OPERATOR CORP.
250 OUTCROPPING WAY
FOLSOM, CA 95630

BRIAN THEAKER
NRG ENERGY
3161 KEN DEREK LANE
PLACERVILLE, CA 95667

PAUL D. MAXWELL
NAVIGANT CONSULTING, INC.
3100 ZINFANDEL DRIVE, SUITE 600
RANCHO CORDOVA, CA 95670-6078

DANIEL KIM
WESTLANDS SOLAR PARK
PO BOX 582844
ELK GROVE, CA 95757

DAVID MILLER, PHD
CTR. FOR ENERGY EFFECIENCY & RENEWABLE
1100 ELEVENTH ST., STE. 311
SACRAMENTO, CA 95814

KEVIN WOODRUFF
WOODRUFF EXPERT SERVICES
1100 K STREET, SUITE 204
SACRAMENTO, CA 95814
FOR: THE UTILITY REFORM NETWORK

NICOLE WRIGHT
BRAUN BLAISING MCLAUGHLIN & SMITH
915 L STREET, SUITE 1270
SACRAMENTO, CA 95814

STEVE KEENE
BRAUN BLAISING MCLAUGHLIN P.C.
915 L STREET, SUITE 1270
SACRAMENTO, CA 95814

STEVEN KELLY
POLICY DIRECTOR
INDEPENDENT ENERGY PRODUCERS ASSCIATION
1215 K STREET, STE. 900
SACRAMENTO, CA 95814

ANDREW BROWN
ATTORNEY AT LAW
ELLISON & SCHNEIDER
2600 CAPITOL AVE, SUITE 400
SACRAMENTO, CA 95816-5905

CHASE B. KAPPEL
ELLISON SCHNEIDER & HARRIS LLP
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816-5905

DOUGLAS K. KERNER
ATTORNEY AT LAW
ELLISON, SCHNEIDER & HARRIS, LLP
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816-5905

GREGGORY L. WHEATLAND
ATTORNEY
ELLISON SCHNEIDER & HARRIS L.L.P.
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO, CA 95816-5905

RACHEL GOLD
LARGE-SCALE SOLAR ASSOCIATION
2501 PORTOLA WAY
SACRAMENTO, CA 95818

SHANNON EDDY
EXECUTIVE DIRECTOR
LARGE SCALE SOLAR ASSOCIATION
2501 PORTOLA WAY
SACRAMENTO, CA 95818

ANN TROWBRIDGE
ATTORNEY
DAY CARTER & MURPHY LLP
3620 AMERICAN RIVER DR., STE. 205
SACRAMENTO, CA 95864

JACK ELLIS
1425 ALPINE WAY / PO BOX 6600
LAKE TRAHOE, CA 96145-6600

LISA SCHWARTZ
REGULATORY ASSISTANCE PROJECT
429 NE NORTH NEBERGALL LOOP
ALBANY, OR 97321

DONALD SCHOENBECK
RCS INC.
900 WASHINGTON STREET, SUITE 780
VANCOUVER, WA 98660

ROBIN FRASER
INTERNATIONAL EMISSIONS TRADING ASSN.
100 KING STREET WEST, SUITE 5700
TORONTO, ON M5X 1C7
CANADA
FOR: IETA

DANIEL JURIJEW
SR. MGR - REGULATORY AFFAIRS WEST
CAPITAL POWER CORPORATION
1200 - 10423 101 ST. NW
EDMONTON, AB T5H 0E9
CANADA

PETER CAVAN
PULSE ENERGY
576 SEYMOUR ST., STE. 600
VANCOUVER, BC V6B 3K1
CANADA

State Service

CHRIS UNGSON
CPUC
EMAIL ONLY
EMAIL ONLY, CA 00000

DAVID PECK
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

JORDAN PARRILLO
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

LILY CHOW
REGULATORY ANALYST
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

VALERIE KAO
CALIFORNIA PUBLIC UTILITIES COMMISSION
EMAIL ONLY
EMAIL ONLY, CA 00000

WILLIAM DIETRICH
SR. ANALYST - ENERGY DIV.
CPUC
EMAIL ONLY
EMAIL ONLY, CA 00000

ALAN WECKER
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ALEXANDER COLE
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ALOKE GUPTA
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ARTHUR J. O'DONNELL
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
ROOM 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

BRIAN STEVENS
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

CARLOS A. VELASQUEZ
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

CHLOE LUKINS
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

CHRIS UNGSON
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4104
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

