OCC EXHIBIT NO. PH S. 22

# BEFORE THE PUBLIC UTILITIES COMMISSION OF OHIO

In the Matter of the Application of The Dayton Power and Light Company for	)	Case No. 08-1094-EL-SSO
Approval of Its Electric Security Plan	) }	
In the Matter of the Application of the	)	Case No. 08-1095-EL-ATA
Dayton Power and Light Company for	)	
Approval of Revised Tariffs	)	
In the Matter of the Application of the	) }	
Dayton Power and Light Company for	Ĺ	Case No. 08-1096-EL-AAM
Approval of Certain Accounting Authority	)	
Pursuant to Ohio Rev. Code § 4905.13	)	
	)·	G 31 00 100= D7 7 D7G
In the Matter of the Application of The	)	Case No. 08-1097-EL-UNC
Dayton Power and Light Company for	)	
Approval of Its Amended Corporate	)	
Separation Plan	)	

### DIRECT TESTIMONY of DANIEL J. SAWMILLER

# ON BEHALF OF THE OFFICE OF THE OHIO CONSUMERS' COUNSEL

10 West Broad St., Suite 1800 Columbus, OH 43215

January 26, 2009

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1	I.	INTRODUCTION
2	Q1.	PLEASE STATE YOUR NAME, BUSINESS ADDRESS AND POSITION.
3	<i>A1</i> .	My name is Daniel J. Sawmiller. My business address is 10 West Broad Street,
4		Suite 1800, Columbus, Ohio, 43215. I am employed by the Office of the Ohio
5		Consumers' Counsel ("OCC" or "Consumers' Counsel") as a Regulatory Analyst.
6		
7	Q2.	PLEASE DESCRIBE YOUR EDUCATIONAL BACKGROUND AND
8		PROFESSIONAL EXPERIENCE.
9	A2.	In December 2006, I received a Bachelor's of Science degree from Bowling
10		Green State University in Finance. I have been employed by the OCC since July
11		of 2007.
12		
13	Q3.	PLEASE DESCRIBE YOUR EXPERIENCE DIRECTLY RELATED TO THE
14		TOPICS DISCUSSED IN YOUR TESTIMONY.
15	A3.	Since being hired at OCC as a member of the Analytical Services department, I have
16		been a member of the Resource Planning Team, the Electric Industry Team, and the
17		Gas Industry Team. While participating on these teams, I have been involved in a
18		number of gas and electric cases before the Public Utilities Commission of Ohio
19		("PUCO" or "Commission") in a research and team support capacity. I provided
20		assistance in preparing testimony presented by the Ohio Consumers' Counsel, Ms.
21		Janine L. Migden-Ostrander, before the Ohio Legislature regarding Energy
22		Efficiency ("EE") and Renewable Energy components of House Bill 357, House Bill
23		487, and Amended Substitute Senate Bill No. 221 ("SB 221"). I participated in the
24		PUCO's rulemaking process following the passage of SB 221 by reviewing and

1	drafting comments on the proposed rules. I represent OCC on numerous Demand
2	Side Management ("DSM") collaborative groups including:
3	• Columbia Gas of Ohio ("COH") (Case No. 08-72-GA-AIR): This
4	collaborative helped design and evaluate potential demand side
5	management programs;
6	American Electric Power ("AEP"): This collaborative is providing input
7	to AEP on proposed programs that will be used to meet benchmarks
8	established by SB 221 for energy efficiency and peak load reduction;
9	• The Duke Energy Community Partnership Collaborative ("DECP"): In
10	2008 this group evaluated DSM programs contained in Duke Energy-
11	Ohio's filing in Case No. 08-1227-EL-UNC and will continue to monitor
12	and provide feedback on programs used to meet SB 221 benchmarks;
13	• Dominion East Ohio ("DEO") (Case No. 07-829-GA-AIR): This
14	collaborative is just beginning and has a similar purpose to the other
15	collaboratives of which I am a member.
16	<ul> <li>Vectren Energy Delivery of Ohio ("VEDO"): In February 2009, the</li> </ul>
17	VEDO collaborative will begin meeting to discuss DSM programs
18	offered by VEDO.
19	
20	In August 2008, I attended the American Council for an Energy Efficient Economy
21	("ACEEE") summer study on Energy Efficiency in Buildings where leaders in the
22	Energy Efficiency and Demand Side Management areas presented white papers on

