Exhibit No.:

Issue: Rate Design,

Outdoor Lighting

Witness: Robert Wagner
Sponsoring Party: Robert Wagner

Type of Exhibit: Surrebuttal Testimony

Case No.: ER-2010-0355

ER-2010-0356

Date Testimony Prepared: January 5, 2011

## MISSOURI PUBLIC SERVICE COMMISSION

**CASE NO. ER-2010-0355** 

**CASE NO. ER-2010-0356** 

# SURREBUTTAL TESTIMONY

**OF** 

**ROBERT WAGNER** 

ON BEHALF OF

**ROBERT WAGNER** 

Kansas City, Missouri January 2011

1 (	) PL	EASE	<b>STATE</b>	<b>YOUR</b>	NAME	<b>AND</b>	<b>ADDRESS</b>
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- 2 A My name is Robert Wagner and my address is 9005 N Chatham Avenue, Kansas City, MO
- 3 64154.

#### 4 Q WITH WHAT ORGANIZATION ARE YOU AFFILIATED WITH AND IN WHAT

- 5 **CAPACITY?**
- 6 A The International Dark-Sky Association. I serve as the President of the Board of Directors.
- 7 Q ON WHOSE BEHALF ARE YOU TESTIFYING?
- 8 A I am testifying on behalf of myself, Robert Wagner, Pro Se Intervener
- 9 Q HAVE YOU FILED TESTIMONY PREVIOUSLY BEFORE THE COMMISSION?
- 10 A Yes, I filed direct and rebuttal testimony in ER-2010-0355 and ER-2010-0356.
- 11 Q WHAT IS THE PURPOSE OF YOUR SURREBUTTAL TESTIMONY?
- 12 A The purpose of my testimony is to address the Rebuttal Testimony of William P. Herdegen
- III, related to outdoor street and area lighting.
- 14 Q WHAT IS YOUR GENERAL VIEW OF MR. HERDEGEN'S REBUTTAL
- 15 **TESTIMONY?**
- 16 A Mr. Herdegen's rebuttal testimony presents opposing views and offers little additional
- evidence. He presents a two-birds in the bush are better than one in the hand argument,
- then fails to back up his claims. Additionally, he mentions that the Companies are
- interested in improving the "life in the communities they serve always being
- 20 environmentally aware and responsible." (ER-2010-0355, Herdegen Rebuttal, p. 3, L. 15-
- 21 16 / ER-2010-0356, Herdegen Rebuttal, p. 3, L. 8-9 ) I have been trying to work with the
- 22 Companies since 2005 and have seen no interest in working with me on light pollution
- concerns. Mr. Herdegen also interprets communities interest in LED lighting as an interest

1	in the product itself rather than a plea to provide additional choices and lower cost lighting.
2	A 14% increase in rates is significant and the only choice the Companies have currently
3	proposed in order to keep cities within budget is to remove 14% of lights. Since the
4	Companies also bind their customers to large removal fees through their rules, their
5	customers will suffer a major financial hit. If this rate increase goes through, I would also
6	recommend the Commission waive removal fees and institute a low cost conversion to
7	part-night lighting during any outdoor lighting rate increase.
8 <b>Q</b>	SHOULD THE COMMISSION AND OTHER PARTIES TO THESE CASES
9	ASSUME THAT IF YOU HAVE NOT REBUTTED AN ITEM THAT YOU AGREE
10	WITH MR. HERDEGEN'S POSITION ON THAT ITEM?
11 A	No.
12	Voluntary Part-Night Rates for Outdoor Lighting
13 <b>Q</b>	MR. HERDEGEN MENTIONS THAT THIS MAY INCREASE LIABLITY. HOW
14	
	DO YOU RESPOND?
15 A	DO YOU RESPOND?  Part-night lighting has been in use in the United States for some time. As communities are
15 A 16	
	Part-night lighting has been in use in the United States for some time. As communities are
16	Part-night lighting has been in use in the United States for some time. As communities are faced with rising utility rates, fluctuating tax revenues and a need to reduce green house
16 17	Part-night lighting has been in use in the United States for some time. As communities are faced with rising utility rates, fluctuating tax revenues and a need to reduce green house gas emissions; they are looking at alternative ways for conservation. The city of Santa
16 17 18	Part-night lighting has been in use in the United States for some time. As communities are faced with rising utility rates, fluctuating tax revenues and a need to reduce green house gas emissions; they are looking at alternative ways for conservation. The city of Santa Rosa, CA <sup>1</sup> has taken this opportunity to reevaluate their roadway warranting program and

