

BEFORE THE PUBLIC UTILITIES COMMISSION OF
THE STATE OF CALIFORNIA



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Order Instituting Rulemaking on the
Commission's Own Motion to Adopt New
Safety and Reliability Regulations for
Natural Gas Transmission and Distribution
Pipelines and Related Ratemaking
Mechanisms

R.11-02-019
(Filed February 24, 2011)

DISABILITY RIGHTS ADVOCATES' RESPONSE TO PACIFIC GAS AND
ELECTRIC COMPANY'S MOTION FOR ADOPTION OF A MAXIMUM
ALLOWABLE OPERATING PRESSURE VALIDATION METHODOLOGY AND
REQUEST FOR ORDER SHORTENING TIME TO RESPOND

DISABILITY RIGHTS ADVOCATES
MELISSA W. KASNITZ
KEVIN KNESTRICK
2001 Center Street, Fourth Floor
Berkeley, California 94704-1204
Telephone: 510-665-8644
Fax: 510-665-8511
TTY: 510-665-8716
pucservice@dralegal.org

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I. INTRODUCTION

In accordance with Rule 11.1 (e) of the Commission's Rules of Practice and Procedure and the Ruling issued by ALJ Bushey on April 25, 2011, Disability Rights Advocates ("DisabRA") hereby responds to Pacific Gas and Electric Company's Motion for Adoption of a Maximum Allowable Operating Pressure Validation Methodology and Request for Order Shortening Time to Respond ("Motion"), seeking an order adopting a methodology by which PG&E can validate MAOP for various natural gas pipelines. In this motion, PG&E seeks approval for a validation process that would permit it to make various assumptions regarding pipeline components for which no direct documentation can be located. To the extent that Commission intends to consider any validation process where direct documentation is unavailable, DisabRA recommends that it engage in an independent review to develop such a validation process to avoid the appearance of acting with too much deference to PG&E, and to avoid the appearance that it is relying on PG&E to self-regulate.

II. TO DATE, IT APPEARS THAT THE COMMISSION IS PREPARED TO ACCEPT SOME LEVEL OF MAOP VALIDATION BASED ON DOCUMENTATION, WHICH WILL LIKELY INVOLVE SOME RELIANCE ON ASSUMPTIONS

DisabRA takes no position at this time as to whether any level of analysis that relies purely on documentation can effectively validate MAOP, given the fact that the existing documentation for the pipeline that exploded in San Bruno was demonstrably inaccurate. However, the fact that the Commission has directed PG&E to engage in this validation process indicates that it is considering the option of approving some form of purely documentary review; PG&E is now indicating that any such documentary review is almost certain to be incomplete, and it requests permission to rely on various assumptions about pipeline components for which no direct documentation is available.¹

¹ Since the Motion was filed, CPSD has issued a letter indicating its growing discomfort with the use of any assumptions for pipeline validation, and recommending direct testing whenever complete documentation is not available. *See* CPSD letter to Kirk Johnson, April 26, 2011. Again, DisabRA takes no position on the

To the extent that the Commission agrees that any process relying on documentation may be sufficient to demonstrate MAOP, DisabRA recognizes the truth of PG&E's statement that it is unlikely that documentation will be located for every pipeline component, down to fittings and valves.² Thus, if any analysis based on documentation is to be accepted, there will likely be some degree of reliance on assumptions. The questions then become: (1) who will develop the set of assumptions, and (2) what assumptions are appropriate.

III. THE PUBLIC DOES NOT TRUST PG&E TO DEVELOP ITS OWN SET OF ASSUMPTIONS

While some level of reliance on assumptions may be needed for any documentary review that might be authorized for validating MAOP, if such a process is to be viewed as meaningful by the public, the Commission must take action that will be seen as reliable and based on technical expertise, with no hint of self-interest. Because of the level of public concern about pipeline safety in the wake of the San Bruno explosion, and because the public is likely to perceive any set of assumptions developed by PG&E as self-serving, DisabRA believes that the public will not accept any set of assumptions developed by PG&E itself.³ Thus, as set forth in greater detail below, DisabRA proposes that, to the extent that any set of assumptions will be permitted as part of a validation process that relies on existing documentation, the Commission should convene a panel of

underlying issue and proposes its alternative process to be considered only if the Commission determines to move forward with documentary validation.

