
PUBLIC UTILITIES COMMISSION

505 VAN NESS AVENUE
SAN FRANCISCO, CA 94102-3298

November 12, 2021

Agenda ID #20090

TO PARTIES OF RECORD IN DRAFT RESOLUTION ALJ-411:

This is the draft resolution of Administrative Law Judge (ALJ) Regina DeAngelis Resolving Notice of Appeal K.21-07-010 by Gekko Engineering Inc. It will not appear on the Commission's agenda sooner than 30 days from the date it is mailed. The Commission may act then, or it may postpone action until later.

When the Commission acts on the draft resolution, it may adopt all or part of it as written, amend or modify it, or set it aside and prepare its own order. Only when the Commission acts does the resolution become binding on the parties.

Comments may be filed on the draft Resolution within 20 days of the date that the draft Resolution was served on parties. Replies to comments may be filed within five days after the last day for filing comments. All comments shall be electronically served upon all parties on this proceeding's service list and on ALJ DeAngelis at rmd@cpuc.ca.gov.

/s/ ANNE E. SIMON

Anne E. Simon

Chief Administrative Law Judge

AES:sgu

Attachment

PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Resolution ALJ-411
Administrative Law Judge Division
[Date]

RESOLUTION

RESOLUTION ALJ-411 Resolves Notice of Appeal K.21-07-010 by Gekko Engineering Inc. of Denial by Supplier Clearinghouse of Women Business Enterprise Certification under Public Utilities Code §§ 8281-8286, as implemented in General Order 156 Supplier Diversity Program.

SUMMARY

This Resolution resolves K.21-07-010, the Notice of Appeal by Gekko Engineering Inc. (Appellant or Gekko Engineering) of the denial by Supplier Clearinghouse of its certification as a Women Business Enterprise under Public Utilities Code (Pub. Util. Code) § 8282 and General Order (GO) 156.¹ This Resolution directs Supplier Clearinghouse to certify Gekko Engineering as a Women Business Enterprise under Pub. Util. Code § 8282, as implemented in Section 1.3.2. of GO 156; and reverses the March 26, 2021 and June 25, 2021 determinations by Supplier Clearinghouse denying such certification.

K.21-07-010 is closed.

PROCEDURAL BACKGROUND**1. Supplier Clearinghouse's Internal Appeal Process**

In accordance with Section 7 of GO 156, Gekko Engineering complied with the required internal appeal process within the Supplier Clearinghouse before filing this Notice of Appeal with the California Public Utilities Commission (Commission).

Section 7.2.1. of GO 156 provides that "Business enterprises [who have] ...been denied [certification] by the Clearinghouse, or who have been deverified by the Clearinghouse,

¹ All section references are to the California Public Utilities Code, unless otherwise indicated.

may appeal the decision to the Commission after exhausting their remedies under the internal appeal process implemented by the Clearinghouse,..."

After Gekko Engineering received a letter dated March 26, 2021 from Supplier Clearinghouse denying its certification as a Women Business Enterprise, Gekko Engineering submitted an internal appeal with Supplier Clearinghouse on April 8, 2021.² Supplier Clearinghouse upheld the denial by letter to Gekko Engineering dated June 25, 2021.³

2. Notice of Appeal is Timely Filed with Commission

The next step in the appeal process is set forth in Section 7.3.1. of GO 156, which provides that the appellant, within 20 days after receipt of the final decision on the internal appeal by the Supplier Clearinghouse, may file a Notice of Appeal with the Commission. GO 156 provides that the appellant "may serve a Notice of Appeal on the Clearinghouse, indicating the grounds for the appeal...." The Notice of Appeal is docketed as a formal proceeding with the Commission.⁴

Consistent with Section 7.3.1. of GO 156, within 20 days after receipt of the June 25, 2021 decision by the Supplier Clearinghouse upholding the denial, Gekko Engineering timely filed its Notice of Appeal on July 15, 2021. The Notice of Appeal conforms to the requirements of Resolution ALJ-377 (April 28, 2020), which updated certain requirements for these filings.

