Exhibit No.:

Issues: Rate Design

Revenue Allocation Method

Witness: Gary C. Price

Type of Exhibit: Surrebuttal and Cross

Surrebuttal Testimony

Sponsoring Party: DOE-NNSA

Case No.: ER-2006-0314

Testimony Date: October 6, 2006

## MISSOURI PUBLIC SERVICE COMMISSION

CASE NO. ER-2006-0314

# **PUBLIC VERSION**

# SURREBUTTAL AND CROSS SURREBUTTAL TESTIMONY

**OF** 

GARY C. PRICE

FILED

NOV 1 3 2006

ON BEHALF OF

Missouri Public Service Commission

# THE DEPARTMENT OF ENERGY – NATIONAL NUCLEAR SECURITY ADMINISTRATION

Kansas City, Missouri October, 2006

\*\*\* Designates "Highly Confidential" or "Proprietary"

Information. Such Information Should be Treated Confidentially

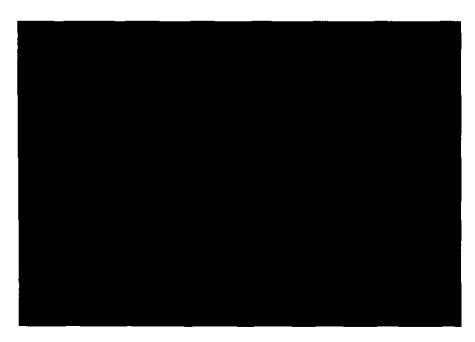
Pursuant to the Standard Protective Order

Case No(s). EQ-2006 CBIY
Date 10-16-06 Rptr XF

1 2	SURREBUTTAL AND CROSS SURREBUTTAL TESTIMONY OF	
3 4 5 6	GARY C. PRICE KANSAS CITY POWER & LIGHT CASE NO. ER-2006-0314	
7	Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.	
8	A. My name is Gary C. Price. My business address is P.O. Box 23, Sun Prairie, Wiscons	sin
9	53590.	
10	Q. BY WHOM ARE YOU EMPLOYED?	
11	A. I am a principal consultant with Rhema Services Inc. and have worked in the utility in	dustry
12	for more than 35 years.	
13	Q. HAVE YOU PREVIOUSLY FILED TESTIMONY IN THIS CASE?	
14	A. Yes. On August 22, 2006 I filed direct testimony and on September 15, I filed rebutta	l
15	testimony in this case on behalf of the United States Department of Energy that is	
16	representing the interest of the National Nuclear Security Administration ("DOE-NNS	SA")
17	and other affected Federal Executive Agencies.	
18	Q. ON WHOSE BEHALF ARE YOU APPEARING?	
19	A. The surrebuttal and cross surrebuttal testimony I am presenting herein is offered on be	ehalf of
20	DOE-NNSA.	
21	Q. WHAT IS THE PURPOSE OF YOUR SURREBUTTAL AND CROSS	
22	SURREBUTTAL TESTIMONY?	
23	A. Several parties in this case filed rebuttal testimony proposing various approaches to re	evenue
24	allocation and rate design. In addition to commenting on the approaches offered by the	ose
25	parties, I am proposing to update my Rebuttal Testimony filed on September 15, 2006	6. As I
26	mentioned in my rebuttal testimony, I was waiting at that time for additional informa-	tion

