COMMONWEALTH OF PENNSYLVANIA



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May 29, 2019

The Honorable Joel H. Cheskis Chief Administrative Law Judge Pennsylvania Public Utility Commission Commonwealth Keystone Building 400 North Street Harrisburg, PA 17120

Re: Pennsylvania Public Utility Commission v. Peoples Natural Gas Company LLC Docket No. R-2018-3006818

Dear Judge Cheskis:

Enclosed please find a copy of the Supplemental Direct Testimony of Glenn Watkins, OCA Statement No. 3-Supp (HIGHLY CONFIDENTIAL), being submitted on behalf of the Office of Consumer Advocate in the above proceeding. The enclosed Highly Confidential Testimony will be provided in hard copies to those parties that have signed the Protective Agreement and Protective Order.

Copies have been served on the parties as indicated on the enclosed Certificate of Service.

Respectfully Submitted,

/s/Christy M. Appleby Christy M. Appleby Assistant Consumer Advocate PA Attorney I.D. # 85824 E-Mail: CAppleby@paoca.org

Counsel for: Tanya J. McCloskey Acting Consumer Advocate

Office of Consumer Advocate 555 Walnut Street 5th Floor, Forum Place Harrisburg, PA 17101-1923 Phone: (717) 783-5048 Fax: (717) 783-7152

CERTIFICATE OF SERVICE

Pennsylvania Public Utility Commission : v. : Docket No. R-2018-3006818 Peoples Natural Gas Company LLC :

I hereby certify that I have this day served a true copy of the foregoing document,

the Office of Consumer Advocate's Supplemental Direct Testimony of Glenn Watkins, OCA

Statement No. 3-Supp (HIGHLY CONFIDENTIAL VERSION), upon parties of record in this

proceeding in accordance with the requirements of 52 Pa. Code § 1.54 (relating to service by a

participant), in the manner and upon the persons listed below:

Dated this 29th day of May 2019.

*Receiving HIGHLY CONFIDENTIAL Supplemental Direct Testimony

SERVICE BY E-MAIL & INTER-OFFICE MAIL

*Erika L. McLain, Esquire *Carrie B. Wright, Esquire Bureau of Investigation & Enforcement Commonwealth Keystone Building 400 North Street Harrisburg, PA 17120

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*Vasiliki Karandrikas, Esquire *Pamela C. Polacek, Esquire *Errin T. McCaulley, Jr., Esquire McNees Wallace & Nurick LLC 100 Pine Street Harrisburg, PA 17108-1166 (Snyder Brothers, Inc. et al., Marco Drilling)

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*Todd S. Stewart, Esquire Hawke McKeon & Sniscak LLP 100 N. 10th Street Harrisburg, PA 17101 (*NGS and RESA*)

Thomas J. Sniscak, Esquire Hawke McKeon & Sniscak LLP 100 N. 10th Street Harrisburg, PA 17101

Joseph L. Vullo, Esquire Burke Vullo Reilly Roberts 1460 Wyoming Avenue Forty Fort, PA 18704 (Community Action Association of PA)

Theodore J. Gallagher, Esquire NiSource Corporate Services Company Energy Distribution Group Legal 121 Champion Way, Suite 100 Canonsburg, PA 15317 (Columbia Gas of Pennsylvania, Inc.)

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OCA Statement No. 3 (Supplemental)

BEFORE THE

PENNSYLVANIA PUBLIC UTILITY COMMISSION

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Pennsylvania Public Utility Commission

v.

Peoples Natural Gas Company LLC

Docket No. R-2018-3006818

PUBLIC VERSION

SUPPLEMENTAL DIRECT TESTIMONY OF GLENN A. WATKINS

ON BEHALF OF THE

PENNSYLVANIA OFFICE OF CONSUMER ADVOCATE

MAY 29, 2019

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Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.

 A. My name is Glenn A. Watkins. My business address is 1503 Santa Rosa Road, Suite 130, Richmond, VA 23229.

5 Q. DID YOU PREVIOUSLY PROVIDE PRE-FILED DIRECT TESTIMONY IN THIS 6 CASE?

7 A. Yes. I provided direct testimony in this proceeding on April 29, 2019, which was 8 designated as OCA Statement No. 3. As indicated in my initial direct testimony, I had not 9 been able to verify the need for, or legitimacy of, the level of discounts provided by Peoples 10 Natural Gas ("Peoples" or "Company") to various negotiated rate customers at the time of 11 that testimony. This was due to the fact that the Company had not provided full responses 12 to OCA's discovery requests on this issue until the day before my testimony was written 13 and that my limited review of these discovery requests at that time indicated that the 14 documents provided thus far were lacking. As such, OCA propounded additional 15 discovery requests which have been received and examined. Therefore, the purpose of this 16 supplemental testimony is to provide the Commission with the results of my investigation 17 and recommendations relating to the issue of discounted rates offered to selected 18 customers.

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Q. HOW IS THIS SUPPLEMENTAL TESTIMONY STRUCTURED?

A. In this testimony, I provide my overall recommendation as to the amount of discounted rates that should be disallowed for ratemaking purposes; *i.e.*, the level of discounts that should not be borne by captive ratepayers. My investigation and recommendations are separated into two separate subgroups: those discounts associated with Gas-on-Gas competition and those discounted rates not associated with Gas-on-Gas competition; *i.e.*, threats of by-pass, alternative energy sources, and economic reasons.

27 My Highly Confidential Schedule GAW-10 (Supplemental) provides a summary 28 itemization of each discounted rate customer along with my recommended allowance or 29 disallowance of discounted rates for ratemaking purposes. This summary Schedule GAW-30 10 (Supplemental) also provides a reference to my supplemental schedule numbers that

provide the details of my investigation and basis for recommendation for each individual customer.

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4 Q. PLEASE PROVIDE AN OVERALL SUMMARY OF YOUR 5 RECOMMENDATIONS AS IT RELATES TO PEOPLES' DISCOUNTED RATES 6 OFFERED TO SELECTED CUSTOMERS.

A. Overall, I recommend a disallowance of \$37,487,734 million in total relating to the
Company's discounted rates, which consists of \$1,952,060 associated with Gas-on-Gas
competition and \$35,535,674 associated with threats of by-pass, alternative energy sources,
and economic reasons. In this regard, OCA witness Dante Mugrace did not reflect my
recommended revenue adjustments in his direct testimony since my recommendations
were not quantified at the time he filed his direct testimony. However, Mr. Mugrace will
reflect my recommended revenue adjustments in his surrebuttal testimony.

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Q. BEFORE YOU BEGIN YOUR DESCRIPTION AND DISCUSSION OF INDIVIDUAL DISCOUNTED RATE CUSTOMERS, IS THERE A GENERAL CONCERN YOU HAVE RELATING TO SOME NON-GAS-ON-GAS DISCOUNTS OFFERED TO INDIVIDUAL CUSTOMERS?

19 A. Yes. Perhaps the most concise way to describe a concern I have is the spiraling 20 effect of the discounts offered to some customers. As will be discussed below, there are 21 some customers that have an alleged alternative fuel of steam. These customers claim they 22 can purchase steam at a lower price than the full tariff price for natural gas even though 23 these customers do not mention or factor in the commodity cost of gas that would also be 24 part of the customers' energy costs. At the same time, there are steam distribution company 25 customers that claim without a discount to the natural gas rate, which is used to produce 26 steam, these customers may go out of business or shift operations to other plants.

If an industrial customer that had the ability of using steam purchased from a steam distribution company as an alternative, this would provide additional revenue to the steam distribution company which would then increase the steam distribution company's revenues. Moreover, and perhaps more importantly, is the fact that the steam distribution

1 company would require additional natural gas in order to supply additional steam to the 2 industrial customer's loads. This of course would increase the cost of steam that would be 3 used as a substitute for natural gas to the industrial customers. Put concisely, the 4 discounted natural gas distribution prices offered to steam customers are lower than what 5 they should be under full tariff natural gas distribution rates which makes steam a cheaper alternative to the industrial customers that claim steam as a substitute. At the same time, 6 7 the discounted natural gas distribution rates offered to the industrial customer is lower than what they should be under full tariff rates, thereby making steam not competitive with 8 9 Peoples natural gas rates. Hence, the economic hardship claimed by the steam distribution 10 company for needing a lower natural gas distribution rate in order to survive or maintain 11 its current operations.

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13 GAS-ON GAS DISCOUNTS

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15 Q. PLEASE PROVIDE A HISTORICAL PERSPECTIVE OF THE ISSUES 16 CONCERNING GAS-ON-GAS COMPETITION.

17 A. With regard to Gas-on-Gas competition, the Commission initiated a generic 18 investigation or rulemaking relating to this issue in Docket Nos. P-2011-2277868 and I-2012-2320323. On May 4, 2017, the Commission issued an Opinion and Order that set 19 20 forth certain ground rules relating to Gas-on-Gas competition including an absolute floor 21 on the discounted rates that NGDCs may offer to selected customers. In this Order, the 22 Commission required that NGDC tariff provisions which pertain to Gas-on-Gas discounted 23 rates, be amended to include a floor equal to the lowest tariffed rate under which a customer 24 is capable of receiving service from a competing NGDC(s).¹

- With regard to existing long-term contracts resulting from Gas-on-Gas competition,
 the Commission also stated:
 - the NGDCs have been fully aware that there may be changes in Gas-on-Gas discounts since at least 2012. Consequently, NGDCs knew there may be some risk in entering into *long-term* contracts once this proceeding began. Therefore, we concur with the ALJ that December 31, 2018, may be a

Order, page 54.

reasonable date to end ratepayer subsidies of Gas-on-Gas discounts that exceed applicable rates of competing NGDCs. Accordingly, the NGDCs are placed on notice that they may not be able to recover any foregone revenue beyond December 31, 2018, in future rate proceedings. [Order, page 57].

