

MISSOURI PUBLIC SERVICE COMMISSION

STAFF REPORT

RATE DESIGN

AND

CLASS COST-OF-SERVICE

APPENDIX 2

Other Staff Schedules

THE EMPIRE DISTRICT ELECTRIC COMPANY

CASE NO. ER-2016-0023

*Jefferson City, Missouri
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**** Denotes Highly Confidential Information ****

STAFF RATE DESIGN AND CLASS COST-OF-SERVICE REPORT

Class Cost-of-Service and Rate Design Overview

A Class Cost of Service (CCOS) study is a detailed analysis where the costs incurred to provide utility service to a particular jurisdiction (e.g., Missouri retail) are assigned to customers, or customer classes, based on the manner in which the costs are incurred. An electric utility's power system is designed, constructed, and operated in order to meet the ongoing energy and load requirements of vast numbers of diverse customers. How and when customers utilize energy has a great bearing on the fixed and variable costs of service. Customer classes are groups of customers with similar electrical service characteristics. For proper cost assignment, the composite load of the system must be differentiated by the various customer classes in order to determine the proportional responsibilities of each customer class. In other words, the customers' load contributions to the total demand are a major cost driver. Staff's CCOS study generally follows the procedures described in Chapter 2 of the NARUC Manual. Staff produces an embedded cost study using historical information developed from data collected over the test year updated through the true-up date set in the case.

Definitions and Fundamental Concepts of Electric CCOS and Rate Design

Cost-of-Service: All the costs that a utility prudently incurs to provide utility service to all of its customers in a particular jurisdiction.

Cost-of-Service Study: A study of total company costs, adjusted in accordance with regulatory principles (annualizations and normalizations), allocated to the relevant jurisdiction, and then compared to the revenues the utility is generating from its retail rates, off-system sales and other sources. The results of a cost-of-service study are

typically presented in terms of the additional revenue required for the utility to recover its cost-of-service or the amount of revenue over what is required for the utility to recover its cost-of-service.

Class Cost-of-Service (CCOS) Study: A Class Cost-of-Service study is where a utility's revenue requirement is allocated among the various rate classes of that utility. It is a quantitative analysis of the costs the utility incurs to serve each of its various customer classes. When Staff performs a CCOS study it performs each of the following steps: a) categorize or functionalize costs based upon the specific role the cost plays in the operations of the utility's integrated electrical system; b) classify costs by whether they are demand-related, energy-related, or customer-related; and c) allocate the functionalized/classified costs to the utility's customer classes. The sum of all the costs allocated to a customer class is the cost to serve¹ that class.

Relationship between Cost-of-Service and Class Cost-of-Service: The sum of all *class* cost-of-service in a jurisdiction is the cost-of-service of that jurisdiction. The purpose of a Cost-of-Service study is to determine what portion of a utility's costs are attributable to a particular jurisdiction. The purpose of a Class-Cost-of-Service study is to allocate the cost-of-service study costs to the customer classes in that jurisdiction.

Cost allocation: A procedure by which costs incurred to serve multiple customers or customer classes are apportioned among those customers or classes of customers.

Cost Functionalization: The grouping of rate base and expense accounts according to the specific function they play in the operations of an integrated electrical system. The most aggregated functional categories are production, transmission, distribution and

¹ The cost to serve a particular class is sometimes referred to as the cost-of-service for that class.

customer-related costs, but numerous sub-categories within each functional category are commonly used.

Customer Class: A group of customers with similar characteristics (such as usage patterns, conditions of service, usage levels, etc.) that are identified for the purpose of setting rates for electric service.²

Rate Design: (1) A process used to determine the rates for an electric utility once cost-of-service and CCOS is known; (2) Characteristics such as rate structure, rate values, and availability that define a rate schedule and provide the instructions necessary to calculate a customer's electric bill. Rates are designed to collect revenue to recover the cost to serve the class.

Rate Design Study: While a CCOS study focuses on customer class revenue responsibility, a rate design study focuses on how service is priced and billed to the individual customers within each class and to sending appropriate price signals to customers. The rate design process attempts to recover costs in each time period (such as summer/winter seasonal pricing, or peak/off-peak time-of-day pricing) from each rate component for each customer in a way that best approximates the cost of providing service and send appropriate price signals, e.g., costs are higher in the summer so rates are higher in the summer.

