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

Application of Pacific Gas and Electric Company  
for Authority to Increase Electric Rates and  
Charges to Recover Smart Grid Costs Relating to  
American Recovery and Reinvestment Act of  
2009.

U 39 E

A.09-09-018  
(Filed September 29, 2009)

Application of Pacific Gas and Electric Company  
for Authority to Increase Electric Rates and  
Charges to Recover Smart Grid Costs Relating to  
Compressed Air Energy Storage Demonstration  
Project Under American Recovery and  
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**PACIFIC GAS AND ELECTRIC COMPANY'S  
REPLY TO PROTESTS**

CHRISTOPHER J. WARNER

Pacific Gas and Electric Company  
77 Beale Street  
San Francisco, CA 94105  
Telephone: (415) 973-6695  
Facsimile: (415) 972-5220  
E-Mail: CJW5@pge.com

Attorney for  
PACIFIC GAS AND ELECTRIC COMPANY

Dated: October 23, 2009

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**PACIFIC GAS AND ELECTRIC COMPANY'S  
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**I. INTRODUCTION**

Pacific Gas and Electric Company ("PG&E") hereby provides its reply to protests filed by the Division of Ratepayer Advocates ("DRA"), The Utility Reform Network ("TURN") and Consumer Federation of California on its two Smart Grid applications in this proceeding.

**II. RESPONSE TO DRA PROTESTS**

**A. Customer Energy Management Application (A.09-09-018)**

DRA's protest on the Customer Energy Management application focused on whether the ratepayer funds requested in the application would duplicate ratepayer funding already provided or requested for other PG&E programs, such as the SmartMeter™ program, Demand Response programs, Customer Energy Efficiency programs, and the Cornerstone Improvement

program. The following are PG&E's responses to each of these issues raised by DRA:

**1. DRA claims that the project proposal is duplicative of PG&E's previous requests for Advanced Metering Infrastructure (AMI) funding; and may be an inappropriate use of AMI technology assessment funds**

*PG&E Response:* The Customer Energy Management project proposal is not duplicative of funds approved in either the original AMI decision (D.06-07-027) or the SmartMeter™ Program Upgrade decision (D.09-03-026). Specifically, the original AMI decision provided funding for communication between PG&E and the customer meter to communicate meter data for the primary purpose of reading the meter remotely. The relevant part of the Upgrade funding establishes communication between PG&E's network management systems and the HAN gateway devices located within the meter for the primary purpose of providing among other things, near-real-time consumption data to a consumer-receiving device (i.e. in-home<sup>1</sup> display) within the customer premise. The Upgrade decision did not provide funding for the receiving device within the premise. The ARRA project proposal would provide these receiving devices to certain residential and small and medium business customers to receive near-real time energy consumption data from the meter. Neither of PG&E's previous requests for AMI funding included the cost of the in-premise devices.

The Customer Energy Management project is not in conflict with how D.09-03-026 dealt with PG&E's prior HAN funding request. That decision did not explicitly deny additional funding for HAN-related activities. The Commission did deny funding for PG&E's specific proposal to spend \$5 million for devices that would enable home computers to function as IHDs (D.09-03-026, p. 86). However the project in this application is far different from that

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<sup>1</sup> The terms "in-home" and "in-premise" are used generically herein to refer to both homes and businesses.

proposed in the SmartMeter™ Program Upgrade decision. Furthermore, in the Commission’s discussion of PG&E’s proposed Technology Assessment costs in that decision (page 79 et seq.), the Commission acknowledged that there may be areas where additional funding may be necessary, and explicitly urged PG&E to seek matching funds such as being done through the DOE application (page 86).

The Customer Energy Management project proposal does not request funds to establish the communications to the meter, nor does it request funds to establish communications from the meter into the customer premises. These functions are funded by the AMI /Upgrade decisions. Using the \$12.4 million in technology assessment funds for exploring the usability, reliability and interoperability of these HAN devices in customer premises is consistent with what the Commission envisioned when it approved the technology assessment funds in the Upgrade decision.

**2. DRA claims that the Project may be duplicative of, and should be coordinated with PG&E’s demand response activities, including its SmartAC, Demand Response Emerging Technologies, and Automated Demand Response Programs**

*PG&E Response:* PG&E’s AMI/HAN development team is coordinating closely with the Demand Response and Customer Energy Efficiency departments to explore ways to use the functionality enabled by the HAN technology. PG&E agrees that these customer-facing programs can and in the future will be able to use the HAN functionality to advance their efforts. This ARRA project is in part intended to understand how that may occur.

The request for devices in the ARRA project funding request is incremental to any funds requested in other programs. In particular, the ARRA project proposal contemplates placing 75,000 HAN-enabled devices in customer premises for the purpose of exploring device

usability, reliability and interoperability and are not tied to any DR or CEE program. The results of this deployment will provide critical feedback to inform the future design of the DR and CEE programs.

This application does not duplicate activities in PG&E's SmartAC, Demand Response Emerging Technologies, and Automated Demand Response Programs. More specifically, PG&E's SmartAC program is deploying direct load control programmable communicating thermostats (PCTs) and switches to support a very specific demand response program. The deployment of notification devices proposed in the DOE application will be distributed to a separate population of customers, and is intended to provide these customers with information to make informed energy management decisions. These notification devices may provide information only or they may provide the option for customers to automate their responses to consumption or pricing signals.

Further, PG&E's Demand Response and Technology Incentive programs are focused on large customers with a load greater than 200 KW, whereas the deployment of devices proposed in the ARRA application targets PG&E's small and medium business and residential customers.

Also, PG&E's Emerging Technology (ET) program works with vendors to develop new technologies and it focuses on small scale testing of emerging technology. ET does not focus on large scale deployment programs to provide devices to customers.

Finally, to the extent that any of the funds for the project are funded by the DOE grant award, they are by definition excluded from the funding requested in this application.

**3. DRA claims that the project proposal may be duplicative of, and should be coordinated with, PG&E's energy efficiency activities.**

*PG&E Response:* As mentioned above, PG&E's AMI/HAN development team is coordinating closely with the Customer Energy Efficiency department to explore ways to use the functionality enabled by the HAN technology. PG&E agrees that these customer-facing programs can and in the future will be able to use the HAN functionality to advance their efforts. This ARRA project is in part intended to understand how that may occur.

**4. DRA questions whether the costs related to distribution system voltage monitoring and automation are duplicative of funds requested in PG&E A.08-05-023 for grid monitoring and distribution automation.**

*PG&E Response:* No. Cornerstone and the DOE ARRA filings are different and complementary. The Cornerstone filing intends to significantly improve reliability whereas the ARRA project intends "to integrate renewable energy resources into PG&E's resource mix." (Page 2 of the ARRA project filing.) As stated on page 2 of the ARRA project filing, "Additionally, distribution feeder upgrades will assist in optimizing feeder voltage and losses as well as provide for data acquisition and analysis of distributed resource impacts and integration. An example is the installation of 'volt var' capabilities by controlling and optimizing associated voltage and reactive power equipment." Specifically, the costs requested in the ARRA filing for distribution system voltage monitoring, volt var automation and data acquisition are not duplicative of the funds requested in A08-05-023 (Cornerstone). Please see in A08-05-023, page 4-16 line 4 through page 4-17 line 17 of PG&E's updated testimony filed in March 2009 where PG&E specifically states that volt var automation is not included. Further, PG&E did not request funds for data acquisition in the Cornerstone filing.

**5. DRA questions whether the dynamic pricing-related IT costs requested in this application are duplicative of PG&E's A.09-02-022 for IT expenditures for dynamic pricing implementation.**

*PG&E Response:* No. Neither the dynamic pricing application nor the AMI applications requested funding to support the IT expenditures required to operationalize dynamic pricing capability with the HAN devices being proposed to be deployed in the ARRA project.

**B. Compressed Air Energy Storage Application (A.09-09-019)**

DRA's protest on the Compressed Air Energy Storage application took the form of specific questions that DRA requests that PG&E address relating to cost effectiveness, funding sources, Phase 1 issues, and Phase 2 and 3 issues. Per a phone call between PG&E staff and DRA staff, PG&E provides the following responses to DRA's questions, and stipulates to the admission of these responses into the record of the proceeding. DRA's questions, and PG&E's responses are broken down below by the above-mentioned categories.

**Cost Effectiveness**

**1. DRA asks whether PG&E shareholders will benefit from the project without bearing any of the costs.**

*PG&E Response:* PG&E shareholders will only receive benefits from the project if PG&E is the most competitive bidder in a subsequent Request for Offers, in keeping with California's hybrid electric market. If PG&E is the most competitive bidder, any project built by PG&E would be a cost-of-service project. If not for separate Phase I funding, all such Phase I costs would be part of the project's cost-of-service rates. Phase I costs borne by the DOE would result in a lower overall charge to ratepayers than would exist in the absence of DOE funds.

**2. DRA asks whether PG&E's inclusion of 15% overhead for contingencies in the costs is excessive and should be disallowed for recovery.**

*PG&E Response:* No. Contingency costs are common in major capital projects that do not have 100% certainty in cost estimates. They are not overhead costs and they are not intended to be spent unless costs exceed estimates. If they must be spent, it will be because of the inability to predict with 100% accuracy the cost of every element of a demonstration project.

**3. DRA asks whether PG&E is unnecessarily duplicating efforts, and costs, by the California Energy Commission (CEC), Electric Power Research Institute (EPRI), and National Energy Renewable Laboratories (NREL).**

*PG&E Response:* No. PG&E's proposal follows up on the work done by EPRI for the CEC. It is an extension of that effort, not a duplication. NREL has no Compressed Air Energy Storage (CAES) work underway.

**4. DRA asks whether PG&E has conducted sufficient research and studies to properly assess the costs and benefits of the CAES project before filing this application.**

*PG&E Response:* Yes. PG&E has researched CAES many times over the years, from initial studies in the early 1990s to more recent work that began in early 2008. EPRI has performed extensive studies of the value of CAES, both independently and as part of client studies. The CAISO has performed extensive research on the need for energy storage to meet California's renewable energy and greenhouse gas goals. CAES is one of the most cost-effective forms of energy storage and the CAISO has endorsed PG&E's project. It is the right technology, in the right place, at the right time. The biggest uncertainty in the cost/benefit analysis for PG&E's CAES project is the total cost to develop the underground storage field. Phase 1 of the project will fund the additional analysis needed to more accurately estimate the

costs of the storage field. If the additional analysis determines that the field is not economic, there are off-ramps to shorten Phase 2 and cancel Phase 3. This type of analysis will be made possible by the DOE funding. If the Phase 1 analysis indicates the project lacks feasibility, any surplus Phase 1 funding would be returned to DOE and to ratepayers.

