CUB DT EXHIBIT # 1.1

Illinois Commerce Commission Docket No. 00-0361

Commonwealth Edison Company Petition for Approval of a Revised Decommissioning Expense Adjustment Rider.

NON-PROPRIETARY / PUBLIC VERSION Proprietary material has been deleted.

Direct Testimony and Exhibits of

Bruce Edward Biewald

On Behalf of the

Citizens Utility Board & The City of Chicago

Synapse Energy Economics, Inc. 22 Crescent Street, Cambridge, MA 02138 (617) 661-3248

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Exhibit BEB-1	Resume of Bruce Edward Biewald
Exhibit BEB-2	Summary of ComEd Funding Proposal
Exhibit BEB-3	Summary of CUB/City Funding Proposal
Exhibit BEB-4	Calculation of After-Tax Return on Decommissioning Funds

	1. Qualifications
Q.	State your name, occupation and business address.
A.	My name is Bruce Edward Biewald. My address is Synapse Energy Economics, Inc., 22 Crescent Street, Cambridge, Massachusetts, 01238.
Q.	Please describe your current employment.
A.	I am President of Synapse Energy Economics, Inc., a consulting company specializing in economic and policy analysis of electricity restructuring, particularly issues of consumer protection, market power, stranded costs, efficiency, renewable energy, environmental quality, and nuclear power.
Q.	What are your qualifications in the fields of electric utility regulation and energy policy?
A.	I graduated from the Massachusetts Institute of Technology in 1981, where I studied energy use in buildings. I was employed for 15 years at the Tellus Institute, where I was Manager of the Electricity Program, responsible for studies on a broad range of electric system regulatory and policy issues. I have testified on energy issues in more than seventy regulatory proceedings in twenty-four states, two Canadian provinces, and before the Federal Energy Regulatory Commission. I have co-authored more than one hundred reports, including studies for the Electric Power Research Institute, the U.S. Department of Energy, the U.S. Environmental Protection Agency, the Office of Technology Assessment, the New England Governors' Conference, the New England Conference of Public Utility Commissioners, and the National Association of Regulatory Utility Commissioners. My papers have been published in the <i>Electricity Journal, Energy Journal, Energy Policy, Public Utilities Fortnightly</i> and numerous conference proceedings, and I have made presentations on the economic and environmental dimensions of energy throughout the U.S. and internationally. My resume is provided here as Exhibit BEB-1.
Q.	What is your experience specifically with regard to nuclear power plant decommissioning?
A.	I have investigated, studied and testified on the topic of nuclear power plant economics and decommissioning costs since 1982. I have testified on the projected costs and funding of nuclear plant decommissioning in state regulatory proceedings in Arizona, California, Illinois, Massachusetts, New Hampshire, Pennsylvania, and Wisconsin. I have been invited to speak on

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Hampshire, Pennsylvania, and Wisconsin. I have been invited to speak o
 decommissioning by the National Association of State Utility Consumer

1	Advocates (NASUCA), and my papers on the subject have been published
2	in the Energy Journal and Public Utilities Fortnightly. I have compiled and
3	analyzed a database of nuclear plant decommissioning cost estimates that
4	were prepared by TLG Engineering, Commonwealth Edison's
5	decommissioning cost consultant in this case. In January, 1999, I
6	completed a report for Citizens Action Coalition Education Fund, Inc. and
7	Mullet & Associates on nuclear power plant economics, decommissioning,
8	and spent nuclear fuel disposal. I testified on behalf of Illinois CUB in
9	Illinois Commerce Commission Docket No. 99-0115 on decommissioning
10	costs. I have consulted with the US Department of Energy (DOE) on
11	nuclear decommissioning cost issues — specifically, I worked with the
12	Energy Information Administration of the DOE.

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2. Summary and Recommendations

2 Q. What is the purpose of your testimony in this case?

A. I was retained by the Illinois Citizens Utility Board and the City of Chicago
to review and comment on Commonwealth Edison's nuclear
decommissioning funding proposal in this proceeding. My testimony was
prepared in coordination with the testimony of Mr. David Schlissel, also
testifying in this case on behalf of the Citizens Utility Board and the City of
Chicago.

9 Q. Please summarize your conclusions and recommendations.

10 A. My key conclusions are the following:

11 ComEd proposes to collect from its customers about \$121 million each year 12 for six years to decommission its fleet of nuclear plants. ComEd promises that it will not seek further collections after the six years of collections 13 expire. ComEd will place these collections in trust funds owned by Genco, 14 an affiliate of ComEd that will soon own the plants. ComEd currently 15 16 collects about \$90 million each year for decommissioning. Based upon past collections and earnings on the funds, ComEd has already collected about 17 \$2.55 billion for decommissioning. Because of these past collections and 18 future decommissioning options. ComEd's customers need not contribute 19 anything further towards decommissioning — thus, the decommissioning 20 rate should be zero, not \$121 million each year. 21

- 22 ComEd's proposal changes the incentives for the Company to efficiently 23 decommission the plants. Under ComEd's proposal, Genco would keep any 24 decommissioning funds that remain in the trusts after completion of all 25 decommissioning. Conversely, if the trusts become under-funded, Genco would be required to make up the deficiency. This aspect of the proposal 26 follows the structure that I recommended in the 1999 decommissioning case 27 28 (ICC Docket No. 99-0115). This structure makes sense, in that it provides a 29 financial incentive for the owner of the plants to efficiently dismantle them.
- 30 ComEd's testimony claims that the trusts are at risk of shortfall under 31 certain unfavorable contingencies. However, the risk of potential shortfalls in the trusts given unfavorable contingencies has already been addressed to 32 some extent by TLG's decommissioning estimate methodology — by the 33 inclusion of contingency factors in decommissioning cost estimates. 34 35 Further, many of the uncertainties identified by ComEd have the potential 36 to act in favor of reducing decommissioning costs as much as they might act 37 to raise decommissioning costs.

Certain "economies of scale" can be achieved in decommissioning because 1 2 of the ComEd/PECO merger. After the proposed ComEd/PECO merger, 3 the newly formed company will manage more than a dozen nuclear units. According to AmerGen, a company that will be affiliated with ComEd after 4 the merger, savings of 23% can be achieved on decommissioning a plant 5 because of these economies of scale. Even if we assume only a 20% savings 6 7 in decommissioning costs for ComEd's plants, ComEd will have a surplus 8 of \$680 million (year 2000 present value dollars) in decommissioning costs 9 — an amount that, by itself, would largely make further ComEd collections 10 unnecessary.

