**FILED** Oct. 15, 2007 **Data Center Missouri Public** 

Staff-12 NP

**Service Commission** 

Exhibit No.: Report on Cost of Service

Overview of Staff's Filing Issues: Preliminary Reconcilement

Incentive Compensation,

Steve M. Traxler Witness:

Sponsoring Party: MoPSC Staff Type of Exhibit: Direct Testimony
Case No.: ER-2007-0291

Date Testimony Prepared: July 24, 2007

### MISSOURI PUBLIC SERVICE COMMISSION

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### UTILITY SERVICES DIVISION

**DIRECT TESTIMONY** 

**OF** 

STEVE M. TRAXLER

# KANSAS CITY POWER AND LIGHT COMPANY CASE NO. ER-2007-0291

Jefferson City, Missouri July 2007

\*\*Denotes Highly Confidential Information\*\*

Exhibit No. 212 . NP

Case No(s), ER-2001-0291

Date 10/1/01 Rptr\_MV

# BEFORE THE PUBLIC SERVICE COMMISSION

## **OF THE STATE OF MISSOURI**

In the Matter of the Application of Kansas City Power and Light Company for Approval to Make Certain Changes in its Charges for Electric Service To Implement Its Regulatory Plan.	) Case No. ER-2007-0291 )
AFFIDAVIT OF ST	TEVE M. TRAXLER
STATE OF MISSOURI ) ) ss. COUNTY OF COLE )	
the preparation of the following Direct consisting of 32 pages to be present following Direct Testimony were given by	on his oath states: that he has participated in Testimony in question and answer form, ted in the above case; that the answers in the him; that he has knowledge of the matters set ters are true and correct to the best of his
	Steve M. Traxler
Subscribed and sworn to before me this	24 <u>th</u> day of July, 2007.
D. SUZIE MANKIN Notary Public - Notary Seal State of Missouri County of Cole My Commission Exp. 07/01/2008	Notary Public

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1		DIRECT TESTIMONY
2		OF
3		STEVE M. TRAXLER
4		KANSAS CITY POWER & LIGHT COMPANY
5		CASE NO. ER-2007-0291
6	Q.	What is your name and business address?
7	A.	Steve M. Traxler, Fletcher Daniels State Office Building, Room G 8, 615 East
8	13th Street, K	ansas City, Missouri 64106.
9	Q.	By whom are you employed and in what capacity?
10	Α.	I am a Regulatory Auditor for the Missouri Public Service Commission
11	(Commission	).
12	Q.	What is your educational background?
13	Α.	I graduated from Missouri Valley College at Marshall, Missouri, in 1974 with
14	a Bachelor of	Science degree in Business Administration with a major in Accounting.
15	Q.	Please describe your employment history.
16	Α.	I was employed as an accountant with Rival Manufacturing Company in
17	Kansas City	from June 1974 to May 1977. I was employed as a Regulatory Auditor with the
18	Missouri Put	olic Service Commission from June 1977 to January 1983. I was employed by
19	United Telep	shone Company as a Regulatory Accountant from February 1983 to May 1986.
20	In June 198	66, I began my employment with Dittmer, Brosch & Associates (DBA) in
21	Lee's Summ	it, Missouri, as a regulatory consultant. I left DBA in April 1988. I was
22	self-employe	d from May 1988 to December 1989. I came back to the Commission in

1	December 198	9. My current position is a Regulatory Auditor V with the Commission 3 Audit
2	Department.	
3	Q.	What is the nature of your current duties at the Commission?
4	A.	I am responsible for assisting in the audits and examinations of the books and
5	records of utili	ty companies operating within the state of Missouri.
6	Q.	Have you previously testified before this Commission?
7	A.	Yes, I have. A list of cases in which I have filed testimony is shown on
8	Schedule SM7	1 of this direct testimony.
9	Q.	Have you filed testimony in rate proceedings involving a regulated utility
10	company in ar	ny jurisdictions besides Missouri?
11	A.	Yes, I have also filed testimony in Kansas, Minnesota, Arizona, Indiana, Iowa
12	and Mississip	opi, while in the employ of United Telephone Company of Missouri and
13	Dittmer, Bros	ch and Associates.
14	Q.	To which of the Kansas City Power & Light Co.'s (KCPL) operations are you
15	directing your	testimony?
16	Α.	This testimony addresses the electric operations of KCPL in Missouri.
17	Q.	What are your principal areas of responsibility in Case No. ER-2007-0291?
18	A.	As the Regulatory Auditor V assigned to this case, I have oversight
19	responsibility	regarding areas assigned to other auditors on this case, an Application to
20	increase rates	filed by KCPL. In addition, my direct testimony will address the specific areas
21	listed below:	
22		(1) Staff Report on Cost of Service as of March 31, 2007
23		(2) Overview of Staff's Revenue Requirement

Short-Term Incentive Compensation (3)

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Long -Term Incentive Compensation **(4)** 

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- What knowledge, skill, experience, training, or education do you have with Q.

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regard to the areas you have been assigned?

I have approximately 30 years of experience in utility regulation. My A. experience includes 23 years with the Missouri Commission, four years with United Telephone Company of Kansas and three years as a regulatory consultant with the former Dittmer, Brosch and Associates. I have provided expert testimony on regulatory matters in six other state jurisdictions. For most of my career, I have had responsibility for supervising other auditors on major rate cases. With specific regard to my areas in this case, I have presented expert testimony on these issues in prior cases and have had responsibility for providing training on these areas for the Commission's Audit Department.

#### **EXECUTIVE SUMMARY**

- In summary, what does your testimony cover? Q.
- As addressed in a cover pleading accompanying the Staff's direct testimony A. and direct case audit report, the Staff is taking a different approach to the filing of its direct case in an effort to make the Staff's filing more coherent and manageable. The cover pleading states that without sacrificing the quality of the evidence presented, the Staff will be utilizing fewer witnesses filing the Staff's case in testimony and a report format that is intended to present the Staff's case more clearly.