**5. DRA asks whether PG&E has conducted a cost benefit analysis to assess how long it will take to realize the benefits of the CAES and fully recover the costs.**

*PG&E Response:* Yes. PG&E has conducted a cost/benefit analysis based on reasonable estimates of the cost of the CAES project and of the benefits of storage. CAES compares very well with the alternatives for renewables integration, i.e., natural gas-fueled combustion turbines. Per kW costs are similar to CTs, but natural gas requirements are only about 35% of CTs due to the use of off-peak electricity, which also allows an energy timeshift not possible with CTs.

**Funding Sources**

**1. DRA asks why PG&E's ratepayers should supply all of the matching funds for this project, when the resulting knowledge and expertise will be shared by all partners, including other California investor-owned utilities (IOUs).**

*PG&E Response:* Monetary involvement of third parties other than DOE or CEC, which were approached by PG&E for the purpose of match funding, would have resulted in additional claims on the knowledge accumulated during the project and potentially denying PG&E's customers from benefiting from the facility's operation and the avoided cost of replicating the research in similar future projects. The technology transfer required of the DOE application is the best way to deal with emerging technologies. The greater good is served by multiplying the funds available within California with federal funds. California will benefit

overall by being able to integrate more renewable energy. Sole DOE project funding can create disproportionate benefits, too. DOE-funded advancements in solar energy have created more benefits for California than for most other states. To the extent any additional funding sources are identified, such as the California Energy Commission, the revenue requirement from PG&E's customers would be reduced.

**2. DRA asks whether PG&E has adequately investigated other sources of funding for this project.**

*PG&E Response:* Yes. PG&E investigated and applied to all available funding sources, including the CEC PIER Program funding and CEC ARRA match funding.

**Phase 1 issues**

**1. DRA claims that PG&E does not explain why a 100 MW gas turbine is necessary for this project and states that, for a total size of 300 MW project, a 100 MW gas turbine may be excessive.**

*PG&E Response:* The size of the gas turbine is based on the reheating requirements of the air being expanded as it is released from underground storage. The amount of recoverable heat in the combustion turbine exhaust gas and the amount of heat needed by the expanding air determine the relative size of the combustion and expansion turbines. The calculations that resulted in selection of a 100 MW combustion turbine and a 200 MW expansion turbine were performed by Dr. Robert Schainker of EPRI. Dr. Schainker has more than 20 years of experience with CAES.

**2. DRA asks what, if any, criteria were used to determine the budget and funding term.**

*PG&E Response:* The budget was determined with substantial support from Dr.

Schinker based on his more than 20 years of experience with similar designs and actual projects. The numbers derived by Dr. Schinker were verified by comparing to bids received by PG&E for similar equipment. The funding term was determined based on time requirements for individual components of the project, accelerated where feasible and necessary to meet DOE targets.

**3. DRA asks to what degree, and how, is PG&E's plant design an improvement over Alabama's CAES system design.**

*PG&E Response:* The second generation CAES design is an improvement over the Alabama design in two major ways. First, the new design uses off-the-shelf equipment, such as the combustion turbine with heat recovery, to replace custom-made parts, such as the reheat burner on the Alabama design. As a result, the costs are reduced over what they would have otherwise been. Second, using the combustion turbine with heat recovery to replace the single-purpose burner also provides an efficiency advantage, much like a combined heat and power application or a combined cycle power plant.

**4. DRA asks whether PG&E can draw on Alabama's expertise to reduce the costs and timetable of research and development and construction?**

*PG&E Response:* Yes. PG&E has drawn on expertise from Alabama to reduce costs and shorten the timetable for development and construction. Two of PG&E's identified partners, EPRI and Energy Storage and Power ("ES&P"), have ties to the Alabama plant. Dr. Robert Schinker, Senior Technical Executive at EPRI, will serve as the Senior Technical Advisor to PG&E for the CAES project. Dr. Schinker was a key contributor in designing and building the CAES plant in Alabama. Dr. Michael Nakhamkin, Chief Technology Officer at ES&P, developed and optimized the original design concept and thermodynamic parameters for

the Alabama CAES plant while under contract to EPRI. He also assisted in developing and performing the warranty verification process, and installing and performing long term performance monitoring on the Alabama plant.

**5. DRA asks whether PG&E has any plans in place to address potential erosion in the gas turbine from possible increased salinity in the compressed air by means of storage in a saline porous rock formation.**

*PG&E Response:* Salinity of the air is not expected to be an issue with the CAES project due to nature of the underground air cushion. As with natural gas storage, a cushion of working gas/air will be built up underground before the air is cycled. The amount of air that will be stored underground will be roughly ten times the amount that would cycle every day. With only the upper-most 10% of the cushion gas cycling, there is almost no potential for saline air to come in contact with the above-ground hardware.

### **Phase 2 and 3 Issues**

**1. DRA requests clarification that PG&E's request for Phase 2 and 3 funding will not qualify for the expedited review process set forth in D.09-09-029.**

*PG&E Response:* PG&E agrees that the schedule for CPUC review of Phase 2 and 3 funding will be subject to determination based on those filings at that time, including whether the filings request a CPCN or environmental review, or are based on a power purchase agreement.

**2. DRA states that the Commission should direct PG&E to submit a detailed report on the success of Phase 1, and the Commission should thoroughly review the costs and benefits of Phases 2 and 3.**

*PG&E Response:* PG&E will be required to provide detailed reports on the costs and

benefits of the project to DOE, and will provide copies of such reports to the Commission.

**3. DRA states that any money left over from Phase 1 should be tracked and used in Phases 2 and 3, if approved.**

*PG&E Response:* PG&E will apply all funds available from DOE and match those with funds from the CEC and the CPUC, to the extent allowed by the funding agencies.

**4. DRA questions whether PG&E can adequately determine the cost profile for Phases 2 and 3, and whether the plant design and final engineering designs will not be completed until the end of Phase 1.**

*PG&E Response:* Prior to the completion of Phase 1, the cost profile which was provided in the application is the most accurate forecast PG&E and its partners can reasonably anticipate. If Phase 1 study concludes that the cost of phase 2 or Phase 3 is higher than that currently anticipated, the CPUC shall have the opportunity to deny Phase 2 or Phase 3 funding. This is one of the main purposes of Phase 1 – to provide the best estimate possible for the cost of construction and operation of the CAES plant. Phase 1 work shall remove much of the risk and uncertainty which surrounds any project with new technology.

### **III. RESPONSE TO TURN PROTEST**

#### **A. Customer Energy Management Application (A.09-09-018)**

TURN's protest raised similar issues as DRA regarding potential duplicate or inappropriate funding based on prior or pending Commission decisions. In addition, TURN challenged the appropriateness of ratepayers generally, as opposed to individual customers, paying the full cost of in-premise display devices to be used for the Customer Energy Management project. PG&E addresses each of TURN's issues below:

**1. TURN recommends that the Commission deny the request for ratepayer funding to completely cover the cost of 75,000 in-premise display devices (IHDs). TURN**

**argues that the request inappropriately subsidizes the private market and is a poor method of motivating the use of private in-premise displays. TURN states that, at most, PG&E should provide a subsidy for IPDs in the same manner as it provides a rebate for energy efficient products.**

*PG&E Response:* Full coverage of the cost of IPDs for this project is critical at this point in time, given the very early stage of the market. Broader market participants will not provide these devices at this early development stage without some form of incentive. With very few IPDs available in the market, the value proposition is not yet widely understood by even a small percentage of customers. Customers still face the inherent risks/challenges of adopting an emerging technology, and the cost of these devices are still relatively high.

PG&E is actively seeking to address the above issues through the deployment of the proposed 75,000 IPDs. In addition to identifying and resolving the technical issues associated with deploying IPDs at scale (e.g., radio interference in various building profiles), PG&E also seeks to understand what aspects of the IPD have the greatest impact on energy management across a wide range of customer classes. In order to obtain these insights (which will inform future programs and policy decisions), IPDs of various configurations / price-points will need to be distributed to customers.

For these reasons, PG&E strongly believes that full coverage of the costs of this initial deployment is needed to meet this objective and achieve the benefits and knowledge from the project that will be shared for the benefit of all customers.

**2. TURN states that the request to fully fund certain HAN demonstration and testing activities violates the Commission's explicit direction D.09-03-026, the SmartMeter™ Upgrade decision, which rejected additional funding for these activities.**

*PG&E Response:* TURN is incorrect. As discussed above in response to a similar question from DRA, the SmartMeter™ Program Upgrade decision did not explicitly deny additional funding for HAN-related activities. TURN is likely referring to the Commission’s specific denial of funding for PG&E’s proposal to spend \$5 million for devices that would enable home computers to function as IHDs (D.09-03-026, p. 86). However the current project is far different from that proposed in the SmartMeter™ Program Upgrade. Furthermore, in the Commission’s discussion of PG&E’s proposed Technology Assessment costs in that decision (page 79 et seq.), the Commission acknowledged that there may be areas where additional funding may be necessary, and explicitly urged PG&E to seek matching funds such as being done through the DOE application (page 86).

**B. Compressed Air Energy Storage Application (A.09-09-019)**

**TURN does not protest the Compressed Air Energy Storage application, but requests that the Commission ensure that any positive benefits from the project flow to ratepayers, particularly if a private party develops the project for resale of power to PG&E.**

*PG&E Response:* PG&E fully intends that any positive benefits from the project accrue for the direct or indirect benefit of its customers, and will be negotiating provisions in its DOE award agreement and any contracts with third-parties to ensure that this goal is achieved. Moreover, the DOE funding will reduce the overall cost of the project, which will be reflected in the cost of power from the completed project either through reduced rate base or reduced competitive energy costs.

**IV. RESPONSE TO CONSUMER FEDERATION OF CALIFORNIA PROTEST**

Consumer Federation of California’s (“CFC’s”) protest appears to repeat previous legal



**CERTIFICATE OF SERVICE**

I, the undersigned, state that I am a citizen of the United States and am employed in the City and County of San Francisco; that I am over the age of eighteen (18) years and not a party to the within cause; and that my business address is 77 Beale Street, San Francisco, California 94105

On October 23, 2009, I served a true copy of:

**PACIFIC GAS AND ELECTRIC COMPANY'S REPLY TO PROTESTS**

- [XX] By Electronic Mail – serving the enclosed via e-mail transmission to each of the parties listed on the official service list for A.09-09-018/A.09-09-019/R.08-12-009 with an e-mail address.
- [XX] By U.S. Mail – by placing the enclosed for collection and mailing, in the course of ordinary business practice, with other correspondence of Pacific Gas and Electric Company, enclosed in a sealed envelope, with postage fully prepaid, addressed to those parties listed on the official service list for A.09-09-018/A.09-09-019/R.08-12-009 without an e-mail address and the following parties:

I certify and declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

Executed on this 23rd day of October, 2009, at San Francisco, California.