7 In its May 4, 2017 Order in these dockets, the Commission also sought comments 8 from the various parties relating to uniform tariff provisions. The various parties met 9 several times and developed a consensus on several of the questions posed by the 10 Commission in this Order including what customer classes should be offered Gas-on-Gas 11 flex rates and what should be the criteria and associated documentation for customers to 12 demonstrate they are capable of receiving service from another NGDC. With regard to 13 which customer classes should be offered Gas-on-Gas flex rates, all parties agreed that 14 such rates should be limited to non-Residential customer classes. With regard to the criteria 15 and documentation for customers to demonstrate they are capable of receiving service from another NGDC, all parties agreed that: 16

17 A G-O-G flex rate must be supported by a sworn G-O-G Customer affidavit. 18 An existing G-O-G Customer's affidavit must attest that the G-O-G 19 Customer meets one or more of the eligibility criteria listed above. A new 20 G-O-G Customer's affidavit must attest that (i) the G-O-G Customer has 21 been offered service from a Competing NGDC with a lower tariffed rate and (ii) the Competing NGDC is physically able to connect the G-O-G 22 Customer and has sufficient capacity to serve. All affidavits must include 23 24 all relevant terms, conditions, rates, and customer contributions and 25 advances associated with the competitive service offering. The G-O-G Customer affidavit shall be treated as confidential and disclosed in a 26 27 Commission proceeding only pursuant to a protective agreement or order.²

29 Q. PLEASE EXPLAIN THE DISCOUNT OFFERED TO GAS-ON-GAS CUSTOMER

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#6.

A. As indicated in my Schedule GAW-10 (Supplemental), the discount offered to this

- 32 customer [BEGIN HIGHLY CONFIDENTIAL]
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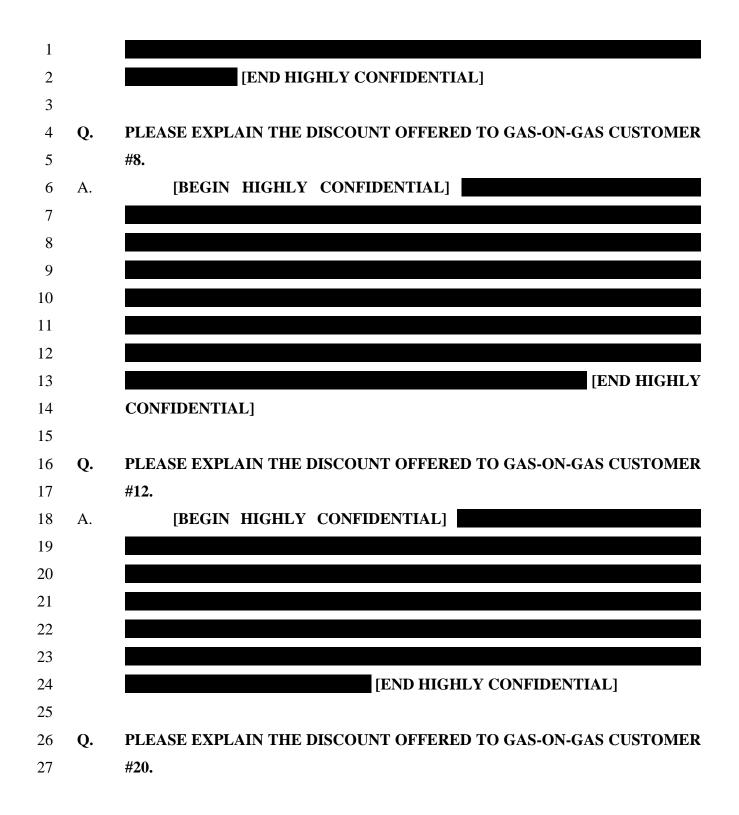
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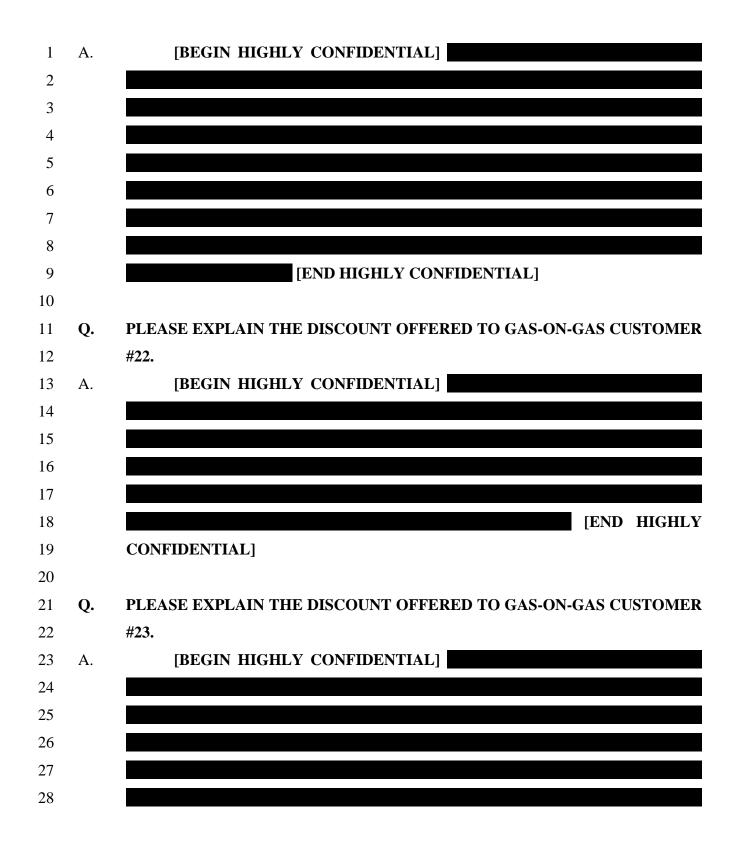
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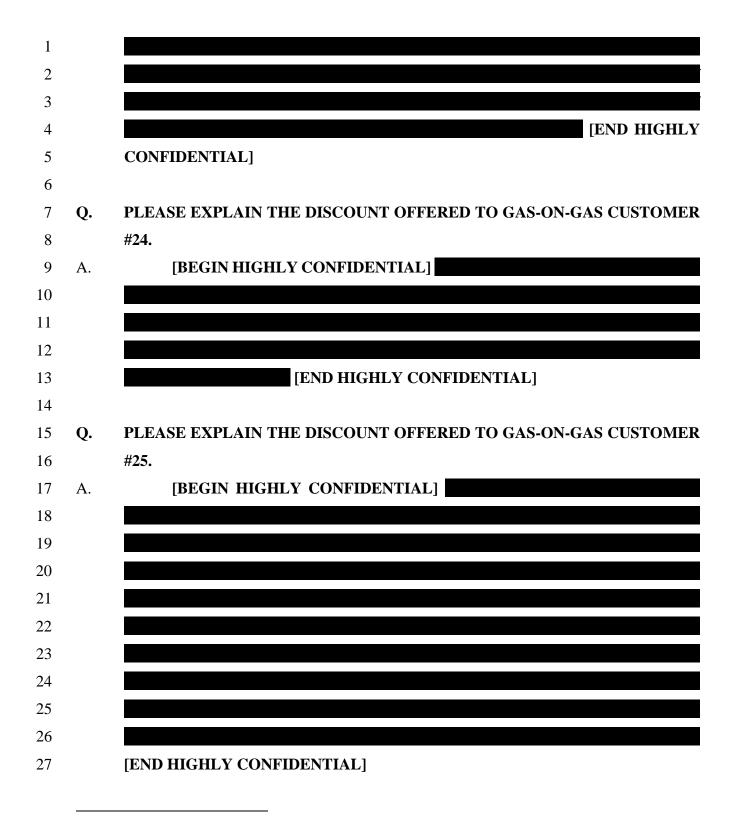
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Reply Comments of OCA, Appendix A, Consensus Positions of Commenting Parties, September 21, 2017.



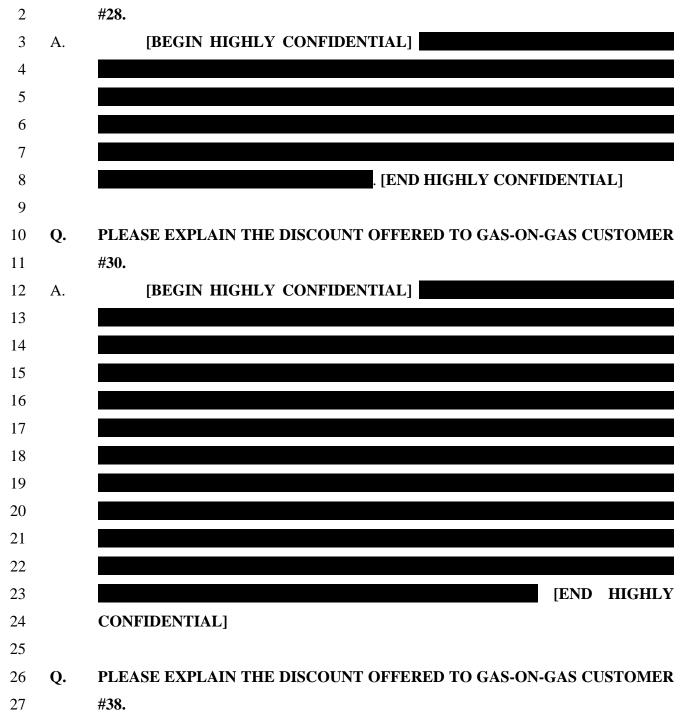
³ Per U.S. Energy Information Administration, Frequently Asked Questions (<u>https://www.eia.gov/tools/faqs/faq.php?id=45&t=8</u>).





⁴ [BEGIN HIGHLY CONFIDENTIAL]	
	[END HIGHLY CONFIDENTIAL].
⁵ [BEGIN HIGHLY CONFIDENTIAL]	
	[END HIGHLY CONFIDENTIAL].