The Commission accepted the filing and docketed the matter as K.21-07-010.

² September 14, 2021 *Joint Statement of Undisputed Facts* at 3.

³ September 14, 2021 *Joint Statement of Undisputed Facts* at 3.

⁴ Resolution ALJ-377 (April 28, 2020) at 4. Section 7.3.1. of GO 156 indicates that a Notice of Appeal will *not* be docketed with the Commission as formal proceedings. This statement is incorrect. The Commission now initiates formal proceedings upon receipt of a Notice of Appeal. The Commission adopted this change in Resolution ALJ-377 (April 28, 2020) and Resolution ALJ-299 (July 2, 2014) but has not revised GO 156, Section 7 to reflect these changes. Resolution ALJ-377 explains that "Resolution ALJ-299 required all citation appeals and GO 156 appeals to be filed with the Commission's Docket Office so as to establish a docket card and service list for each appeal."

3. Burden of Proof for Notice of Appeals

Section 7.3.9. of GO 156 provides that the appellant “shall open and close” the evidentiary hearing.⁵ Based on this directive, the Commission confirms that Gekko Engineering carries the burden of proof in this proceeding.

4. Standard of Proof for Notice of Appeals

Resolution ALJ-377 (April 16, 2020) confirms that the standard of proof for this proceeding is preponderance of evidence.⁶

5. Standard of Review for Notice of Appeal

Section 7.3.9. of GO 156 provides that “all relevant and reliable evidence may be received in the discretion of the Administrative Law Judge (ALJ).” Consistent with Section 7.3.9. of GO 156, parties in this proceeding were permitted the opportunity to offer new evidence at the August 23, 2021 evidentiary hearing, to the extent relevant and reliable. In this respect, since new evidence was considered, as permitted by Section 7.3.9. of GO 156, the standard of review in this proceeding is not the same as an appeal to state court under Pub. Util. Code § 1757. Therefore, the Supplier Clearinghouse’s prior internal denials of Gekko Engineering’s certification were not afforded deference upon review by the Commission in this proceeding.

6. Issuance of Draft Resolution

Lastly, Resolution ALJ-377 (April 28, 2020) and Section 7.3.11. of GO 156 provide that, for an appeal of a denial of certification, the draft resolution shall be issued no later than 30 days after the proceeding is submitted.⁷ The submission date in this proceeding was August 23, 2020, at the end of the evidentiary hearings.⁸ Typically, an official transcript for an evidentiary hearing is not available until approximately eight weeks after the

⁵ Section 7.3. of GO 156 uses the word “complainant” to refer to the entity appealing the denial for certification from the Supplier Clearinghouse to the Commission. The word “appellant” is used in this Resolution to reflect the fact that the applicant, Gekko Engineering, is appealing a denial from Supplier Clearinghouse, and not filing a complaint under Rules 4.1-4.6 of the Commission’s Rules of Practice and Procedure. For this reason, Gekko Engineering is not characterized as a complainant.

⁶ Resolution ALJ-377 (April 28, 2020) at 15.

⁷ Resolution ALJ-377 (April 28, 2020) Appendix B at 94.

⁸ Section 7.3.10. of GO 156 reflects the common practice at the Commission of submitting this type of proceeding soon after evidentiary hearings conclude, stating “Ordinarily, the appeal shall be submitted at the close of the hearing.”

submission date.⁹ Therefore, the issuance of the draft Resolution in this proceeding was delayed beyond this 30 day period for receipt of the official transcript on October 25, 2021.

