

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

Order Instituting Rulemaking to Continue  
Implementation and Administration of California  
Renewables Portfolio Standard Program

**R. 11-05-005**  
(Filed May 5, 2011)

**REPLY COMMENTS OF SIERRA CLUB CALIFORNIA  
ON THE ORDER INSTITUTING RULEMAKING  
REGARDING IMPLEMENTATION AND ADMINISTRATION  
OF THE RENEWABLES PORTFOLIO STANDARD PROGRAM**

June 9, 2001 Jim Metropulos, Senior Advocate  
Sierra Club California  
801 K Street, Suite 2700  
Sacramento, CA 95814  
916-557-1100, x109  
Jim.Metropulos@sierraclub.org

Andy Katz  
Sierra Club California  
2150 Allston Way Ste. 400  
Berkeley, CA 94704  
510-848-5001  
andykatz@sonic.net

## **I. INTRODUCTION**

In accordance with the schedule provided in the Order Instituting Rulemaking (OIR), Sierra Club California respectfully submits the following comments in reply to the comments filed by other Parties on May 31, 2011. These reply comments clarify the issues that Sierra Club California believes should be priority issues in this rulemaking.

## **II. PRIORITY ISSUES IN THIS RULEMAKING**

### **a. IMPLEMENTATION OF PUBLIC UTILITIES CODE § 399.20, AS AMENDED, WILL ENCOURAGE RAPID INTEGRATION OF RENEWABLE ENERGY RESOURCES**

Sierra Club California believes that resolving issues that help to promote certainty and early procurement should be expedited in this proceeding. Sierra Club California urges, along with the Agricultural Energy Consumers Association, Center for Energy Efficiency and Renewable Technologies, Clean Coalition, California Wastewater Climate Change Group, California Solar Energy Industries Association, Solar Alliance, Sustainable Conservation, and the Union of Concerned Scientists for the Commission to treat implementation of SB 32 and Public Utilities Code § 399.20, as amended, as a top priority. Implementation of this program for standard offer contracts for small-scale renewable energy projects will increase deployment of renewable energy on an accelerated timeline, and with greater certainty of project delivery .

This is a key policy tool to developing 12,000 MW of distributed generation by 2020, and Sierra Club California urges a Tier 1 priority level for implementation of the feed-in tariff program.

Setting the market price ceiling is a necessary first step due to the amendment of § 399.20, by SB X1 2, replacing the market price referent with “market price,” as defined. Sierra Club California recommended in its opening comments to set and further define market price as “avoided cost,” as defined by FERC. The next essential step to a successful standard offer contract program is to establish cost-based prices differentiated by technology and project size. Sierra Club California believes that consideration of locational value and resource adequacy value as part of avoided cost is likely to support development of small-scale renewable energy projects, but that the Commission should set reasonable cost-based prices as has been done in feed-in tariff programs in other states and countries. For scheduling purposes, the Commission may need to defer some differentiated technologies from the Tier 1 priority level, but Sierra Club California urges the Commission to set and define market price, and set standard prices for the most commonly anticipated types of projects as a top priority.

#### **b. IMPLEMENTATION OF RPS COMPLIANCE AND ENFORCEMENT REQUIREMENTS**

Sierra Club California considers it a high priority to ensure a sustainable and enforceable RPS program. Therefore, Sierra Club California concurs with the Union of Concerned Scientists that the clarification of the compliance obligation for a regulated load-serving entity is a priority issue. Additionally, Sierra Club California concurs that it is important to clarify issues that would define what types and amounts of transactions will be considered eligible for compliance

with the RPS program to assist utilities with certainty in procurement. Finally, revisions to key enforcement provisions such as strengthening penalty rates and caps should be considered to ensure that they deter and mitigate noncompliance.

### **c. RENEWABLE ENERGY CREDIT TRADING RULES**

Sierra Club California agrees with the Union of Concerned Scientists that rulemaking that helps to promote certainty and early procurement should be expedited in this proceeding. Therefore, Sierra Club California concurs that setting rules for Renewable Energy Credit trading could promote early deployment of renewable energy and certainty in the RPS program. As stated in our opening comments, Sierra Club California urges for the Commission to consider preference for renewable energy projects and products that provide maximum environmental benefits,<sup>1</sup> particularly for impacted communities,<sup>2</sup> electricity products that represent greater reduction in greenhouse gas emissions,<sup>3</sup> and electricity products that represent cost-effective alternatives to new transmission rights-of-way.<sup>4</sup>

## **III. SELECTED ISSUES PROPOSED FOR TIER 1**

The listing of selected issues below is in response to the “Joint Parties’ Recommendations on Scoping and Prioritization of Issues in R.11-05-005.” Text in **bold** reflects a distinct recommendation of Sierra Club California to increase the priority level of a particular

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<sup>1</sup> Public Resources Code Section 25740.5(c).

