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State Energ	CALIFORNIA  yy Resources velopment Commission
In the Matter of:	) Docket No. 06-AFC-6
	) CITY OF HAYWARD'S STATEMENT
APPLICATION FOR CERTIFICATION FOR THE EASTSHORE ENERGY CENTER	<ul> <li>IN SUPPORT OF PRESIDING</li> <li>MEMBER'S PROPOSED DECISION</li> <li>FOR THE EASTSHORE ENERGY</li> <li>CENTER</li> </ul>
I. <u>Introduction.</u>	
On June 20, 2008, the Committee issu	ed the Presiding Member's Proposed Decision
("PMPD") for the Eastshore Energy Center ("	EEC"), which provides that final written
comments on the PMPD be submitted by July	28, 2008. Pursuant to the Committee's
request, Intervener City of Hayward ("City")	submits this brief supporting the PMPD's

1	recommended demai of the Application for Certification (ArC) and responding to certain
2	arguments made by Applicant Eastshore Energy Center LLC ("Applicant") in its
3	"Comments on the Presiding Member's Proposed Decision" ("Applicant's Comments").
4	Applicant argues that the City has somehow treated the EEC project inconsistently and
5	unfairly. As discussed below, Applicant's claim is founded on nothing but inference, and
6 7	must be rejected based on the facts and the law.
8	Separately, Applicant has challenged the validity of the Committee's determination
9	that the EEC would pose a significant and unmitigable risk to aviation safety, as well as
10	argued that the Committee improperly applied the "public convenience and necessity"
11	standard when concluding an override is not warranted in this proceeding. These
12	arguments should be rejected because substantial evidence in the record supports the
13 14	PMPD's conclusions. <sup>1</sup>
	II. The City's Interpretation of Its Land Use Policies Did Not "Reveal a
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115 116 117 118 119 220 221	Preference" for the Russell City Energy Center and Was Not Arbitrary and  Capricious.  Applicant argues that City has treated the EEC and the Russell City Energy Center  ("RCEC") inconsistently, and that this alleged inconsistent treatment "where equal
114 115 116 117 118 119 120 221 222 233	Preference" for the Russell City Energy Center and Was Not Arbitrary and  Capricious.  Applicant argues that City has treated the EEC and the Russell City Energy Center  ("RCEC") inconsistently, and that this alleged inconsistent treatment "where equal

violation of due process. Applicant's Comments, p. . . <sup>2</sup> Applicant's argument is factually 2 and legally erroneous. 3 Factually, Applicant's assertion that "equal conditions exist" between EEC and RCEC is simply inaccurate. While the proposed locations of the EEC and RCEC are both zoned "Industrial", the EEC is located approximately 3,000 feet to the east of the RCEC site closer to the Hayward Executive Airport. Ex. 200, p. 4.10-21, note 6. The EEC 7 location is just outside the airport Traffic Pattern Zone ("TPZ") (Ex. 200, 4.5-21), and 8 evidence in the record demonstrates that aircraft regularly fly over the EEC site, which is 10 located approximately 400 feet from the traffic pattern for Runway 10R/28L. Ex. 200, p. 11 4.5-20. This undeniable physical distinction between EEC and RCEC belies Applicant's 12 claim that "equal conditions exist" between the two facilities, and warrants close scrutiny 13 under the City's Airport Approach Zoning Regulations (Hayward Municipal Code 14 ("HMC") § 10-6.00) and the Alameda County Airport Land Use Policy Plan ("ALUPP").<sup>3</sup> 15 In addition, as the PMPD notes, the EEC's location within the Airport Influence Area 16 17 ("AIA") raises concerns about aviation safety that could be mitigated in the RCEC siting 18 procedure but cannot for EEC. PMPD, pp. 329-330, n. 112. 19 Further still, the RCEC siting procedure was commenced prior to the City's 20 adoption of its 2002 General Plan, which included for the first time policies designed to 21 promote the transition of the eastern area of the existing Industrial Corridor to a Business 22 and Technology Corridor. 1/14/08 RT 227-232, 236. Thus, there are not only physical 23 24 Applicant's Comments do not include page numbers, but the arguments to which City is responding in this brief are found on the first four substantive pages of Applicant's 25 submission. 26 Federal laws and Federal Aviation Administration ("FAA") standards require the City to

restrict land use in the airport vicinity to prevent airport hazards. Ex. 402, p. 3, citing Ex.

