



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

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Order Instituting Rulemaking to Consider Smart  
Grid Technologies Pursuant to Federal  
Legislation and on the Commission's Own  
Motion to Actively Guide Policy in California's  
Development of a Smart Grid System

R.08-12-009  
(Filed December 18, 2008)

**SOUTHERN CALIFORNIA EDISON COMPANY'S (U-338-E) COMMENTS TO  
ADMINISTRATIVE LAW JUDGE'S RULING**

KRIS G. VYAS  
JANET S. COMBS

Attorney for  
SOUTHERN CALIFORNIA EDISON COMPANY

2244 Walnut Grove Avenue  
Post Office Box 800  
Rosemead, California 91770  
Telephone: (626) 302-6613  
Facsimile: (626) 302-6997  
E-mail: kris.vyas@sce.com

Dated: **January 24, 2011**

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ADMINISTRATIVE LAW JUDGE'S RULING**

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**I.**

**INTRODUCTION**

Pursuant to the Administrative Law Judge's (ALJ) Ruling Seeking Comments on Proposed Interim Metrics to Measure Progress by Pacific Gas and Electric Company, Southern California Edison Company and San Diego Gas & Electric Company in Implementing a Smart Grid, issued on December 29, 2010 (Ruling), Southern California Edison Company (SCE) respectfully submits these Opening Comments. The Ruling followed distribution by Pacific Gas & Electric, SCE, and San Diego Gas & Electric (collectively, the IOUs) and the Environmental Defense Fund (EDF) of their "Report on Consensus and Non-Consensus Smart Grid Metrics" (Report) to the service list in this docket. The Report proposes nineteen consensus metrics (Consensus Metrics) and several subject areas in which parties did not achieve consensus on proposed metrics (Non-Consensus Areas).

The Ruling seeks comments on: (i) the appropriateness of the Consensus Metrics proposed in the Report, (ii) the accuracy of Non-Consensus Areas identified in the Report,

(iii) the appropriateness of “technical working groups” as a vehicle to begin a dialogue concerning cyber security metrics, (iv) a process to review and revise metrics in the future, and (v) the appropriate reporting period for metrics.

As discussed below, SCE recommends that the Commission adopt the interim Consensus Metrics identified in the Report. SCE further recommends that the Commission consider adoption of metrics in Non-Consensus Areas after the submission of the IOUs’ initial Smart Grid Deployment Plans (Plans) on July 1, 2011. In support of this approach, SCE proposes a process and criteria to guide future revisions of the Consensus Metrics, as well as the adoption of additional metrics in Non-Consensus Areas. Consistent with its proposed process, SCE supports technical working groups as a vehicle for developing cyber security metrics. Finally, SCE proposes appropriate reporting periods for the adopted metrics.

## II.

### **DISCUSSION**

#### **A. The Consensus Metrics Are Appropriate and Should Be Adopted**

On pages 2 and 3 of the Ruling, the ALJ requests comments regarding the appropriateness and reasonableness of the Consensus Metrics, whether the Consensus Metrics will efficiently and effectively serve the public interest, and whether the Consensus Metrics appropriately reflect the input of the parties. The Consensus Metrics identified in the Report are appropriate, reasonable, serve the public interest and will provide the Commission with necessary information for inclusion in its annual report to the Legislature as required by Public Utility Code § 8367.<sup>1</sup> In addition, the Consensus Metrics reflect the input of the various parties to the Smart Grid OIR, as all parties to the Smart Grid OIR proceeding were invited to

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<sup>1</sup> Public Utilities Code § 8367 requires the Commission, by January 1, 2011 and by January 1 each year thereafter, to “report to the Governor and the Legislature on the commission’s recommendations for a smart grid, the plans and deployment of smart grid technologies by the state’s electrical corporations, and the costs and benefits to ratepayers.”

participate in the metrics development effort. In particular, the Commission, working with the IOUs and EDF, held four public webinars<sup>2</sup> at which parties discussed the metrics proposed in Commission Staff's Post-Workshop Smart Grid Metrics Discussion Draft.<sup>3</sup> These webinars were widely attended, and the Consensus Metrics in the Report reflect input from the participating parties.

SCE respectfully recommends that the Commission adopt the interim Consensus Metrics listed in the Report and require that the IOUs report these metrics as of December 31, 2010 in their first Smart Grid Deployment Plans to be submitted by July 1, 2011.<sup>4</sup>

**B. The Non-Consensus Areas are Accurately Identified and the Commission Should Consider Adoption of Metrics in these Areas after the Submission of Initial Plans**

On page 3 of the Ruling, the ALJ requests comments regarding whether metrics in Non-Consensus Areas are accurately presented. The Report accurately identifies proposed metrics in several subject areas – specifically, Customer / AMI, Advanced Automation and Measurement Technologies, Cyber Security, Plug-in Electric Vehicles, Energy Storage and Environmental – as “Non-Consensus.” Parties were not able to agree upon metrics in these areas for a number of reasons: technological challenges associated with measuring certain proposed metrics; uncertainties about the nature of the IOUs’ Smart Grid deployments; uncertainties about the value or relevance of certain proposed metrics in measuring smart grid progress and performance. In addition, the Report identifies other issues.<sup>5</sup>

Due to these challenges and uncertainties, SCE recommends that the Commission defer adoption of any metrics listed under these Non-Consensus Areas in the Report until parties

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<sup>2</sup> Public metrics discussion webinars were held on the following topics (dates in parentheses): Customer/AMI Metrics (10/8/2010), Grid Operations Metrics (10/12/2010), Cyber Security Metrics (10/13/2010), PEV/Environmental Metrics (10/15/2010).

<sup>3</sup> Circulated by email by Commission Staff on 9/3/2010.

<sup>4</sup> CE provides further recommendations about reporting periods for adopted metrics in Section E.

<sup>5</sup> See Report, at pp. 35-39, for specific issues associated with each Non-Consensus Area.

consider them further. In Section C, SCE proposes a structure, criteria and timeline for future development and adoption of metrics.

**C. Proposed Process and Criteria for Future Development of Smart Grid Metrics**

On page 3 of the Ruling, the ALJ (i) asks parties for recommendations about “creating metrics or addressing the issues and topics” in the section of the Report covering Non-Consensus Areas, and (ii) invites “proposals from parties on the best process to review and revise... metrics in the future.” SCE recommends that the Commission implement a process for future metrics development, including updates or revisions to any interim metrics adopted by the Commission. This process should include informal working groups and formal Commission consideration of any metrics recommended by these working groups. SCE further recommends that working groups’ efforts and the Commission’s consideration of metrics follow the criteria described below.

**1. Metrics Development and Adoption Should Include Informal and Formal Processes**

SCE believes that the public webinars held in October 2010 were a useful vehicle for parties to propose, discuss and agree upon metrics to be reported by the IOUs. These informal workshops permit a more detailed and iterative discussion of technical issues and metric design than comments or formal Commission workshops permit. SCE therefore recommends that parties, with Commission involvement, convene technical working groups as a first step in developing metrics in a given subject area. Such technical working groups should be convened by topic, consistent with the guidelines proposed in Section C.2 below. These working groups should also be the vehicles for considering future revisions to the Consensus Metrics.

SCE further recommends that when a technical working group arrives at consensus with respect to specific metrics, that working group should recommend any

such metrics to the Commission for adoption. The Commission should subsequently, as it did in the Ruling, request parties' comments about the appropriateness of recommended metrics and adopt them if they meet a set of agreed upon guidelines (as discussed further below). Any areas of disagreement arising out of the technical working groups' efforts can be addressed in parties' comments, evaluated against adopted criteria for metrics, and resolved by the Commission.

**2. Metrics Development and Adoption Should Follow Adopted Criteria**

To give order and direction to the technical working groups, and to guide Commission consideration of recommended metrics, SCE recommends that the Commission adopt a set of criteria to evaluate individual metrics. As a starting point, SCE proposes the criteria below, but recommends that the Commission seek input from parties on appropriate criteria, as well as the suitability of these proposed criteria:

**a) Criterion 1 – Consistency with Public Utility Code § 8360**

The topics that are assigned to technical working groups and the metrics recommended by those working groups should be consistent with and relevant to the goals and Smart Grid capabilities described in sections 8360(a) through 8360(j) of the Public Utilities Code.<sup>6</sup> These goals and capabilities are the foundations of Smart Grid policy for the State and will be the basis for the annual reports that the Commission must submit to the Legislature as of January 1 of each year. Any adopted metrics should aid the IOUs and the Commission in measuring progress towards achievement of State policy as defined by section 8360.