<sup>&</sup>lt;sup>1</sup> http://ci.santa-rosa.ca.us/doclib/Documents/Street Light Reduction Program.pdf

Transportation's *Highway Illumination Manual: Lighting Curfews*<sup>2</sup> discusses both the positive aspects and identifies concerns a community should review prior to changing lighting. In particular they mention that:

"By providing full lighting during periods when volumes are high and the roadway operates near capacity and providing reduced lighting as the traffic decreases, the potential exists for realizing considerable energy savings while still providing the benefits of full lighting at locations (e.g., interchanges) and at times (i.e., high volumes) where driver decision-making is the most critical and the greatest visibility is required." (FHWA/RD-86/018, *Reduced Lighting on Freeways During Periods of Low Traffic Density*)

In addition the American Association of State Highway and Transportation Officials (AASHTO) recognizes the valid need for streetlight curfews as documented in the October 2005 Roadway Lighting Design Guide. AASHTO is recognized by the United States Federal Highway Administration as the premier organization in formulating highway policy. Certainly the practice of using curfews for streetlights can be presumed to be legal, since AASHTO would never be involved in recommending illegal policies and practices. Under their Reasons for Curfews, they note: "Recent studies show that light dimming and turn-off curfews are viable options for the management of public lighting systems, including roadway lighting." (AASHTO *Roadway Lighting Design Guide*, Reasons for Curfews – Page 7, October 2005). Communities have the choice on how they make they roadways safe, there is not a state or national mandate that this must be accomplished through lighting. Indeed it should be noted that most of the roadways in our state do not have continuous lighting. If such a mandate did exist, then we would expect to see every

<sup>&</sup>lt;sup>2</sup> http://onlinemanuals.txdot.gov/txdotmanuals/hwi/lighting curfews.htm

1	road with continuous lighting and street lighting would be mandatory. This is a burden
2	that neither the state nor federal government has imposed to date. Private businesses
3	should also be able to save energy as they see fit. Businesses leasing private area lighting
4	from the Companies will only be able to realize similar savings if a rate is made available
5	in the Companies' tariffs for midnight shutoff of private area lighting.
6 <b>Q</b>	MR. HERDEGEN MENTIONS THAT DOUBLE-CYCLING LIGHTS WILL
7	REDUCE LAMP LIFE AND INCREASE THE REPLACEMENT FREQUENCY
8	AND COSTS (ER-2010-0355, Herdegen Rebuttal, p. 18, L. 11-12 / ER-2010-0356,
9	Herdegen Rebuttal, p. 17, L. 4-5 ). HOW DO YOU RESPOND?
10 A	Mr. Herdegen is correct that lamp rated life will be reduced slightly, but is confusing rated
11	life with overall life from install date till burnout. However, he provides nothing to back
12	the claim that this will increase the lamp replacement frequency and costs. Reduced lamp
13	rated life will be more than offset by reduced usage and result in a reduction in the
14	replacement frequency and costs.
15 <b>Q</b>	MR. HERDEGEN MENTIONS THAT GROUP RELAMPING WILL LEAVE
16	MANY CUSTOMERS IN THE DARK UNTIL A RE-LAMPING EVENT OCCURS
17	(ER-2010-0355, Herdegen Rebuttal, p. 17, L. 17-18 / ER-2010-0356, Herdegen
18	Rebuttal, p. 16, L. 13-14 ). HOW DO YOU RESPOND?
19 A	Mr. Herdegen is obviously unfamiliar with group relamping programs. These programs
20	are designed to leave the customer with no periods of darkness. Occasional, one-off
21	fixture repairs still occur, but at a greatly reduced rate. The debate over whether or not
22	group or individual relamping is more cost effective can only be solved by working
23	through the worksheet provided in my direct testimony and auditing the results. Similar

Lighting Maintenance; but that document is copyright protected from duplication. To date, Mr. Herdegen has not provided any worksheets to validate his response. The main concern with group relamping is ensuring the lighting system does not degrade beyond design specifications. Mr. Herdegen's insistence that an inexpensive, lumen depreciated bulb (when combined with luminaire dirt depreciation that has depreciated the luminaires output to 50 percent or more of the initial luminaire output) is more valuable than maintaining the quality of the lighting system should be taken into account when considering whether or not the Companies are acting in the best interest of the public.