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411: FAA Order 5190.6A, pp. 19-20.

distinctions between the EEC and RCEC sites, but also relevant policy distinctions as well. 2 This policy distinction is paramount to understanding the City's conclusion that the 3 EEC is inconsistent with its local land use policies, as well as the fallacy of Applicant's oftrepeated argument that the City is acting in an arbitrary and capricious manner. Throughout 5 this proceeding. Applicant has repeatedly asserted that the existence of the Business and 6 Technology Corridor is "a fantasy" because "no such designation was ever adopted or codified by the City," and therefore the City's reliance on its policies promoting the 8 9 development of the Business and Technology corridor is unjustified. Applicant's 10 Comments, p. . This assertion misunderstands the nature and importance of General Plan 11 policies in California land use law. 12 The general plan is a comprehensive, long-term plan for the development of the 13 city. Cal. Gov't Code § 65300. The general plan functions as the "constitution for all 14 future developments," and land use decisions must be consistent with the general plan and 15 its elements. Citizens of Goleta Valley v. Board of Supervisors (1990) 52 Cal.3d 553, 570. 16 17 A "project is consistent with the general plan if, considering all its aspects, it will further the 18 objectives and policies of the general plan and not obstruct their attainment. [Citation.]" 19 Corona-Norco Unified School Dist. v. City of Corona (1993) 17 Cal. App. 4th 985, 994. 20 Perfect conformity is not required, but a project must be compatible with the objectives and 21 policies of the general plan. Families Unafraid to Uphold Rural Etc. County v. Board of 22 Supervisors, supra, 62 Cal. App. 4th at p. 1336. Although the courts have articulated various 23 24 standards of review of a local agency's determination that a project is consistent with the 25 general plan, those standards all have in common the affording of great deference to the 26 lead agency's determination. 27 Applicant cites to Endangered Habitats League v. County of Orange (Rutter)

Development) (2005) 131 Cal. App. 4th 777 to support its assertion that the City has acted in 1 2 an arbitrary and capricious manner in determining that the proposed EEC is inconsistent 3 with the City's General Plan policies. In Endangered Habitats League, the court issued a writ of mandate directing the respondent County to set aside its land use approvals and an environmental impact report for a development project because the Court determined that 6 the County's approval was *inconsistent* with stated General Plan policies related to traffic. Endangered Habitats League noted that "decisions regarding consistency with a general 8 9 plan [are reviewed] under the arbitrary and capricious standard. These are quasi-legislative 10 acts reviewed by ordinary mandamus, and the inquiry is whether the decision is arbitrary, 11 capricious, entirely lacking in evidentiary support, unlawful, or procedurally unfair. 12 (Citations). Under this standard, we defer to an agency's fact finding of consistency unless 13 no reasonable person could have reached the same conclusion on the evidence before it. 14 (Citation)." Id. at 782. The court concluded that no reasonable person could have found 15 the proposed project to be consistent with the traffic policies of the County's general plan 16 17 since all of the evidence in the record demonstrated that the project would have unmitigable 18 impacts on the traffic levels of service inconsistent with general plan policies to maintain 19 that level of service. Id. Far from assisting Applicant's argument, Endangered Habitats League actually 21

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supports the City's determination that the EEC is inconsistent with its General Plan policies. The case first recognizes that courts must be highly deferential to a local agency's

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Applicant also cites to City of Banning v. Desert Outdoor Advertising, Inc. (1962) 209 Cal. App. 2d 152 and Kuzinich v. County of Santa Clara (9th Cir. 1982) 689 F.2d 1345. Neither case supports Applicant's argument. In each case, the court rejected the argument that the public agencies enforcement of its ordinance was discriminatory. The courts presumed that the agencies had acted in accordance with the law and its official duty in the absence of direct evidence to the contrary.

determination of consistency with General plan policies. However, in that case, the court found absolutely no evidence in the record to support Orange County's consistency finding. *Endangered Habitats League* also stands for the proposition that projects must be consistent with General Plan policies in order to be approved. In other words, it is not necessary for those policies to have been adopted or codified in some other component of the City's land use polices, e.g., the zoning code, because any land use decision must be consistent with the general plan policies themselves.