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<sup>6</sup> These goals and capabilities are list in Appendix A of *Assigned Commissioner's and Administrative Law Judge's Joint Ruling*, issued July 30, 2010.

b) **Criterion 2 – Consistency with the Content of Smart Grid Deployment Plans**

The IOUs will describe their planned Smart Grid investments and the goals of those investments in Plans and annual updates thereto. Metrics designed to measure progress and performance of Smart Grid deployments should therefore correspond to the scope and objectives of Smart Grid investments, as described by the IOUs in those Plans. Adopting metrics based on the content of the Plans will ensure that metrics are relevant to IOU programs.

c) **Criterion 3 – Reasonable Cost of Measurement**

To protect ratepayers, the Commission should not adopt any metrics that are likely to impose unreasonable costs of measurement or development upon the IOU ratepayers. Parties should discuss methods and costs of measurement of proposed metrics in technical working groups before recommending any metrics to the Commission.

d) **Criterion 4 – Consistency across the IOUs**

To provide the Commission and the parties with a common framework for evaluating the deployment of the smart grid across the State, IOUs should be able to measure and present adopted metrics in a consistent manner.

3. **Timeline for SCE’s Proposed Development Metrics Process**

It may be reasonable to convene technical working groups on certain subjects before the IOUs submit their first Smart Grid Deployment Plans by July 1, 2011. SCE recommends, however, that parties defer most metrics development work until after the IOUs submit these initial Plans. The content of these Plans will provide the information

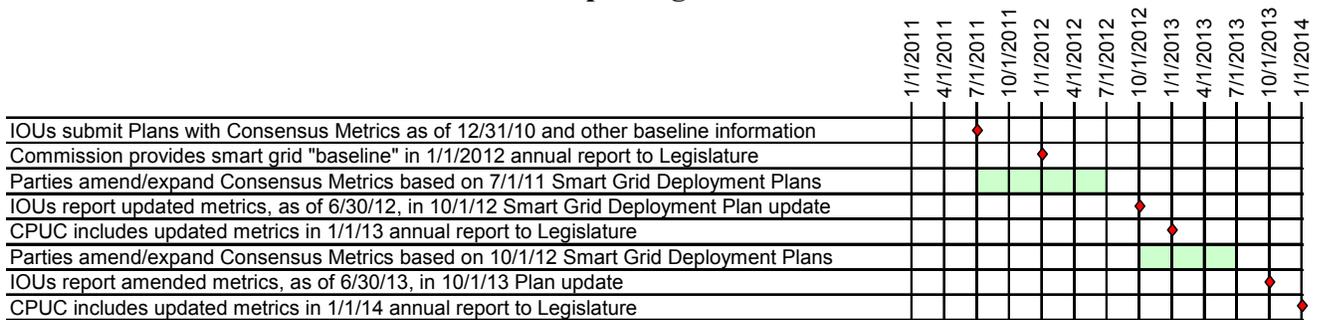
necessary to determine (i) which subject matter should be prioritized by technical working groups, and (ii) which Consensus Metrics require updating or revision.

After submission of the first Smart Grid Deployment Plan by July 1, 2011, the parties should convene technical working groups to (i) revise Consensus Metrics where necessary, and (ii) develop metrics in Non-Consensus Areas. These processes should leave enough time for the Commission to adopt any new metrics and instruct the IOUs to report the metrics in their October 1, 2012 Smart Grid Deployment Plan annual update. These metrics, reported as of June 30, 2012, would inform the Commission’s January 1, 2013 annual report to the Legislature on smart grid progress.

Going forward, parties should convene technical working groups on an annual basis, based on the content of October 1 Smart Grid Deployment Plan annual updates. The working groups would then recommend revisions and additions to metrics in time for Commission consideration and IOU inclusion in future October 1 annual reports.

The timeline below shows a sequencing of events that would ensure an orderly review of metrics and the availability of data useful for the Commission in its annual report to the Legislature.

### Metrics Reporting Timeline



**D. A Technical Working Group is Appropriate for Developing Cyber Security Metrics**

On page 3 of the Ruling, the ALJ invites comments on a proposal to form a technical working group to “begin a dialogue concerning cyber security metrics.” SCE supports the Commission Staff’s proposal to establish an informal technical working group to address the development of future cyber security metrics. Cyber security is a subject area that meets SCE’s proposed Criterion 1 above;<sup>7</sup> convening a technical working group on this subject would therefore be appropriate. The Commission should establish relevant criteria upon which to evaluate cyber security metrics, and the development of cyber security metrics should follow the same informal and formal processes described in Section C above.

**E. Reporting Period for Adopted Metrics**

On page 4 of the Ruling, the ALJ requests comments on the appropriate reporting period for the metrics. SCE wishes to clarify several issues related to the reporting of metrics, the timing of Plan submissions and annual Smart Grid Deployment Plan updates.

**1. The IOUs Should Report Consensus Metrics as of December 31, 2010 in Initial Smart Grid Deployment Plans**

As noted on page 7 of the Report, the IOUs requested that the initial Smart Grid Deployment Plan to be submitted on July 1, 2011 include the Consensus metrics as of December 31, 2010. These metrics, coupled with information contained in the “Baseline” section of Smart Grid Deployment Plans, will provide comprehensive information for the Commission to use in describing a Smart Grid baseline in its January

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<sup>7</sup> Section 8360(a) identifies “Increased use of digital information and controls to improve reliability, security, and efficiency of the grid” as a smart grid capability. (Emphasis added.)

1, 2012 annual report to the Legislature. Reporting metrics as of June 30, 2011 in a filing to be submitted on July 1, 2011 Plan would not be practical.

**2. SCE Requests that the Commission Revisit its Decision to Use a June 30 Annualized Date for Inclusion of Metrics Data in Annual Updates to Smart Grid Deployment Plans (initially due October 1, 2012)**

Certain Consensus Metrics included in the Report are currently measured and reported by the IOUs on a calendar year basis. Measuring and collecting some of these metrics as of June 30 may require IOUs to incur costs associated with adjusting reporting schedules. SCE is investigating the effort and costs associated with changing the reporting schedules for certain metrics, and requests that the Commission allow IOUs some flexibility with respect to the reporting period for specific metrics.

**III.**

**CONCLUSION**

SCE understands the importance of providing data to aid the Commission's and the parties' understanding and assessment of smart grid programs. We believe the approach described in these comments provides a logical, orderly process for the development of metrics to measure the progress and performance of the Smart Grid in California and will assist IOUs and the Commission in meeting their obligations under SB 17.

Respectfully submitted,

KRIS G. VYAS  
JANET S. COMBS

/s/ Kris G. Vyas

By: Kris G. Vyas

Attorney for  
SOUTHERN CALIFORNIA EDISON COMPANY

2244 Walnut Grove Avenue  
Post Office Box 800  
Rosemead, California 91770  
Telephone: (626) 302-6613  
Facsimile: (626) 302-6997  
E-mail:kris.vyas@sce.com

**January 24, 2011**

**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) COMMENTS TO ADMINISTRATIVE LAW JUDGE'S RULING on all parties identified on the attached service list(s). Service was effected by one or more means indicated below:

Transmitting the copies via e-mail to all parties who have provided an e-mail address. First class mail will be used if electronic service cannot be effectuated.

Executed this **24th day of January, 2011**, at Rosemead, California.

/s/ Melissa Ann Schary Hernandez  
Melissa Ann Schary Hernandez  
Project Analyst  
SOUTHERN CALIFORNIA EDISON COMPANY

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



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### Parties

---

DANIEL W. DOUGLASS  
DOUGLASS & LIDDELL  
EMAIL ONLY  
EMAIL ONLY, CA 00000  
FOR: WESTERN POWER TRADING  
FORUM/ALLIANCE FOR RETAIL ENERGY  
MARKETS (AREM)

DONALD C. LIDDELL  
DOUGLASS & LIDDELL  
EMAIL ONLY  
EMAIL ONLY, CA 00000  
FOR: CALIFORNIA ENERGY STORAGE  
ALLIANCE/ WAL-MART STORES, INC. & SAM'S  
WEST, INC./ICE ENERGY, INC.