I will provide in my direct testimony an overview of the Staff's revenue requirement determination. The Staff has conducted a review of all cost of service components (capital structure, return on rate base, rate base, depreciation expense and operating expenses) which

comprise KCPL's Missouri jurisdictional revenue requirement. My testimony will provide an overview of the Staff's work in each area. In addition, I will provide a preliminary Reconcilement of the significant differences between the Staff's direct case and KCPL's updated case. KCPL has updated its filed case to substitute actual data for budgeted data for the last three months of the 2006 test year and made additional changes in annualization and normalization adjustments to reflect more current data and projections to September 30, 2007.

I am also sponsoring the Staff's Cost of Service Report as of March 31, 2007. For areas of the case having a methodology difference with a material dollar difference, there is a related section in the Cost of Service Report that provides a more detailed explanation of the issue. For areas of the case with no significant methodology and dollar difference between KCPL and the Staff, the explanation provided in the Cost of Service Report is generally presented in a much more abbreviated format. Although with this new format the Staff is endeavoring to better explain its case and the ratemaking principles and processes comprising its case, the Staff will try to not give equal emphasis to portions of the Staff's audit where the Staff does not believe there is an "issue" between itself and KCPL or between itself and an intervenor that is likely to go to hearing. (Usually, the reason why there may not be an issue between the Staff and the utility, or an issue, that is, that goes to hearing, is even though there may be a methodological difference, the dollar difference is not material and, as a consequence, the dollar difference is resolved by the utility and the Staff without going to hearing.)

My testimony also addresses two significant issues between the Staff and KCPL:

1) Short-Term Incentive Compensation. The Staff has a significant issue with KCPL regarding short-term incentive compensation paid to Great Plains Energy Inc. (GPE)

and KCPL executive management which is tied to an earnings per share (EPS) goal and to discretionary bonuses included in short-term incentive compensation which are not supported by achievement of any well defined goal/objective that benefits ratepayers.

with KCPL regarding cost of service recognition for long-term incentive compensation to GPE and KCPL executive management which is paid in stock and/or stock options based upon achievement of financial goals which, in Staff's view, benefit the shareholders of GPE and not KCPL's ratepayers. The Staff's position on both short-term and long-term incentive compensation is consistent with the Staff position presented to the Commission in KCPL's recent rate case, Case No. ER-2006-0314. The Staff's position on short-term incentive compensation was adopted by the Commission in its Report and Order in Case No. ER 2006-0314.

#### REPORT ON COST OF SERVICE AS OF MARCH 31, 2007

- Q. Does the Staff's Cost of Service Report eliminate the need for all traditional Question and Answer (Q&A) direct testimony and supporting schedules?
- A. No, it does not. The amount of Q&A direct testimony has been significantly reduced by generally limiting it to issues where a significant difference exists in the methodology and dollar value of the issue between the Staff and KCPL as of the date of the Staff's direct filing. These issues generally will be supported in the Staff's direct case by both an explanation in the traditional Q&A testimony and the Cost of Service Report. Three examples of these issues which are addressed both in traditional Q&A testimony and the Cost of Service Report are Rate of Return (Staff witness Matt Barnes), Incentive Compensation

1	(Staff witness Steve Traxler) and Talent Assessment Severance Costs (Staff witness Charl
2	Hyneman).
3	Q. Is the Staff's view that a certain subject area or issue is not likely to go
4	hearing intended to indicate any party's view other than the Staff's view?
5	A. No, The Staff's view often reflects the Staff's view based upon
6	communications with KCPL which cause the Staff to believe that the Staff and KCPL will
7	able to resolve any differences they have between themselves. The Staff is not seeking
8	speak on behalf on any other party unless that party has authorized the Staff to do so. Also,
9	the Commission knows, because there is no dispute between the Staff and KCPL does no
10	mean that no other party has an issue with KCPL on that subject matter. The Staff is n
11	aware of what other parties are filing as their direct cases.
12	Q. Please explain the organizational format of the Staff's Cost of Service Report
13	A. The Staff's Cost of Service Report has been organized by topic as follows:
14	I. Summary & Overview
15	II. Rate of Return
16	III. Rate Base
17	IV. Jurisdictional Allocations
18	V. Income Statement
19	a) Revenues
20	b) Fuel and Purchase Power
21	c) Depreciation Expense
22	d) Payroll and Employee Benefit Costs
23	e) Maintenance Expense

1	d) Other Non-Labor Expenses
2	e) Income Taxes
3	VI. Reliability and Customer Service
4	This organizational format has been condensed for ease of explanation. The Rate
5	Base, Revenue, Fuel and Purchase Power, Payroll & Benefit and Other Non-Labor Expense
6	sections have numerous subsections which explain each specific adjustment made by Staff to
7	the 2006 test year. The Staff member responsible for writing each subsection of the Cost of
8	Service Report is identified in the write up for that section.
9	OVERVIEW OF STAFF'S RECOMMENDED REVENUE REQUIREMENT
10	Q. In its audit of KCPL for this case, Case No. ER 2007-0291, has the Staff
11	examined all of cost of service components comprising the revenue requirement for KCPL's
12	electric operations in Missouri?
13	A. Yes.
14	Q. What are the cost of service components that comprise the revenue
15	requirement for a regulated utility?
16	A. The revenue requirement for a regulated utility can be defined by the following
17	formula:
18	Revenue Requirement = Cost of Providing Utility Service
19	or
20	RR = O + (V - D)R where,
21	RR = Revenue Requirement
22	O = Operating Costs (Fuel, Payroll, Maintenance, etc.), Depreciation and Taxes
23	V = Gross Valuation of Property Required for Providing Service

in this direct testimony.