DAMON A. FRANZ
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A

DAVID M. GAMSON
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
ROOM 5019

505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

DAVID SIAO
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4101
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ED CHARKOWICZ
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

EDWARD F. RANDOLPH
CALIF PUBLIC UTILITIES COMMISSION
ENERGY DIVISION
ROOM 4004
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

IRYNA KWASNY
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 4107
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

JULIE A. FITCH
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
ROOM 5214
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

KARIN M. HIETA
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

KE HAO OUYANG
CALIF PUBLIC UTILITIES COMMISSION
UTILITY & PAYPHONE ENFORCEMENT BRANCH
AREA 2-E
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

KEITH D WHITE
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

LEWIS BICHKOFF
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MARCELO POIRIER
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
ROOM 5025
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MATT MILEY
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 5135
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MEGHA LAKHCHAURA
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MERIDETH STERKEL
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MICHELE KITO
CALIF PUBLIC UTILITIES COMMISSION
DEMAND SIDE ANALYSIS BRANCH
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

NIKA ROGERS
CALIF PUBLIC UTILITIES COMMISSION

NOUSHIN KETABI
CALIF PUBLIC UTILITIES COMMISSION

ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4101
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

PATRICK L. YOUNG
CALIF PUBLIC UTILITIES COMMISSION
INFRASTRUCTURE PLANNING AND PERMITTING B
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

PETER SPENCER
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4104
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

RADU CIUPAGEA
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PRICING AND CUSTOMER PROGRAM
ROOM 4104
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

SEAN A. SIMON
CALIF PUBLIC UTILITIES COMMISSION
PROCUREMENT STRATEGY AND OVERSIGHT BRANC
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

SEPIDEH KHOSROWJAH
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
ROOM 5201
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

YAKOV LASKO
CALIF PUBLIC UTILITIES COMMISSION
ELECTRICITY PLANNING & POLICY BRANCH
ROOM 4101
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

CONSTANCE LENI
CALIFORNIA ENERGY COMMISSION
MS-20
1516 NINTH STREET
SACRAMENTO, CA 95814

MARC S. PRYOR
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET
SACRAMENTO, CA 95814

MICHAEL JASKE
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET, MS-20
SACRAMENTO, CA 95814

REBECCA TSAI-WEI LEE
CALIF PUBLIC UTILITIES COMMISSION
DRA - ADMINISTRATIVE BRANCH
770 L Street, Suite 1250
Sacramento, CA 95814

KEVIN S. NAKAMURA
CALIF PUBLIC UTILITIES COMMISSION
UTILITY AUDIT, FINANCE & COMPLIANCE BRAN
180 Promenade Circle, Suite 115
Sacramento, CA 95834

TOP OF PAGE
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************** SERVICE LIST **************
Last Updated on 15-AUG-2013 by: JVG
R0506040 LIST

************** **PARTIES** **************

Michael Mazur
Principal
3 PHASES RENEWABLES, LLC
2100 SEPULVEDA BLVD, SUITE 38
MANHATTAN BEACH CA 90266
(310) 798-5275
mmazur@3PhasesRenewables.com

Marc D. Joseph
Attorney At Law
ADAMS, BROADWELL, JOSEPH & CARDOZO
601 GATEWAY BLVD. STE 1000
SO. SAN FRANCISCO CA 94080
(650) 589-1660
mdjoseph@adamsbroadwell.com
For: Coalition of California Utility Employees

Evelyn Kahl
NORA SHERIFF
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY STREET, SUITE 1850
SAN FRANCISCO CA 94015
(415) 403-5542
ek@a-klaw.com
For: ENERGY PRODUCERS AND USERS COALITION

Michael P. Alcantar
SEEMA SRINIVASAN
Attorney At Law
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY STREET, SUITE 1850
SAN FRANCISCO CA 94105
(415) 421-4143
mpa@a-klaw.com
For: Cogeneration Association of California

Frank Annunziato
President
AMERICAN UTILITY NETWORK INC.
10705 DEER CANYON DR.
ALTA LOMA CA 91737-2483
(909) 989-4000
allwazeready@aol.com

Nelsonya Causby
General Attorney-Regulatory
AT&T SERVICES, INC.
525 MARKET ST., STE 2025
SAN FRANCISCO CA 94105
(415) 778-1488
nelsonya.causby@att.com
For: A T & T California

Lesla Lehtonen
Vp Legal And Regulatory Affairs
CALIFORNIA CABLE & TELECOM ASSOCIATION
1001 K STREET, 2ND FLOOR
SACRAMENTO CA 95814-3832
(916) 446-7732
lesla@calcable.org

Judith Sanders
NANCY SARACINO
CALIFORNIA ISO
250 OUTCROPPING WAY
FOLSOM CA 95630
(916) 608-7143
jsanders@caiso.com
For: CALIFORNIA INDEPENDENT SYSTEMS OPERATOR CORP.