1		current and exemplary programs and technologies. I also represent the OCC by
2		attending quarterly meetings of the Ohio Wind Working Group.
3		
4	Q4.	HAVE YOU PREVIOUSLY SUBMITTED TESTIMONY BEFORE THE
5		PUBLIC UTILITIES COMMISSION OF OHIO?
6	A4.	No, I have not.
7		
8	Q5.	WHAT DOCUMENTS HAVE YOU REVIEWED IN THE PREPARATION OF
9		YOUR TESTIMONY?
10	A5.	I have reviewed Book II of Dayton Power and Light's ("Company" or "DP&L")
11		Electric Security Plan Application ("Application") filed on October 10, 2008. I
12		have also reviewed relevant Company responses to OCC discovery and
13		Commission Staff data requests. I have reviewed other Ohio utility DSM filings
14		as well as previous Commission orders regarding Natural Gas and Electric
15		utilities in Ohio. I have read sections of documents published by the National
16		Action Plan for Energy Efficiency titled Understanding Cost-Effectiveness of
17		Energy Efficiency Programs, and Vision for 2025: A Framework for Change. I
18		have also reviewed the relevant sections of SB 221 and the draft PUCO rules
19		concerning energy efficiency and integrated resource planning.
20		

<sup>&</sup>lt;sup>1</sup> Understanding Cost-Effectiveness of Energy Efficiency Programs: Best Practices, Technical Methods and Emerging Issues for Policy-Makers, November 2008. <a href="http://www.epa.gov/cleanenergy/documents/cost-effectiveness.pdf">http://www.epa.gov/cleanenergy/documents/cost-effectiveness.pdf</a>.

<sup>&</sup>lt;sup>2</sup> National Action Plan for Energy Efficiency – A Vision for 2025: A Framework for Change, November 2008. http://www.epa.gov/cleanenergy/energy-programs/napee/resources/vision2025.html.

1	II.	PURPOSE OF TESTIMONY
2	Q6.	WHAT IS THE PURPOSE OF YOUR TESTIMONY?
3	A6.	The purpose of my testimony is to (A) recommend that the eligibility requirement
4		for the proposed low-income affordability program be lowered to customers
5		whose income is at or below 150% of the Federal Poverty Line ("FPL") as
6		opposed to the Company's proposal of 200%; (B) recommend a comprehensive
7		home performance program be evaluated for all residential customers whose
8		income is above 150% of the FPL; (C) recommend DP&L embrace the expertise
9		and experience that can be gained through implementing an Energy Efficiency
10		and Demand Response collaborative; and (D) propose that DP&L be required to
11		keep marketing and administration costs associated with the various programs
12		below 25% of each program's total expenditures proposed for the Energy
13	,	Efficiency ("EE") and Demand Response ("DR") programs.
14		
15	III.	DAYTON POWER AND LIGHT'S ENERGY EFFICIENCY AND
16		DEMAND RESPONSE PROPOSAL
17	<b>Q</b> 7.	PLEASE DESCRIBE DP&L'S RESIDENTIAL ENERGY EFFICIENCY AND
18		DEMAND RESPONSE PROPOSAL.
19	A7.	DP&L proposes a variety of programs that will be used to meet the EE and DR
20		requirements set forth by SB 221. The Company has titled these programs the
21		Customer Conservation and Energy Management programs ("CCEM"). These
22		programs can be found in Book II of the Company's Application, specifically in

1	the direct testimony of DP&L Witness Maria W. Bubp. DP&L's CCEM filing
2	includes energy efficiency and demand response programs for residential
3	customers as well as commercial customers along with energy education
4	programs. The proposed residential CCEM programs are:
5	<ul> <li>Lighting</li> </ul>
6	HVAC Diagnostic & Tune-Up
7	HVAC Rebates
8	- Appliance Recycling
9	Appliance Rebates
10	Low-Income Affordability
11	Direct Load Control
12	Time-Of-Use Pricing
13	Peak-Time Rebate Pricing
14	Education and Awareness
15	In its Application, DP&L proposed the majority of these residential programs to
16	commence in January 2009. The only programs commencing after 2009 are those
17	requiring infrastructure enhancements, which consist of the Direct Load Control,
18	Time-Of-Use Pricing and Peak Time Rebate Pricing.4
19	

<sup>&</sup>lt;sup>3</sup> Direct Testimony of Maria W. Bubp, pages 8-23.

