OCA Statement No. 2

BEFORE THE

PENNSYLVANIA PUBLIC UTILITY COMMISSION

Petition of PECO Energy Company :

For Approval of its Default Service Program : Docket No. P-2020-3019290

for the Period from :

June 1, 2021 through May 31, 2025 :

DIRECT TESTIMONY

OF

BARBARA R. ALEXANDER

Barbara Alexander Consulting LLC

ON BEHALF OF THE

PENNSYLVANIA OFFICE OF CONSUMER ADVOCATE

June 16, 2020

I. INTRODUCTION AND SUMMARY 1 2 3 PLEASE STATE YOUR NAME, ADDRESS AND OCCUPATION. Q. 4 A. My name is Barbara R. Alexander. I am the sole member of Barbara Alexander Consulting 5 LLC. My address is 83 Wedgewood Dr., Winthrop, ME 04364. I appear in this case as a 6 witness on behalf of the Office of Consumer Advocate (OCA). 7 WHAT IS YOUR BACKGROUND AND EXPERIENCE WITH RESPECT TO THE Q. 8 ISSUES ON WHICH YOU ARE PROVIDING TESTIMONY IN THIS PROCEEDING? 9 A. I opened my consulting practice in March 1996, after nearly ten years as the Director of 10 the Consumer Assistance Division of the Maine Public Utilities Commission. While there, 11 I testified as an expert witness on consumer protection, customer service and low-income 12 issues in rate cases and other investigations before the Commission. My consulting practice 13 is directed to consumer protection, customer service and low-income programs and policies 14 relating to the regulation of the telephone, electric and gas industries. In particular, I have 15 focused on the changes in policies and procedures required by state regulation in the 16 transition to retail competition. Among my areas of expertise are policies and programs 17 related to Default Service and related issues concerning the transition to retail competition 18 for both the electric and natural gas industries. I have appeared in over 30 U.S. and 19 Canadian provinces on these issues and made numerous presentations on this issue before 20 state regulatory commissions and at national conferences. 21 I am a graduate of the University of Michigan (B.A. 1968) and the University of 22 Maine School of Law (J.D. 1976).

I have been involved in the implementation of retail electric and natural gas
competition in Pennsylvania on behalf of the OCA since 1997. I testified on consumer
education, consumer protection, supplier licensing, customer enrollment, default service
and Code of Conduct issues for the OCA in the Pennsylvania Public Utility Commission's
(Commission) electric restructuring proceedings in 1997 and 1998 and in the natural gas
restructuring cases beginning in 1999. I have provided testimony submitted on behalf of
the OCA on service quality and low-income program issues associated with recent electric
and natural gas distribution company mergers. With respect to issues relating to retain
market competition policies, I testified on behalf of the OCA on policies that should govern
the planning and acquisition of Default Service for residential customers and on proposals
to adopt Purchase of Receivables (POR) programs, Customer Referral Programs, and other
"retail market enhancement" programs for electric and natural gas utilities, including
FirstEnergy distribution companies, Duquesne Light Co., PECO Energy (both gas and
electric service), PPL Electric, UGI Utilities, Columbia Gas of Pennsylvania, T.W. Phillips
Gas and Oil Co. and Peoples Natural Gas. I testified on behalf of the OCA in PECC
Energy's prior Default Service Program proceedings with regard to retail market programs
My updated CV with the specific identification of these proceedings is attached as Exhibit
BA-1.
WHAT IS THE PURPOSE OF YOUR TESTIMONY?

- Q.
- A. I am testifying on behalf of the OCA with respect to the proposal by PECO Energy (PECO)
- to continue its current Standard Offer Program (SOP) and PECO's proposal to implement
- its Customer Assistance Program (CAP) Shopping Program.

1 O. PLEASE SUMMARIZE YOUR CONCLUSIONS AND RECOMMENDATIONS FOR 2 PECO'S STANDARD OFFER PROGRAM. 3 A. With regard to the PECO's Standard Offer Program, I recommend that PECO implement 4 the following reforms: 5 The name that PECO has given this program brands the program as part of PECO's 6 "smart" programs. The word "smart" has been widely used to connote a program that is 7 beneficial to customers or that has attributes that are "digital" or "modern." This program has nothing to do with energy efficiency, smart meters, smart technologies, or any other 8 9 attribute typically associated with programs that are branded as "smart," and for which 10 PECO's ratepayers have expended substantial resources to implement. 11 straightforward fixed price plan with an EGS that has no "smart" attributes as that term is 12 typically used. Finally, by repeatedly emphasizing PECO's connection and brand name 13 with this program, the customer is also led to believe that the plan terms and actions of the 14 EGS are approved by PECO, which is also not the case. PECO should refer to this program 15 as the "standard offer program" or "a customer choice program." 16 PECO should inform customers who agree to hear more about the program that the 17 call is being transferred to PECO's agent, Kandela, who will offer more detailed 18 information about the program. 19 PECO must immediately change the Kandela script to require its agent to fully 20 present the program and answer the customer's questions in an educational manner prior 21 to moving to the selection of the supplier. The customer must be asked to agree to enroll 22 with a specific supplier by name and not, as currently done, agree to enroll in the PECO

Smart Energy Choice program. As currently implemented, Kandela asks the customer to

enroll in the PECO Smart Energy Choice Program before the customer has selected a supplier or even heard the balance of the required disclosures.

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- PECO should require all SOP suppliers to provide their cents per kWh rate on the PECO bill in a location that allows the customer to compare that rate with the PTC each month. The disclosure that urges customers to compare their SOP supplier price with the PTC so they can change at any time without fee or penalty rings hollow when such a comparison is not possible.
- PECO should be required to monitor its own and Kandela's call recordings and provide a monthly summary of that evaluation in light of the scripts and training to ensure that all aspects of this program are correctly explained to customers and that the enrollment process is more educational than promotional. PECO should not allow Kandela's agents to explain the program in their own words without ensuring that the content and intent of the required disclosures are given in plain language. This ongoing evaluation should be available to the Commission and the OCA upon request.
- PECO should replicate the PPL Electric analysis of what price SOP customers pay after the end of their 12-month contracts. This evaluation is crucial to the actual benefits provided by the SOP and may inform the Commission about the need for SOP contract renewal reforms (as well as EGS contract renewal reforms generally).
- Q. PLEASE SUMMARIZE YOUR RECOMMENDATIONS FOR PECO'S PROPOSED
 CAP SHOPPING PROGRAM.
- A. With regard to PECO's proposed CAP Shopping Program, I recommend that PECO's proposed overall design be implemented with the following conditions:
 - First, this program must be accompanied by robust and well-designed customer

education materials to CAP customers about this new ability to shop and select an EGS. However, PECO has not submitted any of the materials or details about its promised educational program. As a result, it is difficult to agree with a program that will require careful and well-designed educational materials that, as I recommend, should include a customer feedback mechanism to ensure that CAP customers understand this program and the consumer protections associated with it. I recommend that PECO be required to develop and share its customer educational materials and the means by which it will conduct ongoing research associated with the measurement of success of this program with stakeholders prior to the program's implementation and that stakeholders have the ability to bring disputes and issues of policy and content to the Commission for resolution. The alternative is to allow PECO to implement this program without sufficient oversight.

