Exhibit No.:

Issue:

Witness:

Sponsoring Party: Type of Exhibit:

Case No.:

Date Testimony Prepared:

Transmission Expense

Karen Lyons MoPSC Staff

True-Up Rebuttal Testimony

ER-2014-0370

July 14, 2015

Filed
July 28, 2015
Data Center
Missouri Public
Service Commission

MISSOURI PUBLIC SERVICE COMMISSION REGULATORY REVIEW DIVISION UTILITY SERVICES - AUDITING

TRUE-UP REBUTTAL TESTIMONY

OF

KAREN LYONS

Staff Exhibit No. 256-NP Date 7/20/6 Reporter Jenni File No. ER-2014-0370

KANSAS CITY POWER AND LIGHT COMPANY

CASE NO. ER-2014-0370

Jefferson City, Missouri July 2015

** Denotes Highly Confidential Information **

NP

1	TABLE OF CONTENTS OF
2	TRUE-UP REBUTTAL TESTIMONY OF
3	KAREN LYONS
-4	KANSAS CITY POWER AND LIGHT COMPANY
5	CASE NO. ER-2014-0370
6	EXECUTIVE SUMMARY2
7	TRANSMISSION EXPENSE AND REVENUE2
8	IT ROADMAP O&M AND CRITICAL INFRASTRUCTURE PROGRAM COSTS

.

.

·

1 TRUE-UP REBUTTAL TESTIMONY 2 OF 3 KAREN LYONS 4 KANSAS CITY POWER AND LIGHT COMPANY 5 CASE NO. ER-2014-0370 6 Q. Please state your name and business address. Karen Lyons, Fletcher Daniels State Office Building, 615 East 13th Street, 7 A. 8 Kansas City, Missouri 64106. 9 Q. By whom are you employed and in what capacity? I am a Utility Regulatory Auditor with the Staff of Missouri Public Service 10 A. Commission ("Commission" or "PSC"). 11 Q. Are you the same Karen Lyons who contributed to Staff's Cost of Service 12 Report filed in the Kansas City Power & Light Company ("KCPL" or "Company") rate case 13 designated as Case No. ER-2014-0370 on April 3, 2015? 14 15 A. Yes. I also filed rebuttal and surrebuttal testimony in these proceedings. What is the purpose of your true-up rebuttal testimony in this proceeding? 16 Q. The purpose of this testimony is to address transmission expense and revenue, 17 A. including KCPL's proposal to include projected transmission expenses and revenues in its 18 true-up adjustments that are associated with Independence Power & Light (a municipal 19 electric utility operating in nearby Independence, Missouri) becoming a transmission owner in 20 the Southwest Power Pool (SPP) identified in KCPL witness Ronald A. Klote's true-up direct 21 testimony. I will also address Staff's treatment of KCPL's Information Technology Roadmap 22

1 ("IT Roadmap") Operation & Maintenance (O&M) expense and Critical Infrastructure
2 Protection (CIP) program.

EXECUTIVE SUMMARY

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

- Q. Please summarize your true-up rebuttal testimony.
- A. Both KCPL and Staff included updates for transmission revenues and expenses in their true-up revenue requirement. However, KCPL and Staff used different methods and time periods to develop transmission revenues and expenses. In addition, KCPL introduced for the first time in true-up an issue regarding transmission revenues and expenses relating to SPP's inclusion of the City of Independence, Missouri's municipal electric utility known as Independence Power & Light, KCPL went beyond the May 31, 2015, true-up cutoff agreed to by various parties to this proceeding and ordered by the Commission on December 12, 2014 in its Order Setting Procedural Schedule and Establishing Test Year and Other Procedural Requirements. KCPL's inclusion of the Independence Power & Light transmission costs and revenues are not known and measureable items with any level of auditable support provided by KCPL for inclusion in the true-up. Because there is no support for these transmission revenues and expenses relating to the Independence Power & Light matter and because that item is outside the agreed to and Commission ordered May 31, 2015 true-up cutoff, it is beyond the scope of the true-up and therefore should not be include in the true-up revenue requirement in this case.

