SOUTHERN ENVIRONMENTAL LAW CENTER

Telephone 919-967-1450 Facsimile 919-929-9421 selcnc@selcnc.org .

200 WEST FRANKLIN STREET, SUITE 330 CHAPEL HILL, NC 27516-2559

June 19, 2009

Charlottesville, VA Chapel Hill, NC Atlanta, GA Asheville, NC Charleston, SC Richmond, VA Washington, DC

VIA HAND DELIVERY

OFFICIAL COPY

IIIN 1 9 2009

Clerk's Office N.C. Utilities Commission

Ms. Renne Vance

Chief Clerk

North Carolina Utilities Commission

430 North Salisbury Street

Dobbs Building

Raleigh, NC 27603-5918

RE:

Application of Duke Energy Carolinas, Inc. for Approval of Save-a-Watt

Approach, Energy Efficiency Rider and Portfolio of Energy Efficiency

Programs.

DOCKET NO.:

E-7 Sub 831

Ericson

Bennak

Kirby Watson

Hoover

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Jones

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Dear Ms. Vance:

Enclosed please find for filing an original and thirty (30) copies of the Testimony of John D. Wilson filed on behalf of Environmental Defense Fund, Natural Resources Defense Council, Southern Alliance for Clean Energy and Southern Environmental Law Center in the above-captioned matter. By copy of this letter and enclosures, I am serving all parties of record.

Sincerely.

Kate Double

Administrative Legal Assistant

Cc: Parties of Record (via electronic mail)

BEFORE THE NORTH CAROLINA UTILITIES COMMISSION

F. I L E D
JUN 1 9 2009

DOCKET NO. E-7, Sub 831

Clerk's Office N.C. Utilities Commission

In the Matter of:	
Application of Duke Energy)	SETTLEMENT TESTIMONY
Carolinas, Inc. for Approval of Save-)	OF JOHN D. WILSON ON BEHALI
a-Watt Approach, Energy Efficiency)	OF ENVIRONMENTAL
Rider and Portfolio of Energy)	INTERVENORS
Efficiency Programs)	

1	Q.	PLEASE STATE YOUR NAME, BUSINESS ADDRESS, AND EMPLOYER.
2	Α	My name is John D. Wilson. 1 am Director of Research for Southern Alliance for Clean
3		Energy, 34 Wall Street, Suite 607, Asheville, North Carolina.
4 5	Q.	PLEASE STATE BRIEFLY YOUR EDUCATION, BACKGROUND AND EXPERIENCE.
6	A.	I-graduated from Rice University in 1990 with a Bachelor of Arts degree in physics and
7		history. I received a Masters in Public Policy Degree from the John F. Kennedy School
8		of Government at Harvard University in 1992 with an emphasis in energy and
9		environmental policy and economic and analytic methods. Since 1992, I have worked in
10		the private, non-profit and public sectors on a wide range of public policy issues, usually
11		related to energy, environmental and planning topics.
12		I became the Director of Research for the Southern Alliance for Clean Energy in
13		2007. I have participated in North Carolina Climate Action Plan Advisory Group and
14		the South Carolina Climate, Energy & Commerce Advisory Committee as an alternate
15		for Dr. Stephen A. Smith, Executive Director of SACE. I have also served as a member
16		of various technical work groups dealing with energy supply and efficiency issues. I am
17		the senior staff member responsible for our energy efficiency program advocacy, as well
18		as being responsible for work in other program areas.
19		I have testified before the South Carolina Public Service Commission in the Duke
20		Energy Carolinas Save-a-Watt proceeding. I have also appeared before the Florida
21		Public Service Commission and presented to the Board of the Tennessee Valley
22		Authority.
23		I have testified before the legislatures of Florida, North Carolina and Texas, the

