#### **BEFORE**

#### THE PUBLIC UTILITIES COMMISSION OF OHIO

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)	Case No. 10-2586-EL-SSO
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#### **VOLUME II**

#### **TESTIMONY**

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#### **BEFORE**

#### THE PUBLIC UTILITIES COMMISSION OF OHIO

In the Matter of the Application of Duke Energy Ohio for Approval of a Market Rate Offer to Conduct a Competitive Bidding Process for Standard Service Offer Electric Generation Supply, Accounting Modifications, and Tariffs for Generation Service.	) ) ) )	Case No. 10-2586-EL-SSO	
DIRECT TEST	OMI	NY OF	

**JAMES E. ROGERS** 

ON BEHALF OF

DUKE ENERGY OHIO, INC.

November 15, 2010

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#### I. <u>INTRODUCTION</u>

- 1 Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.
- 2 A. My name is James E. Rogers, and my business address is 526 South Church
- 3 Street, Charlotte, North Carolina 28202.
- 4 O. BY WHOM ARE YOU EMPLOYED AND IN WHAT CAPACITY?
- 5 A. I am employed by Duke Energy Business Services LLC (DEBS), as Chairman,
- 6 President and Chief Executive Officer of Duke Energy Corporation (Duke
- 7 Energy). DEBS provides various administrative and other services to Duke
- 8 Energy Ohio, Inc. (Duke Energy Ohio) and other affiliated companies of Duke
- 9 Energy. I am also a Director and Chief Executive Officer of Duke Energy Ohio.
- 10 Q. PLEASE BRIEFLY DESCRIBE YOUR EDUCATION AND
- 11 PROFESSIONAL EXPERIENCE.
- 12 A. I received a bachelor's degree in Business Administration (1970) and a law
- degree (1974) from the University of Kentucky. I became President and Chief
- Executive Officer of Duke Energy in April 2006, after the merger of Duke Energy
- and Cinergy Corp. (Cinergy). Prior to the Duke Energy/Cinergy merger, I served
- as Chairman and CEO of Cinergy. I became Vice Chairman, President and Chief
- Operating Officer of Cinergy in October 1994, and I became Chief Executive
- Officer in 1995. Prior to the formation of Cinergy, I was Chairman and Chief
- 19 Executive Officer of PSI Energy, Inc. and PSI Resources, Inc., the parent
- 20 company of PSI Energy, Inc. Before coming to PSI Energy, Inc. in October of
- 21 1988 as Chief Executive Officer, I was Executive Vice President of the gas
- 22 pipeline group of Enron Corp. (Enron), and President of Enron's interstate gas

pipeline companies from 1985 to 1988. From 1979 to 1981 and from 1983 to 1985, I was in private law practice in Washington, D.C., with the law firm of Akin, Gump, Strauss, Hauer & Feld. During that time, I represented natural gas pipelines, gas producers and electric utilities before the Federal Energy Regulatory Commission (FERC) and various federal courts. From 1981 to 1983, I was Deputy General Counsel for litigation and enforcement at the FERC. In that position, I directed FERC's litigation efforts in cases involving electric rates, hydroelectric licensing, gas producer and gas pipeline rates. I began my career with the Kentucky Attorney General's Office representing consumer interests in utility cases.

#### Q. PLEASE DESCRIBE YOUR PROFESSIONAL AFFILIATIONS.

A.

I am a past Chairman for and served on the Executive Committee of the Edison Electric Institute. I also serve on the boards of the U.S. Chamber of Commerce, Business Roundtable, and the National Coal Council. I was previously on the board of the American Gas Association. I am a former Co-Chair of the Energy Efficiency Action Plan Leadership Group (the Leadership Group), formed by the U.S. Department of Energy and the U.S. Environmental Protection Agency (EPA) and approximately fifty leading electric and gas utilities, state utility commissioners, state air and energy agencies, energy service providers, energy consumers, and energy efficiency and consumer advocates. The Leadership Group was formed to drive an aggressive new national commitment to energy efficiency. I am also a former Co-Chair of the Alliance to Save Energy. I am a Director for Applied Materials, Inc. and Cigna Corporation. I also am a member

- of the boards of directors of the Nuclear Energy Institute, the Institute of Nuclear
- Power Operations, the Alliance to Save Energy, and the Nicholas Institute for
- 3 Environmental Policy Solutions at Duke University.