Patrick M. Rosvall
COOPER, WHITE & COOPER LLP
201 CALIFORNIA STREET, 17TH FL.
SAN FRANCISCO CA 94111
(415) 433-1900
prosvall@cwclaw.com
For: Small LECs

Mark P. Schreiber
COOPER, WHITE & COOPER, LLP
201 CALIFORNIA STREET, 17TH FLOOR
SAN FRANCISCO CA 94111
(415) 765-6228
mschreiber@cwclaw.com
For: Sure West Telephone

R. Thomas Beach
CROSSBORDER ENERGY
2560 NINTH STREET, SUITE 213A
BERKELEY CA 94710-2557
(510) 549-6922
tomb@crossborderenergy.com
For: CROSSBORDER ENERGY

Andrea Morrison
DIRECT ENERGY SERVICES, LLC
415 DIXSON STREET
ARROYO GRANDE CA 93420
(916) 759-7052
andrea.morrison@directenergy.com

************** SERVICE LIST **************
Last Updated on 15-AUG-2013 by: JVG
R0506040 LIST

Daniel W. Douglass
GREGORY S.G. KLATT
DOUGLASS & LIDDELL
EMAIL ONLY
EMAIL ONLY CA 00000
(818) 961-3001
douglass@energyattorney.com
For: Alliance for Retail Energy Markets/ APS Energy Services Co Inc./ Commerce Energy/ Strategic Energy/3 Phases Renewables/Western Power Trading Forum

---

Andrew B. Brown
Attorney At Law
ELLISON SCHNEIDER & HARRIS, LLP
2600 CAPITAL AVENUE, SUITE 400
SACRAMENTO CA 95816-5905
(916) 447-2166
abb@eslawfirm.com
For: Constellation New Energy, Inc./ Praxair Plainfield Inc.

John C. Gabrielli
GABRIELLI LAW OFFICE
430 D STREET
DAVIS CA 95616
(530) 753-0869
gabriellilaw@sbcglobal.net

Michael B. Day
Attorney
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSOME STREET, STE 900
SAN FRANCISCO CA 94111-3133
(415) 392-7900
mday@goodinmacbride.com
For: PacifiCorp

Brian T. Cragg
Attorney
GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY
505 SANSOME STREET, SUITE 900
SAN FRANCISCO CA 94111
(415) 392-7900
BCragg@GoodinMacbride.com
For: INDEPENDENT ENERGY PRODUCERS ASSN.

Gregg Morris
Director
GREEN POWER INSTITUTE
2039 SHATTUCK AVENUE, STE 402
BERKELEY CA 94704
(510) 644-2700
gmorris@emf.net
For: The Green Power Institute

Norman A. Pedersen
Attorney At Law
HANNA AND MORTON, LLP
444 SOUTH FLOWER STREET, SUITE 1500
LOS ANGELES CA 90071
(213) 430-2510
npedersen@hanmor.com
For: SOUTHERN CALIFORNIA GENERATION COALITION

Martin Homec
PO BOX 4471
DAVIS CA 95617
(530) 867-1850
martinhomec@gmail.com
For: Californians for Renewable Energy (CARE)

David L. Huard
MANATT PHELPS & PHILLIPS, LLP
ONE EMBARCADERO CENTER, 30TH FL.
SAN FRANCISCO CA 94111
(415) 291-7400
DHuard@manatt.com
For: Hydrogen Energy International LLC

Jesus G. Roman
ELAINE M. DUNCAN
MCIMETRO ACCESS TRANSMISSION SERVICES
2535 W. HILLCREST DR., MC CAM21LB
NEWBURY PARK CA 91320
(805) 499-6832
jesus.g.roman@verizon.com
For: Verizon California Inc.