Texas Natural Resource Conservation Commission, and the U.S. Environmental

1		Protection Agency on numerous occasions. I have served on numerous state and local
2		government advisory committees dealing with environmental regulation and local
· 3		planning issues in Texas. I have been an invited speaker to a wide variety of academic,
4		industry and government conferences on a number of energy, environmental and
5		planning related topics.
6		A copy of my resume is attached as Wilson Exhibit 1.
7	Q.	ON WHOSE BEHALF ARE YOU TESTIFYING IN THIS CASE?
8	A.	I am testifying on behalf of Environmental Defense Fund, Natural Resources Defense
9		Council, Southern Alliance for Clean Energy and the Southern Environmental Law
10		Center (collectively, the "Environmental Intervenors").
11	Q.	WHAT IS THE PURPOSE OF YOUR TESTIMONY?
12	A.	The Environmental Intervenors, the Public Staff of the North Carolina Utilities
13		Commission and Duke Energy Carolinas, LLC ("Duke" or "the Company") have entered
14		into an Agreement and Joint Stipulation of Settlement ("Agreement") resolving the issues
15		between them in this proceeding. The purpose of my testimony is to explain why the
16		Environmental Intervenors believe that the Agreement protects ratepayers and the
17		environment while providing a reasonable incentive to Duke to pursue energy efficiency,
18		and is therefore in the public interest.
19 20	Q.	PLEASE EXPLAIN WHY THE ENVIRONMENTAL INTERVENORS OPPOSED SAVE-A-WATT AS ORIGINALLY PROPOSED BY DUKE.
21	A.	Duke filed its original Save-a-Watt proposal on May 7, 2007. To be clear, the
22		Environmental Intervenors supported the fundamental concept behind Duke's original
23		Save-a-Watt proposal—that a utility should receive a financial incentive sufficient to
24		encourage pursuit of all cost-effective energy efficiency. However, as originally

1		proposed, Duke's Save-a-Watt program would have produced meager reductions in
2		annual energy use, allowed the Company to capture an unreasonable share of the total
. 3		savings in supply costs, i.e., the benefits, of energy efficiency, and resulted in little
4		benefit to customers. The original proposal was also structured in a manner that appeared
5		to provide a disincentive to certain cost-effective energy efficiency programs.
6 7	Q.	PLEASE EXPLAIN HOW THE AGREEMENT ADDRESSES THOSE CONCERNS.
8	A.	The Agreement will nearly double the short-term energy savings potential of the .
9		programs, and establishes an earnings cap that protects customers' interests in fair rates.
10		I will focus on four primary aspects of the Agreement that accomplish this: enhanced
11		energy savings targets, an earnings cap, lost revenue recovery for a limited period and a
12		"tiered" performance incentive structure. Taken together, these modifications to the
13		Save-a-Watt proposal contained in the Agreement provide Duke with a strong incentive
14		to achieve energy savings, while ensuring that customers benefit financially by taking
15		advantage of low cost energy efficiency resources rather than paying for higher cost
16		power plants.
17 18	Q.	IS THE REVISED LEVEL OF AVOIDED COST RECOVERY IN THE PUBLIC INTEREST?
19	A.	Yes. The revised level of avoided cost recovery is set at a level that gives Duke the ability
20		to recover its program costs plus achieve a reasonable level of earnings under the cap
21		described above. If Duke's program costs are higher than expected (while achieving the
22		same level of program impacts), then it might not achieve the full level of earnings
23		allowed under the cap. In combination with the earnings cap, the avoided cost recovery

structure provides customers with an assurance that the Company has an incentive to

control costs.

Q. PLEASE EXPLAIN THE ENERGY SAVINGS TARGETS UNDER THE AGREEMENT.

The energy savings targets contained in the Agreement represent a commitment by Duke to ramp up its energy efficiency offerings in the Carolinas to levels that will make the Company a leader in the industry. For example, the Company's target incremental reduction in annual energy use by year 4 under the Agreement is equal to 0.75% of its forecast sales for that year – this is 250% of the the year 4 target in its original proposal. If the Company meets these higher annual targets, the cumulative reduction in annual energy consumption by year 4 will be almost 2% of annual sales in that year. These higher targets have the potential to achieve a cumulative reduction in annual energy consumption of over 8% within 10 years.

