BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Continue the Development of Rates and Infrastructure for Vehicle Electrification.

Rulemaking 18-12-006

ASSIGNED COMMISSIONER’S SCOPING MEMO AND RULING

This scoping memo and ruling sets forth the category, issues to be addressed, and schedule of the proceeding pursuant to Public Utilities (Pub. Util.) Code Section 1701.1 and Article 7 of the Commission’s Rules of Practice and Procedure.

1. Procedural Background

The Commission issued this Order Instituting Rulemaking to Continue the Development of Rates and Infrastructure for Vehicle Electrification (order) on December 19, 2018. The order is the first step to provide a framework for the Commission to consider utility applications for investments and rates related to zero emission vehicles (ZEVs). The order also includes issues held over from the predecessor Rulemaking (R.) 13-11-007.

The order contained a draft scope of issues for the proceeding. Comments addressing the draft scope of issues were submitted by dozens of parties in February 2019. A prehearing conference (PHC) was held on March 1, 2019 to discuss the issues of law and fact and determine the need for hearing and schedule for addressing the draft scope of issues. After considering the order’s

1 See Appendix A for a list of the commenters.
draft scope of issues, comments on the order, and discussion at the PHC, I have determined the issues and schedule of the proceeding to be as set forth in this scoping memo.

2. Issues

This proceeding encompasses highly complex and interrelated issues, many of which are continued from R.13-11-007. The designation of “topic” areas below, is meant to be an organizational tool rather than to indicate issues will be considered through different phases or tracks. The consideration of some issues will occur across a variety of topics as described below in a coordinated and aligned effort to develop cross-cutting policies.

2.1. Topic 1: Issues related to the Transportation Electrification Framework

The Commission’s Energy Division will work to draft a Transportation Electrification Framework (TEF) to establish a common comprehensive framework for review of proposed investments by the investor-owned utilities (IOUs) to stimulate transportation electrification (TE), aligned with the goals of Senate Bill (SB) 350 (Chapter 547, Statutes of 2015). These issues may include:

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2 R.13-11-007 was the second rulemaking to consider the Commission’s work to support alternative fueled vehicles and was closed in December 2018 when R.18-12-006 was opened.

3 For the purpose of this proceeding, all named respondents to the order – Pacific Gas and Electric Company (PG&E), Southern California Edison Company (SCE), San Diego Gas & Electric Company (SDG&E), Liberty Utilities (CalPeco Electric) LLC, Bear Valley Electric Service, and PacifiCorp d/b/a Pacific Power – are considered investor-owned utilities.
a. Defining targets for IOU investment strategies to ensure ratepayer-funded TE programs are advancing state TE and greenhouse gas reduction goals:

i. Whether IOU programs should be prioritized for specific site types or use cases (e.g., medium/heavy-duty vs light-duty) in order to meet TE targets;

ii. The role of the IOUs in accelerating TE infrastructure deployment in market segments with historically lower rates of private investment, such as disadvantaged communities (DACs), multi-unit dwellings, schools, public transit hubs, and government facilities;

iii. Attracting and leveraging third-party (i.e., non-IOU) investments in TE infrastructure and ZEVs;

iv. Alignment with other state agency and community choice aggregation (CCA) programs; and

v. The role and influence of emerging technologies and business models (e.g., longer vehicle range, the electrification of ridehailing fleets, micro-mobility, and autonomous vehicles) in IOU TE portfolios.

4 We use the term ridehailing fleets here to signal transportation network company. Section 5431(c) defines “Transportation network company” as an organization, including, but not limited to, a corporation, limited liability company, partnership, sole proprietor, or any other entity, operating in California that provides prearranged transportation services for compensation using an online-enabled application or platform to connect passengers with drivers using a personal vehicle.