² PG&E Motion at p. 4

³ As is well documented in the media coverage of the aftermath of the San Bruno explosion, the public has a substantial level of distrust in PG&E as well as skepticism of this Commission. *See, e.g.* "San Bruno Neighborhood to Rebuild," *San Francisco Chronicle*, April 28, 2011, at <http://www.sfgate.com/cgi-bin/article.cgi?f=/c/a/2011/04/27/MN2U1J9219.DTL> (describing San Bruno residents at a public meeting asking "how can the company and the oversight agency be trusted to make sure that a similar tragedy will not occur again").

outside experts to develop an appropriate set of assumptions that could then be used by PG&E.⁴

IV. A PANEL OF EXPERTS IS AN APPROPRIATE MECHANISM FOR DEVELOPING REASONABLE ASSUMPTIONS THAT ARE NOT AT RISK OF BEING PERCEIVED AS SELF-INTERESTED

If the Commission is to increase public trust in both the regulated utilities and its own role as an effective regulator, it must make clear that PG&E cannot dictate the terms of its own pipeline safety review. If it were to accept PG&E's set of assumptions without further analysis or input, it would risk the perception that PG&E is issuing direction to the Commission rather than the other way around.⁵ Similarly, it is clear that there is substantial public skepticism about any set of assumptions advanced by PG&E itself.

Instead of adopting PG&E's proposal, the Commission should engage a panel of outside experts, to be selected by the Assigned Commissioner or some other appropriate decision-maker at the Commission, and to be compensated by PG&E, to review an appropriate sample of existing documentation, identify areas where verifiable documents for pipeline components are likely to be lacking, and then develop an appropriate set of assumptions that can be used for components lacking documentation. Of course, the expert panel should also be free to conclude after appropriate review that no reasonable assumptions exist that could substitute for direct documentation.

Such a process would be consistent with the Commission's appointment of an independent review panel to study the cause of the San Bruno explosion and make

⁴ PG&E indicates in its Motion that its proposals were developed in conjunction with three outside engineering firms, and none of them was able to suggest any better way of doing a records-based MAOP validation. *See* Motion at p. 5. Be that as it may, the public needs a more transparent process for delivering assumptions, outside of PG&E's direct control, if it is to have confidence in an eventual document review process.

⁵ This perception issue is already a concern that has been articulated in multiple forums, including among the Commissioners themselves. At the oral argument on the Order to Show Cause and the subsequent proposed stipulation, Commissioner Simon stated: "Separately, it seems more reasonable to me that any plan approved by the Commission should be clear, and the Commission, not PG&E, I repeat, the Commission, not PG&E, will decide when assumptions rather than documents can serve as an appropriate basis for establishing maximum pressure, and the Commission will have a final say on whether the assumptions are valid." Transcript of Oral Argument, Vol. 3, p. 358:12-21 (Com. Simon).

recommendations on safety improvements.⁶ It will enhance public confidence in the process and allow any eventual validation process and analysis (if authorized) to be free of the perception that it results from a self-serving process developed by PG&E.

V. CONCLUSION

For the reasons set forth above, the Commission should appoint an independent panel to develop a methodology by which PG&E can validate MAOP based on a documentary review, if it believes that any such process may be acceptable.

Signed: April 29, 2011

Respectfully Submitted,

_____/s/_____
MELISSA W. KASNITZ
KEVIN KNESTRICK
Disability Rights Advocates
2001 Center Street, Fourth Floor
Berkeley, CA 94704

⁶ See Order Instituting Rulemaking, February 25, 2011, at pp. 5-6

CERTIFICATE OF SERVICE

I certify that I have, by electronic mail to the parties to which an electronic mail address has been provided, served a true copy of “Disability Rights Advocates’ Response to Pacific Gas and Electric Company’s Motion for Adoption of a Maximum Allowable Operating Pressure Validation Methodology and Request for Order Shortening Time to Respond ,” on all known parties to R.11-02-019.