Rate Schedule: One or more tariff sheets that describe the availability requirements, prices, and terms applicable to a particular type of retail electric service. A customer class used in a class cost-of-service study may consist of one or more rate schedules.

² A customer class used in a class cost-of-service study may consist of one or more rate schedules.

Rate Structure: Rate structure is the composition of the various charges for the utility's products. These charges include:

- 1) customer charge: a fixed dollar amount per month irrespective of the amount of usage;
- 2) usage (energy) charges: a price per unit charged on the total units of the usage during the month; and
- 3) peak (demand) usage charge: a price per unit charge on the maximum units of the product taken over a short period of time (for electricity, usually 15 minutes or 30 minutes), which may or may not have occurred within the particular billing month.

More elaborate variations such as seasonal differentials (different charges for different seasons of the year), time-of-day differentials (different charges for different times during the day), declining block rates (lowest per-unit charges for higher usage), hours-use rates (rates which decline as the customer's hours of use – the ratio of monthly usage to maximum hourly usage – increases) are also possible. Different variations are used to send price signals to the customer.

Rate Values (Rates): The per-unit prices the utility charges for each element of its rate structure. Rate values are expressed as dollars per unit of demand (kilowatt), cents per unit of energy (kWh), etc.

Tariff: A document filed by a regulated entity with either a federal or state commission. It describes both the rate values (prices) the regulated entity will charge to provide service to its customers as well as the terms and conditions under which those rate values are applicable.

Class Cost-of-Service Overview on Functionalization, Classification and Allocation

The cost allocation process consists of three major parts: functionalization, classification and allocation.

1. Functionalization

The first step of a CCOS study is functionalization. Functionalization of costs involves categorizing plant investment and operation cost accounts by the type of function with which an account is associated. A utility's equipment investment and operations can be organized along the lines of the function (purpose) that each piece of equipment or task provides in delivering electricity to customers. The result of functionalization is the assignment of plant investment and expenses to the principal utility functions, which include:

1. Production
2. Transmission
3. Distribution
4. Customer

Electric power is produced at the generation station, transmitted some distance through high voltage lines, stepped down to secondary voltage and distributed to secondary voltage customers. Other customers (high voltage and primary voltage) are served from various points along the system.

In practice, each major Federal Energy Regulatory Commission (FERC) account is assigned to the functional area that causes the cost. This assignment process is called functionalization. Some costs cannot be directly attributed to a single functional area, and are shared between functions -- these costs are refunctionalized to more than one functional area, with the distribution of costs between functions based upon some relating factor.³ As an example, it is reasonable to assume that social security taxes are directly related to payroll costs so that these taxes can be assigned to functions in the same manner as payroll costs. In this case, the ratio of labor costs assigned to the various functional categories becomes the factor for distributing social security taxes between functional groups.

³ The costs in the FERC account are distributed based on a relationship of the distributed cost to a function rather than all the costs in that account being associated to a particular function.

Yet other costs can be clearly attributed to providing service to a particular class of customers, and these costs can be directly assigned to that customer class. Special studies are undertaken by the utility to determine the assignment of costs to customer classes. An example of a direct assignment is the assignment of the cost of transmission equipment used only by a large customer on a particular rate schedule to the rate class associated with that rate schedule.

Functionalized costs are then subdivided into measurable, cost-defining service components. Measurable means that data is available to appropriately divide costs between service components. Cost-defining means that a cost-causing relationship exists between the service component and the cost to be allocated. Functionalized costs are often divided into customer-related costs and demand-related costs. In addition, some functionalized costs can be classified on the basis of the voltage level at which the customer receives electric service.

2. Classification

The second step of a CCOS study is to separate the functionalized costs into classifications based on the components of utility service being provided. Classification is a means to divide the functionalized, cost-defining components into a: 1) customer component, 2) demand component, and 3) an energy component for rate design considerations. The January 1992 edition of the NARUC Manual references customer-related, demand-related, and energy-related cost components for all distribution plant and operating expense accounts, other than for substations and street lighting.