1 Q. PLEASE EXPLAIN THE DISCOUNT OFFERED TO GAS-ON-GAS CUSTOMER



⁶ [BEGIN HIGHLY CONFIDENTIAL]

. [END HIGHLY CONFIDENTIAL]

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8	Q.	PLEASE EXPLAIN THE DISCOUNT OFFERED TO GAS-ON-GAS CUSTOMER
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10	A.	[BEGIN HIGHLY CONFIDENTIAL]
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23	<u>DISC</u>	COUNTS DUE TO THREATS OF BY-PASS, ALTERNATIVE FUELS, AND
24	<u>ECO</u>	NOMIC REASONS
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26	Q.	PLEASE PROVIDE A HISTORICAL PERSPECTIVE OF DISCOUNTED RATES
27		RELATING TO THREATS OF BY-PASS, ALTERNATIVE FUEL OPTIONS, AND
28		ECONOMIC REASONS.

⁷ [BEGIN HIGHLY CONFIDENTIAL]

. [END HIGHLY CONFIDENTIAL]

1A.Some Large Industrial and Commercial customers are located in close proximity to2an interstate pipeline such that it may be economically feasible for a customer to by-pass a3NGDC by building and installing their own natural gas main spur and connecting directly4to an interstate pipeline. This is commonly known as a potential threat of by-pass. As5such, all stakeholders are better served if such customers contribute some revenue (above6variable cost as well as above the dedicated capital cost required to serve that customer) to7the NGDC rather than leaving the NGDC system entirely.

8 With regard to discounted rates associated with customers that have alternative fuel 9 or energy options, there is no doubt that the use of natural gas for industrial purposes 10 sometimes competes with alternative fuel or energy sources such as coal, steam, oil, 11 electricity, or propane. Although natural gas tends to have a distinct price advantage over 12 most alternative energy sources, situations do exist wherein such alternative fuels do 13 effectively compete with natural gas. As such, and similar to the benefits accruing to all 14 stakeholders resulting from threats of by-pass, negotiated, discounted rates may be 15 appropriate.

In Equitable's last general rate case (Docket No. R-2008-2029325), the issue of discounted rates was a contentious issue particularly as it relates to the Company's documentation and verification as to the legitimacy, need for, and level of specific discounted rates. In that case, the parties ultimately reached a Settlement Agreement which was approved by the Commission that states:

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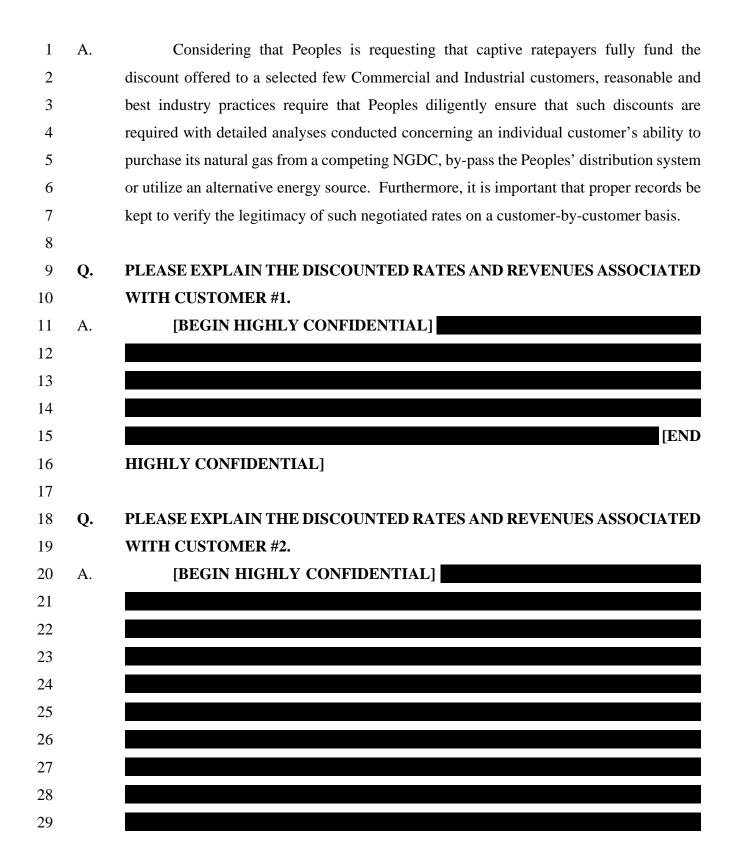
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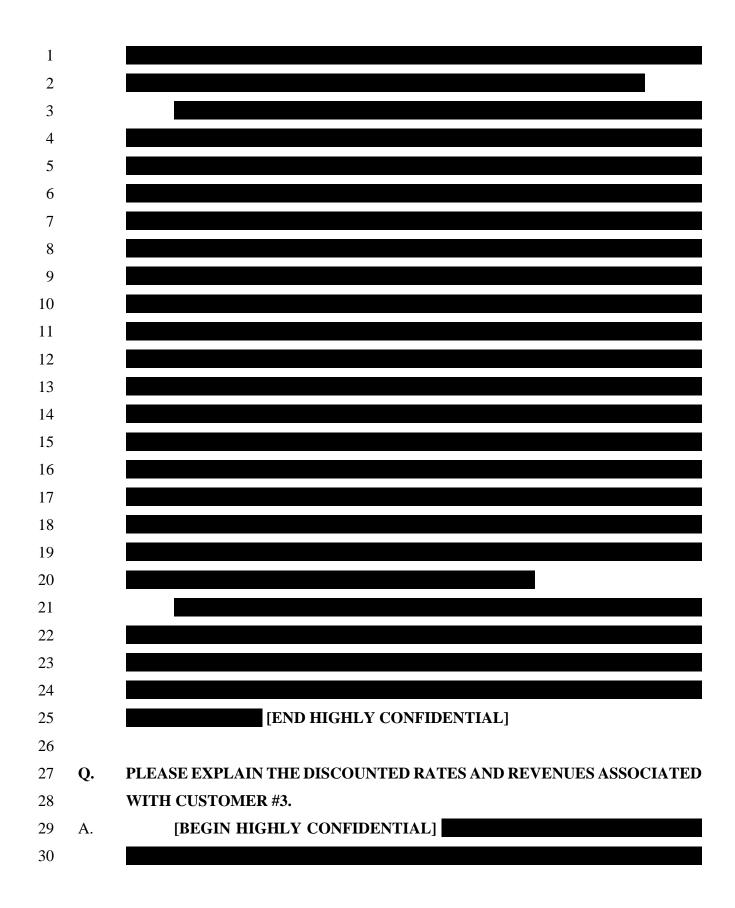
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B.3. Equitable will agree to maintain a highly confidential log of negotiated delivery service agreements available for review by the OTS, the OCA and the OSBA. The log will contain the following information related to negotiated agreements:

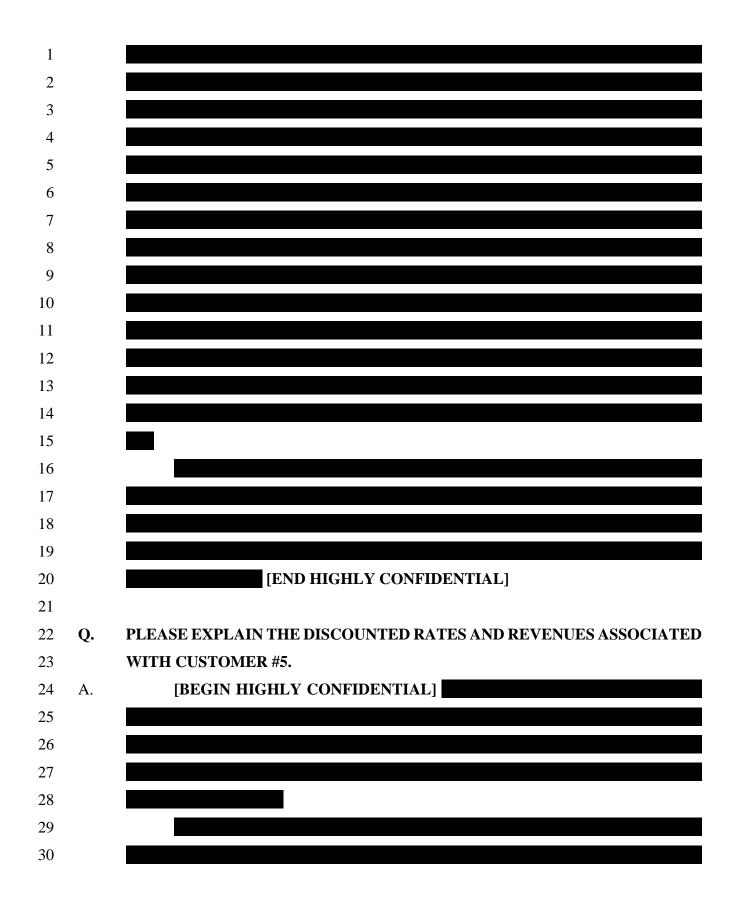
Customer number, effective date of the agreement, the reason(s) for offering a negotiated delivery agreement, supporting work papers relied upon to substantiate the negotiated agreement, and an analysis which evaluates the contribution to overall fixed costs provided by each customer.