KEVIN T. FOX  
KEYES & FOX LLP  
EMAIL ONLY  
EMAIL ONLY, CA 00000  
FOR: INTERSTATE RENEWABLE ENERGY COUNCIL

MARTIN HOMEC  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000  
FOR: CARE

CARL GUSTIN  
GROUNDEDPOWER, INC.  
15 PLUM STREET  
GLOUCESTER, MA 01930  
FOR: GROUNDEDPOWER, INC.

VLADIMIR OKSMAN  
LANTIQ INC.  
67 CULFORD PLACE  
MORGANVILLE, NJ 07751  
FOR: LANTIQ INC.

JOSEPH ANDERSEN  
CONSULTANT  
TELECOMMUNICATIONS INDUSTRY ASSOCIATION  
10 G ST. NE, SUITE 550  
WASHINGTON, DC 20002  
FOR: TELECOMMUNICATIONS INDUSTRY  
ASSOCIATION

JEFF CAMPBELL  
CISCO SYSTEMS  
1300 PENNSYLVANIA AVE., N.W., STE. 250  
WASHINGTON, DC 20004  
FOR: CISCO SYSTEMS

JIM HALPERT, ESQ  
DLA PIPER LLP (US)  
500 EIGHTH STREET  
WASHINGTON, DC 20004  
FOR: STATE PRIVACY AND SECURITY  
COALITION, INC.

DEAN R. BRENNER  
QUALCOMM INCORPORATED  
1730 PENNSYLVANIA AVE., N.W., STE. 850  
WASHINGTON, DC 20006  
FOR: QUALCOMM INCORPORATED

JULES POLONETSKY  
THE FUTURE OF PRIVACY FORUM  
919 18TH STREET, SUITE 925  
WASHINGTON, DC 20006  
FOR: THE FUTURE OF PRIVACY FORUM

LILLIE CONEY  
ASSOCIATE DIRECTOR  
ELECTRONIC PRIVACY INFORMATION CENTER  
1718 CONNECTICUT AVE., NW SUITE 200  
WASHINGTON, DC 20009  
FOR: ELECTRONIC PRIVACY INFORMATION  
CENTER

MICHAEL SACHSE  
SR DIR - GOV'T AFFAIRS AND GEN COUNSEL  
OPOWER  
1515 N. COURTHOUSE RD., SUITE 610  
ARLINGTON, VA 22201  
FOR: OPOWER

CAMERON BROOKS  
TENDRIL NETWORKS, INC.  
5395 PEARL PARKWAY  
BOULDER, CO 80304  
FOR: TENDRIL NETWORKS, INC.

STEVEN D. PATRICK  
SAN DIEGO GAS AND ELECTRIC COMPANY  
555 WEST FIFTH STREET, SUITE 1400  
LOS ANGELES, CA 90013-1011  
FOR: SOUTHERN CALIFORNIA GAS COMPANY

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

STEVEN G. LINS  
ASSISTANT GENERAL MANAGER SUPPLY  
GLENDALE WATER AND POWER  
141 N. GLENDALE AVENUE, LEVEL 4  
GLENDALE, CA 91206-4394  
FOR: GLENDALE WATER POWER

XAVIER BALDWIN  
BURBANK POWER & WATER  
164 WEST MAGNOLIA BLVD.  
BURBANK, CA 91502  
FOR: BURBANK POWER & WATER

KRIS G. VYAS  
SOUTHERN CALIFORNIA EDISON COMPANY  
QUAD 3-B  
2244 WALNUT GROVE AVENUE  
ROSEMEAD, CA 91770  
FOR: SOUTHERN CALIFORNIA EDISON COMPANY

ALLEN K. TRIAL  
SAN DIEGO GAS & ELECTRIC COMPANY  
101 ASH STREET, HQ-12B  
SAN DIEGO, CA 92101  
FOR: SAN DIEGO GAS & ELECTRIC

LEE BURDICK  
ATTORNEY AT LAW  
HIGGS, FLETCHER & MACK LLP  
401 WEST A STREET, STE. 2600  
SAN DIEGO, CA 92101  
FOR: HIGGS FLETCHER & MACK

MICHAEL SHAMES  
UTILITY CONSUMERS' ACTION NETWORK  
3100 FIFTH AVENUE, SUITE B  
SAN DIEGO, CA 92103  
FOR: UTILITY CONSUMERS' ACTION NETWORK

CHARLES R. TOCA  
UTILITY SAVINGS & REFUND, LLC  
PO BOX 54346

ROBERT SMITH, PH.D.  
BUILDING INFORMATION MODEL-CALIFORNIA  
21352 YARMOUTH LANE

IRVINE, CA 92619-4346  
FOR: UTILITY SAVINGS & REFUND, LLC

HUNTINGTON BEACH, CA 92646-7058  
FOR: BUILDING INFORMATION  
MODEL-CALIFORNIA (BIM EDUCATION CO-OP)

MONA TIERNEY-LLOYD  
SENIOR MANAGER WESTERN REG. AFFAIRS  
ENERNOC, INC.  
PO BOX 378  
CAYUCOS, CA 93430  
FOR: ENEROC, INC

EDWARD G. CAZALET  
VP AND CO-FOUNDER  
MEGAWATT STORAGE FARMS, INC.  
101 FIRST STREET, SUITE 552  
LOS ALTOS, CA 94022  
FOR: MEGAWATT STORAGE FARMS, INC.

MICHAEL TERRELL  
GOOGLE INC.  
1600 AMPHITHEATRE PKWY  
MOUNTAIN VIEW, CA 94043  
FOR: GOOGLE INC.

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

COLLIN BREAKSTONE  
CONTROL4 CORPORATION  
800 W. CALIFORNIA AVENUE, SUITE 200  
SUNNYVALE, CA 94086  
FOR: CONTROL4 CORPORATION

FIELD PICKERING  
ENERGYHUB, INC.  
760 MARKET STREET, SUITE 1028  
SAN FRANCISCO, CA 94102  
FOR: ENERGYHUB, INC.

MARGARITA GUTIERREZ  
DEPUTY CITY ATTORNEY  
OFFICE OF SF CITY ATTORNEY  
1 DR. CARLTON B. GOODLETT PLACE, RM. 234  
SAN FRANCISCO, CA 94102  
FOR: CITY & COUNTY OF SAN FRANCISCO

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

FRASER D. SMITH  
CITY AND COUNTY OF SAN FRANCISCO  
SAN FRANCISCO PUBLIC UTILITIES COMM  
1155 MARKET STREET, 4TH FLOOR  
SAN FRANCISCO, CA 94103  
FOR: SAN FRANCISCO PUBLIC UTILITIES  
COMMISSION

SANDRA ROVETTI  
REGULATORY AFFAIRS MANAGER  
SAN FRANCISCO PUC  
1155 MARKET STREET, 4TH FLOOR  
SAN FRANCISCO, CA 94103  
FOR: SAN FRANCISCO PUC

THERESA BURKE  
SAN FRANCISCO PUC  
1155 MARKET STREET, 4TH FLOOR  
SAN FRANCISCO, CA 94103  
FOR: SAN FRANCISCO PUC

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

MARTY KURTOVICH  
CHEVRON ENERGY SOLUTIONS  
345 CALIFORNIA STREET, 18TH FLOOR  
SAN FRANCISCO, CA 94104  
FOR: CHEVRON ENERGY SOLUTIONS

CHRISTOPHER J. WARNER  
ATTORNEY AT LAW  
PACIFIC GAS AND ELECTRIC COMPANY  
77 BEALE STREET B30A  
SAN FRANCISCO, CA 94105  
FOR: PACIFIC GAS AND ELECTRIC COMPANY

DAVID P. DISCHER  
 ATTORNEY AT LAW  
 AT&T COMMUNICATIONS OF CALIFORNIA, INC  
 525 MARKET ST., RM. 2027  
 SAN FRANCISCO, CA 94105  
 FOR: AT&T SERVICES, INC.

NORA SHERIFF  
 ALCANTAR & KAHL  
 33 NEW MONTGOMERY STREET, SUITE 1850  
 SAN FRANCISCO, CA 94105  
 FOR: EPUC

HAROLD GALICER  
 SEAKAY, INC.  
 PO BOX 78192  
 SAN FRANCISCO, CA 94107  
 FOR: SEAKAY, INC.

