At a session of the Public Service Commission held in the City of Albany on February 12, 2009

COMMISSIONERS PRESENT:

Garry A. Brown, Chairman
Patricia L. Acampora
Maureen F. Harris
Robert E. Curry, Jr.
James L. Larocca

CASE 08-E-1305 – Central Hudson Gas & Electric Corporation
CASE 08-E-1306 – Consolidated Edison Company of New York, Inc.
CASE 08-E-1307 – Orange & Rockland Utilities, Inc.
CASE 08-E-1308 – Niagara Mohawk Power Corporation d/b/a National Grid
CASE 08-E-1309 – Rochester Gas and Electric Corporation
CASE 08-E-1310 – New York State Electric & Gas Corporation


ORDER MODIFYING AND AUTHORIZING NET METERING TARIFFS

(Issued and Effective February 13, 2009)

BY THE COMMISSION:

BACKGROUND

Pursuant to Chapters 452, 480 and 483 of the Laws of 2008, Public Service Law (PSL) §66-j and §66-l were amended, effective August 5, 2008 and January 1, 2009, respectively. The amendments expand eligibility for net metering under PSL §66-j to include non-residential solar generating systems as well as residential solar and farm waste systems, and, under PSL §66-l,
to include non-residential wind generating systems as well as residential and farm service wind systems. The amendments also increase the size of the generating systems that are eligible for net metering, and make other changes to the terms and conditions for net metering. Major electric utilities were required to make the filings necessary to effectuate the statutory changes within three months following the August 5, 2008 and January 1, 2009 respective effective dates for the amendments to §66-j and §66-l.¹

On November 5, 2008, the utilities made the requisite filings to conform their tariffs to the requirements of the amendments to PSL §66-j and §66-l. The proposed filings have an effective date of February 27, 2009.²

Notices of the tariff filings were published in the State Register on November 26, 2008, in conformance with State Administrative Procedure Act (SAPA) §202(1). Prior to the expiration of the SAPA §202(1)(a) comment period on January 12, 2009, one comment was received, from the New York Farm Bureau, Inc. (The Farm Bureau).

Moreover, as discussed in an Order Modifying Standard Interconnection Requirements (2009 SIR Order) issued today in Case 08-E-1018, a proceeding has been instituted to conform the standard interconnection requirements (SIR) to the PSL §66-j and

¹ These utilities are: Central Hudson Gas & Electric Corporation (Central Hudson); Consolidated Edison Company of New York, Inc. (Con Edison); New York State Electric & Gas Corporation (NYSEG); Niagara Mohawk Power Corporation d/b/a National Grid (National Grid); Orange and Rockland Utilities, Inc. (O&R); and, Rochester Gas and Electric Corporation (RG&E).

² Con Edison and O&R published newspaper notification of the proposed changes once each week for four consecutive weeks; Central Hudson, National Grid, RG&E and NYSEG request waivers of the newspaper publication requirement because customers will be notified when applications for service are submitted.
§66-l amendments. Several parties to that proceeding filed comments that affect the tariffs the utilities propose in this proceeding. Those parties included: Alliance For Clean Energy New York (ACE NY); the Interstate Renewable Energy Council (IREC); and the Coalition, consisting of Environmental Advocates of New York, Network For New Energy Choices, Solar 1, and the Vote Solar Initiative. Those comments are addressed here as well.

The Tariff Filings

In their filings, the utilities make the changes to their tariffs they believe are necessary to conform them to the requirements of the statutory amendments to PSL §66-j and §66-l. The size of the non-residential solar generation systems eligible for net metering is expanded from 10 kW to 25 kW, and the size of the eligible farm waste systems is increased from 400 kW to 500 kW, with the standards for fueling those facilities modified as the statutory amendments require. The utilities also extend net metering to non-residential solar installations sized at the lesser of 2 MW or the customer’s peak load, which they say will be determined in accordance with the process set forth in statutory amendments. Moreover, the ceiling on the amount of solar and farm waste generation each utility must net meter is increased from 0.1% of each utility’s 1996 peak load to 1.0% of each utility’s 2005 peak load.3

Although the deadline for filing revised tariffs to conform to the PSL §66-l amendments is April 1, 2009, Con Edison and O&R filed their new tariffs for wind net metering in advance of the deadline. These tariff revisions bear the same effective