Dated April 29, 2011, at Berkeley, California.

_____/s/_____

Raziya Brumfield

Service List

STEPHANIE C. CHEN
ATTORNEY
THE GREENLINING INSTITUTE
EMAIL ONLY
EMAIL ONLY, CA 00000
FOR: THE GREENLINING INSTITUTE

WILLIAM H. SCHMIDT, JR
LODI GAS STORAGE, LLC
FIVE TEK PARK
9999 HAMILTON BOULEVARD
BREINIGSVILLE, PA 18031
FOR: LODI GAS STORAGE, LLC

STEPHEN CITTADINE
CENTRAL VALLEY GAS STORAGE, LLC
3333 WARRENVILLE ROAD, STE. 630
LISLE, IL 60532
FOR: CENTRAL VALLEY GAS STORAGE, LLC

JUSTIN LEE BROWN
ASSIST COUNSEL - LEGAL
SOUTHWEST GAS CORPORATION
5241 SPRING MOUNTAIN ROAD
LAS VEGAS, NV 89150-0002
FOR: SOUTHWEST GAS CORPORATION

SHARON L. TOMKINS
SOUTHERN CALIFORNIA GAS COMPANY
555 WEST FIFTH STREET, SUITE 1400
LOS ANGELES, CA 90013-1034
FOR: SAN DIEGO GAS & ELECTRIC
COMPANY/SOUTHERN CALIFORNIA GAS COMPANY

NORMAN A. PEDERSEN
ATTORNEY AT LAW
HANNA & MORTON
444 S. FLOWER STREET, SUITE 1500
LOS ANGELES, CA 90071
FOR: SOUTHERN CALIFORNIA GENERATION
COALITION

BOB GORHAM
DIVISION CHIEF -PIPELINE SAFETY DIVISION
CALIFORNIA STATE FIRE MARSHALL
3950 PARAMOUNT BLVD., NO. 210
LAKEWOOD, CA 90712
FOR: CALIFORNIA STATE FIRE MARSHALL -
SAFETY DIVISION

DOUGLAS PORTER
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVENUE
ROSEMEAD, CA 91770
FOR: SO. CALIF. EDISON CO. (CATALINA
ISLAND)

CONNIE JACKSON
CITY MANAGER
CITY OF SAN BRUNO
567 EL CAMINO REAL
SAN BRUNO, CA 94066-4299
FOR: CITY OF SAN BRUNO

RACHAEL E. KOSS
ADAMS BROADWELL JOSEPH & CARDOZO
601 GATEWAY BOULEVARD, SUITE 1000
SOUTH SAN FRANCISCO, CA 94080
FOR: COALITION OF CALIFORNIA UTILITY
EMPLOYEES

GREGORY HEIDEN
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 5039
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: CPSD

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

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
FOR: CITY AND COUNTY OF SAN FRANCISCO

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

CHRISTOPHER P. JOHNS
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET
SAN FRANCISCO, CA 94105
FOR: PACIFIC GAS AND ELECTRIC COMPANY

JONATHAN D. PENDLETON
ATTORNEY AT LAW
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, B30A
SAN FRANCISCO, CA 94105
FOR: PACIFIC GAS AND ELECTRIC COMPANY

JOSEPH M. MALKIN
ATTORNEY AT LAW
ORRICK, HERRINGTON & SUTCLIFFE LLP
405 HOWARD STREET
SAN FRANCISCO, CA 94105
FOR: PACIFIC GAS AND ELECTRIC COMPANY

STEVEN GARBER
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, B30A
SAN FRANCISCO, CA 94105
FOR: PACIFIC GAS AND ELECTRIC COMPANY

WILLIAM V. MANHEIM
ATTORNEY AT LAW
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., MC B30A
SAN FRANCISCO, CA 94105
FOR: PACIFIC GAS AND ELECTRIC COMPANY