<sup>&</sup>lt;sup>4</sup> Direct Testimony of Maria W. Bubp, pages 18-22.

1 Low-Income Affordability Program Α. 2 *Q8*. PLEASE DESCRIBE THE COMPANY'S PROPOSED LOW-INCOME 3 AFFORDABILITY PROGRAM. 4 A8. The Company proposed a residential low-income affordability program for which 5 customers with household income at or below 200% of the FPL would be eligible. 6 An eligible home will include single or multi-family homes where 80% or more 7 of the tenants meet the income requirements of the program. This program will provide an energy audit for the qualifying customer and will fund cost-effective 8 9 energy efficiency measures up to \$5,000 for a single family home and \$50,000 for a multi-family home.<sup>5</sup> 10 11 12 09. DO YOU HAVE ANY RECOMMENDATIONS REGARDING THIS 13 PROGRAM AS PROPOSED? 14 A9. Yes. It is my recommendation that this program be limited to customers whose 15 income is at or below 150 percent of the FPL at this time. The Home 16 Weatherization Assistance Program ("HWAP") as administered by the Ohio 17 Department of Development currently sets the target at 150 percent of the FPL. 18 Setting the demand side management ("DSM") programs at the same level 19 provides an efficient way to leverage dollars from HWAP and the DSM programs 20 so that energy efficiency measures are delivered in the most cost-effective and 21 comprehensive manner. By defining the poverty level at 200 percent of the FPL 22 for DP&L customers would mean that customers in the 151 to 200 percent of the

<sup>&</sup>lt;sup>5</sup> Direct Testimony of Maria W. Bubp, page 16.

1 FPL range would only get the dollars associated with the DSM and not the 2 HWAP program. Moreover, if the pool of eligible customers is enlarged without 3 an increase in overall funding, that may translate into some of the neediest 4 customers (below 150 percent of the FPL) not getting help. We need to have 5 statewide uniformity to achieve the highest level of efficiency by encouraging 6 joint gas and electric program measures in conjunction with the HWAP program. 7 That being said, OCC would be open to discussing changes to the income 8 eligibility level as long as it promotes consistency around the state as there are 9 many different programs with different income target levels. Moreover, the issue 10 of assuring that the neediest are served would have to be addressed. If the way of 11 addressing this problem is to increase the ratepayer funds available to serve low-12 income programs, then an assessment would need to be done on the rate impact of 13 any increase on the lowest income non-eligible customers. 14 15 B. **Home Performance Program** 16 *Q10.* DOES DP&L PROPOSE A HOME PERFORMANCE PROGRAM THAT 17 WILL PROVIDE BENEFITS TO CUSTOMERS WHOSE INCOME IS 18 ABOVE 200% OF FPL? 19 No. DP&L proposed in its filing to limit programs that will provide audits and A10. 20 ultimately energy efficiency improvements for residential customers to those with 21 incomes at or below 200% of the FPL.