D = Accumulated Depreciation Representing Recovery of Gross Property 1 2 Investment. V - D = Rate Base (Gross Property Investment less Accumulated Depreciation = Net3 4 Property Investment) 5 (V - D)R = Return Allowed on Net Property Investment6 The "revenue requirement" addressed by this formula is the utility's total revenue 7 requirement. In the context of Commission rate cases, the term "revenue requirement" is 8 generally used to refer to the utility's necessary incremental change in revenues as measured 9 from the utility's existing rates and cost of service. 10 Q. What objectives must be met during the course of an audit of a regulatory 11 utility in determining the revenue requirement components identified in your last answer? 12 A. The objectives required for determining the revenue requirement for a 13 regulated utility can be summarized as follows: 14 1) Selection of a Test Year. The test year income statement represents the starting 15 point for determining a utility's existing annual revenues, operating costs and net operating 16 income. Net operating income represents the return on investment based upon existing rates. 17 The test year selected for this case, Case No. ER-2007-0291, pursuant to the 18 KCPL Regulatory Plan, is the year ended December 31, 2006. "Annualization" and 19 "normalization" adjustments are made to the test year results when the unadjusted results do 20 not fairly represent the utility's most current annual level of existing revenue and operating 21 costs. Examples of annualization and normalization adjustments are explained more fully later

- 2) Selection of a "known and measurable date" or "known and measurable period." A proper determination of revenue requirement is dependent upon matching all components, rate base, return on investment, existing revenues and operating costs at the same point in time. This ratemaking principle is commonly referred to as the "matching" principle. The known and measurable date established for this case, ER-2007-0291, is March 31, 2007. The Staff's direct case filing represents a determination of KCPL's revenue requirement based upon known and measurable results as of March 31, 2007 with an estimate for the revenue requirement impact for known and measurable changes through the September 30, 2007 true-up agreed to for this case, ER-2007-0291.
- 3) Selection of a "true-up date" or "true-up period." A true-up date generally is established when a significant change in a utility's cost of service occurs after the known and measurable date but prior to the operation-of-law date and the significant change in cost of service is one the parties and/or Commission has decided should be considered for cost of service recognition in the current case. A true-up date of September 30, 2007 was selected for this case, pursuant to the KCPL Regulatory Plan. KCPL requested a true-up for this case in order to reflect significant plant investment in selective catalytic reduction (SCR) equipment to be installed at LaCygne Unit 1 and transmission and distribution infrastructure. A true-up audit will be conduced to match all of KCPL's cost of service components as of September 30, 2007. The results of the true-up audit will be the basis for the Staff's final revenue requirement recommendation for KCPL in this case.
- 4) Determination of Rate of Return. A cost of capital analysis must be performed to determine a fair rate of return on investment to be allowed on KCPL's net investment

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(rate base) used in the provision of utility service. Staff witness Matt Barnes has performed a cost of capital analysis for this case.

- 5) Determination of Rate Base. Rate base represents the utility's net investment used in providing utility service. For its direct filing, the Staff has determined KCPL's rate base as of March 31, 2007 consistent with the known and measurable date established for this case. The Staff will determine KCPL's Rate Base as of September 30, 2007 during the true-up audit ordered for this case.
- 6) Determination of Net Income Required. The net income required for KCPL is calculated by multiplying the Staff's recommended rate of return times the rate base established as of March 31, 2007. The result represents net income required. Net income required is then compared to net income available from existing rates to determine the incremental change in KCPL's rate revenues required to cover its operating costs and provide a fair return on investment used in providing electric service. Net income from existing rates is discussed in the next paragraph.
- 7) Net Income from Existing Rates. Determining net income from existing rates is the most time consuming process involved in determining the revenue requirement for a regulated utility. The starting point for determining net income from existing rates is the unadjusted operating revenues, expenses, depreciation and taxes for the test year which is the twelve month period ending December 31, 2006 for this case, Case No. ER-2007-0291. All of the utility's specific revenue and expense categories are examined to determine whether the unadjusted 2006 results require an annualization or normalization adjustment in order to fairly represent the utility's most current level of operating revenues and expenses.

Numerous changes occur during the course of any year which impact a utility's annual level of operating revenues and expenses.

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- 8) The final step in determining whether a utility's rates are insufficient to cover its operating costs and a fair return on investment is the comparison of net Operating income required (Rate Base x Recommended Rate of Return) to net income available from existing rates (Operating Revenue less Operating Costs, Depreciation and Income Taxes). The result of this comparison represents the recommended increase and/or decrease in the utilities net income. This change in net income is then grossed up for income tax to determine the the utilities operating revenues recommended increase and/or decrease in (Revenue Requirement).
- Q. Please identify the four types of adjustments which are made to unadjusted test year results in order to reflect a utility's current annual level of operating revenues and expenses.
- A. The four types of adjustments made to reflect a utility's current annual operating revenues and expenses are:
- 1) Normalization adjustment. Utility rates are intended to reflect normal ongoing operations. A normalization adjustment is required when the test year reflects the impact of an abnormal event. One example in the revenue area is the Staff's weather normalization adjustment made in all electric rate cases. Actual weather conditions in the test year are compared to a 30 year normal. The weather normalization adjustment restates the test year revenue and kWh sales to reflect normal weather conditions. Another example which applies to this current case is the normalization adjustment for major turbine overhaul maintenance on KCPL's generating units. Major turbine overhauls are scheduled on average every seven years

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for KCPL's coal fired generating units. Without a normalization adjustment, KCPL's rates would likely be significantly overstated if the unadjusted test year reflected a higher than average amount of maintenance related to turbine overhauls occurring during the year selected for the test year. Conversely, KCPL's rates could be significantly understated if the test year reflects a below average level of maintenance related to major turbine overhauls.

2) Annualization adjustment. Annualization adjustments are the most common adjustment made to the test year results to reflect the utility's most current annual level of revenue and expenses. Annualization adjustments are required when changes have occurred during the test year and/or known and measurable period and true-up period if applicable, which are not fully reflected in the unadjusted test year results. For example if a 3% pay increase occurred on August 1, 2006, the 2006 test year will only reflect five months of the impact of the payroll increase. An annualization adjustment is required to capture the payroll increase for the other eight months of the year. If the payroll increase were effective March 1, 2007, then the 2006 test year would not reflect any of the annual cost of the 3% payroll increase.

KCPL has a payroll increase effective in February 2007 and March 2007 for its management and union Local 412 employees. The Staff's payroll annualization, based upon employee levels and wage rates as of March 31, 2007, restates the 2006 test year to reflect the annual cost for these two payroll increases.