#### 4 Q. HAVE YOU EVER TESTIFIED BEFORE THE PUBLIC UTILITIES

#### 5 COMMISSION OF OHIO?

- 6 A. Yes. I have testified before the Public Utilities Commission of Ohio
- 7 (Commission), most recently in Case No. 03-93-EL-UNC, on May 20, 2004.

#### 8 Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY IN THIS

#### 9 **PROCEEDING?**

- 10 A. My testimony addresses the need to balance the long-term interests of Duke
- Energy Ohio and its customers, investors, and other stakeholders in a manner that
- ensures that our customers and communities continue to have access to reliable
- and affordable electricity, while also giving Duke Energy's investors a
- meaningful opportunity to earn a reasonable return on the capital invested in the
- company. I will explain why the market rate option, or MRO, although not a
- perfect tool for achieving the balance I have just described is preferable to the
- electric security plan (ESP) over the long term. In addition, I will discuss the
- advantages of reregulation with regard to achieving the state's goals and meeting
- its policies. Finally, I will introduce the various witnesses and identify the subject
- 20 matters on which they will testify in this proceeding.

### II. BALANCING THE INTERESTS OF DUKE ENERGY OHIO, OUR CUSTOMERS AND OUR INVESTORS

- 21 Q. WHAT ARE THE LONG-TERM INTERESTS OF DUKE ENERGY
- 22 **OHIO?**

The interests of Duke Energy Ohio are to provide safe, reliable, affordable electric
service to our customers under a rate structure that properly compensates the
utility company for the costs associated with providing that service. Those costs
include the need to earn a reasonable rate of return on capital for our investors so
that we can continue to attract the capital necessary to make long-term
investments (such as environmental expenditures) for the benefit of our customers
in Ohio. These goals are not unlike the tenets of regulation routinely observed by
the Commission, which acts to strike the appropriate balance between customers
right to reliable electric supply at stable prices and the ongoing, financial vitality
of the utility company.

A.

## Q. HAS DUKE ENERGY OHIO BEEN ABLE TO ACHIEVE THESE GOALS HISTORICALLY?

Prior to 2001, Duke Energy Ohio's electric business was fully regulated. The three services that it provided – distribution, transmission, and generation – were all subject to regulation by the Commission. But in 2001, customers were given the statutory right to choose their electricity supplier. In the initial years of deregulation, the Company performed well, both in terms of affording our customers with safe, reliable, and economically priced electric service and in maintaining its financial viability.

This trend did not immediately change following the deregulation of electric generation in 2001 as the competitive market was very slow to develop. Thus, in the years since electric generation was first deregulated, the Company has operated under various rate structures that encouraged customer choice while

simultaneously providing the Company with some measure of financial stability through Commission-approved pricing structures. Accordingly, these prior rate plans were characteristic of full regulation. Indeed, I have often referred to Duke Energy Ohio's rate stabilization plan that was in place between 2005 and 2008 as "regulatory lite," or a plan that had many of the characteristics of full regulation.

Α.

A.

In 2008, the Company filed an ESP for the three-year period ending December 31, 2011. The Commission approved the ESP in December 2008. Customer switching remained relatively low during the first part of 2009 and thus the ESP initially functioned to meet both the interests of our customers and our investors.

## Q. HAS THERE BEEN A CHANGE WITH REGARD TO THE COMPANY'S EXISTING ESP?

There has not been a change to the terms of the ESP as approved by the Commission. But, the external environment has changed such that the ESP is neither providing the best possible rates to our customers, nor is it providing Duke Energy Ohio with the financial stability necessary to meet the long-term interests of our investors. Thus, the Company must reposition itself to meet those interests.

#### O. TO WHAT DO YOU ATTRIBUTE THIS CHANGE?

I believe one of the underlying causes is the development of a robust, competitive market over the last twenty-two months while the ESP has been in place. In the spring of 2009, the financial climate of this nation changed dramatically. With the deep recession and lower natural gas prices, demand for electricity fell drastically. And, as a result, market prices for electricity plummeted and have remained low.