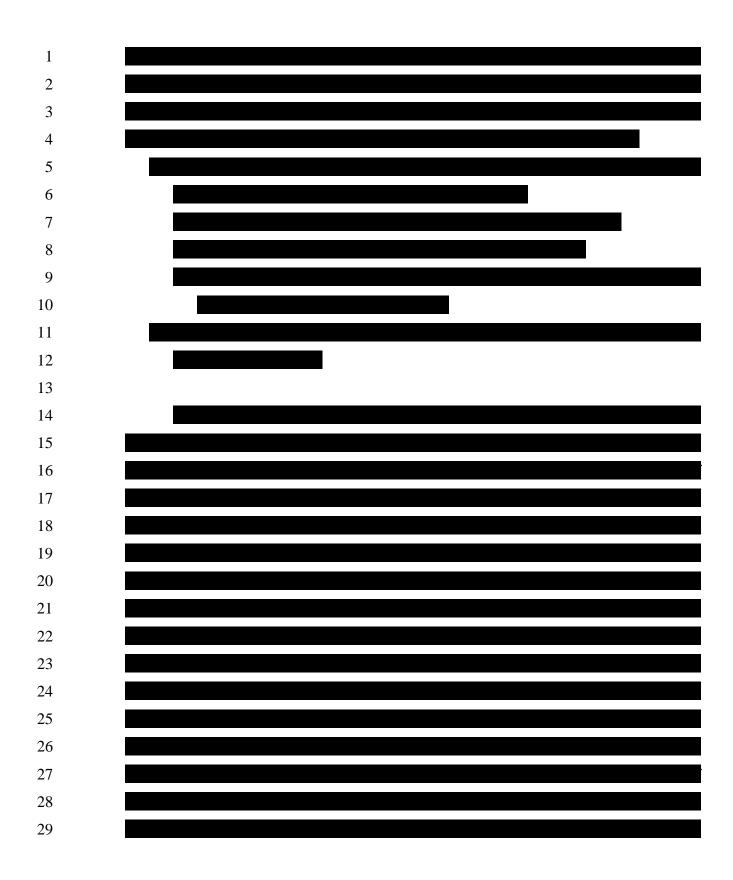
30Q.WHAT STANDARDS SHOULD APPLY TO PEOPLES AS THEY RELATE TO31WHETHER CAPTIVE RATEPAYERS SHOULD OR SHOULD NOT BE32REQUIRED TO FOOT THE BILL FOR DISCOUNTED RATES OFFERED TO33SELECTED COMMERCIAL AND INDUSTRIAL CUSTOMERS?

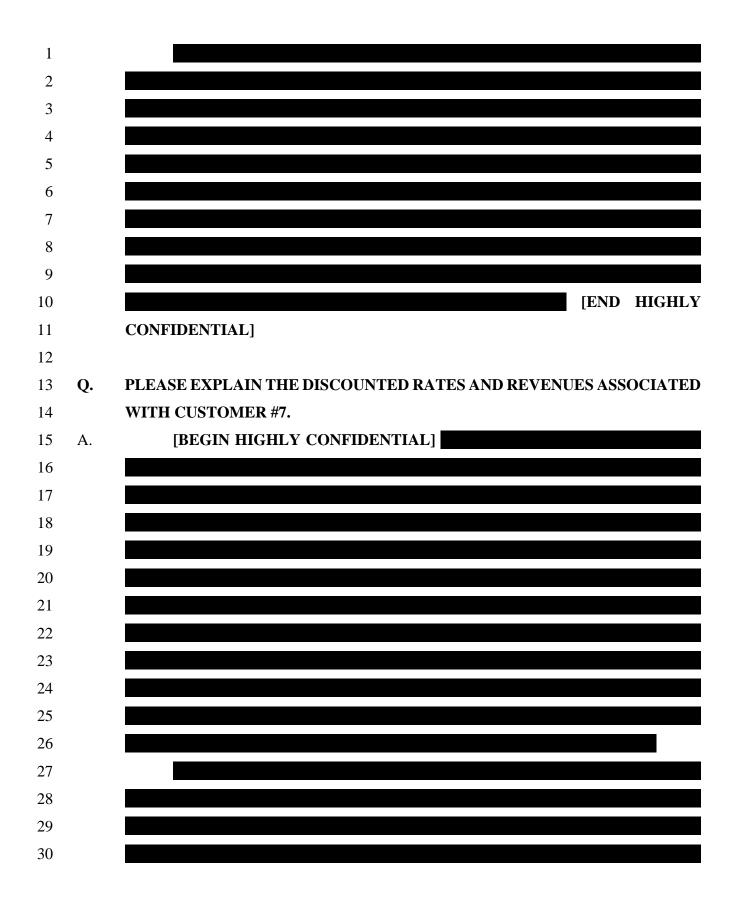


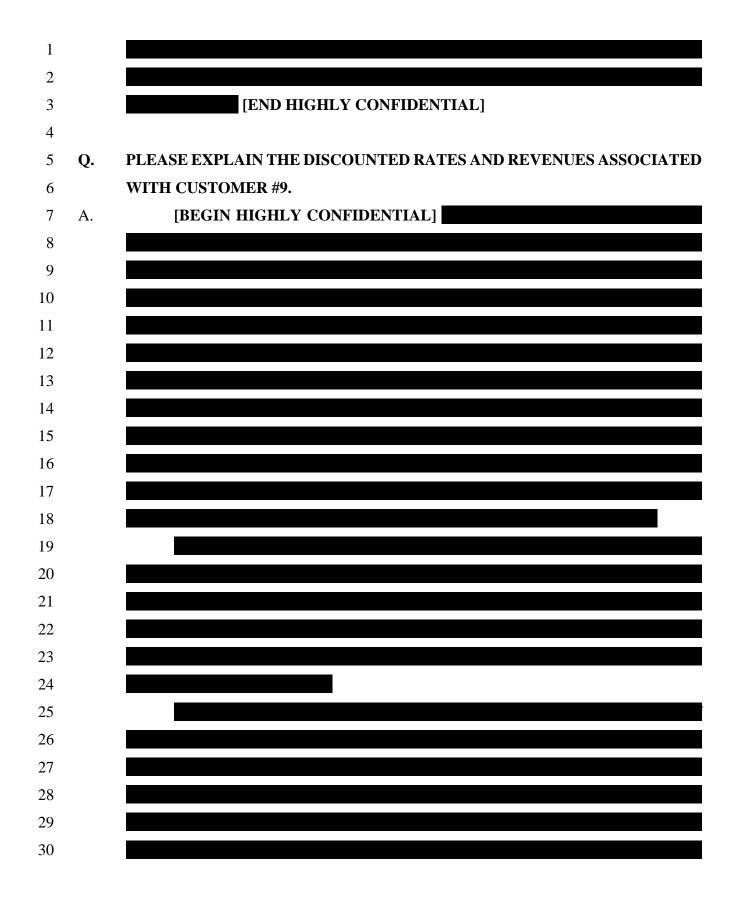


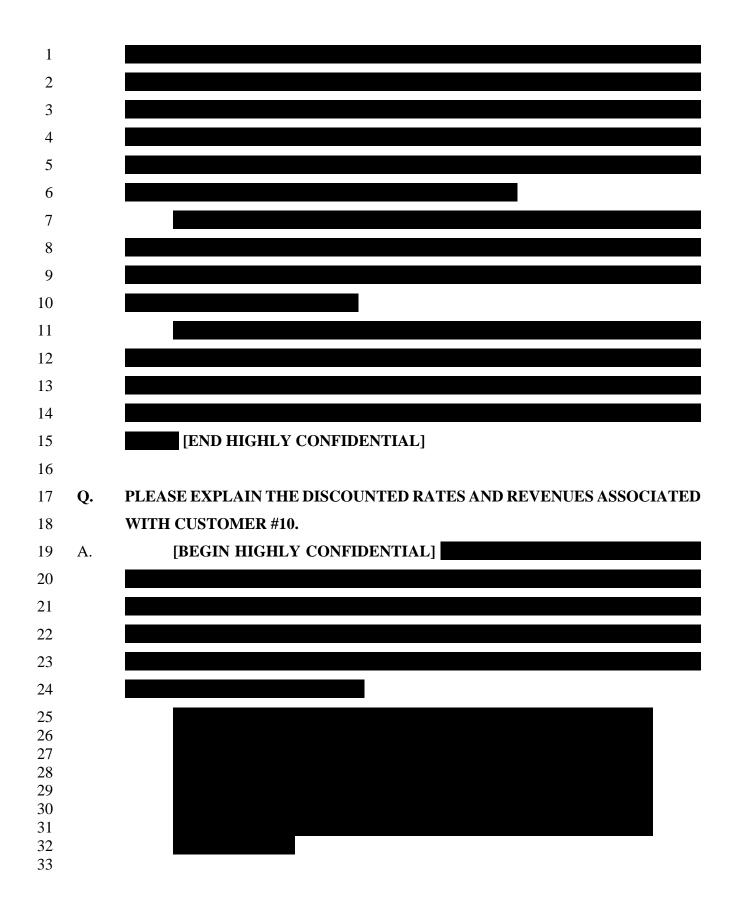
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11		[END HIGHLY CONFIDENTIAL] My data and
12		information (excluding the contract) sources relating to this customer are provided in my
13		Schedule GAW-12 (Supplemental).
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15	Q.	PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED
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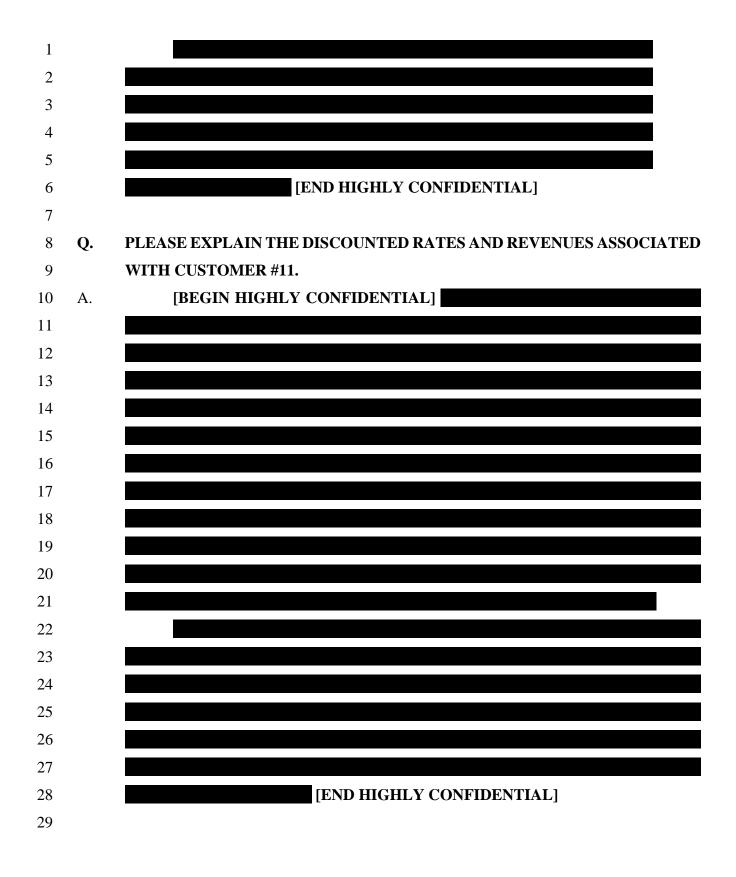