TRANSMISSION EXPENSE AND REVENUE

Q. How did Staff true-up transmission expense and transmission revenue for KCPL?

issue.

i	A. Staff annualized KCPL's actual transmission expense for the period of January
2	2015 through May 2015 by dividing the balance by 5 and multiplying by 12. Staff's
3	annualized level of transmission expense on a total company basis is ** **.
4	Consistent with how Staff treated transmission expense, Staff annualized KCPL's
5	transmission revenue by dividing the actual revenue realized for the period of January 2015
6	through May 2015 by 5 and multiplying by 12. Staff's annualized level of transmission
7	revenue on a total company basis ² is ** **.
8	Q. What is KCPL proposing in its true-up adjustments for transmission expense
9	and transmission revenue?
10	A. Based on KCPL's true-up workpapers, KCPL annualized transmission
11	expense using the actual amounts it incurred for the months of January 2015 through
12	May 2015. KCPL also included a projected level of transmission expense of approximately
13	** ** on a total company basis based on Independence Power & Light becoming a
14	transmission owner in the Southwest Power Pool (SPP). KCPL's proposed annualized
15	transmission expense on a total company basis is **
16	**. KCPL annualized true-up transmission revenues using the 12 month
17	period ending May 2015 resulting in a proposed annualized level on a total company basis of
18	** **. KCPL also included in this transmission revenue figure a projected level
19	of transmission revenue of approximately ** ** related to Independence Power
20	& Light becoming a transmission owner in SPP. The following table compares KCPL's and
	•
	The Missouri jurisdictional amount is stated toward the conclusion of this true-up rebuttal testimony on this
	issue. ² The Missouri jurisdictional amount is stated toward the conclusion of this true-up rebuttal testimony on this

NP

Staff's annualized level of Transmission expense and revenue on a total company and
Missouri jurisdictional basis.

**			 	
	 			
	 		 	·

**

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

Q. Does Staff agree with KCPL's proposed level of transmission expense and transmission revenue and if no, why not?

A. No. First, KCPL's methods of annualizing transmission expense and transmission revenues are inconsistent since it used different periods for each. Both KCPL and Staff used the period January 2015 through May 2015 to annualize transmission expense because transmission expense during this period reflected an upward trend. The same upward trend exists with KCPL's transmission revenue during the same period. Consequently, Staff used the same method as well as the same period -- January 2015 through May 2015 -- to annualize both KCPL's transmission revenues and its transmission expenses. KCPL, on the other hand, used a different time period for these two transmission related items. Using the 12 month period ending May 2015 as calculated by KCPL does not capture the upward trend in transmission revenues resulting in an understatement of revenues in its proposed true-up revenue requirement. Second, KCPL introduced a new adjustment for projected transmission expense for the first time in its true-up filing. This new adjustment for projected transmission expense is related to Independence Power & Light becoming a transmission owner in SPP and will be discussed in more detail below. Staff was never notified during Staff's audit while

Staff was on-site at KCPL, of this potential increase in transmission expense despite KCPL's knowledge of this impending issue since February 2015. During the course of Staff's audit, KCPL had several opportunities to inform Staff but instead chose to be silent until the true-up. KCPL also failed to explicitly notify Staff when it provided its true-up workpapers to Staff. Staff did discover the dollar adjustment for the increased transmission expenses estimated by KCPL for Independence Power & Light during its review of KCPL's true-up work papers. As soon as Staff saw the estimated amount for this transmission item in KCPL's true-up work papers, Staff inquired of KCPL what those costs were for. KCPL did not inform Staff until a conference call on July 1, 2015 after the conclusion of the hearings in this case, that the increase in transmission expenses were due to Independence Power & Light becoming a member of SPP. KCPL's actions limited the time Staff had to perform appropriate review on this issue.