Applying the rationale of *Endangered Habitats League* here, it is clear that the City has not acted in an arbitrary and capricious manner. It evaluated the EEC against its adopted General Plan policies, as it must, and found the EEC to be inconsistent with Land Use Policy 7 and Economic Policies 2 and 3. This determination is amply supported by the evidence. The cited General Plan policies promote the transition of the eastern portion of the Industrial Zone from manufacturing-based to an information-based economy. Ex. 404: City Council Resolution 07-028. Locating a power plant in the heart of this transition zone would not "further the objectives and policies of [its] general plan" because a power plant is not consistent with an "information-based economy" and would arguably "obstruct the attainment" of the General Plan policies since it could discourage information-based companies from relocating to this portion of Hayward. *Id.* As the PMPD found, this determination is entirely reasonable since it would disrupt the City's future land use planning goals. PMPD, p. 329.

Applicant argues that the normal deference afforded local agency's interpretation of their own policies should not apply here based on what applicant characterizes as "a flagrant inconsistency in the jurisdictions [sic] actions". Appellant's Comment, p. \_\_\_\_. As discussed above, Applicant's claim that the EEC and RCEC present "equal conditions" is

simply without merit given the different locations of the two facilities, the proximity of the EEC to the Hayward Airport, and the 2002 General Policies that apply to the area in and around the EEC site differently than the area around the RCEC site.

Equally important, however, as a matter of law and principle, this Committee should reject Applicant's attempt to negatively characterize the City's actions. Public agencies and their officers are legally presumed to have performed their official duties consistent with the law. Cal. Evid. Code § 664. The California Energy Commission has recognized this presumption by requiring due deference to a local agency's comments and recommendations regarding a project's conformance with LORS under that agency's jurisdiction. Cal. Code Regs., tit. 20, §§ 1714.5(b) and 1744(e). In order to overcome this legal presumption and the requirement for due deference, a party must demonstrate bias through more than just inference and mischaracterization<sup>5</sup>, which is all that Applicant has mustered here. The crux of Applicant's argument appears to be that, since the City interpreted its General Plan policies against the EEC, it must be biased against the project; therefore, the City's interpretation must be disregarded. In other words, Applicant appears to be arguing that, any time a local agency exercises its official legislative capacity, e.g. by passing a resolution, expressing an adverse opinion on an energy facility project, then the local agency has expressed bias against the project and its interpretations of its local land use policies must be disregarded.

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See e.g., BreakZone Billiards v. City of Torrance (2000) 81 Cal.App.4th 1205 (to prevail on a claim of bias violating due process, "a party must establish 'an unacceptable probability of actual bias on the part of those who have actual decisionmaking power over their claims.' (See U.S. v. State of Or. (9th Cir. 1994) 44 F.3d 758, 772.). A mere suggestion of bias is not sufficient to overcome the presumption of integrity and honesty. (Brooks v. New Hampshire Supreme Court (1st Cir. 1996) 80 F.3d 633, 640; Stivers v. Pierce (9th Cir. 1995) 71 F.3d 732, 74.)." (Emphasis added)).

Applicant's argument attempts to invert the nature of local land use decision making to serve its own purposes. There is not a single piece of evidence to suggest that the City decided against the EEC project and then made the findings of inconsistency to support that decision. To the contrary, the City undertook its legal duty to evaluate the proposed project for consistency with its land use policies, found the project to be inconsistent with certain of its policies, and then adopted Resolution 07-028 memorializing that determination. 7. Applicant's unsubstantiated inference that the City is somehow biased and has not acted in accordance with the law must be rejected not only as a matter of law, but as an unnecessary attack on the integrity of the City's and the Committee's procedures. 

# III. Substantial Evidence Supports the Finding in the PMPD that the Thermal Plumes From the EEC Would Present a Significant Public Safety Risk to Low Flying Aircraft During Takeoff and Landing Maneuvers Due to Close Proximity of the Hayward Executive Airport.