- 11 In addition, ComEd can delay the dismantlement of its plants and thereby earn additional interest on the trust funds. Since ComEd assumes that the 12 interest rate on the trust funds will be higher than the cost escalation of 13 decommissioning (7.36% vs. 4.11% in the Base Case), the trust funds will 14 benefit substantially by any delay in the commencement of 15 decommissioning. The economic arguments in favor of delayed 16 dismantlement are clear; costs incurred in the future are more desirable than 17 costs incurred today. In fact, delayed dismantlement has been selected by 18 19 ComEd for Dresden 1 and Zion, ComEd's closed nuclear plants. If we 20 assume only a twenty year delay to decommissioning the plants, the trusts 21 will have a surplus of about \$1.2 billion (year 2000 present value dollars) an 22 amount that, by itself, would make further ComEd collections unnecessary. 23 (See Exhibit BEB-2).
- Finally, as detailed in David Schlissel's testimony, the ComEd plants that are still operating today are likely to receive twenty year license extensions from the Nuclear Regulatory Commission. A twenty year life extension will result in a surplus in the trusts of about \$1 billion (year 2000 present value dollars) an amount that, by itself, would make further ComEd collections unnecessary. (See Exhibit BEB-2).
- 30

31 Q. Based upon these conclusions, what do you recommend?

32 A I recommend that the Commission modify the Company's proposal. 33 Customers should not be required to pay for any additional 34 decommissioning costs in regulated rates, and rates to recover those additional amounts would not be just and reasonable. In addition, the 35 Commission should ensure that the decommissioning funds already 36 37 collected are used only for legitimate decommissioning activities, and that 38 no money is removed from the trusts until decommissioning of ComEd's 39 nuclear plants is completed.

3. ComEd's Decommissioning Funding Proposal

2 Q. What is ComEd's current cost estimate to decommission the thirteen 3 nuclear units covered in the current proposal?

- 4 According to the ComEd's witness Thomas S. LaGuardia, ComEd's plants A. 5 will ultimately require \$4.86 billion (1996 constant dollars) for radiological 6 decommissioning and an additional \$539 million (1996 constant dollars) in 7 non-radiological costs, or a total of \$5.4 billion (1996 constant dollars) to be adequately decommissioned. The trusts currently hold about \$2.55 billion 8 9 (2000 dollars). To meet the cost of decommissioning, ComEd estimates 10 that the fund needs \$132,258,000 per year for the years 2001 through 2006. Of this \$132 million, ComEd seeks \$120,933,300 per year from its 11 customers and it will contribute \$11,324,700 per year from 12 decommissioning funds it collected from customers prior to 1989. My 13 recommendation specifically requires ComEd to only contribute the \$11.3 14 million per year in previously collected funds, with customers contributing 15 nothing more to the trusts. 16
- 17 Q. Do you think that the Company's proposal is in the public interest?
- 18 A. Not without my modifications, but the proposal offers a framework for19 decommissioning funding that has many benefits.

20 Q. Please explain what you mean about the framework.

- 21 A. In my testimony in ICC Docket No. 99-0115 I said:
- 22 ... the ultimate cost of decommissioning Zion, or any 23 other nuclear unit, will depend upon the regulatory 24 framework in which the decommissioning takes place. 25 If the owner of the plant is able to pass the cost 26 through to customers then there is little or no incentive 27 for cost control. Decommissioning could easily end up costing far more than ComEd's current estimates. If an 28 29 appropriate incentive framework is put in place then 30 the Company will be more creative in finding 31 opportunities to control costs and decommission the 32 plant efficiently.
- This point remains valid. ComEd's proposal in this docket places a limit on customer contributions to decommissioning. After the six additional years of customer payments to the decommissioning funds, ComEd would bear the risk of under-funding. That is, with the Company's proposal, if the

1	funds under-perform, or if decommissioning costs more than anticipated,
2	then additional money from the Company would be required. On the other
3	hand, if the funds perform better than expected, or if decommissioning costs
4	less than currently anticipated, then the Company would keep the surplus. I
5	believe that this aspect of the Company's proposal – that the entity in the
6	best position to manage decommissioning costs has an incentive to
7	dismantle the plants efficiently – is an excellent step forward in
8	decommissioning policy.

4. Uncertainties Associated with Decommissioning Costs

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2 Q. ComEd witness Randall L. Speck describes risks associated with 3 estimating the cost of decommissioning. Can you address these risks?

- 4 A. Yes, in the Direct Testimony of Randall L. Speck potential financial 5 uncertainties to decommissioning are discussed. These risks include: (1) DOE's failure to accept spent nuclear fuel for permanent disposal; (2) the 6 availability and cost of low-level radioactive waste disposal; (3) changes in 7 the scope of the required decommissioning work; (4) modifications to or 8 9 reinterpretation of the regulations governing decommissioning; (5) normal 10 inflation; and (6) poorer than expected performance by decommissioning fund investments. 11
- Exhibits BEB-2 and BEB-3, as discussed in the subsequent pages of this
 testimony, describe the effects of many of the uncertainties discussed
 above.

15Q.Please discuss the risks associated with the DOE's failure to accept16spent nuclear fuel for permanent disposal.

A. If the DOE fails to accept spent nuclear fuel at Yucca Mountain or a
comparable facility, ComEd may have to pay to store spent fuel until such a
time when a disposal site is available. However, for reasons discussed in
the testimony of David Schlissel in this case — mainly that Federal Courts
have already found that the DOE is in breach of contract — this risk should
not concern the ICC at this time.

Q. Please discuss the availability and cost of low-level radioactive waste disposal.

25 A. Low-level radioactive waste accounts for approximately 15 to 25% of the estimated costs of decommissioning a nuclear unit. Increases in the costs of 26 low-level waste disposal will certainly increase the cost of 27 decommissioning but it is not probable that it will double or triple estimates 28 29 on its own. The estimates produced by TLG Services contain an average contingency factor of 23.05% for the most recent DECON estimates and 30 19.86% for the most recent SAFSTOR estimates. These contingency 31 32 factors are included to account for the uncertainties presented in any 33 estimate of future costs. When considering that low-level waste burial has been estimated to account for approximately 25% of decommissioning costs 34 (according to ComEd¹), it would follow that even a doubling of these costs 35

¹ This figure is taken from a presentation produced by ComEd for the purposes of settlement discussions.