3) Disallowance adjustment. Disallowance adjustments are made to eliminate costs in the test year results which are not considered appropriate for recovery from ratepayers. Two examples in this case, Case No. ER-2007-0291, are short-term incentive compensation tiled to an EPS goal and severance costs related to KCPL's talent assessment program. These costs

benefit and/or protect shareholder interests and do not benefit ratepayers. Therefore, these 1 costs should not be included in cost of service for recovery from ratepayers and the Staff has 2 3 disallowed them from recovery in rates. 4 4) Proforma adjustment. Proforma adjustments are made to reflect a cost increase that 5 results entirely from increasing or decreasing the utility's annual revenue as a result of a rate 6 increase or rate reduction. The most common example of a proforma adjustment is the 7 grossing up of net income deficiency for income taxes. The example below illustrates this 8 proforma adjustment: 9 Net Income Required based upon Staff's Rate Base and Rate of Return \$ 1,000,000 10 Net Income Available based upon Existing Rates \$\_600,000 11 Additional Net Income Required \$ 400,000 12 Tax Gross Up Factor based upon a 38.39% Effective Tax Rate x 1.6231 13 Recommended Revenue Requirement Increase \$ 649,240 14 In this example the utility must increase its rates \$649,240 in order to generate an additional \$400,000 in after tax net income required to provide the return on investment 15 16 considered reasonable by the Staff. The example reflects \$249,240 in additional revenue to 17 pay the current income tax which applies to any increase in KCPL's operating revenue. Another example using the same assumptions will clarify the need for this proforma 18 19 adjustment for additional income tax: Additional Revenue Collected in Rates from Rate Increase \$ 649,240 20 Less Income Tax Due the IRS Based Upon a 38.39% Tax Rate 21 \$ (249,240) Additional Net Income for Return on Investment \$ 400,000 22

Direct Testimony of Steve M. Traxler

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- Q. What return on equity and overall rate of return is the Staff recommending for KCPL in this case, ER 2007-0291?
  - A. The Staff is recommending a midpoint return on equity of 9.72% and a midpoint weighted cost of capital of 8.35% calculated by Staff witness Matthew Barnes:

# Weighted Cost of Capital Using Common Equity Return of:

Capital Component	Percentage of Capital	Embedded Cost	9.72%
Common Stock Equity	66.01%		6.42%
Preferred Stock	1.67%	4.29%	0.07%
Long-Term Debt	32.32%	5.77%	1.86%
Short-Term Debt	0.00%		
Total	100.00%		8.35%

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The Staff's recommended low and high end return on equity and weighted cost of

capital is reflected in the direct testimony of Staff witness Mathew Barnes.

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Q. What are the significant adjustments the Staff made in determining KCPL's

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revenue requirement for this case, Case No. ER-2007-0291?

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A. A summary of significant adjustments made by the Staff in determining

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Rate Base - All rate base items were determined as of the known and measurable date

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• Plant in Service

KCPL's revenue requirement follows:

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• Accumulated Reserve for Depreciation

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• Cash Working Capital

of March 31, 2007. These rate base items included:

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• Materials and Supplies and Prepayments

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Prepaid Pension Asset

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• Regulatory Asset – FAS 87 Pension Cost

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Fuel Inventories

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• Customer Deposits

1	Advances for Construction
2	Accumulated Regulatory Plan Amortization
3	Accumulated Deferred Tax Reserve
4	Operating Revenues
5	Retail Revenues adjusted for customer growth, weather and rate switching.
6	Firm Off-System Energy Sales annualized to reflect contract changes.
7	Firm Capacity Sales annualized to reflect current contract provisions.
8	• Non-Firm Off-System Sales adjusted to reflect the net margin at the
9	25 <sup>th</sup> percentile reflected in the analysis of KCPL witness Michael M. Schnitzer.
10	Depreciation and Amortization Expense
11	Depreciation Expense annualized based upon existing rates and plant in service
12	as of March 31, 2007.
13	Regulatory Plan Additional Amortization – increased to reflect the additional
14	cash flow required to meet the credit metric for Cash Flow = to 25% Percent of
15	Average Total Debt.
16	Depreciation Expense on Transportation Equipment – Depreciation expense on
17	transportation equipment is charged to Operation and Maintenance (O&M)
18	accounts. The amount charged to O&M in 2006 was eliminated in order to
19	avoid duplicate recognition of this cost which has been annualized in Staff's
20	adjustment to annualize depreciation expense.
21	Amortization of Amounts Recovered for Hawthorn 5 Subrogation Costs –
22	5 year amortization of cash recovered in 2006 resulting from litigation related
23	to the Hawthorn 5 plant explosion in 1999.

### 1 Fuel and Purchase Power Costs 2 Annualized based upon Staff's annualized KWH sales and prices for coal, gas, 3 oil and purchase power energy costs as of March 31, 2007. 4 Purchased Power Capacity Contracts - demand costs annualized based upon 5 contract provisions as of March 31, 2007. 6 Payroll and Employee Benefit Costs 7 Payroll cost annualized based upon employee levels and wages as of 8 March 31, 2007. Payroll taxes and 401 K benefits annualized as of March 31, 2007. 10 FAS 87 Pension Cost annualized based upon the 2007 actuarial valuation. 11 FAS 88 Pension Cost amortized over 5 years consistent with the Stipulation 12 and Agreement in Case No. ER-2006-0314. 13 Regulatory Asset - FAS 87 - amortized over 5 years consistent with the 14 Stipulation and Agreement in Case No. ER-2006-0314. 15 Short Term Incentive Compensation – disallowance for executive incentive 16 compensation tied to earnings per share (EPS) and discretionary bonuses 17 unsupported by defined goals and not of benefit to ratepayers. 18 Long Term Incentive Compensation - disallowance of equity based compensation to executive management tied to earnings beneficial to 19 20 shareholders and lack of any cash outflow requirement by KCPL. 21 Severance Costs – disallowance of both regular severance costs and severance 22 costs tied directly to KCPL's Talent Assessment Program. Severance costs