Furthermore, commercial and industrial customers – faced with their own economic concerns – had to reform their daily operations, causing usage by these customers to decline. Residential customers were no different in that they had to look for opportunities to weather the dismal economy as well. Many of our customers reacted, in part, by exercising their right to choose their generation supplier. Indeed, at the time of this filing, more than 60% of the load once served by Duke Energy Ohio is now serviced by alternative suppliers.

Α.

With market prices below the Company's ESP price, competitive retail electric service providers were able to make significant inroads into serving Duke Energy Ohio's customers. And given that its pricing structure under the ESP was approved for the three-year period, the Company could not react by flexing that pricing structure.

## Q. WHAT DO THE INCREASED SWITCHING LEVELS MEAN FOR DUKE ENERGY OHIO?

The level of switching clearly shows that the competitive market has developed in Duke Energy Ohio's service territory. Customers have realized that they have a choice as to the entity that provides their electric generation service and they have affirmatively chosen to exercise that choice. Customers have explored alternatives in the market and have migrated away from Duke Energy Ohio's standard service offer (SSO). As a result, fewer customers are paying for Duke Energy Ohio's costs to provide service to all customers, both those who remain generation customers and those who leave but have a need to return. And the Company thus is not able to produce stable and reasonable returns. The ESP has become

1		ineffective in meeting the needs of either our customers or our investors - it has
2		proven to be cumbersome and inflexible.
3	Q.	ARE THERE OTHER CIRCUMSTANCES THAT HAVE AFFECTED
4		THE COMPANY'S ABILITY TO MEET THE LONG-TERM INTERESTS
5		OF ITS CUSTOMERS OR ITS INVESTORS?
6	A.	I believe that the other relevant factor is the new law under which Duke Energy
7		Ohio operates. Two years ago, the General Assembly enacted Amended
8		Substitute Senate Bill 221 (S.B. 221), which directed electric distribution utility
9		companies to provide an SSO for generation service either through an ESP or a
10		MRO. As I explain, the ESP framework has not enabled Duke Energy Ohio to
11		respond effectively to meet the long-term interests of our customers or our
12		investors.
13	_	DO YOU BELIEVE THAT S.B. 221 WAS AN ATTEMPT AT
13	Q.	DO TOU DEDIEVE HIM S.D. 221 WAS AN ATTEMIT AT
14	Q.	REREGULATING THE ELETRIC GENERATION BUSINESS IN OHIO?
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1		electric distribution utility company in Ohio currently operates under an MRO, it
2		must be viewed as a viable framework for an SSO or the General Assembly
3		certainly would not have incorporated it into S.B. 221.
4	Q.	YOU HAVE MENTIONED THAT DUKE ENERGY OHIO'S CURRENT
5		ESP EXPIRES ON DECEMBER 31, 2011. THUS, DOESN'T DUKE
6		ENERGY OHIO HAVE THE OPTION OF SEEKING A REVISION TO
7		THAT ESP?
8	A.	Revising the existing ESP, or seeking approval of a new ESP, is certainly a
9		possibility. But I do not find it a practical solution in the long run.
10		Admittedly, the law does not mandate an ESP of any certain duration. But
11		from a practical standpoint, it motivates a utility company to limit its ESP to three
12		years in duration. A short-term, three-year ESP does not enable the Company,
13		customers, or investors to plan adequately for the long term, for the future
14		generations that Duke Energy Ohio will serve. And a short-term ESP does not
15		provide Duke Energy Ohio's customers with sustained, regulatory certainty.
1 <b>6</b>		Rather, as ESPs are of limited duration, they are subject to change every few
17		years. Thus, to the extent an ESP may be dependent upon formula rates, those
18		formulas are subject to periodic revision, which creates some level of uncertainty
19		for our customers who pay those rates and for the utility that relies upon the
20		formula in an attempt to maintain a reasonable level of financial stability.
21		Additionally, the ESP does not adequately protect the financial integrity of
22		the utility company, particularly where the macro environment in which it is