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3 In conformance with a process set forth in PSL §66-j, Central Hudson’s ceiling has been expanded to 10 MW. Case 07-E-0432, Central Hudson Gas and Electric Corporation, Order Raising Net Metering Ceiling to 10 MW and Providing For Deferral of Lost Revenues (issued October 19, 2007).
date as for their §66-j tariffs, on February 27, 2009. The PSL §66-l tariff revisions expand the size of the farm service wind generators eligible for net metering from 125 kW to 500 kW, and extend net metering to non-residential wind installations sized at the lesser of 2 MW or the customer’s peak load, which they say will be determined in accordance with the process set forth in statutory amendments. Moreover, the ceiling on the amount of wind generation each utility must net meter is increased from 0.2% of each utility’s 2003 peak load to 0.3% of each utility’s 2005 peak load.

DISCUSSION AND CONCLUSION

Some modifications are needed to properly conform the utilities’ tariffs to the provisions of the statutory amendments modifying PSL §66-j and §66-l. The necessary tariff revisions are detailed below, along with the analysis of the parties’ comments on the issues the tariff filings raise.

Monthly Credit

Currently, residential solar customers receive, for excess generation over the amount they consume in a billing period, a kWh credit in their next bill. This credit can be carried over to the customer’s next bill if the customer’s cumulative kWh generation continues to exceed usage. Demand metered farm waste customers receive a dollar credit, calculated by multiplying the excess kWh generation by the kWh rate, in their current bill. If the credit exceeds the amount of the bill, the excess is converted back to a kWh amount, which is carried over to the next billing period, where the calculation is repeated if the customer again accumulates excess generation.

For non-residential solar customers, some utilities have proposed crediting excess generation using the method currently in place for the residential solar non-demand
customers while others have proposed using the method currently in place for the farm waste demand customers. Furthermore, Con Edison’s tariff does not reflect the current methodology for crediting farm waste demand customers and instead treats them the same as residential solar non-demand customers. Consequently, it would apply kWh credits for excess generation to the bills of all net metered customers and would not provide dollar credits to farm waste customers. As Con Edison is also proposing to implement the new wind net metering law at this time, ahead of the July 1, 2009 date the statutory amendments otherwise requires, it would apply the kWh credit methodology to all wind customers as well.

The current methods of crediting the excess generation have been in place since 2003, when, in the First Farm Waste Order, it was decided that the dollar credit methodology was appropriate for demand-metered farm waste customers. To have different methods among utilities for the non-residential, demand-metered solar and wind customers newly entitled to net metering as well as the farm waste demand-metered customers currently entitled to net metering could create confusion among customers and renewable generation developers, thereby impeding the growth of renewable generation resources. Therefore, the dollar method for crediting demand-metered farm waste customers shall be extended to the demand-metered solar and wind customers newly entitled to net metering. Since the kWh credit methodology has long been successfully applied to non-demand residential solar customers, it shall be extended to all non-demand net metering customers. At least one utility, National

Grid, had properly tariffed these methods. The other utilities are directed to revise their tariffs to reflect these crediting methodologies.

Annual Credit

Currently, PSL §66-j and §66-l provide that residential solar, residential wind, farm service wind, and farm waste customers are paid at avoided cost for any excess generation remaining at the end of an annual period. The statutory amendments are silent on the treatment of the excess generation credit remaining at the end of an annual period for non-residential solar and wind customers.

The utilities, except National Grid, have tariffed provisions zeroing out credit for these customers at the end of the annual period. In contrast, National Grid’s tariff provides that the excess generation credits will be carried over from year to year. The Farm Bureau applauds National Grid’s approach, and maintains the other utilities should be required to tariff it as well. ACE NY and the Coalition also express concern that the intent of the legislation on this point has not been furthered.

We find that interpretation of the statutory amendments adhered to by National Grid and the Farm Bureau is correct. Since the legislation fails to authorize for the non-residential customers the annual cash out for excess generation otherwise explicitly made available to residential and farm waste customers, the language is best read as intending that any annual credit accumulated by a non-residential customer should be carried over to the next year. The utilities other than National Grid are directed to revise their tariffs accordingly.

