STATE OF INDIANA

BEFORE THE INDIANA UTILITY REGULATORY COMMISSION

IN THE MATTER OF THE COMMISSION'S)
INVESTIGATION, UNDER IC 8-1-2-58 AND 59,)
INTO THE PROPOSED TERMINATION OF THE)
OPERATING AGREEMENT BETWEEN PSI)
ENERGY, INC. AND CINCINNATI GAS &) CAUSE NO. 41954
ELECTRIC COMPANY APPROVED BY THE)
COMMISSION MARCH 29, 1994)
)
RESPONDENT: PSI ENERGY, INC.)

DIRECT TESTIMONY AND EXHBITS OF BRUCE BIEWALD

ON BEHALF OF

CITIZENS ACTION COALITION OF INDIANA, INC.

JUNE 22, 2001

Cause No. 41954 Exhibit CAC-1
Page 1 of 40

Q.	PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.
A.	My name is Bruce Biewald. My business address is 22 Pearl Street,
	Cambridge, Massachusetts 02139.
Q.	BY WHOM ARE YOU EMPLOYED AND IN WHAT CAPACITY?
A.	I am President of Synapse Energy Economics, Inc., a consulting company
	specializing in economic and policy analysis of electricity restructuring,
	particularly issues of market power, electricity market prices, consumer
	protection, 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-five states and two Canadian provinces. I have co-authored more
	than one hundred reports, including studies for the Electric Power Research
	A. Q. A.

Cause No. 41954 Exhibit CAC-1
Page 2 of 40

1		Institute, the U.S. Department of Energy, the U.S. Environmental Protection
2		Agency, the Office of Technology Assessment, the New England Governors'
3		Conference, the New England Conference of Public Utility Commissioners,
4		and the National Association of Regulatory Utility Commissioners. My
5		papers have been published in the Electricity Journal, Energy Journal,
6		Energy Policy, Public Utilities Fortnightly and numerous conference
7		proceedings, and I have made presentations on the economic and
8		environmental dimensions of energy throughout the U.S. and internationally.
9		I also have consulted for federal agencies, including the Department of
10		Energy, the Department of Justice, the Environmental Protection Agency,
11		and the Federal Trade Commission. My resume is provided here as Exhibit
12		<u>CAC-2</u> .
13		
14	Q.	HAVE YOU PREVIOUSLY TESTIFIED IN INDIANA?
15	A.	Yes. I previously testified before the Commission regarding NIPSCO system
16		reliability and excess capacity in Cause No. 38045 in November, 1986 and
17		regarding stranded costs in the Forum on Electric Industry Competition in
18		November, 1996. I also testified regarding various aspects of electric utility
19		restructuring before the Indiana Energy Conference in October, 1996 and the
20		Regulatory Flexibility Committee of the Indiana General Assembly in
21		September, 1997.

Cause No. 41954 Exhibit CAC-1
Page 3 of 40

1	Q:	ON WHOSE BEHALF DO YOU APPEAR IN THIS PROCEEDING?
2	A:	On behalf of the Citizens Action Coalition of Indiana, Inc.
3		
4	Q:	WHAT IS THE PURPOSE OF YOUR TESTIMONY?
5	A:	The Citizens Action Coalition has asked me to summarize the current
6		Operating Agreement and the benefits it provides to PSI and its Indiana
7		customers. I will also describe the principal provisions of the interim
8		settlement reached among the parties in FERC Docket ER01-200-001
9		regarding termination of the Cinergy Operating Agreement. I have also been
10		requested to review and respond to the outline proposals filed in the FERC
11		docket on behalf of Cinergy regarding replacement generation and
12		transmission coordination agreements among PSI, Cincinnati Gas & Electric
13		Company ("CG&E"), Cinergy Power Investments, Inc. ("CPI"), and Cinergy
14		Services, Inc. Finally, I will comment on the report filed by the
15		Commission Staff on June 1, 2001, in this proceeding.
16		
17	Q:	PLEASE DESCRIBE THE CITIZENS ACTION COALITION OF
18		INDIANA, INC.?
19	A:	Citizens Action Coalition of Indiana, Inc. is a not-for-profit membership
20		corporation organized under the laws of the State of Indiana. Its principal
21		office is located at 5420 North College Avenue, Indianapolis, Indiana, 46220
22		The organization has over 300,000 members and contributors in the State of

Cause No. 41954 Exhibit CAC-1
Page 4 of 40

1		Indiana. Its members and contributors are predominantly residential
2		customers, but also include business customers of Indiana electric utilities.
3		Its members and contributors purchase substantial amounts of electricity for
4		use in their homes and businesses from Cinergy's affiliate, PSI Energy, Inc.,
5		and they will be directly affected by Cinergy's termination of the Operating
6		Agreement, and therefore by the outcome of this proceeding. The
7		organization also was an intervener in the proceeding in which the IURC
8		approved the Operating Agreement in 1994. See In re Reorganization of PSI
9		Resources, Inc. and Cincinnati Gas & Electric Company into Cinergy Corp.,
10		Cause No. 39897 (Ind. Util. Reg. Comm'n, Mar. 29, 1994).
11		
12		CURRENT OPERATING AGREEMENT AND ITS BENEFITS TO PSI
13	Q.	PLEASE BRIEFLY SUMMARIZE THE CURRENT OPERATING
14		AGREEMENT.
15	A.	Under the Operating Agreement, Cinergy Services provides centralized
16		dispatch of the PSI and CG&E utility systems, coordination of power
17		purchases and sales, central planning for new generation, coordinated
18		compliance with environmental regulations, coordinated transmission
19		services and planning, and an opportunity for capacity sales between the two
20		utilities. I describe each of these beneficial services below. A copy of the
21		Operating Agreement is included as Exhibit CAC-3 .