operating is subject to dramatic and unforeseen changes. The ESP exposes Duke

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Energy Ohio to unlimited downside risk while capping its upside opportunities. By this, I mean that the Company is subject to an earnings test that determines whether, in the opinion of the Commission, it has earned too high a rate of return while operating under an approved ESP. And if the Company is found to have had significantly excessive earnings, it must provide customers with a refund. But if the Company loses customers — and earnings — it simply becomes financially vulnerable, with no comparable look-back and adjustment of results. This is why I have said in prior interviews that I used to like the business in Ohio, but I do not like it so much now.

A.

Furthermore, the ESP provisions do not provide sufficient certainty in respect of full recovery for environmental compliance costs. Notably, the ESP provisions address non-bypassable cost recovery. But the provisions are conditional and possibly of limited duration. Furthermore, there is no certainty – by way of existing rate structures – that full recovery for environmental expenditures can be achieved. Consequently, these provisions do not provide sufficient assurance of appropriate cost recovery, limit the Company's ability to maximize the value of its assets in the market, and may not extend to ongoing obligations that exist after plant retirement.

#### Q. DO YOU ANTICIPATE CHANGES IN THE ENVIRONMENTAL LAWS?

I certainly expect changes in the environmental laws that will have a significant impact on our businesses. The United States Supreme Court has determined that greenhouse gases are pollutants and has ordered the EPA to consider whether they should be regulated. The EPA determined that greenhouse gases should be

regulated and will begin regulating them in January of 2011. The EPA is also
considering very extensive regulation of coal combustion residuals, which would
force us to significantly alter the way in which we handle and store ash at our coal
plants. The EPA is also considering the imposition of stringent regulations for our
water discharges.
As a result, we have moved from the prior scenario of compliance with a

A.

As a result, we have moved from the prior scenario of compliance with a lower cost cap and trade regulatory mechanism to the new, costlier, command and control mandate that fundamentally changes our compliance plans for the future.

The increasing environmental regulations have the potential to force the retirement of our older, coal-fired generation units in Ohio. The alternative – retrofitting the units with environmental compliance equipment – may be uneconomic. Consequently, this issue presents capacity and reliability issues not just for our company and our system, but for the region.

# Q. IS DUKE ENERGY OHIO'S REALIGNMENT OF REGIONAL TRANSMISSION ORGANIZATIONS A RESULT OF INCREASING ENVIRONMENTAL REGULATION?

Anticipated environmental regulation was not the motivating reason for Duke Energy Ohio realigning our regional transmission organization membership, to join PJM Interconnection, LLC, effective January 1, 2012. But PJM has a forward-looking capacity market that allows us to plan for capacity needs over a longer period of time. And as we consider the potential for plant retirements in Ohio because of environmental regulation, we need to have access to a capacity

1		market that incorporates a longer-term view. Company witness Kenneth J.
2		Jennings elaborates on the realignment.
3	Q.	IS THE COMPANY'S INTENDED TRANSFER OF LEGACY
4		GENERATING ASSETS TO AN AFFILIATE A RESULT OF
5		INCREASING ENVIRONMENTAL REGULATION?
6	A.	Not specifically. The intended transfer of generating assets is indicative of our
7		desire to adequately address the long-term needs of the business. For all intents
8		and purposes, Duke Energy Ohio is quasi-regulated. But this is not what the
9		General Assembly intended more than a decade ago and reinforced two years ago.
10		And this quasi-regulation does not enable the Company, our customers, or our
1		investors to realize the benefits of full regulation or a total market approach.
12		Furthermore, it imposes limitations on the Company's ability to maximize the
13		value of the generation assets in the competitive market, while exposing it to risks
14		of customer switching and earnings caps.
15		I would reiterate that the current law does not provide us with sufficient
16		assurance of full recovery for environmental costs that Duke Energy Ohio, as a
17		generation owner, incurs in providing service to our customers. The existing ESP
8		provisions under S.B. 221 impose conditions on cost recovery that, as noted
19		above, are not favorable to the Company. And these conditions do not encompass
20		recovery for environmental liabilities that arose at a time when the generating
21		plants were used and useful. Consequently, there is little incentive for the utility

company to implement environmental controls in lieu of plan retirement.

