



MAR 3 2017

Missouri Public Service Commission

Missouri Public Service Commission

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Judge or Division:	Appe		۵, ۵,	7		
	Numl	er:				
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Appellant:		E			sion File Number:	
The Office of the Public Counsel		GO-2	.016-0332 aı	nd GO-2016-03:	33	
VIO.						
VS.						
Respondent: The Missouri Public Service Commission						
The Missouri Fuolic Service Commission						
	Noti	ce of	Appeal			
Notice is given that The Office of the	Public C	ounsel	appeals to the	ne Missouri Cou	ert of	
Appeals X Western _ Eastern _ Southern Distr	rict.			1 ~ .	,	
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March 3, 2017 Date Notice of Appeal				work	j	
(to be filled in by Secretary of Commission)			Fifed Sign	nature of Attorney	or Appellant	
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The notice of appeal shall include the appellan	t's appli	cation 1	or rehearing	, a copy of the r	econciliation required by	
subsection 4 of section 386.420, a concise state	ement of	the iss	ues being ap	pealed, a full an	nd complete list of the partie	es to
the commission proceeding, and any other info	rmation	specifi	ed by the rul	les of the court.	The appellant(s) must file t	the
original and (2) two copies and pay the docket	fee requ	ired by	court rule to	the Secretary o	of the Commission within the	he
time specified by law. Please make checks or	money (orders	payable to 1	the Missouri C	ourt of Appeals. At the sat	me
time, Appellant must serve a copy of the Notic on all parties not represented by an attorney.	е от Арр	eai oii	anomeys or	record of all pai	rties otner than appellant(s)	, and
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Appellant Attorney / Bar Number:	AGE					
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200 Madison Street, Suite 650	1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1					
PO Box 2230		PO Bo	adison succ x 360	n, suite aud		
Jefferson City, MO 65102			on City, MC	0 65102		
Telephone: Fax:		Telepi			Fax;	
573-751-4857 573-751-5562	}	573-7:	51-7393		573-522-4016	
Date of Commission Decision:	Date of		Date Appli	cation for Rehe	aring Ruled On:	
	Applicat				-	
Issued: January 18, 2017	for Rehe	earing				
Effective: January 28, 2017	Filed:	.,,,,,		Februa	ry 1, 2017	
	01/27					
			то сомм			
A copy of the notice of appeal and	the dock	et fee s	nall be maile	ed to the clerk o	f the appellate court. Unless	s ,
otherwise ordered by the court of appeals, the				thirty days of th	ie filing of the notice of app	peal,
Certify its	record #	т ине са	se to me con	in of adoeats		

Certificate of Service

I certify that on <u>March 3, 2017</u>, I served a copy of the notice of appeal on the following parties, at the following address(es), by the method of service indicated.

Rick Zucker – U.S. Mail Service Laclede Gas Company 700 Market Street, 6th Floor St. Louis MO 63101

Michael C Pendergast – U.S. Mail Service 700 Market Street, 5th Floor St. Louis, MO 63101

Kevin Thompson – Hand delivered Missouri Public Service Commission Staff P.O. Box 360 Jefferson City, MO 65102

Shelly Brueggemann - Hand delivered Missouri Public Service Commission P.O. Box 360 Jefferson City, MO 65102

Appellant or Attorney for Appellant

FORM 1. CIVIL CASE INFORMATION FORM SUPPLEMENT

MISSOURI COURT OF APPEALS WESTERN DISTRICT

	No. WD
Office of the Public Counsel,	Marc Poston, Bar Number 45722 P.O. Box 2230
Petitioner/Appellant	Jefferson City, MO 65102
vs.	
Missouri Public Service Commission	Shelly Brueggemann, Bar Number 52173 P.O. Box 360
Defendant/Respondent	Jefferson City, MO 65102
Date Notice filed with the Public Service C	Commission March 3, 2017

The Record on Appeal will consist of a Legal File Only. (This will include records filed pursuant to Rules 81.13 and 81.16)

FACTUAL BACKGROUND: (Events Giving Rise to Cause of Action)

Judicial Review of the Missouri Public Service Commission's January 18, 2017 Report and Order issued in Case No. GO-2016-0332, In the Matter of the Application of Laclede Gas Company to Change its Infrastructure System Replacement Surcharge in its Missouri Gas Energy Service Territory; and Case No. GO-2016-0333, In the Matter of the Application of Laclede Gas Company to Change its Infrastructure System Replacement Surcharge in its Laclede Gas Service Territory.

