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#### **PUC DOCKET NO. 28818**

PETITION OF ENTERGY GULF \$
STATES, INC. FOR CERTIFICATION \$
OF AN INDEPENDENT \$
ORGANIZATION FOR THE ENTERGY\$
SETTLEMENT AREA IN TEXAS \$

BEFORE THE
PUBLIC UTILITY COMMISSION
OF TEXAS

**DIRECT TESTIMONY** 

**OF** 

2004 APR 26 AM II: 08
PUBLIC UTILITY COMMISSIO

PAUL R. PETERSON
SYNAPSE ENERGY ECONOMICS, INC.

ON BEHALF OF

OFFICE OF PUBLIC UTILITY COUNSEL

**VOLUME 1** 

**April 26, 2004** 

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- 1 Q. Please state your name and business address.
- 2 A. My name is Paul R. Peterson. I am a Senior Associate at Synapse Energy
- 3 Economics, Inc., 22 Pearl Street, Cambridge, MA 02139.
- 4 Q. On whose behalf are you testifying in this case?
- 5 A. I am testifying on behalf of the Texas Office of Public Utility Counsel.
- 6 Q. Please summarize your educational background and recent work experience.
- 7 A. I have twenty-four years of experience with electrical energy policy issues 8 through work with the University of Vermont Extension Service, the Vermont 9 Public Service Board, ISO New England, the operator of the regional electric grid for New England, and, since March 2001, with Synapse Energy Economics. 10 11 Over the last 7 years, I have worked on electric restructuring issues directly related to the six New England states, regional wholesale power markets, and 12 13 Federal Energy Regulatory Commission ("FERC") initiated proceedings. I currently represent clients in the New England Power Pool ("NEPOOL") 14 15 Committee meetings and I am the voting representative at NEPOOL governance 16 meetings. I have recently testified in proceedings before state regulatory commissions in Nevada, Arizona, Arkansas, and Rhode Island in regard to issues 17 related to regional transmission organizations and wholesale electricity markets. I 18 19 have also testified before the Connecticut Siting Council in 2002 on Northeast 20 Utilities' proposed 345kV transmission line between Bethel and Norwalk, 21 Connecticut. In 2003, I participated in a review of a proposed transmission line

- 1 upgrade in York County Maine. I have a BA from Williams College and a Juris
- 2 Doctor degree from Western New England College School of Law.
- A copy of my current resume is attached as Exhibit PRP-1.

# 4 Q. What is the purpose of your testimony?

- 5 A. I was retained by the Texas Office of Public Utility Counsel to review the issues
- 6 raised by Entergy Gulf States, Inc. (EGSI)'s proposal to certify the Entergy
- 7 Transmission Organization (ETO) as the Independent Organization for Entergy
- 8 Settlement Area in Texas (ESAT) and to respond to the "ultimate question" raised
- 9 by the Commission in this proceeding.

### 10 Q. What is the ultimate question to be addressed in this proceeding?

- 11 A. As stated in the Commission's Preliminary Order approved at its March 10, 2004,
- open meeting, the "ultimate question in this proceeding is whether EGSI's
- affiliate, ETO, is sufficiently independent of any producer or seller of electricity
- that its decision will not be unduly influenced by any producer or seller."

# 15 Q. Please summarize your testimony.

- 16 A. I conclude that, as proposed, the ETO, a business unit of EGSI's affiliate ESI, will
- 17 not be sufficiently independent for the following reasons:
- 18 1. The ETO is not structured to be sufficiently independent of EGSI or
- 19 Entergy Corporation and this lack of independence cannot be cured with
- 20 the proposed "third-party overseer" (TPO).