FACTUAL BACKGROUND

All facts set forth herein are based on the following exhibits or filed documents in this proceeding: The *Joint Statement of Undisputed Facts* filed in this proceeding by Supplier Clearinghouse and Gekko Engineering on September 14, 2021; the January 20, 2021, Application by Gekko Engineering, and the statements made under penalty of perjury at the evidentiary hearing held remotely by the Commission on August 23, 2021.¹⁰ The Application by Gekko Engineering includes a sworn affidavit that all information is true and correct by Taylor Kayse.¹¹

Gekko Engineering is located in Carson, California and incorporated in California.¹² Gekko Engineering is an engineering and design firm that offers civil, structural, mechanical, electrical and other engineering and design services mainly to industrial clients.¹³ On January 20, 2021, Gekko Engineering submit an Application to the Supplier Clearinghouse for certification as a Women Business Enterprise.¹⁴

Gekko Engineering's January 20, 2021 Application indicates that Taylor Kayse, a woman, is the President and Chief Executive Officer.¹⁵ Gekko Engineering's Statement of Information filed with the California Secretary of State on December 30, 2020 shows Taylor Kayse is listed as Chief Executive Officer of Gekko Engineering.¹⁶

⁹ Section 7.3.11. of GO 156 provides: "The ALJ shall issue an order resolving the appeal no later than 30 days after the appeal is submitted, and the order will be placed on the Commission's first available agenda, consistent with the Commission's applicable rules."

¹⁰ These documents are available on the Commission's website at the *Docket Card* for this proceeding, K.21-07-010. The transcript of the August 23, 2021 evidentiary hearing is available at the *Docket Card* for this proceeding on the Commission's website.

¹¹ July 26, 2021 *Supplier Clearinghouse Compliance Filing*, Application at 11-12.

¹² September 14, 2021 *Joint Statement of Undisputed Facts* at 1.

¹³ September 14, 2021 *Joint Statement of Undisputed Facts* at 1.

¹⁴ September 14, 2021 *Joint Statement of Undisputed Facts* at 1.

¹⁵ September 14, 2021 *Joint Statement of Undisputed Facts* at 1.

¹⁶ September 14, 2021 *Joint Statement of Undisputed Facts* at 2.

Gekko Engineering has 10,000 total shares.¹⁷ The shareholders and their respective shares, as of January 20, 2021, the date of the Application, were as follows: Taylor Kayse, 7,000 shares; Darius Vitkus, 2,000 shares; and Jordan Kayse, 1,000 shares.¹⁸

Taylor Kayse's resume states she has worked full-time at Gekko Engineering since May 2011.¹⁹ She holds degrees in Marketing and International Business and French. Her resume states, in part, that as President and Chief Executive Officer, "Taylor is responsible for the general supervision, direction, and control of the business and affairs of Gekko."²⁰ Gekko Engineering's Application states Taylor Kayse is responsible for the day-to-day management and policy decision making of the following areas: finance, management, hiring, firing, marketing, sales, and equipment purchasing.²¹

Taylor Kayse makes the final decisions at Gekko Engineering.²² Prior to becoming President and Chief Executive Officer, Ms. Kayse held the position of Chief Financial Officer for four years.²³ Taylor Kayse is not a licensed engineer.

APPLICABLE LAW

Public Utilities Code §§ 8281-8286 (*Women, Minority, Disabled Veteran, and LGBT Business Enterprises*) is well-established law and has been amended on numerous occasions. The relevant law to this proceeding is as follows: In 1986, the California Legislature enacted Assembly Bill 3678 (Moore, Stats. 1986, Ch. 1259) to encourage public utilities to award a proportionate share of total public utility procurement contracts to, as amended, women, minority, disabled veteran, and LGBT business enterprises.²⁴

In defining women business enterprises, Pub. Util. Code § 8282 provides, in relevant part, that "'Women business enterprise' means a business enterprise that is at least

¹⁷ September 14, 2021 *Joint Statement of Undisputed Facts* at 2.

¹⁸ September 14, 2021 *Joint Statement of Undisputed Facts* at 2-3.

¹⁹ September 14, 2021 *Joint Statement of Undisputed Facts* at 4.

²⁰ September 14, 2021 *Joint Statement of Undisputed Facts* at 4.

²¹ July 26, 2021 *Supplier Clearinghouse Compliance Filing* at Section 5.B. of Application (marked confidential).

²² September 14, 2021 *Joint Statement of Undisputed Facts* at 4.