• Second, PECO proposes that the IT costs projected to be incurred for this program be recovered from customers in a future base rate case. While I recognize that this approach was approved by the Commission in a prior Order, I question whether this is appropriate. Given PECO's proposal that the program costs will not be incurred until at least five EGSs sign up to implement this program and solicit CAP customer enrollments, it would be a proper incentive to impose those implementation costs on EGSs as a means of testing their commitment to actually participate in the program for a given period of time. Otherwise, the potential that PECO will incur costs that it seeks to impose on ratepayers and EGSs drop out of the program within a year or two is a realistic one, resulting in increased risks for ratepayers. Any EGS commitment must include a sufficient period of time to justify the expense of this program.

II. BACKGROUND ON THE STANDARD OFFER PROGRAM 1 2 3 Q. PLEASE DESCRIBE THE GENESIS OF THE STANDARD OFFER PROGRAM. 4 A. The Commission issued its Final Order concerning proposals for its Intermediate Work 5 Plan to adopt retail market enhancements on March 2, 2012. This Order contained 6 recommendations concerning how the Electric Distribution Companies (EDCs) should 7 implement several market enhancement programs, including the Standard Offer Customer 8 Referral Program. The Commission's Order established the following key parameters for 9 this Program²: 10 "The terms and conditions of the standard offer must be presented to customers before 11 they decide to enter the program." The enrollment by a customer will be on an "opt-12 in" or voluntary basis. 13 Participating Electric Generation Suppliers (EGSs) must offer a 7% reduction in the 14 Price to Compare (PTC) from the PTC in effect at the time of the offer. 15 The contract term must be a minimum of four months and a maximum of twelve 16 months. 17 The EGS must not charge an early termination fee during the term of the Referral 18 contract.

¹ <u>Investigation of Pennsylvania's Retail Electricity Market: Intermediate Work Plan, Docket No. I-2011-2237952, Final Order, (March 2, 2012) (Intermediate Work Plan Final Order).</u>

The EGS must notify the participating customer at the end of the Referral Program term

of options to continue service (without the obligation of the 7% discount) and that

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² Intermediate Work Plan Final Order at 31-32.

1		customers will remain with the EGS on a "month to month basis," unless the customer
2		takes affirmative action to choose either a product offered by the EGS, a product
3		offered by another EGS, or elects to move to Default Service.
4		• The "bulk" of the costs for this program must be borne by the participating EGSs.
5	Q.	FOLLOWING THIS ORDER, HOW WAS THE SOP IMPLEMENTED BY PECO?
6	A.	PECO's SOP was approved in its DSP II proceeding and was initiated with enrollments
7		beginning in August 2013. PECO's program has been reviewed and approved in all of the
8		following DSP proceedings with various changes to the scripts used by PECO's customer
9		representatives and PECO's third party agent who actually presents the program, obtains
10		approval to participate in the program, and enrolls customers with a supplier authorized by
11		PECO to participate in this program. PECO requires EGSs to offer a fixed price agreement
12		for 12 billing cycles to participating customers. The fixed price is set at 7% below the PTC
13		in effect at the time of a customer's agreement to participate in the program.
14	Q.	PLEASE DESCRIBE THE CURRENT STATUS OF THE COMMISSION'S
15		DIRECTIVES ON THE SCRIPTS THAT THE EDCs SHOULD USE IN PRESENTING
16		THE SOP.
17	A.	The Commission issued an Order in the most recent FirstEnergy DSP proceeding that
18		provided guidance on CAP Shopping programs and Referral Program scripts. ³ In this
19		Order the Commission actually set forth specific script language.
20		FirstEnergy Call Center Mover/New Service Script:
21 22 23 24		Are you satisfied with what I have done for you today? I have completed your order. With your permission, I will transfer you and your order information to our vendor. They will provide you with a confirmation number, offer you potential rate savings through our Electric Choice Program, and help you to set up other services if needed."

³ Docket No. P-2017-2637855 et al. Order (February 28, 2019).

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2	First Energy PTC and High Bill Calls Script:
3 4 5 6	In Pennsylvania, you can choose the company that generates your electricity – also known as your electric supplier – without impacting the quality of your service. Would you like to speak to a representative who can offer you a potential rate savings by enrolling with an alternate supplier?
7	With regard to the third-party vendor that an EDC might contract with to enroll customers
8	in this program, the Commission ordered:
9 10 11	[CUSTOMER NAME], there are many registered electric suppliers doing business in the state of Pennsylvania and you have the option of choosing any of them. In an effort to encourage choice, the State Utility Commission has made the Standard Offer program available to you.
11 12 13 14 15	The program offer is a 7 % discount off the <u>current</u> Price to Compare that you are currently paying with [EDC NAME] as your default service supplier. There are no fees for selecting an alternate supplier today or any penalties for changing suppliers before the 12 months are up.
17 18	The current Price to Compare rate for [EDC NAME] is [X.XX] cents per kilowatt-hour. The rate for this Standard offer is X.XXX cents per kilowatt-hour. The Standard Offer rate may be higher or lower than the price to compare and the percentage savings you will experience compared to [EDC NAME] supplier generation will vary as the price to compare changes. The price to compare changes quarterly in March, June, September and December, however your Standard Offer rate will remain fixed the same for 12 billing cycles and is the same no matter which participating supplier you select.
19 20 21 22 23 24 25 26 27	You can cancel this contract anytime without penalty and select another supplier or return to default service with [EDC NAME] for service at the Price To Compare. I can enroll you with an approved supplier of your choice from our list or I can select one for you. Do you have questions? Do you agree to be enrolled with a supplier for this program?
29 30	(NOTE: The underlining reflects the Commission's changes from its prior Tentative Order.]
31	In addition, the Commission issued a Secretarial Letter on January 23, 2020 to give
32	direction to the EDCs about certain aspects of the implementation of Default Service. ⁴ In
33	this Secretarial Letter the Commission referenced SOP Referral Scripting and directed the
34	EDCs to the scripting language included in the FirstEnergy DSP Order quoted above,
35	stating, "We suggest that EDCs, when preparing their upcoming DSP filings, review the

⁴ Investigation into Default Service and PJM Interconnection, LLC Settlement Reforms, Docket M-2019-3007101 (January 23, 2020).