# Inclusion of rates for lower wattage high pressure

# sodium outdoor lamps

# 12 Q MR. HERDEGEN MENTIONS THAT 50W LIGHTS MAY NOT PROVIDE

#### SUFFICIENT LIGHT. HOW DO YOU RESPOND?

14 A

Lighting is based on the task to be accomplished. Tasks such as walking down a sidewalk require less light than say, reading a gasoline receipt. To date, Mr. Herdegen has not provided any worksheets to validate his response that a 50W light is unsuitable in every circumstance. Many utilities companies include the 50W HPS light in their rates. When, in decades past, incandescent lamps were used for street lighting, a 200W incandescent lamp was often standard. A 50W (4000 lumen) high-pressure sodium lamp today produces the same amount of initial light (lumen) output as a 200W incandescent lamp – a lamp that was for years deemed safe and reliable in lighting our streets, businesses and private residences. KCP&L itself had rates approved for 1000, 2500 and 4000 Lumen incandescent municipal streetlights in Kansas. These can be found in Municipal Street

1	Lighting Service, Schedule ML (See Schedule RAW2010-36). Additionally, GMO Sheet
2	88 mentions a 3300 Lumen Mercury Vapor streetlight.
3	Conversion of outdoor lighting rates from listing lumens and wattages
4	to listing expected illumination on the ground
5 <b>Q</b>	MR. HERDEGEN MENTIONS THAT THE COMPANIES WOULD HAVE A
6	PROBLEM PROVIDING REFLECTED ILLUMINATION AS THIS MAY VARY
7	DEPENDING ON THE GROUNDCOVER. HOW DO YOU RESPOND?
8 A	Mr. Herdegen is confusing ground-based illumination (light striking the ground) with
9	ground-based luminance (light reflected off the ground). There is no need to provide
10	ground-based luminance for such a conversion.
11 <b>Q</b>	MR. HERDEGEN SAYS THAT THIS CALCULATION IS BEST LEFT TO THE
12	CUSTOMER'S DESIGNERS AND ENGINEERS (ER-2010-0355, Herdegen
13	Rebuttal, p. 26, L. 6-8 / ER-2010-0356, Herdegen Rebuttal, p. 24, L. 6-7 ). HOW DO
14	YOU RESPOND?
15 A	Many of the lights that the Companies lease have little to no photometric information
16	available to designers and engineers. If the Companies expected designers and engineers
17	to be able to use their lights in a photometric report, they would lease only high quality
18	luminaires that have IES files associated with them. The IES files document the exact
19	output of the light fixture and includes: lumen and directional values, as well as,
20	compliance with national standards. Upon request, the Companies were able to provide
21	only six of fifteen HPS Roadway luminaires' associated IES files, and none for their area
22	or floodlight luminaires. Additionally, the Companies have several different
23	manufacturers for luminaire type. Each of these are unique and compliance using one

1	particular luminaire may result in a design that is out of compliance using a different
2	replacement model. Providing a minimal ground based illuminance rating for each
3	category will help ensure adequacy.
4	Prohibit the marketing of outdoor lights as safety, security or crime
5	prevention lights without a guarantee to back up this claim
6 <b>Q</b>	MR. HERDEGEN BELIEVES THE CUSTOMERS BENEFIT FROM HAVING
7	THESE CLAIMS IN THE COMPANIES MARKETING MATERIALS. HOW DO
8	YOU RESPOND?
9 A	Of particular concern to customers is civil liability when the Companies' claims are not
10	met. The Companies can make any unsubstantiated claims in order to sell their products,
11	but when they fail to perform as marketed, the customer is left with the liability. The
12	Companies appear to require an Indemnity Agreement requiring the customer pay for any
13	damage or injury to persons or property. The practice of making claims without a
14	guarantee and then requiring the customer to pay to defend the Companies should be
15	eliminated.
16 <b>Q</b>	DO YOU HAVE EVIDENCE THAT SUGGESTS LIGHTING DOES NOT SOLVE
17	CRIME?
18 A	There has been little consensus among professionals as to the question if lighting reduces
19	crime. The Heschong Mahone Group, Inc. released CALMAC Study ID: PGE0269.01,
20	HMG Project #0425 on 11/7/2008 for Pacific Gas and Electric Company, Steve Blanc <sup>3</sup>
21	entitled Outdoor Lighting and Security: Literature Review. Their bibliography references
22	40 reports and they state in their summary:

<sup>&</sup>lt;sup>3</sup> http://www.calmac.org/publications/Outdoor Lighting and Security White Paper CALMAC versionES.pdf

"None of the papers reviewed presents sufficient evidence to demonstrate a causal link between night-time lighting and crime. The available results show a mixed picture of positive and negative effects of lighting on crime, most of which are not statistically significant. This suggests either that there is no link between lighting and crime, or that any link is too subtle or complex to have been evident in the data, given the limited size of the studies undertaken."

### 7 Q DOES THIS CONCLUDE YOUR TESTIMONY TODAY?

8 A Yes.

# BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of the Application of Kansas City  Power & Light Company to Modify Its Tariffs to  Continue the Implementation of Its Regulatory Plan  Case No. ER-2010-0355	
In the Matter of the Application of KCP&L Greater Missouri Operations Company to Modify Its Electric Tariffs to Effectuate a Rate Increase  Case No. ER-2010-0356	
AFFIDAVIT OF ROBERT WAGNER	
STATE OF MISSOURI )	
COUNTY OF PLATTE )	
Robert Wagner, being first duly sworn on his oath, states:	
1. My name is Robert Wagner, I live at 9005 N Chatham Ave, Kansas City, MO, and I an the President of the Board of Directors for the International Dark-Sky Association.	n
2. Attached hereto and made a part hereof for all purposes is my Surrebuttal Testimony or behalf of Robert Wagner consisting of <u>eight</u> (§ ) pages, having been prepared in written form for introduction into evidence in the above captioned dockets.	n
3. I have knowledge of the matters set forth therein. I hereby swear and affirm that my answers contained in the attached testimony to the questions therein propounded, including an attachments thereto, are true and accurate to the best of my knowledge, information and believe	•
Robert Wagner	
Subscribed and sworn before me this	
Notary Public  Notary Public  NOTARY SEAL  A **O7023015*  A **O702	* The state of the

### THE STATE CORPORATION COMMISSION OF KANSAS SCHEDULE KANSAS CITY POWER & LIGHT COMPANY Replacing Schedule 73 Sheet 1 (Name of Issuing Utility) Rate Areas 2 & 4 (Territory to which schedule is applicable) which was filed July 24, 2009 No supplement or separate understanding shall modify the tariff as shown hereon. Sheet 1 of 5 Sheets MUNICIPAL STREET LIGHTING SERVICE Schedule ML **AVAILABILITY:** Available for street lighting service through a Company-owned Street Lighting System within corporate limits of a municipality. TERM OF CONTRACT: Contracts under this schedule shall be for a period of not less than ten years from the effective date thereof. RATE (Incandescent): 1.0. Street lamps equipped with a hood and reflector, supported on a wood pole or existing trolley pole and supplied from overhead circuits by an extension not in excess of 500 feet per unit: (Code X) Size of Lamp Rate per Lamp per Year 1.1 1000 Lumen (65-watt)\*\* \$75.96 2500 Lumen (187-watt)\* 1.2 \$107.52 2.0 Street lamps equipped with a hood, reflector, and refractor, on wood poles served overhead by an extension not in excess of 500 feet per unit. (Code IWT) Size of Lamp Rate per Lamp per Year 2.1 4000 Lumen (269-watt)\* \$182.04 2.2 6000 Lumen (337-watt)\* \$203.28 \*Limited to the units in service on December 28, 1972, until removed. \*\*Limited to the units in service on December 1, 2010, until removed. 10-KCPE-415-RTS Approved Hovember 22, 2010. /S/ Susan K. Duffy

Kansas Corporation Commission

		SAC
Issued:	November 22, 2010	FILED
	Month Day Year	THE STATE CORPORATION COMMISSION OF
Effective:	December 1, 2010	THE STATE CORPORATION COMMISSION OF KANSAS
By:	Curtis D. Blanc Day Year Sr. Director	By:
	Title	Secretary Secretary