1		from KCPL regarding the margins on off-system sales. I have now received that information
2		which has now been incorporated into the analysis presented in my Rebuttal Testimony.
3	Q.	BEFORE YOU DISCUSS WHAT OTHERS ARE PROPOSING FOR REVENUE
4		ALLOCATION AND RATE DESIGN, PLEASE EXPLAIN THE UPDATE AND
5		CLARIFICATIONS THAT YOU ARE MAKING TO YOUR DIRECT TESTIMONY.
6	A.	In my direct and rebuttal testimonies, using KCPL's filed class cost of service ("CCOS")
7		results, I recommended a gradualism approach to correcting class deficiencies that exist in
8		KCPL's current rates. My proposal was and continues to be that the deficiencies shown in
9		KCPL's CCOS be corrected over a period of four (4) rate cases starting with this case. I have
10		updated the numbers to reflect a modification to KCPL's CCOS to correct the allocation of
11		margins or profits from off-system sales that has been recommended by DOE Witness James
12		R. Dittmer in his rebuttal testimony filed on September 8, 2006.
13	Q.	PLEASE EXPLAIN THE MODIFICATION THAT HAS BEEN PROPOSED.
14	A.	In addressing KCPL's jurisdiction allocation of off-system sales margins or profits, Mr.
15		Dittmer gave several reasons why KCPL's allocation of the profits on off-system sales was
16		improper. He recommended that the "energy with losses" allocator be used to assign the
17		profits from off-system sales instead of KCPL's proposed "unused energy" allocator. I agree
18		with Mr. Dittmer and recommend that the "energy with losses" allocator be used for both the
19		jurisdictional and the class cost of service studies.
20	Q.	ARE YOU SAYING THAT KCPL ALSO RELIED UPON THE "UNUSED ENERGY"
21		ALLOCATOR IN ITS JURISDICTIONAL AND CLASS COST OF SERVICE
22		STUDIES?

1	A.	Yes and in my opinion, the "unused energy" allocator to allocate the Company's profits on
2		off-system sales is inconsistent and inappropriate.
3	Q.	WHY IS IT INCONSISTENT?
4	A.	KCPL has assigned system average energy cost to all jurisdictions and customers on the basis
5		of "energy with losses." In my opinion, since production energy related costs (fuel costs,
6		variable O&M costs and variable purchased power costs) are allocated on the basis of
7		"energy with losses" it would be inconsistent to allocate system energy benefits on a different
8		basis as KCPL has proposed.
9	Q.	IN YOUR UPDATE, ARE YOU PROPOSING TO REALLOCATE THE PROFITS
10		ON OFF-SYSTEM SALES BOTH ON A JURISDICTIONAL AND CLASS BASIS?
11	A.	Yes.
12	Q.	WHAT NUMBERS HAVE YOU USED IN THIS TESTIMONY FOR OFF-SYSTEM
13		SALES.
14	A.	I have used herein the data provided by KCPL in response to our Data Request - Set
15		DOE_20060912, Question No. 6-1, 6-2 and 6-3. Specifically, I used the Missouri
16		jurisdictional allocator of ** ** shown in KCPL's response to Question No. 6-2 and
17		the off-system sales margins of approximately ** shown in KCPL's
18		response to Question No. 6-1 and 6-3. The off-system sales margins included in KCPL's
19		Mo. CCOS was about** The updated amount that I have included herein is
20		about ** The reallocations and
21		resulting impacts on KCPL's COSS are shown on pages 1 through 3 of Schedule GCP-3. The
22		results are summarized in Tables 1B and 2B below. Tables 1B and 2B are the updated
23		versions of the tables included in my Rebuttal Testimony. **

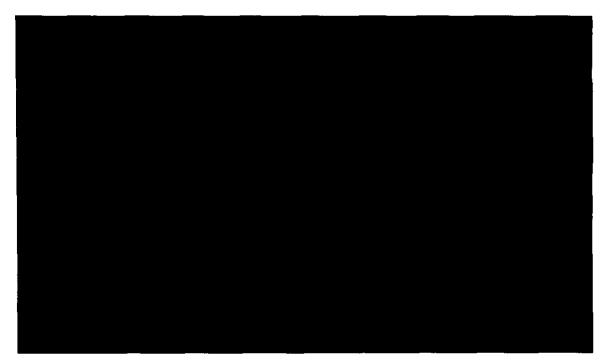


As discussed in my Rebuttal Testimony, Table 1B shows in Column (c) the floor or minimum relative return that DOE-NNSA recommends in this proceeding. The change in relative rates of return from Column (b) to Column (c) represents a 25% move toward the system average return. The change between the remaining columns also represents a 25% move toward the system average return until the system average is achieved in Column (f).

# Q. HAVE YOU QUANTIFIED THE AMOUNT OF INCREASE THAT WOULD BE REQUIRED IN THIS PROCEEDING TO MOVE ALL RATE CLASSES TO THE LEVELS SHOWN IN COLUMN (C) OF TABLE 1B?

A. Schedule GCP-3, Page 1 of 3, Line 40, quantifies the Total Revenue Adjustment that would be required to move all classes to the system average rate of return based on my proposed modification to KCPL's COSS. My proposal is to adjust the present rates for each rate class in a manner that would either increase or decrease the class revenues as shown in Table 2B.