PETER A. CASCIATO  
 ATTORNEY AT LAW  
 PETER A. CASCIATO P.C.  
 355 BRYANT STREET, SUITE 410  
 SAN FRANCISCO, CA 94107  
 FOR: TIME WARNER CABLE INFORMAT SERVICE  
 CA, LLC/COMCAST PHONE OF CA, LLC

STEVEN MOSS  
 SAN FRANCISCO COMMUNITY POWER  
 2325 THIRD STREET, STE 344  
 SAN FRANCISCO, CA 94107  
 FOR: SAN FRANCISCO COMMUNITY POWER

LEE TIEN  
 ELECTRONIC FRONTIER FOUNDATION  
 454 SHOTWELL STREET  
 SAN FRANCISCO, CA 94110  
 FOR: ELECTRONIC FRONTIER FOUNDATION

JEANNE B. ARMSTRONG  
 GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP  
 505 SANSOME STREET, SUITE 900  
 SAN FRANCISCO, CA 94111  
 FOR: CTIA - THE WIRELESS ASSOCIATION

MARLO A. GO  
 GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP  
 505 SANSOME STREET, SUITE 900  
 SAN FRANCISCO, CA 94111  
 FOR: NORTH AMERICA POWER PARTNERS, LLC

MICHAEL B. DAY  
 GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP  
 505 SANSOME STREET, SUITE 900  
 SAN FRANCISCO, CA 94111-3133  
 FOR: COUNSEL FOR CURRENT GROUP, LLC

SARA STECK MYERS  
 ATTORNEY FOR  
 CEERT  
 122 28TH AVENUE  
 SAN FRANCISCO, CA 94121  
 FOR: CENTER FOR THE ENERGY EFFICIENCY &  
 RENEWABLE TECHNOLOGIES

JUDITH SCHWARTZ  
 TO THE POINT  
 2330 BRYANT STREET, SUITE 2  
 PALO ALTO, CA 94301  
 FOR: TO THE POINT

FARROKH ALUYEK, PH.D.  
 OPEN ACCESS TECHNOLOGY INTERNATIONAL  
 1875 SOUTH GRANT STREET, SUITE 910  
 SAN MATEO, CA 94402  
 FOR: OPEN ACCESS TECHNOLOGY  
 INTERNATIONAL

NICOLE A. BLAKE  
 CONSUMER FEDERATION OF CALIFORNIA  
 520 S. EL CAMINO REAL, STE. 340  
 SAN MATEO, CA 94402  
 FOR: CONSUMER FEDERATION OF CALIFORNIA

MICHAEL ROCHMAN  
 MANAGING DIRECTOR  
 SPURR  
 1850 GATEWAY BLVD., SUITE 235  
 CONCORD, CA 94520  
 FOR: SCHOOL PROJECT FOR UTILITY RATE  
 REDUCTION

MARK SCHAEFFER  
 GRANITEKEY, LLC  
 1295 HEATHER LANE  
 LIVERMORE, CA 94551  
 FOR: GRANITEKEY, LLC

WILLIAM H. BOOTH  
 ATTORNEY AT LAW  
 LAW OFFICES OF WILLIAM H. BOOTH  
 67 CARR DRIVE  
 MORAGA, CA 94556

FOR: CALIFORNIA LARGE ENERGY CONSUMERS  
ASSOCIATION

JODY LONDON  
JODY LONDON CONSULTING  
PO BOX 3629  
OAKLAND, CA 94609  
FOR: LOCAL GOVERNMENT SUSTAINABLE  
ENERGY COALITION

LEN CANTY  
BLACK ECONOMIC COUNCIL  
484 LAKE PARK AVENUE, SUITE 338  
OAKLAND, CA 94610  
FOR: BLACK ECONOMIC COUNCIL

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

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

ROBERT GINAIZDA  
COUNSEL  
1918 UNIVERSITY AVE., 2ND FL.  
BERKELEY, CA 94704  
FOR: LATINO BUSINESS CHAMBER OF GREATER  
LOS ANGELES

ENRIQUE GALLARDO  
THE GREENLINING INSTITUTE  
1918 UNIVERSITY AVE., 2ND FLOOR  
BERKELEY, CA 94704-1051  
FOR: THE GREENLINING INSTITUTE

AARON J. BURSTEIN  
UNIVERSITY OF CALIFORNIA, BERKELEY  
SCHOOL OF INFORMATION  
SOUTH HALL  
BERKELEY, CA 94720  
FOR: PRIVACY AND CYBERSECURITY LAW AND  
POLICY RESEARCHERS

DEIRDRE K. MULLIGAN  
UNIVERSITY OF CALIFORNIA, BERKELEY  
SCHOOL OF INFORMATION  
SOUTH HALL  
BERKELEY, CA 94720  
FOR: PRIVACY AND CYBERSECURITY LAW AND  
POLICY RESEARCHERS

JENNIFER LYNCH  
SAMUELSON LAW, TECH. & PUBLIC POLICY  
UNIVERSITY OF CALIF, BERKELEY LAW SCHOOL  
396 SIMON HALL  
BERKELEY, CA 94720-7200  
FOR: CENTER FOR DEMOCRACY & TECHNOLOGY

JENNIFER M. URBAN  
SAMUELSON LAW, TECHNOLOGY & PUBLIC POLIC  
UC-BERKELEY SCHOOL OF LAW  
396 SIMON HALL  
BERKELEY, CA 94720-7200  
FOR: CENTER FOR DEMOCRACY & TECHNOLOGY

MIKE TIERNEY  
ATTORNEY AT LAW  
NRG ENERGY & PADOMA WIND POWER  
829 ARLINGTON BLVD.  
EL CERRITO, CA 94830  
FOR: NRG ENERGY

RICH QUATTRINI  
ENERGYCONNECT, INC.  
901 CAMPISI WAY, SUITE 260  
CAMPBELL, CA 95008  
FOR: ENERGYCONNECT, INC.

MICHAEL WEISSMAN  
SIGMA DESIGNS, INC.  
1778 MCCARTHY BLVD.  
MILPITAS, CA 95035  
FOR: SIGMA DESIGNS, INC.

DIANA POLULYAKH  
ASPECT LABS  
3080 OLCOTT STREET, SUITE 110A  
SANTA CLARA, CA 95054  
FOR: ASPECT LABS, A DIVISION OF BKP  
SECURITY, INC.

TODD S. GLASSEY

STEVE BOYD

CTO CERTICHRON INC.  
50 W. SAN FERNANDO ST, SUITE 320  
SAN JOSE, CA 95113  
FOR: CERTICHRON

TURLOCK IRRIGATION DISTRICT  
333 EAST CANAL DRIVE  
TURLOCK, CA 95381-0949  
FOR: TURLOCK IRRIGATION DISTRICT

DAVID ZLOTLOW  
CALIFORNIA INDEPENDENT SYSTEM OPRTR CORP  
151 BLUE RAVINE RD  
FOLSOM, CA 95630  
FOR: CALIFORNIA INDEPENDENT SYSTEM  
OPERATOR CORPORATION

DENNIS DE CUIR  
DENNIS W. DE CUIR, A LAW CORPORATION  
2999 DOUGLAS BOULEVARD, SUITE 325  
ROSEVILLE, CA 95661  
FOR: GOLDEN STATE WATER COMPANY

SCOTT TOMASHEFSKY  
NORTHERN CALIFORNIA POWER AGENCY  
651 COMMERCE DRIVE  
ROSEVILLE, CA 95678  
FOR: NORTHERN CALIFORNIA POWER AGENCY

JIM HAWLEY  
CALIFORNIA DIRECTOR AND GENERAL COUNSEL  
TECHNOLOGY NETWORK  
1215 K STREET, STE.1900  
SACRAMENTO, CA 95814  
FOR: TECHNOLOGY NETWORK

LAUREN NAVARRO  
ENVIRONMENTAL DEFENSE FUND  
1107 9TH ST., STE. 540  
SACRAMENTO, CA 95814  
FOR: ENVIRONMENTAL DEFENSE FUND

LESLA LEHTONEN  
VP, LEGAL & REGULATORY AFFAIRS  
CALIF. CABLE & TELECOMMUNICATIONS ASSN.  
1001 K STREET, 2ND FLOOR  
SACRAMENTO, CA 95814-3832  
FOR: CALIFORNIA CABLE &  
TELECOMMUNICATIONS ASSOCIATION (CCTA)

CHASE B. KAPPEL  
ELLISON SCHNEIDER & HARRIS LLP  
2600 CAPITOL AVENUE, SUITE 400  
SACRAMENTO, CA 95816-5905  
FOR: SIERRA PACIFIC POWER CO.