/s/

\_\_\_\_\_  
MARTIE L. WAY

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA**  
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ab2@cpuc.ca.gov;abb@eslawfirm.com;achang@nrdc.org;achuang@epri.com;ag2@cpuc.ca.gov;agc@cpuc.ca.gov;ali.ipakchi@oati.com;am1@cpuc.ca.gov;andrew\_meiman@newcomb.cc;atrial@sempra.com;ayl5@pge.com;barbalex@ctel.net;bboyd@aclaratech.com;bcragg@goodinmacbride.com;bdille@jmpsecurities.com;bfinkelstein@turn.org;bgorban@treasurer.ca.gov;BLee@energy.state.ca.us;bmcc@mccarthy.com;bob.rowe@northwestern.com;bobsmithttl@gmail.com;brbarkovich@earthlink.net;brian.theaker@dynegy.com;bsb@eslawfirm.com;bschuman@pacific-crest.com;californiadockets@pacificcorp.com;cameron@tolerableplanet.com;caryn.lai@bingham.com;case.admin@sce.com;cassandra.sweet@dowjones.com;cbk@eslawfirm.com;cem@newsdata.com;cem@newsdata.com;CentralFiles@semprautilities.com;chris@emeter.com;cjuennen@ci.glendale.us;cjw5@pge.com;cmanson@semprautilities.com;cpucdockets@keyesandfox.com;crjohnson@lge.com;crv@cpuc.ca.gov;ctoca@utility-savings.com;dan.mooy@ventyx.com;danielle@ceert.org;dave@ppallc.com;david@nemtzow.com;dbp@cpuc.ca.gov;dcarroll@downeybrand.com;demorse@omsoft.com;dennis@ddecuir.com;df1@cpuc.ca.gov;dgrandy@caonsitegen.com;diane.fellman@nexteraenergy.com;dkolk@compenergy.com;dmarcus2@sbcglobal.net;DNG6@pge.com;Douglas.Garrett@cox.com;douglass@energyattorney.com;dschneider@lumesource.com;dzlotlow@caiso.com;ed.may@itron.com;ek@a-klaw.com;elaine.duncan@verizon.com;epetrill@epri.com;e-recipient@caiso.com;esther.northrup@cox.com;ewoychik@comverge.com;faramarz@ieee.org;farrok.albuyeh@oati.net;ffletcher@ci.burbank.ca.us;fhall@solarelectricsolutions.com;filings@a-klaw.com;fsc2@pge.com;fsmith@sfwater.org;fxg@cpuc.ca.gov;gayatri@jbsenergy.com;glw@eslawfirm.com;gmorris@emf.net;gstaples@mendotagroup.net;gtd@cpuc.ca.gov;j.peterson@ourhomespaces.com;jas@cpdb.com;jay.birnbaum@currentgroup.com;Jcox@fce.com;jdr@cpuc.ca.gov;jeff@jbsenergy.com;jellis@resero.com;jennifer.chamberlin@directenergy.com;jerry@enernex.com;jgoodin@caiso.com;jhawley@technet.org;jjg@eslawfirm.com;jlin@strategen.com;jmcfarland@treasurer.ca.gov;jmh@cpuc.ca.gov;joe.weiss@realtimeacs.com;john.quealy@canaccordadams.com;john\_gutierrez@cable.comcast.com;jordan.white@pacificcorp.com;joyw@mid.org;jparks@smud.org;juan.otero@trilliantinc.com;julien.dumoulin-smith@ubs.com;jw2@cpuc.ca.gov;jym@cpuc.ca.gov;kar@cpuc.ca.gov;Kcj5@pge.com;kco@kingstoncole.com;kd1@cpuc.ca.gov;kellie.smith@sen.ca.gov;kerry.hattevik@nrgenergy.com;kfoley@sempra.com;kgrenfell@nrdc.org;kk3@cpuc.ca.gov;kmills@cbbf.com;kmkiener@cox.net;kris.vyas@sce.com;lau@cpuc.ca.gov;lburdick@higgslaw.com;leilani.johnson@ladwp.com;lettenson@nrdc.org;lex@consumercal.org;liddell@energyattorney.com;liddell@energyattorney.com;lisa\_weinzimer@platts.com;ljimene@smud.org;lkelly@energy.state.ca.us;lmh@eslawfirm.com;lms@cpuc.ca.gov;mandywallace@gmail.com;marcel@turn.org;margarita.gutierrez@sfgov.org;mark.s.martinez@sce.com;mark.sigal@canaccordadams.com;martinhomerc@gmail.com;mary.tucker@sanjose.ca.gov;mc3@cpuc.ca.gov;mcarboy@signalhill.com;mday@goodinmacbride.com;mdjoseph@adamsbroadwell.com;mgarcia@arb.ca.gov;mgo@goodinmacbride.com;michael.backstrom@sce.com;michael.jung@silverspringnet.com;michaelboyd@sbcglobal.net;mjd@cpuc.ca.gov;mkurtovich@chevron.com;mnelson@mccarthy.com;monica.merino@comed.com;mozhi.habibi@ventyx.com;mrw@mrwassoc.com;mterrell@google.com;mtierney-lloyd@enernoc.com;mts@cpuc.ca.gov;nellie.tong@us.kema.com;nes@a-klaw.com;nml@cpdb.com;norman.furuta@navy.mil;npedersen@hanmor.com;nquan@gswater.com;nsuetake@turn.org;pcasciato@sbcglobal.net;peter.pearson@bves.com;philm@scedenergy.com;prp1@pge.com;ralf1241a@cs.com;rboland@e-radioinc.com;rcounihan@enernoc.com;regrelcpuccases@pge.com;rh@cpuc.ca.gov;rogerl47@ol.com;rquattrini@energyconnectinc.com;rschmidt@bartlell.com;rstuart@brightsourceenergy.com;rwinthrop@pilotpowergroup.com;sas@a-klaw.com;sberlin@mccarthy.com;scl@cpuc.ca.gov;scott.tomashefsky@ncpa.com;scr@cpuc.ca.gov;SDHilton@stoel.com;sean.beatty@mirant.com;seboyd@tid.org;Service@spurr.org;sharon.noell@pgn.com;sharon@emeter.com;shears@ceert.org;slins@ci.glendale.ca.us;srovetti@sfwater.org;srt@cpuc.ca.gov;SSchedler@foe.org;ssmyers@worldnet.att.net;stephen.j.callahan@us.ibm.com;steven@lipmanconsulting.com;steven@sfpower.org;sthiel@us.ibm.com;sue.mara@rtoadvis

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA  
EMAIL SERVICE LIST  
CPUC DOCKET NO. A0909018/A0909019; R0812009**

ors.com;t\_lewis@pacbell.net;tam.hunt@gmail.com;tburke@sfgwater.org;tcahill@semprautilities.com;tjs@cpuc.ca.gov;tmfry@nexant.com;tomk@mid.org;tpomales@arb.ca.gov;traceydrabant@bves.com;trh@cpuc.ca.gov;ttutt@smud.org;Valerie.Richardson@us.kema.com;vjb@cpuc.ca.gov;vwood@smud.org;vzavatt@smud.org;wamer@kirkwood.com;wbooth@booth-law.com;wmc@aklaw.com;wtr@cpuc.ca.gov;ygross@sempra.com;zaf@cpuc.ca.gov;

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
CPUC DOCKET NO. A0909018/A0909019; R0812009**

Total number of addressees: 225

DIONNE ADAMS  
**PACIFIC GAS AND ELECTRIC COMPANY**  
77 BEALE ST., MAIL CODE B10A  
SAN FRANCISCO CA 94105  
Email: DNG6@pge.com  
Status: INFORMATION

KIMBERLY C. JONES  
**PACIFIC GAS AND ELECTRIC COMPANY**  
77 BEALE ST, MC B9A, RM 904  
SAN FRANCISCO CA 94105  
Email: Kcj5@pge.com  
Status: INFORMATION

PAUL PRUDHOMME OPERATIONS REVENUE  
REQUIREMENTS  
**PACIFIC GAS AND ELECTRIC COMPANY**  
77 BEALE ST., MC B10B., RM 1001  
SAN FRANCISCO CA 94120  
Email: prp1@pge.com  
Status: INFORMATION

CHRISTOPHER J. WARNER ATTORNEY  
**PACIFIC GAS AND ELECTRIC COMPANY**  
77 BEALE ST B30A  
SAN FRANCISCO CA 94105  
FOR: Pacific Gas and Electric Company  
Email: cjw5@pge.com  
Status: PARTY

Allen Benitez  
**CALIF PUBLIC UTILITIES COMMISSION**  
CONSUMER PROTECTION AND SAFETY DIVISION  
515 L ST, STE 1119  
SACRAMENTO CA 95814  
Email: ab2@cpuc.ca.gov  
Status: STATE-SERVICE

Laurence Chaset  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 5131  
SAN FRANCISCO CA 94102-3214  
Email: lau@cpuc.ca.gov  
Status: STATE-SERVICE

Joyce de Rossett  
**CALIF PUBLIC UTILITIES COMMISSION**  
UTILITY AUDIT, FINANCE & COMPLIANCE BRANCH  
505 VAN NESS AVE AREA 3-C  
SAN FRANCISCO CA 94102-3214  
Email: jdr@cpuc.ca.gov  
Status: STATE-SERVICE

CASE COORDINATION  
**PACIFIC GAS AND ELECTRIC**  
PO BOX 770000; MC B9A  
SAN FRANCISCO CA 94105  
Email: regrelcpucases@pge.com  
Status: INFORMATION

ANNABELLE LOUIE  
**PACIFIC GAS AND ELECTRIC COMPANY**  
245 MARKET ST  
SAN FRANCISCO CA 94105  
Email: ayl5@pge.com  
Status: INFORMATION

FRANCES YEE  
**PACIFIC GAS AND ELECTRIC COMPANY**  
77 BEALE ST, MC B10A  
SAN FRANCISCO CA 94105  
Email: fsc2@pge.com  
Status: INFORMATION

