IN THE MATTER OF THE APPLICATION OF IDAHO POWER COMPANY TO STUDY THE COSTS, BENEFITS, AND COMPENSATION OF NET EXCESS ENERGY SUPPLIED BY CUSTOMER ON-SITE GENERATION) 

BRIEF OF THE IDAHO CONSERVATION LEAGUE AND VOTE SOLAR ON TREATMENT OF EXISTING CUSTOMERS 

NOVEMBER 13, 2019
**I. Introduction and Background**

Idaho Conservation League ("ICL") and Vote Solar respectfully submit this brief addressing the treatment of customers with existing on-site generation pursuant to the Commission's October 17, 2019, Notice of Motion to Approve Settlement Agreement, Notice of Briefing and Notice of Schedule ("Notice"). In Order 34046 the Commission asked for "arguments relating to protecting investments already made" by existing customer-generators prior to implementing the new program parties devised for the future. ICL and Vote Solar respectfully urge the Commission to allow existing customers with on-site generation to continue to receive compensation for the electricity they send to the utility through the existing Net Energy Metering ("NEM") Program. Allowing legacy customers to access to the NEM Program allows those customers a reasonable opportunity to protect investments predicated on a monthly netting arrangement instead of the very detailed nuances of the proposed future Net Hourly Billing Program that will cause important changes in system design and investment.

**A. Background on ICL and Vote Solar.**

ICL is Idaho's leading voice for conservation with approximately 11,000 members, most of whom are Idaho Power Company ("Company") customers. Our energy program seeks to implement policies, regulations, and practices that support energy conservation, customer-owned generation, and transitioning utility-scale generation from fossil fuels to clean energy. Vote Solar is an independent 501(c)(3) non-profit working to repower the U.S. with clean energy by making solar power more accessible and affordable through effective policy advocacy. Vote Solar seeks to promote the development of solar at every scale, from distributed rooftop solar to large utility-scale plants. Vote Solar has over 80,000 members nationally, including members in
Idaho Power Company’s service territory. Vote Solar is not a trade group and it does not have corporate members.

ICL and Vote Solar participated in the settlement discussions in this proceeding that resulted in the Motion to Approve Settlement Agreement filed on October 11, 2019 ("Settlement Agreement"). ICL and Vote Solar did not join the Settlement Agreement. However, because other parties to the negotiations wished to settle under the proposed terms, ICL and Vote Solar agreed not to oppose the Settlement Agreement, as currently written.

B. The Proposed Settlement Agreement.

The Settlement Agreement would establish “Net Hourly Billing,” which provides a financial credit to customer-generators for electricity that those customers export to the utility on a net hourly basis.\(^1\) That represents a significant change from the current NEM Program, which tracks flows of electricity to and from the customer-generator as kilowatt-hours ("kWh") and nets the bidirectional flow over the monthly billing period. Net Hourly Billing not only values exported electricity differently, but significantly alters the overall economics of a customer’s investment in on-site generation. In simple terms, electricity used within the same hour it is produced is valued at the retail rate, while exports are valued significantly less. Net Hourly Billing discourages exports and encourages near-simultaneous consumption of electricity produced on-site. Thus, while traditional NEM encouraged customers to design generation to match annual energy usage without regard to temporal matching to load, Net Hourly Billing will encourage customers to design generating systems and change consumption patterns to align generation and consumption to a greater degree. That change is more than a change in prices. It is a fundamental program change that will alter the economics, the type of customers

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\(^1\) Settlement IV(A)
participating, and the design of generating systems and usage patterns of participating customers. It would also impact existing solar owners differently. Those customers already made investments based on the NEM Program and are severely restricted in the types of changes they can make to respond to the Net Hourly Billing Program. Unlike new customers who can respond to the Net Hourly Billing Program by choosing whether to participate and, if so, how to design their generating equipment, customers who already installed on-site generation in response to the NEM Program would be stuck with the awkward fit of generation designed for one program being forced into a very different one. Many of those systems have significant existing life left and will not provide the expected return on the investment for many years.

The Commission can avoid the inequities of forcing customers with high sunk costs for existing generation designed for one program into the contours of a very different program that they cannot reasonably adapt their systems to match. The Settlement does not resolve treatment of customers with existing on-site generation currently taking service under the NEM Program. The Commission must determine how to treat those customers.

II. It is Fair And Reasonable To Continue To Provide The Program Relied Upon By Customers Who Previously Invested In On-Site Generation.