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Direct Testimony of Barbara R. Alexander On Behalf of the Office of Consumer Advocate Docket Nos. P-2016-2534980

1		Commission's actions in the above noted FirstEnergy proceeding and to include in their
2		filings analysis of their SOPs, the current scripting, and any proposed scripting that
3		adequately informs customers about the SOPs while maintaining important safeguards and
4		protections." ⁵ As a result, I interpret this language to allow for an evaluation of the EDC's
5		"analysis" of its SOP and an evaluation as to whether the scripting maintains important
6		safeguards and protections.
7 8 9	III. PRO	ANALYSIS OF PECO'S IMPLEMENTATION OF THE SOP AND POSALS IN THIS PROCEEDING
10	Q.	WHAT ARE THE SCRIPTS THAT PECO USES TO PRESENT THE SOP?
11	A.	The PECO customer service representative is instructed to make the following statement
12		after the reason for the customer's transaction with PECO has been completed:
13 14 15 16		Your new account number is [12345-67899]. In Pennsylvania, you can choose the supplier that provides your electricity without impacting the quality of service provided by PECO. PECO is sponsoring a program called the Smart Energy Choice Program that may be able to offer you a potential savings opportunity by enrolling with an electric generation supplier. Would you like to hear more? ⁶
17 18	Q.	WHAT IS PECO'S THIRD PARTY AGENT INSTRUCTED TO INFORM
19		CUSTOMERS ABOUT THIS PROGRAM?
20	A.	PECO's third party agent is Kandela. ⁷ The training and scripting materials provided by
21		PECO to Kandela require the agent to use the following scripts:
22 23 24 25		KANDELA INITIAL GREETING: Hi, My name is [Agent's NAME]. I understand you would like to learn more about the PECO Smart Energy Choice Program. In order to continue, I'll need some basic information to retrieve your account. May I have the phone number associated with your new account please?

Ibid., at 10.
 PECO Response to OCA-I-1(a).
 PECO's prior agent was AllConnect.

1 2 3 4 5		AFTER THE ELIGIBLE ACCOUNT HAS BEEN VERIFIED: PECO is responsible for delivering your electricity. The actual generation of the electricity you receive can be provided by PECO or a participating supplier of your choice. The PECO Program offers a fixed price of [SOP rate] cents/kWh for one year provided by an Electric Generation Supplier. The fixed Program price provides a 7% discount off of today's Price to Compare which is [PTC Rate] cents/kWh.
6 7 8		PECO's Price to Compare changes quarterly in March, June, September and December. The PECO Smart Energy Choice Program price will not change during the 12 monthly bills, but the Price to Compare could be higher or lower than the PECO Program price during this period.
9		"Would you like to enroll in the PECO Smart Energy Choice Program?"
10		"Do you know the supplier that you would like to select for this program?"
11 12 13 14		AFTER SUPPLIER SELECTED: You have selected < Supplier Name> as your <electric gas="" or=""> supplier with an annual fixed rate of <rate> that's 7% off today's Price to Compare rate. Check your bill for the Price to Compare rate and supplier rate to verify you are still receiving the best rate possible. Also, make sure you read notices from this supplier for contract end date, rate changes, etc.</rate></electric>
15 16 17 18		Soon you will receive information from the supplier and a letter from PECO confirming your supplier enrollment. Remember, you can always re-enroll in the PSEC program or change suppliers at any time with no penalties or fees. Please contact the supplier if you have any questions about the supplier charges, fees, rates, contract, etc. We thank you for participating in the PECO Smart Energy Choice Program. ⁸
19		[Emphasis added.]
20 21	Q.	WHAT DID PECO SUBMIT AS ITS "ANALYSIS" OF THE SOP IN ITS FILING?
22	A.	PECO Witness Carol Reilly did not submit an analysis of its SOP in her proposal to extend
23		the SOP with PECO's current scripting instructions. According to Ms. Reilly, PECO did
24		not need to change the script for its customer service representatives or those agreed upon
25		for use by their third party agent as developed in the DSP IV proceeding.9
26	Q.	BASED ON YOUR REVIEW OF THE PECO SCRIPTS AND CERTAIN CALL
27		RECORDINGS, DO YOU HAVE CONCERNS?
28	A.	Yes. I have several concerns.
29		• PECO presents this program as the "PECO Smart Energy Choice Program." This
30		is the name that PECO's representatives and PECO's third party agent use to describe the

PECO Response to OCA-I-3(a).
 Direct Testimony of Carol Reilly, PECO Energy Statement No. 3, at 17.

program throughout its presentation. The customer is asked to enroll with the PECO Smart Energy Choice Program and not, as required by the Commission's scripts, required to agree to enroll with a supplier. As a result, the customer would naturally assume that this is a PECO program to provide savings on their bill since the name is repeatedly used to describe the program and the customer is speaking to a PECO customer service representative or an agent of PECO after the customer agrees to the transfer. The repeated emphasis on identifying this program with PECO and the confusing nature of the "savings" that is being offered as a result of the relationship to the 7% discount and the changes in the PTC during the term of the 12-month contract creates the potential for a misleading and over-hyped presentation of the potential benefits of this program.

• Based on my review, PECO's customer service representatives complete the transaction with PECO prior to offering the transfer to discuss the PECO Smart Energy Choice Program in a proper manner. However, several representatives did not clearly state that this program requires enrollment with an alternative supplier and used terms such as "lower rate" and "savings opportunity" without any of the program's caveats that are reflected in the mandated scripts for Kandela. Furthermore, this offer to hear more about the program was not accompanied by the identification of the entity to whom the call is being transferred. When one customer asked where the call was being transferred, the representative stated, "To the PECO Smart Energy Choice Program where you will sign up for a lower rate." As a result, it is fair that customers would assume that they are being

¹⁰ PECO Response to OCA-III-1 provided the electronic files for the first 10 calls handled by PECO representatives that presented the option for the SOP in February 2020. These files are marked HIGHLY CONFIDENTIAL because they contain personal customer information.

¹¹ PECO Response to OCA-II-1, See, e.g., call _1_6788498462772106474_1_1087.wav

transferred to another PECO department and that PECO is offering the lower rate to customers. I acknowledge that PECO's representatives in most calls made it clear that the customer would enroll with an alternative supplier and, in those calls, most customers declined the transfer option.