2 details the impact of a doubling of LLRW costs, which is a shortfall of \$725 3 million (2000 present value dollars). 4 All estimates produced by TLG Services for ComEd assume a \$364/ cu.ft. 5 waste burial charge, based on the completion of the Midwest Compact (costs developed by Vance & Associates). *** 6 7 8 9 10 *** The ICC allows ComEd to use a 10% escalation rate for LLRW, or an 11 approximately 7.50% real rate of escalation. This would see LLRW burial charges on the order of \$2,220 / cu.ft. (2000 constant dollars) when the 12 13 decommissioning of Braidwood 1 begins. ComEd's assumed rate of 14 escalation for total decommissioning costs (4.11%) is based on the ICC's 15 10% nominal escalation factor and seems generally reasonable. I believe 16 that the inclusion of a 23.05% contingency factor along with the incorporated 10% LLRW escalation rate is sufficient to recognize the risks 17 18 associated with LLRW burial charges in this case. 19 Q. Please discuss the effect of changes in the scope of the required 20 decommissioning work. 21 The scope of work may not necessarily change to increase costs. Exhibit A. 22 BEB-2, Case 3 details the effects of inflating the contingency factor to 50% and comparing it to a scenario where the contingency factor is removed 23 altogether. The result is a shortfall of \$635 million (2000 present value 24 25 dollars) for a 50% contingency factor to a surplus of \$670 million (2000 26 present value dollars) for a removal of any contingency factor. These 27 figures do not assume the contingency factor is designed to account for changes in the scope of work, rather the manipulating of the contingency 28 29 factor serves as a convenient tool for illustrating the effects of cost changes. Please discuss the effects of modifications to or reinterpretation of the

would raise decommissioning costs by around 25%. Exhibit BEB-2, Case 2

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- Q. Please discuss the effects of modifications to or reinterpretation of the
 regulations governing decommissioning.
- A. The 23.05% contingency factors for DECON and 19.86% contingency for
 SAFSTOR are specifically designed to account for such eventualities.
 Regulations may be designed to alleviate the burden of decommissioning or
 they may be tightened to inflate the costs of decommissioning. Concepts
 such as "rubblization" are currently being discussed by the NRC as possible
 alternatives the three standard decommissioning alternatives. In the case of

1 2 3 4 5 6 7 8		Maine Yankee, "rubblization" was projected to save 16% on the overall costs of decommissioning by fixed-priced decommissioning bidder Stone & Webster, who petitioned the NRC for acceptance of the idea. An analysis was run on the effects of a 16% increase and decrease in decommissioning costs. Exhibit BEB-2, Case 4 details the effect of the change, which sees a shortfall of \$489 million (2000 present value dollars) for a 16% cost increase and a surplus of \$436 million (2000 present value dollars) for a 16% cost decrease.
9 10	Q.	Please discuss the effect of "normal inflation" on the costs of decommissioning.
11 12 13 14	A.	Based on his testimony, I assume Mr. Speck uses the term "normal inflation" to refer to the escalation rate of decommissioning costs. The escalation of decommissioning costs has been assumed to be 4.11% by ComEd. ***
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19 20		***It is worth noting that the owners of Vermont Yankee see decommissioning costs escalating at 3.8%.
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24 25 26 27 28 29		***I ran sensitivity cases based on an increase of the cost escalation rate to 5.11% and a decrease in the cost escalation rate to 3.11%. The result is a shortfall of \$592 million (2000 present value dollars) for an increase of the escalation rate versus a surplus of \$480 million (2000 present value dollars) for a decrease of the escalation rate to 3.11%. Please see Exhibit BEB-2, Case 5 for the presentation of these figures.
30 31	Q.	Please discuss the effects of poorer than expected performance by decommissioning fund investments.
32 33	A.	ComEd's use of an after-tax rate of earnings on its funds of 7.36% is conservative and favors the Company. When using <i>Ibbotson, Stocks,</i>

- Bonds, Bills & Inflation Yearbook to look at the historic performance of the
 market over the last several decades, it is clear that an after-tax return
 (assuming the same allocations as ComEd) of 8.11% could be more
 appropriate. See Exhibit BEB-4 for the derivation of this figure. I feel that
 7.36% is not an unfair assumption to use but in my opinion the probability
 of a return greater than 7.36% is much more likely than a return less than it.
- 7 Further, there is an asymmetry in the sensitivity of the decommissioning 8 fund rate due to compounding. That is, a 1% increase in the earning rate 9 vields a much larger positive than a 1% decrease in the earnings rate yields a negative. A sensitivity run assuming a 1% increase in return and a 1% 10 decrease in returns yielded the following results. A 1% increase in the 11 after-tax return on funds to 8.36% provides a surplus of \$380 million (2000 12 present value dollars), the resulting shortfall of a decrease in the after-tax 13 return on funds to 6.36% is \$310 million (2000 present value dollars). 14 15 Please see Exhibit BEB-2, Case 6 for the presentation of these figures.

Q. Several of the "risks" identified by Mr. Speck point to the possibility of higher decommissioning costs, could you comment generally on the level of decommissioning costs?

A. Yes, Mr. Speck specifically identified possible increases in LLRW disposal costs, changes in scope, changes in regulations, and cost escalation as risk factors related to decommissioning cost. AmerGen, a company that will be a ComEd affiliate when the Unicom merger is complete, has indicated that decommissioning will cost less than TLG estimates, and has identified "economies of scale" as the key reason.

Q. Please explain what you mean by "economies of scale" and how the concept is relevant in this case.

- A. William Sherman of the Vermont Department of Public Service in VT PSB
 Docket 6300, page 45 lines 7-21 and page 46 lines 1 and 2 states:
- 29 "VYNPC engaged TLG Associates to prepare a new, 30 site specific decommissioning estimate for Vermont Yankee in 1999 which determined a cost for 31 32 decommissioning of \$499 million in December 1998 33 dollars. This compares with the previous Vermont 34 Yankee decommissioning estimate, prepared by TLG 35 Associates in 1994, of \$312 million (\$362 million in 1999 dollars). The latest estimate includes costs to 36 37 return the site to its original condition 38 ("greenfielding") and costs for storage of spent nuclear
 - Testimony of Bruce Biewald Synapse Energy Economics, Inc.