This approach to the annual credit for the non-residential solar and wind customers is rational. Because of the capacity size limitations the statutory amendments impose on these non-residential customers, it is unlikely that they will
be able to build up large annual credits. The few unusual circumstances where a substantial credit may accumulate do not justify zeroing out the credit for all customers. Instead, these business customers, who may not cash out an annual credit, may at least retain the benefit of the credit into the future. 

**Determination of Maximum Capacity**

The statutory amendments provide that non-residential solar and wind customers may install generating equipment at a rated capacity of not more than the lesser of 2.0 MW or the customer’s peak load as measured over the prior 12 month period. In the event that a prior 12 month period of measurement is not available, we are then authorized to set the ceiling on a generator’s size based on an analysis of comparable facilities. Where the customer and the utility can reach agreement on the capacity for a customer that does not have the 12 month load history, however, we need not conduct a superfluous analysis. Under the utilities’ proposed tariffs, they will calculate the maximum capacity for eligible customers based on the data provided by the customers or their analysis of comparable facilities. The customer can then accept the calculation.

If, however, the customer does not agree with the calculation, National Grid’s tariff states that the customer has the right to petition us. Although National Grid correctly interprets the policies behind the statute, its language requires some revision. Instead of providing that the customer merely has the right to petition, the tariff should read: “The customer may accept the company’s analysis of rated capacity, or may petition the Public Service Commission for a determination.

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5 Only generation facilities sized in conformance with the statutory limits may obtain net metering; a facility sized larger than a statutory limit may not claim it qualifies for net metering by attempting to set aside a portion of its capacity allegedly sized at or below that limit.
of the rated capacity that may be installed.” Other utilities shall tariff this language as well.

IREC points out that it may be administratively burdensome to calculate maximum demands for the many customers that lack twelve month histories of demand usage. Where data is unavailable, IREC proposes to set the size of the system that may be installed at the capacity of the customer’s electric service connection, so that production from the generator cannot exceed the capacity of the equipment tying it to the utility’s grid.

A variant of IREC’s approach is appropriate for those non-residential solar and wind customers too small to warrant a demand meter. Absent a demand meter, demand data is generally unavailable and attempting to otherwise measure and then calculate demands for the many non-residential customers in this category would be administratively burdensome.

In order to simplify the estimation of capacity for these small customers that are not demand metered, the utilities shall allow them to size their generators at a capacity up to the threshold for classification by that utility as a demand customer that must install a demand meter. Thereby avoiding administratively burdensome inquiries into circumstances where data is unavailable eliminates an unreasonable barrier to participation in net metering.

Most utilities set thresholds in their tariffs for demand metering in a range from 5 to 12 kW, below which a customer is deemed too small to warrant installation of a demand meter and treatment as a demand customer. For these small customers, those thresholds reasonably establish the maximum size of the capacity they may install. Any utility that does not tariff a threshold for demand meter installation is directed to use 7 kW as the threshold for this purpose, for small
customers where a demand meter has not been installed. The 7 kW level will insure that only the small customers for which this benefit is intended will obtain it.

Adoption of this method is a form of the analysis of capacity that the statutory amendments require us to conduct. The utilities are therefore directed to revise their tariffs accordingly.

Offsetting Net-Metering Credits Against Other Bills

The Farm Bureau requests that farm waste customers be allowed to offset net metering credits against bills for usage metered at locations other than the net-metering delivery point. As the Farm Bureau concedes, this approach was rejected in the First Farm Waste Order. The Farm Bureau has not provided sufficient reason for reversing the prior determination. Net metering, by definition, is intended to offset usage as measured by a meter at a single point. Extending the benefits of net metering beyond that point is outside the scope of the statute.

Ownership of Environmental Attributes

The Farm Bureau requests adoption of a policy, and inclusion of language in all utility tariffs, specifying that ownership of any environmental attribute associated with any net metered generation belongs exclusively to the customer. Currently, New York operates under an environmental disclosure program, where the entities that purchase electricity report the environmental attributes related to the electricity that is delivered to them.6

In effect, the Farm Bureau proposes to separate the selling of environmental attributes from the delivery of electricity. Such a proposal is best addressed, if at all, in

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the context of environmental disclosure requirements, and will not be adopted at this time.