- The Kandela scripts break up the required SOP disclosures set forth by the Commission in its FirstEnergy DSP Order. The customer is presented with some of the information and then asked to enroll with the PECO Smart Energy Choice Program. The agent requires the customer to say "yes" in order to continue, but then immediately moves to the selection of a specific supplier followed by the last portion of the approved script. The customer is, therefore, required to make an enrollment decision prior to hearing all the consumer protections and disclosures associated with this program.
- Based on my review of a selection of calls recorded between the PECO customer and Kandela, those agents market the program in a promotional manner, that is, the agent does not present a fair and impartial view of the program, but rather pushes the customer to enroll. 12 The script is read rapidly and in a rote fashion. More than one agent described the script as required "legalese" and then purported to explain the program in his own words that completely ignored the consumer protection information included in this script, such as calling the default service "variable" and promising savings with the supplier contract.¹³ None of these agents explained the risk associated with the 7% discount and

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¹² PECO Response to OCA-III-2 provided the electronic files for the first 10 calls referred to Kandela in February 2020 as requested in the data request. These files are marked HIGHLY CONFIDENTIAL because they contain personal customer information. The file names reflect the name of the Kandela agent and I have removed that name from any citation to a specific call.

the movement in the future PTC that might either lower or eliminate that discount (or, to be fair, increase the value of that discount). None of the agents made it clear that the customer could stay with PECO's default service. The program was repeatedly explained in most calls as a "savings", "lower bills" and the rights of the customer upon the end of the 12-month contract were passed over rapidly and without any intent to ensure that the customer actually understood the rapid-fire script language. The emphasis on marketing the program and obtaining a customer enrollment is no doubt due to the contractual payments to Kandela for each successful enrollment. As a result, there is little difference between the revenue incentives reflected in the telemarketing calls conducted by an EGS and the presentation of the SOP by Kandela to PECO's customers. This type of promotional presentation is not appropriate for a program offered by an EDC and is not required by any Commission directive.

- The only written information given to the customer arrives from the supplier once the enrollment is completed and not from PECO.
- PECO has not conducted any analysis of how Kandela's agents present and market this program to ensure that PECO's training and instructions are being followed. The only reports submitted by Kandela to PECO reflect its call handling performance metrics.¹⁶
- The script instructs customers to compare their supplier contract price obtained through the SOP with PECO's PTC during the term of their contract so that customers can change anytime without additional fee or penalty. However, customers cannot compare

¹⁴ Anyone who has ever heard the required Truth in Lending disclosures in credit advertisements would immediately recognize the manner in which these scripts are routinely read by Kandela's agents.

¹⁵ PECO Response to OCA-I-11 (a).

¹⁶ PECO Response to OCA-III-4(a).

1		the PTC with the supplier's rate on their PECO bill because PECO's bills do not state the
2		supplier's rate expressed as a cents per kWh price. 17 Rather, PECO presents supplier
3		charges as a single dollar amount. As a result, customers who enroll with a supplier can
4		never really understand if they are paying a higher price than the PTC.
5	Q.	HAS PECO UNDERTAKEN ANY ANALYSIS OF WHETHER CUSTOMERS
6		UNDERSTAND THE MATERIAL TERMS AND CONDITIONS FOR THIS
7		PROGRAM OR WHAT CUSTOMERS PAY AFTER THE RENEWAL PROCESS AT
8		THE END OF THE 12-MONTH CONTRACT TERM?
9	A.	No. PECO has never conducted a survey or other informal or formal customer research to
10		explore customer understanding of the program based on the scripts it uses, particularly
11		about whether the 7% bill discount is fixed and how it relates to changes in the Price to
12		Compare (PTC). ¹⁸ PECO has not conducted any analysis of the actual bill impacts for
13		customers enrolling in this program. 19 Nor has PECO evaluated the customer's experience
14		with the supplier as a result of the renewal process at the end of the 12-month contract
15		term. ²⁰ This latter concern is now relevant in light of PPL Electric's DSP testimony that
16		documented that most SOP customers who remain with the SOP supplier after the contract
17		term (all of which typically include negative option renewal clauses) are routinely charged
18		a much higher price than the SOP contract or the PTC. ²¹ As a result, I do not agree that
19		PECO has analyzed its SOP to ensure that adequate consumer protections are reflected in

¹⁷ PECO accepts supplier charges as "bill ready" and suppliers are not required to state their cents per kWh rate on PECO bills.

¹⁸ PECO Response to OCA-I-10. ¹⁹ PECO Response to OCA-I-5.

²⁰ PECO Response to OCA-I-8.

²¹ Direct Testimony of Michelle LaWall-Schmidt, PPL Statement No. 4, Docket No. P-2020-2019356 ((March 25, 2020). I attach a chart showing the results of PPL's analysis as Exhibit BA-2.

1 the implementation of this program.

2 Q. HOW MANY EGSs HAVE PARTICIPATED IN THE SOP WITH PECO?

3 A. EGS enrollment levels increase when it is in their benefit to take advantage of market conditions.²² As the PTC has increased steadily in the last several years, EGS enrollment 4 5 has increased and the prohibition on in-person marketing as a result of the COVID 19 pandemic has no doubt made the SOP a safe haven for an EGS to obtain customers at a 6 7 reasonable cost of only \$30/enrollment. The most recent data indicates that 20 EGSs are participating in PECO's SOP, an all-time high. ²³ Clearly, as the numbers indicate, the EGS 8 community's commitment to the SOP varies significantly over time and through different 9 market conditions. 10

11 IV. RECOMMENDATIONS AND REFORMS FOR THE STANDARD OFFER

12 **PROGRAM**

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- Q. PLEASE SUMMARIZE YOUR RECOMMENDATIONS WITH REGARD TO PECO'S SOP FOR DSP V.
- 16 A. I recommend that PECO implement the following reforms and initiatives as a condition of continuing the SOP:
- The name that PECO has given this program brands the program as part of PECO's
 "smart" programs. The word "smart" has been widely used to connote a program that is
 beneficial to customers or that has attributes that are "digital" or "modern." This program

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²² As I documented in the prior PECO DSP proceeding, the number of EGSs that have been approved by PECO to participate in the SOP has varied, from 10-17 in early 2014, to a low of 4-6 EGSs in the April 2014-January 2015 period, followed by an increase in February 2015-May 2015, a lower level of participation again in the summer of 2015, followed by the participation of 17 EGSs again beginning in April 2016.

²³ PECO Response to OCA-I-5 (marked CONFIDENTIAL due to the names of the participating EGSs).

has nothing to do with energy efficiency, smart meters, smart technologies, or any other attribute typically associated with programs that are branded as "smart," and for which PECO's ratepayers have expended substantial resources to implement. This is a straightforward fixed price plan with an EGS that has no "smart" attributes as that term is typically used. Finally, by emphasizing PECO's connection and brand name with this program, the customer is also led to believe that the plan terms and actions of the EGS are approved by PECO, which is also not the case. PECO should refer to this program as the "standard offer program" or "a customer choice program."

- PECO should inform customers who agree to hear more about the program that the call is being transferred to PECO's agent, Kandela, who will offer more detailed information about the program.
- PECO must immediately change the Kandela script to require its agent to fully present the program and answer the customer's questions in an educational manner prior to moving to the selection of the supplier. The customer must be asked to agree to enroll with a specific supplier by name and not, as currently done, agree to enroll in the PECO Smart Energy Choice program. As currently implemented, Kandela asks the customer to enroll in the PECO Smart Energy Choice Program before the customer has selected a supplier or even heard the balance of the required script and the mandated consumer protection disclosures.
- PECO should require all SOP suppliers to provide their cents per kWh rate on the PECO bill in a location that allows the customer to compare that rate with the PTC each month. The disclosure that urges customers to compare their SOP supplier price with the PTC so they can change at any time without fee or penalty rings hollow when such a

1 comparison is not possible.