1		2. The ETO is not sufficiently independent within the meaning of the Texas
2		Public Utility Regulatory Act (PURA) § 39.151 in regard to independence
3		or functions.
4		3. The ETO does not satisfy the independence criteria for independent
5		transmission organizations as specified in the Orders and Regulations of
6		the Federal Energy Regulatory Commission.
7		Each of these reasons is described in greater detail below.
8	Q.	Please describe the structure of the ETO and its relationship to Entergy
9		Corporation and its subsidiaries.
10	A.	As described in the filed materials, the ETO is a business unit within Entergy
11		Services, Inc. (ESI), which is a wholly owned subsidiary of Entergy Corporation.
12	41	ESI provides corporate support and operations services to the five Entergy
13		Operating Companies, which are also wholly owned subsidiaries of Entergy
14		Corporation. EGSI is the Entergy Operating Company for ESAT.
15	Q.	How will this structure ensure that the ETO will operate independently of
16		any producer and seller of electricity in the ESAT region?
17	A.	This structure will not ensure that the ETO will operate with sufficient
18		independence. The ETO, as a business unit within ESI, will not have an

Ultimate approval of the budgets rests with Entergy Corporation's Board of

arrangement with ESI to perform its required functions. The ETO's annual

operating and capital budgets will be developed in conjunction with EGSI.

independent Board of Directors. Instead, the ETO will have a contractual-type

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1	Directors. In addition, ETO employees will be eligible to purchase Entergy
	Cornoration stock through a 401k plan

The above structural linkages between the ETO and Entergy Corporation and its wholly owned subsidiaries, as described in the Application filing and response to OPC1-2,<sup>1</sup> will make it difficult for the ETO to demonstrate to producers and suppliers participating in the ESAT marketplace that its decisions are not influenced by the potential impacts on Entergy Corporation and its related entities.

# Q. Will the several codes of conduct described in Mr. Riley's Supplemental Direct testimony ensure sufficient independence regarding ETO decisions?

While the codes of conduct are important, they are probably not sufficient to ensure independent decision making by the ETO. The codes of conduct, if enforced, will limit some of the more egregious and blatant forms of improper conduct because they prohibit the sharing of information and certain communications between the ETO and market participants, including other Entergy Corporation subsidiaries and affiliates. However, more subtle influences on the ETO's decision making are likely to persist due to the lack of structural separation. For example, ETO employees, managers, and executives will be aware that their continued employment will be dependent on the renewal of their contract(s) with ESI and Entergy Corporation. Similarly, ETO's annual budget

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<sup>&</sup>lt;sup>1</sup> Attachment 1.

will be subject to negotiation with EGSI and ultimate approval by Entergy's Board of Directors. It is unreasonable to think that these relationships will have no influence on the thousands of "independent" decisions, many of them judgment calls, that the ETO will be making as it performs its functions. Moreover, to the extent that ETO employees, managers, and executives are stockholders in Entergy Corporation, they have an incentive to make decisions that will ultimately benefit the parent company and the value of its stock.

# 8 Q. Will the TPO ensure sufficient independence regarding ETO decisions?

- The fact that EGSI includes a "third-party overseer", or TPO, in its filed application is an admission that the ETO, by itself, does not satisfy the ultimate question posed by the Commission of "sufficiently independent". The ETO functions that the TPO will review are a reasonably comprehensive list of the critical decisions that the ETO will need to perform in an independent manner to establish confidence among market participants that its actions are unbiased and non-discriminatory. They include:
  - 1. The calculation of total transmission capacity (TTC) and available transmission capacity (ATC).
  - 2. The actions taken during each transmission line relief (TLR) event.
- Transactions involving incremental and decremental bids submitted by market participants.
- 21 4. The review of transmission reservation requests by market participants.

- The review of any complaints regarding the treatment of market participant confidential information.
- Any other actions taken by the ETO that the TPO, in its discretion, chooses to investigate.

Unfortunately, the TPO is limited to reviewing, investigating, and reporting. It does not have the authority to modify existing ETO practices, implement new rules or procedures, prohibit any specific activities of the ETO, or penalize the ETO for specific improper actions. If the TPO determines that the ETO is acting in an unjust or discriminatory manner it has no authority to stop ongoing abuses or implement corrective actions. Because the TPO can only report, and lacks any authority over ETO actions, it cannot ensure that the ETO will perform its functions "sufficiently independent of any producer or seller of electricity" as required by the Commission.