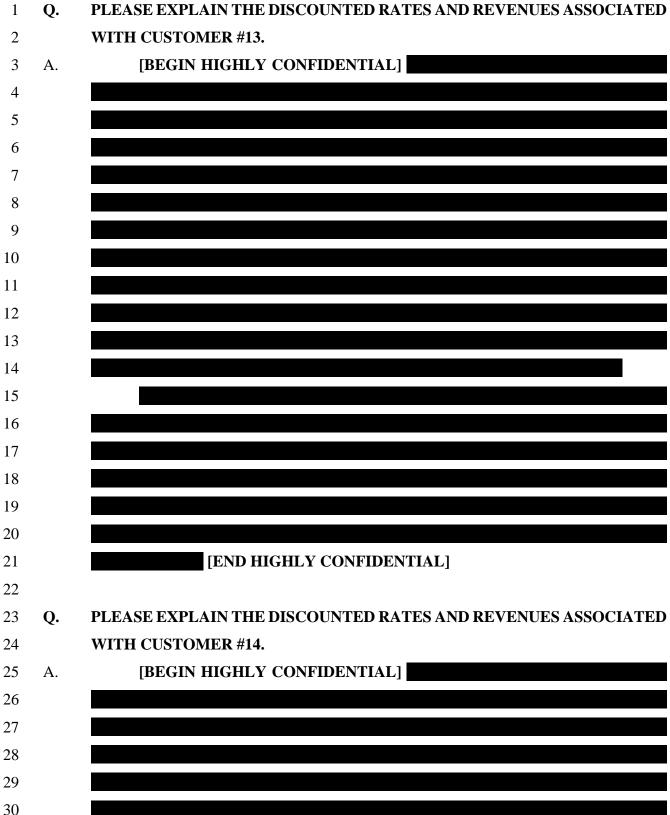




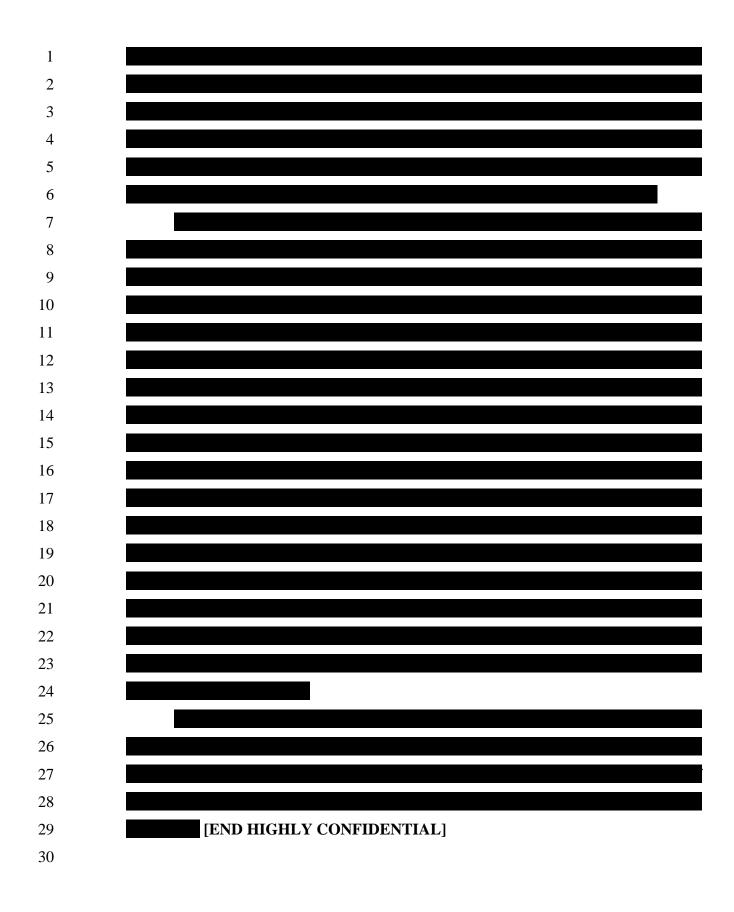




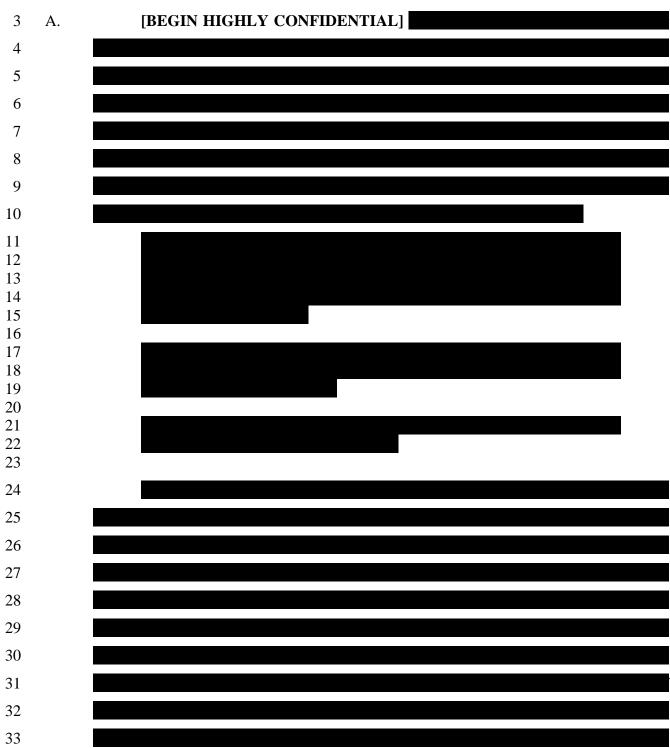


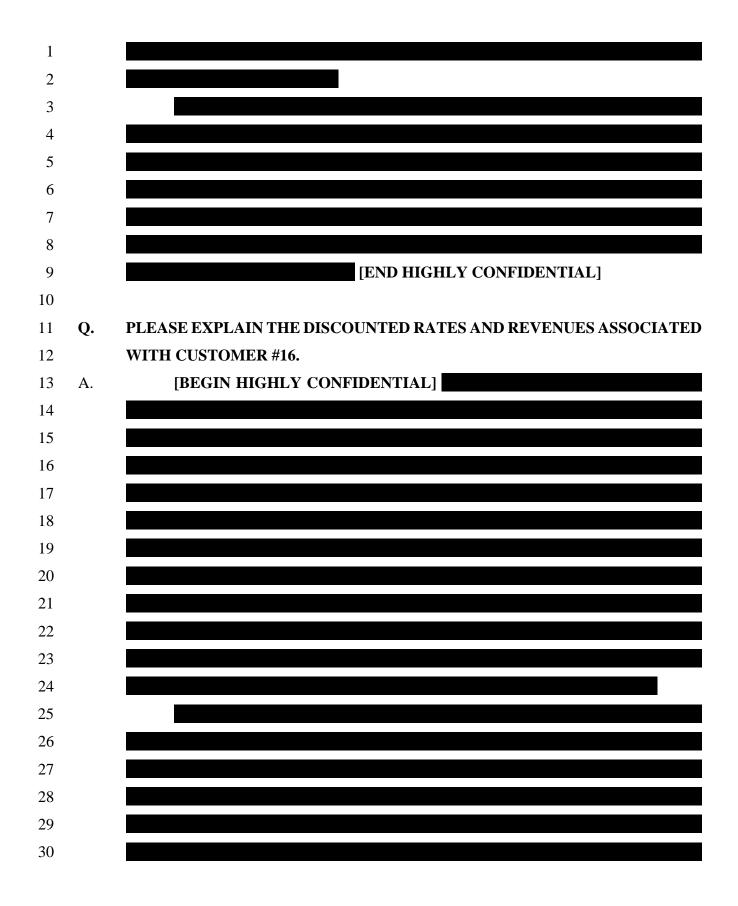


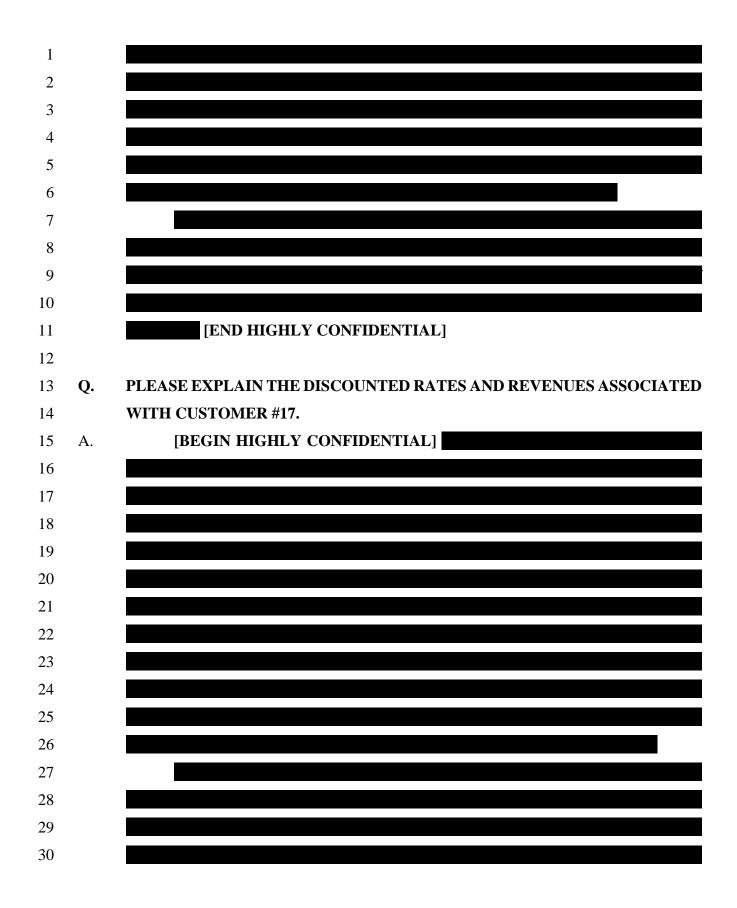
PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED Q.

