

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

Order Instituting Rulemaking to Implement the  
Commission's Procurement Incentive  
Framework and to Examine the Integration of  
Greenhouse Gas Emission Standards into  
Procurement Policies

Rulemaking 06-04-009  
(Filed April 13, 2007)

and

**BEFORE THE CALIFORNIA ENERGY COMMISSION**

AB 32 Implementation

07-OIIP-01

**COMMENTS OF THE CALIFORNIA INDEPENDENT SYSTEM OPERATOR  
TO THE JOINT CPUC AND CEC STAFF PROPOSAL FOR AN ELECTRIC  
RETAIL PROVIDER GHG REPORTING PROTOCOL**

**Introduction**

Pursuant to the Ruling of ALJs TerKeurst and Lakritz dated June 12, 2007, the California Independent System Operator Corporation ("CAISO") submits its comments to the Joint California Public Utilities Commission and California Energy Commission Staff Proposal for an Electricity Retail Provider GHG Reporting Protocol (hereafter "Staff Reporting Proposal").

The Staff Reporting Proposal is a draft protocol for the tracking and reporting of Greenhouse Gas ("GHG") emissions associated with electricity retail sales in California and is the point of departure for developing a set of CPUC and CEC recommendations to present to the California Air Resources Board ("ARB") in September 2007. ARB will consider these recommendations in its development of final reporting regulations by a

January 1, 2008 deadline, pursuant to the ARB's mandate under AB 32.<sup>1</sup> While the proposal notes that it addresses reporting rules for a load-based approach, it also notes that "the issue of whether a load-based cap is the appropriate approach will be addressed elsewhere in this proceeding."<sup>2</sup>

At the same time that the ARB is developing reporting and inventory regulations, the ARB will also determine what the statewide GHG emission level was for 1990, and the ARB will approve a statewide GHG limit, equivalent to that baseline level, to be achieved by 2020.<sup>3</sup> In a recent workshop in this proceeding, it was clarified that the 1990 baseline/2020 limit that the ARB establishes under AB 32 will be a single number, aggregated across all the sectors of the California economy, and not a series of sector-specific numbers for the electricity sector and the other sectors of the California economy.<sup>4</sup>

## **1. General Comments on the Overall Product**

At the outset, the CAISO wishes to express appreciation to the CPUC and CEC staff for their work in formulating the Staff Reporting Proposal. The CAISO recognizes that many hours of effort were necessary to i) investigate and gather information from many diverse sources, through formal workshops, informal outreach to knowledgeable parties, and literature review; ii) study, digest, analyze and synthesize the information; and iii) craft a construct that lays out the information in a comprehensive, structured manner.

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<sup>1</sup> Staff Reporting Proposal, Executive Summary, at p. vi. Health & Safety Code Section 38530(a) of AB 32 sets forth the reporting and verification regulation requirement by January 1, 2008.

<sup>2</sup> Staff Reporting Protocol, Section 1.1 [*Implementing a Load-based Tracking System in the Electricity Sector*], p.1, n1.

<sup>3</sup> Health and Safety Code Section 38550.

<sup>4</sup> Joint Workshop of the CEC and CPUC, held June 22, 2007 in Sacramento. The comment was made at the beginning of the workshop. As of the date of CAISO's Comments, the transcript of this workshop is not available.

In addition, the CAISO appreciates the effort undertaken by the staff to understand and acknowledge, in the Staff Reporting Proposal, the potential interplay between GHG reduction policies and the CAISO's wholesale markets for energy, reserves, and transmission service; in particular, the upcoming implementation of a day-ahead integrated forward market (IFM) and the real time market (RTM). The proposal recognizes that the IFM and the RTM are designed to optimize economic (i.e. least-cost) dispatch of supply resources and to provide non-discriminatory access to the wholesale power grid, while also maintaining grid reliability. In this regard, the proposal aptly includes criteria expressing that the "reporting method should not distort the electricity markets by causing retail providers to make non-optimal resource choices" and "the reporting protocol should not incentivize buyers or sellers to misuse the IFM or the real time market."<sup>5</sup>

The CAISO also believes that the Staff Reporting Proposal takes a reasoned approach in assigning default emission factors to account for unspecified power sources, such as imported power and system power purchases, and to account for the difference between contracted energy and actual dispatch.<sup>6</sup> This is an appropriate way to address the task of creating a first cut reporting system for the field of GHG regulation.

## **2. Specific Points for Modification of the Proposal**

In turning to the CAISO's specific recommendations for treatment of the CAISO real time and integrated forward markets, the CAISO recommends that the proposal assign the same default factor to both markets and that this emissions level initially be set at 1,100 lbs per megawatt hour, which is the standard that the CEC and CPUC have established for their AB 1368 emissions performance standard, as approximating the emissions level of a natural gas combined cycle combustion turbine ("CCGT").

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<sup>5</sup> Staff Reporting Protocol, Section 2.3.5 [*Minimization of Unintended Consequences*], at p. 7.

<sup>6</sup> Staff Reporting Protocol, Executive Summary, at p. vi.

In addition, the CAISO mentions one note of concern, regarding the large difference between the proposed emissions factors for imports from the Northwest and the Southwest. The concern is that adopting a Southwest emissions factor that is 2.5 times greater than the Northwest emissions factor could create a strong incentive for contract shuffling, to take advantage of the lower Northwest emissions factor. Such contract shuffling, could, in turn, lead to significant changes in parties' scheduled use of the CAISO grid, to increase imports from the Northwest and decrease imports from the Southwest, in a manner that does not really reflect changes in the dispatch of generating resources in the Western region.

***The CAISO Recommends that the Proposal Set the Same Default Emission Factor for the Real Time and Integrated Forward Markets***

The proposal sets default emission factors of 900<sup>7</sup> for the CAISO real time market (RTM) and 1,000 for the CAISO integrated forward market (IFM). However, the proposal does not state what information was used as the basis for these numbers, or the reason to assign different values to the two markets.

CAISO is concerned that assigning different values for the two markets may create an incentive for parties to select one market over the other. In this regard, CAISO is concerned about creating the incentive (in reality or perception) for a retail provider to hold itself out of the IFM and shift its purchases to the RTM, in order to take advantage of the lower GHG emission factor assigned to the RTM. Creating such an incentive would run counter to the criterion in Section 2.3.5, Minimization of Unintended Consequences. This criterion notes that the reporting mechanism should not cause retail providers to make non-optimal resource choices, nor should it incentivize buyers or sellers to misuse the IFM or the RTM.<sup>8</sup> Furthermore, it is important to note that the IFM

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<sup>7</sup> All default factors represent pounds of CO2 per MW hour.

<sup>8</sup> Staff Reporting Protocol, Section 2.3.5 [Minimization of Unintended Consequences], at p.7.

is anticipated to be the more optimal market, since it is forward in time and addresses a wider resource market than RTM. This optimization includes more than price. IFM enhances identification of transmission constraints and infeasible transactions. To the extent that there were carbon-regulation motivated shifting to the RTM, this would complicate the task of control room operators.

Moreover, the IFM will be a new market structure when it commences in February 2008, representing the first implementation of a transparent day-ahead energy market since the demise of the California Power Exchange in 2001. As such, the IFM will be subject to study and potential refinement, as it unfolds. Setting two different rates for the IFM and the RTM will introduce an additional factor into the analysis of why parties might have elected to participate in one market versus the other, thus complicating the analysis by bringing one more variable into the new market structure.

***The CAISO Recommends that the Proposal Set the Emission Factor(s) for Both the RTM and the IFM at 1,100***

The emission factors that the proposal establishes for the RTM and IFM are each set at levels that are likely to be lower than the emission factors for in-state specified sources. (These factors will be established from the generation source emissions data reported to ARB, which ARB will use to certify unit-specific or facility-specific emission rates.) This is because the in-state specified sources group will include older units and power facilities that will be certified at emission rates higher than 1000 pounds (the IFM emissions factor).

While the CAISO recognizes that the CAISO emission factors represent an aggregated number for the power pools, and would be a mix of higher and lower carbon emitting resources, it is the CAISO's opinion that the numbers are set too low. This is especially the case for the RTM, which, in large part, will be comprised of short-start units. Short-start units are often single cycle combustion turbines (CTs) used for peak

loads. The current stock of peaker units are generally higher carbon emitters than CCCTs.<sup>9</sup>

The CAISO recommends that the Joint Staff Proposal use a 1,100 emission factor for both the RTM and the IFM. This is the number that the CEC and CPUC have established as the Emissions Performance Standard (EPS) for retail service providers under SB 1368. After receiving stakeholder input on the subject, the CEC and CPUC determined that 1,000 pounds best represents the performance level of the current stock of CCGTs, accounting differential for performance based age and specifications of various units (i.e. LM6000s) and other factors, such as the elevation and ambient temperature where CCGTs may be sited. The CAISO is of the opinion that the 1,100 number more accurately reflects the carbon emission level of the resource mix for the RTM and the IFM. In addition, utilizing the same emissions factor as the EPS will promote consistency in GHG regulation.

### **3. Comments on Some of the Issues Raised In Administrative Law Judges' June 12<sup>th</sup> Ruling**

The CAISO also provides the following comments on some of the issues raised in the ALJs' June 12<sup>th</sup> ALJs' Ruling:

*Whether the criteria for assessing reporting protocols identified in Section 2.3 of the report are appropriate, and whether the Staff proposal adequately complies with what you view as appropriate criteria*

Section 2.3.3 lists the criteria "simplicity," but the discussion also contains an important concept that might well be expressly stated: that of proportionality of burden to benefit. The discussion notes that the protocol should not impose an overly burdensome procedure on either the reporting entities or the state agencies. In this regard, the reporting protocol should strive for a proportional fit between i) the obligations it

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<sup>9</sup> Given this fact, if different numbers are to be used for IFM and RTM, the RTM emissions factor should be the higher number in comparison to the IFM.

imposes on retail providers to provide detailed information and ii) the expected usefulness of the information for overall GHG regulation.