<sup>2</sup> Public Utilities Code § 399.13(a)(7).

<sup>3</sup> Public Utilities Code Section 399.11(b)(4).

<sup>4</sup> Public Utilities Code Section 1005.1.

issue, and text in *italics* introduces a new sub-issue identified by Sierra Club California with a priority level comparable to the priority level assigned by the majority of Parties in the Joint Parties' Recommendation.

#### Issue 1: Modify Program to Implement Recent Legislation

1. Modify Renewables Portfolio Standard (RPS) compliance rules
  - a. Adopt new RPS compliance targets by January 1, 2012.
  - b. Modify flexible compliance rules, including implementing different banking rules for different types of RPS contracts
  - c. Resolve seams issues between the 20% RPS and 33% RPS compliance requirements, including implementing the provision that any retail seller procuring RPS eligible energy for at least 14% of retail sales in 2010 shall not have its RPS procurement deficits, if any, added to future procurement requirements.
2. Modify renewable energy credit (REC) trading rules
  - a. Modify the definition of renewable energy credits to eliminate delivery requirement and other changes.
  - b. Modify REC trading rules to provide that, in order to count for RPS compliance, RECs must be retired in the tracking system within 36 months from the initial date of generation of the associate electricity.
  - c. Define new terms e.g. “firmed and shaped”, “incremental energy” and “unbundled” RECs.
  - d. Implement usage limitations on REC transactions.

- i. Consider greenhouse gas emissions reduction when setting limits on categories of RPS-eligible procurement.*
- e. Develop rules for REC contracts executed prior to June 1, 2010, including determining what it means for a contract to “count in full” toward RPS procurement requirements.
- f. Determine how trading rules should include preference to renewable energy projects that provide environmental benefits to communities that suffer from high emission levels of toxic air contaminants, criteria air pollutants, and greenhouse gases. Public Utilities Code § 399.13(a)(7).*
- g. Integrate into trading rules the principles of Public Utilities Code Section 1005.1 regarding cost-effective alternatives to transmission.*

Issue 3: Compliance, Reporting And Enforcement

- 1 . Monitor and enforce compliance of retail sellers with RPS requirements, including but not limited to:
  - c . Clarify compliance requirements for years 2010-2013.

Issue 4: Least-Cost Best-Fit

- 1 . Review and improve bid evaluation methodology, including adjustments, as necessary for:
  - c. Resource adequacy value**
  - d. Locational benefits for distributed generation***

*e. Evolving significance of “Best-Fit” as renewables increase to 33% of total energy resources.*

**Issue 5: Implement section 399.20, as amended**

**1 . Develop requirements for standard tariffs of utilities for RPS-eligible generators of up to three megawatts capacity, including but not limited to:**

- a. Supplement briefs already submitted in R.08-08-009 to cover new statutory requirements.**
- b. Establish methodology to determine market price for standard tariffs.**
  - i. Determine locational benefits value.*
  - ii. Evaluate differentiated cost-based pricing for specific renewable technologies.*
- c. Address interconnection issues, including interconnection cost and the set up process for expedited interconnection procedures.**

**IV. SELECTED ISSUES PROPOSED FOR TIER 2.**

**Issue 1: Modify Program to Implement Recent Legislation**

**3. Modify RPS procurement plans**

*g. Determine how Commission direction to file procurement plans should include preference to renewable energy projects that provide environmental benefits to communities that suffer from high emission levels of toxic air contaminants, criteria air pollutants, and greenhouse gases. Public Utilities Code § 399.13(a)(7).*

5. Modify RPS enforcement rules

- a. Establish the process and rules for implementing new RPS enforcement regime.**

**V. SELECTED ISSUES PROPOSED FOR TIER 3**

Issue 4: Least-Cost Best-Fit

- 1 . Review and improve bid evaluation methodology, including adjustments, as necessary for:

*g. Determine how bid methodology should include preference to renewable energy projects that provide environmental benefits to communities that suffer from high emission levels of toxic air contaminants, criteria air pollutants, and greenhouse gases. Public Utilities Code § 399.13(a)(7).*