ISSUE:

The Office of the Public Counsel challenges the lawfulness and reasonableness of the Public Service Commission's January 18, 2017 Report and Order authorizing Laclede Gas Company's two operating units (Laclede Gas and Missouri Gas Energy) to recover certain costs through their Infrastructure System Replacement Surcharges.

STATEMENT OF THE ISSUES

(As required by § 386.510 RSMo)

Appellant Public Counsel will raise the following issue on appeal:

The Office of the Public Counsel challenges the lawfulness and reasonableness of the Public Service Commission's January 18, 2017 Report and Order authorizing Laclede Gas Company's two operating units (Laclede Gas and Missouri Gas Energy) to recover certain costs through their Infrastructure System Replacement Surcharges.

LIST OF PARTIES TO THE COMMISSION PROCEEDING

(As required by § 386.510 RSMo)

The following parties participated in Public Service Commission Case Numbers GO-2016-0332 and GO-2016-0333.

Missouri Gas Energy (Laclede):	Laclede Gas Company:
Michael C Dandergoot MDN 21762	Mishaal C Dandanaart MDN 21762
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Missouri Gas Energy (Laclede):	Laclede Gas Company:
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Attorney for Missouri Gas Energy (Laclede)	Attorney for Laclede Gas Company
Office of the Public Counsel:	Public Service Commission Staff:
Mana D. Baston, MDN 45702	Varia Thamasan MDN 26200
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Attorney for the Office of the Public Counsel	Attorney for the Staff of the Missouri
Anomicy for the Office of the Fuotic Counsel	Public Service Commission.
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BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of the Application of)	
Laclede Gas Company to Change its)	
Infrastructure System Replacement)	Case No. GO-2016-0332
Surcharge in its Missouri Gas)	
Energy Service Territory)	
In the Matter of the Application of)	
Laclede Gas Company to Change its)	
Infrastructure System Replacement)	Case No. GO-2016-0333
Surcharge in its Laclede Gas Service)	
Territory)	

APPLICATION FOR REHEARING

COMES NOW the Office of the Public Counsel ("OPC") and for its Application for Rehearing of the Public Service Commission's ("Commission")

January 18, 2017 Report and Order ("Order"), states as follows:

1. OPC seeks rehearing of the Order approving a rate increase through the Infrastructure System Replacement Surcharge ("ISRS") for costs incurred replacing existing plastic mains and service lines that were operating safely and without impairment. The Order is unlawful in that it raises rates for costs that are not eligible under Section 393.1009(3) and Section 393.1009(5)(a) RSMo. The Order is also unlawful under Sections 393.130 RSMo in that it raises the rates paid by Laclede Gas Company's ("Laclede") residential and business customers in violation of the requirement that all rates be "just and reasonable and not more than allowed by law." The Order is also unreasonable in that the findings

of fact on the plastic replacement issue are not supported by competent and substantial evidence, are arbitrary and capricious, are against the weight of the evidence, and constitute an abuse of the Commission's discretion.

- 2. The costs at issue in this application are the costs Laclede incurred due to a new strategy it developed just five years before it filed the petitions in this case. Instead of replacing only the section of cast iron or steel pipe that was worn out or deteriorated, Laclede now replaces everything; often replacing "entire neighborhoods" including newly installed sections of plastic pipe that are not worn out or deteriorated.
- 3. Costs incurred replacing the disputed plastic pipe cannot lawfully be recovered through the ISRS because the plastic replacements are not "installed to comply with state or federal safety requirements as replacements for existing facilities that have worn out or in deteriorated condition." Section 393.1009(5)(a) RSMo. First, there is no state or federal safety requirement mandating the replacement of safe plastic pipe that is not worn out or deteriorated. The Commission's gas safety rules, 4 CSR 240-40.030, require Laclede to replace only the section of pipe that has become unsafe. Second, to be an eligible cost, it must be incurred replacing infrastructure that is "worn out or in deteriorated condition." The costs incurred replacing miles of plastic mains and service lines are ineligible because the replaced pipe was not worn out or in deteriorated condition. Accordingly, the Order unlawfully raises rates through the surcharge for costs that fail these two important qualifying criteria.