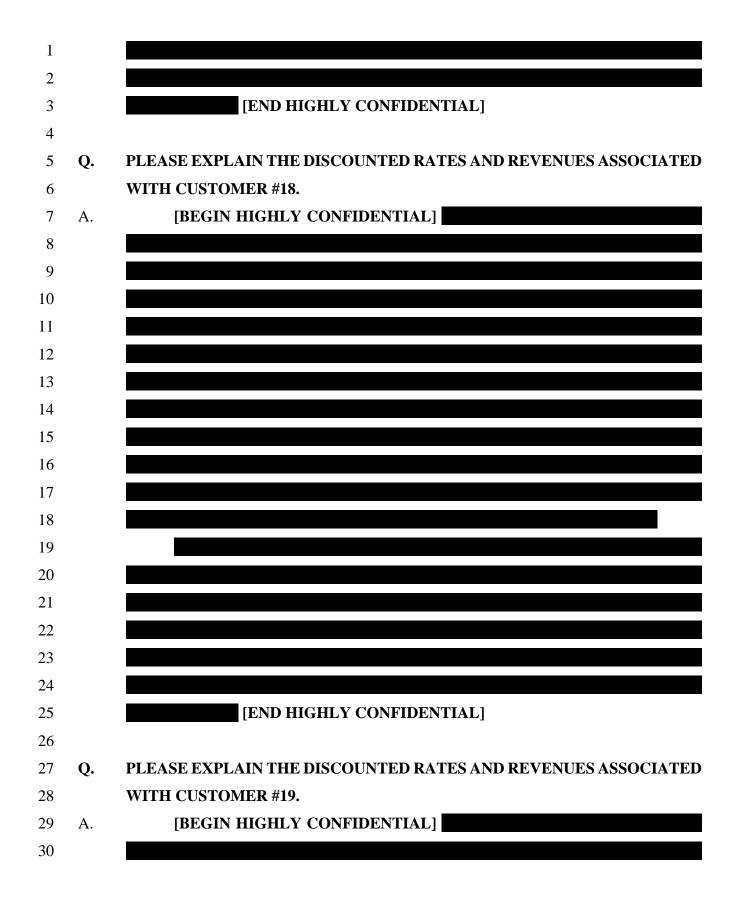


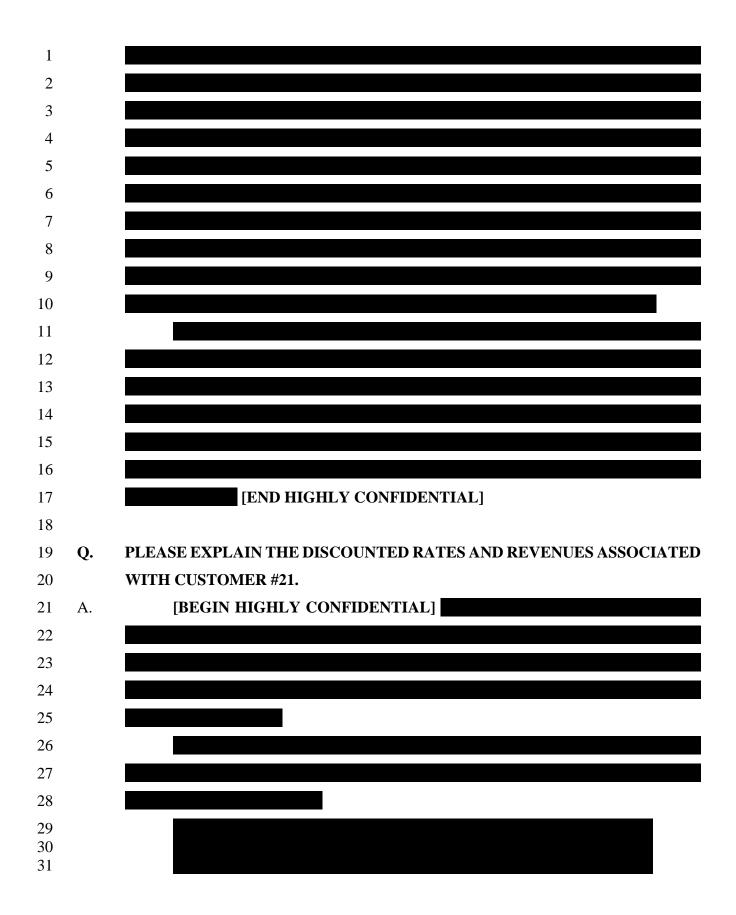










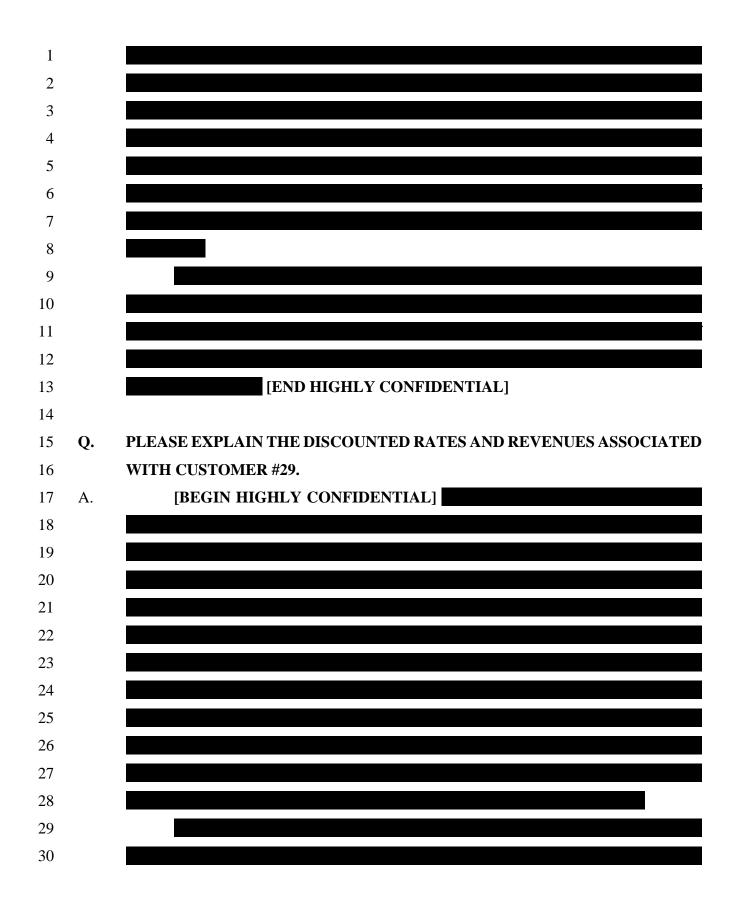


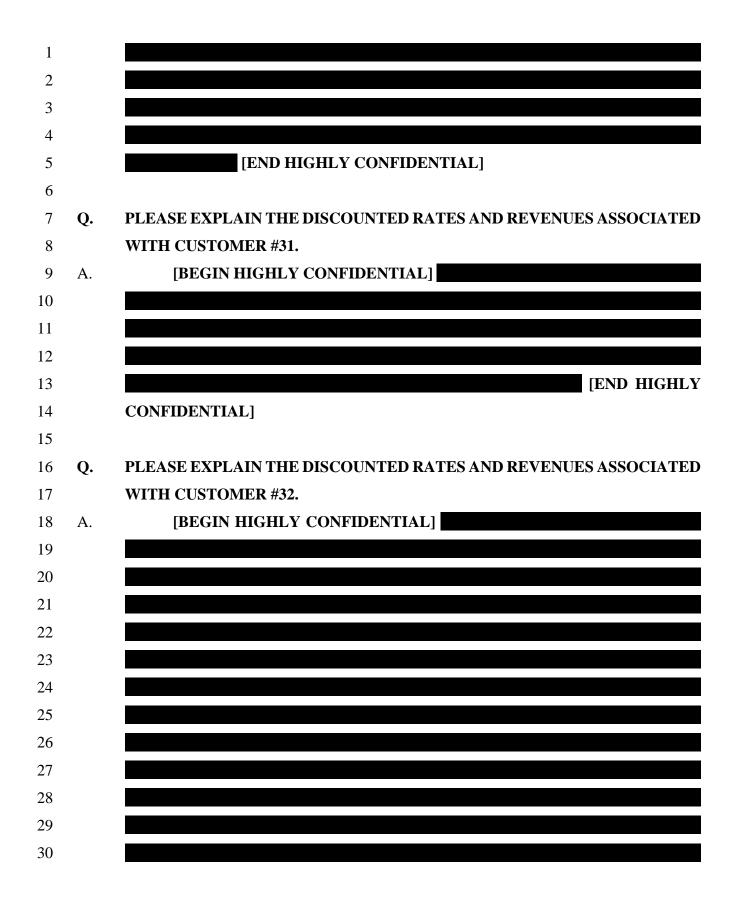
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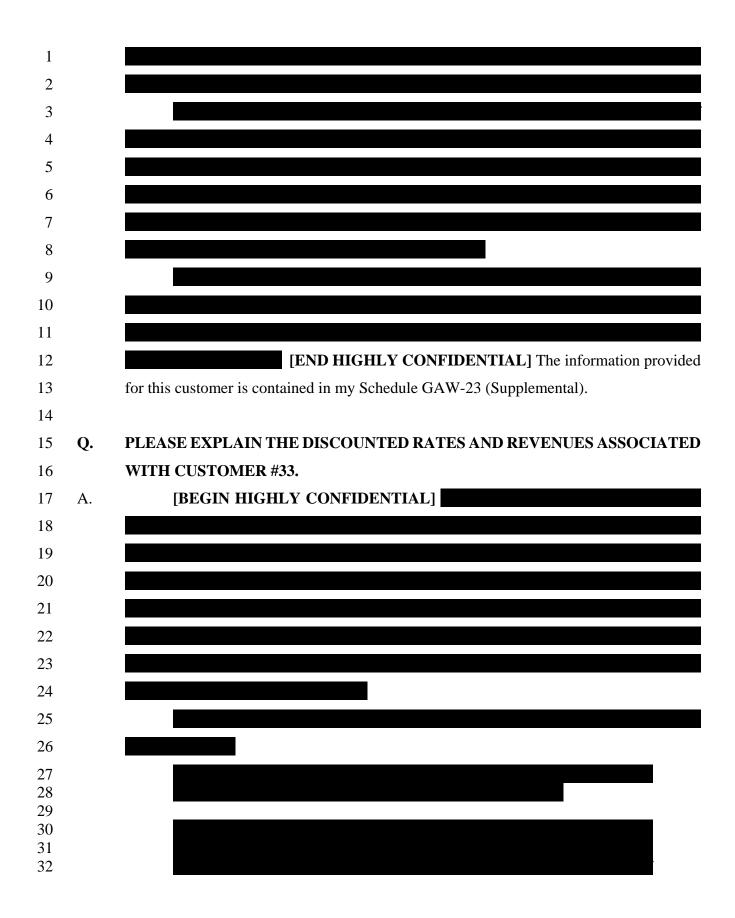
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3		CONFIDENTIAL] The information provided for this customer is contained in my
4		Schedule GAW-20 (Supplemental).
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6	Q.	PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED
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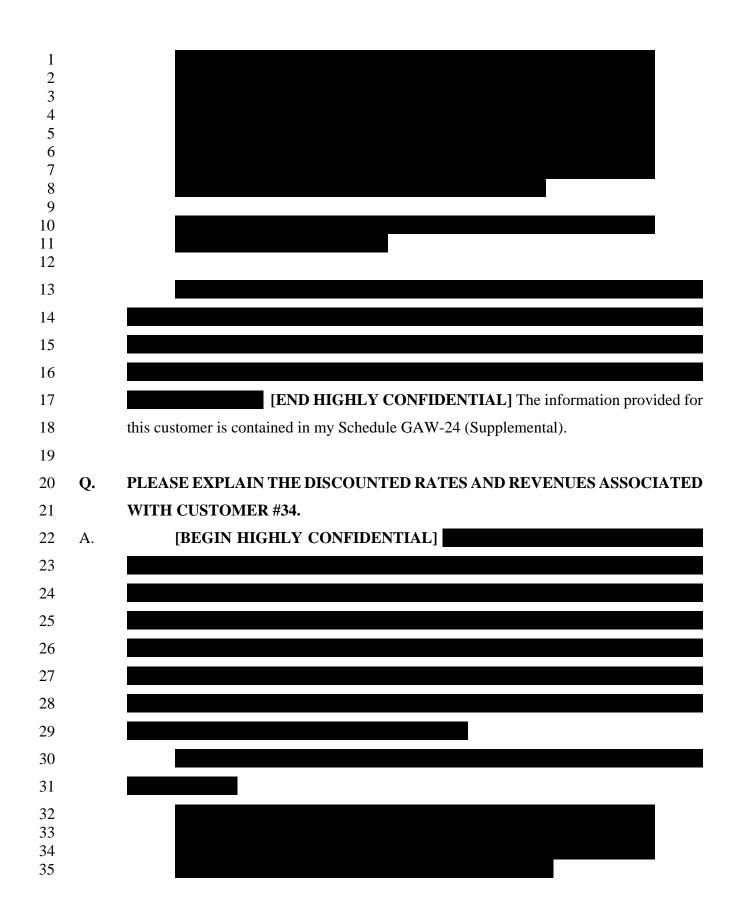
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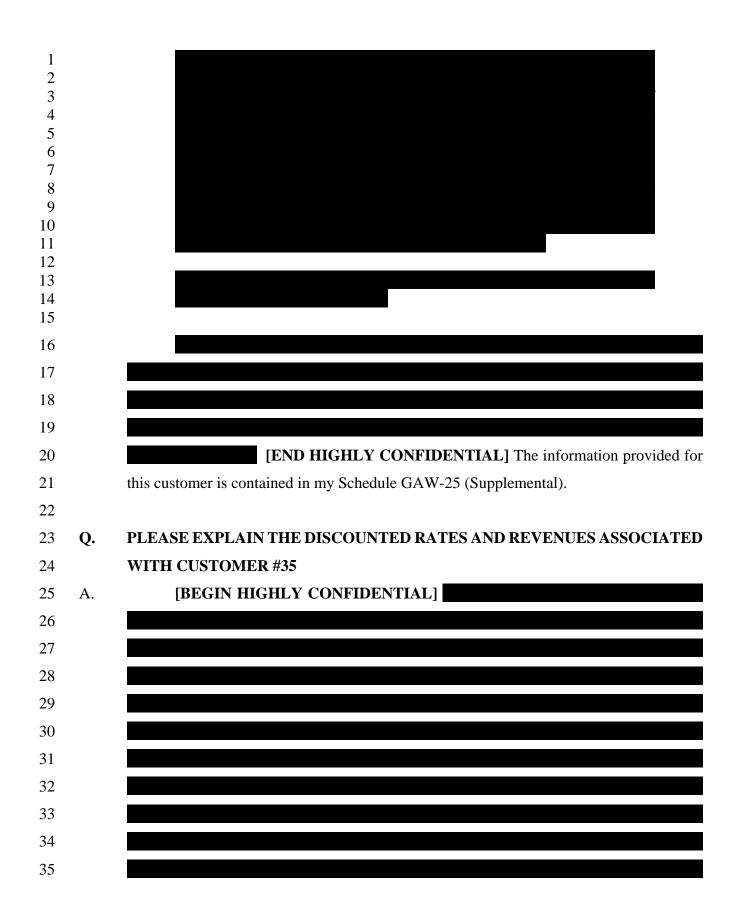
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4 [END HIGHLY CONFIDENTIAL] The information provided for this 5 customer is contained in my Schedule GAW-21 (Supplemental). 6 WITH CUSTOMER #27. 