Cause No. 41954 Exhibit CAC-1
Page 5 of 40

1	Q.	DOES PSI BENEFIT FROM CENTRALIZED DISPATCH?
2	A.	Yes. Under Section 4.04 of the Operating Agreement, through coordinated,
3		centralized dispatch, PSI is able to take advantage of lower cost resources
4		from CG&E whenever those resources are available. This is probably the
5		most readily quantified benefit of the Operating Agreement.
6		
7	Q:	WHEN THE MERGER WAS UNDER CONSIDERATION IN 1993, DID
8		PSI PROJECT CENTRALIZED DISPATCH SAVINGS?
9	A:	Yes. In 1993, PSI projected that its share of production cost savings during
10		the first ten years of the merger would be approximately \$95.7 million. Of
11		this amount, \$45.1 million would be realized over the last four years of the
12		forecast period. (PSI Exhibit MFM, at 16, PSI Exhibit MFM-2, Indiana
13		Utility Regulatory Commission Cause Nos. 39646 and 39584-S1).
14		
15	Q:	WHAT HAS ACTUALLY HAPPENED?
16	A:	To date, actual savings are on track to exceed the projected savings. Cinergy
17		has estimated that since 1994, central dispatch has actually provided nearly
18		\$110 million in savings from the combined system, as follows:
19 20 21 22 23 24		1994 \$1,927,712 (November and December only) 1995 \$14,157,509 1996 \$10,167,617 1997 \$18,770,381 1998 \$13,100,850 1999 \$23,091,068
25		2000 \$27,875,606

Cause No. 41954 Exhibit CAC-1
Page 6 of 40

1		(From OUCC-01-006 and CACI-CNG-5).
2		The annual average savings to PSI is approximately \$8.8 million. Thus, PSI
3		and its ratepayers have benefited significantly from centralized dispatch.
4		
5	Q.	DOES PSI BENEFIT FROM COORDINATED POWER PURCHASES
6		AND SALES UNDER THE OPERATING AGREEMENT?
7	A.	Yes. Under Sections 4.04c and 4.05 of the Operating Agreement, when
8		opportunities arise to purchase or sell power at attractive terms, Cinergy is
9		able to combine and coordinate such purchases or sales based on the
10		combined needs of both PSI and CG&E and then share the costs or proceeds
11		on an equitable basis between both companies.
12		
13	Q.	WHAT ARE THE MONETARY BENEFITS OF COORDINATED
14		PURCHASES AND SALES TO PSI?
15	A.	Cinergy's responses to our discovery requests have not provided a clean
16		breakdown of PSI's savings. However, based on the aggregate numbers
17		provided, these savings appear substantial. (Cinergy response to CACI-
18		CNG-6)
19		
20	Q.	DOES PSI BENEFIT FROM CENTRAL PLANNING FOR NEW
21		GENERATION UNDER THE OPERATING AGREEMENT?

Cause No. 41954 Exhibit CAC-1
Page 7 of 40

1	A.	Yes. Through coordinated central planning under Section 4.02a of the
2		Operating Agreement, Cinergy can plan new generation resources in a way
3		that reduces costs for both PSI and CG&E due to the greater size and
4		diversity of their combined systems. To be more specific, PSI testified to the
5		Indiana Utility Regulatory Commission that its planning reserve margin
6		could be reduced three (3) percent because of the merger with CG&E due to
7		the increased size and diversity of the combined generating system. (PSI
8		Exhibit DLJ, at 22-23, Indiana Utility Regulatory Commission Cause Nos.
9		39646 & 39584-S1).
10		
11	Q:	WHAT ARE THE BENEFITS OF A LOWER PLANNING RESERVE
12		MARGIN?
13	A:	Due to a lowered reserve margin, the synergistic mix of PSI and CG&E
14		generation, and more economically sized future units, PSI projected that the
15		Cinergy merger would result in the cancellation or deferral of approximately
16		250 to 300 megawatts of new capacity over a twenty-year planning horizon.
17		(PSI Exhibit DLJ, at 28, Indiana Utility Regulatory Commission Cause Nos.
18		39646 & 39584-S1).
19		
20	Q:	WHAT ARE THE MONETARY BENEFITS OF CENTRALIZED
21		PLANNING?

Cause No. 41954 Exhibit CAC-1
Page 8 of 40

1	A:	PSI projected in 1993 that its share of the cumulative capacity savings over
2		the first ten years following the merger would total \$185 million. Of this
3		amount, \$109 million was expected to accrue in the last four years of the ten-
4		year forecast period. (PSI Exhibit MFM, at 12 and Ex. MFM-1, Indiana
5		Utility Regulatory Commission Cause Nos. 39646 & 39584 S-1).
6		
7	Q.	DOES PSI BENEFIT FROM COORDINATED ENVIRONMENTAL
8		COMPLIANCE PLANNING UNDER THE OPERATING AGREEMENT?
9	A.	Yes.
10		
11	Q.	PLEASE EXPLAIN.
12	A.	Understanding the benefits of coordinated environmental compliance
13		planning requires some explanation of the evolution of environmental
14		regulations. In the past, when environmental regulators focused on a
15		"command and control" approach to regulating specific power plants on an
16		individual basis, it may have been reasonable to think of environmental
17		compliance as being somewhat separate from system planning, and as
18		applying to the particular plants owned by each of the operating companies.
19		However, environmental regulations have increasingly allowed emission
20		allowance trading among utilities and other electric power generators, and
21		system-wide environmental compliance programs. Examples of systemwide
22		compliance programs include the sulfur dioxide "cap and trade" program in

Cause No. 41954 Exhibit CAC-1
Page 9 of 40

1		the Federal Clean Air Act Amendments of 1990, and the U.S. Environmental
2		Protection Agency's recently promulgated nitrogen oxide control regulations.
3		
4	Q:	WHAT IMPLICATIONS DO THESE SYSTEMWIDE ENVIRONMENTAL
5		COMPLIANCE REQUIREMENTS HAVE FOR CINERGY?
6	A:	At the time of the merger in 1994, PSI and CG&E committed in the
7		Operating Agreement (Section 4.01.d) to do post-2000 compliance on a
8		company-wide, least-cost basis. This company-wide approach allows
9		compliance planning to be integrated with system planning, and allows it to
10		be done in a way that achieves the most cost-effective opportunities to reduce
11		emissions of regulated pollutants. By sharing the costs of the Compliance
12		Plan, PSI and CG&E will be able to meet their obligations at less cost than if
13		each had developed its own plan. As I explain below, environmental
14		compliance costs are very high; therefore, the savings are significant.
15		
16	Q.	DOES PSI BENEFIT FROM CAPACITY PURCHASES AND SALES?
17	A.	Yes. Section 4.03 of the Operating Agreement addresses capacity purchases
18		and sales. Although there have not been any capacity purchases or sales
19		between PSI and CG&E, in part due to a five-year moratorium on such
20		exchanges, this is a benefit that PSI could find extremely valuable in the
21		remaining four years of the Agreement.