1	fuel until 2021 AmerCan has performed its own
2	fuel until 2031. AmerGen has performed its own
	estimate for decommissioning and believes it can
3	accomplish this same scope of work for
4	decommissioning for \$384 million (in 1999 dollars).
5	In his pre-filed testimony of November 30, 1999,
6	AmerGen Witness Hawthorne states, at 3-4,
7	"AmerGen has made its own, independent evaluation
8	of the costs and expenses of decommissioning and, if
9	the costs are higher than projected, AmerGen will bear
10	those costs. The final result of the decommissioning
11	will be the same as the existing owner has planned —
12	i.e., return of the site to "greenfield condition."
13	According to Witness Hawthorne, "We acknowledge
14	that our estimate for this task is lower than the estimate
15	utilized by VYNPC. AmerGen intends to take
16	advantage of both synergies available to a large nuclear
17	operator and experience in achieving our
18	decommissioning goals in a more efficient manner than
19	was possible for or foreseen by VYNPC."
	1 5
20	By use of its AmerGen subsidiary, PECO is able to capture an "economy of
21	scale" in the nuclear decommissioning "market." With one of Genco's
22	parents being PECO it will enjoy the same economies of scale in the
23	decommissioning of the 13 units in question. The AmerGen estimate of
24	\$384 million (1999 constant dollars) is approximately 23% lower than the
25	\$499 million (December 1998 constant dollars) estimate produced by TLG
26	Services. When assuming a 20% reduction in disbursements from those
27	estimated by TLG services for the 13 nuclear units in question a \$680

million surplus is seen (2000 present value dollars).

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5. Funding Implications of Delayed Dismantlement

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Q. ComEd witnesses Calvin Manshio and Randall L. Speck say that Genco absorbs \$1 billion of decommissioning costs that would be borne by customers, do you agree with this?

5 A. No. ComEd's witness Randall L. Speck states on page 3, lines 1 through 3 6 that, "... Genco assume approximately \$1 billion in currently estimated decommissioning expenses that ratepayers would otherwise pay ..." 7 Further, ComEd's witness Calvin Manshio states on page 3, lines 20 8 through 22 that, "... the proposal eliminates the need for annual regulatory 9 10 proceedings, granting customers the benefit of not paying about \$1 billion in decommissioning costs ..." This claim is not substantiated or discussed 11 further in either testimony and in my view is not realistic. My assessment 12 of the uncertainties is that over-collection is much more likely than under-13 14 collection due to the possibilities of delaying dismantlement, extending the 15 life of the units, achieving an economies of scale through the use of PECO 16 Energy's AmerGen unit or any combination of these scenarios.

17 Q. Please discuss the possibility of delaying dismantlement.

- 18 A. I feel that a delay in the dismantlement of the units in question is highly 19 probable since they will be owned by a private company with substantial 20 incentives to delay the expenditure of funds on decommissioning. Under 21 ComEd's proposal Genco will not be obligated to return excess 22 decommissioning funds to consumers. The understandable and logical 23 economic intent of any for profit corporation is to maximize profits. The 24 delaying of decommissioning expenditures is in line with this goal. In a 25 regulated environment, generators were able to collect funds from 26 ratepayers, use them for the purposes of decommissioning and then, under 27 regulation, return any excess funds to ratepayers by way of a rate reduction. 28 This scenario is changing. Private generating companies can not expect 29 ratepayers to pay to decommission. Generators are now themselves 30 responsible to pay for the burden of decommissioning. It makes only 31 logical and economic sense that a generator would pursue the most cost 32 effective method possible which will still satisfy applicable health and 33 safety regulations.
- Deferring costs to a point much later into the future is an effective way of reducing the net present value of costs. Decommissioning funds will have additional time to accumulate earnings and expenditures will not occur until a much later date. The analysis I ran assumes a 20 year delay in dismantlement and is based upon the earnings estimates and escalation rates provided by ComEd and the disbursements as provided by TLG Services in

their SAFSTOR estimates for each of the 13 units (excluding Dresden 1).
As displayed in Exhibit BEB-2, Base Case column 2, the net present value
of this scenario is approximately \$1.2 billion (year 2000 present value
dollars) assuming the proposed collections are accepted. This is saying that
Genco will have a windfall of \$1.2 billion. This is including a collection of
approximately \$700 million over the next six years from ratepayers. This
collection is not necessary under this scenario.

8 Q. Please discuss the possibility of extending the life of ComEd's nuclear 9 units.

- A. It is probable that Genco will seek to extend the operational life of its
 nuclear fleet according to the testimony of David Schlissel in this case. Mr.
 Schlissel states the following on page 15, lines 6 through 19.
- 13 "I think that it is likely that the Company ultimately will decide to apply to the NRC to extend the operating 14 15 lives of the Braidwood, Byron, and LaSalle stations: 16 (1) All four of the Braidwood and Byron units have 17 been strong performers since the units began commercial operations; (2) the Company has recently 18 19 installed new steam generators at Braidwood Unit 1 20 and Byron Unit 1, which involved very expensive 21 modifications; (3) the Company has made significant 22 expenditures to improve the material condition and 23 operating culture at LaSalle and on restarting the two 24 LaSalle units from their multi-year outages; (4) 25 planned power uprates at Braidwood, Byron, and LaSalle will further improve the economic viability of 26 27 each of these plants; and (5) the high prices at which 28 utilities have been able to sell electricity in the new 29 competitive markets."
- 30 Mr. Schlissel further testifies on page 13, lines 11-18 and page 14, lines 1-3
 31 the following:
- 32 "I think that it is reasonable to expect that ComEd will 33 decide to submit an application to the NRC to extend the operating lives of the Dresden and Quad Cities 34 35 plants for the following reasons: (1) each unit's dramatically improved performance in recent years; (2) 36 37 the high prices for which utilities have been able to sell electricity in the new competitive markets; (3) the 38 39 significant expenditures that ComEd has made and

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- and operating cultures at each of these plants, 2
- 3 including the installation of the 48 cooling towers at
- 4 Dresden that I have already discussed; and (4) the
- relatively low cost of completing the license renewal 5 6
 - process."