John W. Leslie, Esq.
MCKENNA LONG & ALDRIDGE LLP
EMAIL ONLY
EMAIL ONLY CA 00000
(619) 699-2536
JLeslie@McKennaLong.com
For: Shell Energy North America

Thomas S. Kimball
MODESTO IRRIGATION DISTRICT
PO BOX 4060-95352
1231 ELEVENTH STREET
MODESTO CA 95352
(209) 557-1510
tomk@mid.org

************** SERVICE LIST **************
Last Updated on 15-AUG-2013 by: JVG
R0506040 LIST

Greg Bass
NOBLE AMERICAS ENERGY SOLUTIONS LLC
401 WEST A STREET, SUITE 500
SAN DIEGO CA 92101-3017
(619) 684-8199
gbass@noblesolutions.com
For: Sempra Energy Solutions LLC

Jacqueline Minor
THERESA L. MUELLER
OFFICE OF CITY ATTORNEY
K1 DR. CARLTON B. GOODLETT PLACE
CITY HALL, ROOM 234
SAN FRANCISCO CA 94102
(415) 554-4703
Jacqueline.Minor@sfgov.org
For: City and County of San Fracisco

Noel Obiora
Legal Division
RM. 5121
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-5987
nao@cpuc.ca.gov
For: ORA

Charles R. Middlekauff
PACIFIC GAS AND ELECTRIC COMPANY
LAW DEPT.
77 BEALE STREET, B30A / PO BOX 7442
SAN FRANCISCO CA 94105
(415) 973-6971
CRMd@pge.com
For: Pacific Gas and Electric Company

Rick Noger
PRAXAIR, INC.
2430 CAMINO RAMON DRIVE, STE. 300
SAN RAMON CA 94583
(925) 866-6809
rick_noger@praxair.com

John A. Pacheco
Attorney
SEMPRA ENERGY
101 ASH STREET, HQ-12B
SAN DIEGO CA 92101-3017
(619) 699-5130
JPacheco@SempraUtilities.com
For: San Diego Gas and Electric Company

Carol Schmid-Frazee
SOUTHERN CALIFORNIA EDISON CO.
2244 WALNUT GROVE AVE./PO BOX 800
ROSEMEAD CA 91770
(626) 302-1337
carol.schmidfrazee@sce.com
For: Southern California Edison Company

Kyle Stephens
Senior Counsel/Legal Affairs
SOUTHWEST GAS CORPORATION
5241 SPRING MOUNTAIN ROAD
LAS VEGAS NV 89150
(702) 876-7293
kyle.stephens@swgas.com
For: Southwest Gas Corporation

Keith R. Mccrea
Attorney At Law
SUTHERLAND ASBILL & BRENNAN LLP
1275 PENNSYLVANIA AVE, NW
WASHINGTON DC 20004-2415
(202) 383-0705
keith.mccrea@sutherland.com
For: CALIFORNIA MANUFACTURERS AND TECHNOLOGY ASSN.

Lisa-Marie Salvacion
Legal Division
RM. 5029
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-2069
lms@cpuc.ca.gov
For: DRA

Nina Suetake
Staff Attorney
THE UTILITY REFORM NETWORK
115 SANSOME STREET, SUITE 900
SAN FRANCISCO CA 94104
(415) 929-8876 X 308
nsuetake@turn.org
For: The Utility Reform Network

*********** STATE EMPLOYEE *************

Nilgun Atamturk
Policy & Planning Division
RM. 5119
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-2329
nil@cpuc.ca.gov

Caryn Holmes
CALIFORNIA ENERGY COMMISSION
EMAIL ONLY
EMAIL ONLY CA 00000
(916) 654-4178
cholmes@energy.state.ca.us

Deborah Dyer
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS 14
SACRAMENTO CA 95814-5512
(916) 654-3970
ddyer@energy.state.ca.us

Dennis L. Beck, Jr.
Senior Staff Counsel
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS 14
SACRAMENTO CA 95814-5512
(916) 654-3974
dbeck@energy.state.ca.us

Jared Babula
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET
SACRAMENTO CA 95814
(916) 651-1462
jbabula@energy.state.ca.us

Mike Jaske
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS-20
SACRAMENTO CA 95814
(916) 654-4777
mjaske@energy.state.ca.us

David B. Peck
CPUC - DRA
ELECTRICITY PRICING & CUSTOMER PROGRAM
EMAIL ONLY
EMAIL ONLY CA 00000
(415) 703-1213
dbp@cpuc.ca.gov
For: DRA