• PECO should be required to monitor its own and Kandela's call recordings and provide a monthly summary of that evaluation in light of the scripts and training to ensure that all aspects of this program are correctly explained to customers and that the enrollment process is more educational than promotional. PECO should not allow Kandela's agents to explain the program in their own words without ensuring that the content and intent of the required disclosures are given in plain language. This ongoing evaluation should be available to the Commission and the OCA upon request.

• PECO should replicate the PPL Electric analysis of what price SOP customers pay after the end of their 12-month contracts. This evaluation is crucial to the actual benefits provided by the SOP and may inform the Commission about the need for SOP and renewal contract reforms generally

13 V. PECO'S PROPOSED CAP SHOPPING PROGRAM

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- 15 Q. DO YOU AGREE WITH THE CAP SHOPPING PROGRAM THAT PECO HAS
- 16 PROPOSED?
- A. Generally, yes. The program appears to reflect the key consumer protections outlined by the Commission in its prior orders. For example, PECO has proposed that:
- EGSs that seek to serve CAP customers must confirm their understanding and agreement with the program and complete a registration form with PECO;
- that EGSs must not charge the CAP customers a rate that exceeds the PTC during
 any month that the EGS contract is in effect;
 - the CAP contract must not include any additional fees or charges; and

• CAP customers will be returned to default service if the EGS does not propose to renew the CAP customer contract under the rate ceiling requirement or the customer does not enter into another EGS contract with these same rate conditions.

PECO also proposes outreach and education to CAP customers about this program. PECO proposes that its education costs should be recovered through the Customer Education Charge and that the IT costs to implement this program should be recovered in base rates in a future base rate proceeding. Finally, PECO proposes that a minimum of five EGSs should commit to participate in the program prior to incurring the costs to implement the program. These conditions and criteria are essential to my overall approval of the PECO CAP Shopping program as proposed.

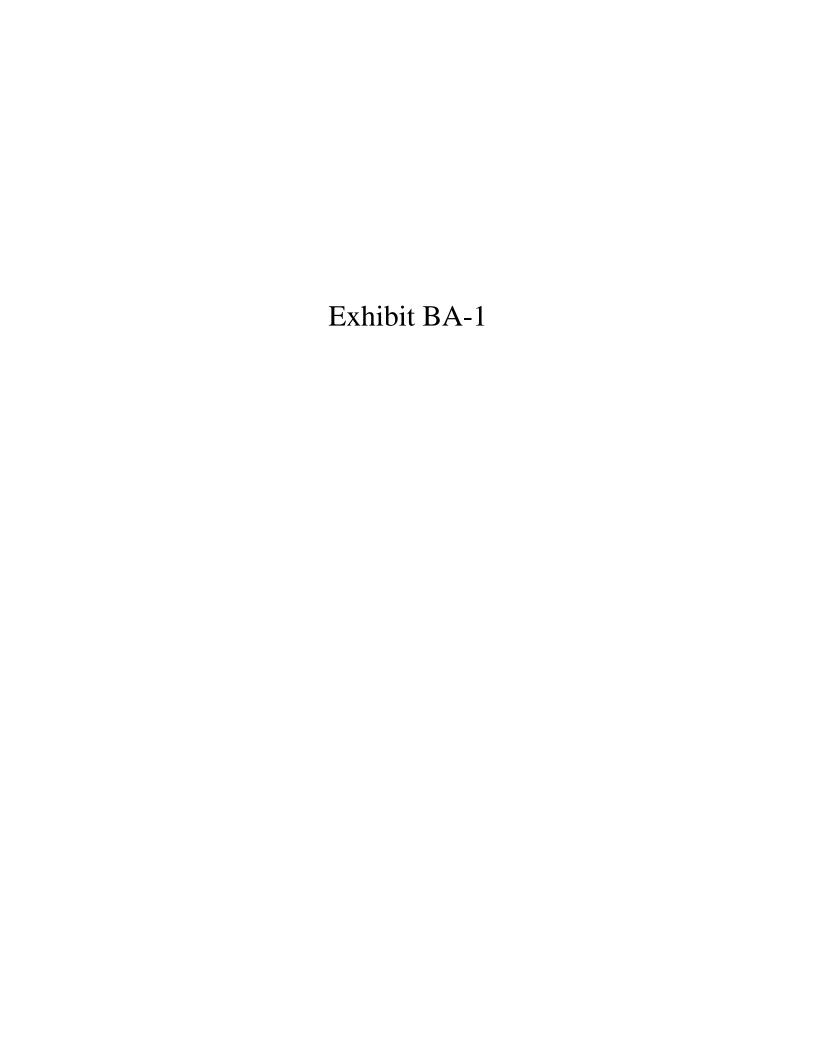
- 11 Q. DO YOU HAVE SUGGESTIONS FOR A MORE SUCCESSFUL IMPLEMENTATION?
- 12 A. I have two suggestions:

• First, this program must be accompanied by robust and well-designed customer education materials to CAP customers about this new ability to shop and select an EGS. However, PECO has not submitted any of the materials or details about its promised educational program. As a result, it is difficult to agree with a program that will require careful and well-designed educational materials that, as I recommend, should include a customer feedback mechanism to ensure that CAP customers understand this program and the consumer protections associated with it. I recommend that PECO be required to develop and share its customer educational materials and the means by which it will conduct ongoing research associated with the measurement of success of this program with stakeholders prior to the program's implementation and that stakeholders have the ability to bring disputes and issues of policy and content to the Commission for resolution. The

alternative is to allow PECO to implement this program without sufficient oversight.

• Second, PECO proposes that the IT costs projected to be incurred for this program be recovered from customers in a future base rate case. While I recognize that this approach was approved by the Commission in a prior Order, I question whether this is appropriate. Given PECO's proposal that the program costs will not be incurred until at least five EGSs sign up to implement this program and solicit CAP customer enrollments, it would be a proper incentive to impose those implementation costs on EGSs as a means of testing their commitment to actually participate in the program for a given period of time. Otherwise, the potential that PECO will incur costs that it seeks to impose on ratepayers if most or all of the EGSs drop out of the program within a year or two is a realistic one, resulting in increased risks for ratepayers. Any EGS commitment must include a sufficient period of time to justify the expense of this program.

- Q. DOES THIS COMPLETE YOUR TESTIMONY AT THIS TIME?
- 15 A. Yes.



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Arkansas Attorney General
The Public Utility Project of New York
Ohio Office of Consumer Counsel
District of Columbia Office of People's Counsel
Delaware Division of Public Advocate
Maryland Office of People's Counsel

Areas of Expertise:

- Default Service, Consumer Protection, Service Quality, and Universal Service policies and programs associated with the alternative rate plans and mergers;
- Consumer Protection and Service Quality policies and programs associated with the regulation of competitive energy and telecommunications providers;
- The regulatory policies associated with the regulation of Credit, Collection, Consumer Protection, Low Income, and Service Quality programs and policies for public utilities;
- Customer Education and Rate design and pricing policies applicable to residential customers; and
- Advanced Metering Infrastructure and Grid Modernization costs and benefits, time-based pricing proposals, and performance standards.