7 Life extension of the nuclear units defers the expenditures of 8 decommissioning and has a similar effect on the funding surpluses as did 9 delayed dismantlement without plant life extension (discussed above). The net present value to Genco, including the proposed collections, of a 20 year 10 life extension of 10 of the 13 units in question (Dresden 1, Zion 1 and Zion 11 2 are not assumed to have life extensions) is approximately \$1 billion (year 12 2000 present value dollars). Again, this includes approximately \$750 13 million of rate-payer contributions. This collection is not necessary under 14 this scenario. Please see Exhibit BEB-2, Base Case column 3. 15

16 Q. Please discuss the possibility of combining the delayed dismantlement 17 with life extension.

- 18 A. It is reasonable to assume Genco will pursue one or both of these options 19 given its goal of maximizing profits for its share holders (or parent 20 corporation shareholders). With delaying dismantlement by 20 years after a life extension of twenty years, large decommissioning fund surpluses are 21 22 produced. A surplus of \$1.8 billion is seen (2000 present value dollars) 23 through the combination of these options. The proposed collection of funds is not necessary under this scenario. Please see the right most column of 24 Exhibit BEB-2. 25
- 26 Q. Please explain the results in Exhibit BEB-3.
- 27 BEB-2 examines the ComEd proposal in this case. BEB-3 presents the A. CUB/CITY alternative proposal. The format of Exhibit BEB-3 is identical 28 to that of Exhibit BEB-2. The difference between the two tables is that in 29 Exhibit BEB-2 I have included the Company's proposed collection of \$121 30 million per year for six years. 31
- 32 In Exhibit BEB-3, these collections are discontinued immediately. As the 33 chart indicates, the fund balances still show many very large surpluses, 34 particularly for the scenarios with delayed dismantlement and/or plant life 35 extension.

36 **Q**. Are you recommending that the nuclear plants have their licenses 37 extended or their dismantlement deferred by twenty years post shut

1 **down?**

A. No. License extension and the timing of dismantlement should both be
evaluated on their own merits at the appropriate time. My testimony is that
both seem reasonably likely at this time, particularly given ComEd's
proposed treatment of decommissioning costs. They should definitely be
considered in evaluating the risks and benefits of ComEd's proposal.

7 Q. Have you reviewed the Hearing Examiner's Questions?

A. Yes and the questions, which are applicable to my analysis (interrogatories
2 & 5) have been answered in the testimony given above. Interrogatory 2
asks what units I feel would be likely candidates for life extension and
interrogatory 5 asks what impact of the assumed life extensions would have
on the fund balance. Both issues were addressed in Section 5 above.

13 Q. Does this conclude your testimony?

14 A. Yes.

BENEFITS FOR UNICOM/EXELON UNDER COMED'S CURRENT FUNDING PROPOSAL

(Projected Trust Fund Surpluses After the Conclusion of Decommissioning in Billions of Year 2000 Present Value Dollars)¹

	Timing of Decommissioning					
Scenario	Immediate Dismantlement	Delayed Plant Life Dismantlement ² Extension ³		Delayed Dismantlement and Plant Life Extension		
1. Base Case ⁴	0.0	1.2	1.0	1.8		
2. Low Level Radioactive Waste 2a. Doubling of LLRW Costs	(0.7)	1.1	0.4	1.8		
3. Scope of Work Changes3a. 50% contingency factor3b. Zero contingency factor	(0.7) 0.6	1.1 1.3	0.5 1.5	1.8 1.9		
 4. Regulatory Changes 4a. 16% increase in costs 4b. 16% decrease in costs 	(0.5) 0.4	1.1 1.2	0.7 1.4	1.8 1.8		
5. Escalation Rate Changes 5a. 5.11% escalation rate 5b. 3.11% escalation rate	(0.6) 0.5	0.5 1.7	0.3 1.5	1.1 2.2		
6. Earnings Rate Changes6a. 6.36% earnings rate6b. 8.36% earnings rate	(0.3) 0.3	0.4 2.4	0.4 1.9	0.7 3.7		

Exhibit BEB-3

4 The base case scenario has a contingency factor of 23%, decommissioning cost escalation at 4.11%, and fund earnings at 7.36%. It is based upon ComEd's calculation provided in response to Question 11 of CUB's First Set of Data Requests.

¹ All scenarios include collection of \$132 million per year for six years (\$121 from customers and \$11 from ComEd), as proposed by ComEd.

² The delayed dismantlement cases assume a 20 year "SAFSTOR" period.

³ The plant life extension cases assume a 20 year license extension for all units except the three units already shut down (Dresden 1, and Zion 1 and 2).

BENEFITS FOR UNICOM/EXELON UNDER THE CUB/CITY FUNDING PROPOSAL

(Projected Trust Fund Surpluses After the Conclusion of Decommissioning in Billions of Year 2000 Present Value Dollars)¹

	Timing of Decommissioning					
Scenario	Immediate Delayed Dismantlement Dismantlement ²		Plant Life Extension ³	Delayed Dismantlement and Plant Life Extension		
1. Base Case4	(0.6)	0.5	0.3	1.1		
2. Low Level Radioactive Waste 2a. Doubling of LLRW Costs	(1.3)	0.4	(0.3)	1.1		
 Scope of Work Changes 3a. 50% contingency factor 3b. Zero contingency factor 	(1.2) 0.0	0.4 0.5	(0.2) 0.8	1.1 1.2		
4. Regulatory Changes 4a. 16% increase in costs 4b. 16% decrease in costs	(1.1) (0.1)	0.4 0.5	(0.1) 0.7	1.1 1.2		
5. Escalation Rate Changes 5a. 5.11% escalation rate 5b. 3.11% escalation rate	(1.2) (0.1)	(0.3) 0.9	(0.4) 0.8	0.4 1.5		
 6. Earnings Rate Changes 6a. 6.36% earnings rate 6b. 8.36% earnings rate 	(0.9) (0.3)	(0.2) 1.4	(0.3) 1.1	0.2 2.7		

Exhibit BEB-4

¹ All scenarios exclude ComEd's proposed collection of \$121 million per year for six years.

² The delayed dismantlement cases assume a 20 year "SAFSTOR" period.

³ The plant life extension cases assume a 20 year license extension for all units except the three units already shut down (Dresden 1, and Zion 1 and 2).

⁴ The base case scenario has a contingency factor of 23%, decommissioning cost escalation at 4.11%, and fund earnings at 7.36%. It is based upon ComEd's calculation provided in response to Question 11 of CUB's First Set of Data Requests.