Cause No. 41954 Exhibit CAC-1
Page 10 of 40

1	Q:	PLEASE EXPLAIN?
2	A:	Under the Operating Agreement, these exchanges would be based on the
3		embedded cost of an existing peaker unit. When the Agreement terminates,
4		PSI will have to purchase capacity at market prices that, given recent
5		experience, are likely to be substantially higher than the cost of existing
6		generation units.
7		
8	Q.	GIVEN THESE BENEFITS UNDER THE CURRENT OPERATING
9		AGREEMENT, DO YOU HAVE CONCERNS REGARDING
10		TERMINATION OF THE AGREEMENT?
11	A.	Yes. On a forward-going basis, there are risks that various types of cost
12		shifting will occur between the two companies. In general, these relate to
13		activities that would be performed by Cinergy Services as joint agent for the
14		Cinergy Operating Companies in performing its power coordination and
15		central dispatch roles. I discuss my particular concerns later in my
16		testimony in the context of Cinergy's proposals for replacement generation
17		and transmission coordination agreements. These concerns can only be
18		addressed if the current Operating Agreement is replaced by successor
19		generation and transmission coordination agreements with just and
20		reasonable terms and conditions.
21		

22

Cause No. 41954 Exhibit CAC-1
Page 11 of 40

INTERIM SETTLEMENT

A.

Q. PLEASE DESCRIBE THE INTERIM SETTLEMENT REACHED BY THE
 PARTIES IN THE FERC PROCEEDINGS?

The interim settlement reached by the parties in the FERC proceedings calls for the current Operating Agreement to terminate only upon successor Section 205 agreements being filed by Cinergy and being made effective by FERC. The parties other than Cinergy reserved their rights to challenge at FERC whether the terms and conditions of those successor agreements are just and reasonable.

Cinergy committed to file proposed successor Section 205 agreements and, as necessary, an amended Service Agreement with the IURC in this cause on or before June 22, 2001. Cinergy also committed not to file proposed successor Section 205 agreements at FERC before October 16, 2001. This provides the parties to this proceeding with the opportunity to review and recommend changes to the proposed successor agreements prior to their filing at FERC. It also provides the Indiana Commission with the opportunity to review the proposed agreements, consider changes recommended by the other parties, and either accept the proposed agreements or endorse changes to them. Ultimately, however, the FERC will be the ultimate arbiter of those terms and conditions of the successor agreements that are within its exclusive jurisdiction.

From the date of termination of the existing Operating Agreement through December 31, 2004, PSI will credit its wholesale and retail native load customers an annualized aggregate amount of \$8.3 million to compensate them for joint dispatch savings that would have been realized during that period under the current Operating Agreement. Otherwise, however, the non-Cinergy parties have agreed to forego any claim in any forum for merger savings allegedly lost as a result of the replacement of the Operating Agreement pursuant to the terms of the interim settlement.

The current FERC proceeding (i.e. Docket ER01-200-000) is resolved by the settlement; all outstanding appeals of the FERC orders in that case will be dismissed with prejudice within five business days after issuance of a FERC order allowing the section 205 successor agreements to become effective; no new appeals in Docket ER01-200-000 may be initiated by any party. The current outstanding appeals will be held in abeyance pending the issuance of a FERC order allowing the Section 205 successor agreements to become effective.

After the filing of successor agreements at the IURC, and prior to the filing of the successor agreement at the FERC, the parties (other than the IURC) may not make any filings opposing the issuance by the IURC of an order with the required statutory findings under the PUHCA necessary to provide for the EWG status of CG&E generation assets transferred to the Ohio Genco. PSI and/or CG&E will make the appropriate filings requesting

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the required statutory findings on or after June 22, 2001 and the parties agreed to work in good faith to establish a procedural schedule that permits the parties other than PSI and/or CG&E to file testimony after October 16, 2001 and that facilitates an IURC decision on such filings as soon after Cinergy files the successor agreements with FERC as practicable. Provided that Cinergy files the successor agreements with FERC as contemplated by this Settlement, the other parties will not oppose the requested PUHCA statutory findings in any manner. Thereafter, none of the other parties will oppose any FERC or SEC or other filings necessary to transfer the Ohio assets. In addition, and to the extent necessary to implement the successor agreements approved by the FERC, the other parties shall not oppose the issuance by the IURC of an order with the required statutory findings under the PUHCA necessary to provide for purchases and sales between PSI and Genco, and none of the other parties will oppose such EWG findings. The other parties will not take action to delay expeditious issuance of these IURC orders. However, these commitments will cease to apply if the Operating Agreement is not replaced by successor agreements in accordance with the terms of the Settlement. Nothing in the settlement agreement is intended to supersede or be

Nothing in the settlement agreement is intended to supersede or be inconsistent with any agreements approved by the IURC in Cause No. 39897, except as provided in the settlement with respect to the Operating Agreement and the Service Agreement.

Cause No. 41954 Exhibit CAC-1
Page 14 of 40

1		The settlement is an integrated package of compromises that are
2		nonseverable. If any party commits a material breach of any provision, the
3		nonbreaching party(ies) are no longer bound by the other provisions of the
4		settlement and may seek any remedy permitted by law for the breach. If the
5		FERC makes any material modification to any provision of the settlement,
6		any party may withdraw from the settlement by giving the other parties ten
7		days prior written notice.
8		A copy of the interim settlement is included as Exhibit CAC-4 .
9	Q.	HAS THE FERC APPROVED THE INTERIM SETTLEMENT?
10	A.	The administrative law judge presiding over the FERC proceeding certified
11		the interim settlement to the FERC on May 23, 2001. By direction of the
12		Commission, FERC's Acting Secretary issued a letter ruling approving the
13		settlement on June 13, 2001. See Exhibit CAC-5 .
14		
15		CINERGY PROPOSALS FOR SUCCESSOR AGREEMENTS
16	Q.	HAS CINERGY FILED THE SUCCESSOR AGREEMENTS
17		CONTEMPLATED BY THE INTERIM SETTLEMENT?
18	A.	As of the prefiling of my testimony, Cinergy has not yet filed the successor
19		agreements contemplated by the interim settlement. While negotiations are
20		ongoing among the parties, no settlement has yet been reached. Thus, I
21		expect Cinergy to file proposed successor agreements with its testimony
22		contemporaneous with the other parties' prefilings on June 22.