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3 Q. TO MAKE SURE IT IS CLEAR REGARDING YOUR PROPOSAL, ARE YOU

4 RECOMMENDING TO CHANGE PRESENT RATES BY THE PERCENTAGES

SHOWN IN COLUMN (F) OF TABLE 2B EVEN IF KCPL IS GRANTED NO

6 INCREASE IN THIS CASE?

7 A. Yes, that is correct. I also show in Schedule GCP-4 what the proposed total percentage

8 changes in present rates would be if KCPL were granted overall increases of 2.5%, 5.0%,

9 7.0% and 10%.

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10 Q. TO FURTHER CLARIFY YOUR PROPOSAL, HOW DO YOU PROPOSE THAT

YOUR ADJUSTMENT BE MADE OVER THE NEXT THREE RATE CASES TO

12 MOVE EACH RATE CLASS TOWARD THE SYSTEM AVERAGE RATE OF

13 **RETURN?** 

1	A. If a COSS is filed in the next rate case the present rate revenue for that test year would need
2	to be adjusted to at least achieve the relative rates of return shown in Column (d) of Table
3	1B. If, for example, the relative rate of return derived from that CCOS study in the next rate
4	case was shown for the Residential class to be between ** **, then no
5	adjustment to the then present rates for that class would be required for purposes of moving
6	the class toward the system average rate of return. Similarly, if the relative rate of return
7	derived from that CCOS study was shown for the Large Power class to be between **
8	**, then no adjustment to the then present rates for that class would be required for
9	purposes of moving the class toward the system average rate of return in the next rate case.
10	Q. HOW WOULD YOU APPLY YOUR PROPOSAL IN THE NEXT RATE CASE IF
11	THERE IS NO CCOS STUDY FILED?
12	A. In the event a CCOS study is not filed in the next three rate cases, then present rate revenue
13	for each rate class would need to be adjusted on a dollar per mWh hour basis in each of the
14	next three rate cases. The dollar per mWh amount would be as shown on Line 42, Page 1 of
15	Schedule GCP-3.
16	Q. HAVE YOU REVIEWED THE PROPOSALS BY OTHER PARTIES WITH
17	REGARDS TO REVENUE ALLOCATION AND RATE DESIGN?
18	A. Yes. I have reviewed the testimonies of Mo. PSC Staff ("Staff") Witness, James A. Busch;
19	Staff Witness, Janice Pyatte; Maurice Brubaker on behalf of Ford Motor Company, Praxair,
20	Inc. and Missouri Industrial Energy Consumers ("Praxair"); and, Barbara A. Meisenheimer
21	on behalf of the Office of the Public Counsel ("OPC").
22	I have addressed KCPL's proposal in my Direct and Rebuttal Testimonies. Each of the
23	parties presented a CCOS as the basis for their recommendation. My recommendation, on the

other hand, continues to be based on KCPL's filed CCOS with the modification for the allocation of profits on off-system sales which was discussed in my Rebuttal Testimony as updated herein.

In all cases, the parties continue to agree, based on the results of their CCOS, that the present rates of the Residential Rate Class produce revenues that are below (in some cases far below) its cost of service. Additionally, all parties are showing that the present rates for the Small GS, Medium GS and the Large GS classes produce revenues that are above the cost of service. Except for OPC, the parties are also showing that the present rates for the Large Power class produce revenues that are significantly above the cost of service.

Table 3A compares the recommendations of the various parties assuming that there is no overall increase granted in this case. \*\*