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

STEVEN R. MEYERS
PRINCIPAL
MEYERS NAVE
555 12TH STREET, STE. 1500
OAKLAND, CA 94607
FOR: CITY OF SAN BRUNO

MELISSA A. KASNITZ
ATTORNEY AT LAW
DISABILITY RIGHTS ADVOCATES
2001 CENTER STREET, FOURTH FLOOR
BERKELEY, CA 94704-1204
FOR: (DISABRA) DISABILITY RIGHTS
ADVOCATES

BARRY F. MCCARTHY
ATTORNEY
MCCARTHY & BERLIN, LLP
100 W. SAN FERNANDO ST., SUITE 501
SAN JOSE, CA 95113
FOR: NORTHERN CALIFORNIA GENERATION
COALITION (NCGC)

MIKE LAMOND
CHIEF FINANCIAL OFFICER
ALPINE NATURAL GAS OPERATING CO. #1 LLC
PO BOX 550, 15 ST. ANDREWS ROAD
VALLEY SPRINGS, CA 95252
FOR: ALPINE NATURAL GAS

DAN L. CARROLL
ATTORNEY AT LAW
DOWNEY BRAND, LLP
621 CAPITOL MALL, 18TH FLOOR
SACRAMENTO, CA 95814
FOR: LODI GAS STORAGE, LLC

TRANSMISSION EVALUATION UNIT
CALIFORNIA ENERGY COMMISSION
1516 NINTH STREET, MS-46
SACRAMENTO, CA 95814-5512
FOR: CALIFORNIA ENERGY COMMISSION

RAYMOND J. CZAHAR
CHIEF FINANCIAL OFFICER
WEST COAST GAS CO., INC.
9203 BEATTY DR.
SACRAMENTO, CA 95826-9702
FOR: WEST COAST GAS COMPANY, INC.

WILLIAM W. WESTERFIELD III
SACRAMENTO MUNICIPAL UTILITY DISTRICT
6201 S ST., MS B406 / PO BOX 15830
SACRAMENTO, CA 95852-1830
FOR: SACRAMENTO MUNICIPAL UTILITY
DISTRICT

ALFRED F. JAHNS
LAW OFFICE ALFRED F. JAHNS
3620 AMERICAN RIVER DRIVE, SUITE 105
SACRAMENTO, CA 95864
FOR: SACRAMENTO NATURAL GAS STORAGE, LLC

RICHARD DANIEL
GILL RANCH STORAGE, LLC
220 NW SECOND AVENUE
PORTLAND, OR 97209
FOR: GILL RANCH STORAGE, LLC

JASON A. DUBCHAK
WILD GOOSE STORAGE LLC
607 8TH AVENUE S.W., SUITE 400
CALGARY, AB T2P OA7
CANADA
FOR: WILD GOOSE STORAGE, LLC

ANTHEA LEE
PACIFIC GAS AND ELECTRIC COMPANY
EMAIL ONLY
EMAIL ONLY, CA 00000

CLEO ZAGREAN
MACQUARIE CAPITAL (USA)
EMAIL ONLY
EMAIL ONLY, NY 00000

ENRIQUE GALLARDO
THE GREENLINING INSTITUTE
EMAIL ONLY
EMAIL ONLY, CA 00000

GRANT KOLLING
CITY OF PALO ALTO
EMAIL ONLY
EMAIL ONLY, CA 00000

GREG CLARK
COMPLIANCE MGR.
LODI GAS STORAGE, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

JAMES J. HECKLER
LEVIN CAPITAL STRATEGIES
EMAIL ONLY
EMAIL ONLY, NY 00000

KARLA DAILEY
CITY OF PALO ALTO
EMAIL ONLY
EMAIL ONLY, CA 00000

RAY WELCH
ASSOCIATE DIRECTOR
NAVIGANT CONSULTING, INC.
EMAIL ONLY
EMAIL ONLY, CA 00000

ROBERT RUSSELL
LODI GAS STORAGE, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