- Q. Were any of KCPL's regulatory personnel aware of this issue in February 2015?
- A. Yes. KCPL witnesses in this case, Heidtbrink, Ives and Rush, were included in several emails addressing this issue beginning in February 2015. In addition, Don Frerking who participated in several transmission meetings with Staff during the course of the audit was also included in email communications. These email communications are attached as True-up rebuttal Schedule KL-tr1³.
- Q. What led to KCPL's proposed projected level of transmission expense related to Independence Power & Light in the true-up?

³ Schedule KL-tr1 includes emails Staff received from KCPL on July 2, 2015. KCPL's response to Staff Data Request No. 648 in Case No. ER-2014-0370 included additional emails and Independence Power & Light analysis. The response to Staff Data Request 648 is attached as True-up rebuttal Schedule KL-tr2.

- 1 2 3 4
- 5
- 6
- 7
- 8
- 9
- 10
- 11 12
- 13
- 14
- 15
- 16

- 18
- 19
- 20 21
- 22 23
- 24

- On April 13, 2015, SPP filed with the Federal Energy Regulatory Commission A. ("FERC"), on behalf of the City of Independence, revisions to its Open Access Transmission Tariff to implement the annual transmission revenue requirement ("ATTR") for the City of Independence, Missouri ("Independence Power & Light" or "IPL") to be included in KCPL's transmission pricing zone, in FERC Docket No ER15-1499-000. On June 12, 2015, after the end of the true-up for this case, FERC approved the proposed tariff revisions, subject to refund, with an effective date of June 1, 2015.
 - O. Has a final order been issued by FERC in Docket No. ER15-1499-000?
- A. No. FERC approved the SPP's tariff, subject to refund, but has not determined if SPP's tariff will result in just and reasonable rates. KCPL is opposing this tariff and the resulting costs increases that will be associated with Independence Power & Light being treated as a sub-zone participant in KCPL's pricing zone. The FERC states on page 15 of its June 12th Report and Order: "To determine the justness and reasonableness of such rates, we find that, as discussed below, hearing and settlement judge procedures are appropriate." FERC scheduled a settlement conference for July 20, 2015, in its Order of Chief Judge Designating Settlement Judge and Scheduling Settlement Conference dated June 22, 2015.
- Why could KCPL potentially incur additional transmission expense as a result Q. of Independence Power & Light becoming a transmission owner in KCPL's pricing zone?
- A. According to KCPL as stated on page 2 of its Motion to Intervene and Protest of Kansas City Power & Light Company in the FERC Docket No ER15-1499:
 - ...if Independence is added to Zone 6, Independence would only pay about \$2.7 million of the combined Zone 6 revenue requirement. The rest of Independence's \$7.2 million proposed ATRR would be shifted to existing customers of Zone 6.

Accordingly, the forced integration would produce a net cost shift on the order of \$4.5 million per year. 4

increase?

Q. Did SPP's filing provide KCPL any justification for the potential cost

A. No. In its Motion identified above, KCPL stated on page 13, "The Filing does not contain any justification whatsoever for the addition of Independence's facilities and costs to the KCP&L zone, let alone any showing that such a course is "necessary" under the SPP Membership Agreement."

- Q. Will the addition of Independence Power & Light in KCPL's SPP pricing zone result in additional transmission expense to KCPL?
- A. Since FERC approved the SPP tariff subject to refund and settlement discussions are ongoing with no foreseeable conclusion, it is unclear whether or not KCPL will actually incur additional transmission expense or transmission revenue as a result of Independence Power & Light becoming a transmission owner in KCPL's transmission pricing zone. KCPL did provide its estimates of transmission revenues and expenses to Staff identifying KCPL's projected impacts on expense and revenues. However, at the time of this true-up rebuttal filling, KCPL has not received an invoice from SPP related to the addition of Independence Power & Light in KCPL's SPP pricing zone. KCPL provided the following table of its estimated transmission revenues and expenses relating to Independence Power & Light being treated as a transmission owner in KCPL's pricing zone:

continued on next page

⁴ Federal Energy Regulatory Commission, Docket No. ER15-1499-000, Motion to Intervene and Protest of Kansas City Power & Light Company, Page 2.