Q. WHAT IS YOUR POSITION REGARDING THE RECOMMENDATIONS OF THE
PARTIES AS SHOWN IN YOUR TABLE 3?

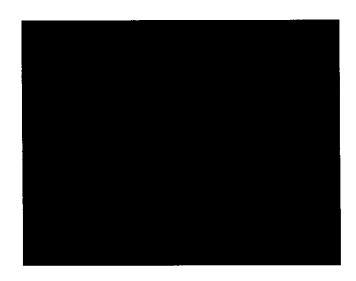
1	A. The results of all CCOS (KCPL, Mo. PSC Staff, OPC, and Praxair) presented in this case
2	relative to the residential class rate of return versus the system rate of return are fairly
3	consistent. They all continue to agree that the residential class is significantly deficient.
4	However, although the results of three of the CCOS studies (KCPL, Mo. PSC Staff, and
5	Praxair) are also fairly consistent in that all commercial and industrial classes rates of return
6	are much higher than the system average, the results of the remaining CCOS studies
7	presented by OPC are very inconsistent with any of the other cost of services presented in
8	this case for these classes. As stated in my Rebuttal Testimony, those inconsistencies make
9	me question OPC's results. OPC's CCOS studies show a much larger decrease for all
10	commercial and industrial classes, except Large Power. For the Large Power class, OPC
11	shows a large increase is required. Except for OPC's CCOS, all other studies show the Large
12	Power class relative rate of return to be much higher than the system average rate of return
13	which would justify a decrease.
14	While the parties continue to criticize KCPL's COSS, no one, in my opinion, has shown it to
15	be unreliable for purposes of determining the relative rates of return for each rate class.
16	Q. AT PAGE 19 OF MR. BRUBAKER'S REBUTTAL TESTIMONY, HE CRITICIZES
17	BOTH STAFF AND OPC FOR AN INCONSISTENT ALLOCATION OF REVENUES
18	FROM OFF-SYSTEM SALES. DO YOU AGREE WITH MR. BRUBAKER'S
19	CRITICISM?
20	A. Yes. Mr. Brubaker states beginning on line 3 of page 19 as follows:
21	"Both Staff and OPC allocate 100% of the fuel and variable purchased power expenses that
22	support these sales on an energy basis. However, they then allocate 100% of the revenue
23	from these sales (the identified fuel and variable purchased power component plus margin)

1	on a demand basis. This is fundamentally inconsistent. If Staff and OPC desire to allocate the
2	profit component, they should at least allocate the identified fuel and purchased power
3	component of the sales revenue on an energy basis to offset the cost of fuel and variable
4	purchased power that was allocated to classes on an energy basis. Failure to do so will clearly
5	over-allocate costs to high load factor customers such as those served on the Large Power
6	rate."
7	However, I would go a step further than Mr. Brubaker has suggested and say that the "profit
8	component" (or margin on off-system sales) of the off-system revenue sales should be
9	allocated on an energy basis as well. Staff, in its jurisdictional study, correctly allocated both
10	the revenue from off-system sales revenue and the off-system sales profit margin on an
11	energy basis. However, as pointed out in the quote above from Mr. Brubaker's Rebuttal
12	Testimony, Staff, in its CCOS, allocated all off system profit margins using the production
13	demand allocator. This is inconsistent. The same arguments made by Staff why it is
14	appropriate to allocate off system sales margin between jurisdictions on an energy basis only
15	are also applicable when allocating among the various classes of service. Both the
16	jurisdictional and the CCOS should treat these items in a consistent manner.
17	Q. HAVE YOU QUANTIFIED THE IMPACT ON STAFF'S CCOS OF ALLOCATING
18	BOTH THE OFF-SYSTEM SALES REVENUE AND PROFIT MARGINS ON AN
19	ENERGY BASIS?
20	A. Yes. Mr. Brubaker quantified the impact on Staff's CCOS of allocating the revenue from
21	energy sales on an energy basis in his Rebuttal Testimony in Schedule 3.1 COS-R. I have
22	recomputed Staff's CCOS allocating both the revenue from off-system energy sales and off-

system profit margins on an energy basis in Schedule GCP-5. Table 4 summarizes those results.

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- For purposes of this case, I continue to believe the Commission can rely on the Company's CCOS study, as modified herein, to correct the significant under- and over-recovery of costs by the rate classes. It is my opinion that the corrections are significant and must begin with this rate case. The corrective action should be gradual, over the next four (4) rate cases (which includes this rate case), as I have discussed above.
- 13 Q. STAFF WITNESS PYATTE COMMENTED ON THE PHASE-IN APPROACH THAT
- 14 YOU ARE PROPOSING ON BEHALF OF DOE-NNSA. DO YOU HAVE A
- 15 RESPONSE TO THOSE COMMENTS?
- 16 A. Yes. Staff Witness Pyatte on page 13 of her Rebuttal Testimony states as follows beginning
   17 at line 12:

1	"Mr. Price's testimony seems to imply that there really is a single, unambiguous
2	quantification of the cost to serve each class and, once it is known, reaching it is the sole
3	objective of ratemaking."
4	Her Rebuttal Testimony continues on line 16 of page 13 as follows:
5	"In addition, the idea that revenue-neutral changes to class revenues can be predetermined in
6	this case and then set on automatic pilot over the next four years does not seem very
7	practical."
8	With those statements, it is clear that Staff Witness Pyatte does not understand my proposal.
9	In the first instance, the DOE-NNSA proposal assumes a CCOS will be done over four (4)
10	rate cases (starting with this one). In that event, the rates will be adjusted to move the class
11	relative rates of return within the parameters discussed above (see Table 1B).
12	In the event a CCOS is not filed, DOE-NNSA proposes that adjustments to class rates would
13	be made to reflect a change in class revenue based on the \$ per mWh amounts shown on Line
14	42 of Page 1 of Schedule GCP-3. The parties to that case would have to decide, at that time,
15	whether a CCOS would be needed to justify the change.
16	The DOE-NNSA proposal is to gradually correct the substantial disparities that exist in
17	KCPL's present rate structure.
18	Q. DOES THIS CONCLUDE YOUR REBUTTAL TESTIMONY?

A. Yes, it does.

# BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of the Applicat	ion of Kansas City	)	
Power & Light Company to 1	Modify Its Tariff to	)	Case No. ER-2006-0314
Begin the Implementation of	Its Regulatory Plan	)	•
	AFFIDA	VIT	
STATE OF WISCONSIN	)		
	) SS.		
COUNTY OF DANE	)		
	,		
BEFORE ME, the un	dersigned notary publ	ic. this	day personally appeared GARY C.
PRICE, to me known, who b			• • • • • • • • • • • • • • • • • • • •
, to the thic in, in the t	ong cary sworn accor	umg to	ian, deposes and says.
"My name is GARY	C. PRICE. I am of les	gal age :	and a resident of the State of
•	_	_	bits, offered by me on behalf of the
·	•		istration, are true and correct to the
	_	Aumin	istration, are true and confect to the
best of my knowledge and be	ener.		$\bigcap$
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		Gary	C. Price
			, <del>N</del>
SUBSCRIBED AND	SWORN to before m	e, a not	ary public, on thisday of
October, 2006.			
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My Commission Expires: 0	6/27/2010	<u>_</u>	☆ (ROBERT A.) ☆ GODERICH
	1 1		ROBERT A. GODERICH
			MATE OF WISCONS
			WWW.

# Kansas City Power & Light Company Case No. 2006-0314 Class Cost of Service for Missouri Customers For the Test Year Ended September 30, 2005 Adjusted KCPL COSS to Reflect Reallocation of Profit on Sules

	PUBLIC VERSION	•							
;		Missouri	:	Small	Medium	Large	Large	Other	
No.	ne Description	Retail Col. 601	Residential Col. 602	Gen. Service Col. 603	Gen, Service Col. 604	Gen. Service Col. 605	Pwr Service Col. 606	Lighting Col. 608	Reference
	(3)	(q)	( <b>)</b>	(p)	(a)	(g)	(g)	(h)	(1)
-	Revenue								
4 6	Sales Revenue								
4									
w)									
<b>ن</b> و									
~ 0									
• •	Connet bulk Fower Sales Key								
. 9									
Ξ	l Other Revenue								
12	2 Total Other Revenue								
13									
<u> </u>	1 Total Revenue								
ŭ 7	Destruction Oursessing Demonstrate								
2 4									
: 22									
2	Federal & State Income Taxes								
20									
77									
77									
2 2	Total Electric Operating Expense								
3 2	Not Elected. Operation Income								
3 %									
77	7 Total Rate Base								
85									
29	Earlied Rate of Return								
33	Relative Rate of Return								
31									
33	Equal Rate of Return								
3 3	Rate of Return Change								
35									
8	Setum Change to Equalize Rates of Return								
37									
38	Revenue Factor								
39									
\$									
14									
47									
£									
4	Revenue Change per mWh per Rate Period								
					İ			i I	