5 Shared micro-mobility includes station-based or dock-less transportation options such as shared electric bicycles, electric scooters, and electric mopeds (Definition derived from McKinsey & Company article available at: https://www.mckinsey.com/industries/automotive-and-assembly/our-insights/micromobilitys-15000-mile-checkup?reload)
b. IOU TE program applications and review:
   i. Required application elements;
   ii. Commission review and approval processes, including expedited review processes; and
   iii. Consideration of cost-effectiveness metric(s).

c. Measuring program success:
   i. Data gathering and tracking IOU programs’ success in meeting any adopted TE metrics and/or relevant state goals.

d. Marketing, education, and outreach (ME&O):
   i. Role of IOUs in conducting ME&O:
      1. Broad TE awareness efforts; and
      2. Program-specific ME&O and customer acquisition efforts.
   ii. Strategies to complement other state and private efforts to increase TE awareness.

e. Rate design principles for zero-emission vehicle fueling, including those specific to hydrogen-fueled vehicles:
   i. Provide commercial customers with options to minimize the impacts of demand charges; and
   ii. Strategies to manage costs associated with converting to electricity as a fuel for “beach head” sectors such as public transit, school buses, and airport shuttles.6

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6 “Beach head” sectors are sectors where developments are likely to promote EV innovation and accelerated deployment due in part to existing state regulations to electrify those industry sectors. For example, in December 2018, California Air Resources Board (CARB) adopted the Innovative Clean Transit Regulation, expanding the current 25 percent zero-emission bus purchase requirements to 100 percent for all transit agencies by 2029. CARB is considering adopting other similar regulations for other medium- and heavy-duty commercial sectors through its Advanced Clean Trucks and Zero-Emission Airport Shuttle regulations.
f. TEF adoption and update(s):
   i. Process for adoption of TEF and implementation timeframe; and
   ii. Frequency of updates to TEF.

2.2. Topic 2: Cost Recovery Mechanisms for TE Investments
a. Consideration of appropriate cost allocation methodologies for TE investments.

b. Recovery of TE investment costs across customer classes.

c. The recovery of costs associated with distribution upgrades needed to accommodate incremental ZEV load pursuant to Electric Rules 15 and 16:
   i. What is the scale of distribution grid upgrades needed to accommodate incremental ZEV load that could be passed on to the IOUs’ ratebase; and
   ii. Should Rules 15 and 16 be modified to better accommodate incremental ZEV load, and if so, what ratepayer protections should be incorporated in the rule changes.

d. Recovery of costs associated with TE infrastructure investments in CCA territories.

e. Consideration of innovative financing options such as tariffed-based repayment or on-bill financing.

2.3. Topic 3: Rates for ZEVs and Hydrogen-Fueled Vehicles

While the TEF will include principles for rates designed to support customers during their early phases of ZEV adoption, ZEV-specific rate designs may need to change over time and as technology evolves. Ongoing rate design issues that are within the broader scope of this proceeding include:
a. Consideration of dynamic rate options;

b. Evaluation of public ZEV fueling costs; and

c. Policies to support sub-metering and billing for ZEV-specific electric load.

2.4. Topic 4: Vehicle Grid Integration

a. The development and adoption of vehicle-grid integration (VGI) policy and technologies; and

b. Oversight of the VGI working group process outlined in the order.

2.5. Topic 5: Coordination with Existing ZEV Programs

a. Implementation of legislatively-mandated statewide TE goals, including legislation adopted after the issuance of this scoping memo;

b. Strategies to leverage federal, state, regional, and local agency policies and investments to ensure ratepayer funds are being fully leveraged and utilized efficiently;

c. Alignment with TE and TE-related programs and policies being developed through other Commission proceedings, including but not limited to the Integrated Resource Planning, Distributed Resources Planning, the Rule 21 Rulemaking, ridesharing fleet electrification and autonomous vehicle proceedings;

d. IOU TE program data collection and sharing to support distribution planning, statewide integrated resource planning, and integrated energy policy development; and

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7 See R.17-07-007.
e. Coordination with regulatory proceedings at other state agencies addressing TE, TE-related issues, and efforts to meet the state’s GHG reduction, air quality improvement, and ZEV adoption targets:

i. Policies to support and ensure efficient implementation of the Low Carbon Fuel Standard (LCFS) program;

ii. Policies to ensure open access to publicly-accessible charging infrastructure; and

iii. Policies to support zero-emission mandates established for specific industry sectors, such as CARB’s Innovative Clean Transit, Advanced Clean Cars, Advanced Clean Trucks, and Clean Miles Standard regulations.

2.6. Topic 6: Safety

a. Cyber-security concerns; and

b. Consumer protection issues.

2.7. Topic 7: Other

a. Any other policies or issues related to TE that are not otherwise addressed by other Commission proceedings; and

b. Any of the above issues may also be addressed in the TEF.