9 A. [BEGIN HIGHLY CONFIDENTIAL] 10 [BEGIN HIGHLY CONFIDENTIAL] 11 [BEGIN HIGHLY CONFIDENTIAL] 12 [BEGIN HIGHLY CONFIDENTIAL] 13 [BEGIN HIGHLY CONFIDENTIAL] 14 [BEGIN HIGHLY CONFIDENTIAL] 15 [BEGIN HIGHLY CONFIDENTIAL] 16 [BEGIN HIGHLY CONFIDENTIAL] 17 [BEGIN HIGHLY CONFIDENTIAL] 18 [BEGIN HIGHLY CONFIDENTIAL] 19 [BEGIN HIGHLY CONFIDENTIAL] 19 [BEGIN HIGHLY CONFIDENTIAL] 20 [BEGIN HIGHLY CONFIDENTIAL] 21 [BEGIN HIGHLY CONFIDENTIAL] 22 [BEGIN HIGHLY CONFIDENTIAL] 23 [BEGIN HIGHLY CONFIDENTIAL] 24 [BEGIN HIGHLY CONFIDENTIAL] 25 [BEGIN HIGHLY CONFIDENTIAL] 26 [BEGIN HIGHLY CONFIDENTIAL] 27 [BEGIN HIGHLY CONFIDENTIAL] 28 [BEGIN HIGHLY CONFIDENTIAL]	2		
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7 Q. PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED 8 WITH CUSTOMER #27. 9 A. [BEGIN HIGHLY CONFIDENTIAL] 10	5		customer is contained in my Schedule GAW-21 (Supplemental).
8 WITH CUSTOMER #27. 9 A. [BEGIN HIGHLY CONFIDENTIAL] 10	6		
9 A. [BEGIN HIGHLY CONFIDENTIAL] 10	7	Q.	PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED
	8		WITH CUSTOMER #27.
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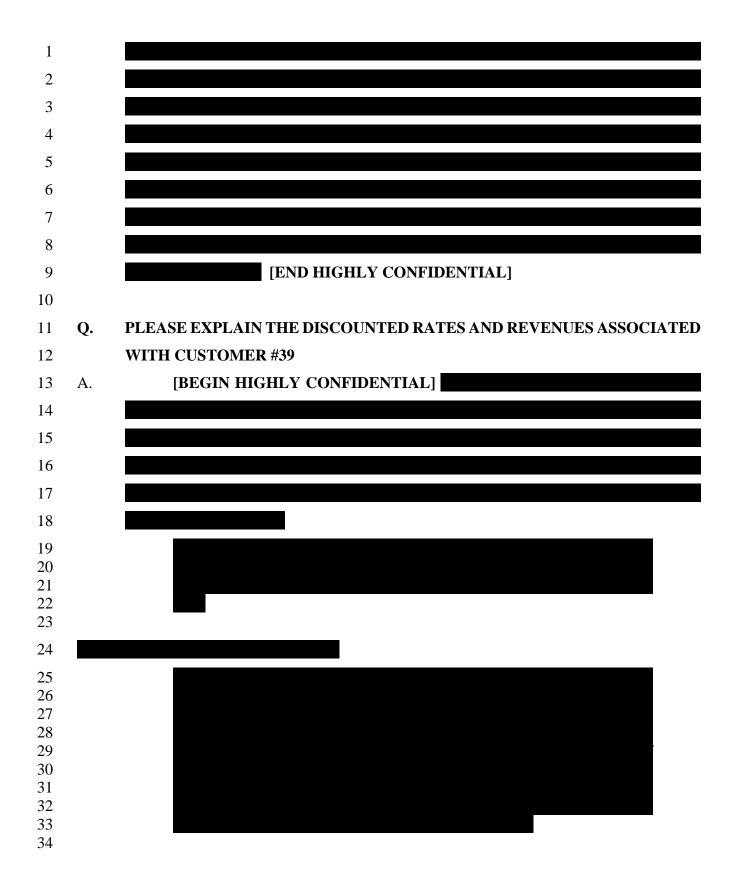