The Committee correctly concluded that the thermal plumes from the fourteen EEC stacks would present a significant health and safety risk. The evidence demonstrates that the turbulence-causing thermal plums from the EEC are likely to rise to an altitude in the range of 400 feet, and that aircraft are likely to fly over the site at an altitude of 300 to 400 feet. PMPD p. 352 (citing Ex. 200, p. 4.10-20; Ex. 208; 12/18/07 RT 120-122). The PMPD concluded that CEC Staff's modeling was appropriately conservative given the public safety concerns related to potential aircraft upset in close proximity to high velocity plumes, and refused to second guess the FAA's acceptance of CEC Staff's modeling "as a valid representation of hazardous exhaust velocities." PMPD pp. 353-357 (citing, inter alia, Ex. 200, p. 4.10-20; Ex. 39, pp. 6, 16-17; Ex. 416). Finally, the Committee's rejection of the Applicant's Barrick Power Plant Flyover Report as representative of the worst-case

conditions that will exist at the EEC site is wholly supportable give that not all engines at 2 the Barrick plant were operating on the day of the flyover test (see Ex. 20), the cold 3 conditions on that day reduced radiator fan use (12/18/07 RT 260:11-14, 62:23-25, 73:12-16) and the presence of wind meant that weather conditions were not worst case (12/18/07 RT 240-260; Ex. 20). (PMPD pp. 354-356). Applicant attacks these conclusions, contending that Staff's modeling analysis is flawed. Applicant's Comments, p. . This argument has already been considered and 8 rejected by the Committee, however. PMPD, p. 354. The PMPD notes that Applicant 10 criticized Staff's modeling for "incorrectly calculate[ing] the thermal plum's peak velocity" and "for not conducting further analysis", which Applicant contends was necessary because 12 the 4.3 m/s speed for measuring the velocity of the thermal plumes "was designed as a 13 screening level tool to trigger further assessment." Id. The Committee rightly rejected 14 these criticisms, finding that Staff used the same modeling in the RCEC proceeding and 15 appropriately made conservative assumptions given the potential public safety impacts. Id. 16 17 at 354, 356. The PMPD also states that the Committee "is unwilling to second-guess the 18 FAA's acceptance of the Staff's modeling 'as a valid representation of hazardous exhaust velocities." Id. at 356. 20 Further still, the Committee found that, even discounting Staff's modeling results 21 showing thermal plume velocities of 4.3 m/s at 480 feet above ground level ("AGL"), the 22 evidence in the record independently demonstrated that the plumes would reach 300 to 400 23 feet AGL, and that aircraft would flyover the EEC at that height. PMPD, p. 356-357. 24 25 Based on this finding, as well as the FAA's recommendation that plumes have the potential

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to be hazardous to aircraft flying less than 1,000 feet above the plume source, the

Committee correctly found a risk to aircraft safety that cannot be mitigated. Id.

Applicant's Comments raise no new issues that were not considered and rejected in 1 2 the PMPD. The Committee's finding that the EEC's thermal plumes present an 3 unmitigable risk to aircraft safety is supported by substantial evidence, and need not be modified. IV. The Committee Properly Concluded that the EEC Does Not Satisfy the Statutory Criteria for an Override Because the EEC is Not "Required for 7 Public Convenience and Necessity." 8 9 Upon finding that the EEC does not comply with the LORS, the Committee applied 10 Public Resources Code § 25525 to determine whether "such facility is required for public 11 convenience and necessity and that there are not more prudent and feasible means of 12 achieving such public convenience and necessity." (PMPD, pp. 433-437). Applicant 13 criticizes the Committee's conclusion that the EEC does not serve the "public convenience 14 and necessity", contending that the California Public Utilities Commission ("CPUC") 15 Energy Action Plan II, as well as the Energy Commission's 2007 Integrated Energy Policy 16 17 Report, demonstrate the statewide need for new electricity generation, and specifically the 18 increased efficiency and flexibility of conventional natural gas powered generation 19 facilities. Applicant seems to be implying that this recognized need for new energy 20 generation means that every proposed energy plant serves the "public convenience and 21 necessity."6 22 However, as the PMPD discusses, approval of an energy facility is within the 23 discretion of the Energy Commission. PMPD, p. 434 (citing Public Resources Code § 24 25 In making these criticisms however, Applicant failed to inform the Committee that it had 26 elected to terminate its Power Purchase Agreement with PG&E, a factor that would seem relevant to the Committee's consideration of whether the EEC meets the public 27

convenience and necessity.