**			
			•
	,		
######################################			
	<u> </u>		
			
		·	

•

Q. If FERC approved SPP's tariff subject to refund, what is the harm to KCPL's ratepayers if the Commission approves KCPL's request to include projected transmission expense and revenues?

A. KCPL would no longer have the same incentive to continue to dispute SPP's filing and the resulting cost shift to KCPL if the Commission approves KCPL's request to include transmission expense related to Independence Power & Light and projected to occur after the true-up period, May 31, 2015. In addition, FERC's order simply means that KCPL may receive a refund, not that KCPL would be required to pass that refund on to its retail ratepayers if this Commission approves KCPL's request to include this amount in its Missouri rates. In the true-up direct testimony at pages 3 and 4 of KCPL witness Klote, he does

2

3

4 5

6

7 8

9 10

11 12

13 14

15

16 17

18

19

20 21

22

23

24

propose to include any Missouri jurisdictional refunds or reduced transmission expenses received associated with the Independence Power & Light transmission matter to the benefit of Missouri customers including interest at a short-term rate.

- Q. Please explain why Staff did not include the projected costs related to this issue in its annualized level of transmission expense and transmission revenue.
- A. Staff did not include the projected costs related to the Independence issue for the following reasons:
 - 1. The projected costs are beyond the true-up date established in this case of May 31, 2015. (Out of Period Adjustment)
 - 2. The projected costs are not known and measurable. KCPL has not received any actual support for the transmission costs and has not received an actual invoice from SPP.
 - 3. No consideration was given by KCPL to other changes in its cost of service that may occur after the true-up. (Single Issue Ratemaking)
 - Q. What is the significance of the true-up date, May 31, 2015 in this rate case?
- A. The true-up period in a rate case is used to determine the cost of capital and the level of investment, revenues and expenses all at the same point in time. This implies that any known and measurable factors influencing revenues, expenses and rate base occurring by a specific point in time should be considered in the development of the revenue requirement. In other words, any known and measurable increase or decrease in KCPL's cost of service that occurred after the test year is reflected in the true-up revenue requirement.
 - Has the Commission addressed the importance of a true-up period? Q.
- A. Yes. In Case No. ER-2006-0314 the Commission states the following on page 72 of its Report and Order:

5 6

7 8

9

10

11

12

13 14 15

16

17 18 19

20 21

22

23

24 25

26

27

28

29

... The Commission agrees with Staff that it is important to match revenues and expenses as of a date certain. As Staff points out, should the Commission accept KCPL's employees in cost of service, then the Commission would also need to insert additional revenue from customer growth occurring after the known and measurable date of June 30.

...KCPL management signed off on the stipulation that called for the true-up date in this case to be September 30.

If the Commission does not take a snapshot of a company's revenues and expenses as of the known and measurable date, the true up date, or any other date, for that matter, then what? KCPL's employee count, as well as a host of other revenues and expenses, has no doubt changed since the true-up hearing; the Commission will get yet another snapshot of those changes when KCPL files its next rate case. To set just and reasonable rates, the Commission simply must match revenues and expenses as of a certain date. [emphasis added]⁵

In this case, like it did in the 2006 rate case, KCPL agreed to the May 31, 2015 true-up cutoff. In fact, KCPL specifically chose that date to accommodate the in-service date of the plant additions of the La Cygne environmental project and Wolf Creek Nuclear Generating Station's upgrades.

- Q. You stated that the June 12th FERC Order in Docket No. ER15-1499-000 accepted the proposed tariff revisions, subject to refund, to be effective June 1, 2015. If KCPL incurs costs based on the effective date of June 1, 2015, are the costs out-of-period?
- Although the FERC Commission Order accepted the tariff provisions effective A. June 1, 2015, KCPL has not received an invoice or actual cost support for any transmission costs or revenues for the Independence Power & Light matter. KCPL is proposing to include

⁵ KCPL's 2006 rate case—15 Mo. P.S.C. 3d 180.