Cause No. 41954 Exhibit CAC-1
Page 15 of 40

1	Q.	WHAT THEN IS THE BASIS FOR YOUR UNDERSTANDING OF
2		CINERGY'S PROPOSALS FOR SUCCESSOR AGREEMENTS?
3	A.	The negotiations among the parties are confidential. Therefore, I am basing
4		my understanding of Cinergy's proposals on the testimony of Mssrs.
5		Esamann and Jackups in the FERC docket. This testimony is included as
6		Attachments 4 and 5 to the Staff Report filed June 1.
7	Q.	WHAT IS YOUR UNDERSTANDING OF CINERGY'S PROPOSALS
8		BASED ON THE FERC TESTIMONY OF MSSRS. ESAMAN AND
9		JACKUPS?
10	A.	Cinergy is proposing two successor agreements, a power coordination
11		agreement and a transmission administration agreement.
12		The power coordination agreement may or may not provide for joint
13		dispatch of the PSI and CG&E generating facilities. In either event, power
14		exchanges between PSI & CG&E (or CPI after transfer of the Ohio
15		generating assets pursuant to the provisions CG&E's generation deregulation
16		order) at market price rather than embedded cost. If the agreement calls for
17		joint dispatch, it would also permit Cinergy to discontinue joint dispatch
18		upon reasonable notice and without further regulatory review. However, PSI
19		and CG&E/CPI would continue to coordinate their purchases and sales of
20		power to the wholesale market when it was mutually advantageous to do so.
21		PSI and CG&E/CPI would plan future changes to their generating systems
22		separately. The Operating Companies would also comply with

Cause No. 41954 Exhibit CAC-1
Page 16 of 40

environmental laws on a separate basis, except Cinergy would reserve the option of engaging in joint compliance when environmental laws and regulations treat them as a single system for compliance purposes. Cinergy could terminate the power coordination agreement with six months notice without regulatory review.

The transmission administration agreement would continue to provide for operation of the PSI and CG&E transmission systems as a single system. However, the costs and benefits of transmission system operation going forward would be allocated somewhat differently between the Operating Companies than at present.

Q. WHAT ARE YOU PRINCIPAL CONCLUSIONS REGARDING

CINERGY'S PROPOSALS?

A.

I conclude that the Cinergy proposals will not result in successor agreements that are just and reasonable as contemplated by the interim settlement. In particular, the proposed power coordination agreement is likely to cause future harm to PSI if necessary financial and operational safeguards are not in place to protect against cross-subsidization and conflict-of-interest problems inherent in Cinergy Services serving simultaneously as agent for PSI, CG&E and CPI. I also conclude that periodic reports should be filed with the FERC and IURC in order to confirm that PSI will be treated fairly and that PSI's customers will be protected. The reports also will serve the valuable purpose

Cause No. 41954 Exhibit CAC-1 Page 17 of 40

1		of monitoring and documenting the extent to which PSI suffers harm due to
2		the future relationship among PSI, CG&E, CPI and Cinergy Services.
3		
4	Q.	WHAT IS YOUR OPINION OF CINERGY'S PROPOSED STANDARD
5		FOR AVOIDING HARM TO PSI UNDER ITS POWER COORDINATION
6		AGREEMENT?
7	A.	As described in Mr. Esamann's testimony in the FERC proceeding, Cinergy's
8		proposal was that PSI would be "held harmless" as a result of the
9		replacement of the Operating Agreement so long as power exchanges
10		between PSI and CG&E are continued at a "market price." (CSI-1 at 4, 21-
11		23) This is an inappropriate standard and was effectively modified by the
12		parties in the interim settlement.
13		
14	Q.	HOW SHOULD PSI BE "HELD HARMLESS" FOR THE
15		REPLACEMENT OF THE OPERATING AGREEMENT?
16	A.	As discussed in more detail below, PSI should be "held harmless" through: a)
17		the compensation provided in the interim settlement for termination of the
18		current Operating Agreement prior to December 31, 2004; and b) adequate
19		protections against cross-subsidy and conflict-of-interest on a "going
20		forward" basis after the current Operating Agreement is terminated and
21		successor agreements are in effect.
22		

Cause No. 41954 Exhibit CAC-1
Page 18 of 40

1	Q.	SHOULD THE CURRENT OPERATING AGREEMENT BE REPLACED
2		RATHER THAN SIMPLY AMENDED?
3	A:	Given the circumstances described in Cinergy's FERC testimony, yes, but
4		only if the operations of PSI, CG&E and CPI, and their relationship, are
5		subject to successor agreements which include the strict regulatory conditions
6		described in my testimony.
7		
8	Q:	WHAT DO YOU MEAN?
9	A:	Cinergy's FERC testimony clearly establishes that it would be inappropriate
10		to continue the current Operating Agreement indefinitely and without major
11		change given the different regulatory structures and business plans under
12		which PSI and CG&E now operate. (CSI-1 at 3-4, 13-18; CSI-2 at 3; CSI-3
13		at 3-8). Likewise, any new relationship and agreements between the two
14		companies must be developed in light of these same regulatory and business
15		considerations. But, it is difficult to conceive of PSI and CG&E continuing
16		to function as the two principal operating companies of Cinergy without
17		approved successor agreements to replace the current Operating Agreement.
18		The interim settlement recognizes this reality. So does Cinergy's testimony
19		at FERC. But, Cinergy's proposals for successor agreements are flawed.
20		
21	Q:	PLEASE EXPLAIN.

Cause No. 41954 Exhibit CAC-1
Page 19 of 40

1	A:	In the first place, Cinergy's proposal to continue energy exchanges between
2		the two companies at a "market price" is problematic.
3		
4	Q:	WHY?
5	A:	Without the capacity margin equalization requirement of the current
6		Operating Agreement, a significant imbalance in energy transfers between
7		PSI and CG&E could develop over time, especially if PSI is constructing new
8		installed capacity while CG&E is divesting it, as Cinergy is apparently
9		contemplating. (CSI-1 at 14, 18-19; CSI-3 at 5, 7) Additionally, Cinergy has
10		not demonstrated that its proposed "Cinergy Hub" market price is an
11		appropriate proxy to use for these exchanges. There are two related
12		concerns: first, does the "Cinergy Hub" have enough volume of transactions
13		to make it an appropriate proxy price; second, can CG&E or its affiliates
14		effectively influence the Cinergy Hub price through their own transactions.
15		
16	Q.	WHY DO YOU QUESTION THE ADEQUACY OF THE VOLUME OF
17		TRANSACTIONS AT THE "CINERGY HUB?"
18	A.	We have only very limited data on the total volume of transactions for the
19		Cinergy Hub, and for Cinergy's share of those transactions. Therefore, I have
20		an insufficient basis to conclude that the volume of transactions is sufficient
21		to provide a reliable index for pricing energy exchange between PSI and

Cause No. 41954 Exhibit CAC-1
Page 20 of 40

CG&E. There are also several other reasons to be concerned with Cinergy's proposal to use the Cinergy Hub price.

First, is the lack of analysis provided on activity in the Cinergy market. Cinergy should be required to provide sufficient analysis to allow other parties and the Commission to understand whether and to what extent the market is robust and whether and to what extent Cinergy's own trading activities might influence the market price.

Second, circumstances can change over time in ways that can make a particular market indicator less useful. For example, NYMEX listings for Cinergy Electricity, once active, now report "no recent trading activity" for this market.