The primary subject area to apply this criterion is the treatment of unspecified power: that is, imported and exported power, and unspecified contracts. In this regard, it has been noted, for example, that the scope of unspecified power is a relatively small level of total electricity consumption. Moreover, current methodologies, such as e-tags, do not contain enough information to trace power flows from source to sink, and the commercial electricity market activity includes some 800 to 1000 custody changes of purchased power per hour and approximately, and 8,000MWs of net imports into California per hour.<sup>10</sup>

The CAISO believes that, overall, the Staff Reporting Protocol strikes an appropriate balance, outlining a reporting approach proportionate to the benefits derived from accounting for GHGs attributable to unspecified power. The emission factors are more detailed, and designed to achieve more accuracy, than if would be achieved by merely averaging the import portfolio mix from the Pacific Northwest and the Southwest. It seems that, if the proposal had tried to drilling down further (for example, to account for more variables, such as season or hour of import/export or to try to get a more granular breakdown of more source areas or for specific generation units), it would have imposed too much burden, with little commensurate gain in accuracy of GHG emissions.

***Whether the intent should be to design a reporting protocol that could be adopted directly by other states in the region and, if so, whether modifications to the Staff proposal would be needed for this purpose***

At this early stage of GHG regulatory development, it is preferable to strive to design a reporting protocol that is not inconsistent with currently known features of other developing state GHG schemes, rather than to focus on affirmatively refining the

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<sup>10</sup> See CAISO presentation made at the April 12, 2007 CPUC GHG workshops in this proceeding, posted on the CPUC internet website at <http://www.cpuc.ca.gov/static/energy/electric/climate+change/caliso.pdf>

proposal to incorporate features that other states may want to include in order for those states to directly adopt California's protocol.

***How the proposed reporting requirements including, in particular, the use of estimates, could affect the integrity of greenhouse gas (GHG) emission allowances and whether the requirements may have implications on the ability to trade GHG emission allowances with other regimes***

California is a net importer of electric power. As other Western state regimes are developed, California may be able to look to the other states for details on the emissions composition of their exports to California. This information could conceivably be used to validate and refine the default emission factors used in the current reporting protocol, or in lieu of particular default emission factors.

***In addition to any technical, policy, or other concerns, whether the Staff proposal raises any legal issues***

The primary legal challenge for the proposal is to develop a California regulatory system that is consistent with the duality of state and federal regulation and does not regulate interstate commerce in violation of the federal commerce clause. Commerce clause prohibitions are implicated when courts perceive that state regulatory schemes treat out-of-state products, or product providers, inappropriately differently than in-state products or providers, or regulate them in ways that are over-inclusive in regulatory reach, or not well tailored to promote the stated purpose for the regulation, when the court weighs that state purpose of the rule against its adverse impact on the out-of-state product or producer.<sup>11</sup> The paradigm unconstitutional regulation is the protectionist one

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<sup>11</sup> See e.g., City of Philadelphia v. New Jersey, 437 U.S. 617; 98 S. Ct. 2531 (1978). In this regard, it is also useful to note that, in both SB 1368 and AB 32, the Legislature articulated that a primary purpose of the measures was to enhance and protect California's economy from GHGs, a state interest that federal law has upheld when state regulation has been challenged on federal preemption grounds. (See PG&E v. CEC, 461 U.S. 190 (1983) [Congress has preserved the dual regulation of nuclear-powered electricity generation: the Federal Government maintains complete control of the safety and "nuclear" aspects of energy generation, whereas the States exercise their *traditional authority over economic questions such as the need for additional generating capacity, the type of generating facilities to be licensed, land use, and ratemaking*. This Court accepts California's avowed *economic rather than safety purpose* as the rationale for enacting 25524.2, and accordingly the statute lies outside the federally occupied field of nuclear safety regulation. (Id. at pp. 205-216, emphasis added.)]).

that intentionally penalizes out-of-state imports, but which the state claims, under pretext, is intended to promote health and safety.

Accordingly, the protocol should be drafted so as to treat power imports into California, and power exports from California, similarly to in-state power. The Joint Staff Proposal appears to have done so.

Respectfully submitted,

*/s/Baldassaro "Bill" Di Capo*

Baldassaro "Bill" Di Capo  
151 Blue Ravine Road  
Folsom, CA 95630  
Telephone: (916) 351-4400  
Facsimile: (916) 608-7222

ATTORNEYS FOR THE  
CALIFORNIA INDEPENDENT  
SYSTEM OPERATOR

## CERTIFICATE OF SERVICE

I hereby certify that on July 2, 2007. I served, by electronic mail, a copy of the foregoing Prehearing Conference Statement of the California Independent System Operator, as follows:

To all parties in CPUC Docket No. R.06-04-009;

To the CEC Docket Office for CEC Docket 07-OIPP-01, by delivery to [docket@energy.state.ca.us](mailto:docket@energy.state.ca.us);

To Karen Griffin, CEC Project Manager for CEC Docket 07-OIPP-01, by delivery to [kgriffin@energy.state.ca.us](mailto:kgriffin@energy.state.ca.us);

Executed on July 2, 2007 at Folsom, California.

/s/Susan L. Montana  
Susan L. Montana  
An Employee of the California  
Independent System Operator

STEVEN S. SCHLEIMER  
BARCLAYS BANK, PLC  
200 PARK AVENUE, FIFTH FLOOR  
NEW YORK, NY  
10166steven.schleimer@barclayscapital.com  
ERIN M. MURPHY  
MCDERMOTT WILL & EMERY LLP  
600 THIRTEENTH STREET, N.W.  
WASHINGTON, DC  
20005emmurphy@mwe.com  
THOMAS DILL  
LODI GAS STORAGE, L.L.C.  
1021 MAIN ST STE 1500  
HOUSTON, TX 77002-  
6509trdill@westernhubs.com  
JENINE SCHENK  
APS ENERGY SERVICES  
400 E. VAN BUREN STREET, SUITE 750  
PHOENIX, AZ 85004jenine.schenk@apses.com

ROGER C. MONTGOMERY  
SOUTHWEST GAS CORPORATION  
PO BOX 98510  
LAS VEGAS, NV 89193-  
8510roger.montgomery@swgas.com  
DENNIS M.P. EHLLING  
KIRKPATRICK & LOCKHART NICHOLSON  
GRAHAM  
10100 SANTA MONICA BLVD., 7TH FLOOR  
LOS ANGELES, CA 90067dehling@kling.com  
TIFFANY RAU  
CARSON HYDROGEN POWER PROJECT  
LLC  
ONE WORLD TRADE CENTER, SUITE 1600  
LONG BEACH, CA 90831-  
DANIËL W. DOUGLASS  
DOUGLASS & LIDDELL  
21700 OXNARD STREET, SUITE 1030  
WOODLAND HILLS, CA  
91367douglass@energyattorney.com

LAURA I. GENAO  
SOUTHERN CALIFORNIA EDISON  
2244 WALNUT GROVE AVENUE  
ROSEMEAD, CA 91770Laura.Genao@sce.com

DAN HECHT  
SEMPRA ENERGY  
101 ASH STREET  
SAN DIEGO, CA  
92101dhecht@sempratrading.com

JOSEPH R. KLOBERDANZ  
SAN DIEGO GAS & ELECTRIC  
PO BOX 1831  
SAN DIEGO, CA  
92112jkloberdanz@semprautilities.com

GLORIA BRITTON  
ANZA ELECTRIC COOPERATIVE, INC.  
PO BOX 391909  
58470 HWY 371  
ANZA, CA 92539GloriaB@anzaelectric.org

JOHN P. HUGHES  
SOUTHERN CALIFORNIA EDISON  
COMPANY  
601 VAN NESS AVENUE, STE. 2040  
SAN FRANCISCO, CA  
Diana L. Lee

CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 4300  
SAN FRANCISCO, CA 94102-  
MICHÄEL P. ALCANTAR  
ALCANTAR & KAHL, LLP  
120 MONTGOMERY STREET, SUITE 2200  
SAN FRANCISCO, CA 94104mpa@a-  
klaw.com

EDWARD G POOLE  
ANDERSON DONOVAN & POOLE  
601 CALIFORNIA STREET SUITE 1300  
SAN FRANCISCO, CA  
94108epoole@adplaw.com

JEANNE B. ARMSTRONG  
GOODIN MACBRIDE SQUERI RITCHIE &  
DAY LLP  
505 SANSOME STREET, SUITE 900  
SAN FRANCISCO, CA  
JOSEPH M. KARP  
WINSTON & STRAWN LLP  
101 CALIFORNIA STREET  
SAN FRANCISCO, CA 94111-  
5802jkarp@winston.com

LARS KVALE  
CENTER FOR RESOURCE SOLUTIONS  
PO BOX 39512  
PRESIDIO BUILDING 97  
SAN FRANCISCO, CA 94129lars@resource-  
avis.kowalewski  
CALPINE CORPORATION  
3875 HOPYARD ROAD, SUITE 345  
PLEASANTON, CA  
94588kowalewskia@calpine.com

STEVEN HUHMAN  
MORGAN STANLEY CAPITAL GROUP INC.  
2000 WESTCHESTER AVENUE  
PURCHASE, NY  
10577steven.huhman@morganstanley.com  
MICHAEL A. YUFFEE  
MCDERMOTT WILL & EMERY LLP  
600 THIRTEENTH STREET, N.W.  
WASHINGTON, DC 20005-  
3096myuffee@mwe.com  
E.J. WRIGHT  
OCCIDENTAL POWER SERVICES, INC.  
5 GREENWAY PLAZA, SUITE 110  
HOUSTON, TX 77046ej\_wright@oxy.com