²³ September 14, 2021 *Joint Statement of Undisputed Facts* at 4.

²⁴ Pub. Util. Code § 8281(b)(2)(e). Amended to include disabled veterans by Senate Bill 2398 (Dills, Stats. 1990, Ch. 516) effective January 1, 1991 and amended to include LGBT by Assembly Bill 1678 (Gordon, Stats. 2014, Ch. 633), effective January 1, 2015.

51 percent owned by a woman or women...and whose management and daily business operations are controlled by one or more of those individuals.”²⁵

The Commission implemented Pub. Util. Code § 8282 in GO 156, Section 1.3.2., adopting the same language as the statute and providing, in relevant part, that " 'Women-owned business' means (1) a business enterprise ...that is at least 51 percent owned by a woman or women... (2) whose management and daily business operations are controlled by one or more of those individuals.”²⁶

The word “control,” as used above, is defined in Pub. Util. Code § 8282(a) and Section 1.3.14. of GO 156 as “exercising the power to make policy decisions.” Pub. Util. Code § 8282(e) and Section 1.3.15. of GO 156 include a definition of the word “operate” but this term is not used elsewhere in the statute or GO 156.

Pub. Util. Code § 8285 provides for penalties and imprisonment for falsely representing that a business is a Women Business Enterprise, stating, in relevant part, that any business which “falsely represents a business as a women ...business enterprise in the procurement of, or the attempt to procure, contracts from [certain public utilities] ...shall be punished by a fine of not more than five thousand dollars (\$5,000), by imprisonment in a county jail for not more than one year or in the state prison, or by both that fine and imprisonment.”²⁷

Section 2.7. of GO 156 provides for similar penalties, stating that “[f]alsification of information on the verification form is subject to the penalties provided by Public Utilities Code section 8285.”

The Supplier Clearinghouse has developed a document that appears to memorialize certain standards it relies upon to evaluate applications, referred to as Clearinghouse guidelines.²⁸ There is no record of Ms. Kayse having been provided with these guidelines.²⁹

²⁵ Pub. Util. Code § 8282(g).

²⁶ The current version of GO 156 is available, as of this writing, on the Commission’s website at: <https://www.cpuc.ca.gov/proceedings-and-rulemaking/cpuc-general-orders>. GO 156 was updated in Decision 15-06-007 (June 11, 2015).

²⁷ Pub. Util. Code § 8285(a).

²⁸ July 15, 2021 *Notice of Appeal by Gekko Engineering*.

²⁹ The guidelines used by the Supplier Clearinghouse, which have not been adopted by the Commission, are attached hereto. The Supplier Clearinghouse relied upon these guidelines during the August 23, 2021 evidentiary hearing and filed a motion to submit these guidelines into the record of this proceeding on September 7, 2021. The Commission addresses this motion in the Discussion section of this resolution.

RESOLUTION OF APPEAL**1. Taylor Kayse, a woman, owns and controls Gekko Engineering as Women Business Enterprise under Pub. Util. Code § 8282 and GO 156, Section 1.3.2.**

Based on the above, the statutory provisions and GO 156 set forth two basic requirements to establish Gekko Engineering as a Women Business Enterprise. Gekko Engineering must demonstrate that Taylor Kayse, a woman, controls the “management and daily business operations,” including exercising the power to make policy decisions for Gekko Engineering. Gekko Engineering must also demonstrate that Taylor Kayse, a woman, owns at least 51% of Gekko Engineering.

First, the explanation of the stock ownership in the January 20, 2021 Application of Gekko Engineering indicates that Taylor Kayse, a woman, owns 7000 shares, at least 51% of the 10,000 total shares of Gekko Engineering.

Second, the January 20, 2021 Application, supporting documents, and the evidence provided at the August 23, 2021 evidentiary hearing, most notably that the parties both agree that Taylor Kayse, a woman, is President and Chief Executive Officer and is responsible for the general supervision, direction, and control of the business and affairs of Gekko Engineering.³⁰ Taylor Kayse is further responsible for the day-to-day management and policy decision of Gekko Engineering in the following areas: finance, management, hiring/firing/marketing/sales, equipment purchasing.³¹ These findings establish that Taylor Kayse controls the “management and daily business operations,” including exercising the power the make policy decisions for Gekko Engineering.