SCOTT COLLIER
LODI GAS STORAGE, LLC
EMAIL ONLY
EMAIL ONLY, CA 00000

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

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

BILL BOYCE
SACRAMENTO MUNICIPAL UTILITY DISTRICT
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

CARL WOOD
UTILITY WORKERS UNION OF AMERICA
EMAIL ONLY
EMAIL ONLY, CA 00000-0000

ANDREW GAY
ARC ASSET MANAGEMENT, LTD
237 PARK AVENUE, 9TH FLOOR
NEW YORK, NY 10017

DANIEL J. BRINK
COUNSEL
EXXON MOBIL CORP.
800 BELL ST., RM. 3497-0
HOUSTON, TX 77002

KRISTINA M. CASTRENCE
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., MC B10A
SAN FRANCISCO, CA 84105

CHRISTY BERGER
MGR - STATE REG AFFAIRS
SOUTHWEST GAS CORPORATION
5241 SPRING MOUNTAIN ROAD
LAS VEGAS, NV 89150-0002

JIM MATHEWS
ADMIN - COMPLIANCE - ENGINEERING
SOUTHWEST GAS CORPORATION
5241 SPRING MOUNTAIN ROAD
LAS VEGAS, NV 89150-0002

PRISCILLA CASTILLO
LOS ANGELES DEPT OF WATER & POWER
111 NORTH HOPE ST., RM. 340
LOS ANGELES, CA 90012

ROBERT L. PETTINATO
LOS ANGELES DEPT. OF WATER & POWER
111 NORTH HOPE ST., RM. 1150
LOS ANGELES, CA 90012

GREG HEALY
SOUTHERN CALIFORNIA GAS COMPANY
555 W. FIFTH ST., GT14D6
LOS ANGELES, CA 90013

JEFFREY L. SALAZAR
SOUTHERN CALIFORNIA GAS COMPANY
555 WEST FIFTH STREET, GT14D6
LOS ANGELES, CA 90013

NADIA AFTAB
SOCALGAS/SDG&E
555 W. FIFTH STREET (GT14D6)
LOS ANGELES, CA 90013

RONALD S. CAVALLERI

DEANA NG

SOUTHERN CALIFORNIA GAS COMPANY
555 W. FIFTH STREET, GT14D6
LOS ANGELES, CA 90013-1011

SOUTHERN CALIFORNIA GAS COMPANY
555 WEST FIFTH STREET, SUITE 1400
LOS ANGELES, CA 90013-1034

RASHA PRINCE
SOUTHERN CALIFORNIA GAS COMPANY
555 WEST 5TH STREET, GT14D6
LOS ANGELES, CA 90013-1034

JORGE CORRALEJO
CHAIRMAN / PRESIDENT
LAT. BUS. CHAMBER OF GREATER L.A.
634 S. SPRING STREET, STE 600
LOS ANGELES, CA 90014
FOR: LATINO BUSINESS CHAMBER OF GREATER
LOS ANGELES

GREGORY KLATT
DOUGLASS & LIDDELL
411 E. HUNTINGTON DR., NO. 107-356
ARCADIA, CA 91006

DANIEL W. DOUGLASS
DOUGLASS & LIDDELL
21700 OXNARD ST., STE. 1030
WOODLAND HILLS, CA 91367
FOR: TRANSWESTERN PIPELINE COMPANY

CASE ADMINISTRATION
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVENUE, PO BOX 800
ROSEMEAD, CA 91770

GLORIA ING
ATTORNEY AT LAW
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVENUE
ROSEMEAD, CA 91770

JANET COMBS
SOUTHERN CALIFORNIA EDISON
2244 WALNUT GROVE AVENUE
ROSEMEAD, CA 91770

ROBERT F. LEMOINE
ATTORNEY AT LAW
SOUTHERN CALIFORNIA EDISON COMPANY
2244 WALNUT GROVE AVE. SUITE 346L
ROSEMEAD, CA 91770