- 4. The Order also issues a number of unreasonable findings that are not supported by competent and substantial evidence, are contrary to the weight of the evidence, are arbitrary and capricious, and constitute an abuse of the Commission's discretion. The following findings are among the many factual findings that are unreasonable and should be reheard:
 - "...replacing the plastic pipe was an essential and indispensible step in completing the cast iron and steel main replacement programs."
 - "...the plastic pipes that are being replaced were installed to fix an immediate problem and intended to remain until Laclede or MGE could schedule the entire main replacement."
 - "The patches of plastic pipe varied from just a few feet to several hundred feet in length."
 - "...the mains could not be replaced without replacing the service lines."
 - "...once installed, these patches become part of the facility that is being replaced."
 - "...the incidental replacement of plastic pipe connected to cast iron or steel, is not discrete and separate."
 - "...when Laclede and MGE replace the deteriorated and worn out cast iron and steel, some plastic pipe is also incidentally replaced."
 - "The relocation of the mains further necessitated the replacement of the service lines."
 - "These lines were generally in new locations...and required that service lines connect to the main line and enter the customers' buildings in different locations than the old lines."

¹ Transcript, p. 65.

- "...the more patches there are in a pipe, the more vulnerable that pipe is to leaks, which could cause a degradation of safety."
- "...not allowing recovery of the portions of the main replacement projects that incidentally consist of plastic pipe would be a disincentive to the gas utilities to replace deteriorated pipelines containing portions of plastic."
- "Pragmatically, that result would be troubling, but it would also be contrary to the legislative purpose of the ISRS statutes."
- "...each project that replaced cast iron, steel, and plastic pipes contemporaneously were all part of a single segment of pipeline that was worn out or deteriorated."
- "...because the plastic pipe in this case was an integral component of the worn out and deteriorated cast iron and steel pipe...the cost of replacing it can be recovered."
- "By retiring the newer plastic patches, Laclede reduces the depreciation expenses related to that plastic pipe and customers receive a reduction in ISRS rates accordingly."²

The number of erroneous fact findings that are contrary to the weight of the evidence are significant and are in many respects contrary to 4 CSR 240-40.030. OPC requests rehearing regarding these findings that were central to the Commission's reasons for allowing millions of dollars of costs incurred replacing safely-functioning plastic pipe to be included in these ISRS rate increases.

5. The Order also overlooked and ignored relevant and undisputed evidence in the case, including evidence proving the real reason for the change in replacement strategy is due to Laclede's decision to increase the pressure on its system from low to intermediate pressure. Throughout the evidentiary record this

² Order, pp. 11-12, 15-16, 19-21.

fact is proven repeatedly, including testimony by Laclede's own witness, yet the Order makes no mention of this reason for Laclede's new plastic replacement strategy. The Order's lack of recognition of this important fact, and other facts that disprove the Order's fact findings, lead directly to many of the erroneous factual findings identified above.

- 6. The Order also states that Laclede's new strategy is to relocate the main between the sidewalk and the street and concludes that "[t] he relocation of the mains further necessitated the replacement of the service lines." However, facility relocations are not eligible for ISRS unless they are required by an entity with eminent domain authority. Section 393.1009(5)(c) RSMo. Replacing service lines incidental to these ineligible relocations are likewise not eligible under Section 393.1009(5) RSMo under the facts as presented on the record.
- 7. Lastly, the Order misstates OPC's argument and applies an incorrect legal standard for ISRS replacements when its states:

Public Counsel argues that Laclede and MGE have not shown that replacing plastic pipe was done "to comply with state or federal safety requirements" because the existing facilities were not "worn out or deteriorated." To determine eligibility, the Commission must determine if the existing facilities were worn out or deteriorated.⁴

The replacements of safely-functioning plastic pipe are ineligible because they are neither required by a state or federal safety requirement nor are they replacing infrastructure that is worn out or in deteriorated condition.