JOHN B. WELDON, JR.  
SALMON, LEWIS & WELDON, P.L.C.  
2850 EAST CAMELBACK ROAD, SUITE 200  
PHOENIX, AZ 85016jbw@slwplc.com

SID NEWSOME  
SOUTHERN CALIFORNIA GAS COMPANY  
555 WEST 5TH STREET  
GT 14 D6  
LOS ANGELES, CA  
GRÉGORI KOISER  
CONSTELLATION NEW ENERGY, INC.  
350 SOUTH GRAND AVENUE, SUITE 3800  
LOS ANGELES, CA  
90071gregory.koiser@constellation.com  
GREGORY KLATT  
DOUGLASS & LIDDELL  
411 E. HUNTINGTON DRIVE, STE. 107-356  
ARCADIA, CA  
91006klatt@energyattorney.com  
PAUL DELANEY  
AMERICAN UTILITY NETWORK (A.U.N.)  
10705 DEER CANYON DRIVE  
ALTA LOMA, CA 91737psed@adelphia.net

RONALD MOORE  
GOLDEN STATE WATER/BEAR VALLEY  
ELECTRIC  
630 EAST FOOTHILL BOULEVARD  
SAN DIMAS, CA 91773rkmoore@gswater.com

DANIEL A. KING  
SEMPRA ENERGY  
101 ASH STREET, HQ 12  
SAN DIEGO, CA 92101daking@sempra.com

BILL LYONS  
CORAL POWER, LLC  
4445 EASTGATE MALL, SUITE 100  
SAN DIEGO, CA 92121Bill.Lyons@shell.com

LYNELLE LUND  
COMMERCE ENERGY, INC.  
600 ANTON BLVD., SUITE 2000  
COSTA MESA, CA  
92626llund@commerceenergy.com  
LAD LORENZ  
SOUTHERN CALIFORNIA GAS COMPANY  
601 VAN NESS AVENUE, SUITE 2060  
SAN FRANCISCO, CA  
94102lorenz@semprautilities.com

F. Jackson Stoddard  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5125  
SAN FRANCISCO, CA 94102-  
SEEMA SRINIVASAN  
ALCANTAR & KAHL, LLP  
120 MONTGOMERY STREET, SUITE 2200  
SAN FRANCISCO, CA 94104sls@a-klaw.com

ANN G. GRIMALDI  
MCKENNA LONG & ALDRIDGE LLP  
101 CALIFORNIA STREET, 41ST FLOOR  
SAN FRANCISCO, CA  
94111agrimaldi@mckennalong.com

KAREN BOWEN  
WINSTON & STRAWN LLP  
101 CALIFORNIA STREET  
SAN FRANCISCO, CA  
94111kbowen@winston.com

JEFFREY P. GRAY  
DAVIS WRIGHT TREMAINE, LLP  
505 MONTGOMERY STREET, SUITE 800  
SAN FRANCISCO, CA 94111-  
6533jjeffgray@dw.com

ANDREA WELLER  
STRATEGIC ENERGY  
3130 D BALFOUR RD., SUITE 290  
BRENTWOOD, CA 94513aweller@sel.com

WILLIAM H. BOOTH  
LAW OFFICES OF WILLIAM H. BOOTH  
1500 NEWELL AVENUE, 5TH FLOOR  
WALNUT CREEK, CA 94596wbooth@booth-  
law.com

RICK C. NOGER  
PRAXAIR PLAINFIELD, INC.  
2711 CENTERVILLE ROAD, SUITE 400  
WILMINGTON, DE  
19808rick\_noger@praxair.com  
LISA M. DECKER  
CONSTELLATION ENERGY GROUP, INC.  
111 MARKET PLACE, SUITE 500  
BALTIMORE, MD  
21202lisa.decker@constellation.com  
PAUL M. SEBY  
MCKENNA LONG & ALDRIDGE LLP  
1875 LAWRENCE STREET, SUITE 200  
DENVER, CO 80202pseby@mckennalong.com

KELLY BARR  
SALT RIVER PROJECT  
PO BOX 52025, PAB 221  
PHOENIX, AZ 85072-  
2025kelly.barr@srpnet.com  
DAVID L. HUARD  
MANATT, PHELPS & PHILLIPS, LLP  
11355 WEST OLYMPIC BOULEVARD  
LOS ANGELES, CA  
90064dhuard@manatt.com  
NORMAN A. PEDERSEN  
HANNA AND MORTON, LLP  
444 SOUTH FLOWER STREET, NO. 1500  
LOS ANGELES, CA  
90071npedersen@hanmor.com  
MAUREEN LENNON  
CALIFORNIA COGENERATION COUNCIL  
595 EAST COLORADO BLVD., SUITE 623  
PASADENA, CA  
91101maureen@lennonassociates.com  
AKBAR JAZAYEIRI  
SOUTHERN CALIFORNIA EDISON  
COMPANY  
2244 WALNUT GROVE AVE. ROOM 390  
ROSEMEAD, CA  
DON WOOD  
PACIFIC ENERGY POLICY CENTER  
4539 LEE AVENUE  
LA MESA, CA 91941dwood8@cox.net

SYMONE VONGDEUANE  
SEMPRA ENERGY SOLUTIONS  
101 ASH STREET, HQ09  
SAN DIEGO, CA 92101-  
3017svongdeuane@semprasolutions.com  
THOMAS DARTON  
PILOT POWER GROUP, INC.  
9320 CHESAPEAKE DRIVE, SUITE 112  
SAN DIEGO, CA  
92123tdarton@pilotpowergroup.com  
TAMLYN M. HUNT  
COMMUNITY ENVIRONMENTAL  
COUNCIL  
26 W. ANAPAMU ST., 2/F  
SANTA BARBARA, CA  
MARCEL HAWIGER  
THE UTILITY REFORM NETWORK  
711 VAN NESS AVENUE, SUITE 350  
SAN FRANCISCO, CA 94102marcel@turn.org

AUDREY CHANG  
NATURAL RESOURCES DEFENSE  
COUNCIL  
111 SUTTER STREET, 20TH FLOOR  
SAN FRANCISCO, CA 94104achang@nrdc.org  
WILLIAM H. CHEN  
CONSTELLATION NEW ENERGY, INC.  
ONE MARKET STREET  
SPEAR TOWER, 36TH FLOOR  
SAN FRANCISCO, CA

BRIAN T. CRAGG  
GOODIN, MACBRIDE, SQUERI, RITCHIE &  
DAY  
505 SANSOME STREET, SUITE 900  
SAN FRANCISCO, CA  
LISA A. COTTLE  
WINSTON & STRAWN LLP  
101 CALIFORNIA STREET, 39TH FLOOR  
SAN FRANCISCO, CA  
94111lcottle@winston.com

CHRISTOPHER J. WARNER  
PACIFIC GAS AND ELECTRIC COMPANY  
77 BEALE STREET, PO BOX 7442  
SAN FRANCISCO, CA 94120-  
7442cjw5@pge.com

JENNIFER CHAMBERLIN  
STRATEGIC ENERGY, LLC  
2633 WELLINGTON CT.  
CLYDE, CA  
94520jchamberlin@strategicenergy.com

J. ANDREW HOERNER  
REDEFINING PROGRESS  
1904 FRANKLIN STREET  
OAKLAND, CA  
94612hoerner@redefiningprogress.org

KEITH R. MCCREA  
SUTHERLAND, ASBILL & BRENNAN, LLP  
1275 PENNSYLVANIA AVE., N.W.  
WASHINGTON, DC 20004-  
2415keith.mccrea@sablaw.com  
KEVIN BOUDREAU  
CALPINE POWER AMERICA-CA, LLC  
717 TEXAS AVENUE, SUITE 1000  
HOUSTON, TX  
77002kevin.boudreaux@calpine.com  
TIMOTHY R. ODIL  
MCKENNA LONG & ALDRIDGE LLP  
1875 LAWRENCE STREET, SUITE 200  
DENVER, CO 80202todil@mckennalong.com

STEVEN S. MICHEL  
WESTERN RESOURCE ADVOCATES  
2025 SENDA DE ANDRES  
SANTA FE, NM  
87501smichel@westernresources.org  
CURTIS L. KEBLER  
J. ARON & COMPANY  
2121 AVENUE OF THE STARS  
SUITE 2600  
LOS ANGELES, CA  
MICHAEL MAZUR  
3 PHASES ENERGY SERVICES, LLC  
2100 SEPULVEDA BLVD., SUITE 38  
MANHATTAN BEACH, CA  
90266mmazur@3phases.com  
RICHARD HELGESON  
SOUTHERN CALIFORNIA PUBLIC POWER  
AUTHORITY  
225 S. LAKE AVE., SUITE 1250  
PASADENA, CA 91101rhelgeson@scppa.org  
ANNETTE GILLIAM  
SOUTHERN CALIFORNIA EDISON  
COMPANY  
2244 WALNUT GROVE AVENUE  
ROSEMEAD, CA  
ALLEN K. TRIAL  
SDGE&SCG  
101 ASH STREET  
HQ-13  
SAN DIEGO, CA 92101atrial@sempra.com

THEODORE ROBERTS  
SEMPRA GLOBAL  
101 ASH STREET, HQ 13D  
SAN DIEGO, CA 92101-  
3017troberts@sempra.com  
STEVE RAHON  
SAN DIEGO GAS & ELECTRIC COMPANY  
8330 CENTURY PARK COURT, CP32C  
SAN DIEGO, CA 92123-  
1548lschavrien@semprautilities.com  
JEANNE M. SOLE  
CITY AND COUNTY OF SAN FRANCISCO  
1 DR. CARLTON B. GOODLETT PLACE,  
RM. 234  
SAN FRANCISCO, CA  
NINA SUETAKE  
THE UTILITY REFORM NETWORK  
711 VAN NESS AVE., STE 350  
SAN FRANCISCO, CA  
94102nsuetake@turn.org  
EVELYN KAHL  
ALCANTAR & KAHL, LLP  
120 MONTGOMERY STREET, SUITE 2200  
SAN FRANCISCO, CA 94104ek@aklaw.com