Other Lighting Col. 698 (h)	
Large Pwr Service Col. 606	
Large Gen. Service Col. 605 (f)	
npany stomers 30, 2005 30, 2005 Medlum Gen. Service Col. 604 (e)	
Kansas City Power & Light Company Cass No. 2006-0314 Lass Cost of Service for Missouri Custome or the Test Year Ended September 30, 200 Iments to KCPL COSS to Reallocate Profit or Employed Cost of C	
Kansas City Power & Light Company Case No. 2006-0314 Class Cost of Service for Missouri Customers For the Test Year Ended September 30, 2005 Adjustments to KCPL COSS to Reallocate Profit on Sales Small Medlum Residential Gen. Service Gen. Servic Col. 602 Col. 603 Col. 604 (c) (d) (e)	
Missouri Retail Col. 601 (b)	
Line Description  No. Description  1 Class Allocations 2 Profit on Sales - Per KCPL (Energy 3) 3 Profit on Sales - Per DOE-NNSA (Energy 1) 5 Revenue Change 7 Return Change 9 Return Change 11 Bourn Change 11 Bourn Change	<b>I</b>

Profit on Bulk Sales severations Profit on Bulk Sales Revenue Change (Reallocation of Profit on Bulk Sales) Other Bulk Power Sales Rev Total Bulk Power Sales Total Other Revenue Electric Operation Expenses (Before Income Taxes) Federal & State Income Taxes Income Taxes Frederal & State Income Taxes
Adjusted Federal & State Income Taxes  Total Electric Operating Expense  Net Electric Operating Income  Total Rate Base  Earned Rate of Return  Relative Rate of Return  Rate of Return  Rate of Return  Revenue Change to Equalize Rates of Return  Revenue Change to Equalize Rates of Return (%)  Revenue Change to Equalize Rates of Return (%)

Kansas City Power & Light Company
Case No. 2006-0314
DOE-NNSA's Proposed Gradual Revenue Adjustment Toward Unity Rate of Return
Over A Four Year Period (YEAR 1)

	PUBLIC VEKSION										
		Assumed % Increase	Increase	Assumed % Increase	Increase	Assumed % Increase	Increase	Assumed % Increase	Increase	Assumed % Increase	Increase
Line		0.00%	,0	2.50%	%	5.00%	%	7.00%	%	10.00%	%
	Description	(\$000)	%	(\$000)	%	(000\$)	%	(000\$)	%	(\$000)	%
l	(e)	(g)	(c)	(p)	(o)	(J)	( <b>3</b> )	(h)	(j)	9	( <u>F</u>
_	Residental										
-	Small General Service										
$\rightarrow$	Medium General Service										
_	Large General Service										
_	Large Power										
- 1	Street Light										
	Total										
_	Check										

# MOPSC STAFF FUNCTIONAL CLASS COST OF SERVICE STUDY - SUMMARY OF RESULTS KANSAS CITY POWER & LIGHT COMPANY - 12 MONTHS ENDING SEPTEMBER 30, 2005 STAFF CCOS STUDY - CASE NO. ER-2006-0314

(Adjusted By DOE-NNSA to Allocate Off-System Energy Sales Revenue and Margins on an Energy Basis) PUBLIC VERSION

Functional Category	MO Retail	Residential	Small GS	Medium GS	Large GS	Large Power	Lighting
Production-Capacity							
Production-Capacity							
Total Production Capacity							
Production-Energy							
rioduction-Energy							
Transmission-Capacity							
Distribution Substations							
OH/UG Poles & Conductors							
Pri-Customer Related							
Sec-Customer Related							
Pri-Demand Related							
Sec-Demand Related							
Line Transformers							
Line Transformers							
Sec-Customer Related	•						
Sec-Demand Related							
Services							
Meters & Recorders							
Company Owned Lighting							
Meter Reading							
Uncollectible							
Customer Records & Collection							
Customer Assistance							
Sales Exp							
Other Cust Service							
Customer Deposits							
Sales-Related A&G Expenses							
Miscellaneous Assignments							
Income Taxes							
Dealleasta Liebbine Costa							
Reallocate Lighting Costs							
TOTAL COST OF SERVICE							
CCOS %							
RATE REVENUE							
Reallocation of Lighting Revenues							
TOTAL RATE REVENUE							
Revenue from Off-System Sales							
Miscellaneous Revenue							
TOTAL REVENUE							
Rate Revenue Deficiency							
Required % Change							