Valerie Beck  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRIC GENERATION PERFORMANCE BRANCH  
505 VAN NESS AVE AREA 2-D  
SAN FRANCISCO CA 94102-3214  
Email: vjb@cpuc.ca.gov  
Status: STATE-SERVICE

Andrew Campbell  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5203  
SAN FRANCISCO CA 94102-3214  
Email: agc@cpuc.ca.gov  
Status: STATE-SERVICE

Michael Colvin  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
505 VAN NESS AVE RM 5119  
SAN FRANCISCO CA 94102-3214  
Email: mc3@cpuc.ca.gov  
Status: STATE-SERVICE

Matthew Deal  
**CALIF PUBLIC UTILITIES COMMISSION**  
EXECUTIVE DIVISION  
505 VAN NESS AVE RM 5215  
SAN FRANCISCO CA 94102-3214  
Email: mjd@cpuc.ca.gov  
Status: STATE-SERVICE

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
CPUC DOCKET NO. A0909018/A0909019; R0812009**

Total number of addressees: 225

Kevin R. Dudney  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: kd1@cpuc.ca.gov  
Status: STATE-SERVICE

Gretchen T. Dumas  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 4300  
SAN FRANCISCO CA 94102-3214  
Email: gtd@cpuc.ca.gov  
Status: STATE-SERVICE

Damon A. Franz  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: df1@cpuc.ca.gov  
Status: STATE-SERVICE

Farzad Ghazzagh  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4102  
SAN FRANCISCO CA 94102-3214  
Email: fxg@cpuc.ca.gov  
Status: STATE-SERVICE

Aloke Gupta  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: ag2@cpuc.ca.gov  
Status: STATE-SERVICE

Julie Halligan  
**CALIF PUBLIC UTILITIES COMMISSION**  
CONSUMER PROTECTION AND SAFETY DIVISION  
505 VAN NESS AVE RM 2203  
SAN FRANCISCO CA 94102-3214  
Email: jmh@cpuc.ca.gov  
Status: STATE-SERVICE

Risa Hernandez  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY PRICING AND CUSTOMER PROGRAMS  
BRANCH  
505 VAN NESS AVE RM 4209  
SAN FRANCISCO CA 94102-3214  
Email: rhh@cpuc.ca.gov  
Status: STATE-SERVICE

Edward Howard  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
505 VAN NESS AVE RM 5119  
SAN FRANCISCO CA 94102-3214  
Email: trh@cpuc.ca.gov  
Status: STATE-SERVICE

Scarlett Liang-Uejio  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: scl@cpuc.ca.gov  
Status: STATE-SERVICE

Katherine MacDonald  
**CALIF PUBLIC UTILITIES COMMISSION**  
DIVISION OF ADMINISTRATIVE LAW JUDGES  
505 VAN NESS AVE RM 5103  
SAN FRANCISCO CA 94102-3214  
Email: kk3@cpuc.ca.gov  
Status: STATE-SERVICE

Anthony Mazy  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4209  
SAN FRANCISCO CA 94102-3214  
Email: am1@cpuc.ca.gov  
Status: STATE-SERVICE

Joy Morgenstern  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: jym@cpuc.ca.gov  
Status: STATE-SERVICE

David Peck  
**CALIF PUBLIC UTILITIES COMMISSION**  
ELECTRICITY PLANNING & POLICY BRANCH  
505 VAN NESS AVE RM 4103  
SAN FRANCISCO CA 94102-3214  
Email: dbp@cpuc.ca.gov  
Status: STATE-SERVICE

Steve Roscow  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: scr@cpuc.ca.gov  
Status: STATE-SERVICE

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
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Merideth Sterkel  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: mts@cpuc.ca.gov  
Status: STATE-SERVICE

Timothy J. Sullivan  
**CALIF PUBLIC UTILITIES COMMISSION**  
DIVISION OF ADMINISTRATIVE LAW JUDGES  
505 VAN NESS AVE RM 2106  
SAN FRANCISCO CA 94102-3214  
Email: tjs@cpuc.ca.gov  
Status: STATE-SERVICE

Sarah R. Thomas  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 5033  
SAN FRANCISCO CA 94102-3214  
Email: srt@cpuc.ca.gov  
Status: STATE-SERVICE

Christopher R Villarreal  
**CALIF PUBLIC UTILITIES COMMISSION**  
POLICY & PLANNING DIVISION  
505 VAN NESS AVE RM 5119  
SAN FRANCISCO CA 94102-3214  
Email: crv@cpuc.ca.gov  
Status: STATE-SERVICE

Jake Wise  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY DIVISION  
505 VAN NESS AVE AREA 4-A  
SAN FRANCISCO CA 94102-3214  
Email: jw2@cpuc.ca.gov  
Status: STATE-SERVICE

Marzia Zafar  
**CALIF PUBLIC UTILITIES COMMISSION**  
PUBLIC ADVISOR OFFICE  
505 VAN NESS AVE RM 2-B  
SAN FRANCISCO CA 94102-3214  
Email: zaf@cpuc.ca.gov  
Status: STATE-SERVICE

BEN BOYD  
**ACLARA TECHNOLOGIES**  
3001 RIVER TOWNE WAY, STE 403  
KNOXVILLE TN 37920  
Email: bboyd@aclaratech.com  
Status: INFORMATION

DAVID MARCUS  
**ADAMS BROADWELL & JOSEPH**  
PO BOX 1287  
BERKELEY CA 94701  
Email: dmarcus2@sbcglobal.net  
Status: INFORMATION

MIKE CADE  
**ALCANTAR & KAHL, LLP**  
1300 SE 5TH AVE., 1750  
PORTLAND OR 97201  
Email: wmc@a-klaw.com  
Status: INFORMATION

EVELYN KAHL ATTORNEY  
**ALCANTAR & KAHL, LLP**  
33 NEW MONTGOMERY ST, STE 1850  
SAN FRANCISCO CA 94015  
Email: ek@a-klaw.com  
Status: INFORMATION

ANNIE STANGE  
**ALCANTAR & KAHL**  
1300 SW FIFTH AVE., STE 1750  
PORTLAND OR 97201  
Email: sas@a-klaw.com  
Status: INFORMATION

KAREN TERRANOVA  
**ALCANTAR & KAHL**  
33 NEW MONTGOMERY ST, STE 1850  
SAN FRANCISCO CA 94105  
Email: filings@a-klaw.com  
Status: INFORMATION

JOSEPH WEISS  
**APPLIED CONTROL SOLUTIONS, LLC**  
10029 OAKLEAD PLACE  
CUPERTINO CA 95014  
Email: joe.weiss@realtimeacs.com  
Status: INFORMATION

BARBARA R. BARKOVICH  
**BARKOVICH & YAP, INC.**  
44810 ROSEWOOD TERRACE  
MENDOCINO CA 95460  
Email: brbarkovich@earthlink.net  
Status: INFORMATION

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
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Total number of addressees: 225

REED V. SCHMIDT  
**BARTLE WELLS ASSOCIATES**  
1889 ALCATRAZ AVE  
BERKELEY CA 94703-2714  
Email: rschmidt@bartlewells.com  
Status: INFORMATION

PETER T. PEARSON ENERGY SUPPLY SPECIALIST  
**BEAR VALLEY ELECTRIC SERVICE**  
42020 GARSTIN DRIVE, PO BOX 1547  
BIG BEAR LAKE CA 92315-1547  
Email: peter.pearson@bves.com  
Status: INFORMATION

BOB STUART  
**BRIGHT SOURCE ENERGY, INC.**  
1999 HARRISON ST, STE 2150  
OAKLAND CA 94612  
Email: rstuart@brightsourceenergy.com  
Status: INFORMATION

FREDRIC C. FLETCHER ASSISTANT GENERAL  
MANAGER  
**BURBANK WATER & POWER**  
164 WEST MAGNOLIA BLVD.  
BURBANK CA 91502  
FOR: Burbank Water and Power  
Email: ffletcher@ci.burbank.ca.us  
Status: PARTY

JAN MCFARLAND  
**CAEATFA**  
915 CAPITOL MALL, RM. 468  
SACRAMENTO CA 95814  
Email: jmcFarland@treasurer.ca.gov  
Status: INFORMATION

TOM POMALES  
**CALIFORNIA AIR RESOURCES BOARD**  
1001 I ST  
SACRAMENTO CA 95812  
Email: tpomales@arb.ca.gov  
Status: INFORMATION

**CALIFORNIA ENERGY MARKETS**  
425 DIVISADERO ST STE 303  
SAN FRANCISCO CA 94117-2242  
Email: cem@newsdata.com  
Status: INFORMATION

TRACEY L. DRABANT ENERGY RESOURCE MANAGER  
**BEAR VALLEY ELECTRIC SERVICE**  
PO BOX 1547  
BIG BEAR LAKE CA 92315  
Email: traceydrabant@bves.com  
Status: INFORMATION

CARYN LAI ATTORNEY  
**BINGHAM MCCUTCHEN, LLP**  
1900 UNIVERSITY AVE  
EAST PALO ALTO CA 94303  
Email: caryn.lai@bingham.com  
Status: INFORMATION

ROBERT SMITH, PH.D.  
**BUILDING INFORMATION MODEL-CALIFORNIA**  
21352 YARMOUTH LANE  
HUNTINGTON BEACH CA 92646-7058  
FOR: Building Information Model-California (BIM  
Education Co-op)  
Email: bobsmithtl@gmail.com  
Status: PARTY

BRIAN GORBAN SENIOR FINANCIAL ANALYST  
**CAEATFA**  
915 CAPITOL MALL, RM 468  
SACRAMENTO CA 95814  
Email: bgorban@treasurer.ca.gov  
Status: INFORMATION

MICHELLE GARCIA  
**CALIFORNIA AIR RESOURCES BOARD**  
1001 I ST  
SACRAMENTO CA 95814  
Email: mgarcia@arb.ca.gov  
Status: INFORMATION

DAVID L. MODISETTE EXECUTIVE DIRECTOR  
**CALIFORNIA ELECTRIC TRANSP. COALITION**  
1015 K ST, STE 200  
SACRAMENTO CA 95814  
Email: dave@ppallc.com  
Status: INFORMATION

HILARY CORRIGAN  
**CALIFORNIA ENERGY MARKETS**  
425 DIVISADERO ST. STE 303  
SAN FRANCISCO CA 94117-2242  
Email: cem@newsdata.com  
Status: INFORMATION

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
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Total number of addressees: 225