**Meter Installation Costs**

The Farm Bureau points out that the statutory amendments eliminated the requirement that net metering be accomplished through at least one non-demand, non-time differentiated meter. Elimination of that requirement, the Farm Bureau suggests, impels reconsideration of the prior determination that farm waste customers must pay for a second meter if it records time-of-use (TOU) data. The Farm Bureau requests that it be determined that if a utility decides the appropriate metering configuration for the customer then the utility should pay for the metering configuration, including the cost of a second meter.

Although the statutory amendment the Farm Bureau cites affects only non-demand, non-residential customers and did not prevent the adoption of the existing two-meter requirements in the First Farm Waste Order, the language does indicate existing metering requirements should be reconsidered. Under those requirements, most customer-generators do not bear the cost of a second meter, but demand metered farm customers must pay for a second TOU meter.

Advances in metering technology have reduced substantially the instances where two-meter configurations will be necessary to implement net metering. Moreover, as the Farm Bureau points out, most of the utilities have proposed tariff language that would allow them to decide the appropriate metering configuration for demand customers. As a result, a utility will be in a position to decide whether one meter is adequate or two meters are necessary.

Upon these changes in metering technology, and statutory provisions, adoption of new rules for payment for a
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second meter are appropriate. Where a utility requires a second meter, it should be at the utility’s cost, even for TOU customers, just as it is for most second meter installations currently. If, however, a customer requests installation of a second meter that is not required by the utility, then the customer should pay for that meter.

This approach properly apportions responsibility between utilities and customers in conformance with the net metering statutes. Where a second meter is a necessary part of an interconnection with a utility, that meter is one of the interconnection costs that fall within the purview of PSL §66-j and §66-l. If, for a demand-metered TOU customer, a utility uses a single meter not capable of running accurately in reverse, then a second meter is required. In those instances, the TOU customer should be able to obtain a second TOU meter in conformance with its TOU classification, within the cost responsibility requirements established in PSL §66-j and §66-l.

Where the second meter is at the customer’s option, however, the meter should be treated as a component of the net metered generation system that the customer desires to install, and is therefore a part of the customer’s system, not the utility’s interconnection. The customer then bears the cost. The utilities shall revise their tariffs accordingly.

Requests for Delay and Cost Recovery

Both Con Edison and O&R have proposed to delay the effective date of net metering for certain groups of customers. Con Edison requests a delay for its Rider M (Day Ahead Hourly Pricing) and Rider Q (Power for Jobs) customers. O&R requests a delay for its Rider G (NYPA-EDP Delivery Service), Rider M (Voluntary Day Ahead Hourly Pricing), Rider J (NYPA Power For Jobs) customers, and any customer subject to mandatory day ahead hourly pricing. Both utilities emphasize that the number of
customers for whom the delay is requested is only a small fraction of overall customers for whom net metering will be available under their revised tariffs.

Con Edison and O&R justify the delay by asserting that other priorities prevent them from modifying their billing systems at this time to accommodate net metering for the affected customers. The utilities report that they have not completed the process of addressing metering and billing issues related to mandatory hourly pricing service or the potential initiation of reactive power rates for certain customers. Con Edison also has not finished reconfiguring its automated off-cycle billing system to provide for standard monthly billing of Rider Q accounts. The utilities believe these efforts take precedence over implementing net metering billing for the affected customer classifications.

After the net metering tariffs are adopted, the utilities explain, they will evaluate the system changes that will be required to bill net-metered customer-generators in those service classifications. They claim the delay in implementing net metering for those customers should await the time when those billing system changes can be made.

The two utilities also pursue cost recovery here. O&R claims that it may incur additional costs in offering net metering to an expanded class of customers and it reserves the right to seek recovery of these costs through its Energy Cost Adjustment. Con Edison asserts that since the net metering changes were not contemplated when its off-cycle billing systems were designed, it will incur costs to modify the systems to accommodate net metering. It proposes to recover those costs through its Monthly Adjustment Clause.

The requests to delay the effective date of net metering for the classes of customers Con Edison and O&R
identify are denied. Con Edison and O&R need not wait until they reconfigure their billing systems to accommodate net metering for these customers because they can bill them manually if necessary.

The cost recovery proposals Con Edison and O&R present are rejected. These proceedings are not the appropriate forum for deciding rate relief issues.

Request For Deferral

Central Hudson currently is allowed to defer delivery revenue losses attributable to residential solar generation. Central Hudson requests that it be allowed to expand this authority to recover delivery revenue losses attributable to expansion of farm waste and non-residential solar customer eligibility. As with the cost recovery requests submitted by Con Edison and O&R, Central Hudson’s request is denied because it is beyond the scope of this proceeding.