*h. Integrate into bid methodology the principles of Public Utilities Code Section 1005.1 regarding cost-effective alternatives to transmission.*

**VI. REPLY TO PROPOSED CHANGES TO ISSUE DESCRIPTIONS**

Sierra Club California agrees with the scope of issues identified by the preliminary scoping order and Attachment A to the OIR, with the addition of selected issues raised in the points above. Pacific Gas and Electric (PG&E) raised objections to several descriptions, seeking to significantly narrow the scope of this rulemaking before the Commission may even consider these important issues. Although some changes may be appropriate for revision, the chart below



provides a response to aspects of the proposed changes that would prematurely narrow the scope of this proceeding:

<b>Issue as Identified in OIR</b>	<b>PG&amp;E Recommended Revision of Title</b>	<b>Reason for Retaining CPUC Language in Title, if any</b>
<p>“Implement usage limitations on REC transactions (§ 399.16(c))” (OIR, Attach. A, pg. 2, 2<sup>nd</sup> bullet).</p>	<p>Implement accounting rules for product content requirements (§ 399.16(c))</p>	<p>The phrase “usage limitations” appropriately describe the intent of § 399.16(c) to limit the usage of each type of electricity product. The phrase “accounting rules” reflects a ministerial process that would preclude furthering policy goals of implementing usage limitations.</p>
<p>“Establish the process and rules for implementing new RPS enforcement regime. (§ 399.15(b)(5).) (OIR, Attach. A, pg. 3, Point 5, 1<sup>st</sup> bullet).</p>	<p>Adopt standard process for seeking, granting, and implementing an RPS enforcement waiver. (§ 399.15(b)(5).)</p>	<p>The existing language is preferred due to the broad applicability to enforcement policy. The proposed wording would exclude discussion of penalties and other aspects of enforcement and compliance besides the waiver. A separate item in the scope regarding the waiver process would not be objectionable, although terms and applicability of the waiver process proposed by PG&amp;E are overbroad and would discourage compliance.</p>
<p>Use of the phrase: “Tradable renewable energy credits (TREC’s)” (OIR at 9, Issue 4, 2<sup>nd</sup> bullet; OIR at 10, Issue 6.3).</p>	<p>Substitute the phrase: “Firming and Shaping Products and Unbundled REC Products”</p>	<p>No objection at this time as long as the scope is not unduly narrowed.</p>
<p>Adopt rules for evaluating, and possibly auditing, the portfolio content category of all RPS transactions (399.16(b)) (OIR, Attach. A, pg.1, 3<sup>rd</sup> bullet).</p>	<p>Substitute the phrase: “Implement auditing rules.”</p>	<p>Provided that evaluation of RPS transactions is sufficiently included elsewhere in the scope, no objection to indicating that this issue refers to auditing.</p>

## VII. REPLY TO COMMENTS ADDRESSING PROPOSED SCHEDULE

Sierra Club California generally endorses the schedule for priorities proposed by the Center for Energy Efficiency and Renewable Technologies (CEERT), which proposes expedited Decision schedules for SB 32 (Expanded FIT) Implementation, Definition of RPS-Eligible Products, RPS-Obligated Entities' Compliance, and Project Viability/Resource Adequacy.

Pacific Gas and Electric (PG&E), San Diego Gas and Electric (SDG&E) and Southern California Edison (SCE) each proposed schedules for Tier 1 issues. Sierra Club California generally finds the suggested timeframes adequate, but urges more iterative opportunities, so that Parties may respond meaningfully to proposals. Specifically, Sierra Club California suggests that the SDG&E schedule be modified to include an optional response to proposals prior to the issuance of a Proposed Decision. In addition, the schedule should plan for a follow-up workshop on open issues following responses to comments. Particularly for an expedited timeframe, this follow-up workshop could help resolve issues without evidentiary hearings. Further, the schedule should allow for comments on the Proposed Decision so that technical modifications may be incorporated in the Commission Decision. Sierra Club California believes that these optional responses could be incorporated in a schedule targeting a Commission Decision by October 6, 2011, as intended by the schedule proposed by SDG&E.

Likewise, Sierra Club California urges with regard to the Tier 2 schedule recommended by SCE sufficient iterative opportunities to respond to proposals, and for open issues to be addressed in follow-up workshops if necessary. Specifically, the schedule could include a workshop in March or April 2012 on the staff proposal prior to comments on the staff proposal.

The level of opportunity needed for comment and dialogue may vary depending on the contentiousness of the specific issues within each Tier. Sierra Club California notes that additional parties suggest the opportunity to file reply/response comments.