Third, the prices typically reported for electricity markets are for a somewhat informal sampling of transactions. For example, the prices reported in "Power Markets Week" are "collected exclusively by Power Markets Week reporters in a daily survey of marketers, utilities and brokers." They may represent only a small portion of the actual trades, and the reported trades are not indexed or volume weighted. Similarly, Megawatt Daily's Market Report lists prices for various electricity markets based upon surveys of particular market participants. Such data may not be comprehensive or entirely accurate. Also, it may be possible for an individual company to influence the *reported* market price, even if it could not influence the *actual* market price.

Cause No. 41954 Exhibit CAC-1 Page 21 of 40

1		Finally, there is the lack of independent market monitoring.
2		Independent System Operators, such as those in PJM, New York, and New
3		England, have responsibility for monitoring market behavior and reporting
4		(or in some cases mitigating) market power. The lack of a market monitoring
5		function in the Cinergy market makes the Cinergy Hub prices unreliable for
6		purposes of pricing energy transactions between PSI and CG&E.
7		
8	Q.	WHY ARE YOU CONCERNED THAT CG&E OR ITS AFFILIATES
9		MIGHT BE ABLE TO INFLUENCE THE CINERGY HUB PRICE?
10	A.	If CG&E or its affiliates represent a large share of the market activity at the
11		Cinergy Hub, then it is likely that their actions in the market will be able to
12		increase or decrease the price at the Cinergy Hub. There will be situations in
13		which shareholders of Cinergy as a whole would benefit from a higher
14		market price. For example, if CG&E were selling energy to PSI, then a
15		higher price for those transactions would tend to mean higher net revenue to
16		Cinergy shareholders, since the costs on the PSI side would generally be
17		recovered from regulated customers.
18		Conversely, in situations with PSI selling energy to CG&E, Cinergy
19		shareholders would tend to favor a lower market price for those transactions.
20		The pricing of power exchanges is, of course, only one reason of many that
21		Cinergy may prefer a higher or lower Cinergy Hub price at any particular
22		point in time but it is worrisome. If Cinergy has the ability and the

Cause No. 41954 Exhibit CAC-1
Page 22 of 40

1	incentive to manipulate the price for the market index being used to price
2	inter-affiliate transactions, that is a problem for Indiana customers.
_	

Q. ARE THERE OTHER EXAMPLES OF POTENTIAL PROBLEMS WITH CINERGY'S PROPOSALS?

A. Yes. They include central dispatch, capacity sales between entities,
 environmental compliance, and transmission system operations.

9 Q. WHAT ARE THE PROBLEMS RELATED TO CENTRAL DISPATCH?

A. On a day-to-day basis, even though the PSI and CG&E systems will no longer be jointly dispatched based on marginal generation costs, system operators in the central dispatch center will make decisions as to which generation units at each Operating Company will run or not run and how units will be ramped up and down. Longer-term decisions on when units can take maintenance outages will also be made. All of these decisions, previously made systemwide based on unit operating costs, performance history, and with a formula for sharing savings among PSI, CG&E and their affiliates, will now be made for each operating company using different but unspecified criteria. Generation owned by PSI and its affiliates will still be subject to cost-based rate regulation; generation owned by CG&E and its affiliates will not; in fact CG&E may sell its generation assets to a subsidiary or exit the generation business entirely. The Cinergy system operators will

Cause No. 41954 Exhibit CAC-1 Page 23 of 40

1		face a "no win" situation, with each of their decisions subject to second-
2		guessing from the conflicting perspectives of generation owners who may
3		have benefited differently and significantly if an alternative choice had been
4		made. In essence, Cinergy Services' system operators will have to decide
5		whether to maximize CG&E profits to the benefit of Cinergy shareholders or
6		to minimize PSI costs to the benefit of Indiana customers.
7		
8	Q.	WHAT ARE THE PROBLEMS RELATED TO CAPACITY SALES?
9	A.	As with energy sales, a challenging issue is how to devise a system for
10		exchanges that is fair to both PSI, which Cinergy plans will retain a relatively
11		stable but increasing amount of installed capacity, and CG&E, which Cinergy
12		expects to have periodic fluctuations in its declining amount of installed
13		capacity due to losses of native load, sales of existing plants, and a calculated
14		decision to rely more heavily on market resources.
15		
16	Q.	WHAT DOES CINERGY PROPOSE?
17	A.	Cinergy proposes to rely on a "market price" to determine the value of
18		capacity exchanges. (CSI-1 at 21-23; CSI-3 at 8).
19		
20	Q.	ARE THERE RISKS TO THIS APPROACH?
21	A.	Yes, it can be subject to gaming by the entity that can vary its own capacity
22		commitments while having preferred access to another entity's excess

Cause No. 41954 Exhibit CAC-1 Page 24 of 40

1		capacity. Alternatively, one entity might devise a way to acquire a
2		substantial amount of available excess capacity and bid it at a high market
3		price to the detriment of other entities that must purchase all or a portion of
4		that excess capacity. Problems of this type have occurred in wholesale
5		electricity markets, specifically in the New England market.
6		
7	Q.	HAS FERC ADDRESSED THIS PROBLEM?
8	A.	To date, FERC has been able to address this problem in New England only
9		on a prospective basis. The New England Independent System Operator used
10		its market monitoring authority to prevent some abuses but is still trying to
11		identify a long-term solution. (EL00-62-001/2 and ER00-2052-002/3, FERC
12		Order of 6/28/00) It is important to address the potential for abuse through
13		effective market structures and procedures that prevent gaming rather than
14		trying to identify and penalize gaming actions after the fact. The successor
15		power coordination agreement should expressly provide for such structures
16		and procedures.
17		
18	Q.	WHAT ARE YOUR CONCERNS WITH JOINT ENVIRONMENTAL
19		PLANNING AND COMPLIANCE AFTER TERMINATION OF THE
20		OPERATING AGREEMENT?
21	A.	While joint compliance planning offers opportunities for savings, it does not
22		make sense in a context where the two operating companies have such

Cause No. 41954 Exhibit CAC-1 Page 25 of 40

1		different and conflicting interests. Joint environmental compliance was
2		something that CACI and ELPC advocated at the time of the merger.
3		However, the advent of Ohio deregulation created mixed incentives for
4		Cinergy regarding environmental compliance, and it may no longer make
5		sense. The Ohio deregulation plan for CG&E basically fixes generation rates
6		during the transition period and allows the market to set them thereafter. So,
7		CG&E environmental compliance costs will be borne by Cinergy's
8		shareholders. By contrast, PSI remains rate regulated with statutory
9		provisions permitting the Company to recover through customer rates the
10		costs of environmental compliance measures taken in Indiana. Indeed, I
11		understand that Indiana law provides preferential rate treatment for
12		environmental compliance costs, permitting Construction Work In Progress
13		charges to be recovered and pre-approval to be obtained for certain categories
14		of compliance measures. So, Cinergy has a financial incentive to do and
15		spend on environmental compliance in Indiana rather than Ohio, at least
16		where compliance is a company-wide rather than state-by-state matter.
17		
18	Q.	CAN YOU PROVIDE EXAMPLES OF HOW COST SHIFTS FROM OHIO
19		TO INDIANA COULD OCCUR?
20	A.	Yes. Two examples, below, involve compliance with the "New Source
21		Review "EPA enforcement action under the Clean Air Act based on a
22		Cinergy "company-wide" compliance requirement.