LINDA KELLY ELECTRICITY ANALYSIS OFFICE  
**CALIFORNIA ENERGY COMMISSION**  
1516 9TH ST, MS 20  
SACRAMENTO CA 95814  
Email: lkelly@energy.state.ca.us  
Status: INFORMATION

DONALD C. LIDDELL ATTORNEY  
**DOUGLASS & LIDDELL**  
2928 2ND AVE  
SAN DIEGO CA 92103  
FOR: California Energy Storage Alliance/ Wal-Mart Stores,  
Inc. & Sam's West, Inc./Ice Energy, Inc.  
Email: liddell@energyattorney.com  
Status: PARTY

DAVID ZLOTLOW  
**CALIFORNIA INDEPENDENT SYSTEM OPRTR CORP**  
151 BLUE RAVINE RD  
FOLSOM CA 95630  
FOR: California Independent System Operator Corporation  
Email: dzlotlow@caiso.com  
Status: PARTY

JOHN GOODIN  
**CALIFORNIA ISO**  
151 BLUE RAVINE RD.  
FOLSOM CA 95630  
Email: jgoodin@caiso.com  
Status: INFORMATION

JOHN QUEALY  
**CANACCORD ADAMS**  
99 HIGH ST  
BOSTON MA 2110  
Email: john.quealy@canaccordadams.com  
Status: INFORMATION

MARTIN HOMEC ATTORNEY  
**LAW OFFICE OF MARTIN HOMEC**  
PO BOX 4471  
DAVIS CA 95617  
FOR: CARE  
Email: martinhomec@gmail.com  
Status: PARTY

SARA STECK MYERS ATTORNEY FOR  
**CEERT**  
122 28TH AVE  
SAN FRANCISCO CA 94121  
FOR: Center For The Energy Efficiency & Renewable  
Technologies  
Email: ssmyers@worldnet.att.net  
Status: PARTY

BRYAN LEE  
**CALIFORNIA ENERGY COMMISSION**  
1516 NINTH ST - MS 43  
SACRAMENTO CA 95678  
Email: BLee@energy.state.ca.us  
Status: STATE-SERVICE

KAREN NORENE MILLS ATTORNEY  
**CALIFORNIA FARM BUREAU FEDERATION**  
2300 RIVER PLAZA DRIVE  
SACRAMENTO CA 95833  
Email: kmills@cfbf.com  
Status: INFORMATION

E-RECIPIENT  
**CALIFORNIA ISO**  
151 BLUE RAVINE ROAD  
FOLSOM CA 95630  
Email: e-recipient@caiso.com  
Status: INFORMATION

MICHAEL E. BOYD PRESIDENT  
**CALIFORNIANS FOR RENEWABLE ENERGY, INC.**  
5439 SOQUEL DRIVE  
SOQUEL CA 95073  
Email: michaelboyd@sbcglobal.net  
Status: INFORMATION

MARK SIGAL  
**CANACCORD ADAMS**  
99 HIGH ST  
BOSTON MA 2110  
Email: mark.sigal@canaccordadams.com  
Status: INFORMATION

DANIELLE OSBORN-MILLS REGULATORY AFFAIRS  
COORDINATOR  
**CEERT**  
1100 11TH ST, STE 311  
SACRAMENTO CA 95814  
Email: danielle@ceert.org  
Status: INFORMATION

MARTY KURTOVICH  
**CHEVRON ENERGY SOLUTIONS**  
345 CALIFORNIA ST, 18TH FLR  
SAN FRANCISCO CA 94104  
FOR: Chevron Energy Solutions  
Email: mkurtovich@chevron.com  
Status: PARTY

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
CPUC DOCKET NO. A0909018/A0909019; R0812009**

Total number of addressees: 225

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  
Email: margarita.gutierrez@sfgov.org  
Status: PARTY

BRYCE DILLE  
**CLEAN TECHNOLOGY RESERACH**  
600 MONTGOMERY ST. STE 1100  
SAN FRANCISCO CA 94111  
Email: bdille@jmpsecurities.com  
Status: INFORMATION

JEFFREY SINSHEIMER  
**COBLENTZ, PATCH, DUFFY & BASS, LLP**  
ONE FERRY BUILDING, STE. 200  
SAN FRANCISCO CA 94111  
Email: jas@cpdb.com  
Status: INFORMATION

JOHN GUTIERREZ DIRECTOR OF GOVERNMENT  
AFFAIRS  
**COMCAST PHONE OF CALIFORNIA LLC**  
12647 ALCOSTA BLVD., STE 200  
SAN RAMON CA 94583  
Email: john\_gutierrez@cable.comcast.com  
Status: INFORMATION

TAM HUNT  
**HUNT CONSULTING**  
4344 MODOC ROAD, 15  
SANTA BARBARA CA 93110  
FOR: Community Environment Council  
Email: tam.hunt@gmail.com  
Status: PARTY

DR. ERIC C. WOYCHIK VICE PRESIDENT REGULATORY  
AFFAIRS  
**COMVERGE, INC.**  
9901 CALODEN LANE  
OAKLAND CA 94605  
Email: ewoychik@comverge.com  
Status: INFORMATION

BARBARA R. ALEXANDER  
**CONSUMER AFFAIRS CONSULTANT**  
83 WEDGEWOOD DRIVE  
WINTHROP ME 4364  
Email: barbalex@ctel.net  
Status: INFORMATION

MARY TUCKER  
**CITY OF SAN JOSE**  
200 EAST SANTA CLARA ST., 10TH FLR  
SAN JOSE CA 95113-1905  
Email: mary.tucker@sanjoseca.gov  
Status: INFORMATION

MARC D. JOSEPH ATTORNEY  
**ADAMS BROADWELL JOSEPH & CARDOZA**  
601 GATEWAY BLVD. STE 1000  
SOUTH SAN FRANCISCO CA 94080  
FOR: Coalition of California Utility Employees  
Email: mdjoseph@adamsbroadwell.com  
Status: PARTY

NORENE LEW  
**COBLEUTZ PATCH DUFFY & BASS, LLP**  
ONE FERRY BUILDING, STE.200  
SAN FRANCISCO CA 94111  
Email: nml@cpdb.com  
Status: INFORMATION

MONICA MERINO  
**COMMONWEALTH EDISON COMPANY**  
440 S. LASALLE ST, STE 3300  
CHICAGO IL 60605  
Email: monica.merino@comed.com  
Status: INFORMATION

DAVID X. KOLK  
**COMPLETE ENERGY SERVICES INC**  
41422 MAGNOLIA ST  
MURRIETA CA 92562  
Email: dkolk@compenergy.com  
Status: INFORMATION

ANDREW B. BROWN ATTORNEY  
**ELLISON SCHNEIDER & HARRIS, LLP (1359)**  
2600 CAPITOL AVE, STE 400  
SACRAMENTO CA 95816-5905  
FOR: Constellation Commodity Group & Constellation New  
Energy Inc./ Sierra Pacific  
Email: abb@eslawfirm.com  
Status: INFORMATION

ALEXIS K. WODTKE STAFF ATTORNEY  
**CONSUMER FEDERATION OF CALIFORNIA**  
520 S. EL CAMINO REAL, STE. 340  
SAN MATEO CA 94402  
FOR: Consumer Federation of California  
Email: lex@consumercal.org  
Status: PARTY

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
CPUC DOCKET NO. A0909018/A0909019; R0812009**

Total number of addressees: 225

WILLIAM H. BOOTH ATTORNEY  
**LAW OFFICES OF WILLIAM H. BOOTH**  
67 CARR DRIVE  
MORAGA CA 94556  
FOR: Counsel for California Large Energy Consumers  
Association  
Email: wbooth@booth-law.com  
Status: PARTY

MICHAEL B. DAY ATTORNEY  
**GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111-3133  
FOR: Counsel for Current Group, LLC  
Email: mday@goodinmacbride.com  
Status: PARTY

DOUG GARRETT  
**COX CALIFORNIA TELCOM LLC**  
2200 POWELL ST, STE 1035  
EMERYVILLE CA 94608  
Email: Douglas.Garrett@cox.com  
Status: INFORMATION

ESTHER NORTHRUP  
**COX CALIFORNIA TELCOM II, LLC**  
350 10TH AVE, STE 600  
SAN DIEGO CA 92101  
Email: esther.northrup@cox.com  
Status: INFORMATION

JAY BIRNBAUM GENERAL COUNSEL  
**CURRENT GROUP, LLC**  
20420 CENTURY BLVD  
GEMANTOWN MD 20874  
Email: jay.birnbaum@currentgroup.com  
Status: INFORMATION

DAVID KATES  
**DAVID MARK & COMPANY**  
3510 UNOCAL PLACE, STE 200  
SANTA ROSA CA 95403  
Status: INFORMATION

MEGAN KUIZE  
**DEWEY & LEBOUF**  
1950 UNIVERSITY CIRCLE, STE 500  
EAST PALO ALTO CA 94303  
Status: INFORMATION

DOUGLAS M. GRANDY, P.E.  
**DG TECHNOLOGIES**  
1220 MACAULAY CIRCLE  
CARMICHAEL CA 95608  
Email: dgrandy@caonsitegen.com  
Status: INFORMATION

JENNIFER CHAMBERLIN  
**DIRECT ENERGY**  
2633 WELLINGTON CT  
CLYDE CA 94520  
Email: jennifer.chamberlin@directenergy.com  
Status: INFORMATION

DON LIDDELL ATTORNEY  
**DOUGLASS & LIDDELL**  
2928 2ND AVE  
SAN DIEGO CA 92103  
Email: liddell@energyattorney.com  
Status: INFORMATION

CASSANDRA SWEET  
**DOW JONES NEWSWIRES**  
201 CALIFORNIA ST., 13TH FLR  
SAN FRANCISCO CA 94111  
Email: cassandra.sweet@dowjones.com  
Status: INFORMATION

Lisa-Marie Salvacion  
**CALIF PUBLIC UTILITIES COMMISSION**  
LEGAL DIVISION  
505 VAN NESS AVE RM 4107  
SAN FRANCISCO CA 94102-3214  
FOR: DRA  
Email: lms@cpuc.ca.gov  
Status: PARTY

Karin M. Hieta  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY PRICING AND CUSTOMER PROGRAMS  
BRANCH  
505 VAN NESS AVE RM 4102  
SAN FRANCISCO CA 94102-3214  
FOR: DRA  
Email: kar@cpuc.ca.gov  
Status: STATE-SERVICE