3. Clarifying Guidance

After reviewing the comments filed in response to the Order and the discussion at the PHC, the following clarifications are made:

1. Pending TE Applications: All IOU TE-related applications filed before the Commission approves a TEF in this proceeding shall be governed by existing Commission directives and policies regarding TE. This includes all TE proceedings that are currently open.8

Footnote continued on next page


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2. **TEF Applicability to Small and Multijurisdictional IOUs:**
The applicability of the TEF to California’s Small and Multijurisdictional Utilities⁹ (CASMUs) will be addressed in the Energy Division’s initial TEF proposal. CASMUs shall participate in the development of a Joint Rates Principles Proposal with the other IOUs. Like the TEF, a Joint Rates Principles Proposal adopted by the Commission would ultimately apply to the CASMUs as well as the other IOUs. The CASMUs will receive additional time to meet any deadlines or timeframes established through the TEF but may be directed to expedite a rate proposal that aligns with the principles adopted through the TEF if they do not yet offer ZEV rates for their California customers at the time the TEF is adopted by the Commission.

3. **Energy Division Stocktake:** In order to ensure awareness and coordination where practicable among Commission proceedings addressing issues that are closely linked to the scope of this proceeding, Energy Division will conduct a stocktake of such Commission proceedings and serve information regarding those proceedings to the service list by May 31, 2019.

4. **SCE Stocktake:** In order to ensure awareness and coordination where practicable between this proceeding and other state efforts to encourage widespread TE, this ruling affirms the bench ruling made during the PHC that required Southern California Edison Company (SCE) to conduct a stocktake and report to the service list by May 31, 2019 on the identity and status of other state-led programs and incentives to encourage TE.¹⁰

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⁹ Liberty Utilities (CalPeco Electric) LLC, Bear Valley Electric Service, and PacifiCorp d/b/a Pacific Power.

¹⁰ PHC Transcript at 57-62. SCE’s stocktake need not include land-use policies potentially related to TE, but should include federal and state tax incentives. Other programs, such as CCA programs and regional air quality management district programs, may be included after SCE’s initial report.
5. **LCFS:** With respect to LCFS policy, this ruling clarifies that this proceeding is not designed to change the IOUs’ role in the LCFS, which CARB is responsible for defining.\(^{11}\) As was discussed during the PHC, utilities are directed to file Tier 3 Implementation Advice Letters within thirty days after CARB adopts a regulatory change that requires modifications to the IOUs’ LCFS programs. This directive will ensure regulatory changes will be reviewed by the Commission and implemented as quickly as possible, while still allowing for the Commission’s full public process. The TEF may direct the IOUs to consider their LCFS-funded programs when developing their broader TE portfolios and may provide direction on the use of LCFS revenues beyond the requirements for contributing a minimum to the statewide point-of-purchase rebate, as adopted by CARB in September 2018.\(^{12}\) The TEF may establish administrative procedures related to how IOUs implement CARB rule changes related to LCFS.\(^{13}\) The Commission will continue to adhere to all CARB LCFS regulations regarding revenue distribution\(^{14}\) and will coordinate with CARB when developing TEF guidance in this area.

6. **Timing of TEF Draft:** Energy Division is due to release its draft TEF by October 2019 for comment by parties and the public. There are no current plans to hold workshops prior to issuing the draft TEF for comment.

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\(^{11}\) CARB’s LCFS regulations, including the creation and distribution of credits associated with electricity used as a transportation fuel, have been adopted as Title 17 of the California Code of Regulations Sections 95480-95503.

\(^{12}\) Title 17 of the California Code of Regulations Section 95483 (c) directs the IOUs to contribute a minimum of 67% of their LCFS credit revenues to a statewide point-of-purchase rebate program starting in 2019.

\(^{13}\) PHC Transcript at 49-50.

