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STATE OF OHIO BEFORE THE PUBLIC UTILITIES COMMISSION

CASE NO. 07-0551-EL-AIR CASE NO. 07-0552-EL-ATA CASE NO. 07-0553-EL-AAM CASE NO. 07-0554-EL-UNC

IN THE MATTER OF THE APPLICATION OF OHIO EDISON COMPANY, THE CLEVELAND ELECTRIC ILLUMINATING COMPANY, AND THE TOLEDO EDISON COMPANY FOR AUTHORITY TO INCREASE RATES FOR DISTRIBUTION SERVICE, MODIFY CERTAIN ACCOUNTING PRACTICES, AND FOR TARIFF APPROVALS

> DIRECT TESTIMONY OF DR. DENNIS W. GOINS ON BEHALF OF NUCOR STEEL MARION, INC.

> > January 10, 2008

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BEFORE THE PUBLIC UTILITIES COMMISSION OF OHIO

| IN THE MATTER OF THE APPLICATION OF OHIO | 8 |
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| ILLUMINATING COMPANY, AND THE TOLEDO | 8 |
| EDISON COMPANY FOR AUTHORITY TO INCREASE | 8 |
| RATES FOR DISTRIBUTION SERVICE, MODIFY | 8 |
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DIRECT TESTIMONY OF DR. DENNIS W. GOINS ON BEHALF OF NUCOR STEEL MARION, INC.

| 1 | | INTRODUCTION AND QUALIFICATIONS | | | |
|----|----|---|--|--|--|
| 2 | Q. | PLEASE STATE YOUR NAME, OCCUPATION, AND BUSINESS | | | |
| 3 | | ADDRESS. | | | |
| 4 | A. | My name is Dennis W. Goins. I operate Potomac Management Group, an | | | |
| 5 | | economics and management consulting firm. My business address is 5801 | | | |
| 6 | | Westchester Street, Alexandria, Virginia 22310. | | | |
| 7 | Q. | PLEASE DESCRIBE YOUR EDUCATIONAL AND | | | |
| 8 | | PROFESSIONAL BACKGROUND. | | | |
| 9 | A. | I received a Ph.D. degree in economics and a Master of Economics degree | | | |
| 10 | | from North Carolina State University. I also earned a B.A. degree with | | | |
| 11 | | honors in economics from Wake Forest University. From 1974 through | | | |
| 12 | | 1977 I worked as a staff economist at the North Carolina Utilities | | | |
| 13 | | Commission. During my tenure at the Commission, I testified in | | | |
| 14 | | numerous cases involving electric, gas, and telephone utilities on such | | | |

issues as cost of service, rate design, intercorporate transactions, and load forecasting.

Since 1978 I have worked as an economic and management consultant to firms and organizations in the private and public sectors. My assignments focus primarily on market structure, policy, planning, and pricing issues involving firms that operate in energy markets. For example, I have prepared analyses related to utility mergers, transmission access and pricing, and the emergence of competitive markets; evaluated and developed regulatory incentive mechanisms applicable to utility operations; assisted clients in analyzing and negotiating interchange agreements and power and fuel supply contracts; and conducted detailed analyses of product pricing, cost of service, rate design, and interutility planning, operations, and pricing. I have also assisted clients on electric power market restructuring issues in Arkansas, New Jersey, New York, South Carolina, Texas, and Virginia.

I have submitted testimony and affidavits and provided technical assistance in more than 100 proceedings before state and federal agencies as an expert in competitive market issues, regulatory policy, utility planning and operating practices, cost of service, and rate design. These agencies include the Federal Energy Regulatory Commission (FERC), the Government Accountability Office, the First Judicial District Court of Montana, the Circuit Court of Kanawha County, West Virginia, and regulatory agencies in Alabama, Arizona, Arkansas, Colorado, Florida, Georgia, Idaho, Illinois, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, New Jersey, New York, North Carolina, Ohio, Oklahoma, South Carolina, Texas, Utah, Vermont, Virginia, and the District of Columbia. Additional details of my educational and professional background are presented in Appendix A.