When the Commission implemented the NEM Program in 2002 in Case No. IPC-E-01-39 it established a clear, and easy-to-understand program for customers installing on-site generation. In the Company’s own words the NEM Program “was intended to facilitate the development of small resources and was specifically designed to provide a simple, standardized interconnection arrangement utilizing a single, inexpensive watt-hour meter.”2 At the time, there was a single

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2 Aschenbrenner Direct Testimony filed in IPC-E-17-13 at p. 7, ln.11-15
customer with on-site generation and two pending applications. Since then, roughly 4,200 residential and small commercial customers responded to the signal sent by the Commission in 2002 and interconnected under the NEM Program. Idaho families and small businesses invested their private funds, at times linked to personal plans for retirement savings, or college savings, in local clean energy resources because the Commission’s NEM Program encouraged them to do so. Those Idahoans invested large amounts of their personal finances based on anticipated payback over the decades of electricity production expected from that investment.

The Commission should recognize that approving the NEM Program in 2002 influenced which customers participated and how they designed generating systems, resulting in significant personal investments, in response to that program. The Commission may choose to change program design going forward, as it does with other programs like line extension programs, but prior investments cannot be unwound and reallocated to respond to new terms. Without accommodation, those prior investments are at risk, sending an economic signal that responding to Idaho energy policies comes with high investor risk. That, in turn, signals caution to all customers and investors considering any future program offerings by utilities, undermining the ability to attract investments and participation in beneficial future programs. The Commission should avoid changing the rules on the families and small businesses after they responded, as intended and designed, to a program set by the Commission. Those customers should be allowed to see the benefits of the investments they made.

Of the handful of states that changed from traditional net metering to alternate compensation programs, all have protected customers with existing generation. In some cases,

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3 Aschenbrenner Direct Testimony filed in IPC-E-17-13 at p. 5, ln. 14-17.
4 See Attachment 1, Idaho Power Response to Vote Solar Production Request 18.
that protection was applied at the same time as the program change. In other cases, legacy
treatment was retroactively applied after political blowback. For example, in late 2015 and early
2016, the Nevada Public Utilities Commission changed from traditional NEM and applied that
change to both new and existing customers. That resulted in significant public outcry as well as
litigation, ultimately leading to a court order reversing the application to existing customers, the
Commission separately reversing course less than a year later, and, ultimately, to landmark
legislation reinstating NEM for existing participants and creation of a “tiered” crediting program
going forward that guarantees a level of credit for twenty years. As another example, the
Kansas Corporation Commission changed that state’s traditional NEM program effective
September 27, 2018, but made the changes applicable to customers who had interconnected
generation since October 28, 2015—three years prior to the effective date of the change. Less
than a year later, after public outcry, the utility and commission reversed course and extended the

5 See e.g., Order at p. 167-68, In re DTE Electric Co. for Authority to Increase its Rates, Amend
its Rate Schedules and Rules Governing the Distribution and Supply of Electric Energy and for
(explaining that a change from traditional net metering to an inflow/outflow rate for customers
with generation does not apply to customers participating in traditional net metering prior to the
date of the commission order adopting the replacement program), available at https://mi-
psc.force.com/sfc/servlet.shepherd/version/download/068t0000004SM3yAAG.
7 NRS 704.773(8), 704.7732; Nevada Public Utilities Commission, “Net Metering in Nevada”,
available at http://puc.nv.gov/Renewable_Energy/Net_Metering/; Duane Johnson, AB 405 aims
to revive state solar power industry, (June 12, 2017), https://www.nnbw.com/news/ab-405-aims-
to-revive-state-solar-power-industry/.
8 Order Approving Non-Unanimous Stipulation and Agreement, In re Joint Application of
Westar Energy, Inc. and Kansas Gas and Electric Company for Approval to Make Certain
Changes in their Charges for Electric Services, Docket No. 18-WSEE-328-RTS (Kan. Corp.
Comm’n Sept. 27, 2018).
legacy rate date from October 28, 2015 to October 1, 2018—after the effective date of the
change.9

Presumably, to avoid the problems of Nevada, regulators in Arizona and Utah
implemented changes to traditional NEM while simultaneously including clear protections for
existing customers. The Arizona Corporation Commission rejected UNS Electric’s attempt to
change NEM for customers who installed generation prior to the Commission’s order adopting
the changes.10 Instead, the Arizona Commission ruled that the change would only apply to
customers who installed generation after a date following the commission’s final order.