Moreover, Central Hudson currently has a rate filing before us bearing an effective date of July 1, 2009. Hence, Central Hudson faces only an approximate four-month period prior to implementation of new rates during which it might incur additional delivery revenue losses as a consequence of expanding eligibility for net metering. Central Hudson is unlikely to incur significant losses attributable to new net metered systems during such a short period of time.

National Grid’s Restriction on Net Metering

National Grid’s tariff, at Leaf No. 71-113, excludes customers participating in the Renewable Portfolio Standards (RPS) Program from net metering. There is no basis for such an

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See Case 03-E-0188, Retail Renewable Portfolio Standards, Order on Customer-Sited Tier Implementation (issued June 28, 2006).
exclusion, and National Grid shall remove the exclusionary language from its tariff.

Coordination of Tariff With SIR

Revising the SIR requirements may affect utility net metering tariff provisions, and, in other cases, some discrepancies between the tariffs and the SIR may surface. To prevent any conflicts between the SIR and tariffs, utilities are directed to conform their tariffs to the SIR requirements adopted in the 2009 SIR Order.

The Farm Bureau’s Other Comments

To the extent not addressed above, the Farm Bureau’s proposed tariff changes are rejected, as unnecessary or insufficiently justified. Its proposals to modify the tariffs for net metering of wind generation at utilities other than Con Edison and O&R are premature, because those other utilities did not update their wind tariffs in advance of the statutory deadline as Con Edison and O&R did. The latter two utilities, however, are advised that they may be required to revise their wind net metering tariffs at the time the tariffs at the other utilities are considered.

The Commission orders:

1. The amendments listed in the Appendix shall be allowed to become effective, provided that Central Hudson Gas and Electric Corporation, Consolidated Edison Company of New York, Inc., New York State Electric & Gas Corporation, Niagara Mohawk Power Corporation d/b/a National Grid, Orange and Rockland Utilities, Inc. and Rochester Gas and Electric Corporation file the further revisions that are discussed in the body of this Order by February 20, 2009.
2. The further revisions described in Ordering Clause No. 1 above are authorized to become effective on February 27, 2009.

3. The requirements of §66(12)(b) of the Public Service Law, as to newspaper publication of the amendments listed in the Appendix for Central Hudson Gas & Electric Corporation, New York State Electric & Gas Corporation, Niagara Mohawk Power Corporation d/b/a National Grid and Rochester Gas and Electric Corporation, are waived, and, as to the revisions directed in Ordering Clause No. 1, are waived for the foregoing and for Consolidated Edison Company of New York, Inc and Orange and Rockland Utilities, Inc.

4. The Secretary is authorized to extend the deadline provided for in Ordering Clause No. 1 as the Secretary may require.

5. These proceedings are continued but shall be closed by the Secretary after the filings required by Ordering Clause No. 1 have been reviewed, unless the Secretary finds good cause to continue these proceedings further.

By the Commission,

(SIGNED) JACLYN A. BRILLING
Secretary
SUBJECT: Filing by CENTRAL HUDSON GAS & ELECTRIC CORPORATION

Amendments to Schedule P.S.C. No. 15 – Electricity

First Revised Leaf No. 167.6
Third Revised Leaves Nos. 167.2, 189.1, 258
Fourth Revised Leaves Nos. 167.1, 167.5, 183, 184, 213.6
Fifth Revised Leaves Nos. 166, 167, 199, 200, 213.1
Sixth Revised Leaves Nos. 190, 213
Seventh Revised Leaves Nos. 173, 174
Eighth Revised Leaf No. 189
Thirteenth Revised Leaf No. 212

Issued: November 5, 2008 Effective: February 5, 2009*
*Effective date postponed to February 27, 2009 by S.P.O. 08-E-1305SP1

SUBJECT: Filing by CONSOLIDATED EDISON COMPANY OF NEW YORK, INC.