1 Q. ON WHOSE BEHALF ARE YOU APPEARING IN THIS 2 PROCEEDING?

- A. I am appearing on behalf of Nucor Steel Marion, Inc., which is located in Marion, Ohio. The Nucor facility—a large retail industrial consumer served by Ohio Edison Company—produces steel by recycling steel scrap in electric arc furnaces.
- Q. WHAT ASSIGNMENT WERE YOU GIVEN WHEN YOU WERERETAINED?
- 9 A. I was asked to undertake two primary tasks:

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- Review and evaluate FirstEnergy Corp.'s rate proposals, including
 its proposed distribution rates and the cost analyses on which they
 are based. In particular, I was asked to focus on FirstEnergy's
 proposals related to its operating subsidiary, Ohio Edison—
 Nucor's current power supplier.
 - Identify any major deficiencies in FirstEnergy's proposals and suggest recommended changes.

17 Q. WHAT INFORMATION DID YOU REVIEW IN CONDUCTING 18 YOUR EVALUATION?

19 A. I reviewed the filing, testimony, and exhibits presented in this case by
20 Ohio Edison, Toledo Edison, and Cleveland Electric Illuminating—utility
21 operating companies in Ohio owned by FirstEnergy Corp. I also reviewed
22 information available on web sites operated by FirstEnergy and the
23 Commission. In addition, I reviewed the Commission Staff's investigation
24 report for each operating company, as well as objections to the Staff's
25 reports filed by various intervenors, and selected discovery responses.

Q. WHAT CONCLUSIONS HAVE YOU REACHED?

- A. On the basis of my review and evaluation, I have concluded the following:
 - 1. Following implementation of Senate Bill 3, the FirstEnergy operating companies unbundled their existing retail base rates in 2001 into generation, transmission, distribution, and transition components. In developing the unbundled rate components, no changes were made to the basic design structure of the bundled rates—effectively continuing the bundled rate design that had been approved in each company's last base rate case. In this case, FirstEnergy proposes eliminating each operating company's existing retail rates—which include generation, transmission, distribution, and transition components, and replacing them with distribution-only rates effective January 1, 2009. In developing these distribution-only rates, the companies significantly reduced the number of rate schedules available to customers.
 - 2. In proposing new distribution-only rates, the FirstEnergy companies have ignored risks that customers face if they choose not to acquire generation service from a competitive supplier by January 1, 2009, and market-based Standard Service Offer (SSO) rates that FirstEnergy has proposed in Case Nos. 07-796-EL-ATA and 07-797-EL-AAM are not in place by that date. That is, on January 1, 2009, customers who want to continue buying generation, transmission, and distribution services from a FirstEnergy company may have rate options available only for distribution service. Whether FirstEnergy's SSO rates are in place on January 1, 2009, is far from certain. For example, in addition to delays in the SSO cases, Staff has recommended rejection of FirstEnergy's SSO proposals. Moreover, new legislation being

considered in Ohio's General Assembly would not only allow utilities to offer regulated standard service offers, but also impose stricter, more explicit requirements for any utility that wants to offer a market-based standard service offer.

- 3. FirstEnergy's distribution-only rate proposal also eliminates all current rates and riders for interruptible service. This decision creates two problems. First, as I noted earlier, rates for SSO service may not be available on January 1, 2009. The non-availability of SSO rates may be particularly problematic for current electricity-intensive interruptible customers that choose not to acquire generation service from a competitive supplier. Second, by eliminating interruptible rates, FirstEnergy has ignored the potential benefits of interruptible service for distribution service.
 - In the proposed distribution-only rates, FirstEnergy has revised the calculation of billing demand for customers served under General Service rate schedules. Under FirstEnergy's proposal, monthly billing demand will now be the greater of the customer's highest 30-minute demand (kVA), a stated demand (varies by General Service rate schedule), or contract demand (set to reflect the customer's expected, typical monthly peak load). FirstEnergy's proposal has at least two problems. First, for customers served at transmission or subtransmission voltages, the billing demand measures ignore load diversity on the distribution system at these voltages—despite the fact that FirstEnergy recognizes such diversity in the coincident peak (summer 3CP) method it uses to allocate transmission and subtransmission plant costs. As a result, cost recovery for transmission and subtransmission customers under FirstEnergy's proposed rates is inconsistent with cost

¹ FirstEnergy has proposed an interruptible program in it market-based SSO filing in Case Nos. 07-796-EL-ATA et al.

allocation. Second, the 30-minute measurement period differs from the 60-minute measurement period used by the Midwest ISO and other wholesale markets. This creates not only a further mismatch between pricing and cost allocation, but also a potential load-management problem for transmission customers buying competitive generation service.