\(^{14}\) For example, the Commission is required by CARB regulations to require the IOUs to use LCFS revenue to benefit existing or future ZEV drivers.
7. **Joint Rates Proposal:** The order directed the IOUs to develop a Joint Rates Proposal. Upon review of the Commission’s recent adoption of new commercial EV rates in SCE’s service territory, its current ongoing review of PG&E’s application to create a new commercial EV rate class, and the anticipation of SDG&E filing a new commercial rate proposal as discussed in a recent Settlement agreement, however, it seems prudent to include the consideration of ZEV rate design principles in the TEF, to be implemented in any future IOU ZEV rate proposals after the TEF is adopted. As discussed in more detail in (12) below, the IOUs are instead directed to continue filing annual Load Research Reports that expand to cover the upstream distribution costs and recovery processes associated with infrastructure installed to electrify vehicles at commercial customers’ properties.

8. **VGI Working Group:** VGI work will build on all work previously undertaken. In 2014 the Commission and the California Independent System Operator (CAISO) released the California VGI Roadmap describing actions state agencies should take to enable VGI to be deployed at scale, which the California Energy Commission is currently updating in collaboration with the Commission, CARB, CAISO, and Governor’s Office. In 2017 the Commission led an interagency working group focused on evaluating

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15 SCE’s new commercial EV rates were adopted in D.18-05-040.

16 PG&E has proposed creating a new commercial EV customer class and new rate structures in A.18-11-003.

17 SDG&E has agreed to propose a new commercial EV rate as part of the settlement reached in A.18-01-012.

18 In D.13-06-014 the Commission held that the IOUs should continue conducting research on the grid impacts of the incremental load associated with ZEV charging and costs associated with transmission infrastructure needed to service increased ZEV load, but the Load Research Reports have only focused on the service to residential customers. Because commercial ZEV load has the potential to be exponentially larger than that of a single-family residence, it is prudent to have the utilities expand their load research and reporting to the grid impacts associated with commercial customers’ ZEV load.
the role of communication protocols in enabling VGI. Participating experts and stakeholders met from April 2017 through December 2017, but were unable to reach consensus on which, if any, protocol(s) should be adopted by the Commission as criteria for IOU-funded infrastructure to enable VGI to scale in the market. Energy Division staff documented discussion of documents and deliverables, including a Staff Report on the working group’s context and content, available at

[www.cpuc.ca.gov/vgi](http://www.cpuc.ca.gov/vgi).

a. The order directed PG&E, SCE, and SDG&E to work with Energy Division to develop a workplan for a new interagency, multi-stakeholder working group focused on identifying the cost and benefits of VGI use cases. The working group should build off of the lessons learned and issues discussed during the 2017 Communication Protocols working group, but the new workplan should not re-evaluate the pros and cons of specific communication pathways. The working group should evaluate use cases in which vehicles participate in managed charging and demand-response programs (V1G) and in which vehicle batteries discharge stored power back onto the grid (V2G).

9. **Scope of VGI Working Group:** The scope of the VGI working group will, at a minimum, cover:

a. What VGI use cases can provide value now, and how can that value be captured?

b. What policies need to be changed or adopted to allow additional use cases to be deployed in the future?

c. How do the value of VGI use cases compare to other storage or Distributed Energy Resources?

10. **VGI Working Group Facilitator:** In consultation with the Commission’s Energy Division, PG&E, SDG&E, and SCE are directed to select a technical facilitator to be paid for by

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19 R.18-12-006 at 22.
the IOUs. This technical facilitator will organize and facilitate the interagency VGI Working Group. PG&E, SDG&E, and SCE may select a facilitator by issuing a solicitation developed in coordination with Energy Division requesting proposals from interested candidates and selecting one of the respondents in consultation with Energy Division. The facilitator should be hired no later than June 1, 2019. PG&E, SDG&E, and SCE may create a memorandum account to track the costs associated with hiring the facilitator and may seek to recover the associated costs associated with the initial six-month facilitation contract by filing a Tier 2 advice letter with the Commission’s Energy Division, which will conduct a reasonableness review of the costs. The IOUs and the facilitator shall provide a three-month progress report on the VGI Working Group to the assigned Administrative Law Judges (ALJs), the assigned Commissioner, and the full Service List no later than October 31, 2019, and file a final report by January 31, 2020 unless further time is deemed necessary during the ongoing working group efforts. Should the VGI Working Group need to exceed a six-month period, the IOUs shall file a supplemental Tier 2 advice letter no later than December 1, 2019, seeking authority to recover those incremental facilitator costs. Should additional time be deemed necessary, and ongoing facilitator costs be approved, the IOUs and the facilitator should develop a timeframe for ongoing quarterly updates about the VGI Working Group to be provided to the assigned Administrative Law Judges, the Assigned Commissioner, and the Service List. The VGI Working Group shall fully complete its work and provide a final report that addresses, at a minimum, the issues described above, no later than June 30, 2020.