1 are intended to protect shareholders form litigation costs by discharged 2 employees. 3 Maintenance Expense - normalized to reflect an ongoing level of non-labor 4 production, transmission and distribution maintenance. The method used is 5 considered by the Staff to be consistent with the method adopted by the 6 Commission in its Report and Order in Case No. ER 2006-0314. 7 Other Non-Labor Expenses 8 Property Taxes – annualized based upon plant in service as of January 1, 2007. 9 The method used by the Staff was adopted by the Commission in its Report 10 and Order in Case No. ER 2007-0291. 11 Bad Debt Expense - annualized based upon the Staff's annualized level of Missouri rate revenue. 12 13 Surface Transportation Board Litigation Costs - 5 year amortization of 14 litigation costs consistent with the Stipulation and Agreement in Case 15 No. ER 2006-0314. 16 Demand Side Management Costs – 10 year amortization of project costs based 17 the Regulatory Plan Stipulation and Agreement in Case 18 No. EO 2005-0329. 19 Wolf Creek Decommissioning Cost – The 2006 test year level was adjusted to 20 reflect the annual level agreed to in the Stipulation and Agreement in Case 21 No. ER 2006-0314. 22 Wolf Creek Refueling Outage - The 2006 test year level was adjusted to reflect a level based upon the traditional accrual accounting method. 23

- 2001 Ice Storm Costs The 5 year amortization of the 2001 ice storm costs was eliminated to reflect the expiration of the amortization period in January of 2007.
- Bank Fees Sale of Accounts Receivable An annual level of bank service
  fees has been included in the income statement related to KCPL's sale of its
  accounts receivable for the purpose of improving cash flow. The bank fees are
  more than offset by the reduction in Cash Working Capital resulting from
  recognizing a lower revenue collection lag in the calculation.
- Interest on Customer Deposits The 2006 test year income statement was adjusted to reflect an annual level of interest accrued on customer deposits.
- Advertising Expense. The 2006 test year income statement was adjusted to eliminate advertising costs that do not meet the Staff's criteria for rate recovery.
- Corporate Project Costs ER 2006-0314 A Stipulation and Agreement in Case No. ER 2006-0314 provided for the deferral and amortization of specific corporate projects costs. The 2006 test year amount was adjusted to reflect a 5 year amortization of these costs.
- Business Meals and Entertainment costs The 2006 test year amount was adjusted to eliminate in town business meals and entertainment costs. PSC Assessment – The 2006 test year amount was adjusted to reflect KCPL's PSC Assessment for 2007.
- Q. What is Staff's recommended revenue requirement increase based upon its midpoint return on equity?

1 A. The Staff is recommending a \$ 14.7 million increase in KCPL's annual 2 Missouri jurisdictional rate revenues based upon the Staff's midpoint return on equity and 3 weighted cost of capital recommendation. 4 Q. Does the Staff's recommended increase in KCPL's annual Missouri 5 jurisdictional revenues at March 31 include an increase in the Regulatory Plan Additional 6 Amortization amount and an estimate for known and measurable changes expected between 7 March 31, 2007 and the September 30, 2007 true-up ordered for this case? 8 Α. The Staff's recommended revenue increase for KCPL includes \$21.7 million for the Regulatory Plan Additional Amortization amount granted in KCPL's recent rate case, 10 Case No. ER-2006-0314. No increase in the Regulatory Plan Additional Amortization above 11 the \$21.7 million level approved in Case No. ER-2006-0314 is justified as of March 31, 2007. 12 The need for an increase in the Regulatory Plan Additional Amortization amount will be 13 reevaluated during the Staff's true-up audit based upon known and measurable results as of 14 September 30, 2007. Staff expects an increase in the Regulatory Plan Additional Amortization 15 as a result of the change in GPE's capital structure at September 30, 2007. 16 The Staff's recommended \$14.7 million revenue increase includes \$14 million as the 17 estimated impact on the Staff's case resulting from reflecting changes through September 30, 2007 and providing for movement in the Staff's direct case based upon 18 19 KCPL's review. What reliance did you place on other staff members? 20 Q. 21 Α. An expert determining the revenue requirement for a regulated utility must rely 22 on the work from others responsible for developing specific inputs into the cost of service

calculation. I relied on the work from numerous other staff members is calculating a

revenue requirement for KCPL in this case, Case No. ER-2007-0291. The annualized level of fuel and purchase power costs, weather normalized sales, revenue impact of KCPL's rate increase in Case No. ER-2006-0314, recommended rate of return and jurisdictional allocations are some examples of data supplied to the Audit department as inputs into the Staff's cost of service calculation (EMS run). In my opinion, the impact of these inputs on KCPL's Mo. jurisdictional revenue requirement appear to be reasonable based upon my prior experience in other cases. The qualifications for all Staff members, not filing testimony, who provided sections to the Staff's Cost of Service Report are attached as an appendix to the report.

# STAFF'S PRELIMINARY RECONCILEMENT OF KCPL'S UPDATED REVENUE REQUIREMENT

- Q. Have you prepared a preliminary Reconcilement of the Staff's direct filing with KCPL's updated cost of service calculation?
- A. Yes. The Reconcilement between the Staff's direct filing at March 31,2007 and KCPL's updated cost of service projected at September 30, 2007 is reflected below.

#### Reconcilement - Staff Direct - KCPL Update ER 2007-0291

		\$ Value	Rev. Req.	_
		(000's)	(000's)	
1	KCPL Revenue Requirement - Projected to Sept.30,2007		42,163	
	Contested Issues			
2	Return on Equity	(21,735)		
	Income Statement Issues			
3	Recognition of Hawthorn Subrogation Proceeds	(2,617)		
4	Talent Assessment Severance Costs	(1,322)		
5	Short Term Executive Incentive Compensation	(972)		
6	Long Term Equity Compensation	(1,314)		
7	Property Tax	(426)		
8	Advertising Disallowance	(416)		
9	Dues & Donations Disallowance	(137)		
	Rate Base Issues			
10	Deferred Rate Case Expense	(250)		
11	Deferred Surface Transportation Board Costs	(198)		
12	Deferred Demand Side Management Costs	(840)		
13	Sub-Total - Contested Issues		(30,227)	
	Differences Expected to be Resolved in Sept.True-Up			
14	Capital Structure	20,593		
	Regulatory Plan Amortization	(17,783)		
	Rate Base - Net Plant & Other Rate Base	(6,992)		
	Annualized Revenue - Customer Growth	7,116		
	Fuel Expense	(3,729)		
	Fuel Additives - New LaCygne SCR	(1,102)		
20	Purchase Power Demand and Energy Costs	(3,153)		
21	Payroll Expense	(1,665)		
	Depreciation Expense	(1,529)		
23		(758)		
24		(819)		
	Other Employee Benefit Costs	(1,471)		
	Bad Debt Expense	(343)		
	Other Miscellaneous Adjustments	371	(11,264)	(
28	•	371	672	. '
29	Allowance for Changes through Sept.30, 2007		14,000	
		-		
30	Staff Rev.Req.with Projected Changes at 9/30/2007		14,672	. (