### 14 Q. Does the ETO satisfy the Texas statutory requirements for independence?

- A. PURA §39.151(b) states: "'Independent organization' means an independent system operator or other person that is sufficiently independent of any producer or seller of electricity..." The ETO proposed by EGSI in this proceeding is not a corporation, a partnership, or any other type of separate legal entity, but only a business unit of ESI. As such, the ETO does not satisfy the generally accepted legal definition of a "person" as a discreet, free-standing, self-governing entity. The Lawinfo Legal Dictionary defines "person" as
  - "an entity with legal rights and existence including the ability to sue and be sued, to sign contracts, to receive gifts, to appear in

court either by itself or by lawyer and, generally, other powers incidental to the full expression of the entity in law. Individuals are "persons" in law unless they are minors or under some kind of other incapacity such as a court finding of mental incapacity. Many laws give certain powers to "persons" which, in almost all instances, includes business organizations that have been formally registered such as partnerships, corporations or associations."

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Section 39.151(b) requires that the independent organization be a "person". I am not aware of any state statutory schemes that grant the legal status of a "person" to a business unit within an organization. EGSI has not satisfied the threshold requirement of §39.151(b) that an independent organization be a "person".

- Q. Leaving aside the threshold issue of whether the ETO is a "person" under Texas law, do you have other concerns regarding the statutory requirements for independence?
- 15 A. Yes. The language regarding independence in PURA § 39.151(b) parallels the
  16 language used by the Commission in framing the "ultimate question" in this
  17 proceeding in its Preliminary Order adopted at the Open Meeting of March 10,
  18 2004. For all the reasons discussed above, regarding the Commission's ultimate
  19 question, EGSI's proposal for an ETO, with a third-party overseer, fails to meet
  20 the statutory requirements of "sufficiently independent".

# 21 Q. Will the ETO be able to carry out its statutory functions?

A. PURA § 39.151(a) identifies four functions that an independent organization, such as the ETO proposed by EGSI, must perform. Based on the conclusions reached above regarding the ETO's lack of sufficient independence, function (1), "ensure access to the transmission and distribution systems for all buyers and sellers of electricity on nondiscriminatory terms", may be the most difficult

function for the ETO to achieve given its inherent conflicts as an Entergy organization. Function (2), "ensure the reliability and adequacy of the regional electrical network", function (3), "ensure that information relating to a customer's choice of retail electric provider is conveyed in a timely manner to the persons who need that information, and function (4), "ensure that electricity production and delivery are accurately accounted for among the generators and wholesale buyers and seller in the region", are less likely to be subject to improper implementation by the ETO. However, even functions (2), (3), and (4) may occasionally require judgment calls that the ETO must exercise. For example, the ETO may conclude that the regional electric network is "reliable and adequate" based on the current utilization of the system, but other market participants may believe that additional transmission infrastructure is needed to accommodate new generation resources. The ETO, due to its structural relationships to Entergy Corporation and its subsidiaries, may not be the appropriate entity to make the judgment call on whether new upgrades are "needed" pursuant to function (2).

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# Q. Are FERC's RTO independence criteria appropriate for consideration inthis proceeding?

Yes. The Commission's Preliminary Order, adopted on March 10, 2004, states on page 8, "[t]he Commission also finds that it is appropriate to consider FERC criteria for RTO independence in determining whether an entity is sufficiently independent under PURA".

# Q. Please describe the FERC RTO independence criteria.

A. I will discuss two aspects of FERC's RTO independence criteria. The first is a principle that FERC has stated in numerous orders. In Order 2000 FERC stated that

[T]he principle of independence is the bedrock upon which the ISO must be built and that this standard should apply to all RTOs, whether they are ISOs, transcos or variants of the two. Virtually all commentators agree with this principle.<sup>2</sup>

In virtually every Order that FERC has issued approving an entity for ISO or RTO status, or approving an interim process to eventually achieve ISO or RTO status, this "independence" principle has been highlighted and strictly applied to the entity's application. In a January FERC filing, stakeholders in the SeTrans RTO process protested the abrupt termination of the efforts to form an Order 2000 compliant RTO by the SeTrans Sponsors (including Entergy Corporation). In their filing, the stakeholders identified the serious deficiencies of RTO entities that do not meet FERC's Order 2000 requirements. In particular, the stakeholders asked FERC to take action to require Entergy Corporation (and Southern Company) to provide for independent operation of their OASIS systems, including the scheduling and tagging of transmission transactions, the determination of TTC and ATC, transmission maintenance scheduling, and "any other factors affecting the availability of transmission service". 4

<sup>&</sup>lt;sup>2</sup> Attachment 2, 89 FERC 61,285 (December 1999) at pp.153-154 [footnotes omitted].