JOHN W. LESLIE
LUCE FORWARD HAMILTON & SCRIPPS LLP
600 WEST BROADWAY, SUITE 2600
SAN DIEGO, CA 92101

MARCIE A. MILNER
SHELL ENERGY NORTH AMERICA (US), L.P.
4445 EASTGATE MALL, STE. 100
SAN DIEGO, CA 92121

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

JASON HUNTER
RIVERSIDE PUBLIC UTILITIES
3435 14TH STREET
RIVERSIDE, CA 92501

LAURA SEMIK
PO BOX 1107
BELMONT, CA 94002

FAITH BAUTISTA
PRESIDENT
NATIONAL ASIAN AMERICAN COALITION
1758 EL CAMINO REAL
SAN BRUNO, CA 94066
FOR: NATIONAL ASIAN AMERICAN COALITION

GEOFF CALDWELL
POLICE SERGEANT - POLICE DEPT.
CITY OF SAN BRUNO
567 EL CAMINO REAL
SAN BRUNO, CA 94066-4299

KLARA A. FABRY
DIR. - DEPT. OF PUBLIC SERVICES
CITY OF SAN BRUNO
567 EL CAMINO REAL
SAN BRUNO, CA 94066-4299
FOR: CITY OF SAN BRUNO

ROCHELLE ALEXANDER
445 VALVERDE DRIVE
SOUTH SAN FRANCISCO, CA 94080

MARC D. JOSEPH
ADAMS BROADWELL JOSEPH & CARDOZO
601 GATEWAY BLVD., STE. 1000
SOUTH SAN FRANCISCO, CA 94080-7037

JOE COMO
CALIF PUBLIC UTILITIES COMMISSION

THERESA L. MUELLER
CITY AND COUNTY OF SAN FRANCISCO

DRA - ADMINISTRATIVE BRANCH
ROOM 4101
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214
FOR: DRA

CITY HALL, ROOM 234
1 DR. CARLTON B. GOODLETT PLACE
SAN FRANCISCO, CA 94102-4682

ROBERT FINKELSTEIN
LEGAL DIRECTOR
THE UTILITY REFORM NETWORK
115 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94104

DAREN CHAN
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., MC B10C
SAN FRANCISCO, CA 94105

KAREN TERRANOVA
ALCANTAR & KAHL
33 NEW MONTGOMERY ST., STE. 1850
SAN FRANCISCO, CA 94105

KERRY C. KLEIN
ATTORNEY AT LAW
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE ST., MC B30A
SAN FRANCISCO, CA 94105

SEEMA SRINIVASAN
ALCANTAR & KAHL
33 NEW MONTGOMERY ST., SUITE 1850
SAN FRANCISCO, CA 94105

BRIAN T. CRAGG
GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111

JEANNE B. ARMSTRONG
GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP
505 SANSOME STREET, SUITE 900
SAN FRANCISCO, CA 94111
FOR: WILD GOOSE STORAGE,, LLC