Cause No. 41954 Exhibit CAC-1
Page 26 of 40

In the first example, due to the incremental costs of emission control installation at various units, CG&E "over complies" and PSI "under complies" with the nitrogen oxide state requirements in meeting a system-wide requirement. Let us assume that the marginal unit is CG&E Unit X. As a result, Cinergy allocates the cost of CG&E "over compliance" to PSI through a transfer payment. Subsequently, CG&E sells Unit X without sharing the proceeds of the sale with PSI. Cinergy then determines that PSI is in a state of undercompliance that requires installation of another piece of pollution control equipment (selective catalytic reduction) at, say the Cayuga 1 plant, because "it can no longer lean on CG&E." Cinergy declares the Cayuga emission control equipment to be a "PSI only" compliance measure, with Indiana being assigned its entire cost.

In the second example, although none of PSI's Gibson units were named in the EPA enforcement action, PSI agrees to installation of scrubbers at two or three of those units as a major element of the settlement because of EPA's and the Northeast states' willingness to "trade off" more stringent, earlier compliance at units in Ohio named in the suit in order to obtain the greater sulfur dioxide emission reductions available at Gibson. Cinergy assigns the capital and operating costs of the Gibson scrubbers entirely to PSI on the theory that the Gibson units are PSI "legacy units" and PSI will receive the benefit of the additional sulfur dioxide allowances produced as a result.

Cause No. 41954 Exhibit CAC-1 Page 27 of 40

1	Q.	WHAT IS THE MAGNITUDE OF CINERGY'S ENVIRONMENTAL
2		COMPLIANCE COSTS?
3	A.	These costs going forward are enormous. For example, Cinergy currently
4		estimates that its systemwide environmental compliance costs during
5		approximately the next decade will be nearly \$1.4 billion. See Cinergy's
6		December 2000 press release announcing the New Source Review settlement
7		in principle with the EPA, Exhibit CAC-6.
8		
9	Q.	WHAT DOES CINERGY'S TESTIMONY IN THE FERC CASE PROPOSE
10		WITH RESPECT TO ENVIRONMENTAL COMPLIANCE?
11	A.	Mr. Esamann's FERC testimony addresses this issue. He states that "Given
12		the significant differences in business objectives between the regulated PSI
13		generation portfolio and the deregulated CG&E portfolio, there will be no
14		absolute commitment to plan for future environmental compliance on an
15		integrated basis" but he leaves the door open to joint compliance "in
16		instances where environmental laws and regulations treat the PSI and CG&E
17		generation as a single 'source' of pollutants or otherwise treat them as a
18		single system" (CSI-1 at 30). He claims that PSI will be protected from
19		bearing an inappropriate burden for environmental compliance costs because
20		the allocation will be subject to FERC's jurisdiction (CSI-1 at 30).
21		

Cause No. 41954 Exhibit CAC-1
Page 28 of 40

1 Q. DOES MR. ESAMANN'S FERC TESTIMONY ON ENVIRONMENTAL 2 COMPLIANCE CONVINCE YOU THAT PSI CUSTOMERS WILL BE 3 PROTECTED? 4 A. No. It is far too vague about how compliance will be handled and how costs 5 will be allocated—especially with the allocation of \$1.4 billion in 6 environmental compliance costs at stake. The general principle of least-cost 7 compliance sounds reasonable enough – but unfortunately it leaves too much 8 to Cinergy's discretion with respect to when compliance will be "system 9 specific" and when compliance will be "joint." I am also concerned that a 10 particular compliance obligation not be characterized one way when 11 compliance plans are being developed and the other way when the time 12 comes to allocate the costs and benefits of the specific compliance measures 13 being implemented. 14 I am also pessimistic that, given their limited resources, state and 15 federal regulators will be able to adequately monitor and review compliance 16 costs and allocations. If we have two regulated companies, with reasonably 17 well aligned interests, then the benefits of joint compliance would be well 18 worth the risks of some occasional cost shifting. However, with the interests 19 of PSI and CG&E so different, it is important to have clear lines of effective separation to avoid a situation where PSI customers bear more than their fair 20 21 share of the costs of environmental compliance.

Cause No. 41954 Exhibit CAC-1
Page 29 of 40

I am particularly concerned that PSI customers could bear more than a
fair share of the costs associated with the settlement in principle described in
Exhibit CAC-6 that Cinergy has reached with the Environmental Protection
Agency, certain northeastern states, and two environmental groups in the
pending New Source Review enforcement action. This settlement presents
the risk of negotiated trade-offs that would not be consistent with least-cost
compliance for PSI especially (but not exclusively) because of the incentives
for the parties to agree on over and early compliance at PSI's Gibson units.
The plaintiffs are very interested in such compliance at Gibson because of the
large size and expected longevity of its five units and may well be able to
secure voluntary agreement to measures through settlement that could not be
mandated through litigation. Cinergy would have an incentive to agree to
such Indiana compliance in lieu of alternative (and potentially lower cost)
compliance at CG&E's Ohio facilities because environmental compliance
costs are recoverable through increases to customer rates in Indiana but not in
Ohio. I am particularly concerned about this cost-shifting risk because
Cinergy has been unable to provide a copy of the NSR settlement to the other
parties in this proceeding because of a pledge of confidentiality in the NSR
enforcement action.