<sup>&</sup>lt;sup>3</sup> Attachment 3. Joint Response of Indicated Stakeholders, Docket Nos. EL02-101-000 et al (February 13, 2004).

<sup>&</sup>lt;sup>4</sup> Id. at p.17.

1		The complaints identified in the Indicated Stakeholders FERC filing, and their
2		proposed remedies, may be useful to the Commission in resolving the
3 -		independence issues in this proceeding.
4	Q.	What is the second aspect of FERC's RTO independence criteria?
5	A.	The second aspect is the FERC rules and regulations for RTOs under Title 18 of
6		the Federal Code of Regulations (CFR). <sup>5</sup> 18 CFR § 35.34 (1) states:
7 8 9 10 11	t <sub>i</sub>	Regional transmission organization means an entity that satisfies the minimum characteristics set forth in paragraph (j) of this section, performs the functions set forth in paragraph (k) of this section, and accommodates the open architecture condition set forth in paragraph (l) of this section.
12	1	18 CFR § 35.34(j)(1) states:
13		Independence. The Regional Transmission Organization must be
14		independent of any market participant. The Regional
15		Transmission organization must include, as part of its
16		demonstration of independence, a demonstration that it meets the
17		following:
18 19 20 21		(i) The Regional Transmission Organization, its employees, and any non-stakeholder directors must not have financial interests in any market participant.
22 23 24 25		(ii) The Regional Transmission Organization must have a decision making process that is independent of control by any market participant or class of participants.
26 27 28		(iii) The Regional Transmission Organization must have exclusive and independent authority under section 205 of the Federal Power Act (16 U.S.C. 824d) to

<sup>&</sup>lt;sup>5</sup> Attachment 4. 18 CFR § 35.34.

1 2	propose rates, terms and conditions of transmission service provided over the facilities it operates.
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4	As proposed by EGSI in this proceeding, the ETO fails all of F.

As proposed by EGSI in this proceeding, the ETO fails all of FERC's independence criteria. The ETO is not independent of market participants because it is a business unit within ESI, an affiliate of EGSI and Entergy Corporation, both of whom qualify as market participants under §34.35(2)(i). In addition, the ETO has a financial interest in the performance of both EGSI and Entergy Corporation. The ETO does not have an independent decision making process, nor does it have "exclusive and independent authority" to file under Section 205 of the Federal Power Act.

# Q. Will the ETO perform functions that are significantly different than those that an RTO would perform?

- A. No. An RTO performs some additional functions, but all the functions ascribed to the ETO in this proceeding are the same as the ones that an RTO would perform. The specific RTO functions are listed under 18 C.F.R. §35.34(k). They include: transparent transmission pricing; transmission reservation service; management of transmission congestion; administration of the OATT; and transmission planning and expansion to ensure adequate and reliable service. These functions are all similar to functions assigned to the ETO.
- Q. Are you familiar with the Commission's Order No. 9 in this proceeding, issued on April 19, 2004?
- 23 A. Yes, I reviewed a copy of Order No.9 on April 21, 2004.

# Q. Can you provide a response to the issue raised in that Order?

A. I have not had sufficient time to analyze the potential costs and benefits of having EGSI join the Southwest Power Pool (SPP), as an alternative to implementing the ETO proposal supported by EGSI in this proceeding. Performing such a comparative analysis raises some complex issues regarding the existing contractual arrangements between EGSI and the other operating system subsidiaries of the Entergy Corporation. However, in regard to the "ultimate question" presented by the Commission in this proceeding, the SPP would certainly satisfy the "sufficiently independent" requirement. The SPP has received conditional approval from FERC as an Order 2000 compliant regional transmission organization. As such, it will satisfy FERC independence criteria and, most likely, the PURA §39.151 (b) and (m) criteria, too.

# Q. Do you have any concluding remarks?

A. Yes. My testimony will support a Commission decision that EGSI's application should be denied. The ETO does not meet the "sufficiently independent" test identified by the Commission as the ultimate question in this proceeding because it is not structurally separate from Entergy Corporation and its subsidiaries and affiliates. The ETO does not meet the independence criteria of Texas statutes as specified in PURA § 39.151(b). And, the ETO does not meet FERC's independence criteria for a regional transmission organization as specified in FERC Orders and 18 C.F.R. § 35.34(j).