Customer-related costs are the costs to connect the customer to the electrical system and to maintain that connection. Examples of such costs include meter reading expense, billing expense, postage expense, customer accounting expense, customer service expense,

and certain distribution costs (plant, reserve, and operating and maintenance expenses). The customer components of the distribution system are those costs necessary to make service available to a customer.

Demand-related costs are rate base investment and related operating and maintenance expenses associated with the facilities necessary to supply a customer's service requirements during periods of maximum, or peak, levels of power consumption each month. The major portion of demand-related costs consists of generation and transmission plant and the non-customer-related portion of distribution plant. Demand-related costs are based on the maximum rate of use (maximum demand) of electricity by the customer. In addition, some demand-related investment and costs can be classified on the basis of voltage level at which the customer receives electric service.

Energy-related costs are those costs related directly to the customer's consumption of electrical energy (kilowatt-hours) and consist primarily of fuel, fuel handling, a portion of production plant maintenance expenses and the energy portion of net interchange power costs.

3. Allocation

The third step of performing a CCOS study is called allocation. After the costs have been functionalized and classified, the next step in a CCOS study is to allocate costs to the customer classes. This process involves applying the allocation factors developed for each class to each component of rate base investment and each of the elements of expense specified in the jurisdictional cost of service study. The allocation factors or allocators determine the results of this process. The aggregation of such cost allocations indicates the total annual revenue requirement associated with serving a particular customer class. Allocation factors are chosen that will reasonably distribute a portion of the functionalized costs to each

customer class on the basis of cost causation. Allocation factors are typically ratios that represent the fraction of total units (e.g., total number of customers; total annual energy consumption) that are attributable to a certain customer class. These ratios are then used to calculate the fraction of various cost categories for which a class is responsible.

Calculation of Class Net Income and Rate of Return

The operating revenues of each customer class minus its total operating expenses determined through the functionalization, classification and allocation process provide the resulting net income to the utility of each class. The net operating income divided by the allocated rate base of each class will indicate the percentage rate of return being earned by the utility from a particular customer class.

TABLE 4-16

CLASS ALLOCATION FACTORS AND ALLOCATED PRODUCTION
PLANT REVENUE REQUIREMENT USING THE 12 CP AND
1/13TH WEIGHTED AVERAGE DEMAND METHOD

Rate	Demand Allocation Factor - 12 CP MW (Percent)	Demand-Related Production Plant Revenue Requirement	Average Demand (Total MWH) Allocation Factor	Energy-Related Production Plant Revenue Requirement	Total Class Production Plant Revenue Requirement
DOM	32.09	314,111,612	30.96	25,259,288	339,370,900
LSMP	38.43	376,184,775	33.87	27,629,934	403,814,709
LP	26.71	261,492,120	31.21	25,455,979	286,948,099
AG&P	2.42	23,723,364	3.22	2,629,450	26,352,815
SL	0.35	3,389,052	0.74	600,426	3,989,478
TOTAL	100.00	978,900,923	100.00	81,575,077	\$1,060,476,000

Notes: Using this method, 12/13ths (92.31 percent) of production plant revenue requirement is classified as demand-related and allocated using the 12 CP allocation factor, and 1/13th (7.69 percent) is classified as energy-related and allocated on the basis of total energy consumption or average demand.

Some columns may not add to indicated totals due to rounding.

C. Time-Differentiated Embedded Cost of Service Methods

Time-differentiated cost of service methods allocate production plant costs to baseload and peak hours, and perhaps to intermediate hours. These cost of service methods can also be easily used to allocate production plant costs to classes without specifically identifying allocation to time periods. Methods discussed briefly here include production stacking methods, system planning approaches, the base-intermediate-peak method, the LOLP production cost method, and the probability of dispatch method.

1. **Production Stacking Methods**

Objective: The cost of service analyst can use production stacking methods to determine the amount of production plant costs to classify as energy-related and to determine appropriate cost allocations to on-peak and off-peak periods. The basic

principle of such methods is to identify the configuration of generating plants that would be used to serve some specified base level of load to classify the costs associated with those units as energy-related. The choice of the base level of load is crucial because it determines the amount of production plant cost to classify as energy-related. Various base load level options are available: average annual load, minimum annual load, average off-peak load, and maximum off-peak load.