Charlyn A. Hook
Executive Division
RM. 5131
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-3050
chh@cpuc.ca.gov

Sepideh Khosrowjah
Executive Division
RM. 5201
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-1190
skh@cpuc.ca.gov

Scott Logan
Division of Ratepayer Advocates
RM. 4108
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-1418
sjl@cpuc.ca.gov

Jeorge S. Tagnipes
Energy Division
AREA 4-A
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-2451
jst@cpuc.ca.gov

Hallie Yacknin
Administrative Law Judge Division
RM. 5108
505 Van Ness Avenue
San Francisco CA 94102 3298
(415) 703-1675
hsy@cpuc.ca.gov

*********** INFORMATION ONLY ************

Karen Terranova
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY STREET, SUITE 1850
SAN FRANCISCO CA 94105
(415) 421-4143
filings@a-klaw.com

Nora Sheriff
ALCANTAR & KAHL, LLP
33 NEW MONTGOMERY STREET, SUITE 1850
SAN FRANCISCO CA 94105
(415) 421-4143
nes@a-klaw.com
For: Energy Producers and Users Coalition

Thomas Selhorst
AT&T CALIFORNIA
525 MARKET STREET, 2023
SAN FRANCISCO CA 94105
(415) 778-1482
thomas.selhorst@att.com

Barbara R. Barkovich
BARKOVICH & YAP, INC.
EMAIL ONLY
EMAIL ONLY CA 00000
(707) 937-6203
barbara@barkovichandyap.com

Reed V. Schmidt
BARTLE WELLS ASSOCIATES
1889 ALCATRAZ AVENUE
BERKELEY CA 94703-2714
(510) 653-3399 X111
rschmidt@bartlewells.com
For: California City-County Street Light Association(CAL-SLA)

BP ENERGY COMPANY
501 WESTLAKE PARK BLVD
HOUSTON TX 77079

Vicki Ferguson
BRAUN & BLAISING, PC
915 L STREET, SUITE 1270
SACRAMENTO CA 95814
(916) 326-5812
ferguson@braunlegal.com

Lincoln Bleveans
Power Resources Manager
BURBANK WATER AND POWER
164 WEST MAGNOLIA BOULEVARD
BURBANK CA 91502
(818) 238-3651
LBleveans@burbankca.gov

J.A. Savage
CALIFORNIA ENERGY CIRCUIT
3006 SHEFFIELD AVE
OAKLAND CA 94602
(510) 534-9109
editorial@californiaenergycircuit.net
For: CALIFORNIA ENERGY MARKETS

Connie Leni
CALIFORNIA ENERGY COMMISSION
EMAIL ONLY
EMAIL ONLY CA 00000-0000
(916) 654-4762
cleni@energy.state.ca.us

CALIFORNIA ENERGY MARKETS
425 DIVISADERO ST STE 303
SAN FRANCISCO CA 94117-2242
(415) 552-1764
shaunao@newsdata.com

Gregory Fisher
CALIFORNIA INDEPENDENT SYSTEM OPERATOR
250 OUTCROPPING
FOLSOM CA 95630
(916) 608-7206
gfisher@caiso.com

CALIFORNIA ISO
LEGAL & REGULATORY DEPARMENT
151 BLUE RAVINE ROAD
FOLSOM CA 95630
e-recipient@caiso.com

Beth Ann Burns
Sr. Counsel - Legal & Regulatory Dept
CALIFORNIA ISO
250 OUTCROPPING WAY
FOLSOM CA 95630
(916) 608-7146
bburns@caiso.com

Karen Lindh
CALIFORNIA ONSITE GENERATION
7909 WALERGA ROAD, NO. 112, PMB 119
ANTELOPE CA 95843
(916) 729-1562
karen@klindh.com
For: California Manufacturers & Technology Association

Lynne Brown
Vice President
CALIFORNIANS FOR RENEWABLE ENERGY, INC.
24 HARBOR ROAD
SAN FRANCISCO CA 94124
(415) 285-4628
l_brown369@yahoo.com

Michael E. Boyd
LYNNE BROWN
President
CALIFORNIANS FOR RENEWABLE ENERGY, INC.
5439 SOQUEL DRIVE
SOQUEL CA 95073
(408) 891-9677
michaelboyd@sbcglobal.net

Avis Kowalewski
CALPINE CORPORATION
4160 DUBLIN BLVD., SUITE 100
DUBLIN CA 94568
(925) 557-2284
kowalewskia@calpine.com
For: Calpine Corporation