Customers with existing generation were allowed to “continue to utilize currently implemented
dG-related rate design and net metering for a period of 20 years from the date a DG system
requests interconnection. Existing customers with DG systems will be subject to currently-
existing rules and regulations impacting DG.”11 As the Arizona Commission explained, it views
typical rate changes that all customers see from time to time differently than a significant change
to net metering policy that customers relied upon to make long-term investments:

We also take this opportunity to clarify that this default policy is not intended to shield
customers with DG systems from generally applicable rate design changes, such as
changes for the basic service charge. It is, instead, intended to preserve the expectations
that customers with DG systems may have relied upon when they chose to adopt DG
technology.12

Similarly, when the Public Service Commission of Utah (“UPSC”) changed from

9 See Order Approving Joint Application, In re Joint Application of Westar Energy, Inc. and
Kansas Gas and Electric co for Amended of the Grandfathering Dates in their RS-DG and RS
http://estar.cec.ks.gov/estar/ViewFile.aspx/20190806112956.pdf?Id=3034b675-fdd0-49ef-b257-
ce6bc63bc720.
11 Decision No. 75859, ACC Docket No. E-00000J-14-0023, 156:10-13 (Jan. 3, 2017), as
amended by Decision No. 75932 in the same proceeding.
12 Id. At p. 156, In.14-17.
defined as those who applied for net metering as of a future date to take place months after the UPSC’s order. Unlike the legacy rate treatment programs in Nevada and Arizona, which run for 20 years from the date that a customer installs generation, the Utah program provisions a transition period until a set date of December 31, 2035. That provides a minimum of 18 years of legacy NEM Program access for the last customers, but longer than 20 years for systems installed prior to 2015.

The UPSC stated:

We find the Grandfathering and Transition Periods constitute a just and reasonable mechanism to address concerns about the long-term viability and rate fairness of the NM Program while providing adequate price signaling to DG Customers and insulating them and other stakeholders from significant, abrupt changes in rate structure.

Tellingly, Rocky Mountain Power abandoned its initial proposal to subject existing customers to the change, recognizing through the course of the proceeding “that abrupt changes would have negative repercussions to [their] customers, the solar industry, and the state” and ultimately supporting a traditional NEM program for customers who installed generation prior to the change. In fact, Rocky Mountain Power takes a similar position in its application here in Idaho.

The policies set forth in the foregoing states provide critical protections to existing customers and ensure that customers making new investments in distributed generation are aware of the program design so that they can reliably weigh whether or not an investment in local clean

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14 Id. p. 5.
15 Id. p. 15.
16 Id. at p. 14.
17 Rocky Mountain Power Application in Idaho PUC Docket No. PAC-E-19-08.
energy makes sense for their families and small businesses. To ICL and Vote Solar’s
knowledge, no state regulatory commission that changed from traditional NEM policies
ultimately imposed those changes on customers who invested in generation prior to the effective
date of the change. Typically, those changes applied only to customers adopting generation at
some time after the order approving the new program. In this proceeding, the Commission
should follow that best practice and avoid the public controversies when changes to NEM were
initially imposed on existing customers. The Commission should provide continued access to the
NEM Program for existing customers to allow them the ability to receive the benefit of their
investment made in response to the program that this Commission previously set.

III. The NEM Program Should Remain Open to Existing Customers Under Reasonable
Terms.

If the Commission approves the new Net Billing Program, as outlined in the Settlement
Agreement, it should allow residential and small commercial customers with existing on-site
generation legacy access to the NEM Program. Doing so provides customers who already
invested in response to a prior program design the chance to receive the benefit intended by that
program and investment. Existing customers should continue to receive credit for their excess
energy netted against consumption monthly on a kWh basis, the ability to carry forward any
kWh balance to future months.

To accomplish these goals, ICL and Vote Solar recommend adopting the following
provisions:

- Set NEM Program Enrollment Deadline 60 days following the Commission’s order.

Customers who install generation make significant investments of time and resources
towards installing generation, often months in advance of the actual interconnection date.
The Commission should use a date 60 days following the effective date of an order approving a new Net Hourly Billing Program so that customers who already devoted time and resources and are in the process of designing and installing generation are included.

- **Define eligibility based on application.** Installing generation involves many steps from initial discussion with a professional to completion. Many of those steps are outside the customer's control. To allow customers to have control over their eligibility for the NEM Program, the Commission should base qualification on what the customer can control: submitting a completed Net Metering Application, including payment of the $100 application fee. To the extent the Commission has concerns about customers applying only to reserve NEM Program Access, without an actual intent to install generation, under the current process, applications expire if generation is not interconnected within one year. The Commission can provide that expired applications do not qualify for legacy NEM Program access.