Implementation: In performing a cost of service study using this approach, the first step is to determine what load level the "production stack" of baseload generating units is to serve. Next, identify the revenue requirements associated with these units. These are classified as energy-related and allocated according to the classes' energy use. If the cost of service study is being used to develop time-differentiated costs and rates, it will be necessary to allocate the production plant costs of the baseload units first to time periods and then to classes based on their energy consumption in the respective time periods. The remaining production plant costs are classified as demand-related and allocated to the classes using a factor appropriate for the given utility.

An example of a production stack cost of service study is presented in Table 4-17. This particular method simply identified the utility's nuclear, coal-fired and hydroelectric generating units as the production stack to be classified as energy-related. The rationale for this approach is that these are truly baseload units. Additionally, the combined capacity of these units (4,920.7 MW) is significantly less than either the utility's average demand (7,880 MW) or its average off-peak demand (7,525.5 MW); thus, to get up to the utility's average off-peak demand would have required adding oil and gas-fired units, which generally are not regarded as baseload units. This method results in 89.72 percent of production plant being classified as energy-related and 10.28 percent as demand-related. The allocation factor and the classes' revenue responsibility are shown in Table 4-17.

2. Base-Intermediate-Peak (BIP) Method

The BIP method is a time-differentiated method that assigns production plant costs to three rating periods: (1) peak hours, (2) secondary peak (intermediate, or shoulder hours) and (3) base loading hours. This method is based on the concept that specific utility system generation resources can be assigned in the cost of service analysis as serving different components of load; i.e., the base, intermediate and peak load components. In the analysis, units are ranked from lowest to highest operating costs. Those with the lower operating costs are assigned to all three periods, those with intermediate running costs are assigned to the intermediate and peak periods, and those with the highest operating costs are assigned to the peak rating period only.

TABLE 4-17
CLASS ALLOCATION FACTORS AND ALLOCATED PRODUCTION
PLANT REVENUE REQUIREMENT USING A
PRODUCTION STACKING METHOD

Rate Class	Demand Allocation Factor - 3 Summer & 3 Winter Peaks (%)	Demand-Related Production Plant Revenue Requirement	Energy Allocation Factor (Total MWH)	Energy-Related Production Plant Revenue Requirement	Total Class Production Plant Revenue Requirement
DOM	36.67	39,976,509	30.96	294,614,229	334,590,738
LSMP	35.50	38,701,011	33.87	322,264,499	360,965,510
LP	25.14	27,406,857	31.21	296,908,356	324,315,213
AG&P	2.22	2,420,176	3.22	30,668,858	33,089,034
SL	0.47	512,380	0.74	7,003,125	7,515,505
TOTAL	100.00	109,016,933	100.00	951,459,067	\$1,060,476,000

Note: This allocation method uses the same allocation factors as the equivalent peaker cost method illustrated in Table 4-12. The difference between the two studies is in the proportions of production plant classified as demand- and energy-related. In the method illustrated here, the utility's identified baseload generating units -- its nuclear, coal-fired and hydroelectric generating units -- were classified as energy-related, and the remaining units -- the utility's oil- and gas-fired steam units, its combined cycle units and its combustion turbines -- were classified as demand-related. The result was that 89.72 percent of the utility's production plant revenue requirement was classified as energy-related and allocated on the basis of the classes' energy consumption, and 10.28 percent was classified as demand-related and allocated on the basis of the classes' contributions to the 3 summer and 3 winter peaks.

Some columns may not add to indicated totals due to rounding

There are several methods that may be used for allocating these categorized costs to customer classes. One common allocation method is as follows: (1) peak production plant costs are allocated using an appropriate coincident peak allocation factor; (2) intermediate production plant costs are allocated using an allocator based on the classes' contributions to demand in the intermediate or shoulder period; and (3) base load production plant costs are allocated using the classes' average demands for the base or off-peak rating period.

In a BIP study, production plant costs may be classified as energy-related or demand-related. If the analyst believes that the classes' energy loads or off-peak average

demands are the primary determinants of baseload production plant costs, as indicated by the inter-class allocation of these costs, then they should also be classified as energy-related and recovered via an energy charge. Failure to do so -- i.e., classifying production plant costs as demand-related and recovering them through a \$/KW demand charge -- will result in a disproportionate assignment of costs to low load factor customers within classes, inconsistent with the basic premise of the method.