RECOMMENDATIONS

8 Q. WHAT DO YOU RECOMMEND ON THE BASIS OF THESE 9 CONCLUSIONS?

10 A. I recommend the following:

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- Require the FirstEnergy operating companies to retain their existing generation, transmission, and distribution rates—including existing rates for interruptible service—until Commissionapproved SSO or comparable rates are in place.
- Ensure that Commission-approved SSO or comparable rates for the FirstEnergy operating companies include reasonable interruptible service options. In addition, the Commission should require the companies to develop and propose interruptible service options in their distribution-only rates.
- 3. Reject FirstEnergy's proposed billing demand provisions for transmission and subtransmission customers. Instead, the monthly billing demand for such customers should reflect the higher of a customer's maximum 60-minute demand during system peak hours as determined by the Commission, or a specified percentage (for example, 60 percent) of the customer's highest billing demand in the preceding 11 months.

GENERAL SERVICE RATES

2 Q. PLEASE DESCRIBE THE CURRENT RATE STRUCTURE
3 UNDER WHICH THE OPERATING COMPANIES SERVE THEIR
4 CUSTOMERS.

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5 A. Although current rates include separate generation, transmission, distribution, and transition components, the rates are essentially bundled 6 because of the way in which they were developed. After Senate Bill 3 was 7 implemented, the FirstEnergy operating companies in 2001 separated their 8 existing retail base rates into generation, transmission, distribution, and 9 transition components. In developing these rate components, they made 10 no changes to the basic design structure of the bundled rates. As a result, 11 12 the bundled rate design that had been approved in each company's last base rate case was effectively continued in the current rates. 13

14 Q. IN THIS CASE, DO THE COMPANIES PROPOSE MAJOR 15 CHANGES TO THE EXISTING RATES?

16 A. Yes. FirstEnergy proposes eliminating each operating company's existing 17 retail rates for generation, transmission, and distribution services, and replacing them with distribution-only rates effective January 1, 2009. As 18 part of this proposal, FirstEnergy significantly reduced the number of rate 19 20 schedules available to customers and assigned customers to rates primarily on the basis of voltage level of service. For example, Ohio Edison's rates 21 22 (and applicable riders) will be reduced from more than 20 to 8, and its 23 general service customers will be served under Rates GS (secondary), GP (primary), GSU (subtransmission), and GT (transmission). 24

25 Q. WHAT HAPPENS ON JANUARY 1, 2009?

26 A. Under FirstEnergy's proposal, customers will have to find service and rate 27 options different from those offered under the companies' existing 28 generation, transmission, and distribution rates. Customers who acquire competitive generation service from another supplier will purchase distribution-only service from a FirstEnergy operating company. Alternatively, customers that choose not to acquire generation service from a competing supplier *may be able* to continue buying generation, transmission, and distribution services from a FirstEnergy company if such an option is developed and approved. However, considerable uncertainty exists whether this option will actually be available to customers on January 1, 2009.

9 Q. WHAT IS THE NATURE OF THIS UNCERTAINTY?

- FirstEnergy has proposed market-based Standard Service Offer rates in A. Case Nos. 07-796-EL-ATA and 07-797-EL-AAM. These rates are supposed to be available on January 1, 2009, to any customer that wants to continue buying generation—as well as transmission, and distribution services from a FirstEnergy company. Whether FirstEnergy's SSO rates are in place on January 1, 2009, is far from certain. Two key factors underlie this uncertainty:
 - Opposition to FirstEnergy's SSO proposal.
 - Ongoing legislative initiatives.