MICHAEL COOP  
HOMEGRID FORUM  
3855 SW 153RD DRIVE  
BEAVERTON, OR 97006  
FOR: HOMEGRID FORUM

## Information Only

---

CASSANDRA SWEET  
DOW JONES NEWSWIRES  
EMAIL ONLY  
EMAIL ONLY, CA 00000

DAVID E. MORSE  
EMAIL ONLY  
EMAIL ONLY, CA 00000

DAVID J. BLACKBURN  
CAISO  
EMAIL ONLY  
EMAIL ONLY, CA 00000

GREY STAPLES  
THE MENDOTA GROUP, LLC  
EMAIL ONLY  
EMAIL ONLY, CA 00000

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

RYN HAMILTON  
EMAIL ONLY  
EMAIL ONLY, MA 00000

STEPHANIE C. CHEN

TAM HUNT

THE GREENLINING INSTITUTE  
EMAIL ONLY  
EMAIL ONLY, CA 00000

HUNT CONSULTING  
EMAIL ONLY  
EMAIL ONLY, CA 00000  
FOR: COMMUNITY ENVIRONMENT COUNCIL

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

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

ELLEN PETRILL  
DIRECTOR, PUBLIC/PRIVATE PARTNERSHIPS  
ELECTRIC POWER RESEARCH INSTITUTE  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

ERIN GRIZARD  
THE DEWEY SQUARE GROUP  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

JON FORTUNE  
CALIFORNIA CENTER FOR SUSTAINABLE ENERGY  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

MARTIN HOMEC  
CALIFORNIANS FOR RENEWABLE ENERGY, INC.  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

MICHAEL O'KEEFE  
CAL. ENERGY EFFICIENCY INDUSTRY COUNCIL  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

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

SEPHRA A. NINOW  
CALIFORNIA CENTER FOR SUSTAINABLE ENERGY  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

SUE MARA  
RTO ADVISORS, LLC.  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

ASPECT LABS  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

ASPECT LABS  
EMAIL ONLY  
EMAIL ONLY, CA 00000-0000

JOHN QUEALY  
CANACCORD ADAMS  
99 HIGH STREET  
BOSTON, MA 02110

MARK SIGAL  
CANACCORD ADAMS  
99 HIGH STREET  
BOSTON, MA 02110

BARBARA R. ALEXANDER  
CONSUMER AFFAIRS CONSULTANT  
83 WEDGEWOOD DRIVE  
WINTHROP, ME 04364

CHRISTOPHER JOHNSON  
LG ELECTRONICS USA, INC.  
910 SYLVAN AVENUE  
ENGLEWOOD CLIFFS, NJ 07632

SHELLEY-ANN MAYE  
NORTH AMERICA POWER PARTNERS  
308 HARPER DRIVE, SUITE 320  
MOORESTOWN, NJ 08057

JULIEN DUMOULIN-SMITH  
ASSOCIATE ANALYST  
UBS INVESTMENT RESEARCH  
1285 AVENUE OF THE AMERICAS  
NEW YORK, NY 10019

KEVIN ANDERSON

MARIE PIENIAZEK

UBS INVESTMENT RESEARCH  
1285 AVENUE OF THE AMERICAS  
NEW YORK, NY 10019

1328 BOZENKILL ROAD  
DELANSON, NY 12053

WILLIAM CHEN, ESQ.  
CORPORATE COUNSEL  
ENERGY CURTAILMENT SPECIALISTS, INC.  
4455 GENESEE STREET, BLDG. 6  
NEW YORK, NY 14225

DAVID RUBIN  
TROUTMAN SANDERS, LLP  
401 9TH STREET, N.W.  
WASHINGTON, DC 20004  
FOR: GROUNDEDPOWER, INC.

JENNIFER SANFORD  
CISCO SYSTEMS, INC.  
1300 PENNSYLVANIA AVE., N.W., STE. 250  
WASHINGTON, DC 20004  
FOR: CISCO SYSTEMS, INC.

MARY BROWN  
CISCO SYSTEMS, INC.  
1300 PENNSYLVANIA AVE., N.W., STE. 250  
WASHINGTON, DC 20004  
FOR: CISCO SYSTEMS, INC.

JACKIE MCCARTHY  
CTIA - THE WIRELESS ASSOCIATION  
1400 16TH STREET, NW, SUITE 600  
WASHINGTON, DC 20036

JAY BIRNBAUM  
GENERAL COUNSEL  
CURRENT GROUP, LLC  
20420 CENTURY BLVD  
GEMANTOWN, MD 20874

MATT MCCAFFREE  
OPOWER  
1515 NORTH COURTHOUSE ROAD, SIXTH FLOOR  
ARLINGTON, VA 22201

PUJA DEVERAKONDA  
OPOWER  
1515 NORTH COURTHOUSE ROAD, SIXTH FLOOR  
ARLINGTON, VA 22201

ROBERT C. ROWE  
NORTH WESTERN ENERGY  
40 EAST BROADWAY  
BUTTE, MT 59701

MONICA MERINO  
COMMONWEALTH EDISON COMPANY  
440 S. LASALLE STREET, SUITE 3300  
CHICAGO, IL 60605

STEPHEN THIEL  
IBM  
1856 LANTANA LANE  
FRISCO, TX 75034

ANN JOHNSON  
VERIZON  
HQE02F61  
600 HIDDEN RIDGE  
IRVING, TX 75038

ED MAY  
ITRON INC.  
6501 WILDWOOD DRIVE  
MCKINNEY, TX 75070

RAYMOND GIFFORD  
WILKINSON, BARKER, KNAUER, LLP  
1515 ARAPAHOE STREET  
DENVER, CO 80202

JIM SUEUGA  
VALLEY ELECTRIC ASSOCIATION  
PO BOX 237  
PAHRUMP, NV 89041

PHIL JACKSON  
SYSTEM ENGINEER  
VALLEY ELECTRIC ASSOCIATION  
800 E. HWY 372, PO BOX 237  
PAHRUMP, NV 89041

LEILANI JOHNSON KOWAL  
LOS ANGELES DEPARTMENT OF WATER & POWER  
111 N. HOPE STREET  
LOS ANGELES, CA 90012

GREGORY HEALY  
SEMPRA UTILITIES  
555 WEST FIFTH STREET, 14TH FLR. -GT14D6  
LOS ANGELES, CA 90013

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

DAVID SCHNEIDER  
LUMESOURCE  
8419 LOYOLA BLVD  
LOS ANGELES, CA 90045

LILY M. MITCHELL  
HANNA AND MORTON LLP  
444 S. FLOWER STREET, SUITE 1500  
LOS ANGELES, CA 90071-2916

DAVID NEMTZOW  
NEMTZOW & ASSOCIATES  
1254 9TH STREET, NO. 6  
SANTA MONICA, CA 90401

CRAIG KUENNEN  
GLENDALE WATER AND POWER  
141 N. GLENDALE AVENUE, 4TH LEVEL  
GLENDALE, CA 91206

MARK S. MARTINEZ  
SOUTHERN CALIFORNIA EDISON  
6060 IRWINDALE AVE., SUITE J  
IRWINDALE, CA 91702

CASE ADMINISTRATION  
2244 WALNUT GROVE AVENUE  
ROSEMEAD, CA 91770

JANET COMBS  
SR. ATTORNEY  
SOUTHERN CALIFORNIA EDISON COMPANY  
2244 WALNUT GROVE AVENUE  
ROSEMEAD, CA 91770

MICHAEL A. BACKSTROM  
ATTORNEY AT LAW  
SOUTHERN CALIFORNIA EDISON COMPANY  
2244 WALNUT GROVE AVENUE  
ROSEMEAD, CA 91770