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Issue

#### Staff Revenue Requirement Projected at September 30, 2007 Excluding Increase in Regulatory Plan Amortization Staff Revenue Requirement -Results through 31 March 2007 (1) 672 32 Total Issues Expected to be Resolved in True-Up (2) (11,264) Less Change in Regulatory Plan Additional 17,783 33 Amortization Issues Resolved at True Up - Excluding Reg. Plan 6,519 (6,519) 34 Amortiz. Staff's Projected Rev.Req. - Sept.30 35 Excluding Reg. Plan Amortization (5,847)36 Increase in Regulatory Plan Amortization - KCPL 17,783 37 Allowance for Contingencies to Staff's Case 2,736 Staff Total Rev. Requirement - Projected to 38 Sept.30,2007 14,672 (3) Does KCPL's updated revenue requirement differ from its revenue Q. requirement in its February 1, 2007 direct filing? A. Yes. In its February 1, 2007, filing, KCPL seeks an increase in Missouri retail rates of \$45.4 million, including \$9.3 million related to Regulatory Plan Additional KCPL's updated revenue requirement totals \$42,163,104, including Amortization. \$17,783,104 related to Regulatory Plan Additional Amortization. Q. Please identify the difference in return on equity which has been valued at \$21.7 million on line 1 of the Reconcilement. A. The value of the return on equity issue represents the difference between 11.25% requested by KCPL and the Staff's midpoint recommendation of 9.72%. Please identify the Staff witness responsible for addressing each contested Q. issue identified in the Reconcilement.

Staff Witness

The Staff witness for each contested issue is as follows:

1		Return on Equity	Matt Barnes
2		Hawthorn Subrogation Proceeds	Chuck Hyneman
3		Talent assessment Severance Costs	Chuck Hyneman
4		Short Term Executive Compensation	Steve Traxler
5		Long Term Equity Compensation	Steve Traxler
6		Property Tax	Graham Vesely
7		Advertising Disallowance	Graham Vesely
8		Dues & Donations Disallowance	Graham Vesely
9		Rate Base - Deferred Rate Case Expense	Chuck Hyneman
10 11		Rate Base – Deferred Surface Transportation Board Costs	Chuck Hyeneman
12 13		Rate Base – Deferred Demand Side Management Costs	Steve Traxler
14	Q.	For each Staff member identified in your last answ	er, please identify where the
15	explanation of	the Staff's position can be found.	
16	A.	The return on equity issue is addressed in detail	in the direct testimony and
17	supporting sch	nedules of Staff witness Matt Barnes. An overview	is also provided in the Staff
18	Cost of Servic	e Report.	
19	Both i	ncentive compensation issues are addressed in the	e next section of my direct
20	testimony and	in the Staff Cost of Service Report.	
21	The th	aree issues identified for Graham Vesely are add	ressed in the Staff Cost of
22	Service Repor	t.	
23	Chuck	Hyneman addresses the Hawthorn Subrogat	ion Proceeds and Talent
24	Assessment S	everance Costs in his direct testimony and in the S	taff Cost of Service Report.

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The rate base issues for deferred rate case, deferred surface transportation board (STB) and deferred demand side management (DSM) costs are addressed in the Staff Cost of Service Report.

- Q. Provide a brief explanation for the Reconcilement differences on lines 14 28 above which the Staff's believes will be resolved in the Staff's true-up of KCPL's cost of service through September 30, 2007.
- A. Line 14 Capital Structure The equity ratio in the Staff's capital structure as of March 31, 2007 is 66.0% compared to KCPL reflecting GPE's projected equity ratio of 53.0% at September 30, 2007. GPE plans to issue an additional \*\* \_\_\_\_\_ \*\* million in long term debt between March 31 and September 30, 2007. When Staff updates its capital structure as of September 30, 2007, there will be no significant difference between KCPL and Staff related to the capital structure used in determining the weighted cost of capital for KCPL.

Line 15 – Regulatory Plan Amortization – The Staff's direct filing does not include an increase in the Regulatory Plan Additional Amortization as a result of the debt ratio in the Staff's capital structure for GPE at March 31, 2007. The higher debt ratio reflected by KCPL for events that will occur by September 30, 2007 results in an increase in the Regulatory Plan Additional Amortization.

Line 16 ~ Rate Base - Net Plant - KCPL is reflecting new investment in selective catalytic reduction (SCR) equipment at LaCygne Unit 1 and additional transmission and distribution infrastructure that was not in service as of March 31, 2007, the known and measurable date used for the Staff's direct filing. This new plant investment, which is or will be in service by the end of the true-up period, will be included in the Staff's rate base in the September 30, 2007 true-up.

Line 17 – Annualized Revenue – Customer Growth – KCPL is projected to experience customer growth between March 31 and September 30, 2007. The actual customer growth that occurs through September 30, 2007 will be reflected in the Staff's cost of service true-up as of September 30, 2007.

Line 18 – Fuel Expense - KCPL is reflecting fuel expense to meet a higher level of kWh sales due to customer growth projected through September 30, 2007. The Staff's fuel expense will increase to reflect the additional kWh sales from customer growth through September 30, 2007.

Line 19 - Fuel Additive - New LaCygne SCR - The LaCygne Unit 1 plant requires ammonia as a fuel adder after the SCR becomes operational. The Staff will reflect this additional cost in the September 30 true-up.