#### Q11. WHAT DO YOU RECOMMEND AS AN APPROPRIATE HOME

#### PERFORMANCE PROGRAM?

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*A11*. I recommend that a comprehensive home performance program should be evaluated for cost-effectiveness. This comprehensive program would be available to customers whose income exceeds the eligibility requirements (150% of FPL) of the low-income affordability program as I proposed above. I believe that the Commission's directives regarding natural gas programs in the most recent DEO gas rate case Opinion and Order also should be considered in the design of this electric program since those directives provide needed benefits to consumers. For example, DP&L's home performance program should "minimize unnecessary and undue ratepayer impacts, minimize non-participant impacts and minimize 'freeridership." Some of these directives could be accomplished through sliding scale contributions from customers based on their income level and the services received. Customer contributions could be made in a variety of ways. For example, the customer could make a lump sum up-front payment, there could be a shared savings mechanism, billing innovations or other creative means which could be determined through the collaborative I propose. If the program is found to be cost-effective it should be competitively bid-out through third party contractors for delivery. Furthermore, I recommend that DP&L work cooperatively with VEDO, the gas utility within the majority of DP&L's service territory, to develop a more comprehensive, cost-effective gas and electric home

<sup>&</sup>lt;sup>6</sup> Dominion East Ohio Case No. 07-829-GA-AIR, Opinion and Order, October 15, 2008, pages 22-23.

<sup>&</sup>lt;sup>7</sup> See pages 21-23 of the COH DSM filing. Case No. 08-0833-GA-UNC, Dated July 1, 2008.

I		performance program where program participants would be able to receive whole-
2		house weatherization through one program.
3		
4		C. EE & DR Collaborative
5	Q12.	DOES DP&L PROPOSE A COLLABORATIVE TO HELP EVALUATE
6		DIFFERENT ASPECTS OF ITS PROPOSED ENERGY EFFICIENCY AND
7		DEMAND RESPONSE PROGRAMS?
8	A12.	No. DP&L has not included a proposal for an EE and DR collaborative in its
9		Application and in response to OCC Interrogatory 137 DP&L states that
10		"DP&L's filing does not contemplate a collaborative process."8
11		
12	Q13.	DO YOU RECOMMEND THAT A COLLABORATIVE GROUP FOR DP&L'S
13		EE AND DR PROGRAMS BE FORMED?
14	A13.	Yes. It is unclear to me how the company's specific sources and methods
15		identified in the filing support the proposed program budgets. I believe DP&L
16		and its customers would benefit by forming a collaborative to provide DP&L with
17		additional expertise and experience with energy efficiency and demand response
18		programs going forward. This collaborative group would consist of the
19		Company, PUCO Staff, OCC, and other interested stakeholders. The purpose of
20		this collaborative would be to monitor existing programs and provide input on
21		whether or not to continue offering a program based on participation and energy
22		savings levels.

<sup>&</sup>lt;sup>8</sup> DP&L Response to OCC Interrogatory No.137 and appended as Attachment DJS-2.

1

2	The collaborative would also make recommendations to DP&L for new programs
3	or technology that may become available in the future and offer program design
4	ideas. The Duke Energy Ohio ("DE Ohio") and COH collaborative groups
5	identified above have been successful in developing programs. Since many
6	parties to this DP&L case, as well as other interest groups, are participating in
7	other Ohio utilities' collaborative groups, a DP&L collaborative would benefit
8	from their experience and would help facilitate developing the programs that have
9	the best track record to be used throughout the state. It would be less efficient if
10	DP&L did not take advantage of these available and valuable resources for the
11	purpose of monitoring and evaluating existing programs and proposing new
12	programs in the future. Moreover, given that it is the customers' money that
13	DP&L will be spending to implement these programs; the collaborative would
14	give customers a voice in how it is spent.
15	
16	In November 2008, the National Action Plan for Energy Efficiency ("NAPEE")
17	published a study titled "Vision for 2025: A Framework for Change." In this
18	document, NAPEE notes the importance of engaging all stakeholders when trying
19	to realize long-term goals of achieving energy efficiency in saying:
20 21 22 23 24 25	To achieve the full potential for energy savings and the related societal benefits, many parties need to work together toward the Vision. Energy efficiency policies and programs affect numerous parties, including local, state, and federal governments; utilities; customers; energy efficiency product and service providers; manufacturers; builders; architects;
26 27 28	environmental groups; energy system operators; labor advocates; the financial community; and economic development groups.  Educating and soliciting input from all key parties, either through