MARTIN A. MATTES
COUNSEL
NOSSAMAN, LLP
50 CALIFORNIA STREET, 34TH FLOOR
SAN FRANCISCO, CA 94111-4799

AARON J. LEWIS
UC-HASTINGS COLLEGE OF LAW
721 BAKER STREET
SAN FRANCISCO, CA 94115

CALIFORNIA ENERGY MARKETS
425 DIVISADERO ST. STE 303
SAN FRANCISCO, CA 94117-2242

ROBERT GNAIZDA
OF COUNSEL
200 29TH STREET, NO. 1
SAN FRANCISCO, CA 94131

ALLIE MCMAHON
PACIFIC GAS AND ELECTRIC COMPANY
77 BEALE STREET, RM. 1056
SAN FRANCISCO, CA 94177

JANET LIU
PACIFIC GAS AND ELECTRIC COMPANY
PO BOX 770000; MC B9A
SAN FRANCISCO, CA 94177

SUSAN DURBIN
CALIFORNIA STATE DEPARTMENT OF JUSTICE
1300 I STREET, PO BOX 944255
SACRAMENTO, CA 94244-2550

MICHAEL ROCHMAN
MANAGING DIRECTOR
SPURR
1850 GATEWAY BLVD., SUITE 235
CONCORD, CA 94520

LAURENCE L. GEORGE
RELIABILITY ENGINEER / STATISTICIAN
1573 ROSELLI DRIVE
LIVERMORE, CA 94550

BRITT STROTTMAN
ATTORNEY AT LAW
MEYERS NAVE
555 12TH STREET, STE. 1500
OAKLAND, CA 94607
FOR: CITY OF SAN BRUNO

LEN CANTY
CHAIRMAN
BLACK ECONOMIC COUNCIL
484 LAKEPARK AVE. SUITE 338
OAKLAND, CA 94610
FOR: BLACK ECONOMIC COUNCIL

DAVID MARCUS
ADAMS BROADWELL & JOSEPH
PO BOX 1287
BERKELEY, CA 94701-1287

THOMAS BEACH
CROSSBORDER ENERGY
2560 9TH ST., SUITE 213A
BERKELEY, CA 94710-2557

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

TIMOTHY TUTT
SACRAMENTO MUNICIPAL UTILITY DISTRICT
6201 S STREET, MS B404 / PO BOX 15830
SACRAMENTO, CA 95817

CATHERINE M. ELDER
ASPEN ENVIRONMENT GROUP
8801 FOLSOM BLVD., SUITE 290
SACRAMENTO, CA 95826

ANN L. TROWBRIDGE
DAY CARTER & MURPHY LLP
3620 AMERICAN RIVER DRIVE, SUITE 205
SACRAMENTO, CA 95864

DIANA S. GENASCI
ATTORNEY AT LAW
DAY CARTER & MURPHY LLP
3620 AMERICAN RIVER DRIVE, STE. 205
SACRAMENTO, CA 95864

MIKE CADE
ALCANTAR & KAHL, LLP
1300 SW 5TH AVE, SUITE 1750
PORTLAND, OR 97201

AIMEE CAUGUIRAN
CALIF PUBLIC UTILITIES COMMISSION
SAFETY & RELIABILITY BRANCH
AREA
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ANGELA K. MINKIN
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
ROOM 5017
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ELIZABETH M. MCQUILLAN
CALIF PUBLIC UTILITIES COMMISSION
LEGAL DIVISION
ROOM 4107
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

EUGENE CADENASSO
CALIF PUBLIC UTILITIES COMMISSION
ENERGY DIVISION
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

JOYCE ALFTON
CALIF PUBLIC UTILITIES COMMISSION
ENERGY DIVISION
AREA 4-A
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

JULIE HALLIGAN
CALIF PUBLIC UTILITIES COMMISSION
CONSUMER PROTECTION AND SAFETY DIVISION
ROOM 2203
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

KELLY C. LEE
CALIF PUBLIC UTILITIES COMMISSION
ENERGY COST OF SERVICE & NATURAL GAS BRA
ROOM 4102
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MARIBETH A. BUSHEY
CALIF PUBLIC UTILITIES COMMISSION
DIVISION OF ADMINISTRATIVE LAW JUDGES
ROOM 5018
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

MATTHEW TISDALE
CALIF PUBLIC UTILITIES COMMISSION
EXECUTIVE DIVISION
ROOM 5303
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

PAUL A. PENNEY
CALIF PUBLIC UTILITIES COMMISSION
SAFETY & RELIABILITY BRANCH
AREA 2-D
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

PEARLIE SABINO
CALIF PUBLIC UTILITIES COMMISSION
ENERGY COST OF SERVICE & NATURAL GAS BRA
ROOM 4209
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

ROBERT M. POCTA
CALIF PUBLIC UTILITIES COMMISSION
ENERGY COST OF SERVICE & NATURAL GAS BRA
ROOM 4205
505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3214

JANILL RICHARDS
DEPUTY ATTORNEY GENERAL
CALIFORNIA ATTORNEY GENERAL'S OFFICE
1515 CLAY STREET, 20TH FLOOR
OAKLAND, CA 94702
FOR: DEPARTMENT OF JUSTICE

GEOFFREY LESH
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET, MS-46
SACRAMENTO, CA 95814