BRIAN K. CHERRY  
PACIFIC GAS AND ELECTRIC COMPANY  
77 BEALE STREET, B10C  
SAN FRANCISCO, CA 94106bkc7@pge.com

JAMES D. SQUERI  
GOODIN MACBRIDE SQUERI RITCHIE &  
DAY LLP  
505 SANSOME STREET, STE 900  
SAN FRANCISCO, CA  
SEAN P. BEATTY  
COOPER, WHITE & COOPER, LLP  
201 CALIFORNIA ST., 17TH FLOOR  
SAN FRANCISCO, CA  
94111sbeatty@cwclaw.com

SARA STECK MYERS  
122 28TH AVENUE  
SAN FRANCISCO, CA 94121ssmyers@att.net

KERRY HATTEVIK  
MIRANT CORPORATION  
696 WEST 10TH STREET  
PITTSBURG, CA  
94565kerry.hattevik@mirant.com  
JANILL RICHARDS  
CALIFORNIA ATTORNEY GENERAL'S  
OFFICE  
1515 CLAY STREET, 20TH FLOOR  
OAKLAND, CA

CLIFF CHEN  
UNION OF CONCERNED SCIENTIST  
2397 SHATTUCK AVENUE, STE 203  
BERKELEY, CA 94704cchen@ucusa.org

C. SUSIE BERLIN  
MC CARTHY & BERLIN, LLP  
100 PARK CENTER PLAZA, SUITE 501  
SAN JOSE, CA  
95113sberlin@mccarthyllaw.com  
JOHN JENSEN  
MOUNTAIN UTILITIES  
PO BOX 205  
KIRKWOOD, CA  
95646jjensen@kirkwood.com  
BRUCE MCLAUGHLIN  
BRAUN & BLAISING, P.C.  
915 L STREET, SUITE 1420  
SACRAMENTO, CA  
95814mclaughlin@braunlegal.com  
VIRGIL WELCH  
ENVIRONMENTAL DEFENSE  
1107 9TH STREET, SUITE 540  
SACRAMENTO, CA  
95814vwelch@environmentaldefense.org  
STEVEN M. COHN  
SACRAMENTO MUNICIPAL UTILITY  
DISTRICT  
PO BOX 15830  
SACRAMENTO, CA 95852-  
DONALD BROOKHYSER  
ALCANTAR & KAHL  
1300 SW FIFTH AVE., SUITE 1750  
PORTLAND, OR 97210deb@a-klaw.com

TARA KNOX  
AVISTA CORPORATION  
PO BOX 3727  
SPOKANE, WA 99220

KENNETH A. COLBURN  
SYMBIOTIC STRATEGIES, LLC  
26 WINTON ROAD  
MEREDITH, NH  
3253kcolburn@symbioticstrategies.com

GEORGE HOPLEY  
BARCLAYS CAPITAL  
200 PARK AVENUE  
NEW YORK, NY  
10166george.hopley@barcap.com

VERONIQUE BUGNION  
POINT CARBON  
205 SEVERN RIVER RD  
SEVERNA PARK, MD  
21146vbugnion@pointcarbon.com  
RALPH E. DENNIS  
FELLON-MCCORD & ASSOCIATES  
9960 CORPORATE CAMPUS DRIVE, STE  
2000  
CONSTELLATION NEWENERGY-GAS

BRIAN POTTS  
ONE SOUTH PINCKNEY STREET  
SUITE 700  
MADISON, WI  
53703bhpotts@michaelbest.com

GARY HINNERS  
RELIANT ENERGY, INC.  
PO BOX 148  
HOUSTON, TX 77001-  
0148ghinners@reliant.com  
NICHOLAS LENNSEN  
ENERGY INSIGHTS  
1750 14TH STREET, SUITE 200  
BOULDER, CO 80302nlenssen@energy-  
insights.com

SANDRA ELY  
NEW MEXICO ENVIRONMENT  
DEPARTMENT  
1190 ST FRANCIS DRIVE  
SANTA FE, NM 87501Sandra.ely@state.nm.us  
JJ PRUCNAL  
SOUTHWEST GAS CORPORATION  
PO BOX 98510  
LAS VEGAS, NV 89193-  
8510jj.prucnal@swgas.com

ELENA MELLO  
SIERRA PACIFIC POWER COMPANY  
6100 NEIL ROAD  
RENO, NV 89520emello@sppc.com

LEILANI JOHNSON KOWAL  
LOS ANGELES DEPT. OF WATER AND  
POWER  
111 N. HOPE STREET, ROOM 1050  
LOS ANGELES, CA  
RASHA PRINCE  
SAN DIEGO GAS & ELECTRIC  
555 WEST 5TH STREET, GT14D6  
LOS ANGELES, CA  
90013rprince@semprautilities.com

GREGG MORRIS  
GREEN POWER INSTITUTE  
2039 SHATTUCK AVENUE, STE 402  
BERKELEY, CA 94704gmorris@emf.net

MIKE LAMOND  
ALPINE NATURAL GAS OPERATING CO.  
#1 LLC  
PO BOX 550  
VALLEY SPRINGS, CA  
MÁRY LYNCH  
CONSTELLATION ENERGY  
COMMODITIES GROUP  
2377 GOLD MEDAL WAY  
GOLD RIVER, CA  
GRÉGGORY L. WHEATLAND  
ELLISON, SCHNEIDER & HARRIS, LLP  
2015 H STREET  
SACRAMENTO, CA  
95814gww@eslawfirm.com  
WILLIAM W. WESTERFIELD, 111  
ELLISON, SCHNEIDER & HARRIS L.L.P.  
2015 H STREET  
SACRAMENTO, CA  
95814www@eslawfirm.com

ANN L. TROWBRIDGE  
DAY CARTER & MURPHY, LLP  
3620 AMERICAN RIVER DRIVE, SUITE 205  
SACRAMENTO, CA  
95864atrowbridge@daycartermurphy.com  
CYNTHIA SCHULTZ  
PACIFIC POWER AND LIGHT COMPANY  
825 N.E. MULTNOMAH  
PORTLAND, OR  
97232cynthia.schultz@pacificorp.com

IAN CARTER  
INTERNATIONAL EMISSIONS TRADING  
ASSN.  
350 SPARKS STREET, STE. 809  
OTTAWA, ON K1R 7S8carter@ieta.org  
RICHARD COWART  
REGULATORY ASSISTANCE PROJECT  
50 STATE STREET, SUITE 3  
MONTPELIER, VT 5602rapcowart@aol.com

ADAM J. KATZ  
MCDERMOTT WILL & EMERY LLP  
600 13TH STREET, NW.  
WASHINGTON, DC 20005ajkatz@mwe.com

KYLE D. BOUDREAU  
FPL GROUP  
700 UNIVERSE BLVD., JES/JB  
JUNO BEACH, FL  
33408kyle\_boudreau@fpl.com  
SAMARA MINDEL  
FELLON-MCCORD & ASSOCIATES  
9960 CORPORATE CAMPUS DRIVE, SUITE  
2000  
LOUISVILLE, KY

JAMES W. KEATING  
BP AMERICA, INC.  
150 W. WARRENVILLE RD.  
MAIL CODE 603-1E  
NAPERVILLE, IL  
JULIE L. MARTIN  
NORTH AMERICA GAS AND POWER  
501 WESTLAKE PARK BLVD.  
BP ENERGY COMPANY  
HOUSTON, TX 77079julie.martin@bp.com

ELIZABETH BAKER  
SUMMIT BLUE CONSULTING  
1722 14TH STREET, SUITE 230  
BOULDER, CO 80304bbaker@summitblue.com

BRIAN MCQUOWN  
RELIANT ENERGY  
7251 AMIGO ST., SUITE 120  
LAS VEGAS, NV  
89119bmcquown@reliant.com  
MERIDITH J. STRAND  
SOUTHWEST GAS CORPORATION  
PO BOX 98510  
LAS VEGAS, NV 89193-  
8510meridith.strand@swgas.com

TREVOR DILLARD  
SIERRA PACIFIC POWER COMPANY  
6100 NEIL ROAD, MS 54A50  
PO BOX 10100  
RENO, NV 89520tdillard@sierrapacific.com

RANDY S. HOWARD  
LOS ANGELES DEPT. OF WATER AND  
POWER  
111 NORTH HOPE STREET, ROOM 921  
LOS ANGELES, CA  
RANDALL W. KEEN  
MANATT PHELPS & PHILLIPS, LLP  
11355 WEST OLYMPIC BLVD.  
LOS ANGELES, CA 90064rkeen@manatt.com

R. THOMAS BEACH  
CROSSBORDER ENERGY  
2560 NINTH STREET, SUITE 213A  
BERKELEY, CA 94710-  
2557tomb@crossborderenergy.com  
JOY A. WARREN  
MODESTO IRRIGATION DISTRICT  
1231 11TH STREET  
MODESTO, CA 95354joyw@mid.org

LEONARD DEVANNA  
CLEAN ENERGY SYSTEMS, INC.  
11330 SUNCO DRIVE, SUITE A  
RANCHO CORDOVA, CA 95742lrdevanna-  
rf@cleanenergysystems.com  
JANE E. LUCKHARDT  
DOWNEY BRAND LLP  
555 CAPITOL MALL, 10TH FLOOR  
SACRAMENTO, CA  
95814jluckhardt@downeybrand.com  
DOWNEY BRAND  
JANE E. LUCKHARDT  
555 CAPITOL MALL, 10TH FLOOR  
SACRAMENTO, CA 95814-4686