³ Order, p. 20.

⁴ Order, pp. 19-20, emphasis added.

WHEREFORE, the Office of the Public Counsel respectfully requests rehearing of the Commission's January 18, 2017 Report and Order pursuant to the authority provided by Section 386.500 RSMo.

Respectfully submitted,

OFFICE OF THE PUBLIC COUNSEL

By: /s/ Marc D. Poston

Marc D. Poston (#45722)

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CERTIFICATE OF SERVICE

I hereby certify that copies of the foregoing have been mailed, emailed or hand-delivered to all counsel of record this 27th day of January 2017.

/s/ Marc Poston

STATE OF MISSOURI PUBLIC SERVICE COMMISSION

At a session of the Public Service Commission held at its office in Jefferson City on the 1st day of March, 2017.

In the Matter of the Application of Laclede Gas Company to Change its Infrastructure System Replacement Surcharge in its Missouri Gas Energy Service Territory)))	File No. GO-2016-0332 Tariff No. YG-2017-0148
In the Matter of the Application of Laclede Gas Company to Change its Infrastructure System Replacement Surcharge in its Laclede Gas Service Territory)))	File No. GO-2016-0333 Tariff No. YG-2017-0147

ORDER APPROVING RECONCILIATION

Issue Date: March 1, 2017 Effective Date: March 1, 2017

The Commission issued its Order Denying Rehearing in this matter on February 1, 2017, effective that same date. The Commission sought input from the parties on a reconciliation by directing the Staff of the Missouri Public Service Commission (Staff) to file a reconciliation that complies with Section 386.420, RSMo. However, Staff responded that due to the nature of the issues decided and the lack of specific information in the record, it was unable to complete a reconciliation by the February 24, 2017 deadline.

A teleconference with the parties was held on February 24, 2017, to discuss what the Commission should include in the reconciliation. No agreement could be reached as to a specific quantification and, so, the parties were directed to each set out what they believed the Commission should include in the reconciliation. Those filings were received on February 27, 2017.

An Infrastructure System Replacement Surcharge (ISRS) proceeding before the Commission is limited in scope. It is statutorily designed to provide the companies requesting changes with an expedited procedure so that specific infrastructure replacement costs are included in rates quickly and subject to further review in a later rate case. The two issues decided by the Commission at hearing in this case were whether hydrostatic testing costs should be included in the ISRS and whether costs incurred replacing plastic pipe "patches" were appropriate expenses to be included in the ISRS.

The hydrostatic testing costs were denied inclusion in rates as non-ISRS related charges. This finding was not the subject of a rehearing request. However, the parties provided the value of the issue for purposes of the reconciliation. That issue is worth \$176,300, and is shown on Staff's Attachment A and Laclede Gas Company (Laclede) and Missouri Gas Energy's (MGE's) Appendix A, both of which are attached to this order.

The plastic pipe issue was not as easily quantified. During the course of the hearing, Laclede and MGE presented evidence of the value of the improvements and eligible ISRS-related changes as a whole. The value of the plastic pipe "patches" was not separated from the value of the other mains and service lines that were replaced. Therefore, the evidence provided by Laclede and MGE included only the total cost of replacing various segments of pipe, and did not break out which portion of the charge was specifically for replacing the plastic "patches."

The evidence also showed that in several instances more cast iron pipe was retired than new pipe was put in the ground. Thus, the parties disagreed as to how the value of the "patches" that were replaced would even be determined or if it could. Ultimately, it was unnecessary for the Commission to determine the value of the "patches" because the

Commission found that the "patches" were an integral part of the replacement of the cast iron and steel segments of the line and should be included in total as part of the ISRS. The Commission approved Laclede Gas and MGE's revised tariff sheets, which changed rates by including the entire replacement cost, less the value of the hydrostatic testing that was excluded by the Commission.