If Duke achieves its target, by 2020 the cumulative energy savings impact in the Carolinas will reach about 6,784 GWh. This is slightly more than the annual output of an 800 MW baseload power plant. The cumulative annual energy savings impact is illustrated in Wilson Exhibit 2. The estimated annual energy savings for years 1 - 4 are the targets under the Agreement. Projected annual energy savings for subsequent years are my own extrapolation based on my interpretation of the Agreement and the assumption that Duke achieves 100% of its target or goal in each year up to year 4 and its goal of 1% of 2009 retail sales thereafter.

Q. HOW DOES THE AGREEMENT PROTECT RATEPAYERS?

¹ Assumes an average annual capacity factor of 90%.

The Agreement contains two important modifications to Duke's original proposal that
will help ensure that customers receive fair value and their rates remain reasonable. First,
the Agreement establishes an earnings cap that ensures that the Company's earnings on
energy efficiency are commensurate with the allowable earnings rate for investments in
power plants and other capital assets. Second, the Agreement limits recovery for "lost
revenues" due to reduced sales of electricity to three years.

7 Q. PLEASE EXPLAIN WHY THE EARNINGS CAP IS REASONABLE.

The earnings cap addresses our concern that the original Save-a-Watt proposal could result in an unreasonable level of earnings. I will discuss the performance-based tiered earnings caps later in my testimony.

In the original Save-a-Watt proposal, the Company's earnings could be calculated as 90% of avoided costs, less program costs, less net lost revenues. Using data supplied by the Company, assuming the modifications to Save-a-Watt ordered by the Commission², and assuming that net lost revenues are valued at the 36-month limit agreed to in this Agreement, I estimate that the Company's post-tax earnings would have been about 44% of program costs on a nominal basis. Using the same method of analysis, but if Duke achieved the target established under the Agreement, its post-tax earnings under the original proposal would have been somewhat higher, about 49% of program costs.

In contrast, the performance-based earnings cap in the Agreement limits the Company's maximum earnings substantially. If Duke achieves 90% of the new target,

² Order Resolving Certain Issues, Requesting Information on Unsettled Matters, and Allowing Proposed Rider to Become Effective Subject to Refund (Feb. 26, 2009).

Cumulativo	e Energy Reduction Targo	et By Year 4 And Maximum	Earnings
	Save-a-Watt As Filed, With Commission Ordered Modifications	Save-a-Watt As Filed, With Commission Ordered Modifications and Higher Energy Reduction Target	Agreement
Cumulative impact (GWh)	926	1,440	1,440
Post-tax earnings as % of program costs	44%	49%	15%

When the Company invests in a power plant or some other long-lived asset the Commission allows it the opportunity to recover that investment over its life and to earn an annual return expressed as a percentage of the book value of that capital asset, or "rate base" each year. This is referred to as its weighted average cost of capital, and includes a component that is the return on debt and a component that is the return on equity. The earnings referred to below are the return on equity component.

Under N.C. Gen. Stat. § 62-133.9(d), a utility may "defer and amortize" energy efficiency program costs that are intended to produce further benefits. In layman's terms, Duke is allowed to "capitalize" its efficiency program expenditures and recover them over a period of time.³ We used that statute as the basis for analyses that led us to conclude that the earnings caps under the Agreement are consistent with the Company's allowed return on equity established by the Commission.

For conservation (energy savings) programs, we compared the maximum earnings allowed under the Agreement to the earnings that Duke would earn if it "capitalized" its

The demand response programs created as a result of the Save-a-Watt proceeding assume that the benefits occur in the same year as the expenses; it is therefore inappropriate to use capitalization or deferred accounting to analyze the return associated with demand response programs.

energy efficiency program costs and recovered them over several years using its current capital structure and authorized returns. Using data provided by Duke, we calculated the post-tax earnings-to-program-cost ratios for conservation programs for amortization periods varying from one to ten years. We tested various amortization periods because North Carolina law does not establish a specific period over which capitalization is allowed; instead it leaves that decision to the Commission.