Weighted After-Tax Rate of Return Derivation ¹								
	S&P 500	U.S. Govt. Bonds	Mortgage Backed Securities	Corp Bonds	Tax-Exempt Bonds	Total		
Non-Tax Qualified								
Tax Rate	35%	35%	35%	35%	N/A			
After-Tax Return	8.45%	3.64%	5.30%	3.97%	5.70%			
Allocation	58%	-	-	-	42%			
Overall After-Tax & Fees Earnings Rate						7.68%		
Tax-Qualified								
Tax Rate	20%	20%	20%	20%	N/A			
After-Tax Return	10.40%	4.48%	6.50%	4.88%	5.70%			
Overall After-Tax & Fees Earnings Rate						8.21%		
Weighted After-Tax Earnings Rate ²						8.11%		

^{1.} All return figures from Ibbostson, Stocks Bonds Bills & Inflation 1998 Yearbook.

^{2.} Assumes a 20% allocation to the non-tax qualified fund and an 80% allocation to the tax-qualified fund.

Exhibit BEB-1

Bruce Edward Biewald

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PROFESSIONAL EXPERIENCE

Synapse Energy Economics, Inc., Cambridge, MA. President, 1996 to present. Consulting on issues of energy economics, environmental impacts, and utility regulatory policy, including electric industry restructuring, electric power system planning, performance-based regulation, stranded costs, system benefits, market power, mergers and acquisitions, generation asset valuation and divestiture, nuclear and fossil power plant costs and performance, renewable resources, power supply contracts and performance standards, green marketing of electricity, environmental disclosure, nuclear plant decommissioning and radioactive waste issues, climate change policy, environmental externalities valuation, energy conservation and demand-side management, electric power system reliability, avoided costs, fuel prices, purchased power availability and cost, dispatch modeling, economic analysis of power plants and resource plans, and risk analysis.

Tellus Institute, Boston, MA. Senior Scientist and Manager of the Electricity Program, 1989 to 1996. Responsible for research and consulting on all aspects of electric system planning, regulation, and restructuring. Research Associate, later Associate Scientist, 1980 to 1988.

EDUCATION

Massachusetts Institute of Technology, BS 1981, Architecture, Building Technology, Energy Use in Buildings. Harvard University Extension School, 1989/90, Graduate courses in micro and macroeconomics.

SUMMARY OF TESTIMONY, PUBLICATIONS, AND PRESENTATIONS

Expert testimony on energy, economic, and environmental issues in nearly seventy regulatory proceedings in two Canadian provinces, twenty four States, and before the Federal Energy Regulatory Commission.

Co-author of more than one hundred reports, including studies for the Electric Power Research Institute, the U.S. Department of Energy, the U.S. Environmental Protection Agency, the Office of Technology Assessment, the New England Governors' Conference, and the National Association of Regulatory Utility Commissioners.

Papers published in the Electricity Journal, the Energy Journal, Energy Policy, Public Utilities Fortnightly, and numerous conference proceedings.

Invited to speak by American Society of Mechanical Engineers, International Atomic Energy Agency, National Association of Regulatory Utility Commissioners, National Association of State Utility Consumer Advocates, National Consumer Law Center, the Latin American Energy Association (OLADE), the Swedish Environmental Protection Agency (SNV), the U.S. Environmental Protection Agency, and others.

RECENT TESTIMONY

California Public Utilities Commission (Docket 98-12-015) – July 2000 Ratemaking policy for distributed resources.

Arkansas Public Service Commission (Docket No. 00-048-R) – **June 2000** Market power analysis and modeling.

Illinois Commerce Commission (Docket No. 99-0115) – September 1999 Review of ComEd's nuclear power plant decommissioning cost estimates.

West Virginia Public Service Commission (Case No. 98-0452-E-GI) – August 1999 AEP and Allegheny Power restructuring, market power, divestiture of generation, electric system market price modeling, statistical analysis of comparable sales, and responsibility for stranded costs and gains.

Mississippi Public Service Commission (Docket No. 96-UA-389) – August 1999 Review of Entergy Mississippi, Inc. and Mississippi Power Company stranded cost filings, divestiture of generation, statistical analysis of comparable sales, responsibility for stranded costs and gains.

Connecticut Department of Public Utility Control (Docket No. 99-03-36) – July 1999 Connecticut Light and Power Company standard offer service, market prices for electricity and the influence of market power, simulation analysis of the New England electricity market.

Connecticut Department of Public Utility Control (Docket No. 99-03-35) – July 1999 United Illuminating Company standard offer service, market prices for electricity and the influence of market power, simulation analysis of the New England electricity market.

Utah Public Service Commission (Docket No. 98-2035-04) – June 1999 Cost savings expectations for the proposed merger of PacifiCorp and Scottish Power.

Washington Utilities and Transportation Commission (Docket No. UE-981627) – June 1999

Cost savings expectations for the proposed merger of PacifiCorp and Scottish Power and assessment of whether the merger is in the public interest.

Federal Energy Regulatory Commission (Docket Nos. EC98-40-00, et al.) – April 1999

Horizontal market power and barriers to entry in consideration of the proposed merger of American Electric Power Company and Central and South West Corporation.

Connecticut Department of Public Utility Control (Docket No. 99-03-04) – April 1999

Market power, market prices, and simulation modeling as related to the application of United Illuminating Company for recovery of stranded costs.

Connecticut Department of Public Utility Control (Docket No. 99-02-05) – April 1999

Market power, market prices, and simulation modeling as related to the application of Connecticut Light & Power Company for recovery of stranded costs.

Maryland Public Service Commission (Case No. 8797) – January 1999

Simulation analysis of the ECAR market and projected market prices for electricity for estimation of Potomac Electric Company's stranded generation costs and unbundled rates.

Maryland Public Service Commission (Case No. 8795) – December 1998

Simulation analysis of the PJM market and projected market prices for electricity for estimation of Delmarva Power and Light Company's stranded generation costs and unbundled rates.

Maryland Public Service Commission (Cases Nos. 8794 and 8804) – December 1998

Simulation analysis of the PJM market and projected market prices for electricity for estimation of Baltimore Gas and Electric Company's stranded generation costs and unbundled rates.

Vermont Public Service Board (Docket No. 6107) – September 1998

Excess capacity, used & useful, and the economics of Green Mountain Power's purchase from Hydro Quebec.