3. LOLP Production Cost Method

LOLP is the acronym for loss of load probability, a measure of the expected value of the frequency with which a loss of load due to insufficient generating capacity will occur. Using the LOLP production cost method, hourly LOLP's are calculated and the hours are grouped into on-peak, off-peak and shoulder periods based on the similarity of the LOLP values. Production plant costs are allocated to rating periods according to the relative proportions of LOLP's occurring in each. Production plant costs are then allocated to classes using appropriate allocation factors for each of the three rating periods; i.e., such factors as might be used in a BIP study as discussed above. This method requires detailed analysis of hourly LOLP values and a significant data manipulation effort.

4. Probability of Dispatch Method

The probability of dispatch (POD) method is primarily a tool for analyzing cost of service by time periods. The method requires analyzing an actual or estimated hourly load curve for the utility and identifying the generating units that would normally be used to serve each hourly load. The annual revenue requirement of each generating unit is divided by the number of hours in the year that it operates, and that "per hour cost" is assigned to each hour that it runs. In allocating production plant costs to classes, the total cost for all units for each hour is allocated to the classes according to the KWH use in each hour. The total production plant cost allocated to each class is then obtained by summing the hourly cost over all hours of the year. These costs may then be recovered via an appropriate combination of demand and energy charges. It must be noted that this method has substantial input data and analysis requirements that may make it prohibitively expensive for utilities that do not develop and maintain the required data.

TABLE 4-18
SUMMARY OF PRODUCTION PLANT
COST ALLOCATIONS USING DIFFERENT COST OF SERVICE METHODS

	1 CP METHOD		12 CP METHOD		3 SUMMER & 3 WINTER PEAK METHOD		ALL PEAK HOURS APPROACH		AVERAGE AND EXCESS METHOD	
	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total
DOM	\$ 369,461,692	34.84	\$ 340,287,579	32.09	\$ 388,925,712	36.67	\$ 340,747,311	32.13	\$ 386,682,685	36.46
LSMP	394,976,787	37.25	407,533,507	38.43	376,433,254	35.50	384,043,376	36.21	369,289,317	34.82
LP	261,159,089	24.63	283,283,130	26.71	266,582,600	25.14	299,737,319	28.26	254,184,071	23.97
AG&P	34,878,432	3.29	25,700,311	2.42	23,555,089	2.22	28,970,743	2.73	41,218,363	3.89
SL	0	0.00	3,671,473	0.35	4,978,544	0.47	6,977,251	0.66	9,101,564	0.86
Total	\$1,060,476,000	100.00	\$1,060,476,000	100.0	\$1,060,476,000	100.00	\$1,060,476,000	100.0	\$1,060,476,000	100.0

Rate Class	EQUIVALENT PEAKER COST METHOD		BASE AND PEAK METHOD		1 CP AND AVERAGE DEMAND METHOD		12 CP AND 1/13th AVERAGE DEMAND METHOD		PRODUCTION STACKING METHOD	
	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total	Revenue Req't. (\$)	Percent of Total
DOM	\$ 340,657,471	32.12	\$ 3350,522,360	33.05	\$ 354,381,313	33.42	\$ 339,370,900	32.00	\$ 334,590,738	31.55
LSMP	362,698,678	34.20	382,505,016	36.07	381,842,722	36.01	403,814,709	38.08	360,965,510	34.04
LP	317,863,510	29.97	293,007,874	27.63	286,764,179	27.04	286,948,099	27.06	324,315,213	30.58
AG&P	32,021,813	3.02	27,868,280	2.63	34,623,156	3.36	26,352,815	2.48	33,089,034	3.12
SL	7,232,529	0.68	6,572,470	0.62	2,864,631	0.27	3,989,478	0.38	7,515,505	0.71
Total	\$1,060,476,000	100.00	\$1,060,476,000	100.00	\$1,060,476,000	100.00	\$1,060,476,000	100.00	\$1,060,476,000	100.00

**Schedule DCR-d1
of APPENDIX 2**

HAS BEEN DEEMED

HIGHLY CONFIDENTIAL

IN ITS ENTIRETY