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

- Q. In previous rate cases has Staff included cost increases that occurred one day following the update or true-up period?
- A. Yes. Staff has included known cost increases for coal contracts and known payroll increases that have occurred one day following the update or true-up period. In each of these examples, Staff was able to confirm the known increase by reviewing the actual coal contract and documentation supporting a payroll increase. Since Staff was able to verify each increase with supporting documentation the costs are known and measurable even though they occurred one day following the update or true-up period.
 - Q. Define the regulatory term "known and measurable".
- A. The term known and measurable relates to items or events affecting a utility's cost of service that must have been realized (known) and must be calculable with a high degree of accuracy (measurable). In addition, such items or events should not be recognized in isolation or beyond a specified cut-off date that allows all items to be considered in the determination of the cost of service.

- True-up Rebuttal Testimony of Karen Lyons 1 Q. Has KCPL incurred costs associated with the Independence Power & Light 2 issue prior to the end of the true-up period ordered by the Commission in this case of May 31, 3 2015? 4 A. No. In response to Staff Data Request 640.1 KCPL stated the following: 5 The June Transmission Customer and Transmission Owner charges and revenues settlements data that KCP&L received 6 7 from SPP in July for June charges did not yet reflect the IPL-related revenues and expenses. 8 9 Q. Since KCPL has not received a SPP invoice including transmission expense 10 and revenue related to the Independence Power & Light issue, are the costs known and 11 measurable? 12 A. 13
 - A. No. The table provided earlier in this testimony is only based on KCPL's projections and estimates, and according to KCPL, SPP did not provide any justification for the costs. Staff has not received any documentation, such as actual invoices or any other evidence of cost justification, to support the level of costs and revenues KCPL is proposing to include in its annualization of transmission expense and transmission revenue. As discussed above, KCPL and Staff used the same method to annualize actual incurred transmission expense with the exception of KCPL's proposal to include costs that are not known and measurable as of the true-up period May 31, 2015. The following table reflects KCPL's historical transmission expense and Staff's annualized level using historical costs in this case, on a total company basis.

14

15

16

17

18

19

20

21

23

24

25 continued on next page

**		 		-	
	 1				
	 <u> </u>	 			
	 	 	<u> </u>	<u> </u>	

**

As can be seen from the above table, transmission costs have substantially increased over the past several years. In each of the past three rate cases KCPL filed in 2010, 2012, and for this case, Staff has reflected the increasing transmission costs in the final revenue requirement calculations. The level of annualized transmission expense included in Staff's

Q. If KCPL received an invoice from SPP in July 2015, would Staff include the costs in the true-up annualized level of transmission expense and revenue?

true-up calculation is over four times the levels of what those costs were in 2009.

- A. No. As explained above, any adjustment based on changes in investment, expense, or revenue that occurred after the true-up period ending May 31, 2015, is an out of period adjustment. Since the true-up period in this case proposed by KCPL and ordered by the Commission is May 31, 2015, Staff has not included any of KCPL's costs and revenues that have been incurred or projected which may mitigate any projected future increases beyond May 31, 2015, such as the projected costs related to Independence becoming a transmission owner in SPP.
- Q. In its true-up annualization of transmission expense, KCPL included costs that are projected to occur after May 31, 2015. Did KCPL include any costs that are projected to decrease after May 31, 2015 in other areas of its cost of service?

A. No. Throughout this case, KCPL has consistently singled out individual expenses without consideration of changes in other areas of its cost of service. Staff strives to use the ratemaking process to achieve a consistent and balanced relationship of investment, revenue and expense. The inclusion of KCPL's proposed projected transmission expense after the true-up period May 31, 2015, distorts this relationship by not giving equal treatment to other offsetting components that may occur after May 31, 2015, and violates the matching principle and is also considered to be single issue ratemaking. Single issue ratemaking involves "singling out" a specific expenditure from a utility's cost of service and allowing the utility to separately recover those costs from ratepayers.