Mississippi Public Service Commission (Docket No. 96-UA-389) – September 1998 Analyses of market concentration and market power, behavior of affiliated companies, need for an independent system operator.

California Public Utilities Commission (Application No. 97-12-020) – July 1998 Nuclear power plant decommissioning and radioactive waste disposal. Also, rebuttal testimony in August.

Federal Energy Regulatory Commission (Docket No. EC97-46-000) – June 1998

Affidavit on market power implications of the proposed merger between Allegheny Power System and Duquesne Light Company.

New Jersey Board of Public Utilities (Docket Nos. EX4120585Y, EO97070460, and EO97070463) – March 1998

Economic and environmental benefits of energy efficiency, including estimation of marginal air emissions from the PJM System. (Joint testimony with Nathanael Greene, Edward Smeloff, and Thomas Bourgeois.)

Vermont Public Service Board (Docket No. 6018) – February 1998

Excess capacity and the economics of Central Vermont Public Service Company's purchase from Hydro Quebec.

Public Service Commission of Maryland (Case No. 8774) – February 1998 Market power implications of the APS-DQE merger.

Federal Energy Regulatory Commission (Docket Nos. OA97-237-000 and ER97-1079-000) – January 1998

Market power in New England electricity markets.

British Columbia Utilities Commission – November 1997

British Columbia Hydro and Power Authority Wholesale Transmission Services Application.

Pennsylvania Public Utility Commission (Docket R-00973981) – November 1997 West Penn Power Company Restructuring Plan. Environmental disclosure, consumer education, and allocation of default customers.

Pennsylvania Public Utility Commission (Docket R-00974104) – November 1997 Duquesne Light Company Restructuring Plan. Environmental disclosure, consumer education, nuclear decommissioning, and allocation of default customers. Also surrebuttal testimony in December 1997.

Mississippi Public Service Commission (Docket No. 97-UA-496) – **November 1997** Petition of Mississippi Power Company for a Certificate of Public Convenience and Necessity Authorizing Construction of a Generating Plant in Jackson County.

Pennsylvania Public Utility Commission (Docket Nos. R-00973953 and P-00971265) – November 1997

Application of PECO Energy Company for approval of its restructuring plan and petition on Enron Energy Services Power, Inc. for approval of an electric competition and customer choice plan. Allocation of default customers.

Vermont Public Service Board (Docket No. 5983) - October 1997

Excess capacity and the economics of Green Mountain Power Company's purchase from Hydro Quebec. Also rebuttal testimony in December 1997 and supplemental rebuttal testimony in January 1998.

Pennsylvania Public Utility Commission (Docket No. R-00973953) – September 1997 Joint petition for partial settlement of PECO Energy Company's proposed restructuring plan and application for a qualified rate order. Environmental disclosure, nuclear decommissioning and spent fuel.

Pennsylvania Public Utility Commission (Docket No. R-00974009) – September 1997 Pennsylvania Electric Company's Restructuring Plan. Environmental disclosure, customer education, and nuclear issues.

Pennsylvania Public Utility Commission (Docket No. R-00974008) – September 1997 Metropolitan Edison Company's Restructuring Plan. Environmental disclosure, customer education, and nuclear issues.

Indiana Legislature, Regulatory Flexibility Committee -- September 23, 1997. Testimony on "Electric Industry Restructuring To Benefit Consumers and the Environment: Stranded Costs, Nuclear Issues, and Air Emissions."

Pennsylvania Public Utility Commission (Docket No. R-00973954) – June 1997 Pennsylvania Power & Light Company's Restructuring Plan. Environmental disclosure, customer education, PJM market structure, nuclear decommissioning and spent fuel, rate design for stranded cost recovery. Also, surrebuttal testimony in August.

Pennsylvania Public Utility Commission (Docket No. R-00973953) – June 1997 PECO Energy Company's Restructuring Plan. Environmental disclosure, PJM market structure, nuclear decommissioning and spent fuel.

New York Public Service Commission (Case 96-E-0897) -- April 1997 Consolidated Edison Company's Plans for Electric Rate Restructuring. Analysis of market power in the New York City load pocket.

Pennsylvania Public Utility Commission (Docket No. R-00973877) -- February 1997 Application of PECO Energy Company for Issuance of a Qualified Rate Order. Nuclear power plant decommissioning costs, stranded cost recovery, and securitization.

For a list of testimony prior to 1997 please see www.synapse-energy.com.

RECENT REPORTS

Electricity Market Distortions Associated With Inconsistent Air Quality Regulations, by Tim Woolf, Bruce Biewald, and David White for the Project for Sustainable FERC Energy Policy, November 18, 1999.

Avoided Energy-Supply Costs for Demand-Side Management Screening in Massachusetts, a Resource Insight report for the AESC Study Group, by Rachel Brailove, Paul Chernick, Susan Geller, Bruce Biewald, and David White, July 7, 1999.

Comments on the Scope of Issues for FERC Staff's Environmental Assessment of the Proposed Rule on RTOs by the Project for Sustainable FERC Energy Policy on behalf of Multiple Parties, prepared by Terry Black and Bruce Biewald, June 14, 1999.

Stranded Nuclear Waste: Implications of Electric Industry Deregulation for Nuclear *Plant Retirements and Funding for Decommissioning and Spent Fuel*, by Bruce Biewald and David White, January 15, 1999.

New England Tracking System, a report to the New England Governors' Conference, Inc., funded by a grant from the U.S. Environmental Protection Agency, prepared with Environmental Futures, Inc. and Tellus Institute, October 1998.

The Role of Ozone Transport In Reaching Attainment in the Northeast: Opportunities, Equity and Economics, a Synapse Energy Economics report for the Northeast States for Coordinated Air Use Management, by Tim Woolf, David White, Bruce Biewald, and William Moomaw, July 1998.

Competition and Market Power in Northern Maine Electricity Market, a Synapse Energy Economics report for the Maine Public Utilities Commission, by Tim Woolf, Bruce Biewald, and Duncan Glover, November 24, 1998.

Grandfathering and Environmental Comparability: An Economic Analysis of Air Emission Regulations and Electricity Market Distortions, a Synapse Energy Economics report for the National Association of Regulatory Utility Commissioners, by Bruce Biewald, David White, Tim Woolf, Frank Ackerman, and William Moomaw, June 11, 1998.