Prior Employment

DIRECTOR

1986-96

Consumer Assistance Division
Maine Public Utilities Commission

Augusta,, Maine

One of five division directors appointed by a three-member regulatory commission and part of commission management team. Direct supervision of 10 employees, oversight of public utility consumer complaint function, appearance as an expert witness on customer services, consumer protection, service quality and low income policy issues before the PUC. Chair, NARUC Staff Subcommittee on Consumer Affairs.

SUPERINTENDENT

1979-83

Bureau of Consumer Credit Protection Department of Professional and Financial Regulation

Augusta,

Maine

Director of an independent regulatory agency charged with the implementation of Maine Consumer Credit Code and Truth in Lending Act. Investigations and audits of financial institutions and retail creditors, enforcement activities, testimony before Maine Legislature and U.S. Congress.

Education

JURIS DOCTOR

1973-76

University of Maine School of Law

Portland, Maine

Arbor,

Admitted to the Bar of the State of Maine, September 1976. Currently registered as "inactive."

B.A. (WITH DISTINCTION) IN POLITICAL SCIENCE University of Michigan

1964-68

Ann

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Publications and Testimony

"How to Construct a Service Quality Index in Performance-Based Ratemaking", The Electricity Journal, April, 1996

"The Consumer Protection Agenda in the Electric Restructuring Debate", William A. Spratley & Associates, May, 1996

Direct Testimony on behalf of the Telecommunications Workers Union, Telecom Public Notice 96-8, Price Cap Regulation and Related Issues, Canadian Radio-Television and Telecommunications Commission, September, 1996. [Analysis of and recommendations concerning the need to regulate service quality in move to price cap regulation]

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Direct Testimony on behalf of AARP, West Virginia PUC Investigation into Retail Electric Competition (consumer protection, universal service, Code of Conduct), June 15, 1999.

Direct and Surrebuttal Testimony on behalf of the Pennsylvania OCA, Natural Gas Restructuring proceedings (8 natural gas utilities): consumer protection; consumer education; code of conduct, before the Pennsylvania PUC, October 1999-April 2000.

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Alexander, Barbara, "Door to Door Sales of Competitive Energy Services," <u>LEAP Letter</u>, January-February 2000 [Wm. A. Spratley & Associates, Columbus, OH]

Direct Testimony on behalf of the Maine Office of Public Advocate, Central Maine Power Company Alternative Regulation Plan [Docket 99-666] on service quality issues, before the Maine PUC, May 2000.

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Direct and Surrebuttal Testimony on behalf of the Pennsylvania Office of Consumer Advocate on consumer protection and service quality issues associated with the pending merger between GPU Energy and FirstEnergy, before the Pennsylvania PUC, Docket Nos. A-110300F0095 and A-110400F.0040 (February and March, 2001)

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Comments on behalf of Wisconsin Citizens' Utility Board before the Wisconsin Public Service Commission's Gas Service Standards, Docket No. 1-AC-210 (July 2004).

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Direct Testimony on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania PUC, Investigation if Metropolitan Edison Co., Pennsylvania Electric Co. and Pennsylvania Power Co. Reliability Performance, Docket no. I-00040102, [customer service and reliability performance] (June 2004).

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of Public Utilities, Investigation into Successor Alternative Regulatory Plan for Verizon Vermont, Docket 6959 [Service Quality] (November 2004 and March 2005).

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Comments on behalf of the Maine Office of Public Advocate before the Maine Public Utilities Commission, Inquiry into Revisions to Chapter 81, Residential Utility Service Standards for Credit and Collection Programs, and Chapter 86, Disconnection and Deposit Regulations for Nonresidential Utility Service, Docket No. 2005-005 (April and May 2005).

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Approval of Certain Amendments to Illinois Administrative Code Part 280, Docket No. 06-0379 (May and September 2006). [Consumer Protection rules]

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Direct and Rebuttal Testimony on behalf of the Maryland Office of People's Counsel before the Maryland PSC, In The Competitive Selection of Electricity Supplier/Standard Offer or Default Service for Investor-Owned Utility Small Commercial Customers and, Delmarva Power and Light and Potomac Electric Power Residential Customers, Case No. 9064 (August and September 2006). [Default Service policies]

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Comments on behalf of AARP District of Columbia before the District of Columbia PSC, In the Matter of the Development and Designation of Standard Offer Service in the District of Columbia, Case No. 1017 (2006). [Default service policies]

Comments on behalf of AARP New Jersey before the New Jersey Board of Public Utilities, In the Matter of the Establishment of a Universal Service Fund Pursuant to Section 12 of the Electric Discount and Energy Competition Act of 1999, Docket No. EX00020091 (August 2006) [Recommendations for USF program changes]

Direct and Rebuttal Testimony on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania PUC, Joint Application of Equitable Resources, Inc. and the People's Natural Gas Co., d/b/a Dominion Peoples, for Approval of the Transfer of All Stock Rights of the Latter to the Former and for the Approval of the Transfer of All Stock of Hope Gas, Inc., d/b/a/ Dominion Hope to Equitable Resources, Inc., Docket No. A-122250F5000 (September and October 2006). [Customer Service, Service Quality, and Universal Service issues)

Direct Testimony on behalf of Pennsylvania Office of Consumer Advocate before the Pennsylvania PUC, Pennsylvania PUC v. Natural Fuel Gas Distribution Corp., Docket No. R-00061493 (September 2006) [Supplier Purchase of Receivables Program]

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Rebuttal Testimony on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania PUC, Petition by PPL Electric Utilities Corp. for Approval of a Competitive Bridge Plan, Docket No. P-00062227 (December 2006) [Default Service policies]

Direct and Rebuttal Testimony on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania PUC, Application of Duquesne Light Company for a Certificate of Public Convenience Under Section 1102(a)(3) of the Public Utility Code Approving the Acquisition of Duquesne Light Holding, Inc. by Merger, Docket A-110150F0035 (December 2006 and January 2007) [Conditions for approval of merger; low income and customer service programs]

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Direct Testimony of Barbara Alexander before the Arkansas Public Service Commission on behalf of the Attorney General of Arkansas, Application of Entergy Arkansas, Inc. for an Order to find Advanced Metering Infrastructure to be in the Public Interest, Docket No. 16-06-U (June 2017) [Analysis of AMI business case; consumer protection policies]

Rebuttal Testimony of Barbara Alexander before the Pennsylvania Public Utilities Commission on behalf of the Office of Consumer Advocate, Pennsylvania PUC, et al., v. Philadelphia Gas Works, Docket No. R-2017-2586783 (June 2017) [Purchase of Receivables Program, customer shopping issues]