25525). Applicant's argument would seemingly divest the Commission of that statutory
authority by asserting that, in California's current energy market, every energy project
serves the "public convenience and necessity" and must therefore be approved. Clearly, if
the legislature had wished to divest the Commission of its statutory discretion to deny siting
permits, it could have done so. Absent evidence of such legislative direction, the
Commission retains discretion to deny the project.

Here, the Committee properly concluded that the EEC is not required for public

Here, the Committee properly concluded that the EEC is not required for public convenience and necessity because "the benefits of the EEC are modest at best. There is little public convenience and necessity that would be served by the project." *Id.* at 436.

The EEC would provide 115 MW of capacity, approximately one-fifth of one percent of current statewide demand. As a result, the project's electricity system reliability benefits (flexibility in responding to demand), which we discuss in the **Reliability**, **Local System Effects**, and **Transmission System Engineering** sections of this Decision, are commensurately small. This is also true of the consumer benefits of the project. The Local System Effects section shows savings in a range of \$11.4 million to \$16.3 million over 20 years, or an average of approximately \$675,000 per year spread among all PG&E rate payers. There are no other major benefits of the project that would serve the public convenience and necessity. *Id*.

In sum, the Committee balanced the EEC's inconsistency with LORS and significant impacts on Land Use and Aviation Safety against the EEC's alleged benefits as proffered by the Applicant, and found the EEC's benefits to be negligible at best compared to the unmitigable impacts. This conclusion is amply supported by substantial evidence in the

Applicant also argues that Committee should have considered not only the Commission's decision in *Metcalf Energy Center*, but also its decision in the *Los Esteros Energy Center* matter, since the 140 MW addition at issue in the *Los Esteros* is closer to the 115MW capacity at issue with the EEC. However, this argument fails to recognize that the public convenience and necessity must be weighed against the public health and safety risks, and that *Los Esteros* did not include unmitigable aviation safety risks.

record. 1 2 V. Conclusion. 3 The PMPD is a well-reasoned decision that more than adequately supports its 4 conclusions that the EEC is inconsistent with LORS and not necessary for the public convenience and necessity. Applicant's arguments that the City's interpretation of its own 6 land use policies is arbitrary and capricious and should be rejected, as well as its claims 7 regarding Staff's plume modeling and the PMPD's override analysis, are without factual or 8 9 legal merit and should be rejected. The City supports the Committee's decision and 10 requests that the PMPD be submitted to the full Commission, without modification, 11 recommending denial of EEC's application. 12 13 DATED: July 28, 2008 PILLSBURY WINTHROP SHAW PITTMAN LLP 14 RONALD E. VAN BUSKIRK 15 MICHAEL S. HINDUS DIANA J. GRAVES 16 TODD W. SMITH 17 18 19 20 YS FOR INTERVENER 21 22 23 24 25 26 27

# BEFORE THE ENERGY RESOURCES CONSERVATION AND DEVELOPMENT COMMISSION OF THE STATE OF CALIFORNIA

APPLICATION FOR CERTIFICATION
FOR THE EASTSHORE ENERGY CENTER
IN CITY OF HAYWARD
BY TIERRA ENERGY

Docket No. 06-AFC-6

PROOF OF SERVICE (Revised 7/18/2008)

INSTRUCTIONS: All parties shall either (1) send an original signed document plus 12 copies or (2) mail one original signed copy AND e-mail the document to the address for the Docket as shown below, AND (3) all parties shall also send a printed or electronic copy of the document, which includes a proof of service declaration to each of the individuals on the proof of service list shown below:

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# **DECLARATION OF SERVICE**

I, Michael Wilson, declare that on July 28, 2008, I transmitted copies of the attached City of Hayward's Statement in Support of Presiding Members Proposed Decision for the Eastshore Energy Center AND City of Hayward's Opposition to Eastshore Energy Center LLC's Motion to Reopen the Evidentiary Hearing, via electronic mail consistent with the requirements of the California Code of Regulations, title 20, sections 1209, 1209.5, and 1210. All electronic copies were sent to all those identified on the Proof of Service list above. Copies were also sent via overnight courier to the address listed above for the CEC Docket Unit.

I declare under penalty of perjury that the foregoing is true and correct.