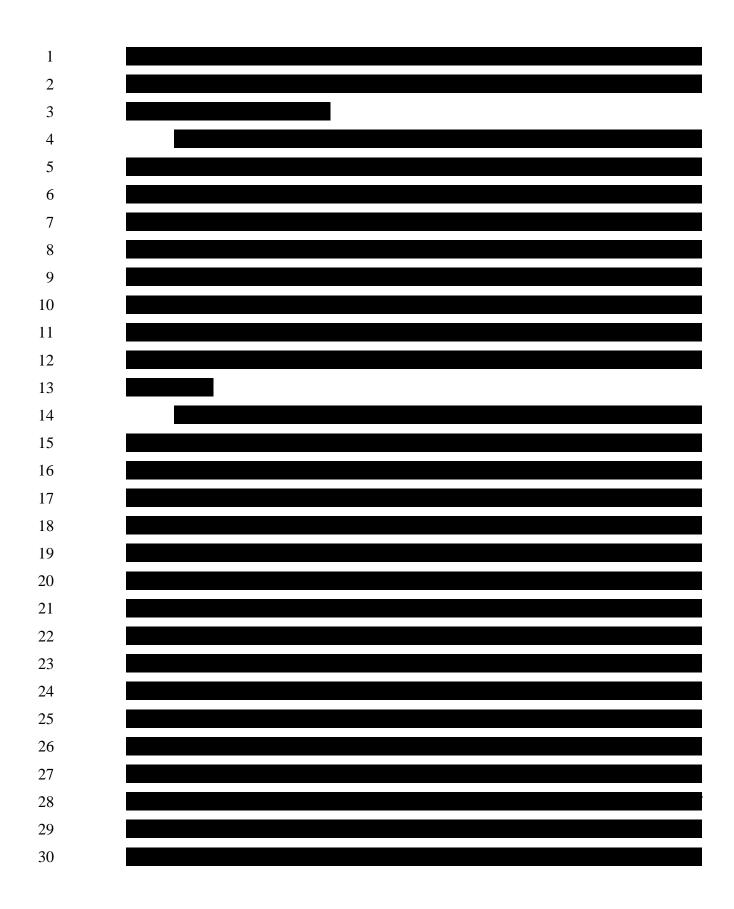


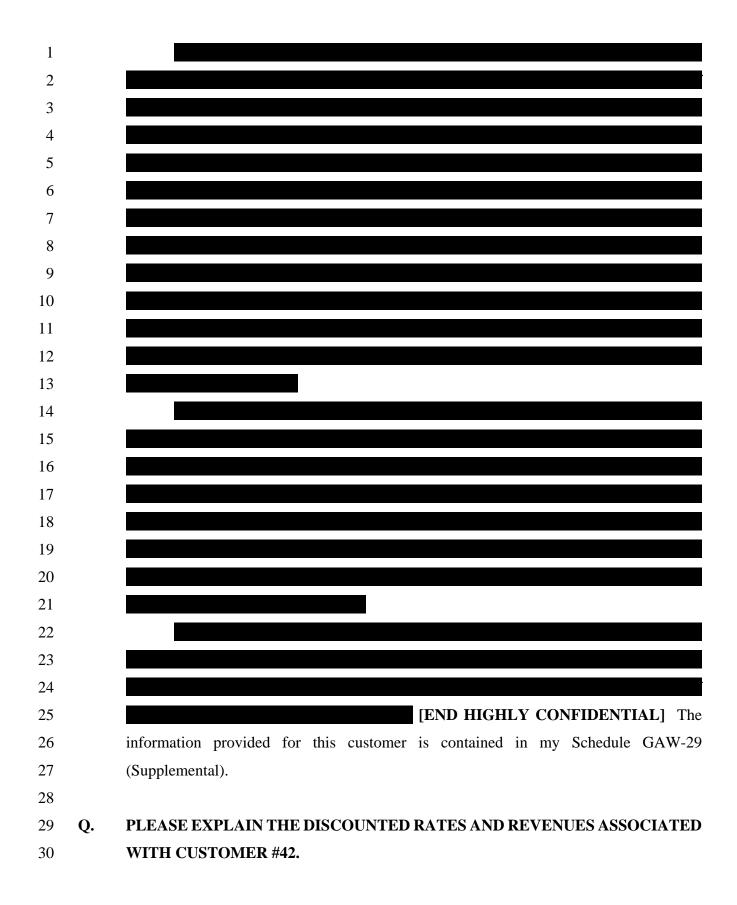
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23		[END HIGHLY CONFIDENTIAL] The information provided for
24		this customer is contained in my Schedule GAW-26 (Supplemental).
25		
26	Q.	PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED
27		WITH CUSTOMER #36.
28	A.	[BEGIN HIGHLY CONFIDENTIAL]
29		
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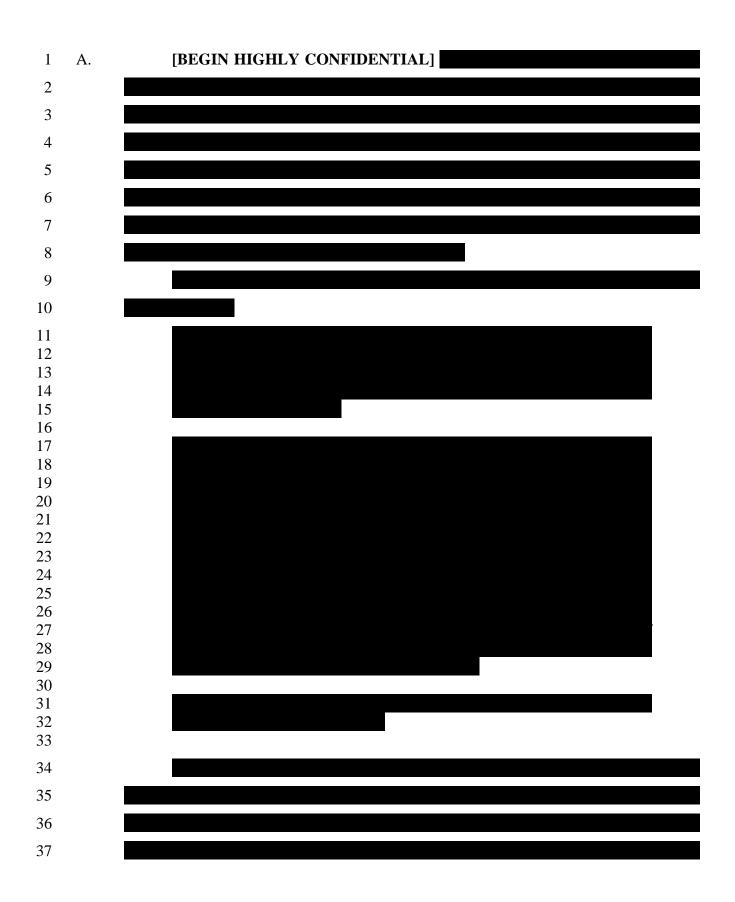
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30		[END HIGHLY CONFIDENTIAL]
31		The information provided for this customer is contained in my Schedule GAW-27
32		(Supplemental).
33		
34	Q.	PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED
35		WITH CUSTOMER #37.
36	А.	[BEGIN HIGHLY CONFIDENTIAL]
37		



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5		[END HIGHLY CONFIDENTIAL] The information
6		provided for this customer is contained in my Schedule GAW-28 (Supplemental).
7		
8	Q.	PLEASE EXPLAIN THE DISCOUNTED RATES AND REVENUES ASSOCIATED
9		WITH CUSTOMER #41.
10	A.	[BEGIN HIGHLY CONFIDENTIAL]
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1		[END HIGHLY CONFIDENTIAL] The information provided for
2		this customer is contained in my Schedule GAW-30 (Supplemental).
3		
4	Q.	DO YOU HAVE ANY CONCLUDING COMMENTS REGARDING THE
5		DISCOUNTED RATES OFFERED BY PEOPLES TO SELECTED CUSTOMERS?
6	A.	Yes. The issue of discounted rates has been controversial for Peoples and Equitable
7		for many years. While discounted rates may be justified in some circumstances, the burden
8		of proof regarding the need for, and level of, discounts to these customers should fall
9		squarely on the Company. It is apparent that the Company's recordkeeping and bases for
10		offering discounted rates is severely lacking.
11		My recommendations and conclusions are based on the best information that I
12		could obtain from the Company's responses to discovery. To the extent the Company has
13		more detailed data and analyses that it has yet to provide, I am willing to revisit these
14		recommendations and conclusions.
15		
16	Q.	DOES THIS COMPLETE YOUR SUPPLEMENTAL DIRECT TESTIMONY?
17	А.	Yes.
18		
19	2731	33.doc

BEFORE THE PENNSYLVANIA PUBLIC UTILITY COMMISSION

Pennsylvania Public Utility Commission:v.:Docket No. R-2018-3006818Peoples Natural Gas Company LLC:

VERIFICATION

I, Glenn Watkins, hereby state that the facts above set forth in my Supplemental Direct Testimony OCA Statement No. 3-Supp are true and correct and that I expect to be able to prove the same at a hearing held in this matter. I understand that the statements herein are made subject to the penalties of 18 Pa.C.S. § 4904 (relating to unsworn falsification to authorities).

Signature:

Glenn Watkins Technical Associates, Inc. 1503 Santa Rosa Road Suite 130 Richmond, VA 23229 watkinsg@tai-econ.com

DATED: *273002

SCHEDULE GAW-10 (SUPPLEMENTAL)

SCHEDULE GAW-11 (SUPPLEMENTAL)

SCHEDULE GAW-12 (SUPPLEMENTAL)

SCHEDULE GAW-13 (SUPPLEMENTAL)

SCHEDULE GAW-14 (SUPPLEMENTAL)

SCHEDULE GAW-15 (SUPPLEMENTAL)

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SCHEDULE GAW-18 (SUPPLEMENTAL)

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SCHEDULE GAW-28 (SUPPLEMENTAL)

SCHEDULE GAW-29 (SUPPLEMENTAL)

SCHEDULE GAW-30 (SUPPLEMENTAL)