Regarding the first factor, numerous stakeholders have objected to various elements of FirstEnergy's proposed SSO mechanism. Moreover, the Commission Staff has urged the Commission to reject the proposal. More specifically, the Staff stated:

There are large uncertainties as to whether sufficient or fair competition exists to discipline price and service quality. The restructuring of Ohio's electric generation business has thus far failed to produce an efficient, competitive retail market that can meet the needs of the state's economy in an affordable, reliable and sustainable manner. Likewise, staff questions the fairness and efficiency of the wholesale market that should support and

enable retail competition and customer choice. Staff's concerns regarding FirstEnergy's proposal for a CBP [Competitive Bid Process] derive from this lack of market development. We conclude that it is still premature to release the prices for the Companies' standard service offer customers to market forces as they exist today.²

Neither retail nor wholesale electricity market have developed sufficiently to warrant confidence in a CBP process that relies on the fairness and efficiency of those markets. Staff therefore recommends the Commission reject the CBP as a means of establishing the price of a standard service offer for its customers.³

With respect to the second factor mentioned earlier, Ohio's General Assembly is considering new legislation (S.B. 221) that would not only allow utilities to offer *regulated* (instead of market) standard service offers, but also impose stricter, more explicit requirements for any utility that wants to offer a market-based standard service offer. If these provisions are enacted, they would significantly reduce the probability that FirstEnergy's competitive SSO proposal could be approved as currently structured.

Q. DOES THE DISTRIBUTION-ONLY RATE PROPOSAL CREATE SUBSTANTIAL RISK FOR CUSTOMERS?

24 A. Yes. In proposing new distribution-only rates, the FirstEnergy companies 25 have ignored risks that customers face if they choose not to acquire 26 generation service from a competitive supplier by January 1, 2009, and

³ *Ibid* at 17.

² Staff Comments on the FirstEnergy Companies' Proposed Competitive Bid Process, Case Nos. 07-796-EL-ATA and 07-797-EL-AAM, September 21, 2007, at 1-2.

FirstEnergy's SSO rate proposals are not in place by that date. I do not object to FirstEnergy's effort to establish a set of distribution-only rates that will be available if and when customers are able to buy generation services in a viable, workably competitive market. However, replacing existing rates for generation, transmission, and distribution services without comparable replacement rates in place is both foolhardy and economically dangerous.

8 Q. WHAT DO YOU RECOMMEND?

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9 A. I recommend that the Commission require the FirstEnergy operating 10 companies to retain their existing rates for generation, transmission, and distribution services—including existing rates for interruptible service— 11 until Commission-approved SSO or comparable replacement rates are in 12 place. Customers did not ask for and should not be forced to bear risks 13 14 associated with uncertainty about the competitiveness of electricity markets in Ohio. The Commission can and should provide customers with 15 certainty that on January 1, 2009, rates for regulated generation, 16 transmission, and distribution services will be available. 17

INTERRUPTIBLE RATES

- 19 Q. UNDER THE OPERATING COMPANIES' PROPOSAL, WOULD
 20 INTERRUPTIBLE SERVICE RATES BE AVAILABLE TO
 21 CUSTOMERS ON JANUARY 1, 2009?
- 22 A. No. FirstEnergy's distribution-only proposal eliminates all existing interruptible rates and riders—for example, Ohio Edison's Rate 29 and Riders 73, 74, and 75.

- 1 Q. COULD ELIMINATING INTERRUPTIBLE RATES
 2 POTENTIALLY IMPOSE SIGNIFICANT FINANCIAL AND
 3 BUSINESS RISKS FOR SUCH INTERRUPTIBLE CUSTOMERS
 4 AS NUCOR?
- Yes. FirstEnergy's proposal to eliminate all current interruptible rates and 5 A. riders creates two problems. First, as I noted earlier, rates for SSO service 6 may not be available on January 1, 2009.⁴ The non-availability of SSO 7 rates may be particularly problematic for current electricity-intensive 8 9 interruptible customers that choose not to acquire generation service from a competitive supplier. Second, by eliminating interruptible rates, 10 11 FirstEnergy has ignored the potential benefits of interruptible service for 12 distribution service.

13 Q. DO INTERRUPTIBLE LOADS PROVIDE TANGIBLE BENEFITS?

14 A. Yes. Interruptible load can and should be a significant element of any 15 utility's demand-response programs. Interruptible load has long been recognized as a means to reduce generating capacity requirements and a 16 substitute for such ancillary services as spinning and operating reserves. 17 Interruptible load expands the range of resources available to meet 18 contingencies, lowers customer costs, and can even be used to mitigate 19 price volatility and curb potential market power problems. Under certain 20 conditions, interruptible load may also create distribution-related benefits, 21 including capacity upgrade deferrals, reliability enhancements, and 22 23 equipment life extensions. In addition, interruptible load can create environmental benefits when used to displace fossil generation during 24 peak periods—thereby reducing greenhouse gas emissions. 25