## VIII. CONCLUSION

Sierra Club California urges the Commission to prioritize implementation of SB 32 to expedite increased deployment of renewable energy on an accelerated timeline and include setting of prices for a feed-in tariff as a Tier 1 issue. Sierra Club California considers compliance and enforcement, and renewable energy credit rules to be priority issues to help provide regulatory certainty and encourage early deployment and successful compliance.

When renewable energy credit rules and bid evaluation methodology are considered, Sierra Club California urges for the Commission to consider preference for renewable energy projects and products that provide maximum environmental benefits, particularly for impacted communities, electricity products that represent greater reduction in greenhouse gas emissions, and electricity products that represent cost-effective alternatives to new transmission rights-of-way.

Dated: June 9, 2011

/s/ Jim Metropulos

Jim Metropulos, Senior Advocate

Sierra Club California

/s/ Andy Katz

Andy Katz

Sierra Club California

801 K Street Ste. 2700

Sacramento, CA 95814

916-557-1100, extension 109

Jim.Metropulos@sierraclub.org

2150 Allston Way Ste. 400

Berkeley, CA 94704

510-848-5001

andykatz@sonic.net

## VERIFICATION

I am the Senior Advocate with Sierra Club California and am authorized to make this verification on its behalf. I am informed and believe that the matters stated in this pleading are true.

I declare under penalty of perjury that the matters stated in this pleading are true and correct.

Executed on the **9th day of June, 2011**, at Sacramento, California.

/s/ Jim Metropulos

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Jim Metropulos, Senior Advocate  
Sierra Club California  
801 K Street, Suite 2700  
Sacramento, CA 95814  
Tel: 916-557-1100, extension 109  
[jim.metropulos@sierraclub.org](mailto:jim.metropulos@sierraclub.org)

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**CERTIFICATE OF SERVICE**

I hereby certify that I have duly served a copy of “Reply Comments of Sierra Club California on the Order Instituting Rulemaking Regarding the Implementation and Administration of the Renewables Portfolio Standard Program” in compliance with the Commission’s Rules of Practice, this 9th day of June, 2011. Parties on the Service List have been served by e-mail, if an e-mail address has been provided, or by first class mail, if none provided. The assigned Commissioner and Administrative Law Judge have been served by first class mail.

A copy of the service list is attached.

Signed this 9th day of June, 2011 in Sacramento, CA

/s/ Jim Metropulos

Jim Metropulos  
801 K Street Ste. 2700  
Sacramento, CA 95814  
Tel: 916-557-1100, extension 109  
[jim.metropulos@sierraclub.org](mailto:jim.metropulos@sierraclub.org)

Service List for R.11-05-005 as of June 9, 2011 (Last Changed June 8, 2011)

By First Class Mail:

Commissioner Mark Ferron  
California Public Utilities Commission  
505 Van Ness Avenue  
San Francisco, CA 94102

ALJ Anne E. Simon  
California Public Utilities Commission  
505 Van Ness Avenue  
San Francisco, CA 94102

ALJ Burton Mattson  
California Public Utilities Commission  
505 Van Ness Avenue  
San Francisco, CA 94102

ALJ Regina DeAngelis  
California Public Utilities Commission  
505 Van Ness Avenue  
San Francisco, CA 94102

Michael Meacham  
City of Chula Vista  
276 Fourth Avenue  
Chula Vista, CA 91910

Morgan Hansen  
Morgan Stanley-Commodities  
2000 Westchester Ave  
1st Floor, Purchase, NY, 10577

Samara Rassi  
Fellon-Mccord & Associates  
10200 Forest Green Blvd., Ste. 501  
Louisville, KY, 40223-5183

Commerce Energy, Inc.  
5251 Westheimer Rd. Ste. 1000  
Houston, TX, 77056-5414

Harvey Eder  
Public Solar Power Coalition

1218 12th Street, No. 25  
Santa Monica, CA 90401

3 Phases Renewables LLC  
2100 Sepulveda Blvd, Ste. 37  
Manhattan Beach, CA 90266

Solar Semiconductor Inc.  
1292 Kifer Road, Suite 808  
Sunnyvale, CA 94086

Tony Chen  
Cool Earth Solar  
4659 Las Positas Rd., 94551  
Livermore, CA 94551

Mountain Utilities  
PO Box 1  
Kirkwood, CA 95646

By E-Mail:

cadowney@cadowneylaw.com  
chris.leveriza@glacialenergy.vi  
ccasselman@pilotpowergroup.com  
douglass@energyattorney.com  
liddell@energyattorney.com  
jnelson@psrec.coop  
matthew@turn.org  
sheldon.kimber@recurrentenergy.com  
wplaxico@axiopower.com  
lwisland@ucsusa.org  
Laurie.Mazer@bp.com  
patrick.vanbeek@commercialenergy.net  
rhardy@hardyenergy.com  
Andrew.Luszcz@GlacialEnergy.com  
dgulino@ridgewoodpower.com  
rick\_noger@praxair.com  
rresch@seia.org  
keith.mccrea@sablaw.com  
jim\_p\_white@transcanada.com  
tlocascio@libertypowercorp.com  
JCasadont@BlueStarEnergy.com  
jkern@bluestarenergy.com  
mkuchera@bluestarenergy.com



angela.gregory@DirectEnergy.com  
kb@EnerCalUSA.com  
TPhillips@TigerNaturalGas.com  
jordan.white@pacificorp.com  
dsaul@pacificsolar.net  
Jean-Claude.Bertet@ladwp.com  
GouletCA@email.laccd.edu  
kelly.cauvel@build-laccd.org  
thall@laccd.edu  
npedersen@hanmor.com  
mmazur@3PhasesRenewables.com  
susan.munves@smgov.net  
mmcdannel@lacs.org  
igoodman@commerceenergy.com  
rmcmahon@amonix.com  
ej\_wright@oxy.com  
d.moss@renewables100.org  
stephen.burnage@gmail.com  
pssed@adelphia.net  
cathy.karlstad@sce.com  
kswitzer@gswater.com  
cponds@ci.chula-vista.ca.us

mary@solutionsforutilities.com  
AMSmith@SempraUtilities.com  
DAKing@SempraGeneration.com  
fortlieb@sandiego.gov  
jleslie@luce.com  
thomaspcorr@gmail.com  
tdarton@pilotpowergroup.com  
kswitzer@scwater.com  
GloriaB@anzaelectric.org  
phil@reesechambers.com  
andrea.morrison@directenergy.com  
Joe.Langenberg@gmail.com  
dorth@krcd.org  
ek@a-klaw.com  
tam.hunt@gmail.com  
mdjoseph@adamsbroadwell.com  
mpo@cpuc.ca.gov  
jeanne.sole@sfgov.org  
MGML@pge.com  
nes@a-klaw.com  
abrowning@votesolar.org  
bcragg@goodinmacbride.com

jsqueri@goodinmacbride.com  
jarmstrong@goodinmacbride.com  
mday@goodinmacbride.com  
nmurray@natureener.net  
shong@goodinmacbride.com  
dhuard@manatt.com  
todd.edmister@bingham.com  
jkarp@winston.com  
edwardoneill@dwt.com  
jeffgray@dwt.com  
bobgex@dwt.com  
stevegreenwald@dwt.com  
ssmyers@att.net  
gpetlin@3degreesinc.com  
kerry.hattevik@nexteraenergy.com  
wbooth@booth-law.com  
info@calseia.org  
jpross@sungevity.com  
jody\_london\_consulting@earthlink.net  
jkepke@ch2m.com  
jkeyes@keyesandfox.com  
kfox@keyesandfox.com  
sstanfield@keyesandfox.com  
Patrick.VanBeek@CommercialEnergy.net  
gmorris@emf.net  
ndesnoo@ci.berkeley.ca.us  
clyde.murley@comcast.net  
tomb@crossborderenergy.com  
erasmussen@marinenergyauthority.org  
janreid@coastecon.com  
michaelboyd@sbcglobal.net  
johnrredding@earthlink.net  
jweil@aglet.org  
jsanders@caiso.com  
Ralf1241a@cs.com  
cmkehrein@ems-ca.com  
dcarroll@downeybrand.com  
davidb@cwo.com  
jmcfarland@treasurer.ca.gov  
jim.metropulos@sierraclub.org  
wynne@braunlegal.com  
blaising@braunlegal.com  
aecaonline@gmail.com  
sgp@eslawfirm.com  
abb@eslawfirm.com