Rebecca Tsai-Wei Lee  
**CALIF PUBLIC UTILITIES COMMISSION**  
ENERGY PRICING AND CUSTOMER PROGRAMS  
BRANCH  
505 VAN NESS AVE RM 4209  
SAN FRANCISCO CA 94102-3214  
FOR: DRA  
Email: wtr@cpuc.ca.gov  
Status: STATE-SERVICE

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
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BRIAN THEAKER  
**DYNEGY, INC.**  
3161 KEN DEREK LANE  
PLACERVILLE CA 95667  
Email: brian.theaker@dynegy.com  
Status: INFORMATION

ELLEN PETRILL DIRECTOR, PUBLIC/PRIVATE  
PARTNERSHIPS  
**ELECTRIC POWER RESEARCH INSTITUTE**  
3420 HILLVIEW AVE  
PALO ALTO CA 94304-1338  
Email: epetrill@epri.com  
Status: INFORMATION

LYNN HAUG  
**ELLISON, SCHNEIDER & HARRIS LLP**  
2600 CAPITAL AVE, STE 400  
SACRAMENTO CA 95816  
Email: lmh@eslawfirm.com  
Status: INFORMATION

SHARON TALBOTT  
**EMETER CORPORATION**  
2215 BRIDGEPOINTE PARKWAY, STE 300  
SAN MATEO CA 94404  
Email: sharon@emeter.com  
Status: INFORMATION

JERRY MELCHER  
**ENERNEX**  
4623 TORREY CIRCLE, APT Q303  
SAN DIEGO CA 92130  
Email: jerry@enernex.com  
Status: INFORMATION

MONA TIERNEY-LLOYD SENIOR MANAGER WESTERN  
REG. AFFAIRS  
**ENERNOC, INC.**  
PO BOX 378  
CAYUCOS CA 93430  
FOR: Eneroc, Inc  
Email: mtierney-lloyd@enernoc.com  
Status: PARTY

RICK BOLAND  
**E-RADIO USA, INC.**  
1062 RAY AVE  
LOS ALTOS CA 94022  
Email: rboland@e-radioinc.com  
Status: INFORMATION

ANGELA CHUANG  
**ELECTRIC POWER RESEARCH INSTITUTE**  
PO BOX 10412  
PALO ALTO CA 94303  
Email: achuang@epri.com  
Status: INFORMATION

BRIAN S. BIERING  
**ELLISON SCHNEIDER & HARRIS, LLP**  
2600 CAPITOL AVE, STE 400  
SACRAMENTO CA 95816-5905  
Email: bsb@eslawfirm.com  
Status: INFORMATION

CHRIS KING PRESIDENT  
**EMETER CORPORATION**  
2215 BRIDGEPOINTE PARKWAY, STE 300  
SAN MATEO CA 94404  
Email: chris@emeter.com  
Status: INFORMATION

RICH QUATTRINI VICE PRESIDENT - WESTERN REGION  
**ENERGYCONNECT, INC.**  
51 E. CAMPBELL AVE, STE 145  
CAMPBELL CA 95008  
Email: rquattrini@energyconnectinc.com  
Status: INFORMATION

RICHARD H. COUNIHAN SR. DIRECTOR CORPORATE  
DEVELOPMENT  
**ENERNOC, INC.**  
500 HOWARD ST., STE 400  
SAN FRANCISCO CA 94105  
Email: rcounihan@enernoc.com  
Status: INFORMATION

NORA SHERIFF  
**ALCANTAR & KAHL**  
33 NEW MONTGOMERY ST, STE 1850  
SAN FRANCISCO CA 94105  
FOR: EPUC  
Email: nes@a-klaw.com  
Status: PARTY

NORMAN J. FURUTA  
**FEDERAL EXECUTIVE AGENCIES**  
1455 MARKET ST., STE 1744  
SAN FRANCISCO CA 94103-1399  
Email: norman.furuta@navy.mil  
Status: INFORMATION

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Total number of addressees: 225

SARAH SCHEDLER  
**FRIENDS OF EARTH**  
311 CALIFORNIA ST, STE 510  
SAN FRANCISCO CA 94104  
FOR: Friends of the Earth  
Email: SSchedler@foe.org  
Status: PARTY

DOCKET COORDINATOR  
5727 KEITH ST.  
OAKLAND CA 94618  
Email: cpucdockets@keyesandfox.com  
Status: INFORMATION

THOMAS W. LEWIS  
116 GALISTEO CT.  
SAN RAMON CA 94583  
Email: t\_lewis@pacbell.net  
Status: INFORMATION

AMANDA WALLACE  
10 MINT PLAZA NO. 4  
SAN FRANCISCO CA 94103  
Email: mandywallace@gmail.com  
Status: INFORMATION

CRAIG KUENNEN  
**GLENDALE WATER AND POWER**  
141 N. GLENDALE AVE, 4TH LEVEL  
GLENDALE CA 91206  
Email: cjuennen@ci.glendale.us  
Status: INFORMATION

NGUYEN QUAN  
**GOLDEN STATE WATER COMPANY**  
630 EAST FOOTHILL BLVD  
SAN DIMAS CA 91773  
Email: nquan@gswater.com  
Status: INFORMATION

MARLO A. GO  
**GOODIN MACBRIDE SQUERI DAY & LAMPREY LLP**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111  
Email: mgo@goodinmacbride.com  
Status: INFORMATION

CASE ADMINISTRATION  
2244 WALNUT GROVE AVE  
ROSEMEAD CA 91770  
Email: case.admin@sce.com  
Status: INFORMATION

KIM KIENER  
504 CATALINA BLVD  
SAN DIEGO CA 92106  
Email: kmkiener@cox.net  
Status: INFORMATION

DAVID MORSE  
1411 W, COVELL BLVD., STE 106-292  
DAVIS CA 95616-5934  
Email: demorse@omsoft.com  
Status: INFORMATION

JEFF COX  
**FUELCELL ENERGY**  
1557 MANDEVILLE PLACE  
ESCONDIDO CA 92029  
Email: Jcox@fce.com  
Status: INFORMATION

STEVEN G. LINS GENERAL COUNSEL  
**GLENDALE WATER AND POWER**  
141 N. GLENDALE AVE, LEVEL 4  
GLENDALE CA 91206-4394  
FOR: Glendale Water Power  
Email: slins@ci.glendale.ca.us  
Status: PARTY

DENNIS DE CUIR  
**DENNIS W. DE CUIR, A LAW CORPORATION**  
2999 DOUGLAS BLVD, STE 325  
ROSEVILLE CA 95661  
FOR: Golden State Water Company and Bear Valley  
Electric Service  
Email: dennis@ddecuir.com  
Status: PARTY

BRIAN CRAGG ATTORNEY  
**GOODIN, MACBRIDE, SQUERI, DAY & LAMPREY**  
505 SANSOME ST, STE 900  
SAN FRANCISCO CA 94111  
Email: bcragg@goodinmacbride.com  
Status: INFORMATION

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Total number of addressees: 225

MICHAEL TERRELL POLICY COUNSEL  
**GOOGLE.ORG**  
345 SPEAR ST., FOURTH FLR  
SAN FRANCISCO CA 94105  
FOR: Google.org  
Email: mterrell@google.com  
Status: PARTY

LEE BURDICK ATTORNEY  
**HIGGS, FLETCHER & MACK LLP**  
401 WEST A ST, STE. 2600  
SAN DIEGO CA 92101  
FOR: Higgs Fletcher & Mack  
Email: lburdick@higgslaw.com  
Status: PARTY

STEPHEN THIEL  
**IBM**  
1856 LANTANA LANE  
FRISCO TX 75034  
Email: sthiel@us.ibm.com  
Status: INFORMATION

GAYATRI SCHILBERG  
**JBS ENERGY SERVICES**  
311 D ST, STE A  
W. SACRAMENTO CA 95605  
Email: gayatri@jbsenergy.com  
Status: INFORMATION

VALERIE RICHARDSON  
**KEMA, INC.**  
492 NINTH ST  
OAKLAND CA 94605  
Email: Valerie.Richardson@us.kema.com  
Status: INFORMATION

KINGSTON COLE  
**KINGSTON COLE & ASSOCIATES**  
1537 FOURTH ST, STE 169  
SAN RAFAEL CA 94901  
Email: kco@kingstoncole.com  
Status: INFORMATION

CHRISTOPHER JOHNSON  
**LG ELECTRONICS USA, INC.**  
910 SYLVAN AVE  
ENGLEWOOD CLIFFS NJ 7632  
Email: crjohnson@lge.com  
Status: INFORMATION

GREGG MORRIS  
**GREEN POWER INSTITUTE**  
2039 SHATTUCK AVE., STE 402  
BERKELEY CA 94704  
FOR: Green Power Institute  
Email: gmorris@emf.net  
Status: PARTY

STEPHEN J. CALLAHAN  
**IBM**  
425 MARKET ST  
SAN FRANCISCO CA 94105  
Email: stephen.j.callahan@us.ibm.com  
Status: INFORMATION

ED MAY  
**ITRON INC.**  
6501 WILDWOOD DRIVE  
MCKINNEY TX 75070  
Email: ed.may@itron.com  
Status: INFORMATION

JEFF NAHIGIAN SENIOR ECONOMIST  
**JBS ENERGY, INC.**  
311 D ST, STE A  
WEST SACRAMENTO CA 95605  
Email: jeff@jbsenergy.com  
Status: INFORMATION

NELLIE TONG SENIOR ANALYST  
**KEMA, INC.**  
492 NINTH ST, STE 220  
OAKLAND CA 94607  
Email: nellie.tong@us.kema.com  
Status: INFORMATION

ROGER LEVY  
**LEVY ASSOCIATES**  
2805 HUNTINGTON ROAD  
SACRAMENTO CA 95864  
Email: roger147@aol.com  
Status: INFORMATION

LEILANI JOHNSON KOWAL  
**LOS ANGELES DEPARTMENT OF WATER & POWER**  
111 N. HOPE ST  
LOS ANGELES CA 90012  
Email: leilani.johnson@ladwp.com  
Status: INFORMATION

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Total number of addressees: 225

DAVID SCHNEIDER  
**LUMESOURCE**  
8419 LOYOLA BLVD  
LOS ANGELES CA 90045  
Email: dschneider@lumesource.com  
Status: INFORMATION

C. SUSIE BERLIN ATTORNEY  
**MCCARTHY & BERLIN LLP**  
100 W. SAN FERNANDO ST., STE 501  
SAN JOSE CA 95113  
Email: sberlin@mccarthy.com  
Status: INFORMATION