### THE STATE CORPORATION COMMISSION OF KANSAS

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	POWER & LIGHT COMPANY	Replacing Schedule	_		Sheet 2
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	Sc	REET LIGHTING SERVICE hedule ML		(Continu	led)
ATE (Incande	escent): (continued)				
4.0	Street lamps equipped with hood, underground by an extension not in e		ornament	al steel pole	es served
4.1	Size of Lamp 4000 Lumen (269-watt) Under Sod	Rate per Lamp (1) \$285.4		•	·
	(1) Code ISE				
*Limite	ed to the units in service on December	28, 1972, until removed.			
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#### THE STATE CORPORATION COMMISSION OF KANSAS SCHEDULE 73 KANSAS CITY POWER & LIGHT COMPANY Replacing Schedule 73 Sheet 3 (Name of Issuing Utility) Rate Areas 2 & 4 (Territory to which schedule is applicable) which was filed July 24, 2009 No supplement or separate understanding shall modify the tariff as shown hereon. Sheet 3 of Sheets MUNICIPAL STREET LIGHTING SERVICE (Continued) Schedule ML RATE (Customer Owned): 6.0 Street lamps equipped with a hood, reflector, and refractor, owned and installed by customer, maintained and controlled by the Company, served overhead or underground: Size of Lamp Rate per Lamp per Year 12100 Lumen Limited Maintenance\* (250-watt)(1) \$175.44 6.1 6.2 22500 Lumen Limited Maintenance\* (400-watt)(1) \$229.56 16000 Lumen Limited Maintenance (150-watt)(1) 6.4 \$175.80 27500 Lumen Limited Maintenance (250-watt)(1) 6.5 \$230.28 (1) Code LMX RATE (Mercury Vapor): Post-top, low-mounting street lamps with canopy and refractor mounted on 14-foot posts served 7.0 underground by an extension under sod not in excess of 200 feet per unit. (Code PTE) Size of Lamp Rate per Lamp per Year 7.1 8600 Lumen\*\* (175-watt) \$248.52 \* Limited to the units in service on September 9, 1974, until removed. \*\* Limited to the units in service on September 30, 1985, until removed. NOTE: Wattage specifications do not include wattage required for ballast. 10-KCPE-415-RTS Approved Hovember 22, 2010 /S/ Susan K. Duffy

Kansas Corporation Commission

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Issued:	Novemb	er 22, 2010	FILED
Effective	Month	Day Year	THE STATE CORPORATION COMMISSION OF KANSAS
By:	Curtis D. Blanc	Day Year Sr. Director	By:
1 .		Title	Secretary