DAN SILVERIA  
SURPRISE VALLEY ELECTRIC  
COOPERATIVE  
PO BOX 691  
ALTURAS, CA 96101dansvec@hdo.net

KYLE L. DAVIS  
PACIFICORP  
825 NE MULTNOMAH,  
PORTLAND, OR  
97232kyle.l.davis@pacificorp.com

JASON DUBCHAK  
NISKA GAS STORAGE  
1200 855 2ND STREET, S.W.  
CALGARY, AB T2P  
4Z5jason.dubchak@niskags.com  
KATHRYN WIG  
NRG ENERGY, INC.  
211 CARNEGIE CENTER  
PRINCETON, NY  
8540kathryn.wig@nrgenergy.com

ELIZABETH ZELLJADT  
1725 I STREET, N.W. SUITE 300  
WASHINGTON, DC  
20006ezz@pointcarbon.com

ANDREW BRADFORD  
FELLON-MCCORD & ASSOCIATES  
9960 CORPORATE CAMPUS DRIVE  
SUITE 2000  
LOUISVILLE, KY

BARRY RABE  
1427 ROSS STREET  
PLYMOUTH, MI 48170brabe@umich.edu

JAMES ROSS  
RCS, INC.  
500 CHESTERFIELD CENTER, SUITE 320  
CHESTERFIELD, MO 63017jimross@r-c-s-  
inc.com

ED CHIANG  
ELEMENT MARKETS, LLC  
ONE SUGAR CREEK CENTER BLVD.,  
SUITE 250  
SUGAR LAND, TX  
KEVIN J. SIMONSEN  
ENERGY MANAGEMENT SERVICES  
646 EAST THIRD AVENUE  
DURANGO, CO 81301kjsimonsen@ems-  
ca.com

DOUGLAS BROOKS  
SIERRA PACIFIC POWER COMPANY  
6226 WEST SAHARA AVENUE  
LAS VEGAS, NV 89151dbrooks@nevpc.com

CYNTHIA MITCHELL  
ENERGY ECONOMICS, INC.  
530 COLGATE COURT  
RENO, NV 89503ckmitchell1@sbcglobal.net

DARRELL SOYARS  
SIERRA PACIFIC RESOURCES  
6100 NEIL ROAD  
RENO, NV 89520-0024dsoyars@sppc.com

ROBERT L. PETTINATO  
LOS ANGELES DEPARTMENT OF WATER  
& POWER  
111 NORTH HOPE STREET, SUITE 1150  
LOS ANGELES, CA  
S. NANCY WHANG  
MANATT, PHELPS & PHILLIPS, LLP  
11355 WEST OLYMPIC BLVD.  
LOS ANGELES, CA  
90064nwhang@manatt.com

BARRY F. MCCARTHY  
MCCARTHY & BERLIN, LLP  
100 PARK CENTER PLAZA, SUITE 501  
SAN JOSE, CA 95113bmcc@mccarthyllaw.com

BALDASSARO DI CAPO, ESQ.  
CALIFORNIA ISO  
151 BLUE RAVINE ROAD  
LEGAL AND REGULATORY DEPARTMENT  
FOLSOM, CA 95630bdi capo@caiso.com

ANDREW BROWN  
ELLISON, SCHNEIDER & HARRIS, LLP  
2015 H STREET  
SACRAMENTO, CA  
95814abb@eslawfirm.com

JEFFERY D. HARRIS  
ELLISON, SCHNEIDER & HARRIS LLP  
2015 H STREET  
SACRAMENTO, CA 95814jd@eslawfirm.com

RAYMOND J. CZAHAR, C.P.A.  
WEST COAST GAS COMPANY  
9203 BEATTY DRIVE  
SACRAMENTO, CA 95826westgas@aol.com

JESSICA NELSON  
PLUMAS-SIERRA RURAL ELECTRIC CO-  
OP  
73233 STATE ROUTE 70, STE A  
PORTOLA, CA 96122-7064notice@psrec.coop

RYAN FLYNN  
PACIFICORP  
825 NE MULTNOMAH STREET  
PORTLAND, OR  
97232ryan.flynn@pacificorp.com

BRIAN M. JONES  
M. J. BRADLEY & ASSOCIATES, INC.  
47 JUNCTION SQUARE DRIVE  
CONCORD, MA 1742bjones@mjbradley.com

SAKIS ASTERIAS  
APX INC  
1270 FIFTH AVE., SUITE 15R  
NEW YORK, NY 10029sasteriadis@apx.com

DALLAS BURTRAW  
1616 P STREET, NW  
WASHINGTON, DC 20036burtraw@rff.org

GARY BARCH  
FELLON-MCCORD & ASSOCIATES, INC.  
9960 CORPORATE CAMPUS DRIVE  
SUITE 2000  
LOUISVILLE, KY

CÁTHY S. WOOLLUMS  
MIDAMERICAN ENERGY HOLDINGS  
COMPANY  
106 EAST SECOND STREET  
DAVENPORT, IA

TRENT A. CARLSON  
RELIANT ENERGY  
1000 MAIN STREET  
HOUSTON, TX 77001tcarlson@reliant.com

NADAV ENBAR  
ENERGY INSIGHTS  
1750 14TH STREET, SUITE 200  
BOULDER, CO 80302nenbar@energy-  
insights.com

PHILIP D. LUSK  
WESTERN ELECTRICITY COORDINATING  
COUNCIL  
615 ARAPEEN DRIVE, SUITE 210  
SALT LAKE CITY, UT 84108-  
BILL SCHRAND  
SOUTHWEST GAS CORPORATON  
PO BOX 98510  
LAS VEGAS, NV 89193-  
8510bill.schrand@swgas.com

CHRISTOPHER A. HILEN  
SIERRA PACIFIC POWER COMPANY  
6100 NEIL ROAD  
RENO, NV 89511chilen@sppc.com

FRANK LUCHETTI  
NEVADA DIV. OF ENVIRONMENTAL  
PROTECTION  
901 S. STEWART ST., SUITE 4001  
CARSON CITY, NV  
HUGH YAO  
SOUTHERN CALIFORNIA GAS COMPANY  
555 W. 5TH ST, GT22G2  
LOS ANGELES, CA  
90013hyao@semprautilities.com

MICHAEL MCCORMICK  
CALIFORNIA CLIMATE ACTION  
REGISTRY  
515 S. FLOWER ST. SUITE 1640  
LOS ANGELES, CA

FRANK LUCHETTI  
NEVADA DIV. OF ENVIRONMENTAL  
PROTECTION  
901 S. STEWART ST., SUITE 4001  
CARSON CITY, NV  
HUGH YAO  
SOUTHERN CALIFORNIA GAS COMPANY  
555 W. 5TH ST, GT22G2  
LOS ANGELES, CA  
90013hyao@semprautilities.com

MICHAEL MCCORMICK  
CALIFORNIA CLIMATE ACTION  
REGISTRY  
515 S. FLOWER ST. SUITE 1640  
LOS ANGELES, CA

HARVEY EDER  
PUBLIC SOLAR POWER COALITION  
1218 12TH ST., 25  
SANTA MONICA, CA  
90401harveyederpspc.org@hotmail.com

BRUNO JEIDER  
BURBANK WATER & POWER  
164 WEST MAGNOLIA BLVD.  
BURBANK, CA  
91502bjeider@ci.burbank.ca.us

TIM HEMIG  
NRG ENERGY, INC.  
1819 ASTON AVENUE, SUITE 105  
CARLSBAD, CA  
92008tim.hemig@nrgenergy.com

DONALD C. LIDDELL, P.C.  
DOUGLASS & LIDDELL  
2928 2ND AVENUE  
SAN DIEGO, CA  
92103liddell@energyattorney.com

SCOTT J. ANDERS  
UNIVERSITY OF SAN DIEGO SCHOOL OF  
LAW  
5998 ALCALA PARK  
SAN DIEGO, CA

SÉPHRA A. NINÖW  
CALIFORNIA CENTER FOR SUSTAINABLE  
ENERGY  
8690 BALBOA AVENUE, SUITE 100  
SAN DIEGO, CA

MWIRIGI IMUNGI  
15615 ALTON PARKWAY  
IRVINE, CA  
92618lmungi@energycoalition.org

DIANE I. FELLMAN  
LAW OFFICES OF DIANE I. FELLMAN  
234 VAN NESS AVENUE  
SAN FRANCISCO, CA  
94102diane\_fellman@fpl.com

DAN ADLER  
CALIFORNIA CLEAN ENERGY FUND  
5 THIRD STREET, SUITE 1125  
SAN FRANCISCO, CA  
94103Dan.adler@calcef.org

DEVRA WANG  
NATURAL RESOURCES DEFENSE  
COUNCIL  
111 SUTTER STREET, 20TH FLOOR  
SAN FRANCISCO, CA 94104dwang@nrdc.org

OLOF BYSTROM  
CAMBRIDGE ENERGY RESEARCH  
ASSOCIATES  
555 CALIFORNIA STREET, 3RD FLOOR  
SAN FRANCISCO, CA

CÓLIN PETHERAM  
SBC CALIFORNIA  
140 NEW MONTGOMERY ST., SUITE 1325  
SAN FRANCISCO, CA  
94105colin.petheram@att.com

KHURSHID KHOJA  
THELEN REID BROWN RAYSMAN &  
STEINER  
101 SECOND STREET, SUITE 1800  
SAN FRANCISCO, CA

JANIÑE L. SCANCARELLI  
FOLGER, LEVIN & KAHN, LLP  
275 BATTERY STREET, 23RD FLOOR  
SAN FRANCISCO, CA  
94111jscancarelli@flk.com

LISA WEINZIMER  
PLATTS  
695 NINTH AVENUE, NO. 2  
SAN FRANCISCO, CA  
94118lisa\_weinzimer@platts.com