For these reasons, the Commission finds that Gekko Engineering is a Women Business Enterprise under Pub. Util. Code § 8282 in GO 156, Section 1.3.2. Gekko Engineering is a Women Business Enterprise under Pub. Util. Code §§ 8281-8286 and GO 156. The Commission directs Supplier Clearinghouse to immediately certify Gekko Engineering as a Women Business Enterprise under Pub. Util. Code §§ 8281-8286 and GO 156.

³⁰ September 14, 2021 *Joint Statement of Undisputed Facts at 4.*

³¹ July 26, 2021 *Supplier Clearinghouse Compliance Filing at Section 5.B. of Application (marked confidential).*

2. Motion for Leave to File Under Seal by Supplier Clearinghouse is Granted

Resolution ALJ-377 (April 28, 2020) requires the Supplier Clearinghouse to file a Compliance Filing within 14 days of a Notice of Appeal.³² This Compliance Filing must include a complete copy of its determinations, including all attachments (such as the Application) subject to the Notice of Appeal. The Compliance Filing may contain potentially confidential and personal information of the appellant and persons associated with the appellant.

When Supplier Clearinghouse filed its Compliance Filing on July 26, 2021, it also filed a *Motion for Leave to File Under Seal* seeking Commission permission to file the Compliance Filing, in its entirety, on a confidential basis. Gekko Engineering supported this motion.

To protect the confidential and personal information in the Compliance Filing, the July 26, 2021 *Motion for Leave to File Under Seal* by the Supplier Clearinghouse is granted. These documents shall remain under seal until otherwise designated by the Commission.

3. Motion to Enter *Guidelines* in the Record by Supplier Clearinghouse is Granted, with Limitations

On September 7, 2021, Supplier Clearinghouse filed a *Motion to Enter Supplier Clearinghouse Guidelines into Record*. These so-called guidelines were attached to the motion. In support of its motion, Supplier Clearinghouse provides only that, “The Clearinghouse is herewith providing a copy of its eligibility standards seeking to enter into the record of this proceeding.” On September 10, 2021, Gekko Engineering filed a response in opposition to this motion and stating, among other things, that,

“Neither in its motion nor during the hearing has the Supplier Clearinghouse provided any support for the legitimacy of this document. During the hearing, it was established that this document is a compilation of text that was cut-and-pasted from pop-up windows on the Supplier Clearinghouse website... Nowhere on the Supplier Clearinghouse’s website is this pop-up window text identified as ‘guidelines.’ Neither in the text of these pop-up windows nor in the document that the Supplier

³² Resolution ALJ-377 (April 28, 2020) at 14.

Clearinghouse seeks to add to the record, is this information described as guidelines.”³³

The Commission has not reviewed or approved these guidelines. In addition, as pointed out by Gekko Engineering, above, the source of these guidelines is not provided. Nevertheless, in past Resolutions reviewing denials of certifications, the Commission appears to have relied upon a document similar to these so-called guidelines now offered by the Supplier Clearinghouse to establish eligibility of businesses for certification under GO 156.³⁴ We clarify now that these guidelines, to the extent they conflict with the statute or GO 156, are not determinative of eligibility.

With the clarification that these guidelines are not controlling, the September 7, 2021 motion by Supplier Clearinghouse is granted, and these guidelines, which are attached to the September 7, 2021 motion, are entered into the record for the purpose of memorializing the document. The Notice of Appeal is reviewed and decided based on Pub. Util. Code §§ 8281-8286 and GO 156.

COMMENTS

Pub. Util. Code § 311(g)(1) requires that a draft resolution be served on all parties and be subject to a public review and comment period of 30 days or more, prior to a vote of the Commission on the resolution. A copy of today’s draft Resolution was distributed for comment to the service list..