THE STATE CORPORATION COMMISSION OF KANSAS	SCHE	EDULE 73	
KANSAS CITY POWER & LIGHT COMPANY			
(Name of Issuing Utility)	Replacing Schedule _	73 Sheet _	4
Rate Areas 2 & 4 (Territory to which schedule is applicable)	which was filed	July 24, 2009	
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shall modify the tariff as shown hereon.	Sheet	4 of 5 Sheet	s_
MANORAL OTRECT	LIQUENO CEDVICE		
MUNICIPAL STREET   Schedule		(Continued)	
·		(00	
RATE (Mercury Vapor and High Pressure Sodium V	/apor):		
8.0 Basic Installation:			
Street lamps equipped with hood, reflector, and re		served from overhead circu	its
by an extension not in excess of 200 feet per unit:	(Code OW)		
	Lumen Charge	Total Charge	
	per Lamp	per Lamp	
Size of Lamp	per Year <sup>(1)</sup>	per Year <sup>(1)</sup>	
0.4 00001	000.04	0470.50	
8.1 8600 Lumen Mercury Vapor (175-watt)*	\$39.24 \$55.08	\$178.56 \$104.40	
8.2 12100 Lumen Mercury Vapor (250-watt)* 8.3 22500 Lumen Mercury Vapor (400-watt)*	\$104.64	\$194.40 \$243.96	
0.0 22000 Euthen Mercury Vapor (400-Watt)	ψ10 <b>-</b> 10-1	Ψ <b>4</b> ΤΟ. ΘΟ	-
8.5 5800 Lumen High Pressure Sodium (70-watt)	\$27.60	\$166.92	
8.6 9500 Lumen High Pressure Sodium (100-watt)	\$39.60	\$178.92	
8.7 16000 Lumen High Pressure Sodium (150-watt)	\$55.56	\$194.88	
8.8 27500 Lumen High Pressure Sodium (250-watt)	\$105.00	\$244.32	-
8.9 50000 Lumen High Pressure Sodium (400-watt)	\$245.28	\$384.60	
<sup>(1)</sup> Rates above are based on a Base Unit Charge o units will be billed at one and one-half (1 1/2) time Lumen Charge.			
9.0 Optional Equipment: The following rates for Op Installation listed in 8.0 above for Mercury Vapor a			sic
9.1 <u>Ornamental steel pole</u> instead of wood pole, add installations are available with underground service		per year <u>\$38.88</u> . (New	
9.2 <u>Laminated wood pole</u> instead of wood pole.** charge per unit per year <u>\$81.72</u> .	(Available with undergr	ound service only). Additio	nal
<ol> <li>9.3 <u>Aluminum pole</u> instead of a wood pole, addition underground service only).</li> </ol>	nal charge per unit per	,,	
NOTE: Wattage specifications do not include wattage	required for ballast	10-KCPE-415 Approved	
* Limited to the units in service on April 18, 1992, until I	removed.	Kansas Corporation November 22,	2010
** Limited to the units in service on December 1, 2010	, until removed.	/S/ Susan K.	VUITY!
			SAC
Issued: November 22, 2010	1	FILED	<u>~</u>
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men	THE STATE C	CORPORATION COMMISSIO	N OF
Effective: December 1, 2010	_	KANSAS	
By: Curtis D. Blanc Sr. Director	By:		}
Title		Secretary	

THE STATE C	ORPORATION COMMISSION OF KANSAS	QCI.	a ilicar	7	73
KANSAS CITY	Y POWER & LIGHT COMPANY				
(N Rate Areas 2 &	Iame of Issuing Utility)	Replacing Schedule	73	S	Sheet 5
(Territory	to which schedule is applicable)	which was filed	·	July 24, 2009	·
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	MÜNICIPAL STREET LI	GHTING SERVICE			
	Schedule		(Co	ntinued)	
RATE (Mercu	ry Vapor and High Pressure Sodium Vapor)	: (Continued)			
Option	nal Equipment (continued)				
9.4	Underground service extension, under sod, per year <u>\$68.52</u> .	not in excess of 200	feet. Ac	lditional charg	e per unit
9.5	<u>Underground service extension under concr</u> unit per year <u>\$370.56</u> .	ete, not in excess of	<sup>2</sup> 200 feet	. Additional c	harge per
9.6	Breakaway base. Additional charge per service only).	unit per year <u>\$35.88</u>	<u>3</u> . (Avai	lable with und	derground
9.7	Special black square luminaire, * instea underground service only). Additional charg			naire. (Avail	lable with
Existininstall to rep poles STANDARD Stand	INT OF UNITS:  Ing street lamps shall be replaced at the same lation only by mutual agreement of the Companiance existing incandescent and mercury vapor in need of repair or replacement) with equivalent units:  Identify the lamps are those mercury vapor or descept those with an X designation in the types.	iny and the Municipa street lamps in need int high pressure sod high pressure sodiui	ility. The d of repai lum vapo	Company ha r or replaceme r street lamps	s the right ent (or on
BURNING HO		d every day of the yea	ar from o	ne-half hour a	fter sunset
TAX ADJUST	<b>FMENT:</b> Adjustment Schedule TA shall be applicable to a	all customer billings u	ınder this	schedule.	
Energ	ST ADJUSTMENT: gy Cost Adjustment, Schedule ECA, shall be ar	oplicable to all custon	ner billing		chedule. PE-415-RTS
REGULATIO Subje	NS: ect to Rules and Regulations filed with the State	Regulatory Commis	ssion. Ka	msas Corpo	roved ration Commiss
* Limi	ted to the units in service on December 1, 201	0, until removed.			er 22, 2010 en K. Duffy
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By: Cur	rtis D. Blanc Sr. Director	By:			
	Title				Secretary