ED LUCHA  
PACIFIC GAS AND ELECTRIC COMPANY  
PO BOX 770000, MAIL CODE: B9A  
SAN FRANCISCO, CA 94177ell5@pge.com

SEBASTIEN CSAPO  
PACIFIC GAS AND ELECTRIC COMPANY  
PO BOX 770000  
MAIL CODE B9A  
SAN FRANCISCO, CA 94177sscb@pge.com

GREG BLUE  
140 MOUNTAIN PKWY.  
CLAYTON, CA 94517greg.blue@sbcglobal.net

SUE KATELEY  
CALIFORNIA SOLAR ENERGY  
INDUSTRIES ASSN  
PO BOX 782  
RIO VISTA, CA 94571info@calseia.org

JOSEPH HENRI  
31 MIRAMONTE ROAD  
WALNUT CREEK, CA  
94597josephenri@hotmail.com

STEVE ENDO  
DEPARTMENT OF WATER & POWER  
150 S LOS ROBLES AVE., STE. 200  
PASADENA, CA  
91101sendo@ci.pasadena.ca.us

ROGER PELOTE  
WILLIAMS POWER COMPANY  
12736 CALIFA STREET  
VALLEY VILLAGE, CA  
91607roger.pelote@williams.com

BARRY LOVELL  
15708 POMERADO RD., SUITE 203  
POWAY, CA 92064bjl@bry.com

YVONNE GROSS  
SEMPRA ENERGY  
101 ASH STREET  
HQ08C  
SAN DIEGO, CA

ANDREW MCALLISTER  
CALIFORNIA CENTER FOR SUSTAINABLE  
ENERGY  
8690 BALBOA AVE., SUITE 100  
SAN DIEGO, CA

JOHN W. LESLIE  
LUCE, FORWARD, HAMILTON & SCRIPPS,  
LLP  
11988 EL CAMINO REAL, SUITE 200  
SAN DIEGO, CA 92130jleslie@luce.com

JAN PEPPER  
CLEAN POWER MARKETS, INC.  
418 BENVENUE AVENUE  
PO BOX 3206  
LOS ALTOS, CA

HAYLEY GOODSON  
THE UTILITY REFORM NETWORK  
711 VAN NESS AVENUE, SUITE 350  
SAN FRANCISCO, CA 94102hayley@turn.org

MICHAEL A. HYAMS  
SAN FRANCISCO PUBLIC UTILITIES  
COMM  
1155 MARKET ST., 4TH FLOOR  
SAN FRANCISCO, CA

ÉRIČ WANLESS  
NATURAL RESOURCES DEFENSE  
COUNCIL  
111 SUTTER STREET, 20TH FLOOR  
SAN FRANCISCO, CA

SHERYL CARTER  
NATURAL RESOURCES DEFENSE  
COUNCIL  
111 SUTTER STREET, 20TH FLOOR  
SAN FRANCISCO, CA 94104scarter@nrdc.org

DAVID R MILLER  
TETRA TECH EM INC.  
135 MAIN STREET, SUITE 1800  
SAN FRANCISCO, CA  
94105dave.millar@ttemi.com

STEPHANIE LA SHAWN  
PACIFIC GAS AND ELECTRIC COMPANY  
77 BEALE STREET, RM. 996B  
MAIL CODE B9A  
SAN FRANCISCO, CA 94105SLL7@pge.com

JOSEPH F. WIEDMAN  
GOODIN MACBRIDE SQUERI DAY &  
LAMPREY LLP  
505 SANSOME STREET, SUITE 900  
SAN FRANCISCO, CA

STEVEN MOSS  
SAN FRANCISCO COMMUNITY POWER  
COOP  
2325 3RD STREET, SUITE 344  
SAN FRANCISCO, CA 94120steven@moss.net

GRACE LIVINGSTON-NUNLEY  
PACIFIC GAS AND ELECTRIC COMPANY  
PO BOX 770000 MAIL CODE B9A  
SAN FRANCISCO, CA 94177gxl2@pge.com

SOUMYA SASTRY  
PACIFIC GAS AND ELECTRIC COMPANY  
PO BOX 770000  
MAIL CODE B9A  
SAN FRANCISCO, CA 94177svs6@pge.com

DEAN R. TIBBS  
ADVANCED ENERGY STRATEGIES, INC.  
1390 WILLOW PASS ROAD, SUITE 610  
CONCORD, CA 94520dtibbs@aes4u.com

JOSEPH M. PAUL  
DYNEGY, INC.  
2420 CAMINO RAMON, SUITE 215  
SAN RAMON, CA  
94583Joe.paul@dynegy.com

PATRICIA THOMPSON  
SUMMIT BLUE CONSULTING  
2920 CAMINO DIABLO, SUITE 210  
WALNUT CREEK, CA  
94597pthompson@summitblue.com

STEVEN G. LINS  
CITY OF GLENDALE  
613 EAST BROADWAY, SUITE 220  
OFFICE OF THE CITY ATTORNEY  
GLENDALE, CA 91206-  
CASE ADMINISTRATION  
SOUTHERN CALIFORNIA EDISON  
COMPANY  
2244 WALNUT GROVE AVE., RM. 370  
ROSEMEAD, CA 91770case.admin@sce.com

AIMEE M. SMITH  
SEMPRA ENERGY  
101 ASH STREET HQ13  
SAN DIEGO, CA 92101amsmith@sempra.com

JOHN LAUN  
APOGEE INTERACTIVE, INC.  
1220 ROSECRANS ST., SUITE 308  
SAN DIEGO, CA 92106jlaun@apogee.net

JACK BURKE  
CALIFORNIA CENTER FOR SUSTAINABLE  
ENERGY  
8690 BALBOA AVE., SUITE 100  
SAN DIEGO, CA

ORLANDO B. FOOTE, III  
HORTON, KNOX, CARTER & FOOTE  
895 BROADWAY, SUITE 101  
EL CENTRO, CA 92243ofoote@hkcf-law.com

GLORIA D. SMITH  
ADAMS, BROADWELL, JOSEPH &  
CARDOZO  
601 GATEWAY BLVD., SUITE 1000  
SOUTH SAN FRANCISCO, CA

MATTHEW FREEDMAN  
THE UTILITY REFORM NETWORK  
711 VAN NESS AVENUE, SUITE 350  
SAN FRANCISCO, CA  
94102freedman@turn.org

NORMAN J. FURUTA  
FEDERAL EXECUTIVE AGENCIES  
1455 MARKET ST., SUITE 1744  
SAN FRANCISCO, CA 94103-  
1399norman.furuta@navy.mil

KAREN TERRANOVA  
ALCANTAR & KAHL, LLP  
120 MONTGOMERY STREET, STE 2200  
SAN FRANCISCO, CA 94104filings@a-  
klaw.com

ASHLEE M. BONDS  
THELEN REID BROWN  
RAYSMAN&STEINER LLP  
101 SECOND STREET  
SUITE 1800

DEBORAH BRÖCKETT  
NAVIGANT CONSULTING, INC.  
ONE MARKET STREET  
SPEAR STREE TOWER, SUITE 1200  
SAN FRANCISCO, CA

CALIFORNIA ENERGY MARKETS  
517-B POTRERO AVENUE  
SAN FRANCISCO, CA  
94110cem@newsdata.com

MARTIN A. MATTES  
NOSSAMAN, GUTHNER, KNOX &  
ELLIOTT, LLP  
50 CALIFORNIA STREET, 34TH FLOOR  
SAN FRANCISCO, CA

SHAUN ELLIS  
2183 UNION STREET  
SAN FRANCISCO, CA  
94123sellis@fypower.org

JASMIN ANSAR  
PG&E  
PO BOX 770000  
MAIL CODE B24A  
SAN FRANCISCO, CA 94177jxa2@pge.com

VALERIE J. WINN  
PACIFIC GAS AND ELECTRIC COMPANY  
PO BOX 770000, B9A  
SAN FRANCISCO, CA 94177-  
0001vjw3@pge.com

JEFFREY L. HAHN  
COVANTA ENERGY CORPORATION  
876 MT. VIEW DRIVE  
LAFAYETTE, CA  
94549jhahn@covantaenergy.com

MONICA A. SCHWEBS, ESQ.  
BINGHAM MCCUTCHEN LLP  
1333 N. CALIFORNIA BLVD.  
SUITE 210  
WALNUT CREEK, CA  
WILLIAM F. DIETRICH  
DIETRICH LAW  
2977 YGNACIO VALLEY ROAD, 613  
WALNUT CREEK, CA 94598-  
3535dietrichlaw2@earthlink.net

TOM HAMILTON  
ENERGY CONCIERGE SERVICES  
321 MESA LILA RD  
GLENDALE, CA  
91208THAMILTON5@CHARTER.NET

CATHY KARLSTAD  
SOUTHERN CALIFORNIA EDISON  
COMPANY  
2244 WALNUT GROVE AVE.  
ROSEMEAD, CA

ALDYN HOEKSTRÁ  
PACE GLOBAL ENERGY SERVICES  
420 WEST BROADWAY, 4TH FLOOR  
SAN DIEGO, CA  
92101aldyn.hoekstra@paceglobal.com

KIM KIENER  
504 CATALINA BLVD.  
SAN DIEGO, CA 92106kmiener@fox.net

JENNIFER PORTER  
CALIFORNIA CENTER FOR SUSTAINABLE  
ENERGY  
8690 BALBOA AVENUE, SUITE 100  
SAN DIEGO, CA

ELSTON K. GRUBAUGH  
IMPERIAL IRRIGATION DISTRICT  
333 EAST BARIONI BLVD.  
IMPERIAL, CA 92251ekgrubaugh@iid.com

MARC D. JOSEPH  
ADAMS BRADWELL JOSEPH & CARDOZO  
601 GATEWAY BLVD. STE 1000  
SOUTH SAN FRANCISCO, CA  
94080mdjoseph@adamsbroadwell.com