> As I noted earlier, interruptible load can be used in wholesale markets to reduce prices and price volatility. For example, market-clearing prices

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⁴ As I noted earlier, FirstEnergy's proposed market-based SSO rates in Case Nos. 07-796-EL-ATA and 07-797-AAM include an interruptible program.

fell by \$100-\$200/MWh on a peak day in August 2006 in the Midwest ISO when interruptible load was used in response to a call for demand reductions.⁵ FERC has also issued an advance notice of proposed rulemaking to consider how to increase demand response in wholesale markets as a means of lowering price volatility, shaping a region's load profile, and reducing market prices.⁶ Various states have also initiated efforts to increase and expand demand-response programs.

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8 Q. DOES THE MIDWEST ISO CURRENTLY OFFER TESTED AND 9 ROBUST DEMAND-RESPONSE PROGRAMS?

No. The Midwest ISO's demand-response programs are in their infancy, and are neither well-developed nor robust. More importantly, the Commission should not rely on the Midwest ISO to fulfill the need for effective and robust demand-response programs. For example, a recent national study supported the need for retail demand-response programs to compete with and potentially displace supply-side peaking resources.

16 Q. SHOULD THE COMMISSION LET THE OPERATING 17 COMPANIES ELIMINATE THEIR INTERRUPTIBLE RATES 18 AND RIDERS AT THIS TIME?

No. In my opinion, the Commission should first ensure that any Commission-approved SSO or comparable rates for the FirstEnergy operating companies include reasonable and comprehensive interruptible service options. Until such rates are approved, the Commission should require FirstEnergy to leave existing interruptible rates and riders in place.

⁶ Federal Energy Regulatory Commission, Docket Nos. RM07-19-000 and AD07-7-000, Advanced Notice of Proposed Rulemaking on Wholesale Competition in Regions with Organized Wholesale Markets at 25-26 (2007).

⁵ Federal Energy Regulatory Commission Staff Report, 2007 Assessment of Demand Response and Advanced Metering at 6-7 (September 2007).

⁷ Nicole Hopper, Charles Goldman, Ranjit Bharvirkar and Dan Engel, Lawrence Berkeley National Laboratory, *The Summer of 2006: A Milestone in the Ongoing Maturation of Demand Response* at 11 (May 2007).

In addition, the Commission should require the companies to develop and propose interruptible service options in their distribution-only rates. Such rates are necessary to maximize and capture potential distribution system benefits created by interruptible loads. For example, these benefits may include enhanced distribution reliability and reduced distribution infrastructure requirements.

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BILLING DEMAND

8 Q. HAS THE CALCULATION OF BILLING DEMAND BEEN 9 CHANGED UNDER THE PROPOSED DISTRIBUTION-ONLY 10 RATES?

11 A. Yes. FirstEnergy has revised the calculation of billing demand for 12 customers served under General Service rate schedules. Under FirstEnergy's proposal, monthly billing demand will now be the greater of 13 14 the customer's highest 30-minute demand (kVA), a stated demand (varies by General Service rate schedule), or contract demand (set to reflect the 15 customer's expected, typical monthly peak load). Under current general 16 service rates, the calculation of monthly billing demand also includes a 17 18 ratchet. For example, in Ohio Edison's Rate GT, the ratchet is 60 percent 19 of the customer's highest billing demand in the preceding 11 months.

20 Q. DO YOU AGREE WITH THE PROPOSED BILLING DEMAND 21 PROVISIONS?

22 A. No. FirstEnergy's proposal has at least two problems. First, for customers
23 served at transmission or subtransmission voltages, the billing demand
24 measures ignore load diversity on the distribution system at these
25 voltages—despite the fact that FirstEnergy recognizes such diversity in the
26 coincident peak (summer 3CP) method it uses to allocate transmission and
27 subtransmission plant costs. As a result, cost recovery for transmission

and subtransmission customers under FirstEnergy's proposed rates is inconsistent with cost allocation.

A.