Analysis of amortization periods varying from two to eleven years indicated that the maximum ratio of post-tax earnings to program costs allowed under the Agreement would range from 1.7% to 15.2%, as illustrated in Wilson Exhibit 3. Therefore, the proposed range of earnings cap tiers from 5% to 15% is consistent with the Company's potential earnings if it chose to capitalize its program costs using an amortization period of 4 to 11 years.

For the purposes of the Agreement we consider this to be reasonable. The efficiency measures will produce energy reductions over that period and this maximum level of earnings represents a reasonable balancing of ratepayer and Company interests. Because of the differences between the Company's investment in and recovery of a capital asset and its expenditures on and recovery of energy efficiency program costs, I acknowledge that the discussion above does not provide a direct link between a utility's authorized return on equity and the financial incentive it might receive for an energy efficiency program. Nevertheless, I believe that the earnings caps in the Agreement limit the earnings opportunity to reasonable levels consistent with Duke's authorized return on equity.

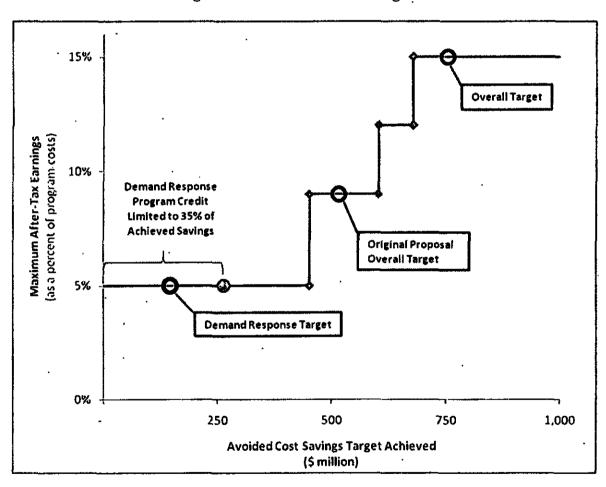
1 Q. PLEASE ELABORATE ON THE TIERED EARNINGS LEVELS.

A. The Agreement establishes a "tiered" approach to earnings – the more successful the

Company is in achieving energy savings, the greater its earnings opportunity becomes.

This approach provides Duke with a strong incentive to achieve high levels of energy efficiency as rapidly as possible. The tiers established in the Agreement are depicted in the following chart.

Tiered Earnings Levels Recommended in Agreement



8 Q. WHAT ABOUT THE INCENTIVE FOR DEMAND RESPONSE?

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9 A. Our organizations agree that some level of financial incentive for demand response 10 programs is justified for two main reasons. First, demand response programs benefit

	ratepayers by enabling the utility to avoid investments or acquisition of new capacity as
	well as avoiding higher-than-average fuel costs associated with meeting demand during
•	peak periods. Second, we recognize that the providers of demand response programs
	view them as a business opportunity. If the Company is going to deliver those programs
	it is reasonable that it will expect to earn a return commensurate with the risk it incurs to
	offer them. In some other jurisdictions, unregulated companies, referred to as curtailment
	service providers, compete to offer demand response programs and have the opportunity
	to earn a profit on them if they are successful. Thus, in order to attract investment in high
	quality demand response programs it appears that the program provider should have an
	earnings opportunity.
	For the purposes of the Agreement, and based on these observations, we have
	agreed to support application of the carnings cap framework to demand response at the

. 16

For the purposes of the Agreement, and based on these observations, we have agreed to support application of the carnings cap framework to demand response at the agreed levels. We were not able to identify a specific empirical rationale for the proposed levels in a manner that is similar to that of the conservation incentive. Nevertheless, we consider these levels to be in the public interest for two reasons.

First, Duke estimates that the avoided cost savings associated with its demand response programs will be about 20% of its total avoided cost savings. Thus, the demand response incentive is a relatively small part of the total package. To ensure that energy savings is the larger part of the package, the Agreement specifies that the avoided cost savings associated with demand response can make up no more than 35% of the total avoided cost savings considered when establishing the percent of target achievement.