dkk@eslawfirm.com  
jjg@eslawfirm.com  
lmh@eslawfirm.com  
wwester@smud.org  
kristin@consciousventuresgroup.com  
kmills@cfbf.com  
peter.eichler@libertywater.com  
kevin.lynch@iberdrolaren.com  
jcolive@bpa.gov  
Tom.Elgie@powerex.com  
amber@iepa.com  
freesa@thirdplanetwind.com  
acitrin@prosoliana.com  
WBlattner@SempraUtilities.com  
ccollins@Energystrat.com  
davidmorse9@gmail.com  
dtownley@infiniacorp.com  
ddavie@wellhead.com  
elvine@lbl.gov  
esison@smud.org  
ehadley@reupower.com  
Erin.Grizard@BloomEnergy.com  
klatt@energyattorney.com  
harry.singh@gs.com  
HYao@SempraUtilities.com  
jpepper@svpower.com  
janice@strategenconsulting.com  
jsanders@caiso.com  
jspears@orrick.com  
kmills@cfbf.com  
KFrancone@energystrat.com  
kgiddens@orrick.com  
sahm@fitcoalition.com  
lsherman@orrick.com  
lwhouse@innercite.com  
moxsen@calpine.com  
mfrazee@anaheim.net  
matt.miller@recurrentenergy.com  
mcox@calplg.com  
mpf@stateside.com  
mdeange@smud.org  
michael.wheeler@recurrentenergy.com  
nedrayoung@gmail.com  
obartho@smud.org  
seang@kroadpower.com

sean.beatty@genon.com  
eddyconsulting@gmail.com  
siobhan.doherty@frv.com  
StephanieC@greenlining.org  
steven@iepa.com  
sue.mara@rtoadvisors.com  
tculley@keyesandfox.com  
ttutt@smud.org  
todd.johansen@recurrentenergy.com  
regulatory.affairs@recurrentenergy.com  
e-recipient@caiso.com  
regulatory@silveradopower.com  
mrw@mrwassoc.com  
artrivera@comcast.net  
CKebler@SempraGeneration.com  
cynthia.brady@constellation.com  
cynthia.brady@constellation.com  
Derek@AltaPowerGroup.com  
pstoner@lgc.org  
imcgowan@3DegreesInc.com  
Jennifer.Barnes@Navigantconsulting.com  
James.Stack@CityofPaloAlto.org  
judypau@dwt.com  
lmitchell@hanmor.com  
m.stout@meridianenergyusa.com  
martinhomec@gmail.com  
mniroula@water.ca.gov  
nrader@calwea.org  
pblood@columbiaenergypartners.com  
pshaw@suntechamerica.com  
richard.chandler@bp.com  
r.raushenbush@comcast.net  
rwalther@pacbell.net  
pletkarj@bv.com  
SEHC@pge.com  
ted@fitcoalition.com  
thomase.hobson@ge.com  
mpr-ca@coolearthsolar.com  
dwtcpucdockets@dwt.com  
TReid@fce.com  
Karen.Kochonies@MorganStanley.com  
  
nicole.fabri@clearenergybrokerage.com  
ron.cerniglia@directenergy.com  
catherine.krupka@sutherland.com

alexandra.konieczny@sutherland.com  
tjaffe@energybusinessconsultants.com  
DBodine@LibertyPowerCorp.com

cswoollums@midamerican.com  
abiecunasjp@bv.com  
nblack@calbioenergy.com  
cpacc@calpine.com  
echiang@elementmarkets.com

jpittsjr@pcgconsultants.com  
roxane.perruso@tac-denver.com  
jon.jacobs@paconsulting.com  
kjsimonsen@ems-ca.com  
jenine.schenk@apses.com  
mark@pdsplc.com  
chilen@sppc.com  
emello@sppc.com  
tdillard@sppc.com  
jgreco@terra-genpower.com  
bryan.schweickert@ladwp.com  
leilani.johnson@ladwp.com  
Randy.Howard@ladwp.com  
Jeff.Newman@bth.ca.gov  
rkeen@manatt.com  
fyanney@fulbright.com

gbawa@cityofpasadena.net  
Douglas@Idealab.com  
cchang@cityofpasadena.net  
vjw3@pge.com  
vpuffer@gwpenergy.com  
fhall@solarelectricsolutions.com  
jackmack@suesec.com  
AMRO@pge.com  
BJeider@ci.burbank.ca.us  
HPandey@ci.burbank.ca.us  
ylehr@ci.azusa.ca.us  
case.admin@sce.com  
george.wiltsee@sce.com  
Joni.Templeton@sce.com  
Laura.Genao@sce.com  
nquan@gswater.com  
kswitzer@gswater.com