11. **Rules 15 and 16 Extension:** In D.11-07-029 the Commission addressed the issue of residential service facility upgrade costs as a result of home-based
EV charging. In that decision, the Commission adopted the interim policy of allowing the plug-in electric vehicle (PEV) charging costs that exceed the allowances in the three large electric IOUs’ Rules 15 and 16, to be treated as common facility costs. Such treatment shifts the costs which exceed the allowances to all residential ratepayers, instead of the single customer who triggered the upgrade costs. This treatment is referred to in D.13-06-014 as the Common Treatment for Excess PEV Charging Costs (common facility costs). The interim policy on common facility costs has been extended by two subsequent decisions, and is now set to expire on June 30, 2019. Due to ongoing pilots and the potential for an increasing amount of ZEV load to trigger incremental grid upgrades in the near-term, the interim policy on common facility costs related to PEV charging is extended to December 31, 2019.

12. **Load Research Report:** PG&E, SDG&E, and SCE should continue to file on an annual basis the Load Research Reports ordered in D.11-07-029 and extended in D.13-06-014 and D.16-06-011. The next Load Research Report is due on January 31, 2020. The 2020 Load Research Report should incorporate cost data related to infrastructure needed to upgrade commercial customer sites where ZEVs are being deployed.

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20 D.16-06-011 at 1 to 2.
21 The three large electric IOUs refer to PG&E, SDG&E, and SCE.
22 D.16-06-011 at 1 to 2.
23 See D.13-06-014 and D.16-06-011
24 D.16-06-011 at Ordering Paragraph 1.

Footnote continued on next page
4. **Need for Evidentiary Hearing**

There are no issues of material disputed fact. Parties at the PHC confirmed that they do not believe that an evidentiary hearing (EH) is required. Accordingly, an EH is not needed.

5. **Schedule**

The following schedule is adopted here and may be modified throughout the course of this proceeding to ensure the efficient and fair resolution of this rulemaking:

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<tr>
<th>Event</th>
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<tr>
<td>Workshop on metrics and methodology for evaluating IOU TE infrastructure investments and measuring their associated greenhouse-gas reductions and incremental vehicle adoption</td>
<td>May 9, 2019</td>
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<tr>
<td>SCE stocktake of state-led TE programs and incentives due to be filed</td>
<td>May 31, 2019</td>
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<tr>
<td>Energy Division stocktake of Commission proceedings related to TE due to be filed</td>
<td>May 31, 2019</td>
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<tr>
<td>Energy Division workshop on sub-metering (in response to pilot evaluations and considering next steps)</td>
<td>Q2 2019</td>
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<tr>
<td>Deadline for first meeting of a new VGI working group</td>
<td>July 31, 2019</td>
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<tr>
<td>Energy Division TEF Proposal due to be served</td>
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<tr>
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Based on this schedule, and the anticipated multi-year process for resolving many of the issues in the scope of this proceeding, the proceeding may not be resolved within 18 months as required by Pub. Util. Code § 1701.5. Per

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25 PHC Transcript at 83.
the requirements of Pub. Util. Code § 1701.5(b), this scoping memo sets an anticipated resolution date of 24 months from the date this scoping memo is issued. This anticipated resolution date may be updated in a future amended scoping memo.

This Order is a place where the Commission will comprehensively assess the utilities’ role in achieving state policy goals of 5 million ZEVs by 2030 and other statewide legislative directives associated with TE. Issues already scoped into this rulemaking are complex, including infrastructure, rates, cost containment, technology applications, and coordinating policy issues in other Commission proceedings and policies of other state agencies and local governments. In general, this proceeding is established to handle all broad TE issues that might emerge outside those scoped in this ruling but related to other Commission proceedings and new legislative directives.

6. Category of Proceeding/Ex Parte Restrictions

This ruling confirms the Commission’s preliminary determinations that this is a quasi-legislative proceeding. Accordingly, *ex parte* communications are permitted without restriction or reporting requirements pursuant to Article 8 of the Commission’s Rules of Practice and Procedure.