- **Keep the NEM Program open to existing customers indefinitely or for a minimum of 20 years.** It is appropriate for the Commission to allow existing customers indefinite access to the NEM Program, however, to the extent that the Commission is concerned about such an open-ended approach, legacy NEM Program access should be granted for a minimum of 20 years from the NEM Program Enrollment Deadline, consistent with the best practices from other states and similar to the warrantied lifetime of a typical solar PV investment.

- **Allow existing customers the option to transition to the Net Billing Program.** Legacy enrollment on the NEM Program should be optional. Existing customers should be allowed, at their sole discretion, to opt into the Net Billing Program. However, once a
customer transitions to the Net Billing Program, that customer should not be eligible to
re-qualify for legacy NEM Program access.

- **Apply NEM Program status to the system, not the customer.** Eligibility for legacy
  access to the NEM Program for existing customers should be connected to the physical
  installation, not to the customer. That allows customers to sell their homes and receive
  the fair value for the generating equipment based on the investment expectation at the
time the equipment was installed. The new buyer would continue to receive service
under the NEM Program. Conversely, an owner of a system enrolled in the NEM
Program does not qualify for NEM Program enrollment for a second system or a new
system at another residence.

- **Prohibit material increases to system size.** If a customer modifies their generation
  system to include a material increase in capacity, they will no longer be eligible for
  continued enrollment in the NEM Program and would be transferred to the Net Billing
  Program. A material increase in capacity should be defined as 10% of existing capacity
  or 1 kW, whichever is greater.\(^\text{18}\)

**IV. Forcing Customers With Existing On-site Generation Onto the New Net Billing**

**Program Would Have Severe and Detrimental Impacts to Those Customers While Having**

**Nominal Impacts on Other Customers.**

ICL and Vote Solar analyzed customer information provided from the Company through
discovery to determine the impact to existing customers of enrollment on the Settlement

\(^{18}\) A reasonable threshold for materiality is important due to technology changes and market
availability of certain products over time. For example, if a tree falls on an individual panel, the
customer seeking replacement may find that the exact model of the existing panel is no longer
available and small modifications to capacity may be required.
That analysis included: (1) a simple payback analysis to determine the impact of the Net Billing Program on each customer’s ability to recoup their investment costs; and (2) a bill impact analysis to determine the increase in customer bills if customers were forced onto the Net Billing Program.

For the simple payback analysis, ICL and Vote Solar identified 1,375 residential customers and 29 small general service customers that had both complete 2018 load data, and a single solar DG system that was installed in or after 2009. ICL and Vote Solar then conducted a 20-year simple payback analysis for each customer beginning the year that the customer installed generation, taking into account how IPC’s rates and prices for rooftop solar have changed over the last ten years.  

Results of the simple payback analysis demonstrate that enrollment on the Net Billing Program would have significant and adverse impacts on individual customers’ ability to recoup their investments. In fact, more than 30 percent of customers analyzed would have their investments rendered uneconomic as a result of the transition to Net Billing. That ratio applied to current customer levels means that roughly 1,300 families and small businesses would have their investments put underwater if forced onto the Settlement Agreement’s Net Billing Program.

The bill impact analysis was conducted using similar information, but for a broader portion of the sample. The broader sample was employed because the bill impact analysis is less complex and does not require assumptions as to historic rates and investment costs. In total, the

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19 See Attachment 1, Idaho Power Response to Vote Solar Production Request 15.
20 Historic rates were obtained in discovery from IPC and included here in Attachment 1, Idaho Power Response to Vote Solar Production Request 16. Historic solar install prices were based on LBNL’s Tracking the Sun report and scaled to Idaho-specific cost data. https://emp.lbl.gov/sites/default/files/tracking_the_sun_2019_report.pdf
21 For purposes of this analysis, “uneconomic” systems were defined as those that did not achieve simple payback within a 20-year timeframe.
The bill impact analysis looks at all customers with a complete year of data in 2018 and includes customers with multiple on-site generation systems as well as customers with non-solar distributed generation systems. 