Second, the 30-minute measurement period differs from the 60-minute measurement period used by the Midwest ISO and other wholesale markets. This creates a load-management problem for customers—particularly certain manufacturers—buying competitive generation service as they try to manage loads on both a 60-minute and 30-minute basis during the same 60-minute period. For example, under a situation with different demand-measurement periods for generation and distribution services, it would be possible during any 60-minute period for an Ohio Edison Rate GT customer's loss-adjusted distribution service demand to exceed the customer's generation demand. Such a situation adds nothing but unnecessary complexity for manufacturers served at high voltages as they try to manage loads during production cycles.

15 Q. HOW SHOULD BILLING DEMAND BE DETERMINED?

At a minimum, FirstEnergy's proposed billing demand provisions for transmission and subtransmission customers should be changed. I recommend calculating the monthly billing demand for such customers to reflect the higher of a customer's maximum 60-minute demand during system peak hours as determined by the Commission, or a specified percentage (for example, 60 percent as in Ohio Edison's current Rate GT) of the customer's highest billing demand in the preceding 11 months. These changes would improve the linkage between cost allocation and cost recovery, link demand measurements between wholesale and retail markets, and provide a fair and reasonable means for the FirstEnergy companies to recover their distribution costs. If contract demand is used in the billing demand formula as FirstEnergy has proposed, then I recommend expressing the contract demand component of billing demand

as a ratchet percentage (for example, 60 percent) of the stated contract demand.

I have a final comment regarding a related issue. FirstEnergy has proposed adding a provision in the Contract section of its general service rates that would give an operating company the right at any time to require a new customer contract for any customer whose capacity or service requirements increase. In my opinion, the provision as written is arbitrary and unnecessary. FirstEnergy has not demonstrated that such increases actually cause an operating company to add capacity, and also has not shown that a billing demand formula similar to the one I have recommended would not adequately recover any incremental costs that might be caused by such increases. The provision as written should be rejected.

14 Q. DOES THIS COMPLETE YOUR DIRECT TESTIMONY?

15 A. Yes.

APPENDIX A

QUALIFICATIONS OF

DENNIS W. GOINS

DENNIS W. GOINS

PRESENT POSITION

Economic Consultant, Potomac Management Group, Alexandria, Virginia.

AREAS OF QUALIFICATION

- Competitive Market Analysis
- Costing and Pricing Energy-Related Goods and Services
- Utility Planning and Operations
- Litigation Analysis, Strategy Development, Expert Testimony

PREVIOUS POSITIONS

- Vice President, Hagler, Bailly & Company, Washington, DC.
- Principal, Resource Consulting Group, Inc., Cambridge, Massachusetts.
- Senior Associate, Resource Planning Associates, Inc., Cambridge, Massachusetts.
- Economist, North Carolina Utilities Commission, Raleigh, North Carolina.

EDUCATION

| College | Major | Degree |
|---------------------------------|-----------|--------|
| Wake Forest University | Economics | BA |
| North Carolina State University | Economics | ME |
| North Carolina State University | Economics | PhD |

RELEVANT EXPERIENCE

Dr. Goins specializes in pricing, planning, and market structure issues affecting firms that buy and sell products in electricity and natural gas markets. He has extensive experience in evaluating competitive market conditions, analyzing power and fuel requirements, prices, market operations, and transactions, developing product pricing strategies, setting rates for energy-related products and services, and negotiating power supply and natural gas contracts for private and public entities. He has participated in more than 100 cases as an expert on competitive market issues, utility restructuring, power market planning and

Dennis W. Goins 2

operations, utility mergers, rate design, cost of service, and management prudence before the Federal Energy Regulatory Commission, the General Accounting Office, the First Judicial District Court of Montana, the Circuit Court of Kanawha County, West Virginia, and regulatory commissions in Alabama, Arizona, Arkansas, Colorado, Florida, Georgia, Idaho, Illinois, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Minnesota, Mississippi, New Jersey, New York, North Carolina, Ohio, Oklahoma, South Carolina, Texas, Utah, Vermont, Virginia, and the District of Columbia. He has also prepared an expert report on behalf of the United States regarding pricing and contract issues in a case before the United States Court of Federal Claims.

CERTIFICATE OF SERVICE

I hereby certify that a copy of the foregoing Direct Testimony of Dr. Dennis W. Goins was served upon the following parties of record or as a courtesy, via ordinary U.S. Mail postage prepaid, express mail, hand delivery, or electronic transmission, on January 10, 2008.

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