Line 20 – Purchase Power Demand and Energy Costs – KCPL is reflecting an increase in purchase power demand and energy costs based upon capacity contract changes and customer growth through September 30, 2007. The Staff's cost of service will be updated during the true-up to reflect these changes from March 31 to September 30, 2007.

Line 21 – Payroll Expense – KCPL is reflecting payroll salary and wage rate increases and changes in employee levels through September 30, 2007. The Staff's payroll annualization will be updated during the true-up to reflect all changes through September 30, 2007.

Line 22 – Depreciation Expense – KCPL's is reflecting depreciation expense based upon projected plant in service as of September 30, 2007. The Staff's true-up cost of service will reflect the additional annual depreciation expense on plant additions in service through September 30, 2007.

Line 23 – SPP Transmission Fees – KCPL is reflecting a significant increase in the fees paid to the Southwest Power Pool (SPP). The Staff's true-up cost of service will reflect this cost increase assuming it occurs by September 30, 2007.

- Line 24 Rate Case Expense The Staff's true-up cost of service will reflect consideration of additional data supporting KCPL's requested level of rate case expense for this case, Case No. ER-2007-0291.
- Line 25 KCPL is reflecting an increase in the cost of employee benefits which include medical, dental, vision and other miscellaneous benefit costs. The Staff will reflect an increase for these benefits if the increase can be supported by actual data through September 30, 2007.
- Line 26 Bad Debt Expense The Staff 's adjustment for bad debt expense will be updated in the September 30 true-up audit based upon annualized rate revenue and the Staff's recommended revenue requirement increase consistent with the Commission's Report And Order in Case No. ER 2006-0314.
- Q. Has the Reconcilement provided in this direct testimony been calculated with the same precision as the Reconcilement that will be filed with the Commission after the Staff completes its true-up audit of KCPL based upon actual results through September 30, 2007?
- A. No. There was not sufficient time to enter the Staff's direct case and KCPL's updated case in the Staff's Reconcilement model prior to filing this testimony. However I believe the issue values provided are good approximations at this time for the major differences between the Staff's direct filing based on actual data as of March 31, 2007 and KCPL's projected cost of service through September 30, 2007.

Q. Is a Staff recommendation for a revenue increase for KCPL in this case

dependent upon the accuracy of KCPL's projected costs and new investment between

March 31 and September 30, 2007, the true-up period?

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A. Yes it is. As a result of the significant difference between KCPL's and the

Staff's recommended ROE and the debt ratio in KCPL's capital structure at March 31, 2007

6 than what is expected at September 30, 2007, the Staff's case does not reflect any significant

need for a rate increase or increase in the Regulatory Plan Additional Amortization based

upon KCPL's results as of March 31, 2007. The Staff's recommended \$14.7 million rate

increase for KCPL is dependent upon projected changes occurring by the September 30, 2007

true-up end date. This amount is based on a Staff current projected KCPL revenue

requirement of in excess of \$11 million becoming reality by September 30, 2007 plus several

additional million dollars are provided in the \$14.7 million number to cover contingencies,

items the Staff may need to correct, revise or reconsider that KCPL may bring to the Staff's

attention after KCPL has an opportunity to review the Staff's case.

Q. Does the Staff's \$14.7 million recommended rate increase for KCPL include

the Regulatory Plan Additional Amortization approved by the Commission in Case

No ER-2006-0314?

18 A. Yes. The Staff's cost of service calculation includes \$21.7 million for the

Regulatory Plan Additional Amortization approved in Case No. ER 2006-0314, and the

Staff's \$14.7 million recommended rate increase is comprised entirely of an additional

Regulatory Plan Additional Amortization amount.

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Q. Does the Staff expect its revenue requirement recommendation after the true-up at September 30, 2007 to be negative prior to reflecting an increase in the Regulatory Plan Additional Amortization?

A. Yes, due to the \$22 million issue value for return on equity and expected change to the GPE's capital structure at September 30, 2007 the Staff's case is projected to be negative by (\$5.8) million at September 30, 2007 reflected on line 35 of the reconcilement above, prior to recognition for an increase in the Regulatory Plan Additional Amortization.

#### SHORT-TERM INCENTIVE COMPENSATION

- Q. What issue does the Staff have with KCPL's 2006 short-term incentive compensation plan?
- A. The Staff has two issues with KCPL's ratepayers being charged in rates short-term incentive compensation paid to GPE and KCPL executive management employees in 2006:
- 1) 50% of the short-term incentive compensation paid to GPE and KCPL executive management in 2006 was tied to an earnings per share (EPS) goal for GPE. Consistent with its position in KCPL's last case, ER 2006-0314, the Staff considers incentive compensation based upon achievement of an EPS goal to be beneficial to GPE's shareholders, not KCPL's ratepayers. GPE's shareholders should therefore be assigned the cost of incentive compensation based upon an EPS goal.
- 2) 20% of the short-term incentive compensation paid to GPE and KCPL executive management in 2006 represents a discretionary bonus. The discretionary bonuses are not tied to any well-defined goals which would demonstrate a benefit to KCPL's ratepayers. Consistent with its position in KCPL's last rate case, the Staff is recommending a

1	disallowance of discretionary bonuses which are unsupported by well-defined goals that
2	benefit KCPL's ratepayers.
3	Q. Did the Commission's Report and Order in KCPL's last rate case, Case
4	No. ER-2006-0314, include a decision on short-term incentive compensation?
5	A. Yes it did. The Commission's decision on incentive compensation is
6	addressed on page 58 of its Report and Order in Case No. ER-2006-0314. The following
7	quote appears in the Report and Order:
8 9 10	KCPL management is free to offer whatever compensation packages it wants. Nevertheless, if the method KCPL chooses to compensate employees shows no tangible benefit to Missouri ratepayers, then those costs should be borne by shareholders, and not included in cost of service.
12	Q. Does the Commission's rationale for adopting the Staff's position on incentive
13	compensation in Case No. ER-2006-0314 apply to the issue in this case as well?
14	A. Yes. The Staff's issue in this case with KCPL's short-term incentive
15	compensation paid to executive management is identical to the issue in Case
16	No. ER-2006-0314.
17	LONG-TERM INCENTIVE COMPENSATION
18	Q. What form of long-term incentive compensation do GPE and KCPL provide
19	for executive management?
20	A. Long-term incentive compensation provided to the executive management of
21	GPE and KCPL is in the form of three types of equity compensation (compensation tied to
22	GPE's common stock), all of which, are intended to award shares of GPE stock:
23	1) Restricted Stock is stock which must be held for a specified period of time
24	before it can be sold