While bill impacts will phase in over time as the Export Credit Rate is phased in, the full impacts of movement to the Net Billing Program would be borne in 2028. As outlined in the Settlement Agreement, the Net Billing Program would open in 2020 with an Blended Base Energy Rate of $0.0860/kWh for residential customers and $0.10222/kWh for small commercial customers and would transition over a period of 8 years to the Export Credit Rate, initially set at $0.04406/kWh for residential customers and $0.04956 for small commercial customers. While ICL and Vote Solar expect that retail rates as well as the Export Credit Rate would change over time, the analysis assumes that rates of increase would track inflationary increases, results are therefore presented in 2020 dollars.
As shown in Figure 1 and Figure 2, impacts to individual customers will vary. Customers that export a small portion of the energy that they generate on-site will have lower impacts associated with migration to the Net Billing Program when compared to customers that export a larger amount of the energy they produce. However, if the Commission orders existing solar customers onto the Net Billing Program, the average residential customer-generator would see a 25% increase in their monthly bill and the average small commercial customer-generator would
see a 27% increase. In addition, roughly 31% of residential customers and 24% of small
commercial customers, over 1,300 families and small businesses, will see bills increase more
than 100%, an average bill increase of $24/month.

Increases of 25%-28% on average, and causing 1,300 customers to see bills rise by more
than 100%, is dramatic and would be shocking to those customers. That is especially true since
the bill increase would not be caused by a change in the customer’s usage, behavior, or costs.
Rather the Commission would impose this impact on people merely by changing policy after
these Idahoans made investments in their homes and businesses.

This large impact to customer-generators in not offset by providing any meaningful
protection or benefit to other Idaho Power customers. ICL and Vote Solar’s analysis shows the
impact of providing continued NEM Program access for existing customer-generators has de
minimus impact on other customers. As of August 2019, 4,164 residential customers and 48
small commercial customers had interconnected on-site generation systems\(^{24}\) and an additional
733 residential and 4 small commercial customers had submitted applications for
interconnection.\(^{25}\) This constitutes roughly 1% of the residential class and 0.2% of the small
commercial class. If all of these customers were allowed to remain on the NEM Program rather
than be placed on the Net Billing Program, the impact to a typical residential customer would
only be $0.18 per month.\(^{26}\) For context, this amount is roughly half of the amount the typical
residential customer pays for the $4.2 million in annual base salaries that are given to Idaho
Power Company’s CEO and executive officers.\(^{27}\) In short, forcing customers who made

\(^{24}\) See Attachment 1, Idaho Power Response to Vote Solar Production Request 17.
\(^{25}\) See Attachment 1, Idaho Power Response to Vote Solar Production Request 18.
\(^{26}\) Measured in current-year dollars for the year 2028 when the Export Credit Rate would be fully
implemented.
\(^{27}\) 2018 FERC Form 1, page 108.
investments in generation based on the Commission-approved NEM Program onto the Settlement Agreement’s Net Billing Program would lead to drastic bill increases for those customers with no meaningful benefit for others.

V. Conclusions and Recommendations

ICL and Vote Solar respectfully urge the Commission to protect the Idaho families and small businesses who spent large amounts of their own money to install local clean energy and enroll in the NEM Program. Forcing those customers immediately onto the Net Billing Program that they had no reasonable means to anticipate when they made their investment undermines not only their finances but the ability of this Commission to implement programs that customers can trust and rely on. In its comments in support of the Settlement Agreement Commission Staff characterized the Settlement Agreement as addressing a “long list of complicated and sometimes contentious issues.”28 A failure to protect existing customers who would have no reasonable means of foreseeing the outcome of these complicated and contentious issues would have severe and detrimental impacts on a small number of customers but *de minimus* impact on non-participants.

As a result, ICL and Vote Solar recommend the following:

- **Set NEM Program Enrollment Deadline 60 days following the Commission’s order.** The Commission should use a date 60 days following the effective date of an order approving a new Net Hourly Billing Program so that customers in the process of designing and installing generation are included.

- **Define eligibility based on application.** To allow customers to have control over their eligibility for legacy NEM Program access, the Commission should base qualification on

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28 Staff Comments on the Settlement Agreement at page 3.
what the customer can control: submitting a completed Net Metering Application, including payment of the $100 application fee. Expired applications should not qualify for legacy NEM Program access.

- **Keep the NEM Program open to existing customers indefinitely or for a minimum of 20 years.** It is appropriate for the Commission to allow existing customers indefinite access to the NEM Program, however, to the extent that the Commission is concerned about such an open-ended approach, legacy NEM Program access should be granted for a minimum of 20 years from the NEM Program Enrollment Deadline.