1 2 3 4		efforts, will greatly increase the economic and environmental benefits achieved through energy efficiency.
5		Through OCC's deposition of Company witness Bubp on the proposed CCEM
6		programs, it became apparent to me that the Company sees benefit in reaching out
7		to stakeholders. The Company did reach out to some of the interested
8		stakeholders while deciding on a suite of programs. Policies and procedures for
9		programs however have not been developed and the programs will need to be
10		monitored and evaluated on an ongoing basis. A collaborative process will help
11		to ensure that programs and the associated policies and procedures will work for
12		all stakeholders and that the optimal level of benefits will be reached.
13		
14		D. Marketing and Administration Costs
15	Q14.	WHAT IS DP&L'S PROPOSAL FOR MARKETING AND
16		ADMINISTRATION COSTS FOR EE AND DR PROGRAMS?
17	A14.	The marketing and administration costs for residential programs range from 21 to
18		100 percent of each individual program's total cost. This results in DP&L's
19		proposal to spend 39 percent of total residential program costs on marketing and
20		administration expenses. 10 When Evaluation, Monitoring and Verification ("E, M
21		& V") costs are added, the percentage increases to 44 percent of total program
22		costs.
23		

<sup>&</sup>lt;sup>9</sup> National Action Plan for Energy Efficiency – A Vision for 2025: A Framework for Change, November 2008, page 5-3. <a href="http://www.epa.gov/cleanenergy/energy-programs/napee/resources/vision2025.html">http://www.epa.gov/cleanenergy/energy-programs/napee/resources/vision2025.html</a>.

<sup>&</sup>lt;sup>10</sup> Attachment DJS-1.

l	Q15.	HOW DO YOU DEFINE MARKETING AND ADMINISTRATION COSTS AS
2		THEY RELATE TO DP&L'S PROPOSED EE AND DR PROGRAMS?
3	A15.	For purposes of this testimony, I define marketing and administration costs as
4		labor costs to administer programs, costs to communicate programs to potential
5		participants, costs to develop systems to capture and report program impacts and
6		costs, and E, M & V costs.
7		
8	A16.	HAS THE COMPANY ALLOCATED THE PROPER LEVEL OF PROGRAM
9		COSTS TOWARDS MARKETING AND ADMINISTRATION?
10	A16.	No. DP&L's proposed level of marketing and administration costs are too high.
11		The Company's filing has structured program costs in a way that, in total, 44
12		percent of total residential program costs will be allocated towards marketing and
13		administration as illustrated in Attachment DJS-1. This is well above levels for
14		marketing and administration that other Ohio utilities have been able to achieve
15		for similar programs. In Duke Energy of Ohio's 2006 DSM filing, the overall
16		administration and marketing costs for their residential and small business
17		customer programs averaged 23.0 percent. 11 The Columbia Gas of Ohio energy
18		efficiency filing approved by the Commission on July 23, 2008, kept total
19		marketing and administration costs for residential programs to less than 8.3
20		percent for five of its six programs. 12 Another NAPEE document identifies four
21		best practice programs to highlight cost effectiveness. Three of the four programs

<sup>&</sup>lt;sup>11</sup> DE Ohio, Case No. 06-91-EL-UNC, dated January 24, 2006, Appendix A, page 2 of 7 and Appendix B, page 7b of 7.

 $<sup>^{12}</sup>$  Case No. 08-833-GA-UNC, Application of Columbia Gas of Ohio, Inc. to Establish Demand Side Management Programs for Residential and Commercial Consumers, dated July 1, 2008, pages 21-23.

1		identified were able to keep marketing and administration costs at or below
2		25% as well. <sup>13</sup>
3		
4		I recommend the Commission require DP&L to lower their marketing and
5		administration costs to be below 25% of each individual program's total costs,
6		unless otherwise modified by the collaborative I am proposing, allowing more
7		dollars to be spent on implementing energy efficiency measures. If the
8		percentages on marketing and administration are not significantly lowered,
9		customers will end up spending a disproportionate amount on costs that do not
10		provide direct program benefits.
11		·
12	IV.	CONCLUSION
13	Q17.	DOES THIS CONCLUDE YOUR TESTIMONY?
14	A17.	Yes. However, I reserve the right to incorporate new information that may
15		subsequently become available. I also reserve the right to supplement my
16		testimony in response to positions taken by the PUCO Staff.