Direct and Surrebuttal Testimony of Barbara Alexander before the Maryland Public Service Commission on behalf of the Office of People's Counsel, In the Matter of the Application of Potomac Electric Power Co. for Adjustments to its Retail Rates for the Distribution of Electric Energy, Case No. 9443 (June and August 2017) [Service Quality and Reliability of Service]

Direct Testimony of Barbara Alexander before the Washington Utilities and Transportation Commission, on behalf of the Washington State Office of Attorney General, Public Counsel Unit, W.U.T.C. v. Puget Sound Energy, Dockets UE-170033 and UG_170034 (June 2017) [Base Rate Case: Service Quality Index; customer services]

Direct and Surrebuttal Testimony of Barbara Alexander before the Maryland Public Service Commission on behalf of the Office of Peoples Counsel, In the Matter of the Merger of AltaGas Ltd. And WGL Holdings, Inc., Case No. 9449 (August and September 2017) [Merger: conditions for service quality and reliability of service]

Supplemental Testimony in Opposition to Joint Stipulation and Recommendations of Barbara Alexander before the Public Utilities Commission of Ohio on behalf of the Office of Consumer Counsel, In the Matter of the Application of Ohio Power Co. for Authority to Establish a Standard Service Offer Pursuant to R.C. 4928.143, in the Form of an Electric Security Plan, Case No. 16-1852-EL-SSO (October 11, 2017) [Response to Stipulation approving new surcharge for certain distribution grid investments]

Direct and Rebuttal Testimony of Barbara Alexander on behalf of The Public Utility Project of New York, before the New York Public Service Commission, Case 15-M-0127 In the Matter of Eligibility Criteria for Energy Service Companies, Case 12-M-0476 Proceeding on Motion of the Commission to Assess Certain Aspects of the Residential and Small Non-residential Retail Energy Markets in New York State, and Case 98-M-1343 In the Matter of Retail Access Business Rules (November and December 2017) [Analysis of New York retail energy market for residential customers; recommendations for reform]

Comments of Barbara Alexander before the Delaware Public Service Commission, on behalf of the Delaware Division f the Public Advocate, In the Matter of the Review of Customer Choice in the State of Delaware, Docket No. 15-1693 (December 22, 2017) [Proposals for retail market enhancement programs]

Alexander, Barbara, <u>Analysis and Evaluation of PEPCO's Supplemental Root-Cause Analysis Report: District of Columbia Customer Satisfaction</u> prepared for the District of Columbia Office of People's Counsel and submitted to the D.C. Public Service Commission in Formal Case No. 1119 (January 2018)

Direct, Rebuttal, and Surrebuttal Testimony of Barbara Alexander on behalf of the Office of Consumer Advocate, before the Pennsylvania Utility Commission, Joint Petition of Metropolitan Edison Company Pennsylvania Electric Company, Pennsylvania Power Company, and West Penn Power Company For Approval of their Default Service Program and Procurement Plan for the Period June 1, 2019 Through May 31, 2023, Docket Nos. P-2017-2637855, et seq. (February, March, and April 2018) [Retail Market Enhancement Programs in a default service proceeding]

Direct Testimony of Barbara Alexander on behalf of the Arizona Corporation Commission Staff, before the Arizona Corporation Commission, In the Matter of the Application of Brooke Water, LCC for increase in water rates, Docket No. W-03039A-17-0295 (May 15, 2018) [Analysis of customer service, call center performance, and compliance with prior Commission orders]

Alexander, Barbara, "Residential Demand Charges: A Consumer Perspective," EUCI Conference, Nashville, TN (May 2018)

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Alexander, Barbara, "Time to End the Retail Energy Market Experiment for Residential Customers," Harvard Electricity Policy Group (June 2018)

Rebuttal Testimony of Barbara Alexander on behalf of the Office of Consumer Advocate, before the Pennsylvania Public Utility Commission, PUC v. Columbia Gas of Pennsylvania, Inc., Docket No. R-2018-2647577 (July 3, 2018) [Analysis of gas utility billing policies for non-commodity services and retail natural gas suppliers]

Direct Testimony of Barbara Alexander on behalf of TURN and Center for Accessible Technology before the California Public Utility Commission, 2018 Rate Design Window, Docket No. A.17-12-011, et al. (October 26, 2018) [Consumer Protections to Accompany the Transition to Default Time of Use Rates for residential customers; analysis of customer education and messaging]

Direct and Surrebuttal Testimony of Barbara Alexander on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania Utility Commission, PUC vs. Pittsburgh Water and Sewer Authority, Docket Nos. R-2018-3002645, R-2018-3002647 (September and October 2018) [Analysis of compliance with Pennsylvania consumer protection and service quality performance of a large water and sewer utility; base rate case]

Direct Testimony of Barbara Alexander on behalf of TURN before the California Public Utility Commission, Southern California Edison Charge Ready 2 Infrastructure and Market Education Programs, Docket No. A.18-06-015 (November 30, 2018) [Analysis of proposed mass market customer education proposal]

Direct, Surrebuttal and Supplemental Surrebuttal Testimony of Barbara Alexander on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania Public Utility Commission, Implementation of Chapter 32 of The Public Utility Code Regarding Pittsburgh Water and Sewer Authority – Stage 1, Docket Nos. M-2018-2640802 and M-2018-2640803 (April, May and August 2019) [Analysis of consumer protection, customer service, and customer education programs of large water and wastewater utility]

Direct, Rebuttal, and Surrebuttal Testimony of Barbara Alexander on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania Public Utility Commission, Application of Aqua America, Inc., Aqua Pennsylvania, Inc., Aqua Pennsylvania Wastewater, Inc., Peoples Natural Gas Company, LLC and Peoples Gas Company, LLC for all of the Authority and the Necessary Certificates of Public Convenience to Approve a Change in Control of Peoples Natural Gas Company, LLC and Peoples Gas Company LLC by Way of the Purchase of All of LDC Funding, LLC's Membership Interests by Aqua America, Inc., Docket Nos. A-2018-3006061, A-2018-3006062, and A-2018-3006063 (April and May 2019) [Customer Service, Consumer Protection, and Universal Service conditions for merger]

Testimony in Opposition to Settlement on behalf of The Office of the Ohio Consumers' Council, before the Ohio Public Utilities Commission, In the Matter of the Commission's Investigation of PALMco Power OH, LLC dba Indra Energy and PALMco Energy OH, LLC dba Indra Energy, Case No. 19-957-GE-COI (September 4, 2019) [Analysis of proposed settlement for consumer protections and customer remedies]