MICHEL FLORIO  
711 VAN NESS AVE., STE. 350  
SAN FRANCISCO, CA 94102mflorio@turn.org

ANNABELLE MALINS  
BRITISH CONSULATE-GENERAL  
ONE SANSOME STREET, SUITE 850  
SAN FRANCISCO, CA  
94104annabelle.malins@fco.gov.uk

NORA SHERIFF  
ALCANTAR & KAHL, LLP  
120 MONTGOMERY STREET, SUITE 2200  
SAN FRANCISCO, CA 94104nes@a-  
klaw.com

CARMEN E. BASKETTE  
594 HOWARD ST., SUITE 400  
SAN FRANCISCO, CA  
94105cbaskette@enemoc.com

KEVIN FOX  
WILSON SONSINI GOODRICH & ROSATI  
ONE MARKET STREET, SPEAR TOWER,  
3300  
SAN FRANCISCO, CA 94105kfox@wsgr.com

HOWARD V. GOLUB  
NIXON PEABODY LLP  
2 EMBARCADERO CENTER, STE. 2700  
SAN FRANCISCO, CA  
94111hgolub@nixonpeabody.com

JEN MCGRAW  
CENTER FOR NEIGHBORHOOD  
TECHNOLOGY  
PO BOX 14322  
SAN FRANCISCO, CA 94114jen@cnt.org

ARNO HARRIS  
RECURRENT ENERGY, INC.  
220 HALLECK ST., SUITE 220  
SAN FRANCISCO, CA  
94129arno@recurrentenergy.com

JONATHAN FORRESTER  
PG&E  
PO BOX 770000  
MAIL CODE N13C  
SAN FRANCISCO, CA

FARROKH ALBÜYEH  
OPEN ACCESS TECHNOLOGY  
INTERNATIONAL INC  
1875 SOUTH GRANT STREET  
SUITE 910

ANDREW J. VAN HORN  
VAN HORN CONSULTING  
12 LIND COURT  
ORINDA, CA  
94563andy.vanhorn@vhcenergy.com

PETER W. HANSCHEN  
MORRISON & FOERSTER, LLP  
101 YGNACIO VALLEY ROAD, SUITE 450  
WALNUT CREEK, CA  
94596phansch@mofo.com

BETTY SETO  
KEMA, INC.  
492 NINTH STREET, SUITE 220  
OAKLAND, CA 94607Betty.Seto@kema.com

GERALD L. LAHR  
ABAG POWER  
101 EIGHTH STREET  
OAKLAND, CA 94607JerryL@abag.ca.gov

REED V. SCHMIDT  
BARTLE WELLS ASSOCIATES  
1889 ALCA TRAZ AVENUE  
BERKELEY, CA  
94703rschmidt@bartlewells.com

CARLA PETERMAN  
UCEI  
2547 CHANNING WAY  
BERKELEY, CA  
94720carla.peterman@gmail.com

PHILLIP J. MULLER  
SCD ENERGY SOLUTIONS  
436 NOVA ALBION WAY  
SAN RAFAEL, CA  
94903phil@mcdenergy.com  
MAHLON ALDRIDGE  
ECOLOGY ACTION  
PO BOX 1188  
SANTA CRUZ, CA 95060emahlon@ecoact.org

BARBARA R. BARKOVICH  
BARKOVICH & YAP, INC.  
44810 ROSEWOOD TERRACE  
MENDOCINO, CA  
95460rbarkovich@earthlink.net  
CAROLYN M. KEHREIN  
ENERGY MANAGEMENT SERVICES  
1505 DUNLAP COURT  
DIXON, CA 95620-4208cmkehrein@ems-ca.com

ROBIN SMUTNY-JONES  
CALIFORNIA ISO  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630rsmutny-jones@caiso.com

LAURIE PARK  
NAVIGANT CONSULTING, INC.  
3100 ZINFANDEL DRIVE, SUITE 600  
RANCHO CORDOVA, CA 95670-6078lpark@navigantconsulting.com  
CURT BARRY  
717 K STREET, SUITE 503  
SACRAMENTO, CA  
95814curt.barry@iwpnews.com

WEBSTER TASAT  
AIR RESOURCES BOARD  
1001 I STREET  
SACRAMENTO, CA 95814wtasat@arb.ca.gov

LYNN HAUG  
ELLISON, SCHNEIDER & HARRIS, LLP  
2015 H STREET  
SACRAMENTO, CA  
95816lmh@eslawfirm.com  
DOUGLAS MACMULLLEN  
CA DEPARTMENT OF WATER  
RESOURCES  
3310 EL CAMINO AVE., ROOM 356  
SACRAMENTO, CA  
ANNIE STANGE  
ALCANTAR & KAHL  
1300 SW FIFTH AVE., SUITE 1750  
PORTLAND, OR 97201sas@a-klaw.com

KYLE SILON  
ECOSECURITIES CONSULTING LIMITED  
529 SE GRAND AVENUE  
PORTLAND, OR  
97214kyle.silon@ecosecurities.com  
LISA SCHWARTZ  
ORGEON PUBLIC UTILITY COMMISSION  
PO BOX 2148  
SALEM, OR 97308-2148lisa.c.schwartz@state.or.us

James Loewen  
CALIF PUBLIC UTILITIES COMMISSION  
320 WEST 4TH STREET SUITE 500  
RATEMAKING BRANCH  
LOS ANGELES, CA 90013loe@cpuc.ca.gov  
Christine S. Tam  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 4209  
SAN FRANCISCO, CA 94102-  
Harvey Y. Morris  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5036  
SAN FRANCISCO, CA 94102-  
Jonathan Lakritz  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5020  
SAN FRANCISCO, CA 94102-

JODY S. LONDON  
JODY LONDON CONSULTING  
PO BOX 3629  
OAKLAND, CA  
94609jody\_london\_consulting@earthlink.net  
ADAM BRIONES  
THE GREENLINING INSTITUTE  
1918 UNIVERSITY AVENUE, 2ND FLOOR  
BERKELEY, CA 94704adamb@greenlining.org

EDWARD VINE  
LAWRENCE BERKELEY NATIONAL  
LABORATORY  
BUILDING 90-4000  
BERKELEY, CA 94720elvine@lbl.gov  
RITA NORTON  
RITA NORTON AND ASSOCIATES, LLC  
18700 BLYTHSWOOD DRIVE,  
LOS GATOS, CA  
95030rita@ritanortonconsulting.com  
RICHARD SMITH  
MODESTO IRRIGATION DISTRICT  
1231 11TH STREET  
MODESTO, CA 95352-4060richards@mid.org

JOHN R. REDDING  
ARCTURUS ENERGY CONSULTING  
44810 ROSEWOOD TERRACE  
MENDOCINO, CA  
95460johnredding@earthlink.net

CALIFORNIA ISO  
151 BLUE RAVINE ROAD  
LEGAL AND REGULATORY DEPARTMENT  
FOLSOM, CA 95630e-recipient@caiso.com  
SAEED FARROKH P  
FEDERAL ENERGY REGULATORY  
COMMISSION  
110 BLUE RAVINE RD., SUITE 107  
FOLSOM, CA  
SCOTT TOMASHEFSKY  
NORTHERN CALIFORNIA POWER  
AGENCY  
180 CIRBY WAY  
ROSEVILLE, CA 95678-  
DÁVID L. MODISÉTE  
CALIFORNIA ELECTRIC TRANSP.  
COALITION  
1015 K STREET, SUITE 200  
SACRAMENTO, CA 95814dave@ppallc.com

WEBSTER TASAT  
AIR RESOURCES BOARD  
1001 I STREET  
SACRAMENTO, CA 95814wtasat@arb.ca.gov

OBADIAH BARTHOLOMY  
SACRAMENTO MUNICIPAL UTILITY  
DISTRICT  
6201 S. STREET  
M.S. B257  
KAREN NÖRENE MILLS  
CALIFORNIA FARM BUREAU  
FEDERATION  
2300 RIVER PLAZA DRIVE  
SACRAMENTO, CA 95833kmills@cfbf.com  
ELIZABETH WESTBY  
ALCANTAR & KAHL, LLP  
1300 SW FIFTH AVENUE, SUITE 1750  
PORTLAND, OR 97201egw@a-klaw.com

CATHIE ALLEN  
PACIFICORP  
825 NE MULTNOMAH STREET, SUITE 2000  
PORTLAND, OR  
97232californiadockets@pacificorp.com

CLARE BREIDENICH  
224 1/2 24TH AVENUE EAST  
SEATTLE, WA 98112cbreidenich@yahoo.com

Andrew Campbell  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5203  
SAN FRANCISCO, CA 94102-  
Donald R. Smith  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 4209  
SAN FRANCISCO, CA 94102-  
Jaclyn Marks  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5306  
SAN FRANCISCO, CA 94102-  
Judith Ikle  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 4012  
SAN FRANCISCO, CA 94102-

STEVEN SCHILLER  
SCHILLER CONSULTING, INC.  
111 HILLSIDE AVENUE  
PIEDMONT, CA 94611steve@schiller.com

CLYDE MURLEY  
1031 ORDWAY STREET  
ALBANY, CA  
94706clyde.murley@comcast.net

RYAN WISER  
BERKELEY LAB  
ONE CYCLOTRON ROAD  
MS-90-4000  
BERKELEY, CA 94720rhwiser@lbl.gov  
CARL PECHMAN  
POWER ECONOMICS  
901 CENTER STREET  
SANTA CRUZ, CA  
95060cpechman@powereconomics.com  
CHRISTOPHER J. MAYER  
MODESTO IRRIGATION DISTRICT  
1231 11TH STREET  
MODESTO, CA 95354chrism@mid.org