NGUYEN QUAN  
MGR - REGULATORY AFFAIRS  
GOLDEN STATE WATER COMPANY  
630 EAST FOOTHILL BOULEVARD  
SAN DIMAS, CA 91773

JEFF COX  
FUELCELL ENERGY INC.  
1557 MANDEVILLE PLACE  
ESCONDIDO, CA 92029

ESTHER NORTHRUP  
COX CALIFORNIA TELCOM  
350 10TH AVENUE, SUITE 600  
SAN DIEGO, CA 92101

KELLY M. FOLEY  
SAN DIEGO GAS & ELECTRIC COMPANY  
101 ASH STREET, HQ12  
SAN DIEGO, CA 92101-3017

MIKE SCOTT  
UTILITY CONSUMERS' ACTION NETWORK  
3100 5TH AVENUE, SUITE B  
SAN DIEGO, CA 92103

KIM KIENER  
504 CATALINA BLVD  
SAN DIEGO, CA 92106

DONALD J. SULLIVAN  
QUALCOMM INCORPORATED  
5775 MOREHOUSE DRIVE  
SAN DIEGO, CA 92121

HANNON RASOOL  
SAN DIEGO GAS & ELECTRIC COMPANY  
8330 CENTURY PARK CT.  
SAN DIEGO, CA 92123

TODD CAHILL  
SAN DIEGO GAS & ELECTRIC COMPANY  
8306 CENTURY PARK COURT, CP32D  
SAN DIEGO, CA 92123

CAROL MANSON

DESPINA NIEHAUS

SAN DIEGO GAS & ELECTRIC CO.  
8330 CENTURY PARK COURT CP32D  
SAN DIEGO, CA 92123-1530

SAN DIEGO GAS AND ELECTRIC COMPANY  
8330 CENTURY PARK COURT, CP32D  
SAN DIEGO, CA 92123-1530

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

JERRY MELCHER  
ENERNEX  
4623 TORREY CIRCLE, APT Q303  
SAN DIEGO, CA 92130

ERIC WRIGHT  
RATE ANALYST  
BEAR VALLEY ELECTRIC SERVICE  
42020 GARSTIN DR.  
BIG BEAR LAKE, CA 92315

TRACEY L. DRABANT  
ENERGY RESOURCE MANAGER  
BEAR VALLEY ELECTRIC SERVICE  
PO BOX 1547  
BIG BEAR LAKE, CA 92315

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

DAVID X. KOLK  
COMPLETE ENERGY SERVICES INC  
41422 MAGNOLIA STREET  
MURRIETA, CA 92562

EVELYN KAHL  
ALCANTAR & KAHL, LLP  
33 NEW MONTGOMERY STREET, SUITE 1850  
SAN FRANCISCO, CA 94015

RICK BOLAND  
E-RADIO USA, INC.  
1062 RAY AVENUE  
LOS ALTOS, CA 94022

JUAN OTERO  
ATTORNEY AT LAW  
TRILLIANT NETWORKS, INC.  
1100 ISLAND DRIVE  
REDWOOD CITY, CA 94065

SHARON TALBOTT  
CONTROL4  
800 W. CALIFORNIA AVE., STE. 200  
SUNNYVALE, CA 94086

FARAMARZ MAGHSOODLOU  
PRESIDENT  
MITRA POWER  
PO BOX 60549  
SUNNYVALE, CA 94088

RUDY REYES  
VERIZON  
711 VAN NESS AVENUE, SUITE 300  
SAN FRANCISCO, CA 94102  
FOR: VERIZON

AMANDA WALLACE  
10 MINT PLAZA NO. 4  
SAN FRANCISCO, CA 94103

NORMAN J. FURUTA  
FEDERAL EXECUTIVE AGENCIES  
1455 MARKET ST., SUITE 1744  
SAN FRANCISCO, CA 94103-1399

KRISTIN GRENFELL  
PROJECT ATTORNEY, CALIF. ENERGY PROGRAM  
NATURAL RESOURCES DEFENSE COUNCIL  
111 SUTTER STREET, 20TH FLOOR  
SAN FRANCISCO, CA 94104

NINA SUETAKE  
THE UTILITY REFORM NETWORK  
115 SANSOME STREET, SUITE 900  
SAN FRANCISCO, CA 94104

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

MICHAEL E. CARBOY  
SIGNAL HILL CAPITAL LLC  
343 SANSOME STREET, SUITE 425  
SAN FRANCISCO, CA 94104-5619

ANDREW MEIMAN  
 SENIOR PROGRAM MANAGER  
 NEWCOMB ANDERSON MCCORMICK  
 201 MISSION STREET, SUITE 2000  
 SAN FRANCISCO, CA 94105

CASE COORDINATION  
 PACIFIC GAS AND ELECTRIC COMPANY  
 PO BOX 770000; MC B9A, 77 BEALE STREET  
 SAN FRANCISCO, CA 94105

DAVID BAYLESS  
 PACIFIC GAS AND ELECTRIC COMPANY  
 77 BEALE STREET, MC B9A, ROOM 921  
 SAN FRANCISCO, CA 94105

DIONNE ADAMS  
 OPERATION REVENUE REQUIREMENTS DEPT  
 PACIFIC GAS AND ELECTRIC COMPANY  
 77 BEALE ST., MAIL CODE B9A  
 SAN FRANCISCO, CA 94105

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

KIMBERLY C. JONES  
 PACIFIC GAS AND ELECTRIC COMPANY  
 77 BEALE STREET, MC B9A, ROOM 904  
 SAN FRANCISCO, CA 94105

MICHAEL P. ALCANTAR  
 ATTORNEY AT LAW  
 ALCANTAR & KAHL, LLP  
 33 NEW MONTGOMERY STREET, SUITE 1850  
 SAN FRANCISCO, CA 94105

MICHELLE K. CHOO  
 AT&T CALIFORNIA  
 525 MARKET STREET, 20TH FLOOR, NO.2  
 SAN FRANCISCO, CA 94105

RICHARD H. COUNIHAN  
 SR. DIRECTOR CORPORATE DEVELOPMENT  
 ENERNOC, INC.  
 500 HOWARD ST., SUITE 400  
 SAN FRANCISCO, CA 94105

SEEMA SRINIVASAN  
 ALCANTAR & KAHL LLP  
 33 NEW MONTGOMERY STREET, SUITE 1850  
 SAN FRANCISCO, CA 94105

STEPHANIE E. HOLLAND  
 AT&T CALIFORNIA  
 525 MARKET STREET, SUITE 2026  
 SAN FRANCISCO, CA 94105

STEPHEN J. CALLAHAN  
 IBM  
 425 MARKET STREET  
 SAN FRANCISCO, CA 94105

TERRY FRY  
 SR. VP, ENERGY & CARBON MANAGEMENT  
 NEXANT INC  
 101 SECOND ST. 10TH FLR  
 SAN FRANCISCO, CA 94105

MARGARET L. TOBIAS  
 TOBIAS LAW OFFICE  
 460 PENNSYLVANIA AVE  
 SAN FRANCISCO, CA 94107

BENJAMIN J. KALLO  
 VP - CLEAN TECHNOLOGY RESEARCH  
 ROBERT W. BAIRD & CO.  
 101 CALIFORNIA ST., STE. 1350  
 SAN FRANCISCO, CA 94111

BRIAN T. CRAGG  
 GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY  
 505 SANSOME STREET, SUITE 900  
 SAN FRANCISCO, CA 94111  
 FOR: NORTH AMERICA POWER PARTNERS LLC

BRYCE DILLE  
 CLEAN TECHNOLOGY RESEARCH  
 JMP SECURITIES  
 600 MONTGOMERY ST. SUITE 1100  
 SAN FRANCISCO, CA 94111

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

JEFFREY SINSHEIMER  
COBLENTZ, PATCH, DUFFY & BASS, LLP  
ONE FERRY BUILDING, STE. 200  
SAN FRANCISCO, CA 94111

JOSHUA DAVIDSON  
DAVIS WRIGHT TREMAINE  
505 MONTGOMERY STREET, SUITE 800  
SAN FRANCISCO, CA 94111

NORENE LEW  
COBLEUTZ PATCH DUFFY & BASS, LLP  
ONE FERRY BUILDING, STE.200  
SAN FRANCISCO, CA 94111

SALLE E. YOO  
DAVIS WRIGHT TREMAINE LLP  
505 MONTGOMERY STREET, SUITE 800  
SAN FRANCISCO, CA 94111

STEVE HILTON  
STOEL RIVES LLP  
555 MONTGOMERY ST., SUITE 1288  
SAN FRANCISCO, CA 94111

DAVIS WRIGHT TREMAINE LLP  
505 MONTGOMERY STREET, 8TH FLOOR  
SAN FRANCISCO, CA 94111

SUZANNE TOLLER  
DAVIS WRIGHT TREMAINE LLP  
505 MONTGOMERY STREET, SUITE 800  
SAN FRANCISCO, CA 94111-3611

DAVID L. HUARD  
MANATT, PHELPS & PHILLIPS, LLP  
ONE EMBARCADERO CTR, 30TH FL.  
SAN FRANCISCO, CA 94111-3736  
FOR: THE TECHNOLOGY NETWORK