Second, the demand response programs represent the measures that will come on line most quickly and with the least program development effort. Accordingly, I think of

1		the demand response programs as earning the 5% performance incentive, with the higher
2		performance incentive levels being marginally responsive to the energy savings impact of
3		Save-a-Watt. This limitation is illustrated above for reference.
4 5 6	Q.	WHAT STEPS SHOULD THE COMMISSION TAKE TO FURTHER INVESTIGATE THE APPROPRIATE LEVEL OF FINANCIAL INCENTIVE FOR DEMAND RESPONSE PROGRAMS?
7	A.	The Agreement is a settlement that we consider to be in the public interest for its four
8		year term, i.e., on an interim basis. Prior to the end of the four year period covered by
9		this Agreement, I encourage the Commission to undertake a study of best practices of
10		delivering and funding demand response programs in order to determine the best
11		approach for this region's particular regulatory and economic characteristics. I would
12		encourage the Commission to consider investigating this matter on a regional basis.
13	Q.	PLEASE ELABORATE ON THE LOST REVENUE RECOVERY PROVISION.
14	A.	Under the Agreement, Duke will recover its lost revenues due to lost sales for a period of
15		three years. The intent of this mechanism is to mitigate the disincentive to pursue energy
16		efficiency created by the existing electric rate structure in North Carolina. Limiting this
17		mechanism to three years, however, ensures that Duke does have a strong incentive to
18		adjust its supply-side resources (power plants and contracts) to reflect reduced demand.
19		I note that the Environmental Intervenors generally prefer the use of decoupling,
20		which is a different rate structure that breaks the link between utility revenues and energy
21		sales and thus inherently removes the disincentive to offer energy efficiency programs,
22		aligning the interests of utility shareholders with those of consumers. Therefore we are
23		only accepting net lost revenue recovery as an interim approach. We expect that the

complexity and other fundamental issues associated with the use of net lost revenue

1		recovery will ultimately demonstrate the value of shifting to a decoupling-based utility
2		rate structure as it has in other states.
3 4 5	Q.	TAKEN AS A WHOLE, HOW DOES THE AGREEMENT PROVIDE DUKE WITH A FINANCIAL INCENTIVE TO ACHIEVE HIGH LEVELS OF ENERGY EFFICIENCY?
6	A.	The combination of the performance-based tiered earnings cap and a reasonable level of
7		lost revenue recovery provide Duke with the opportunity to maintain or even increase
8		slightly its overall earnings relative to business-as-usual. However, if the Company fails
9		to achieve high levels of efficiency and its program costs are substantially higher than
10		expected, its earnings could decrease. I base these conclusions generally on my own
11		examination of various scenarios, but most specifically on the findings in a recent report
12		by Lawrence Berkeley National Laboratory.
13		The report, "Financial Analysis of Incentive Mechanisms to Promote Energy
14		Efficiency: Case Study of a Prototypical Southwest Utility" (Cappers et al., LBNL-
15		1598E, March 2009), examined several financial structures for utility energy efficiency
16		programs. Among the structures examined are "Save-A-Watt (NC)," which reflects the
17		original proposal design, and "Save-a-Watt (OH)," a structure that is quite similar to the
18		Agreement. I should disclose that I was a reviewer for this report and provided extensive
19		input into the type of analysis that the report ultimately presented, including several of
20		the findings I will discuss in my testimony.
21		It should be noted that there are a number of important differences between the
22		"prototypical southwest utility" and utilities in the Carolinas (or elsewhere in the
23		southeast). For example, the model assumes frequent rate cases, which tends to limit the

duration of earnings erosion due to under-recovery of fixed costs due to a reduction in

i	retail sales between rate cases. Nevertheless, the report provides important findings that
2	give us confidence that the financial structure in the Agreement will promote energy
3	efficiency in the public interest.
1 .	I would like to offer several observations based on my review of the report

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First, a positive financial structure is needed for an investor-owned utility to invest in energy efficiency. With no financial incentive, both absolute earnings and ROE are lower than they would be without energy efficiency, illustrating the classic disincentive to energy efficiency facing a vertically integrated utility. (This is illustrated in Figure ES-4 in the report.) In short, the model results demonstrate how important a fair and properly structured utility incentive structure is to energy efficiency.