<sup>&</sup>lt;sup>13</sup> Understanding Cost-Effectiveness of Energy Efficiency Programs: Best Practices, Technical Methods and Emerging Issues for Policy-Makers, November 2008, Appendix C. <a href="http://www.epa.gov/cleanenergy/documents/cost-effectiveness.pdf">http://www.epa.gov/cleanenergy/documents/cost-effectiveness.pdf</a>.

DP&L ESP CASE NO. 08-1094-EL-SSO Residential Energy Efficiency and Demand Response Program Costs

Residential Program	Total Cost of Program (§ million)	Marketing and Administration (\$ million)	Incentive Totals (\$ million)	% of costs for Marketing and Administration	Cummulative Energy Reductions	Cummulative Demand Reductions	Incentive
Lighting	\$ 20.10	8.00	\$ 12.10	40%	195.00	16.60	\$2.92 per CFL
HVAC Diagnostic & Tune-Up	\$ 8.40	\$ 2.80	5.60	33%	20.00	17.80	\$100
HVAC Rebates	\$ 11.00	8.50	\$ 6.50	41%	10.80	9.60	\$168 per Central Air Conditioner
Appliance Recycling	\$ 2.50	\$ 1.70	\$ 0.77	%89	24.00	3.90	\$50 for fridge or freezer, \$25 for window AC
Appliance Rebate	1,40	\$ 0.53	\$ 0.88	38%	6.20	0.74	\$30 per appliance
Low Income Affordability	\$ 7.70	\$ 1.62	\$ 6.08	21%	11.90	0:00	\$5,000 for single family. \$50,000 for multi-family
Direct Load Control	\$ 7.10	1.67 (a)	\$5.40	24%	6.20	23.10	\$324 per household
Time of Use Pricing	\$ 1.30	1.30	· •	100%		6.00	N/A
Peak Time Rebate Pricing	5 1.30	\$ 1.30	,	100%	,	8.50	N/A
Totals	\$ 60.80	\$ 23.42	\$ 37.33	44% (b)	274.10	87.15	N/A

(a) includes operating and maintenance expense

<sup>(</sup>b) An additional 6% was added for the cost of EM&V as started in Company withess Maria W. Bubp's testimony at page 34. It does not include costs associated with a \$12.3 million Education and Awarenees Program.

Source:
- Direct Testimony of Company Witness Maria W. Bubp.

INT-137. Is DP&L willing to agree to a collaborative process including interested parties to discuss the design and implementation of the following programs:

a. Residential Lighting;

RESPONSE: General Objections No. 10. This interrogatory is vague in that the term "collaborative process" is undefined. Without waiving this objection, DP&L states that DP&L's filing does not contemplate a collaborative process.

b. Residential HVAC Diagnostic & Tune-Up;

**RESPONSE:** General Objections No. 10. See response to INT-137(a) above.

c. Residential HVAC Rebates;

RESPONSE: General Objections No. 10. See response to INT-137(a) above.

d. Residential Appliance Recycling;

**RESPONSE:** General Objections No. 10. See response to INT-137(a) above.

e. Residential Appliance Rebate;

RESPONSE: General Objections No. 10. See response to INT-137(a) above.

f. Residential Low Income Affordability;

RESPONSE: General Objections No. 10. See response to INT-137(a) above.

g. Residential Direct Load Control;

RESPONSE: General Objections No. 10. See response to INT-137(a) above.

h. Residential Time-of-Use Pricing; and

RESPONSE: General Objections No. 10. See response to INT-137(a) above.

i. Residential Peak Time Pricing.

RESPONSE: General Objections No. 10. See response to INT-137(a) above.

Witness Responsible: Maria Bubp

#### **CERTIFICATE OF SERVICE**

It is hereby certified that a true copy of the foregoing the Direct Testimony of Daniel

J. Sawmiller on Behalf of the Office of the Ohio Consumers' Counsel has been served via

electronic transmission this 26th day of January, 2009.

Jacqueline Lake Roberts,

Assistant Consumers' Counsel

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