DIANE I. FELLMAN  
NRG WEST  
73 DOWNEY STREET  
SAN FRANCISCO, CA 94117

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

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

PAUL PRUDHOMME  
OPERATIONS REVENUE REQUIREMENTS  
PACIFIC GAS AND ELECTRIC COMPANY  
77 BEALE ST., MC B10B., ROOM 1001  
SAN FRANCISCO, CA 94120

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

ANGELA CHUANG  
ELECTRIC POWER RESEARCH INSTITUTE  
PO BOX 10412  
PALO ALTO, CA 94303

CARYN LAI  
BINGHAM MCCUTCHEN, LLP  
1900 UNIVERSITY AVENUE  
EAST PALO ALTO, CA 94303

MEGAN KUIZE  
DEWEY & LBOUF  
1950 UNIVERSITY CIRCLE, SUITE 500  
EAST PALO ALTO, CA 94303

ALI IPAKCHI  
VP SMART GRID AND GREEN POWER  
OPEN ACCESS TECHNOLOGY, INC  
1875 SOUTH GRANT, SUITE 910  
SAN MATEO, CA 94402

CHRIS KING  
PRESIDENT  
EMETER CORPORATION  
2215 BRIDGEPOINTE PARKWAY, SUITE 300  
SAN MATEO, CA 94404

JOHN DUTCHER  
VP - REGULATORY AFFAIRS  
MOUNTAIN UTILITIES  
3210 CORTE VALENCIA

JOHN GUTIERREZ  
DIRECTOR OF GOVERNMENT AFFAIRS  
COMCAST  
3055 COMCAST PLACE

FAIRFIELD, CA 94534-7875

LIVERMORE, CA 94551

MIKE AHMADI  
GRANITEKEY, LLC  
1295 HEATHER LANE  
LIVERMORE, CA 94551

UZMA ALMAKKY  
CENTER FOR RESEARCH IN VOCATIONAL ED  
34515 HURST AVE  
FREMONT, CA 94555-3124

SEAN P. BEATTY  
SR. MGR. EXTERNAL & REGULATORY AFFAIRS  
MIRANT CALIFORNIA, LLC  
696 WEST 10TH ST., PO BOX 192  
PITTSBURG, CA 94565

THOMAS W. LEWIS  
116 GALISTEO CT.  
SAN RAMON, CA 94583

DOUG GARRETT  
COX CALIFORNIA TELCOM LLC  
2200 POWELL STREET, SUITE 1035  
EMERYVILLE, CA 94608

BOB STUART  
BRIGHT SOURCE ENERGY, INC.  
1999 HARRISON STREET, SUITE 2150  
OAKLAND, CA 94612

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

VALERIE RICHARDSON  
KEMA, INC.  
155 GARND AVE., STE. 500  
OAKLAND, CA 94612-3747

DOCKET COORDINATOR  
5727 KEITH ST.  
OAKLAND, CA 94618

DAVID MARCUS  
PO BOX 1287  
BERKELEY, CA 94701

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

SAMUEL S. KANG  
THE GREENLINING INSTITUTE  
1918 UNIVERSITY AVENUE, SECOND FLOOR  
BERKELEY, CA 94704

STEVE KROMER  
SKEE  
3110 COLLEGE AVENUE, APT 12  
BERKELEY, CA 94705

JENNIFER URBAN  
SAMUELSON LAW, TECH & PUBLIC POLICY  
UNIVERSITY OF CALIF, BERKELEY LAW SCHOOL  
396 SIMON HALL  
BERKELEY, CA 94720-7200

KINGSTON COLE  
KINGSTON COLE & ASSOCIATES  
1537 FOURTH STREET, SUITE 169  
SAN RAFAEL, CA 94901

PHILLIP MULLER  
SCD ENERGY SOLUTIONS  
436 NOVA ALBION WAY  
SAN RAFAEL, CA 94903

JANET PETERSON  
OUR HOME SPACES  
20 PIMENTEL COURT, B8  
NOVATO, CA 94949

JOSEPH WEISS  
APPLIED CONTROL SOLUTIONS, LLC  
10029 OAKLEAD PLACE  
CUPERTINO, CA 95014

MICHAEL E. BOYD  
PRESIDENT  
CALIFORNIANS FOR RENEWABLE ENERGY, INC.

BARRY F. MCCARTHY  
MCCARTHY & BERLIN, LLP  
100 W. SAN FERNANDO ST., SUITE 501

5439 SOQUEL DRIVE  
SOQUEL, CA 95073

SAN JOSE, CA 95113

C. SUSIE BERLIN  
MCCARTHY & BERLIN LLP  
100 W. SAN FERNANDO ST., SUITE 501  
SAN JOSE, CA 95113

MARY TUCKER  
CITY OF SAN JOSE  
200 EAST SANTA CLARA ST., 10TH FLOOR  
SAN JOSE, CA 95113-1905

TOM KIMBALL  
MODESTO IRRIGATION DISTRICT  
PO BOX 4069  
MODESTO, CA 95352

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

DAVID KATES  
DAVID MARK & COMPANY  
3510 UNOCAL PLACE, SUITE 200  
SANTA ROSA, CA 95403

BARBARA R. BARKOVICH  
BARKOVICH & YAP, INC.  
44810 ROSEWOOD TERRACE  
MENDOCINO, CA 95460

GAYATRI SCHILBERG  
JBS ENERGY SERVICES  
311 D STREET, SUITE A  
W. SACRAMENTO, CA 95605

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

E-RECIPIENT  
CALIFORNIA ISO  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630

ANTHONY IVANCOVICH  
CALIFORNIA INDEPENDENT SYSTEM OPERATOR  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630

HEATHER SANDERS  
CALIFORNIA ISO  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630

JOHN GOODIN  
CALIFORNIA ISO  
151 BLUE RAVINE RD.  
FOLSOM, CA 95630

WAYNE AMER  
PRESIDENT  
MOUNTAIN UTILITIES (906)  
PO BOX 205  
KIRKWOOD, CA 95646

CAROLYN KEHREIN  
ENERGY MANAGEMENT SERVICES  
2602 CELEBRATION WAY  
WOODLAND, CA 95776

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

BRIAN THEAKER  
DIR., REGULATORY RELATIONS  
DYNEGY, INC.  
980 9TH STREET, SUITE 2130  
SACRAMENTO, CA 95814

DANIELLE OSBORN-MILLS  
REGULATORY AFFAIRS COORDINATOR  
CEERT  
1100 11TH STREET, SUITE 311  
SACRAMENTO, CA 95814

DAVID L. MODISETTE  
EXECUTIVE DIRECTOR  
CALIFORNIA ELECTRIC TRANSP. COALITION  
1015 K STREET, SUITE 200  
SACRAMENTO, CA 95814

JAMES FINE  
ECONOMIST  
ENVIRONMENTAL DEFENSE FUND  
1107 9TH STREET, SUITE 540  
SACRAMENTO, CA 95814

JAN MCFARLAND  
CAEATFA  
915 CAPITOL MALL, RM. 468  
SACRAMENTO, CA 95814

JOHN SHEARS  
CEERT  
1100 11TH STREET, SUITE 311  
SACRAMENTO, CA 95814  
FOR: THE CENTER FOR ENERGY EFFICIENCY  
AND RENEWABLE TECHNOLOGIES