Marjorie Oxsen
CALPINE CORPORATION
EMAIL ONLY
EMAIL ONLY CA 00000
(925) 557-2236
moxsen@calpine.com

COMMERCE ENERGY, INC.
5251 WESTHEIMER RD., STE. 1000
HOUSTON TX 77056-5414

Paul Ackerman
Senior Counsel
CONSTELLATION ENERGY RESOURCES, INC
111 MARKET PLACE
BALTIMORE MD 21202
paul.ackerman@constellation.com

Vidhya Prabhakaran
DAVIS WRIGHT & TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO CA 94111
(415) 276-6568
VidhyaPrabhakaran@dwt.com

Edward W. O'Neill
Attorney At Law
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO CA 94111-6533
(415) 276-6587
edwardoneill@dwt.com
For: California Large Energy Consumers Association

Steven F. Greenwald
Attorney
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO CA 94111-6533
(415) 276-6500
SteveGreenwald@dwt.com
For: CALPINE POWER AMERICA LLC/CALPINE CORPORATION

Suzanne Toller
DAVIS WRIGHT TREMAINE LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO CA 94111-3611
(415) 276-6536
suzannetoller@dwt.com

DAVIS WRIGHT TREMAINE, LLP
EMAIL ONLY
EMAIL ONLY CA 00000
dwtcpucdockets@dwt.com

Jeffrey P. Gray
DAVIS WRIGHT TREMAINE, LLP
505 MONTGOMERY STREET, SUITE 800
SAN FRANCISCO CA 94111-6533
(415) 276-6500
jeffgray@dwt.com
For: Calpine Power America-CA/Calpine Corporation

Donald C. Liddell
DOUGLASS & LIDDELL
2928 2ND AVENUE
SAN DIEGO CA 92103
(619) 993-9096
liddell@energyattorney.com

Gregory S.G. Klatt
DOUGLASS & LIDDELL
EMAIL ONLY
EMAIL ONLY CA 00000
(818) 961-3001
klatt@energyattorney.com
For: Alliance for Retail Energy Markets/Commerce Energy, Inc.

Michelle Grant
DYNEGY, INC.
EMAIL ONLY
EMAIL ONLY TX 00000-0000
(713) 767-0387
michelle.d.grant@dynegy.com

Douglas K. Kerner
Attorney At Law
ELLISON, SCHNEIDER & HARRIS, LLP
2600 CAPITOL AVENUE, SUITE 400
SACRAMENTO CA 95816-5905
(916) 447-2166
dkk@eslawfirm.com

Carolyn Kehrein
ENERGY MANAGEMENT SERVICES
2602 CELEBRATION WAY
WOODLAND CA 95776
(530) 668-5600
cmkehrein@ems-ca.com

Steven G. Lins
Chief Assistant General Manager
GLENDALE WATER AND POWER
141 N. GLENDALE AVENUE, LEVEL 4
GLENDALE CA 91206-4394
(818) 548-2136
slins@ci.glendale.ca.us

Ronald Moore
Sr. Regulatory Analyst
GOLDEN STATE WATER CO / BEAR VALLEY ELEC
630 EAST FOOTHILL BLVD.
SAN DIMAS CA 91773-9016
(909) 394-3600 X682
rkmoore@gswater.com

Steven Kelly
INDEPENDENT ENERGY PRODUCERS ASSOCIATION
EMAIL ONLY
EMAIL ONLY CA 00000
(916) 448-9499
steven@iepa.com

C. Susie Berlin
LAW OFFICES OF SUSIE BERLIN
1346 THE ALAMEDA, SUITE 7, NO. 141
SAN JOSE CA 95126
(408) 778-8478
berlin@susieberlinlaw.com

Susie Berlin
Attorney At Law
LAW OFFICES OF SUSIE BERLIN
1346 THE ALAMEDA, SUITE 7 NO. 141
SAN JOSE CA 95126
(408) 209-5837
berlin@susieberlinlaw.com

Robert L. Pettinato
LOS ANGELES DEPT. OF WATER & POWER
111 NORTH HOPE STREET, RM. 1150
LOS ANGELES CA 90012
(213) 367-1735
robert.pettinato@ladwp.com

Travis Ritchie
MANATT, PHELPS & PHILLIPS, LLC
1 EMBARCADERO CENTER, 30TH FLOOR
SAN FRANCISCO CA 94111
(415) 291-7400
tritchie@manatt.com