ROBERT KENNEDY
CALIFORNIA ENERGY COMMISSION
1516 9TH STREET, MS-20
SACRAMENTO, CA 95814

StephanieC@greenlining.org
wschmidt@buckeye.com
scittad@nicor.com
justin.brown@swgas.com
STomkins@semprautilities.com
npedersen@hanmor.com
bob.gorham@fire.ca.gov
douglas.porter@sce.com
cjackson@sanbruno.ca.gov
rkoss@adamsbroadwell.com
gxh@cpuc.ca.gov
map@cpuc.ca.gov
austin.yang@sfgov.org
marcel@turn.org
cpj@pge.com
j1pc@pge.com
jmalkin@orrick.com
wvm3@pge.com
bkc7@pge.com
smeyers@meyersnave.com
pucservice@dralegal.org
bmcc@mccarthyLaw.com
Mike@alpinenaturalgas.com
dcarroll@downeybrand.com
westgas@aol.com
wwester@smud.org
ajahns@jahnsatlaw.com
jason.dubchak@niskags.com
AGL9@pge.com
cleo.zagrean@macquarie.com
enriqueg@greenlining.org
grant.kolling@cityofpaloalto.org
gclark@lodistorage.com
jheckler@levincap.com
karla.Dailey@CityofPaloAlto.org
ray.welch@navigantconsulting.com
russell@lodistorage.com
tcollier@buckeye.com
regrelcpuccases@pge.com
mrw@mrwassoc.com

bboyce@smud.org
carl.wood@verizon.net
andrewgay@arcassetltd.com
daniel.j.brink@exxonmobil.com
kmmj@pge.com
christy.berger@swgas.com
jim.mathews@swgas.com
priscila.castillo@lawp.com
robert.pettinato@ladwp.com
GHealy@semprautilities.com
JLSalazar@SempraUtilities.com
Naftab@semprautilities.com
RCavalleri@SempraUtilities.com
DNg@semprautilities.com
RPrince@SempraUtilities.com
jcorralejo@lbcgla.org
klatt@energyattorney.com
douglass@energyattorney.com
case.admin@sce.com
gloria.ing@sce.com
janet.combs@sce.com
Robert.F.Lemoine@sce.com
jleslie@luce.com
marcie.milner@shell.com
CentralFiles@SempraUtilities.com
jhunter@riversideca.gov
laura@messimer.com
Faith.Mabuhayalliance@gmail.com
gcaldwell@sanbruno.ca.gov
kfabry@sanbruno.ca.gov
mdjoseph@adamsbroadwell.com
joc@cpuc.ca.gov
theresa.mueller@sfgov.org
bfinkelstein@turn.org
d1ct@pge.com
filings@a-klaw.com
kck5@pge.com
sls@a-klaw.com
bcragg@goodinmacbride.com
jarmstrong@goodinmacbride.com
mmattes@nossaman.com
aaron.joseph.lewis@gmail.com
cem@newsdata.com
RobertGnaizda@gmail.com
a2mx@pge.com
J4LR@pge.com
Susan.Durbin@doj.ca.gov
Service@spurr.org
PstLarry@comcast.net
bstrottman@meyersnave.com

lencanty@BlackEconomicCouncil.org
dmarcus2@sbcglobal.net
tomb@crossborderenergy.com
michaelboyd@sbcglobal.net
ttutt@smud.org
kelder@aspenerg.com
atrowbridge@daycartermurphy.com
dgenasci@DayCarterMurphy.com
wmc@a-klaw.com
aad@cpuc.ca.gov
ang@cpuc.ca.gov
emm@cpuc.ca.gov
cpe@cpuc.ca.gov
jzr@cpuc.ca.gov
alf@cpuc.ca.gov
jmh@cpuc.ca.gov
kcl@cpuc.ca.gov
mab@cpuc.ca.gov
mwt@cpuc.ca.gov
pap@cpuc.ca.gov
pzs@cpuc.ca.gov
rmp@cpuc.ca.gov
janill.richards@doj.ca.gov
glesh@energy.state.ca.us
rkennedy@energy.state.ca.us