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## Q. ARE YOU SUGGESTING THAT REREGULATION OF ELECTRIC GENERATION IS APPROPRIATE?

A.

For purposes of this filing, Duke Energy Ohio must work within the framework of the existing law, which mandates that it provide an SSO through either an ESP or an MRO. As I explain here, the ESP structure is not the preferred option. If the choices were expanded to include reregulation, I would support that choice. Under a fully regulated structure, the proper balance between the interests of the Company, our customers, and our investors is readily obtained, as we have seen in prior years in Ohio and in other jurisdictions in which we operate fully regulated companies.

Indeed, reregulation would enable Duke Energy Ohio to effectively address the anticipated retirement of its generating facilities and accommodate the future needs of our customers. This business will undeniably change given anticipated environmental regulations, the need for alternative energy sources including energy efficiency, expected plant retirements, and the expectations of our customers. And reregulation enables the Company to invoke a longer-term plan for addressing these various, significant considerations. Opportunities for utility investments and job creation are also enhanced under a fully regulated structure. That said, a return to full regulation of electricity generation in Ohio would require significant changes to Ohio law and, understandably, we would need substantial leadership on the part of Ohio law and policy makers. But the Company's immediate intention is on achieving a feasible rate plan under the

1	current	law.	And	as	explained	by	the	other	witnesses	in	this proceeding,	we
2	believe	that t	he mo	st a	appropriate	plai	n is :	an MR	aO.			

## Q. WHY DO YOU EVEN COMMENT ON REREGULATION IF YOU BELIEVE THAT AN MRO IS THE MOST APPROPRIATE PLAN FOR

#### **DUKE ENERGY OHIO?**

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I believe it is important to juxtapose the ESP option under current law against either the MRO or possible reregulation. To understand the impact of the ESP arrangement, we must recognize that it provides the customers with a free option. That is, it allows customers to choose between the lower of market and the ESP price without compensating Duke Energy Ohio and its investors for that option. This free option under the ESP – and the rate stabilization plan before it – worked well for both customers and investors while the market price was greater than the price established by the Commission. In that environment, the price charged by Duke Energy Ohio provided customers with a lower price than the market price would have been and still provided investors with a fair return on their investment. However, the power prices in the market today and for the foreseeable future are at the lowest levels in many years, due to the deep recession, the anemic recovery of the economy, and the low price of gas (which has been above \$10 mmbtu four times in the past decade). This results in a totally different outcome. The customers' free option is now clearly adverse to investors. As Duke Energy Ohio remains uncompensated for this risk, the option remains free from the standpoint of the customers. This is why, in other competitive markets, there are no free options for customers. In a competitive market, such

1		an option would carry a price. Unfortunately, we have never been compensated
2		for this free option that we provide to our customers.
3		In my view, the ESP is in a no man's land between the MRO and
4		reregulation, either of which would relieve the Company of the free option I have
5		been discussing. The ESP is an experiment by the Ohio legislature that simply
6		has not worked.
		III. OTHER REGULATORY OPTIONS
7	Q.	IN YOUR EXPERIENCE, IS THE PARADIGM ADOPTED BY THE OHIO
8		LEGISLATURE THE MOST EFFECTIVE APPROACH TO BALANCING
9		THE NEEDS AND INTERESTS OF CUSTOMERS AND INVESTORS?
10	A.	No. As I discussed previously, the approach adopted by the Ohio legislature and,
11		more specifically, the ESP option, has made it impossible for the Company $\boldsymbol{\omega}$
12		appropriately serve the interests of our customers and our investors.
13	Q.	IN ADDITION TO THE IMPACT ON THE PRICES THAT CUSTOMERS
14		PAY UNDER THE SSO, SWITCHING, AND THE RETURNS TO
15		INVESTORS, DOES THE CURRENT REGULATORY APPROACH
16		HAVE AN IMPACT ON THE DESIRABILITY OF BUILDING NEW BASE
17		LOAD GENERATION PLANTS?
18	A.	Yes, it has a negative impact on companies' decisions whether to build any new
19		base load generating facilities, including nuclear facilities.
20		In this regard, Duke Energy is a leader in nuclear power generation, safely
21		operating over 6,900 MWs in the Carolinas. But the laws in the Carolinas are not
22		the same as the laws in Ohio. The fact remains that current Ohio law does not