Q. WHAT ARE THE PROBLEMS RELATED TO TRANSMISSION SYSTEM OPERATION?

Cause No. 41954 Exhibit CAC-1
Page 30 of 40

1 A. The current method of allocating costs and revenues under the Agreement is 2 to assign costs associated with existing transmission to the owner of that 3 transmission and to allocate the costs of new transmission based on the 4 proportion of new generation owned by each entity. As discussed above, it is 5 uncertain whether CG&E and its affiliates will construct any new generation 6 facilities in the future, thereby rendering the methodology used in the current 7 Operating Agreement obsolete. 8 9 Q. WHAT IS CINERGY'S PROPOSAL? 10 A. Mr. Jackups recommends that the current methodology be replaced with a 11 new methodology based largely on load ratio share. (CSI-2 at 7-9) 12 13 O. DO YOU HAVE CONCERNS WITH A METHODOLGY BASED ON 14 LOAD RATIO SHARE? 15 A. Allocating costs and revenues based on load ratio share could be an 16 appropriate methodology. Mr. Jackups' FERC testimony raises concerns 17 based on what appears to be a lack of symmetry between allocating costs and 18 allocating revenues. He recommends that costs be allocated based on 19 comparing each entity's total proportional investment in the bulk 20 transmission system to its load ratio share. For revenues, he recommends 21 that revenues from grandfathered contracts reside with the entity associated 22 with the contracts and that revenues from the open access transmission tariff

Cause No. 41954 Exhibit CAC-1
Page 31 of 40

be allocated on a load ratio share, except for those revenues attributable to Ohio deregulation, which will be assigned to CG&E. CSI-2 at 7-9. Based on this limited description, one could conclude that the methodology is unfair. In addition, Mr. Jackups does not provide a definition of an entity's "peak load share" or adequately explain the required comparison between "load ratio share" and "proportional transmission investment."

Q. WHAT IS YOUR RECOMMENDATION?

A. FERC Orders 888/889 and 2000 envision an integrated bulk power transmission system on a regional, inter-company basis that was not contemplated at the time that the current Operating Agreement was developed in 1993. It is still uncertain how open-access transmission tariffs and Regional Transmission Organizations will ultimately influence the development of new business organizations; particularly as vertically integrated electric utilities explore the myriad options presented by wholesale and retail restructuring of the industry. It is possible that Cinergy may eventually develop or transfer its transmission assets to a transmission-only entity that has no generation assets or load obligations. But, Cinergy is not proposing such an entity at this time and the Midwest Independent System Operator of which Cinergy will be a part is expected to be operational by December 15, 2001. As a result, it would certainly seem appropriate for Cinergy to have definite plans and procedures in place not only for the

Cause No. 41954 Exhibit CAC-1 Page 32 of 40

1		interim period before but also the subsequent period after the Midwest
2		Independent System Operator becomes operational. The successor
3		transmission agreement should address both periods.
4		
5	Q.	DO YOU HAVE ADDITIONAL CONCERNS WITH CINERGY'S
6		PROPOSALS REGARDING REPLACEMENT OF THE OPERATING
7		AGREEMENT?
8	A.	Yes. The Operating Agreement references a companion Service Agreement,
9		a copy of which is included as Exhibit CAC-7 . Under its terms, Cinergy
10		Services conducts power system planning, control center operations,
11		marketing and customer relations, electric system maintenance, and procures
12		and maintains meters, vehicles, and equipment for both PSI and CG&E on a
13		joint, centralized basis. Given Cinergy's decision to replace the Operating
14		Agreement due to the increasingly divergent interests of PSI and CG&E, it
15		would be inappropriate for Cinergy Services to continue these types of
16		activities in the future on behalf of both PSI and CG&E without new, very
17		specific guidelines on how decisions would be made and costs allocated.
18		
19	Q:	WHY?
20	A:	Without specific guidelines, there could be inadvertent or intentional cost
21		shifts. For example, in an effort to reduce overall costs, CG&E may defer
22		maintenance on its vehicles for several years and then incur substantially

Cause No. 41954 Exhibit CAC-1 Page 33 of 40

1		higher costs due to that neglect. It would be inappropriate for PSI to pay a
2		fixed annual "pro rata" maintenance charge under such a scenario. An
3		additional example is in the area of customer relations and marketing. In
4		light of the radically different regulatory requirements and incentives for PSI
5		and CG&E, and the fact that PSI will maintain a relatively stable customer
6		base while CG&E will see an erosion of customers, joint marketing and
7		customer relations activities would be inappropriate.
8		
9	Q.	DOES CINERGY INTEND TO AMEND OR REPLACE THE SERVICE
10		AGREEMENT?
11	A.	I am not aware of any proposal or filing from Cinergy on this matter to date.
12		However, the interim settlement commits Cinergy to file any amendments to
13		the Service Agreement it deems appropriate in this proceeding along with its
14		proposed successor Section 205 agreements. Hopefully, Cinergy will deem
15		such an amendment appropriate and file it with the Indiana Commission on a
16		timely basis.
17		
18	Q.	ARE THERE STEPS THAT CAN BE TAKEN TO PREVENT THE
19		PROBLEMS WITH CINERGY'S PROPOSALS THAT YOU HAVE
20		DESCRIBED IN YOUR TESTIMONY?
21	A.	There are numerous approaches that have been tried, including efforts by the
22		FERC, to limit if not completely prevent, the misallocation of costs and

Cause No. 41954 Exhibit CAC-1
Page 34 of 40

1 benefits between customers and shareholders or between one group of 2 ratepayers and another group. Unfortunately, there is no certainty that even 3 rigorous, strictly enforced codes of conduct are sufficient to stop all abuses. 4 Actions that can cause harm are not limited to malfeasance, i.e., someone 5 intentionally trying to shift costs or benefits from one entity to another. 6 Inadvertent errors can result in allocations that are inappropriate. More 7 importantly, daily operations decisions frequently involve choices that 8 require the allocation of the output from one generator or contract to several 9 entities. 10 11 Q. WHAT ARE YOUR RECOMMENDATIONS FOR THE OPERATION OF 12 CINERGY GOING FORWARD? 13 A. First, PSI needs to be compensated as called for in the interim settlement for 14 the merger benefits it loses due to the termination of the current Operating 15 Agreement as a result of Ohio deregulation. Second, PSI needs to be 16 compensated for any increased operating costs that it will incur going 17 forward due to the future separation of certain functions now performed on a 18 joint basis. These could include a new dispatch center (or at least duplicated 19 dispatch facilities within the current center), as well as additional personnel 20 to engage in power purchases and sales, new generation planning, 21 environmental compliance, and transmission operations and planning.

Cause No. 41954 Exhibit CAC-1
Page 35 of 40

Third, PSI ratepayers and shareholders need to be adequately protected in any successor agreements with Cinergy Services. These protections should include a fundamental "no harm" principle, appropriate separations of generation, transmission, and planning functions, re-evaluation of cost and benefit allocation criteria, and the implementation of code-of-conduct procedures.