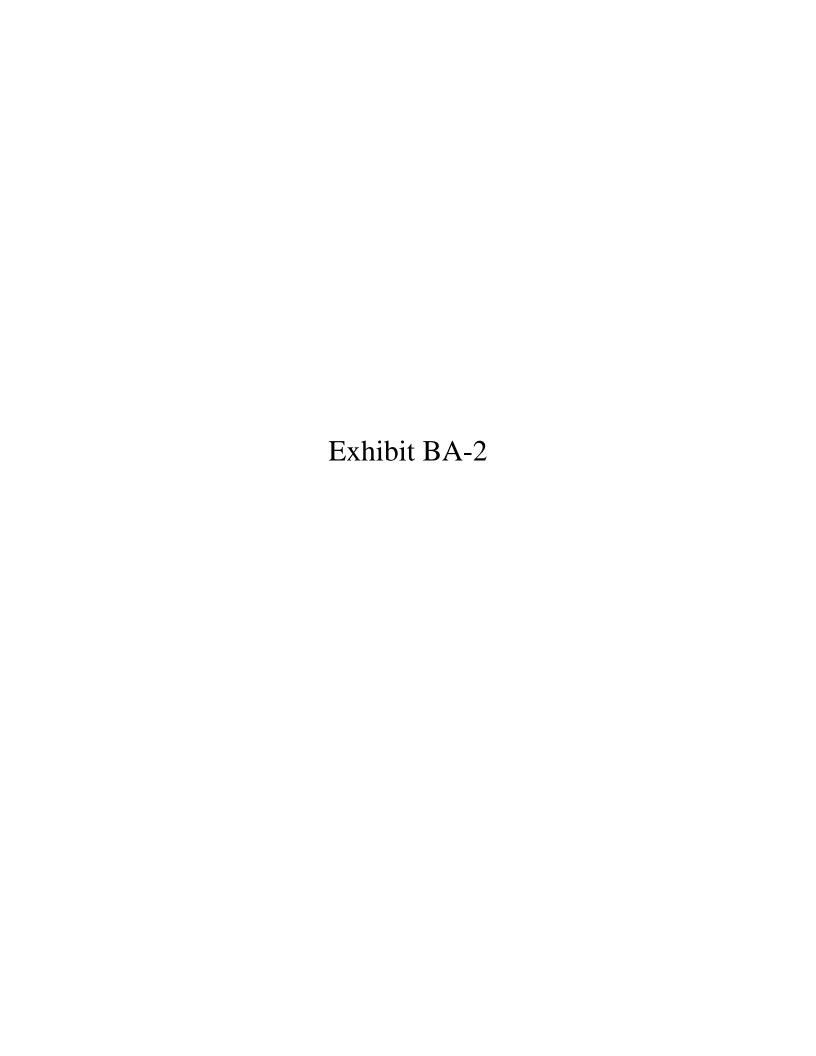
Testimony in Opposition to Settlement on behalf of The Office of the Ohio Consumers' Council, before the Ohio Public Utilities Commission, In the Matter of the Commission's Investigation of Verde Energy USA Ohio LLC, Case No. 19-0958-GE-COI (October 2, 2019) [Analysis of proposed settlement for consumer protections and customer remedies]

Direct Testimony on behalf of the Pennsylvania Office of Consumer Advocate before the Pennsylvania Public Utility Commission, Joint Petition of Metropolitan Edison Co., Pennsylvania Electric Co., Pennsylvania Power Co. and West Penn Power Co. for Approval of Their Involuntary Remote Disconnect Procedures, Docket No. P-2019-3013979 et al. (March 20, 2020) [Criteria for remote disconnection of service with AMI]

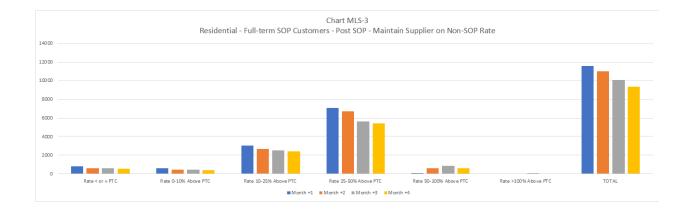
Presentations and Training Programs:

- Presentation on Consumer Protection Policies for Solar Providers, New Mexico Public Regulatory Commission, Santa Fe, NM, January 2017
- Presentation on Residential Rate Design Policies, National Energy Affordability and Energy Conference, Denver, CO., June 2016
- Presentation on "Regulatory-Market Arbitrage: From Rate Base to Market and Back Again," before the Harvard Electricity Policy Group, Washington, D.C., March 2016.
- Presentation on Residential Rate Design and Demand Charges, NASUCA, November 2015.
- Alexander, Barbara, "Residential Demand Charges: A Consumer Perspective," presentation for Harvard Electricity Policy Group, Washington, D.C., June 2015.
- Presentation on "Future Utility Models: A Consumer Perspective," for Kleinman Center for Energy Policy, U. of Pennsylvania, August 2015.
- Presentation, EUCI Workshop on Demand Rates for Residential Customers, Denver, CO [May 2015]
- Presentation, Smart Grid Future, Brookings Institute, Washington, DC [July 2010]
- Participant, Fair Pricing Conference, Rutgers Business School, New Jersey [April 2010]

- Presentation on Smart Metering, National Regulatory Conference, Williamsburg, VA [May 2010]
- Presentation on Smart Metering, Energy Bar Association Annual Meeting, Washington, DC [November 2009]
- Presentation at Workshop on Smart Grid policies, California PUC [July 2009]
- National Energy Affordability and Energy Conference (NEAUC) Annual Conference
- NARUC annual and regional meetings
- NASUCA annual and regional meetings
- National Community Action Foundation's Annual Energy and Community Economic Development Partnerships Conference
- Testimony and Presentations to State Legislatures: Virginia, New Jersey, Texas, Kentucky, Illinois, and Maine
- Training Programs for State Regulatory Commissions: Pennsylvania, Georgia, Kentucky, Illinois, New Jersey
- DOE-NARUC National Electricity Forum
- AIC Conference on Reliability of Electric Service
- Institute of Public Utilities, MSU (Camp NARUC) [Instructor 1996-2006]
- Training Programs on customer service and service quality regulation for international regulators (India and Brazil) on behalf of Regulatory Assistance Project
- Georgia Natural Gas Deregulation Task Force [December 2001]
- Mid Atlantic Assoc. of Regulatory Utility Commissioners [July 2003]
- Illinois Commerce Commission's Post 2006 Initiative [April 2004]
- Delaware Public Service Commission's Workshop on Standard Offer Service [August 2004]



PPL Response to OCA-I-7, attachment 1, Chart MLS-3.



BEFORE THE PENNSYLVANIA PUBLIC UTILITY COMMISSION

Petition of PECO Energy Company for Approval

of a Default Service Program for the Period of

June 1, 2021 through May 31, 2025

Docket No. P-2020-3019290

VERIFICATION

I, Barbara R. Alexander, hereby state that the facts set forth in my Direct Testimony,

OCA Statement 2, are true and correct to the best of my knowledge, information and belief 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).

DATED: June 16, 2020

*290042

Signature:

Barbara R. Alexander

Consultant Address: Barbara Alexander Consulting, LLC

83 Wedgewood Drive Winthrop, Maine 04364