Tara Kaushik
Attorney
MANATT, PHELPS & PHILLIPS, LLP
ONE EMBARCADERO CENTER, 30TH FLOOR
SAN FRANCISCO CA 94111
(415) 291-7409
TKaushik@manatt.com
For: Hydrogen Energy International LLC

Joy A. Warren
Regulatory Administrator
MODESTO IRRIGATION DISTRICT
1231 11TH STREET
MODESTO CA 95354
(209) 526-7389
joyw@mid.org
For: Modesto Irrigation District

Thomas S. Kimball
MODESTO IRRIGATION DISTRICT
1231 11TH STREET
MODESTO CA 95354
(209) 526-1510
tomk@mid.org

MRW & ASSOCIATES, LLC
EMAIL ONLY
EMAIL ONLY CA 00000
(510) 834-1999
mrw@mrwassoc.com

Sara Steck Myers
Attorney At Law
122 - 28TH AVENUE
SAN FRANCISCO CA 94121
(415) 387-1904

ssmyers@att.net

Martin A. Mattes
Attorney
NOSSAMAN, LLP
50 CALIFORNIA STREET, 34TH FL.
SAN FRANCISCO CA 94111-4799
(415) 398-3600
mmattes@nossaman.com

Sean P. Beatty
NRG ENERGY, INC,
696 WEST 10TH STREET
PITTSBURG CA 94565
(925) 427-3483
Sean.Beatty@nrgenergy.com

Taryn Ciardella
Sr. Legal Secretary
NV ENERGY
EMAIL ONLY
EMAIL ONLY NV 00000
(775) 834-4347
tciardella@nvenergy.com

Grace Lingston-Nunley
PACIFIC GAS & ELECTRIC COMPANY
PO BOX 770000, MAIL CODE B9A
SAN FRANCISCO CA 94177
gxl2@pge.com

M. Grady Mathai-Jackson
Attorney
PACIFIC GAS & ELECTRIC COMPANY
77 BEALE STREET, B30A
SAN FRANCISCO CA 94105
(415) 973-3744
MGML@pge.com

Valerie J. Winn
PACIFIC GAS & ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY CA 00000
(415) 973-3839
vjw3@pge.com

Thomas A. Jarman
PACIFIC GAS AND ELECTRIC
77 BEALE STREET; MC B9A
SAN FRANCISCO CA 94105
(415) 973-7157
TAJ8@pge.com

Alice L. Reid
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY CA 00000
(415) 973-2966
alr4@pge.com

Case Coordination
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY CA 00000
(415) 973-2776
RegRelCPUCCases@pge.com

Ed Lucha
Case Coordinator
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000, MAIL CODE B9A
SAN FRANCISCO CA 94177
(415) 973-3872
ELL5@pge.com

Karen Forsgard
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, B10A / BOX 770000 B8Q
SAN FRANCISCO CA 94105
(415) 973-6069
kaf4@pge.com

Leslie Danielson
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, B10A
SAN FRANCISCO CA 94105
lad1@pge.com

Shaun Halverson
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY CA 00000-0000
SEHC@pge.com

Shirley Woo
DEBORAH S. SHEFLER
Attorney At Law
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 7442
SAN FRANCISCO CA 94120
(415) 973-2248
saw0@pge.com
For: Pacific Gas and Electric Company

PACIFIC GAS AND ELECTRIC FILE ROOM
77 BEALE ST., B30A
SAN FRANCISCO CA 94105
LawCpucCases@pge.com

Cathie Allen
PACIFICORP
825 NE MULTNOMAH STREET, STE 2000
PORTLAND OR 97232
(503) 813-5934
cathie.allen@pacificorp.com

Mary Wiencke
PACIFICORP
825 N. E. MULTNOMAH, SUITE 1800
PORTLAND OR 97232
(503) 813-5058
mary.wiencke@pacificorp.com

Steve Endo
PASADENA DEPARTMENT OF WATER & POWER
150 S. LOS ROBLES AVE., STE. 200
PASADENA CA 91101
(626) 744-6246
sendo@ci.pasadena.ca.us

Lisa Weinzimer
PLATTS MCGRAW-HILL
695 NINTH AVENUE, NO. 2
SAN FRANCISCO CA 94118
(415) 387-1025
lisa_weinzimer@platts.com
For: CALIFORNIA ENERGY CIRCUIT