Amendments to Schedule P.S.C. No. 9 – Electricity

Third Revised Leaf No. 158-I-2
Fifth Revised Leaves Nos. 158-H-1, 158-H-2
Sixth Revised Leaves Nos. 59-H, 158-I-3
Seventh Revised Leaves Nos. 146, 158-I-1, 158-Y-4
Ninth Revised Leaves Nos. 97, 158-I
Tenth Revised Leaf No. 138-B
Eleventh Revised Leaf No. 158-H
Twelfth Revised Leaf No. 158-G
Twenty-Second Revised Leaf No. 163

Issued: November 5, 2008 Effective: February 5, 2009*
*Effective date postponed to February 27, 2009 by S.P.O. 08-E-1306SP1
SUBJECT: Filing by ORANGE AND ROCKLAND UTILITIES, INC.

Amendments to Schedule P.S.C. No. 2 – Electricity

Original Leaf No. 18F
First Revised Leaves Nos. 22L-23A, 22L-34, 22L-36, 22L-37
Second Revised Leaves Nos. 22L-24, 22L-25, 22L-26, 22L-32, 22L-33, 22L-35, 22L-38, 22L-39
Third Revised Leaves Nos. 22L-22, 22L-23, 22L-28
Fourth Revised Leaf No. 18E
Fifth Revised Leaves Nos. 22L-27, 22L-29
Sixth Revised Leaves Nos. 18D, 22L-20
Seventh Revised Leaf No. 22L-10
Ninth Revised Leaf No. 22L
Sixteenth Revised Leaf No. 22Y

Issued: November 5, 2008    Effective: February 5, 2009*
*Effective date postponed to February 27, 2009 by S.P.O. 08-E-1307SP1

SUBJECT: Filing by NIAGARA MOHAWK POWER CORPORATION d/b/a NATIONAL GRID

Amendments to Schedule P.S.C. No. 207 – Electricity

Original Leaf No. 71-A1
Third Revised Leaf No. 102-B
Fourth Revised leaf No. 23-A1
Sixth Revised Leaf Nos. 71-B, 102-C
Seventh Revised Leaf No. 79-L1
Eighth Revised Leaf No. 79-M
Ninth Revised Leaf No. 79-L
Eleventh Revised Leaf Nos. 79-A1, 87-F2
Twelfth Revised Leaf No. 71-A
Fourteenth Revised Leaf No. 83-A5
Fifteenth Revised Leaves Nos. 79-K, 87-A4
Twenty-Fourth Revised Leaf No. 23
Forty-Second Revised Leaf No. 2

Issued: November 4, 2008    Effective: February 5, 2009*
*Effective date postponed to February 27, 2009 by S.P.O. 08-E-1308SP1
SUBJECT: Filing by ROCHESTER GAS AND ELECTRIC CORPORATION

Amendments to Schedule P.S.C. No. 19 – Electricity

First Revised Leaves Nos. 160.37, 160.38, 160.39, 163.1.1, 165.2, 173, 193.4, 204.2, 248
Second Revised Leaves Nos. 163.2, 173.1, 178.2, 193.3
Third Revised Leaves Nos. 120, 163.1, 177, 178, 204.1, 239, 247
Fourth Revised Leaves Nos. 163, 165.1
Sixth Revised Leaf No. 178.1

Issued: November 5, 2008    Effective: February 5, 2009*
*Effective date postponed to February 27, 2009 by S.P.O. 08-E-1309SP1

SUBJECT: Filing by NEW YORK STATE ELECTRIC & GAS CORPORATION

Amendments to Schedule P.S.C. No. 120 – Electricity

Original Leaves Nos. 117.31, 117.32, 117.33
First Revised Leaves Nos. 153.1, 181.1
Second Revised Leaves Nos. 116, 117, 117.3, 117.4, 153, 181, 255, 294.1
Third Revised Leaves Nos. 126, 265, 274.1, 302, 303
Fourth Revised Leaf No. 266
Fifth Revised Leaves Nos. 127, 264, 304
Sixth Revised Leaves Nos. 210, 274
Seventh Revised Leaves Nos. 2.1

Issued: November 5, 2008    Effective: February 5, 2009*
*Effective date postponed to February 27, 2009 by S.P.O. 08-E-1310SP1

SAPA: 08-E-1305SA1, et. al. – STATE REGISTER – November 26, 2008

NEWSPAPER PUBLICATION:
Con Edison – November 12, 19, 26 and December 3, 2009
O&R -
Central Hudson - Waived
National Grid - Waived
RG&E - Waived
NYSEG - Waived