Finally, there need to be periodic reports filed with FERC and the

Finally, there need to be periodic reports filed with FERC and the IURC. These reports are necessary to ensure that Cinergy's actual operations conform to all the conditions proposed by Cinergy and any additional requirements imposed by the FERC or the IURC.

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Q. ARE THESE REASONABLE REQUIRMENTS?

13 A. Yes. The inclusion of the these recommended terms and conditions in the 14 power coordination and transmission administration agreements would help 15 to meet Cinergy's pledge in its FERC testimony that replacement of the 16 Operating Agreement will not result in any harm to PSI or its customers. The 17 reports can help assure compliance with the terms and conditions in the 18 agreements required to make them just and reasonable. Examples of 19 information reporting that would be critical to compliance assurance would 20 be the timing, duration and pricing of power exchanges between PSI and 21 CG&E/CPI.

Cause No. 41954 Exhibit CAC-1
Page 36 of 40

1	Q.	WHAT ABOUT UNILATERAL TERMINATION BY CINERGY OF THE
2		SUCCESSOR AGREEMENTS; IS THAT SOMETHING YOU
3		RECOMMEND?
4	A.	Cinergy makes such a recommendation in its FERC testimony. (CSI-1 at 32-
5		33). But, the Commission should reject unilateral termination by Cinergy of
6		successor agreements, whether now or in the future.
7		It seems virtually impossible that the PSI and CG&E transmission
8		systems will ever again be operated separately; thus, terminationlet alone
9		unilaterallyof a successor transmission agreement seems wholly
10		inappropriate. It is very doubtful that complete separation of the generation
11		planning, operation and support functions of the operating companies is
12		feasible (or desirable) within the same holding company structure. What
13		would be feasible and preferable is a limited separation with independent
14		performance of some functions and continued joint performance of others.
15		This determination regarding the future degree of separation is something
16		that should be left open for further discussion between the parties and
17		regulatory review prior to implementation. Certainly, avoidance of cross
18		subsidy and conflict of interest should be particularly critical topics of such
19		further discussions.
20		This would be true for any future successor agreement, whether it is a
21		successor agreement that immediately amends or replaces the current
22		Operating Agreement or a later agreement that amends or replaces an

Cause No. 41954 Exhibit CAC-1 Page 37 of 40

1		immediate successor agreement. Each of these agreements should require
2		approval from both the FERC and the IURC. As contemplated in Section
3		8.05 of the current Operating Agreement, the Indiana Joint Stipulation and
4		Agreement, the Indiana Settlement Agreement, and PSI's Affiliate
5		Guidelines, Indiana Commission review and approval should also precede the
6		filing of any successor agreement with the FERC. Moreover, any successor
7		agreement should expressly provide for prior Indiana Commission review
8		and approval of any amendment or replacement agreement.
9		
10		STAFF REPORT
11	Q.	DO YOU HAVE ANY COMMENTS ON THE STAFF REPORT FILED IN
12		THIS PROCEEDING?
13	A.	The Staff Report makes an essential and valuable contribution to the record
14		of this proceeding by explaining in detail the historical context for the current
15		Operating Agreement (see Attachment I to the Report). I believe it is
16		particularly important that the Indiana Commission remember that the
17		Operating Agreement was but one of a series of inter-related agreements
18		approved as part of an overall Indiana Settlement. In particular, in Cause No.
19		39897, the IURC reviewed and approved the following agreements:
20		1. Indiana Settlement Agreement;
21		2. PSI's Affiliate Guidelines;
22		3. The Operating Agreement;

Cause No. 41954 Exhibit CAC-1
Page 38 of 40

1	4. The Service Agreement; and
2	5. The Indiana Joint Stipulation and Agreement.
3	See In re Reorganization of PSI Resources, Inc. and Cincinnati Gas &
4	Electric Company into Cinergy Corp., Cause No. 39897 (Ind. Util. Reg.
5	Comm'n, Mar. 29, 1994).
6	This context is especially important because the interim settlement
7	expressly provides that it does not change the terms of the Indiana
8	Settlement. It is also important to remember that all parties, including
9	Cinergy, committed as part of the Indiana Settlement to a plan for
10	coordinated regulation among the IURC, FERC and the SEC. The
11	deregulation of Cinergy's Ohio generation does not eliminate either the
12	desirability or the feasibility of such coordinated regulation in Indiana.
13	Indiana customers still prefer an Indiana to a federal forum and the Indiana
14	Commission still wants to protect its jurisdiction from federal pre-emption.
15	Neither the Indiana parties nor the Indiana Commission has done anything of
16	which I am aware to violate or abuse the coordinated regulation plan
17	approved in 1994. Cinergy would seriously undermine its credibility to claim
18	Ohio deregulation as the justification for disavowing at this juncture a plan
19	for coordinated regulation in which the Company enthusiastically joined at
20	the time of its formation.
21	The Staff Report also identifies what I believe to be the principal
22	substantive and procedural issues that must be resolved in the successor

Cause No. 41954 Exhibit CAC-1
Page 39 of 40

1 agreements filed by Cinergy (see Section IV). It also recommends a structure 2 and procedure (see pp. 9-10) that merits serious consideration for addressing, 3 at least in part, the most crucial cross-subsidy and conflict-of-interest 4 problems associated with Cinergy's market pricing proposal. The 5 establishment and monitoring of a properly functioning Generation 6 Administrative Committee and power exchange protocol is essential if the 7 market pricing proposal is to be just and reasonable. 8 9 Q. DO YOU HAVE ANY CONCERNS REGARDING THE STAFF REPORT? 10 I have two relatively minor concerns. First, the Staff recommends (p. 14) A. 11 that the Commission enter an order in this cause directing the parties to 12 negotiate appropriate affiliate rules and codes later this year—perhaps by 13 October 1, 2001. I would note that this recommendation is only practical if 14 the parties reach a settlement on the merits that the Commission approves 15 following the scheduled settlement hearing on July 9. If the parties should 16 fail to reach a settlement, the hearing on the merits is not scheduled to be held 17 until September 10 and 11, which would make very unlikely both entry of a 18 Commission order and negotiation of appropriate affiliate rules and codes by 19 October 1. Second, the Staff seems to characterize (p. 11) Cinergy's 20 proposal as "dispatching at market-based prices." However, as I understand 21 Cinergy's proposal, the PSI and CG&E's generating resources would still be 22 dispatched in real time based on incremental cost, but power transfers

Cause No. 41954 Exhibit CAC-1
Page 40 of 40

between the Operating Companies would be valued after-the-fact at market-

2 based prices.

3

- 4 Q. DOES THAT CONCLUDE YOUR TESTIMONY?
- 5 A. Yes.