QUIET LLC/QUIET ENERGY
3311 VAN ALLEN PLACE
TOPANGA CA 90290

Robert Sarvey
RACE
501 W. GRANTLINE RD
TRACY CA 95376
(209) 835-7162
sarveybob@aol.com

Donald Schoenbeck
RCS, INC.
900 WASHINGTON STREET, SUITE 780
VANCOUVER WA 98660

William W. Westerfield Iii
Sr. Attorney - Off. Of Gen. Counsel
SACRAMENTO MUNICIPAL UTILITY DISTRICT
6201 S STREET, M.S. B402
SACRAMENTO CA 95817
(916) 732-6123
wwester@smud.org
For: SACRAMENTO MUNICIPAL UTILITY DISTRICT

Wendy Keilani
Regulatory Case Mgr.
SAN DIEGO GAS & ELECTRIC COMPANY
8330 CENTURY PARK COURT, CP32D
SAN DIEGO CA 92123
(858) 654-1185
WKeilani@SempraUtilities.com

Central Files
SAN DIEGO GAS AND ELECTRIC COMPANY
101 ASH STREET, CP31-E
SAN DIEGO CA 92101
(858) 654-1240
CentralFiles@SempraUtilities.com

Marcie Milner
SHELL ENERGY NORTH AMERICA
4445 EASTGATE MALL, SUITE 100
SAN DIEGO CA 92121
(858) 526-2106
marcie.milner@shell.com

Christopher Hilen
SIERRA PACIFIC POWER COMPANY
6100 NEIL ROAD, PO BOX 10100
RENO NV 89520
(775) 834-5696
chilen@sppc.com

Elena Mello
SIERRA PACIFIC POWER COMPANY
6100 NEIL ROAD
RENO NV 89520
(775) 834-5696
emello@sppc.com

Trevor Dillard
Rate Regulatory Relations
SIERRA PACIFIC POWER COMPANY
6100 NEAL ROAD, MS S4A50 / PO BOX 10100

(360) 737-3877
dws@r-c-s-inc.com

RENO NV 89520-0026
(775) 834-5894
tdillard@sppc.com

Case Administration
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE. / PO BOX 800
ROSEMEAD CA 91770
(626) 302-3101
case.admin@sce.com

Edward B. Gieseking
Director/Pricing And Tariffs
SOUTHWEST GAS CORPORATION
5241 SPRING MOUNTAIN ROAD
LAS VEGAS NV 89150
(702) 364-3271
ed.gieseking@swgas.com

Valerie J. Ontiveroz
State Regulatory Affairs
SOUTHWEST GAS CORPORATION
5241 SPRING MOUNTAIN ROAD
LAS VEGAS NV 89150
(702) 876-7323
valerie.ontiveroz@swgas.com

Hayley Goodson
Staff Attorney
THE UTILITY REFORM NETWORK
115 SANSOME STREET, SUITE 900
SAN FRANCISCO CA 94104
(415) 929-8876
hayley@turn.org

Robert Finkelstein
THE UTILITY REFORM NETWORK
115 SANSOME STREET, SUITE 900
SAN FRANCISCO CA 94104
(415) 929-8876 X-307
bfinkelstein@turn.org

Carl C. Lower
UTILITY SPECIALISTS
717 LAW STREET
SAN DIEGO CA 92109-2436
(619) 987-0355
clower@earthlink.net

Jacque Lopez
VERIZON CALIFORNIA INC.
2535 W. HILLCREST DR., MC CAM21LB
NEWBURY PARK CA 91320

Kevin Woodruff
WOODRUFF EXPERT SERVICES, INC.
1100 K STREET, SUITE 204
SACRAMENTO CA 95814
(916) 442-4877
kdw@woodruff-expert-services.com

(805) 499-6179
jacque.lopez@verizon.com

Non-Email Parties

Angel Ayala
Amonix, Inc.
1709 Apollo Court
Seal Beach, CA 90740
(R.11-05-005)

Paul Delaney
VP – American Utility Network
10705 Deer Canyon Dr.
Alta Loma, CA 91737
(R.11-05-005)

Victor Gonzales
Constellation New Energy
111 Market Place, Suite 500
Baltimore, MD 21202
(R.12-03-014)

Brian Fickett
Valley Electric Association
800 E. Hwy 372
Pahrump, NV 89048
(R.12-03-014)