KELLIE SMITH  
SENATE ENERGY/UTILITIES & COMMUNICATION  
STATE CAPITOL, ROOM 2195  
SACRAMENTO, CA 95814

LINDA KELLY  
ELECTRICITY ANALYSIS OFFICE  
CALIFORNIA ENERGY COMMISSION  
1516 9TH STREET, MS 20  
SACRAMENTO, CA 95814

RICHELLE ORLANDO  
CA CABLE & TELECOMMUNICATIONS ASSOC  
1001 K STREET, 2ND FLOOR  
SACRAMENTO, CA 95814

STEVEN A. LIPMAN  
STEVEN LIPMAN CONSULTING  
500 N. STREET 1108  
SACRAMENTO, CA 95814

PRAMOD P. KULKARNI  
CALIFORNIA ENERGY COMMISSION  
1516 9TH STREET, MS 20  
SACRAMENTO, CA 95814-5512

ANDREW B. BROWN  
ATTORNEY AT LAW  
ELLISON SCHNEIDER & HARRIS, LLP (1359)  
2600 CAPITAL AVENUE, SUITE 400  
SACRAMENTO, CA 95816-5905  
FOR: CONSTELLATION COMMODITY GROUP &  
CONSTELLATION NEW ENERGY INC./ SIERRA  
PACIFIC

BRIAN S. BIERING  
ELLISON SCHNEIDER & HARRIS, LLP  
2600 CAPITOL AVENUE, SUITE 400  
SACRAMENTO, CA 95816-5905

GREGGORY L. WHEATLAND  
ELLISON SCHNEIDER & HARRIS L.L.P.  
2600 CAPITOL AVENUE, SUITE 400  
SACRAMENTO, CA 95816-5905  
FOR: SIERRA PACIFIC POWER CORP.

LYNN HAUG  
ELLISON, SCHNEIDER & HARRIS L.L.P.  
2600 CAPITAL AVENUE, SUITE 400  
SACRAMENTO, CA 95816-5931

JIM PARKS  
SACRAMENTO MUNICIPAL UTILITY DIST.  
6301 S STREET, A204  
SACRAMENTO, CA 95817-1899

LOURDES JIMENEZ-PRICE  
OFFICE OF THE GENERAL COUNSEL  
SACRAMENTO MUNICIPAL UTILITY DISTRICT  
6201 S STREET, MS B406  
SACRAMENTO, CA 95817-1899

VICKY ZAVATTERO  
SACRAMENTO MUNICIPAL UTILITY DISTRICT  
6301 S STREET, MS A204  
SACRAMENTO, CA 95817-1899

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

DAN MOOY  
VENTYX  
2379 OATEWAY OAKS DRIVE  
SACRAMENTO, CA 95833

KAREN NORENE MILLS  
ATTORNEY AT LAW  
CALIFORNIA FARM BUREAU FEDERATION  
2300 RIVER PLAZA DRIVE

SACRAMENTO, CA 95833

ROGER LEVY  
 LEVY ASSOCIATES  
 2805 HUNTINGTON ROAD  
 SACRAMENTO, CA 95864

JESSICA NELSON  
 ENERGY SERVICES MANAGER  
 PLUMAS SIERRA RURAL ELECTRIC COOP.  
 73233 STATE RT 70  
 PORTOLA, CA 96122-7069

JACK ELLIS  
 RESERO CONSULTING  
 1425 ALPINE WAY, PO BOX 6600  
 TAHOE CITY, CA 96145

MICHAEL JUNG  
 POLICY DIRECTOR  
 SILVER SPRING NETWORKS  
 555 BROADWAY STREET  
 REDWOOD CITY, CA 97063

ANNIE STANGE  
 ALCANTAR & KAHL LLP  
 1300 SW FIFTH AVE., SUITE 1750  
 PORTLAND, OR 97201

MIKE CADE  
 ALCANTAR & KAHL, LLP  
 1300 SE 5TH AVE., 1750  
 PORTLAND, OR 97201

BENJAMIN SCHUMAN  
 PACIFIC CREST SECURITIES  
 111 SW 5TH AVE, 42ND FLR  
 PORTLAND, OR 97204

SHARON K. NOELL  
 PORTLAND GENERAL ELECTRIC COMPANY  
 121 SW SALMONT ST.  
 PORTLAND, OR 97204

## State Service

---

TED HOWARD  
 CALIFORNIA PUBLIC UTILITIES COMMISSION  
 EMAIL ONLY  
 EMAIL ONLY, CA 00000

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

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

ANDREW CAMPBELL  
 CALIF PUBLIC UTILITIES COMMISSION  
 EXECUTIVE DIVISION  
 ROOM 5203  
 505 VAN NESS AVENUE  
 SAN FRANCISCO, CA 94102-3214

ANTHONY MAZY  
 CALIF PUBLIC UTILITIES COMMISSION  
 ELECTRICITY PLANNING & POLICY BRANCH  
 ROOM 4209  
 505 VAN NESS AVENUE  
 SAN FRANCISCO, CA 94102-3214

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

DAMON A. FRANZ  
 CALIF PUBLIC UTILITIES COMMISSION  
 ENERGY DIVISION  
 AREA 4-A  
 505 VAN NESS AVENUE

DAVID PECK  
 CALIF PUBLIC UTILITIES COMMISSION  
 ELECTRICITY PLANNING & POLICY BRANCH  
 ROOM 4103  
 505 VAN NESS AVENUE

SAN FRANCISCO, CA 94102-3214

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

JAKE WISE  
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

LANA TRAN  
CALIF PUBLIC UTILITIES COMMISSION  
ELECTRIC GENERATION PERFORMANCE BRANCH  
AREA 2-D  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

LAURENCE CHASET  
CALIF PUBLIC UTILITIES COMMISSION  
LEGAL DIVISION  
ROOM 5131  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

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

MICHAEL B. PIERCE  
CALIF PUBLIC UTILITIES COMMISSION  
POLICY ANALYSIS BRANCH  
AREA 3-F  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

REBECCA TSAI-WEI LEE  
CALIF PUBLIC UTILITIES COMMISSION

SAN FRANCISCO, CA 94102-3214

GRETCHEN T. DUMAS  
CALIF PUBLIC UTILITIES COMMISSION  
LEGAL DIVISION  
ROOM 4300  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

JOYCE DE ROSSETT  
CALIF PUBLIC UTILITIES COMMISSION  
UTILITY AUDIT, FINANCE & COMPLIANCE BRAN  
AREA 3-C  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

KARIN M. HIETA  
CALIF PUBLIC UTILITIES COMMISSION  
ENERGY PRICING AND CUSTOMER PROGRAMS BRA  
ROOM 4102  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214  
FOR: DRA

LAUREN SAINÉ  
CALIF PUBLIC UTILITIES COMMISSION  
POLICY ANALYSIS BRANCH  
AREA 3-D  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

MARZIA ZAFAR  
CALIF PUBLIC UTILITIES COMMISSION  
PUBLIC ADVISOR OFFICE  
ROOM 2-B  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

MAX GOMBERG  
CALIF PUBLIC UTILITIES COMMISSION  
WATER BRANCH  
ROOM 4208  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

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

RISA HERNANDEZ  
CALIF PUBLIC UTILITIES COMMISSION

ENERGY DIVISION  
AREA 4-A  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214  
FOR: DRA

COMMUNICATIONS POLICY BRANCH  
ROOM 4209  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

SARAH R. THOMAS  
CALIF PUBLIC UTILITIES COMMISSION  
LEGAL DIVISION  
ROOM 5033  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214  
FOR: DRA

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

TIMOTHY J. SULLIVAN  
CALIF PUBLIC UTILITIES COMMISSION  
DIVISION OF ADMINISTRATIVE LAW JUDGES  
ROOM 2106  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

VALERIE BECK  
CALIF PUBLIC UTILITIES COMMISSION  
ELECTRIC GENERATION PERFORMANCE BRANCH  
AREA 2-D  
505 VAN NESS AVENUE  
SAN FRANCISCO, CA 94102-3214

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

BRYAN LEE  
CALIFORNIA ENERGY COMMISSION  
1516 NINTH STREET - MS 43  
SACRAMENTO, CA 95678

ALLEN BENITEZ  
CALIF PUBLIC UTILITIES COMMISSION  
CONSUMER PROTECTION AND SAFETY DIVISION  
180 Promenade Circle, Suite 115  
Sacramento, CA 95834

---

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