rkmoore@gswater.com  
chad@cenergypower.com  
rjgilleskie@san.rr.com  
j.miles.cox@sbcglobal.net  
ggisel@indenergysolutions.com  
gbass@noblesolutions.com  
SNelson@Sempra.com  
TRoberts@SempraUtilities.com  
CentralFiles@SempraUtilities.com  
farrellytc@earthlink.net  
marcie.milner@shell.com  
HRasool@SempraUtilities.com  
jpierce@semprautilities.com  
DNiehaus@SempraUtilities.com  
KDeremer@SempraUtilities.com  
CentralFiles@SempraUtilities.com  
sharding@iidenergy.com  
fwnoble@WintecEnergy.com  
peter.pearson@bves.com  
CBlack@riversideca.gov  
csteen@bakerlaw.com  
chestonem@sharpsec.com  
john@deweygroup.com  
lechnitz@lumospower.com  
galiteva@aol.com  
JLehman@anaheim.net  
msamra@anaheim.net  
hanigan@encous.com  
kerry.eden@ci.corona.ca.us  
pfmoritzburke@gmail.com  
janet.gagnon@solarworldusa.com  
Jeff.Hirsch@DOE2.com  
hal@rwitz.net

Brian.Prusnek@sce.com  
nao@cpuc.ca.gov  
austin.yang@sfgov.org  
Dan.adler@calcef.org  
mramirez@sflower.org  
mdacunha@ecoplexus.com  
mcampbell@sflower.org  
tburke@sflower.org  
norman.furuta@navy.mil  
andre.devilbiss@recurrentenergy.com  
dcover@esassoc.com

reg@silveradopower.com  
jim.howell@recurrentenergy.com  
luke.dunnington@recurrentenergy.com  
marcel@turn.org  
sam.maslin@recurrentenergy.com  
snuller@ethree.com  
regulatory\_affairs@recurrentenergy.com  
mcarboy@signalhill.com  
avege@firstwind.com  
RegRelCPUCCases@pge.com  
CRMd@pge.com  
ELL5@pge.com  
jay2@pge.com  
jsp5@pge.com  
filings@a-klaw.com  
ldri@pge.com  
MMCL@pge.com  
mginsburg@orrick.com  
tjl@a-klaw.com  
spauker@wsgr.com  
cmmw@pge.com  
nxk2@pge.com  
Eriks@ecoplexus.com  
amartin@nextlight.com  
fderosa@nextlight.com  
jstoddard@manatt.com  
jwoodruff@nextlight.com  
jscancarelli@crowell.com  
jared.johnson@lw.com  
jrehfeld@naturener.net  
mchediak@bloomberg.net  
markfumia@dwt.com  
rafi.hassan@sig.com  
sdhilton@stoel.com  
tkaushik@manatt.com  
vidhyaprabhakaran@dwt.com  
mday@goodinmacbride.com  
lcottle@winston.com  
tsolomon@winston.com  
Diane.Fellman@nrgeenergy.com  
cem@newsdata.com  
sho@ogrady.us  
atk4@pge.com  
CPUCCases@pge.com  
BXSZ@pge.com

bkc7@pge.com  
GXL2@pge.com  
k1k3@pge.com  
mrh2@pge.com  
S2B9@pge.com  
ryan.heidari@endimensions.com  
chris@emeter.com  
wetstone@alamedamp.com  
beth@beth411.com  
bill@fitcoalition.com

andy.vanhorn@vhcenergy.com  
kowalewskia@calpine.com  
barmackm@calpine.com  
JChamberlin@LSPower.com  
phanschen@mofo.com  
timea.Zentai@navigantconsulting.com  
masont@bv.com  
dietrichlaw2@earthlink.net  
alex.kang@itron.com  
ramonag@ebmud.com  
scott.goorland@fpl.com  
bepstein@fablaw.com  
nellie.tong@us.kema.com  
cpucdockets@keyesandfox.com  
ramesh.ramchandani@commercialenergy.net  
ron.perry@commercialenergy.net  
cwooten@lumenxconsulting.com  
rschmidt@bartlewells.com  
andykatz@sonic.net  
gtrobinson@lbl.gov  
ed.smeloff@sunpowercorp.com  
dweisz@marinenergyauthority.org  
sara@solaralliance.org  
juliettea7@aol.com  
lynn@lmaconsulting.com  
tfaust@redwoodrenewables.com  
paulfenn@local.org  
anders.glader@elpower.com  
jna@speakeasy.org  
tim@marinemt.org  
johnspilman@netzero.net  
ed.mainland@sierraclub.org  
keithwhite@earthlink.net  
wem@igc.org