1		provide the requisite degree of assurance for the Company that it can recover the
2		costs of its long-term investments that, in the case of a nuclear power plant, are in
3		the tens of billions of dollars. And there is significant work yet to be done to make
4		any new base load plant in Ohio - whether nuclear or combined cycle gas - a
5		reality.
6	Q.	THE COMMISSION HAS NOT PREVIOUSLY APPROVED AN MRO. IS
7		THIS OF CONCERN TO YOU?
8	A.	No. I am aware of the history with the FirstEnergy Ohio electric distribution
9		utilities and their two prior requests for approval of MROs. I know that the
10		Commission rejected the first filing, but its Staff believed that the second filing
11		complied with the applicable statutory and rule requirements. I am thus confident
12		that the Commission will view our Application fully and will reach a positive
13		conclusion.
		IV. <u>INTRODUCTION OF WITNESSES</u>
14	Q.	PLEASE IDENTIFY THE WITNESSES WHO WILL PRESENT
15		TESTIMONY ON BEHALF OF DUKE ENERGY OHIO IN THIS CASE.
16	A.	Duke Energy Ohio will present testimony from the following witnesses, other
17		than myself:
18		Julia S. Janson, President of Duke Energy Ohio, testifies concerning an overview
19		of the Application and compliance with policies of the state of Ohio.
20		Judah L. Rose, Managing Director of ICF Consulting, provides testimony
21		supporting the analysis of the wholesale and retail price forecasts through 2014.

1	Robert J. Lee, Principal at CRA International d/b/a Charles Rivers Associates
2	(CRA), supports the development, design and proposed implementation of Duke
3	Energy Ohio's competitive bidding process.
4	James S. Northrup, Director, Project Analysis and Special Projects, will discuss
5	Duke Energy Ohio's choice of an Auction Manager, the choice of an auction
6	generally and the Master Standard Service Offer Supply Agreement.
7	Kenneth J. Jennings, Director of Market Policy & RTO Services, discusses RTO
8	issues related to Duke Energy Ohio's proposal to offer an MRO for its
9	competitive retail electric service.
10	Brian D. Savoy, General Manager of Corporate Financial Planning and Analysis,
11	will discuss Duke Energy Ohio's budgeting and forecasting processes.
12	James E. Ziolkowski, Manager, Ohio and Kentucky Rates, will discuss Duke
13	Energy Ohio's proposed tariffs and riders.
14	Jeffrey R. Bailey, Director of Rate Design and Analysis, will support the
15	Company's proposed rate design and customer impacts.
16	William Don Wathen Jr., General Manager and Vice President of Rates, Ohio
17	and Kentucky, supports Duke Energy Ohio's blending proposal as part of the
18	transition from the existing ESP to the MRO.
19	Dr. Richard G. Stevie, Chief Economist, Corporate Strategy & Planning, will
20	testify about the Company's energy efficiency and peak demand reduction
21	requirements as set forth under S.B. 221 and the relationship of the MRO to those
22	requirements.

1		Andrew S. Ritch, Director, Renewable Strategy and Compliance, will discuss the
2		Company's plans to meet its alternative energy portfolio obligations, including
3		the general methods by which the Company will comply with its renewable
4		energy requirements.
5		Daniel L. Jones, Senior Account Manager, Customer Choice, will discuss the
6		Company's corporate separation plan, aggregation issues, and proposed changes
7		to Duke Energy Ohio's Retail Supplier Tariff.
8		Charles R. Whitlock, President, Midwest Commercial Generation, will support
9		the Company's plan to transfer its coal-fired generating stations.
		V. <u>CONCLUSION</u>
10	Q.	DOES THIS CONCLUDE YOUR PRE-FILED DIRECT TESTIMONY?
11	A.	Yes.