Subsection 386.420.4, RSMo, requires the Commission to "cause to be prepared . . . a detailed reconciliation containing the dollar value and rate or charge impact of each contested issue . . . and the customer class billing determinants used by the commission to calculate the rates and charges approved by the commission . . ." However, due to the nature of the issues in this case and the evidence presented, the value of the plastic pipe "patches" cannot be specifically determined.

Subsection 386.420.4, RSMo, also states that "In the event there is any dispute over the value of a particular issue . . . the commission shall also include in the reconciliation a quantification of the dollar value and rate charge impact associated with the dispute." Such is the case here. There is a dispute among the parties as to how the value of plastic pipe "patches" should be established.

Because of this dispute, the Commission has included each of the positions of the parties for its reconciliation and attaches those positions to this order. Staff's position is set out in its Attachment A and Attachment B for the Laclede and for the MGE operating divisions of Laclede Gas Company; Laclede and MGE's position is set out in its Appendix A. Additionally, the Office of the Public Counsel suggested using the entire cost of replacements amounting to \$40,679,361.58 for Laclede Gas Company and \$35,997,222.77

for MGE. In the alternative, Public Counsel suggested excluding the entire ISRS request as the value of the reconciliation.

THE COMMISSION ORDERS THAT:

- 1. A reconciliation is approved, as represented by each of the positions of the parties as set out above and in Staff Attachments A and B for Laclede and Staff Attachments A and B for Missouri Gas Energy, and in Laclede Gas Company's Appendix A.
 - 2. This order shall be effective when issued.



BY THE COMMISSION

Morris L Wooduff

Morris L. Woodruff Secretary

Hall, Chm., Stoll, Kenney, Rupp, and Coleman, CC., concur.

Dippell, Senior Regulatory Law Judge

Missouri Gas Energy ISRS Case No. GO-2016-0332 Reconciliation of Contested Issues

	Staff	MGE	OPC
Total Revenue Requirement	3,362,598	3,362,598	3,362,598 1
Value of Contested Issues:			
Hydrostatic Testing	-	_	(176,300)
Revenue Requirement less Hydrostatic testing	3,362,598	3,362,598	3,186,298
Removal of Plastic Pipe	-	-	318,630 ²
Revenue Requirement less removal of plastic pipe	3,362,598	3,362,598	2,867,668
Revenue Requirement less Contested Issues	3,362,598	3,362,598	2,867,668

¹ OPC has not indicated opposition to Staff's recommended revenue requirement other than the listed contested issues.

² Value of removal of plastic pipe is calculated at 10% for Revenue Requirement less Hydrostatic testing.

LACLEDE GAS COMPANY - MGE DIVISION CASE NO. GO-2016-0332 & YG-2017-0148 RECONCILIATION

Removal of Plastic Pipe

Total Revenue Requirement	\$ 318,630						
			Ratio to	Weighted	* 14		
	Number of Customer	Customer	Residential	Customer	Customer	Proposed	Proposed Proposed ISBS
Customer Rate Class	Customers	Charge	Customer Charge	Nos.	Percentage	Percentage ISRS Charge	Revenues
Residential	445941	445941 \$ 23.00		445941	78.5626% \$	\$ 0.05	IV
Small General Service	57881	\$ 34.00	1.478261	1.478261 85563.21739	15.0739%	•	· •⁄
Large General Service	3421 \$	\$ 115.40	5.017391	5.017391 17164.49565	3.0239%	. •	\$ 9635
Large Volume	482	482 \$ 904.56	39.328696	39.328696 18956.4313	3.3396%	· •	\$ 10.641
	507,725			567625.1443			\$ 318,630

THESE ARE NOT RATES / RATHER THEY ARE ONE-TIME ADJUSTMENTS TO RATES

Laclede Gas Company ISRS Case No. GO-2016-0333 Reconciliation of Contested Issues

	Staff	Laclede	OPC
Total Revenue Requirement	4,504,138	4,504,138	4,504,138
Value of Contested Issues:			
Hydrostatic Testing	-	_	_
Revenue Requirement less Hydrostatic testing	4,504,138	4,504,138	4,504,138
Removal of Plastic Pipe	-	_	1,126,035 ²
Revenue Requirement less removal of plastic pipe	4,504,138	4,504,138	3,378,104
Revenue Requirement less Contested Issues	4,504,138	4,504,138	3,378,104

¹ OPC has not indicated opposition to Staff's recommended revenue requirement other than the listed contested issue.