- **Allow existing customers the option to transition to the Net Billing Program.**
  Existing customers should be allowed, at their sole discretion, to opt into the Net Billing Program. However, once a customer transitions to the Net Billing Program, that customer should not be eligible to re-qualify for legacy NEM Program access.

- **Define NEM Program status by the system, not the customer.** Eligibility for the legacy access to the NEM Program for existing customers should be connected to the physical installation, not to the customer. That allows customers to sell their homes and receive the fair value for the generating equipment based on the investment expectation at the time the equipment was installed. The new buyer would continue to receive service under the NEM Program. Conversely, an owner of a system enrolled in the NEM Program does not qualify for NEM Program enrollment for a second system or a new system at another residence.

- **Prohibit material increases to system size.** If a customer modifies their generation system to include a material increase in capacity they will no longer be eligible for continued enrollment in the NEM Program and would be transferred to the Net Billing
Program. A material increase in capacity should be defined as 10% of existing capacity or 1 kW, whichever is greater.

Respectfully submitted this 13th day of November 2019.

Benjamin J. Otto
Idaho Conservation League
Local Council – Vote Solar
IN THE MATTER OF THE )
APPLICATION OF IDAHO POWER )
COMPANY TO STUDY THE COSTS, ) CASE NO. IPC-E-18-15
BENEFITS, AND COMPENSATION )
OF NET EXCESS ENERGY )
SUPPLIED BY CUSTOMER ON- )
SITE GENERATION )

IDAHO CONSERVATION LEAGUE AND VOTE SOLAR BRIEF ON EXISTING CUSTOMERS

ATTACHMENT 1

(COMPACT DISC WITH DISCOVERY RESPONSES)
CERTIFICATE OF SERVICE

I hereby certify that on this 13th day of November 2019 I delivered true and correct copies of the foregoing BRIEF ON EXISTING CUSTOMERS to the following via the method noted:

Benjamin J. Otto
Hand Delivery/ Mail:
Diane Hanian
Commission Secretary (Original and seven copies provided)
Idaho Public Utilities Commission
427 W. Washington St.
Boise, ID 83702-5983

Electronic Mail Only:
IPUC
Ed Jewell
Deputy Attorney General
Idaho Public Utilities Commission
Edward.jewell@puc.idaho.gov

Idaho Power
Lisa D. Nordstrom
Timothy E. Tatum
Connie Aschenbrenner
lnordstrom@idahopower.com
ttatum@idahopower.com
cashenbrenner@idahopower.com
dockets@idahopower.com

Idaho Irrigation Pumpers Association
Eric L. Olsen
Echo Hawk & Olsen PLLC
eolo@echohawk.com

Anthony Yankle
tony@ynakel.net

IDAHYDRO
C. Tom Arkoosh
Arkoosh Law Offices
Tom.arkoosh@arkoosh.com
Taylor.pestell@arkoosh.com

Rocky Mountain Power
Yvonne R. Hogle
Ted Weston
Yvonne.hogle@pacificorp.com
Ted.weston@pacificorp.com

Vote Solar
Briana Korb, Vote Solar
briana@votesolar.org

David Bender, Earthjustice
dbender@earthjustice.org

Al Luna, Earthjustice
aluna@earthjustice.org

Nick Thorpe, Earthjustice
nthorpe@earthjustice.org

City of Boise
Abigail R. Germaine
Deputy City Attorney
Boise City’s Attorney’s Office
agermaine@cityofboise.org

Idaho Sierra Club
Kelsey Jae Nunez
Kelsey Jae Nunez LLC
Kelsey@kelseyjarnunez.com

Zack Waterman, Sierra Club

IPC-E-18-15
ICL and Vote Solar
Certificate of Service 1

November 13, 2019
Mike Heckler, Sierra Club
Zack.waterman@sierraclub.org
Micheal.p.heckler@gmail.com

Idaho Clean Energy Association
Preston N. Carter
Givens Pursley LLP
prestoncarter@givenspursely.com

Industrial Customers of Idaho Power
Peter J. Richardson
Richardson Adams, PLLC
Peter@richardsonadams.com

Dr. Don Reading
dreading@mindspring.com

Micron Technology, Inc.
Austin Rueschhoff
Thorvald A. Nelson
Holland & Hart, LLP
darueschhoff@hollardhart.com
tnelson@hollardhart.com
aclee@hollardhart.com
gigargano-amari@hollardhart.com

Jim Swier, Micron
jswier@micron.com

Individual
Russell Schiermeier
buhay@gmail.com