Analysis of Market Power in the APS and Duquesne Service Territories, prepared for the Maryland Office of People's Counsel, by Bruce Biewald and David White, February 9, 1998.

Performance-Based Regulation in a Restructured Electric Industry, a Synapse Energy Economics report for the National Association of Regulatory Utility Commissioners, by Bruce Biewald, Tim Woolf, Peter Bradford, Paul Chernick, Susan Geller, and Jerrold Oppenheim, November 8, 1997.

Massachusetts Electric Utility Stranded Costs, a Synapse Energy Economics report for MASSPIRG, Union of Concerned Scientists, Clean Water Action, Massachusetts Citizens for Safe Energy, and Public Citizen, by Bruce Biewald, Tim Woolf, and Marc Breslow, November 4, 1997.

Horizontal Market Power in New England Electricity Markets: Simulation Results and a Review of NEPOOL's Analysis, prepared for the New England Conference of Public Utility Commissioners, by Bruce Biewald, David E. White, and William Steinhurst, June 11, 1997 (a draft was published as Vermont DPS Technical Report No. 39 in March, 1997).

Zero Carbon Electricity: The Essential Role of Efficiency and Renewables in New England's Electricity Mix, a Tellus Institute report for the Boston Edison Company Settlement Board, by Bruce Biewald, Tim Woolf, Bill Dougherty, and Daljit Singh, April 30, 1997.

Full Environmental Disclosure for Electricity: Tracking and Reporting Key Information, a Regulatory Assistance Project report funded by the Pew Charitable Trusts, the Joyce-Mertz Gilmore Foundation, the U.S. EPA, and the U.S. DOE, by David Moskovitz, Tom Austin, Cheryl Harrington, Bruce Biewald, David E. White, and Robert Bigelow, March 1997.

Restructuring the Electric Utilities of Maryland: Protecting and Advancing Consumer Interests, for the Maryland People's Counsel, by Paul Chernick, Jonathan Wallach, Susan Geller, John Plunkett, Roger Colton, Peter Bradford, Bruce Biewald, and David Wise, February 20, 1997.

Sustainable Electricity for New England: Developing Regulatory and Other Governmental Tools to Promote and Support Environmentally-Sustainable Technologies in the Context of Electric Industry Restructuring, a report to the New England Governors' Conference, by Bruce Biewald, Max Duckworth, Gretchen McClain, David Nichols, Richard Rosen, and Steven Ferrey, Tellus No. 95-310, January 1997.

For a list of reports prior to 1997 please see www.synapse-energy.com.

RECENT PAPERS

Follow the Money: A Method for Tracking Electricity for Environmental Disclosure," Bruce Biewald, David White, and Tim Woolf, The Electricity Journal, May 1999.

Book Review of "U.S. Utility Mergers and the Restructuring of the New Global Power Industry," in *Energy*, October 1998.

"Implications of Premature Nuclear Plant Closures: Funding Shortfalls for Nuclear Plant Decommissioning and Spent Fuel Transportation and Storage," Bruce Biewald and David White, prepared for the United States Association for Energy Economics and International Association for Energy Economics, 19th Annual North American Conference, Albuquerque, NM, October 1998.

"Efficiency, Renewables and Gas: Restructuring as if Climate Mattered," Tim Woolf and Bruce Biewald, *The Electricity Journal*, January/February 1998.

"Green Electricity: Tracking Systems for Environmental Disclosure," B. Biewald and J.A. Ramey, proceedings of WINDPOWER '97, the American Wind Energy Association's annual conference in Austin, Texas, forthcoming.

"Competition and Clean Air: The Operating Economics of Electricity Generation," *The Electricity Journal*, January/February 1997.

For a list of papers prior to 1997 please see www.synapse-energy.com.

RECENT PRESENTATIONS

(Note: Presentations that were accompanied by a written paper are listed in the section for "papers," above.)

Presentation on "How Green is Green? Verifying Energy Advertising Claims," at the New England Conference of Public Utility Commissioners Symposium, Bretton Woods, New Hampshire, May 25, 1999.

Presentation on "Consumer Perspectives on Market Power – Case Studies from New England, New York, PJM, and Mississippi," IBC Conference on Market Power, Washington DC, May 24, 1999.

Presentation on "Grandfathering and Environmental Comparability," at the National Association of Regulatory Utility Commissioners 1998 Summer Committee Meetings, Seattle, July 26, 1998.

Presentation on "Tracking Electricity in the New England Market," at the National Association of Regulatory Utility Commissioners 1998 Summer Committee Meetings, Seattle, July 26, 1998.

Presentation on "Tracking Electricity in the New England Electricity Market," at the National Council on Competition and the Electricity Industry National Executive Dialogue on Customers' Right to Know, Chicago, May 13, 1998.

Presentation on "Comparable Environmental Regulations in a Restructured Electricity Industry: The Grandfathering Effect," National Association of Regulatory Utility Commissioners meeting in Washington, D.C., March 1, 1998. Presentation on "Market Power in Electricity Generation," National Consumer Law Center Conference, Washington, D.C., February 9, 1998.

Presentation on "Electricity Market Power in New England," Massachusetts Electric Industry Restructuring Roundtable, Boston, December 15, 1997.

Presentation on wind power development and air quality, National Wind Coordinating Committee New England Wind Issues Forum, Boston, November 7, 1997.

Invited speaker on market power, National Association of State Utility Consumer Advocates meeting in Boston, November 12, 1997.

Presentation on "Distortions to Future and Current Competitive Electric Energy Markets Due to Grandfathering Environmental Regulations of Electric Power Plants," National Association of Regulatory Utility Commissioners meeting in Boston, November 9, 1997.

Presentation on "Electric Industry Restructuring as if the Environment Mattered," Boston Area Solar Energy Association, October 9, 1997.

Invited speaker on "Modeling Market Power in Electricity Generation," National Association of Regulatory Utility Commissioners meeting in San Francisco, July 22, 1997.

Presentation on "Performance-Based Regulation in a Restructured Electric Industry," National Association of Regulatory Utility Commissioners meeting in San Francisco, July 20, 1997.

Presentation on "State Initiatives and Regional Issues," New England Governors' Conference Workshop on Restructuring and Environmentally Sustainable Technologies, Warwick, Rhode Island, March 25, 1997.

For a list of presentations prior to 1997 please see www.synapse-energy.com.