- require a
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  - 2) Unlike other forms of employee compensation, equity compensation does not require a cash outlay by KCPL. KCPL is requesting cash recovery for \$2.4 million (total Company) in equity compensation which will never require a cash outlay by KCPL.
  - 3) The shares of GPE stock held by GPE and KCPL executive management will earn a return based upon the return on equity collected from ratepayers through rates. If KCPL had issued long-term debt in lieu of issuing additional equity to executive management, the cost of capital required from ratepayers would be lower.
    - Q. Does this conclude your direct testimony?
    - A. Yes, it does.

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## Steve M. Traxler

## SUMMARY OF RATE CASE INVOLVEMENT

<u>Year</u>	Case No.	<u>Utility</u>	Type of Testimony	
1978	Case No. ER-78-29	Missouri Public Service Company (electric)	Direct Rebuttal	Contested
1979	Case No. ER-79-60	Missouri Public Service Company (electric)	Direct Rebuttal	Contested
1979		Elimination of Fuel Adjustment Clause Audits Due to Missouri Supreme Court Decision (all electric utilities)		
1980	Case No. ER-80-118	Missouri Public Service Company (electric)	Direct Rebuttal	Contested
1980	Case No. ER-80-53	St. Joseph Light & Power Company (electric)	Direct	Stipulated
1980	Case No. OR-80-54	St. Joseph Light & Power Company (transit)	Direct	Stipulated
1980	Case No. HR-80-55	St. Joseph & Power Company (industrial steam)	Direct	Stipulated
1980	Case No. TR-80-235	United Telephone Company of Missouri (telephone)	Direct Rebuttal	Contested
1981	Case No. TR-81-208	Southwestern Bell Telephone Company (telephone)	Direct Rebuttal Surrebuttal	Contested
1981	Case No. TR-81-302	United Telephone Company of Missouri (telephone)	Direct Rebuttal	Stipulated
1982	Case No. ER-82-66	Kansas City Power & Light Company	Rebuttal	Contested
1982	Case No. TR-82-199	Southwestern Bell Telephone Company (telephone)	Direct Rebuttal	Contested
1982	Case No. ER-82-39	Missouri Public Service	Direct Rebuttal Surrebuttal	Contested
1990	Case No. GR-90-50	Kansas Power & Light - Gas Service Division (natural gas)	Direct	Stipulated

<u>Year</u>	Case No.	<u>Utility</u>	Type of Testimony	
1990	Case No. ER-90-101	UtiliCorp United Inc., Missouri Public Service Division (electric)	Direct Surrebuttal	Contested
1991	Case No. EM-91-213	Kansas Power & Light - Gas Service Division (natural gas)	Rebuttal	Contested
1993	Case Nos. ER-93-37	UtiliCorp United Inc. Missouri Public Service Division (electric)	Direct Rebuttal Surrebuttal	Stipulated
1993	Case No. ER-93-41	St. Joseph Light & Power Co.	Direct Rebuttal	Contested
1993	Case Nos. TC-93-224 and TO-93-192	Southwestern Bell Telephone Company (telephone)	Direct Rebuttal Surrebuttal	Contested
1993	Case No. TR-93-181	United Telephone Company of Missouri	Direct Surrebuttal	Contested
1993	Case No. GM-94-40	Western Resources, Inc. and Southern Union Company	Rebuttal	Stipulated
1994	Case Nos. ER-94-163 and HR-94-177	St. Joseph Light & Power Co.	Direct	Stipulated
1995	Case No. GR-95-160	United Cities Gas Co.	Direct	Contested
1995	Case No. ER-95-279	Empire Electric Co.	Direct	Stipulated
1996	Case No. GR-96-193	Laclede Gas Co.	Direct	Stipulated
1996	Case No. WR-96-263	St. Louis County Water	Direct Surrebuttal	Contested
1996	Case No. GR-96-285	Missouri Gas Energy	Direct Surrebuttal	Contested
1997	Case No. ER-97-394	UtiliCorp United Inc. Missouri Public Service (electric)	Direct Rebuttal Surrebuttal	Contested
1998	Case No. GR-98-374	Laclede Gas Company	Direct	Settled
1999	Case No. ER-99-247 Case No. EC-98-573	St. Joseph Light & Power Co.	Direct Rebuttal Serrebuttal	Settled
2000	Case No. EM-2000-292	UtiliCorp United Inc. and St. Joseph Light & Power Merger	Rebuttal	Contested

<u>Year</u>	Case No.		<u>Utility</u>	Type of Testimony	
2000	Case No. EM-2000-369		UtiliCorp United Inc. and Empire Electric Merger	Rebuttal	Contested
2000	Case No. EM-2000-369		UtiliCorp United Inc. and Empire Electric District Co.	Rebuttal	Contested
2001	Case No. TT-2001-328		Oregon Mutual Telephone Co.	Direct	Settled
2002	Case 1 ER-2001-672	No.	UtiliCorp United Inc.	Direct, Surrebuttal	Settled
2002	Case No. EC-2002-	1	Union Electric Company d/b/a AmerenUE	Surrebuttal	Settled
2003	Case Nos. ER-2004-0034 HR-2004-0024 (Consolidated)	and	Aquila, Inc., d/b/a Aquila Networks-MPS and Aquila Networks-L&P	Direct	Stipulated
2004	Case Nos.		Aquila, Inc., d/b/a	Direct	Settled
	ER 2005-0436 HR 2005-0450		Aquila Networks – MPS and Aquila Networks-L&P	Surrebuttal	