<sup>&</sup>lt;sup>6</sup> Attachment 5. 106 FERC 61, 110 (February 2004).

- 1 Without an independent system administrator, implementing retail choice in
- ESAT should not go forward.
- 3 Q. Does this conclude your testimony?
- 4 A. Yes.

# **EXHIBIT PRP-1**

# Paul R. Peterson

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#### **EMPLOYMENT**

Synapse Energy Economics Inc., Cambridge, MA. Senior Associate, March 2001 - present.

Provide consulting services on a variety of energy and electricity related studies. Represent New England consumer advocate and environmental concerns in NEPOOL and ISO New England working groups. Provide analysis and expert testimony on electric restructuring issues in New England, Nevada, Arizona, and Arkansas. Co-author of numerous reports on wholesale electricity markets and FERC policy issues

#### ISO New England Inc., Holyoke, MA.

Coordinator of Regulatory Affairs, 2000 – 2001.

Coordinate regulatory activities with individual state public utility commissions, the New England Conference of Public Utilities Commissioners (NECPUC), and the Federal Energy Regulatory Commission (FERC). Assist the General Counsel on a variety of specific tasks and documents; draft letters and reports for the Chief Executive Officer.

Public Information and Government Affairs, 1998 – 1999.

Worked with all ISO-NE constituencies including NEPOOL Participants, regulatory agencies, and stakeholder groups in large-group and small-group formats. Developed and presented materials that described ISO-NE's functions, special projects (including Year 2000 rollover issues), and future evolution.

# Vermont Public Service Board, Montpelier, VT.

Policy Analyst, 1997 - 1998.

Monitored House and Senate legislation on electric restructuring; helped coordinate the passage of Senate Bill S.62 in 1997. Coordinated the New England Conference of Public Utilities Commissioners (NECPUC) activities regarding NEPOOL restructuring; assisted in drafting documents to create an Independent System Operator (ISO) for New England. Worked on New England task forces to develop a model rule for electric disclosure projects for consumer information and regulatory compliance.

Utilities Analyst, 1990 - 1997.

Reviewed regulated utility filings for changes in rates; judicial Hearing Officer for contested cases on a wide range of topics; wrote all decisions regarding annual utility applications for Weatherization Tax Credits. Focused on integrated resource planning and electric industry restructuring; initial Hearing Officer for the Energy Efficiency Utility docket. Chaired the Staff Energy Committee of NECPUC.

# Energy Analysis, Burlington, VT. Consultant, 1990.

Energy-efficiency program design and evaluation.

# **UVM Extension Service**, Burlington, VT.

Area Energy Agent, 1985 - 1990.

Performed tasks pursuant to an annual contract with Vermont Department of Public Service to conduct energy research, design energy efficiency programs and provide public education (see attached list of publications).

Home Energy Audit Team (H.E.A.T.), 1978 - 1985.

Home energy audits; energy surveys for commercial, municipal, and non-profit buildings; energy education and information.

The Close-Up Foundation, Washington, D.C. Program Administrator, 1975 - 1978. Directed weekly government studies program for 200 high school students and teachers; supervised a staff of fifteen; coordinated curriculum and logistical aspects of program.

#### **EDUCATION**

# Admitted to Vermont Bar, February 1992

# Western New England College School Of Law, Springfield, MA.

Juris Doctor degree, cum laude, May 1990 American Jurisprudence Award: Remedies, 1989 Merit Scholarship recipient Student Bar Association Representative

#### Williams College, Williamstown, MA

Bachelor of Arts degree, cum laude, June 1974 Political Science and Environmental Studies Tyng Scholarship recipient

#### National Judicial College, Reno, NV

Administrative Hearings, Sept., 1994 Civil Mediation, March, 1996 Civil Mediation, July, 1997 (faculty assistant)