7. Public Outreach

Pursuant to Pub. Util. Code § 1711(a), I hereby report that the Commission sought the participation of those likely to be affected by this matter by noticing it in the Commission’s monthly newsletter that is served on communities and businesses that subscribe to it and posted on the Commission’s website.

served on the following state agencies: CARB, the California Energy Commission, CAISO, the Governor’s Office of Business and Economic Development, the California Building Standards Commission, and the California Department of Food and Agriculture’s Division of Measurement Standards.

8. Intervenor Compensation

Pursuant to Pub. Util. Code § 1804(a)(1), a customer intending to seek an award of compensation for this proceeding, must have filed a notice of intent to claim compensation by March 31, 2019, thirty days after the PHC.

9. Public Advisor

Any person interested in participating in this proceeding who is unfamiliar with the Commission’s procedures or has questions about the electronic filing procedures is encouraged to obtain more information at http://consumers.cpuc.ca.gov/pao/ or contact the Commission’s Public Advisor at 866-849-8390 or 415-703-2074 or 866-836-7825 (TYY), or send an e-mail to public.advisor@cpuc.ca.gov.

10. Service of Documents on Commissioners and Their Personal Advisors

Rule 1.10 requires only electronic service on any person on the official service list, other than the ALJ.

When serving documents on Commissioners or their personal advisors, whether or not they are on the official service list, parties must only provide electronic service. Parties must NOT send hard copies of documents to Commissioners or their personal advisors unless specifically instructed to do so.

11. Assignment of Proceeding

Clifford Rechtschaffen is the assigned Commissioner and Patrick Doherty and Sasha Goldberg are the assigned ALJs.
IT IS RULED that:

1. The scope of this proceeding is described above.
2. The schedule of this proceeding is as set forth above.
3. Evidentiary hearings are not needed.
4. Energy Division shall conduct a stocktake of current Commission proceedings closely linked to the scope of this proceeding and serve the stocktake on the service list for this proceeding no later than May 31, 2019.
5. Southern California Edison Company shall conduct a stocktake and report on other state-lead programs and incentives to encourage transportation electrification and serve the report on the service list for this proceeding no later than May 31, 2019.
6. Pacific Gas and Electric Company, San Diego Gas & Electric Company and Southern California Edison Company (collectively, the IOUs) shall file a Tier 3 Implementation Advice Letter with the Commission’s Energy Division within thirty days from the date the California Air Resources Board adopts regulatory changes to the current Low Carbon Fuel Standard (LCFS) program that will require the IOUs to modify their program funding with their LCFS credit revenues.
7. Pacific Gas and Electric Company, San Diego Gas & Electric Company, and Southern California Edison Company (collectively, the IOUs) shall develop a solicitation to select a technical facilitator to lead the VGI Working Group in consultation with the Commission’s Energy Division. The technical facilitator will organize and facilitate the interagency VGI Working Group. The IOUs must select a facilitator by selecting from a pool of qualified candidates that respond to the solicitation developed in consultation with Energy Division. The facilitator shall be hired no later than June 1, 2019. The IOUs shall file a Tier 2
Advice Letter that includes the estimated cost of a six-month working group, the selected facilitator, and a plan to provide regular updates to the service list as described below. The IOUs may create a memorandum account to track the costs associated with hiring the facilitator for a six-month period, and may seek to recover the associated costs by filing a Tier 2 Advice Letter with the Commission’s Energy Division. Energy Division shall approve recovery of the costs only if they: (i) conform with the initial cost estimate; (ii) are consistent with market rates for similar work; and (iii) contain detailed descriptions of the work performed for each cost incurred.

8. The interim policy adopted in Decision (D.) 11-07-029, and extended in D.13-06-014 and D.16-06-011 to allow plug-in electric vehicle charging costs in excess of Pacific Gas and Electric Company, Southern California Edison Company and San Diego Gas & Electric Company’s Electric Rules 15 and 16 allowances to be treated as a common facility cost, is extended until December 31, 2019.

10. The category of the proceeding is quasi-legislative.
   Dated May 2, 2019 at San Francisco, California.

   /s/ CLIFFORD RECHTSCHAFFEN
   Clifford Rechtschaffen
   Assigned Commissioner
## APPENDIX A

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