CLARK BERNIER  
RLW ANALYTICS  
1055 BROADWAY, SUITE G  
SONOMA, CA 95476clark.bernier@rlw.com

GRANT ROSENBLUM, ESQ.  
CALIFORNIA ISO  
151 BLUE RAVINE ROAD  
LEGAL AND REGULATORY DEPARTMENT  
FOLSOM, CA 95630grosenblum@caiso.com  
DAVID BRANCHCOMB  
BRANCHCOMB ASSOCIATES, LLC  
9360 OAKTREE LANE  
ORANGEVILLE, CA  
95662david@branchcomb.com  
ELLEN WOLFE  
RESERO CONSULTING  
9289 SHADOW BROOK PL.  
GRANITE BAY, CA 95746ewolfe@resero.com

LARRY HUNSAKER  
AIR RESOURCES BOARD  
1001 I STREET  
SACRAMENTO, CA  
95814lhunsake@arb.ca.gov  
STEVEN KELLY  
INDEPENDENT ENERGY PRODUCERS  
ASSN  
1215 K STREET, SUITE 900  
SACRAMENTO, CA 95814-  
BÜD BEEBÉ  
SACRAMENTO MUNICIPAL UTIL DIST  
6201 S STREET  
MS B257  
SACRAMENTO, CA 95817-

KAREN LINDH  
LINDH & ASSOCIATES  
7909 WALERGA ROAD, NO. 112, PMB 119  
ANTELOPE, CA 95843karen@klindh.com

ALEXIA C. KELLY  
THE CLIMATE TRUST  
65 SW YAMHILL STREET, SUITE 400  
PORTLAND, OR 97204akelly@climatetrust.org

PHIL CARVER  
OREGON DEPARTMENT OF ENERGY  
625 MARION ST., NE  
SALEM, OR 97301-  
3737Philip.H.Carver@state.or.us  
JESUS ARREDONDO  
NRG ENERGY INC.  
4600 CARLSBAD BLVD.  
CARLSBAD, CA  
92020jesus.arredondo@nrgenergy.com

Anne Gillette  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Ed Moldavsky  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5130  
SAN FRANCISCO, CA 94102-  
George S. Tagnipes  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Julie A. Fitch  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5119  
SAN FRANCISCO, CA 94102-

MRW & ASSOCIATES, INC.  
1814 FRANKLIN STREET, SUITE 720  
OAKLAND, CA 94612mrw@mrwassoc.com

BRENDA LEMAY  
HORIZON WIND ENERGY  
1600 SHATTUCK, SUITE 222  
BERKELEY, CA  
94709brenda.lemay@horizonwind.com  
CHRIS MARNAY  
1 CYCLOTRON RD MS 90R4000  
BERKELEY LAB  
BERKELEY, CA 94720-  
8136C\_Marnay@lbl.gov  
KENNY SWAIN  
POWER ECONOMICS  
901 CENTER STREET  
SANTA CRUZ, CA  
95060kswain@powereconomics.com  
ROGER VAN HOY  
MODESTO IRRIGATION DISTRICT  
1231 11TH STREET  
MODESTO, CA 95354rogerv@mid.org

RICHARD MCCANN, PH.D  
M. CUBED  
2655 PORTAGE BAY, SUITE 3  
DAVIS, CA 95616rmccann@umich.edu

KAREN EDSON  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630

KIRBY DUSEL  
NAVIGANT CONSULTING, INC.  
3100 ZINFANDEL DRIVE, SUITE 600  
RANCHO CORDOVA, CA  
95670kdusel@navigantconsulting.com  
AUDRA HARTMANN  
980 NINTH STREET, SUITE 2130  
SACRAMENTO, CA  
95814Audra.Hartmann@Dynegy.com

RACHEL MCMAHAN  
CEERT  
1100 11TH STREET, SUITE 311  
SACRAMENTO, CA 95814rachel@ceert.org

EDWARD J. TIEDEMANN  
KRONICK, MOSKOVITZ, TIEDEMANN &  
GIRARD  
400 CAPITOL MALL, 27TH FLOOR  
SACRAMENTO, CA 95814-  
BALWANT S. PÜREWAL  
DEPARTMENT OF WATER RESOURCES  
3310 EL CAMINO AVE., LL-90  
SACRAMENTO, CA  
95821bpurewal@water.ca.gov  
DENISE HILL  
4004 KRUSE WAY LINDSEY, SUITE 150  
LAKE OSWEGO, OR  
97035Denise\_Hill@transalta.com

ALAN COMNES  
WEST COAST POWER  
3934 SE ASH STREET  
PORTLAND, OR  
97214alan.comnes@nrgenergy.com  
SAM SADLER  
OREGON DEPARTMENT OF ENERGY  
625 NE MARION STREET  
SALEM, OR 97301-  
3737samuel.r.sadler@state.or.us

KAREN MCDONALD  
POWEREX CORPORATION  
666 BURRAND STREET  
1400,  
VANCOUVER, BC V6C  
Charlotte TerKeurs  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5117  
SAN FRANCISCO, CA 94102-  
Eugene Cadenasso  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Joel T. Perlstein  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5133  
SAN FRANCISCO, CA 94102-  
Kristin Ralff Douglas  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5119  
SAN FRANCISCO, CA 94102-

Lainie Motamedi  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5119  
SAN FRANCISCO, CA 94102-  
Nancy Ryan  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5217  
SAN FRANCISCO, CA 94102-  
Scott Murtishaw  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Tim G. Drew  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
JULIE GILL  
CALIFORNIA INDEPENDENT SYSTEM  
OPERATOR  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630jgill@caiso.com  
  
MEG GOTTSTEIN  
PO BOX 210/21496 NATIONAL STREET  
VOLCANO, CA 95689gottstein@volcano.net

Don Schultz  
CALIF PUBLIC UTILITIES COMMISSION  
770 L STREET, SUITE 1050  
ELECTRICITY RESOURCES & PRICING  
BRANCH  
PIERRE H. DUVAIR  
CALIFORNIA ENERGY COMMISSION  
1516 NINTH STREET, MS-41  
SACRAMENTO, CA  
95814pduvair@energy.state.ca.us  
HOLLY B. CRONIN  
CALIFORNIA DEPARTMENT OF WATER  
RESOURCES  
3310 EL CAMINO AVE., LL-90  
SACRAMENTO, CA

Matthew Deal  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Pamela Wellner  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Steve Roscow  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
BILL LOCKYER  
STATE OF CALIFORNIA, DEPT OF JUSTICE  
PO BOX 944255  
SACRAMENTO, CA 94244-  
2550ken.alex@doj.ca.gov  
MARY MCDONALD  
CALIFORNIA INDEPENDENT SYSTEM  
OPERATOR  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630  
PAM BURMICH  
AIR RESOURCES BOAD  
1001 I STREET, BOX 2815  
SACRAMENTO, CA  
95812pburmich@arb.ca.gov  
KAREN GRIFFIN  
CALIFORNIA ENERGY COMMISSION  
1516 9TH STREET, MS 39  
SACRAMENTO, CA  
95814kgriffin@energy.state.ca.us  
Wade McCartney  
CALIF PUBLIC UTILITIES COMMISSION  
770 L STREET, SUITE 1050  
DIVISION OF STRATEGIC PLANNING  
SACRAMENTO, CA 95814wsm@cpuc.ca.gov

Meg Gottstein  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 2106  
SAN FRANCISCO, CA 94102-  
Paul S. Phillips  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 4101  
SAN FRANCISCO, CA 94102-  
Suzy Hong  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5037  
SAN FRANCISCO, CA 94102-  
KEN ALEX  
1300 I STREET, SUITE 125  
PO BOX 944255  
SACRAMENTO, CA 94244-  
2550ken.alex@doj.ca.gov  
PHILIP D. PETTINGILL  
CALIFORNIA INDEPENDENT SYSTEM  
OPERATOR  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630ppettingill@caiso.com  
B. B. BLEVINS  
CALIFORNIA ENERGY COMMISSION  
1516 9TH STREET, MS-39  
SACRAMENTO, CA  
95814bblevins@energy.state.ca.us  
LISA DECARLO  
CALIFORNIA ENERGY COMMISSION  
1516 9TH STREET MS-14  
SACRAMENTO, CA  
95814ldecarlo@energy.state.ca.us  
ANDREW ULMER  
CALIFORNIA DEPARTMENT OF WATER  
RESOURCES  
3310 EL CAMINO AVENUE, SUITE 120  
SACRAMENTO, CA

Merideth Sterkel  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Sara M. Kamins  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
AREA 4-A  
SAN FRANCISCO, CA 94102-  
Theresa Cho  
CALIF PUBLIC UTILITIES COMMISSION  
505 VAN NESS AVENUE  
ROOM 5207  
SAN FRANCISCO, CA 94102-  
JUDITH B. SANDERS  
CALIFORNIA INDEPENDENT SYSTEM  
OPERATOR  
151 BLUE RAVINE ROAD  
FOLSOM, CA 95630jsanders@caiso.com  
MICHAEL SCHEIBLE  
CALIFORNIA AIR RESOURCES BOARD  
1001 I STREET  
SACRAMENTO, CA  
95677mscheibl@arb.ca.gov  
DEBORAH SLON  
OFFICE OF THE ATTORNEY GENERAL  
1300 I STREET, 15TH FLOOR  
SACRAMENTO, CA  
95814deborah.sl@doj.ca.gov  
MICHELLE GARCIA  
AIR RESOURCES BOARD  
1001 I STREET  
SACRAMENTO, CA  
95814mgarcia@arb.ca.gov  
CAROL J. HURLOCK  
CALIFORNIA DEPT. OF WATER  
RESOURCES  
3310 EL CAMINO AVE. RM 300  
JOINT OPERATIONS CENTER