#### American Inns of Court, Northern Vermont Chapter

1995-1996, member 1996-1997, member

#### Continuing Legal Education, Vermont Bar Association

Americans with Disabilities Act, April 1992 Ethical Issues/Governmental Agencies, October 1992 Advance Medical Directives, May 1993 Family Law Workshop, September 1993 Negotiating Settlements, May 1994 Physician Assisted Suicide Symposium, October 1996 Electric Industry Restructuring, March 1999 Advance Medical Directives, May 1999 Tax Law for Non-Tax Law Attorneys, May 2000 International Law Update, June 2000

### **UVM Continuing Education, Brattleboro, VT**

Small Computer Course, Spring 1983 Communications Workshops, Spring 1983 & Spring 1984

#### **PUBLICATIONS & PROJECTS**

#### SYNAPSE ENERGY ECONOMICS

Strategies for Procuring Residential and Small Commercial Standard Offer Supply in Maine, prepared for Maine Office of Public Advocate, April 7, 2004.

FERC's Transmission Pricing Policy: New England Cost Impacts, prepared for Massachusetts Office of Attorney General, Connecticut Office of Consumer Counsel, Maine Office of the Public Advocate, and New Hampshire Office of Consumer Advocate, September 29, 2003.

The New England Experiment: An Evaluation of the Wholesale Electricity Markets, prepared for Connecticut Office of Consumer Counsel, Maine Office of the Public Advocate, and New Hampshire Office of Consumer Advocate, June 2003.

Financial Insecurity: The Increasing Use of Limited Liability Companies and Multi-Tiered Holding Companies to Own Nuclear Power Plants, prepared for the STAR Foundation and Riverkeeper, Inc, August 7, 2002.

Best Practices in Market Monitoring: A Survey of Current ISO Activities and Recommendations for Effective Market Monitoring and Mitigation in Wholesale Electricity Markets, prepared for the Maryland OPC, the Pennsylvania OCA, the Delaware DPA, the New Jersey DRA and the OPC of DC, November 2001.

The Other Side of Competitive Markets: Developing Effective Load Response in New England's Electricity Market, prepared for The Maine Department of Attorney General and the Maine Office of the Public Advocate, June 2001.

Clean Air and Reliable Power: Connecticut HB 6365 Will Not Jeopardize Electric System Reliability, prepared for The Clean Air Task Force on behalf of The Connecticut Coalition for Clean Air, May 2001.

#### UNIVERSITY OF VERMONT EXTENSIION SERVICE

Residential Construction Survey, Survey of Vermont new home construction for construction techniques, energy-efficient design, appliance loads, etc. 1986, 1989.

Vermont Vacation Home Energy Study, Survey of vacation home energy consumption and impact on Vermont statewide electrical demand. 1989.

**Dairy Farm Energy Use,** A detailed examination of electrical energy consumption on forty Vermont dairy farms to identify opportunities for improving energy-efficiency. 1987.

*Mobile Home Booklet*, A fresh look at energy saving opportunities for mobile homeowners. Specific problems of cold climates are addressed. 1987.

**Dairy Farm Energy Project,** Implemented \$400,000 grant from Vermont Department of Agriculture for installation of milk-cooling equipment that also produced hot water. 1989.

Vocational Building Trades Instructors, Annual workshops on energy-efficient construction practices for the teachers of Vermont building trades students. Classroom presentations on selected topics. 1986 - 1989.

Brattleboro Community Energy Education Project, Coordinated a Central Vermont Public Service Company funded project to promote energy-efficiency awareness through community programs. 1985.

#### **TESTIMONY**

CT Siting Council (2003): CL&P Application for a Transmission Facility (Docket No. 217)

Arizona Corporations Commission (2002): APS Generic Proceeding on Electric Restructuring (Docket No. E-00000A-02-00051)

Nevada Public Utilities Commission (2002): NPC Wholesale Markets Cost Recovery (Docket No. 01-11029)

CT DPUC (2000)

#### PROFESSIONAL CONFERENCES

Federal Energy Regulatory Commission Conference, Philadelphia, PA. March 2001. National Association Of Regulatory Utility Commissioners, Washington, DC. 1998 - 2000

Advanced Integrated Resource Planning Seminar, Berkeley, CA 1995 ACEEE Summer Study, Pacific Grove, CA 1992 & 1994 1991 DOE Low-Level Radioactive Waste Conference, Atlanta, GA