Second, energy efficiency programs reduce total ratepayer bills for all financial structures studied (including the original Save-A-Watt (NC) proposal) and at all scenario levels for energy efficiency. Consistent with other studies and historical findings, the reduced revenue requirement occurs even though the model indicates small retail rate increases (see Figure 20 of the report). The original Save-A-Watt (NC) proposal stands out as saving customers less than other financial structures studied, and aggressive levels of energy efficiency save customers the most money.

Third, the Save-a-Watt (OH) structure performs quite similarly to structures such as a cost capitalization with decoupling (includes a bonus ROE), shared net benefits with decoupling, and performance target with decoupling (program costs plus earnings). As illustrated in Wilson Exhibit 4, which is Figure ES-7 in the report, all of these financial structures offer an enhanced ROE at any level of energy efficiency performance, thus illustrating that the combination of a shareholder incentive mechanism with a fixed cost

recovery mechanism (decoupling or lost revenue recovery) puts energy efficiency on the positive side of the balance sheet compared to business-as-usual.

Α.

Fourth, the Save-A-Watt (OH) structure (similar to the Agreement) is a major improvement over the Save-A-Watt (NC) structure (original proposal). As I previously commented, the model findings are that customer savings for the OH structure are greater than the NC structure; this is because the rate impact of the NC structure is approximately twice as much as the OH structure at the same level of impact. Returning to Wilson Exhibit 4, the model indicates that the NC structure (original proposal) has far higher absolute earnings and ROE than the OH structure.

Earlier in my testimony, I presented evidence to support my opinion that the proposed range of earnings cap tiers from 5% to 15% is consistent with the Company's potential earnings if it chose to capitalize its program costs using an amortization period of 4 to 11 years. Based on the LBNL report, I can broaden this opinion to the entire financial structure in the Agreement. Taken as a whole, the Agreement appears likely to result in an opportunity for the Company to maintain or increase slightly its overall earnings relative to business-as-usual if it achieves the targets set out in the Agreement at a cost similar to the one it anticipates. If the Company falls short in meeting either of those objectives, its opportunity to maintain or increase its earnings would diminish.

Q. WOULD YOU LIKE TO MENTION ANY OTHER ASPECTS OF THE AGREEMENT?

Yes. The Agreement includes provisions for greater flexibility to allow the utility to rapidly implement higher-performing programs. The agreement also includes provisions for a strong stakeholder advisory group to ensure transparency and encourage new ideas.

- 1 These provisions are consistent with the recommendations of Brian Henderson, who
- 2 testified for Environmental Intervenors regarding the proposed Save-a-Watt programs.
- 3 Q. DOES THAT CONCLUDE YOUR TESTIMONY?
- 4 A. Yes, it does.

Director of Research, Southern Alliance for Clean Energy

34 Wall Street, Suite 607 Asheville, NC 28801 828-254-6776

wilson@cleanenergy.org

EXPERIENCE

Southern Alliance for Clean Energy

Director of Research, Asheville, North Carolina, 2007 – present http://www.cleanenergy.org/

- Member, several state climate committees and workgroups
- Testified and presented before utility regulators and boards in four states
- Published numerous reports and presentations

Galveston-Houston Association for Smog Prevention

Executive Director, Houston, Texas, 2001 – 2006 http://www.ghasp.org/

- Member, Regional Air Quality Planning Committee
- Member, Transportation Policy Technical Advisory Committee
- Member, Steering Committee, TCEQ Interim Science Committee
- Published over a dozen reports
- In the media over 250 times
- Awards & recognition from the City of Houston, Houston Press, and environmental groups