Pursuant to Rule 14.5, comments on this draft Resolution are due within 20 days of the date notice this draft Resolution was posted in the Commission’s Daily Calendar.³⁵

Parties are directed to file and serve their comments regarding the draft Resolution on the service list for this proceeding.

³³ September 10, 2021 *Response of Gekko Engineering Inc. to Motion to Enter Supplier Clearinghouse Guidelines to Record* at 2.

³⁴ See, e.g., Resolution ALJ-245 (March 16, 2020) *Denying the Appeal of Evans Industrial, Inc. Pursuant to Clearinghouse Determination of Status Under GO 156* at 2, 9-10.

³⁵ The Commission’s Daily Calendar is available on the Commission’s website.

FINDINGS AND CONCLUSIONS

1. Taylor Kayse, a woman, controls the “management and daily business operations,” including exercising the power the make policy decisions for Gekko Engineering.
2. Taylor Kayse, a woman, owns at least 51% of Gekko Engineering shares.
3. Taylor Kayse, a woman, owns and controls Gekko Engineering under Pub. Util. Code §§ 8281-8286 and GO 156.
4. Gekko Engineering is a Woman Business Enterprise under Pub. Util. Code §§ 8281-8286 and GO 156.
5. The July 26, 2012 motion filed by Supplier Clearinghouse to file certain material under seal set forth in its July 26, 2021 Compliance Filing will protect the confidential and personal information of Gekko Engineering and should be granted.
6. The September 7, 2021 motion filed by Supplier Clearinghouse to enter the so-called guidelines into the record of this proceeding is granted, with limitations.

THEREFORE, IT IS ORDERED that:

1. The Supplier Clearinghouse is directed to immediately certify Gekko Engineering Inc. as a Woman Business Enterprise under Pub. Util. Code §§ 8281-8286 and GO 156.
2. The July 26, 2021 motion filed by Supplier Clearinghouse to submit certain material set forth in its July 26, 2021 Compliance Filing under seal is granted. These documents shall remain under seal until otherwise designated by the Commission.
3. The September 7, 2021 motion filed by Supplier Clearinghouse seeking to enter the so-called guidelines into the record of this proceeding is granted, with the limitations herein.

4. This proceeding is closed.

This Resolution is effective today.

I certify that the foregoing Resolution was duly introduced, passed, and adopted at a conference of the Public Utilities Commission of the State of California held on _____, the following Commissioners voting favorably thereon:

Rachel Peterson
Executive Director

ATTACHMENT - Supplier Clearinghouse Guidelines

ALJ/RMD/sgu

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

RESOLUTION ALJ-411 Resolves Notice of Appeal K.21-07-010 by Gekko Engineering Inc. of Denial by Supplier Clearinghouse of Women Business Enterprise Certification under Public Utilities Code §§ 8281-8286, as implemented in General Order 156 Supplier Diversity Program.

INFORMATION REGARDING SERVICE

I have electronically served all persons on the attached official service list who have provided an e-mail address for K.21-07-010.

Upon confirmation of this document's acceptance for filing, I will cause a copy of the filed document to be served by U.S. mail on all parties listed in the "Party" category of the official service list for whom no e-mail address is provided.

Dated November 12, 2021, at San Francisco, California.

/s/ SHANE GUTTO

Shane Gutto

N O T I C E

Persons should notify the Process Office, Public Utilities Commission, 505 Van Ness Avenue, Room 2000, San Francisco, CA 94102, of any change of address to ensure that they continue to receive documents. You must indicate the proceeding number on the service list on which your name appears.

The Commission's policy is to schedule hearings (meetings, workshops, etc.) in locations that are accessible to people with disabilities. To verify that a particular location is accessible, call: Calendar Clerk (415) 703-1203.

If specialized accommodations for the disabled are needed, e.g., sign language interpreters, those making the arrangements must call the Public Advisor at (415) 703-2074 or TDD# (415) 703-2032 five working days in advance of the event.

***** SERVICE LIST *****

Last Updated on 20-AUG-2021 by: AHB
K2107010 LIST

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