SEAN P. BEATTY SR. MGR. EXTERNAL & REGULATORY  
AFFAIRS  
**MIRANT CALIFORNIA, LLC**  
696 WEST 10TH ST., PO BOX 192  
PITTSBURG CA 94565  
Email: sean.beatty@mirant.com  
Status: INFORMATION

TOM KIMBALL  
**MODESTO IRRIGATION DISTRICT**  
PO BOX 4069  
MODESTO CA 95352  
Email: tomk@mid.org  
Status: INFORMATION

WAYNE AMER PRESIDENT  
**MOUNTAIN UTILITIES**  
PO BOX 205  
KIRKWOOD CA 95646  
Email: wamer@kirkwood.com  
Status: INFORMATION

DAN L. CARROLL ATTORNEY  
**DOWNEY BRAND, LLP**  
621 CAPITOL MALL, 18TH FLR  
SACRAMENTO CA 95814  
FOR: Mountain Utilities  
Email: dcarroll@downeybrand.com  
Status: PARTY

LARA ETTENSON  
**NATURAL RESOURCES DEFENSE COUNCIL**  
111 SUTTER ST, 20TH FLR  
SAN FRANCISCO CA 94104  
FOR: Natural Resources Defense Council  
Email: lettenson@nrdc.org  
Status: PARTY

MICHAEL G. NELSON  
**MCCARTHY & BERLIN, LLP**  
100 W. SAN FERNANDO ST, STE 501  
SAN JOSE CA 95113  
Email: mnelson@mccarthy.com  
Status: INFORMATION

BARRY F. MCCARTHY ATTORNEY  
**MCCARTHY & BERLIN, LLP**  
100 W. SAN FERNANDO ST., STE 501  
SAN JOSE CA 95113  
Email: bmcc@mccarthy.com  
Status: INFORMATION

FARAMARZ MAGHSOODLOU PRESIDENT  
**MITRA POWER**  
PO BOX 60549  
SUNNYVALE CA 94088  
Email: faramarz@ieee.org  
Status: INFORMATION

JOY A. WARREN REGULATORY ADMINISTRATOR  
**MODESTO IRRIGATION DISTRICT**  
1231 11TH ST  
MODESTO CA 95354  
Email: joyw@mid.org  
Status: INFORMATION

JOHN DUTCHER VICE PRESIDENT - REGULATORY  
AFFAIRS  
**MOUNTAIN UTILITIES**  
3210 CORTE VALENCIA  
FAIRFIELD CA 94534-7875  
Email: ralf1241a@cs.com  
Status: INFORMATION

**MRW & ASSOCIATES, LLC**  
1814 FRANKLIN ST, STE 720  
OAKLAND CA 94612  
Email: mrw@mrwassoc.com  
Status: INFORMATION

AUDREY CHANG DIRECTOR-CALIFORNIA CLIMATE  
PROGRAM  
**NATURAL RESOURCES DEFENSE COUNCIL**  
111 SUTTER ST, 20TH FLR  
SAN FRANCISCO CA 94104  
Email: achang@nrdc.org  
Status: INFORMATION

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
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KRISTIN GRENFELL PROJECT ATTORNEY, CALIF.  
ENERGY PROGRAM  
**NATURAL RESOURCES DEFENSE COUNCIL**  
111 SUTTER ST, 20TH FLR  
SAN FRANCISCO CA 94104  
Email: kgrenfell@nrdc.org  
Status: INFORMATION

ANDREW MEIMAN SENIOR PROGRAM MANAGER  
**NEWCOMB ANDERSON MCCORMICK**  
201 MISSION ST, STE 2000  
SAN FRANCISCO CA 94105  
Email: andrew\_meiman@newcomb.cc  
Status: INFORMATION

DIANE FELLMAN  
**NEXTERA ENERGY RESOURCES LLC**  
234 VAN NESS AVE  
SAN FRANCISCO CA 94102  
Email: diane.fellman@nexteraenergy.com  
Status: INFORMATION

SCOTT TOMASHEFSKY REGULATORY AFFAIRS  
MANAGER  
**NORTHERN CALIFORNIA POWER AGENCY**  
651 COMMERCE DRIVE  
ROSEVILLE CA 95678  
FOR: Northern California Power Agency  
Email: scott.tomashefsky@ncpa.com  
Status: PARTY

ALI IPAKCHI VP SMART GRID AND GREEN POWER  
**OPEN ACCESS TECHNOLOGY, INC**  
1875 SOUTH GRANT, STE 910  
SAN MATEO CA 94402  
Email: ali.ipakchi@oati.com  
Status: INFORMATION

JANET PETERSON  
**OUR HOME SPACES**  
20 PIMENTEL COURT, B8  
NOVATO CA 94949  
Email: j\_peterson@ourhomespaces.com  
Status: INFORMATION

JORDAN WHITE SENIOR ATTORNEY  
**PACIFICORP**  
825 NE MULTNOMAH ST, STE 1800  
PORTLAND OR 97232  
FOR: Pacific Power  
Email: jordan.white@pacificcorp.com  
Status: PARTY

DAVID NEMTZOW  
**NEMTZOW & ASSOCIATES**  
1254 9TH ST, NO. 6  
SANTA MONICA CA 90401  
Email: david@nemtzw.com  
Status: INFORMATION

TERRY FRY SR. VP, ENERGY & CARBON MANAGEMENT  
**NEXANT INC**  
101 SECOND ST. 10TH FLR  
SAN FRANCISCO CA 94105  
Email: tmfry@nexant.com  
Status: INFORMATION

ROBERT C. ROWE  
**NORTH WESTERN ENERGY**  
40 EAST BROADWAY  
BUTTE MT 59701  
Email: bob.rowe@northwestern.com  
Status: INFORMATION

MIKE TIERNEY ATTORNEY  
**NRG ENERGY & PADOMA WIND POWER**  
829 ARLINGTON BLVD.  
EL CERRITO CA 94830  
FOR: NRG Energy  
Email: kerry.hattevik@nrgenergy.com  
Status: PARTY

FARROKH ALUYEK, PH.D.  
**OPEN ACCESS TECHNOLOGY INTERNATIONAL**  
1875 SOUTH GRANT ST, STE 910  
SAN MATEO CA 94402  
FOR: Open Access Technology International  
Email: farrokh.albuyeh@oati.net  
Status: PARTY

BENJAMIN SCHUMAN  
**PACIFIC CREST SECURITIES**  
111 SW 5TH AVE, 42ND FLR  
PORTLAND OR 97204  
Email: bschuman@pacific-crest.com  
Status: INFORMATION

MARK TUCKER  
**PACIFICORP**  
825 NE MULTNOMAH, STE 2000  
PORTLAND OR 97232  
Email: californiadockets@pacificcorp.com  
Status: INFORMATION

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CPUC DOCKET NO. A0909018/A0909019; R0812009**

Total number of addressees: 225

REID A. WINTHROP CORPORATE COUNSEL  
**PILOT POWER GROUP, INC.**  
8910 UNIVERSITY CENTER LANE, STE 520  
SAN DIEGO CA 92122  
Email: rwinthrop@pilotpowergroup.com  
Status: INFORMATION

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

JACK ELLIS PRINCIPAL CONSULTANT  
**RESERO CONSULTING**  
490 RAQUEL COURT  
LOS ALTOS CA 94022  
Email: jellis@resero.com  
Status: INFORMATION

LOURDES JIMENEZ-PRICE OFFICE OF THE GENERAL  
COUNSEL  
**SACRAMENTO MUNICIPAL UTILITY DISTRICT**  
6201 S ST, MS B406  
SACRAMENTO CA 95817-1899  
Email: ljimene@smud.org  
Status: INFORMATION

TIMOTHY N. TUTT  
**SACRAMENTO MUNICIPAL UTILITIES DISTRICT**  
6201 S. ST, M.S. B404  
SACRAMENTO CA 95817-1899  
Email: ttutt@smud.org  
Status: INFORMATION

VICKY ZAVATTERO  
**SACRAMENTO MUNICIPAL UTILITY DISTRICT**  
6301 S ST, MS A204  
SACRAMENTO CA 95817-1899  
Email: vzavatt@smud.org  
Status: INFORMATION

TODD CAHILL REGULATORY AFFAIRS  
**SAN DIEGO GAS & ELECTRIC COMPANY**  
8306 CENTURY PARK COURT  
SAN DIEGO CA 92123  
Email: tcahill@semprautilities.com  
Status: INFORMATION

LISA WEINZIMER ASSOCIATE EDITOR  
**PLATTS MCGRAW-HILL**  
695 NINTH AVE, NO. 2  
SAN FRANCISCO CA 94118  
Email: lisa\_weinzimer@platts.com  
Status: INFORMATION

SHARON K. NOELL  
**PORTLAND GENERAL ELECTRIC COMPANY**  
121 SW SALMONT ST.  
PORTLAND OR 97204  
Email: sharon.noell@pgn.com  
Status: INFORMATION

SUE MARA  
**RTO ADVISORS, LLC.**  
164 SPRINGDALE WAY  
REDWOOD CITY CA 94062  
Email: sue.mara@rtoadvisors.com  
Status: INFORMATION

JIM PARKS  
**SACRAMENTO MUNICIPAL UTILITY DIST.**  
6301 S ST, A204  
SACRAMENTO CA 95817-1899  
Email: jparks@smud.org  
Status: INFORMATION

VIKKI WOOD  
**SACRAMENTO MUNICIPAL UTILITY DISTRICT**  
6301 S ST, MS A204  
SACRAMENTO CA 95817-1899  
Email: vwood@smud.org  
Status: INFORMATION

ALLEN K. TRIAL  
**SAN DIEGO GAS & ELECTRIC COMPANY**  
101 ASH ST, HQ-12  
SAN DIEGO CA 92101  
FOR: San Diego Gas & Electric  
Email: atrial@sempra.com  
Status: PARTY

CENTRAL FILES  
**SAN DIEGO GAS & ELECTRIC CO.**  
8330 CENTURY PARK COURT, CP31-E  
SAN DIEGO CA 92123  
Email: CentralFiles@semprautilities.com  
Status: INFORMATION

**THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST  
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KELLY M. FOLEY ATTORNEY  
**SAN DIEGO GAS & ELECTRIC COMPANY**  
101 ASH ST, HQ12  
SAN DIEGO CA 92101-3017  
Email: kfoley@sempra.com  
Status: INFORMATION