Q. Please summarize Staff's position regarding KCPL's transmission expense and revenues.

A. On a Missouri jurisdictional basis Staff recommends an annualized level of
transmission expense of ** ** and
transmission revenue of ** ** based
on the period of January 2015 through May 2015. Since both transmission expense and
transmission revenue are trending upward during this period, using a different period to
annualize transmission revenue like KCPL did is inconsistent. In addition, KCPL has
proposed to include in its revenue requirement projected costs and revenues associated with
Independence Power & Light becoming a transmission owner in SPP that KCPL did not
incurr by the end of the true-up period, May 31, 2015, or for that matter by the time of
this true-up rebuttal filing. Since KCPL has not received an invoice from SPP or any actual
cost justification to support such costs, Staff, and KCPL, are unable to quantify KCPL's
actual transmission costs and transmission revenues related to this issue. KCPL's request

. 8

was made without taking into consideration any changes in other areas of its cost of service that have occurred or are projected to occur after May 31, 2015. KCPL's proposal to include projected and estimated transmission expense in its revenue requirement is beyond the scope of this case, is not known and measurable, and constitutes single issue ratemaking. Staff recommends the Commission deny KCPL's proposal to include projected transmission expense and transmission revenue related to Independence becoming a transmission owner in SPP.

IT ROADMAP O&M AND CRITICAL INFRASTRUCTURE PROGRAM COSTS

- Q. How did Staff true-up IT Roadmap O&M and CIP's for KCPL?
- A. Staff annualized KCPL's actual non labor information technology maintenance and critical infrastructure program costs for the 12-month period ending May 2015, with the exception of costs booked in FERC accounts 591, 598, and 935. These accounts are normalized and annualized in Staff's non-labor maintenance expense. Maintenance expense is not part of the true-up in this case. Consequently, IT Roadmap and CIP's costs booked in FERC accounts 591, 598, and 935 was annualized as of December 31, 2014.
 - Q. How did KCPL true-up IT Roadmap O&M and CIP's for KCPL?
- A. KCPL annualized IT Roadmap and CIP's costs based on the 12-month period ending May 31, 2015. The following table reflects KCPL and Staff annualized level of IT Roadmap and CIP's costs on a total Company and Missouri jurisdictional basis.

23 continued on next page

ት		
	<u> </u>	
· · · · · · · · · · · · · · · · · · ·		

3

4

5

6

7

8

Q. Why is Staff including a discussion on the IT Roadmap O&M and CIP's costs in its true-up rebuttal?

A. Staff indicated in its true-up direct that it would identify in true-up rebuttal how the costs relating to the IT Roadmap O&M and CIP's costs were determined in this case.

- Q. Does this conclude your true-up rebuttal testimony?
- A. Yes, it does.

BEFORE THE PUBLIC SERVICE COMMISSION

OF THE STATE OF MISSOURI

In the Matter of Kansas City Power & Light)	
Company's Request for Authority to)	Case No. ER-2014-0370
Implement a General Rate Increase for Electric)	
Service)	

AFFIDAVIT

COMES NOW Karen Lyons and on her oath declares that she is of sound mind and lawful age; that she contributed to the attached True-Up Rebuttal Testimony; and that the same is true and correct according to her best knowledge and belief.

Further the Affiant sayeth not.

Karen Lyons Karen Lyons

JURAT

D. SUZIE MANKIN
Notary Public - Notary Seal
State of Missouri
Commissioned for Gole County
My Commission Expires: Becember 12, 2016

Notary Public

SCHEDULE KL-tr1

HAS BEEN DEEMED

HIGHLY CONFIDENTIAL

IN ITS ENTIRITY

SCHEDULE KL-tr2

HAS BEEN DEEMED

HIGHLY CONFIDENTIAL

IN ITS ENTIRITY