 $^{^{2}}$ Value for removal of plastic pipe issue is calculated at 25% of Revenue Requirement less Hydrostatic testing.

LACLEDE GAS COMPANY CASE NO. GO-2016-0333 & YG-2017-0147 RECONCILIATION

Removal of Plastic Piping

Total Revenue Requirement

\$1,126,035

Customer Rate	Number of Customers	Customer Charge	Ratio To Residential Customer Charge	Weighted Customer Nos.	Customer .	Proposed ISRS	Proposed ISRS Revenues
Residential	606,244	\$19.50	i .	606,244	87.94%	\$0.14	\$990,234
Com & Ind. Class 1	30,824	\$25.50	1.3077	40,308	5.85%	\$0.18	\$65,839
Com & Ind. Class 2	900'6	\$44.29	2.2713	20,455	2.97%	\$0.31	\$33,411
Com & Ind. Class 3	909	\$88.57	4.5421	2,752	0.40%	\$0.62	\$4,496
Large Volume	77	\$874.78	44.8605	3,230	0.47%	\$6.11	\$5,276
Interruptible	18	\$776.36	39.8133	717	0.10%	\$5.42	\$1,171
Transportation	147	\$2,069.94	106.1508	15,604	2.26%	\$14.45	\$25,488
Transportation - Other	0	\$1,707.94	87.5867	0	0.00%	\$0.00	\$
Gas Light	87	\$5.69	0.2918	25	0.00%	\$0.04	\$41
Vehicular Fuel	O	\$22.09	1.1328	10	0.00%	\$0.15	\$17
Liquid Propane	4	\$17.00	0.8718	88	0.01%	\$0.12	\$63
	647,057			689,385	100.00%		\$1,126,035

THESE ARE NOT RATES / RATHER THEY ARE ADJUSTMENTS TO RATES

Missouri Gas Energy ISRS Revenue Requirement Reconciliation

Value of Hydrostatic Testing Issue ISRS Activity:	F	Total without lydrostatic sting Costs	ŀ	ISRS Total with Hydrostatic esting Costs		Difference
Gas Utility Plant ProjectsTotal -(RM) RSMo 393.1012:						
Work Orders Placed in Service.						
Replacement Mains, Services and Associated Valves and Regulators	\$			35,997,151	\$	(1,847,404)
Deferred Taxes (Previous ISRS) Accumulated Depreciation (Previous ISRS)		(2,148,408)		(2,148,408)		•
Deferred Taxes (Current)		(1,211,026)		(1,211,026)		207.240
Accumulated Depreciation (Current)		(4,362,339) (231,052)		(4,729,579) (240,273)		367,240 9,221
		(201,002)		(240,270)		3,221
Total ISRS Rate Base	\$	26,196,921	S	27,667,865	\$	(1,470,943)
Pre-tax rate of return from S&A in GR-2014-0007		9.75%		9.75%		
Total Payanua Panulyamant on Caultal	_					
Total Revenue Requirement on Capital	\$	2,554,200	-	2,697,617	-	(143,417)
Depreciation Expense	\$	632,098		664,982	\$	(32,884)
Property Taxes	\$	-	\$	-		
Current ISRS Revenues	\$	3,186,298	\$	3,362,598	\$	(176,301)
Value of Hydrostatic Testing Issue	\$	(176,301)				
Charges by Customer Class						
Residential	\$	1.97	s	2.00	s	(0.03)
Small General	š	2.92		2.96	š	(0.04)
Large General	š	9.90	\$	10.03	\$	(0.13)
Large Volume	\$	77.60	\$	78.62	\$	(1.02)
Whiteman AFB	\$	77.60	\$	78.62	\$	(1.02)
Transportation	\$	77.60	\$	78.62	\$	(1.02)

Value of Incidental Plastic Issue

UNDEFINED - NO BASIS FOR QUANTIFICATION