The Goodman Corporation

Senior Associate, Houston, Texas, 2000 - 2001

http://www.thegoodmancorp.com/

- Project Manager, Houston Main Street Corridor
- Project Manager, Houston Downtown Circulation Study
- Project Manager, Austin Corridor Planning
- Project Manager, Ft. Worth Berry Street Corridor Initiative

Florida Legislature

Senior Legislative Analyst and Technology Projects Coordinator, Office of Program Policy Analysis and Government Accountability, Tallahassee, Florida, 1997-1999 http://www.oppaga.state.fl.us/

- Coordinator, Florida Government Accountability Report, 1999
- Coordinator, Project Management Software Implementation, 1999
- Creator and Editor, Florida Monitor Weekly, 1998 99
- Author or team member for reports on water supply policy, environmental permitting, community development corporations, school district financial management and other issues – most recommendations implemented by the 1998 and 1999 Florida Legislatures

Florida State University

Environmental Management Consultant, Tallahassee, Florida, 1997 http://www.pepps.fsu.edu/FACT97/index.html

Project staff, Florida Assessment of Coastal Trends, 1997

Houston Advanced Research Center

Research Associate, Center for Global Studies, Woodlands, Texas, 1992 - 96 http://www.harc.edu/

- Performance Award, 1995
- Coordinator of regional environmental projects for Houston, the Rio Grande river basin, and the state of Texas

US Environmental Protection Agency

Student Assistant, Office of Policy, Planning and Evaluation, Washington, DC, 1991

Special Achievement Award, 1991

EDUCATION Harvard University

Master in Public Policy, John F. Kennedy School of Government, 1992

Concentration areas: Environment, negotiation, economic and analytic methods

Rice University

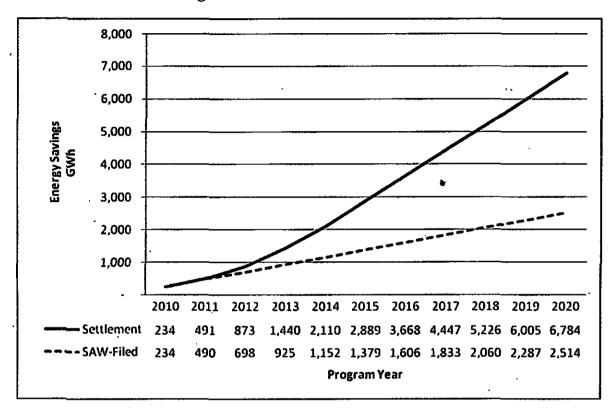
Bachelor of Arts, conferred cum laude, 1990

Majors: Physics (with honors) and history

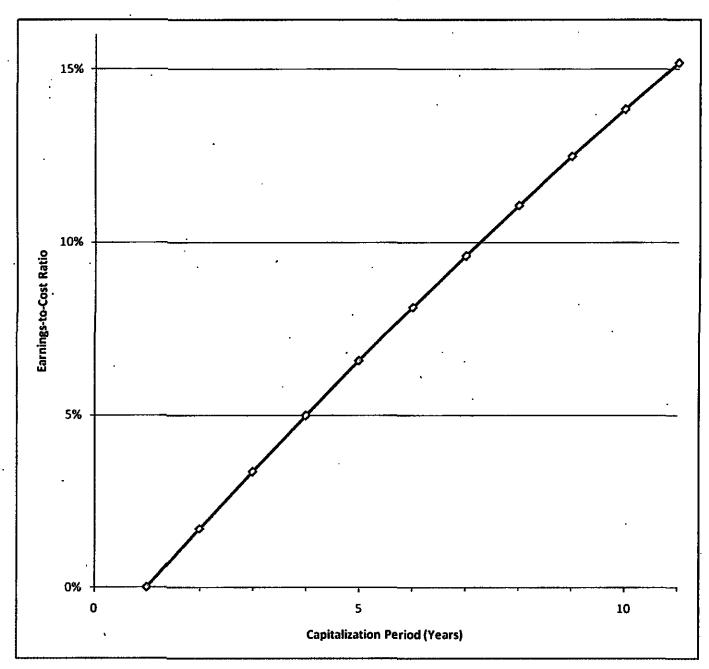
Additional Training and Experience

Spanish language; Advanced computer skills; Certified Master Wildlife Conservationist, Leon County Extension Service