eric.cherniss@gmail.com  
shani@scvas.org  
renee@gem-corp.com  
vsuravarapu@cera.com  
sberlin@mccarthyllaw.com  
tom\_victorine@sjwater.com  
jrobertpayne@gmail.com  
mjensen@mercedid.org  
davido@mid.org  
joyw@mid.org  
lindaf@mid.org  
brbarkovich@earthlink.net  
dgrandy@caonsitegen.com  
rmccann@umich.edu  
tobinjmr@sbcglobal.net  
saeed.farrokhpay@ferc.gov  
e-recipient@caiso.com

dennis@ddecuir.com  
brian.theaker@nrgenergy.com  
rick@sierraecos.com  
david.oliver@navigantconsulting.com  
kenneth.swain@navigantconsulting.com  
cpucrulings@navigantconsulting.com  
lpark@navigantconsulting.com  
pmaxwell@navigantconsulting.com  
tpomales@arb.ca.gov  
tbrunello@calstrat.com  
mclaughlin@braunlegal.com  
danielle@ceert.org  
jluckhardt@downeybrand.com  
bernardo@braunlegal.com  
steveb@cwo.com  
Tiffany.Roberts@lao.ca.gov  
dseperas@calpine.com  
bsb@eslawfirm.com  
cte@eslawfirm.com  
rroth@smud.org  
mdeange@smud.org  
vwood@smud.org  
lterry@water.ca.gov  
hurlock@water.ca.gov  
varanini@sbcglobal.net  
karen@klindh.com  
atrowbridge@daycartermurphy.com

dsanchez@daycartermurphy.com  
DocToxics@aol.com  
dbranchcomb@spi-ind.com  
cpuc@liberty-energy.com  
c.mentzel@cleanenergymaui.com  
sas@a-klaw.com  
mpa@a-klaw.com  
cathie.allen@pacificorp.com  
Tashiana.Wangler@PacifiCorp.com  
dws@r-c-s-inc.com  
castille@landsenergy.com  
lindsay\_zaitsoff@transalta.com  
djurijew@capitalpower.com  
john\_dunn@transcanada.com  
meredith\_lamey@transcanada.com  
spillott@capitalpower.com  
mark.thompson@powerex.com  
Nancy.Norris@powerex.com  
AEG@cpuc.ca.gov  
CNL@cpuc.ca.gov  
DBP@cpuc.ca.gov  
MWT@cpuc.ca.gov  
SMK@cpuc.ca.gov  
TRH@cpuc.ca.gov  
lgonzale@energy.state.ca.us  
jcmahon@8760energy.com  
as2@cpuc.ca.gov  
aes@cpuc.ca.gov  
bwm@cpuc.ca.gov  
clu@cpuc.ca.gov  
ctd@cpuc.ca.gov  
dbp@cpuc.ca.gov  
dot@cpuc.ca.gov  
gtd@cpuc.ca.gov  
jm3@cpuc.ca.gov  
jls@cpuc.ca.gov  
jzr@cpuc.ca.gov  
jp6@cpuc.ca.gov  
jaa@cpuc.ca.gov  
jf2@cpuc.ca.gov  
jmh@cpuc.ca.gov  
kar@cpuc.ca.gov  
kho@cpuc.ca.gov  
kwh@cpuc.ca.gov  
mrl@cpuc.ca.gov

mjs@cpuc.ca.gov  
mjd@cpuc.ca.gov  
mc3@cpuc.ca.gov  
sha@cpuc.ca.gov  
nlr@cpuc.ca.gov  
nil@cpuc.ca.gov  
psd@cpuc.ca.gov  
rmm@cpuc.ca.gov  
rkn@cpuc.ca.gov  
rmd@cpuc.ca.gov  
srt@cpuc.ca.gov  
svn@cpuc.ca.gov  
tbo@cpuc.ca.gov  
dietrichlaw2@earthlink.net  
ys2@cpuc.ca.gov  
Will.Brieger@doj.ca.gov  
claufenb@energy.state.ca.us  
cleni@energy.state.ca.us  
hrait@energy.state.ca.us  
kzocchet@energy.state.ca.us  
mpyor@energy.state.ca.us  
pdoughma@energy.state.ca.us  
dvidaver@energy.state.ca.us  
gherrera@energy.state.ca.us  
jwoodwar@energy.state.ca.us  
pbarthol@energy.state.ca.us  
hcronin@water.ca.gov  
rmiller@energy.state.ca.us