STEVEN MOSS  
**SAN FRANCISCO COMMUNITY POWER**  
2325 THIRD ST, STE 344  
SAN FRANCISCO CA 94107  
FOR: San Francisco Community Power  
Email: steven@sfpower.org  
Status: PARTY

THERESA BURKE REGULATORY AFFAIRS ANALYST  
**SAN FRANCISCO PUC**  
1155 MARKET ST, 4TH FLR  
SAN FRANCISCO CA 94103  
FOR: San Francisco PUC  
Email: tburke@sflower.org  
Status: PARTY

PHILLIP MULLER  
**SCD ENERGY SOLUTIONS**  
436 NOVA ALBION WAY  
SAN RAFAEL CA 94903  
Email: philm@scdenergy.com  
Status: INFORMATION

YVONNE GROSS LEGISLATIVE ANALYSIS MANGER  
**SEMRA ENERGY FEDERAL & STATE AFFAIRS**  
101 ASH ST, HQ08  
SAN DIEGO CA 92118  
Email: ygross@sempra.com  
Status: INFORMATION

CHASE B. KAPPEL ATTORNEY  
**ELLISON SCHNEIDER & HARRIS LLP**  
2600 CAPITOL AVE, STE 400  
SACRAMENTO CA 95816-5905  
FOR: Sierra Pacific Power Co.  
Email: cbk@eslawfirm.com  
Status: PARTY

GREGGORY L. WHEATLAND ATTORNEY  
**ELLISON SCHNEIDER & HARRIS L.L.P.**  
2600 CAPITOL AVE, STE 400  
SACRAMENTO CA 95816-5905  
FOR: Sierra Pacific Power Corp.  
Email: glw@eslawfirm.com  
Status: INFORMATION

CAROL MANSON REGULATORY AFFAIRS  
**SAN DIEGO GAS & ELECTRIC CO.**  
8330 CENTURY PARK COURT CP32D  
SAN DIEGO CA 92123-1530  
Email: cmanson@semprautilities.com  
Status: INFORMATION

FRASER D. SMITH CITY AND COUNTY OF SAN FRANCISCO  
**SAN FRANCISCO PUBLIC UTILITIES COMM**  
1155 MARKET ST, 4TH FLR  
SAN FRANCISCO CA 94103  
FOR: San Francisco Public Utilities Commission  
Email: fsmith@sflower.org  
Status: PARTY

SANDRA ROVETTI REGULATORY AFFAIRS MANAGER  
**SAN FRANCISCO PUC**  
1155 MARKET ST, 4TH FLR  
SAN FRANCISCO CA 94103  
FOR: San Francisco PUC  
Email: srovetti@sflower.org  
Status: PARTY

HAROLD GALICER  
**SEAKAY, INC.**  
PO BOX 78192  
SAN FRANCISCO CA 94107  
FOR: Seakay, Inc.  
Status: PARTY

KELLIE SMITH  
**SENATE ENERGY/UTILITIES & COMMUNICATION**  
STATE CAPITOL, RM 2195  
SACRAMENTO CA 95814  
Email: kellie.smith@sen.ca.gov  
Status: INFORMATION

JEDEDIAH J. GIBSON  
**ELLISON SCHNEIDER & HARRIS LLP**  
2600 CAPITOL AVE, STE 400  
SACRAMENTO CA 95816-5905  
FOR: Sierra Pacific Power Corp.  
Email: jjg@eslawfirm.com  
Status: INFORMATION

MICHAEL E. CARBOY MANAGING DIRECTOR-EQUITY RESEARCH  
**SIGNAL HILL CAPITAL LLC**  
343 SANSOME ST, STE 950  
SAN FRANCISCO CA 94104  
Email: mcarboy@signalhill.com  
Status: INFORMATION

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MICHAEL JUNG POLICY DIRECTOR  
**SILVER SPRING NETWORKS**  
555 BROADWAY ST  
REDWOOD CITY CA 97063  
Email: michael.jung@silverspringnet.com  
Status: INFORMATION

NORMAN A. PEDERSEN  
**HANNA AND MORTON LLP**  
444 S FLOWER ST., STE 1500  
LOS ANGELES CA 90071-2916  
FOR: Southern California Public Power Authority  
Email: npedersen@hanmor.com  
Status: PARTY

MARK S. MARTINEZ  
**SOUTHERN CALIFORNIA EDISON**  
6060 IRWINDALE AVE., STE J  
IRWINDALE CA 91702  
Email: mark.s.martinez@sce.com  
Status: INFORMATION

MICHAEL ROCHMAN MANAGING DIRECTOR  
**SPURR**  
1430 WILLOW PASS ROAD, STE 240  
CONCORD CA 94520  
Email: Service@spurr.org  
Status: INFORMATION

STEVE HILTON  
**STOEL RIVES LLP**  
555 MONTGOMERY ST., STE 1288  
SAN FRANCISCO CA 94111  
Email: SDHilton@stoel.com  
Status: INFORMATION

JIM HAWLEY CALIFORNIA DIRECTOR AND GENERAL  
COUNSEL  
**TECHNOLOGY NETWORK**  
1215 K ST, STE.1900  
SACRAMENTO CA 95814  
FOR: Technology Network  
Email: jhawley@technet.org  
Status: PARTY

GREY STAPLES  
**THE MENDOTA GROUP, LLC**  
1830 FARO LANE  
MENDOTA HEIGHTS MN 55118  
Email: gstaples@mendotagroup.net  
Status: INFORMATION

FREEMAN S. HALL  
**SOLAR ELECTRIC SOLUTIONS, LLC**  
5353 TOPANGA CANYON BLVD, STE 300  
WOODLAND HILLS CA 91364  
Email: fhall@solarelectricsolutions.com  
Status: INFORMATION

MICHAEL A. BACKSTROM ATTORNEY  
**SOUTHERN CALIFORNIA EDISON COMPANY**  
2244 WALNUT GROVE AVE  
ROSEMEAD CA 91770  
Email: michael.backstrom@sce.com  
Status: INFORMATION

KRIS G. VYAS  
**SOUTHERN CALIFORNIA EDISON COMPANY**  
QUAD 3-B  
2244 WALNUT GROVE AVE  
ROSEMEAD CA 91770  
FOR: Southern California Edison Company  
Email: kris.vyas@sce.com  
Status: PARTY

STEVEN A. LIPMAN  
**STEVEN LIPMAN CONSULTING**  
500 N. ST 1108  
SACRAMENTO CA 95814  
Email: steven@lipmanconsulting.com  
Status: INFORMATION

JANICE LIN MANAGING PARTNER  
**STRATEGEN CONSULTING LLC**  
EMAIL ONLY  
EMAIL ONLY CA 0  
Email: jlin@strategen.com  
Status: INFORMATION

JOHN SHEARS  
**CEERT**  
1100 11TH ST, STE 311  
SACRAMENTO CA 95814  
FOR: The Center for Energy Efficiency and Renewable  
Technologies  
Email: shears@ceert.org  
Status: INFORMATION

ROBERT FINKELSTEIN LEGAL DIRECTOR  
**THE UTILITY REFORM NETWORK**  
115 SANSOME ST, STE 900  
SAN FRANCISCO CA 94104  
Email: bfinkelstein@turn.org  
Status: INFORMATION

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Total number of addressees: 225

NINA SUETAKE ATTORNEY  
**THE UTILITY REFORM NETWORK**  
115 SANSOME ST, STE 900  
SAN FRANCISCO CA 94104  
Email: nsuetake@turn.org  
Status: INFORMATION

CAMERON BROOKS  
**TOLERABLE PLANET ENTERPRISES**  
729 WALNUT ST, STE 5D  
BOULDER CO 80302  
Email: cameron@tolerableplanet.com  
Status: INFORMATION

STEVE BOYD  
**TURLOCK IRRIGATION DISTRICT**  
333 EAST CANAL DRIVE  
TURLOCK CA 95381-0949  
FOR: Turlock Irrigation District  
Email: seboyd@tid.org  
Status: PARTY

KEVIN ANDERSON  
**UBS INVESTMENT RESEARCH**  
1285 AVE OF THE AMERICAS  
NEW YORK NY 10019  
Status: INFORMATION

CHARLES R. TOCA  
**UTILITY SAVINGS & REFUND, LLC**  
PO BOX 54346  
IRVINE CA 92619-4346  
FOR: Utility Savings & Refund, LLC  
Email: ctoca@utility-savings.com  
Status: PARTY

JIM SUEUGA  
**VALLEY ELECTRIC ASSOCIATION**  
PO BOX 237  
PAHRUMP NV 89041  
Status: INFORMATION

DAN MOOY  
**VENTYX**  
2379 OATEWAY OAKS DRIVE  
SACRAMENTO CA 95833  
Email: dan.mooy@ventyx.com  
Status: INFORMATION

PETER A. CASCIATO ATTORNEY  
**PETER A. CASCIATO P.C.**  
355 BRYANT ST, STE 410  
SAN FRANCISCO CA 94107  
FOR: Time Warner Cable Informat Service CA,  
LLC/Comcast Phone of CA, LLC  
Email: pcasciato@sbcglobal.net  
Status: PARTY

JUAN OTERO ATTORNEY  
**TRILLIANT NETWORKS, INC.**  
1100 ISLAND DRIVE  
REDWOOD CITY CA 94065  
Email: juan.otero@trilliantinc.com  
Status: INFORMATION

MARCEL HAWIGER ATTORNEY  
**THE UTILITY REFORM NETWORK**  
115 SANSOME ST, STE 900  
SAN FRANCISCO CA 94104  
FOR: TURN  
Email: marcel@turn.org  
Status: PARTY

JULIEN DUMOULIN-SMITH ASSOCIATE ANALYST  
**UBS INVESTMENT RESEARCH**  
1285 AVE OF THE AMERICAS  
NEW YORK NY 10019  
Email: julien.dumoulin-smith@ubs.com  
Status: INFORMATION

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

MOZHI HABIBI SR. DIRECTOR STRATEGIC MARKETING  
**VENTYX**  
1035 DRAKE COURT  
SAN CARLOS CA 94070  
Email: mozhi.habibi@ventyx.com  
Status: INFORMATION

ELAINE M. DUNCAN  
**VERIZON**  
711 VAN NESS AVE, STE 300  
SAN FRANCISCO CA 94102  
Email: elaine.duncan@verizon.com  
Status: INFORMATION

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DAN DOUGLASS  
**DOUGLASS & LIDDELL**  
21700 OXNARD ST, STE 1030  
WOODLAND HILLS CA 91367  
FOR: Western Power Trading Forum  
Email: douglass@energyattorney.com  
Status: PARTY