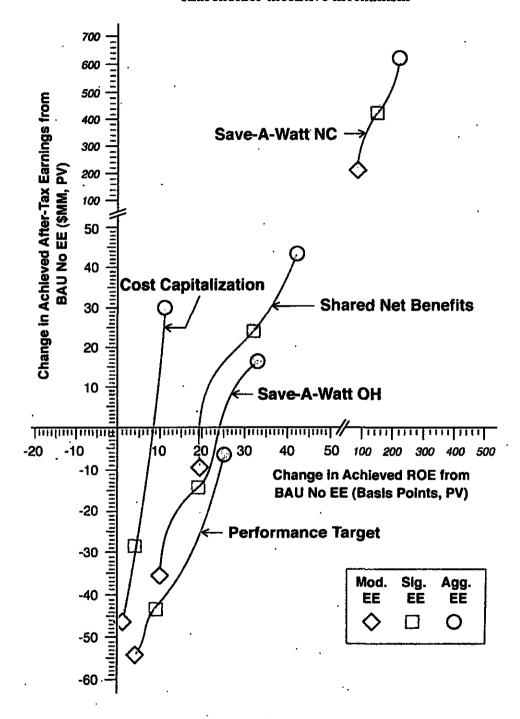
Cumulative Energy Savings Impact of Energy Efficiency Programs Assuming Targets in Agreement Are Achieved and Maintained



Post-tax Earnings-to-Program-Cost Ratios for Conservation Programs, Varying
Amortization Period from One to Five Years



Earnings and return on equity (ROE): Combined effect of fixed cost recovery and shareholder incentive mechanism



CERTIFICATE OF SERVICE

I hereby certify that the following persons on the docket mailing list have been served with the Testimony of John D. Wilson on behalf of Environmental Defense Fund, Natural Resources Defense Council, Southern Alliance for Clean Energy and Southern Environmental Law Center by electronic service:

Len Anthony
Deputy General Counsel
Progress Energy Service Company
P.O. Box 1551/PEB 17A4
Raleigh, NC 27602

Sheri Zann Rosenthal Assistant City Attorney City of Durham 101 City Hall Plaza

Durham, NC 27701

Robert Kaylor Law Office of Robert W. Kaylor 225 Hillsborough Street, Suite 480 Raleigh, NC 27603

Bernard L. McNamee II McGuire Woods, LLP One James Center 901 E. Cary Street Richmond, VA 23219

Leonard G. Green
Assistant Attorney General
Attorney General's Office
Utilities Section
Post Office Box 629
Raleigh, NC 27602-0629

Robert Page Crisp, Page & Currin, LLP Suite 205 4010 Barrett Drive Raleigh, NC 27609-6622 Mary Lynn Grigg Womble, Carlyle, Sandbridge & Rice PO Box 831 Raleigh, NC 27602

Lisa S. Booth
Dominion Resources Services, Inc.
Law Department – RS – 2
PO Box 26532
Richmond, VA 23219

James H. Jeffries, IV Moore & Van Allen, PLLC Suite 4700 100 North Tryon Street Charlotte, NC 28202-4003

Jane Lewis-Raymond
Vice President and General Counsel
Piedmont Natural Gas Co., Inc.
PO Box 33068
Charlotte, NC 28233

Ralph McDonald Bailey Dixon, LLP PO Box 1351 Raleigh, NC 27602-1351

Lara Simmons Nichols Associate General Counsel Duke Energy Corporation PO Box 1006 (EC03T) Charlotte, NC 28201 B. Craig Collins Assistant General Counself SCANA Corporation NC-130 1426 Main Street Columbia, SC 29201

This 19th day of June 2009.

Gudrun Thompson