Exhibit No.:

Issues: Transmission Costs, Purchased Power

Costs and Off-System Sales Revenues

Witness: James R. Dauphinais Type of Exhibit: Rebuttal Testimony

Sponsoring Party: Missouri Industrial Energy Consumers

Case No.: ER-2016-0285
Date Testimony Prepared: December 30, 2016

BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of Kansas City Power & Light Company's Request for Authority to Implement a General Rate Increase for Electric Service

Case No. ER-2016-0285

Rebuttal Testimony of

James R. Dauphinais

On behalf of

Missouri Industrial Energy Consumers

REDACTED VERSION

December 30, 2016



Project 10277

DEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

Light Company's Re	In the Matter of Kansas City Power & Light Company's Request for Authority to Implement a General Rate Increase for Electric Service			Case No. ER-2016-0285
STATE OF MISSOURI)	SS		

Affidavit of James R. Dauphinais

James R. Dauphinais, being first duly sworn, on his oath states:

- 1. My name is James R. Dauphinais. I am a consultant with Brubaker & Associates, Inc., having its principal place of business at 16690 Swingley Ridge Road, Suite 140, Chesterfield, Missouri 63017. We have been retained by the Missouri Industrial Energy Consumers in this proceeding on their behalf.
- 2. Attached hereto and made a part hereof for all purposes is my rebuttal testimony which was prepared in written form for introduction into evidence in Missouri Public Service Commission Case No. ER-2016-0285.
- 3. I hereby swear and affirm that the testimony is true and correct and that it shows the matters and things that it purports to show.

James R. Dauphinais

Subscribed and sworn to before me this 28th day of December, 2016.

TAMMY S. KLOSSNER
Notary Public - Notary Seal
STATE OF MISSOURI
St. Charles County

y Commission Expires: Mar. 18, 2019
Commission # 15024862

Notary Public

BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of Kansas City Power & Light Company's Request for Authority to Implement a General Rate Increase for Electric Service

Case No. ER-2016-0285

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BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of Kansas City Power & Light Company's Request for Authority to Implement a General Rate Increase for Electric Service

Case No. ER-2016-0285

Rebuttal Testimony of James R. Dauphinais

1		I. INTRODUCTION
2	Q	PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.
3	Α	James R. Dauphinais. My business address is 16690 Swingley Ridge Road,
4		Suite 140, Chesterfield, MO 63017.
5	Q	WHAT IS YOUR OCCUPATION?
6	Α	I am a consultant in the field of public utility regulation and a Managing Principal of
7		Brubaker & Associates, Inc., energy, economic and regulatory consultants.
8	Q	ARE YOU THE SAME JAMES R. DAUPHINAIS WHO HAS PREVIOUSLY FILED
9		TESTIMONY IN THIS PROCEEDING?
10	Α	Yes. On December 14, 2016, I filed direct testimony on rate design on behalf of the
11		Missouri Industrial Energy Consumers ("MIEC") with respect to transmission costs
12		and fuel adjustment clause ("FAC") issues.

1 Q WHAT IS THE PURPOSE OF YOUR REBUTTAL TESTIMONY?

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- A My rebuttal testimony responds to the direct testimony and schedules of Kansas City

 Power & Light Company ("KCPL" or "Company") witnesses Burton Crawford, Tim

 Rush, and Ronald Klote with respect to the following issues:
 - KCPL's proposal to make extremely large pro forma adjustments to its test year
 off-system sales revenues and purchased power expenses in order to reflect the
 gross clearing of its generation and load in the day-ahead and real-time energy
 markets of the Southwest Power Pool ("SPP") Integrated Marketplace (KCPL
 Adjustments R-35 Normalize Bulk Power Sales and CS-24 Normalize fuel and
 purchase power energy (on system)).
 - KCPL's proposal to reduce its transmission revenues down by the difference between its Federal Energy Regulatory Commission ("FERC") authorized Return on Equity ("ROE") of 11.1% for transmission service rates and the ROE of 9.90% that KCPL has proposed for its retail rates in Missouri in this proceeding (KCPL Adjustment R-80 Transmission Revenues - ROE).
 - KCPL's proposal to use projected costs to annualize the Company's transmission expense for adjustments CS-45 (FERC Account 565 – Transmission of Electricity by Others) and CS-86 (SPP Schedule 1-A fees).
 - KCPL's proposal to use projected revenues to annualize the Company's transmission revenue for adjustments R-82 (Revenue recorded in FERC accounts 456009 and 456100).

The fact that I do not address any other particular issues in my testimony or am silent with respect to any portion of the direct testimony of witnesses Burton Crawford, Tim Rush, and Ronald Klote should not be interpreted as an approval of any position taken by KCPL or any other party in direct testimony.

26 Q PLEASE SUMMARIZE YOUR CONCLUSIONS AND RECOMMENDATIONS.

- 27 A My conclusions and recommendations are as follows:
 - The Commission should deny KCPL's proposal to incorporate extremely large proforma adjustments to its test year off-system sales revenues and purchased power expenses to reflect the gross clearing of its generation and load in the day-ahead and real-time energy markets of the SPP Integrated Marketplace (KCPL Adjustments R-35 and CS-24). These proposed adjustments misrepresent how KCPL utilizes the SPP Integrated Marketplace to help serve its

- native load customers and are counter to FERC's accounting requirements for off-system sales (Account 447) and purchased power (Account 555) under Order No. 668. The proposed pro forma adjustment should be modified to be consistent with the MWh of off-system energy sales and purchased energy reported on KCPL witness Crawford's Schedule BLC-4. This recommendation does <u>not</u> affect either KCPL's proposed base rate revenue requirement or its proposed Base Factor for its proposed FAC. It simply avoids misrepresenting how KCPL utilizes the SPP market to help serve its native load customers and assures conformance to FERC Order No. 668 with respect to the accounting of sales to and purchases from RTO markets.
- The Commission should deny KCPL's proposed pro forma adjustment to lower its wholesale transmission revenues by the difference between its FERC-authorized ROE for transmission service and the lower authorized ROE KCPL has proposed in this proceeding for its retail rates in Missouri (KCPL Adjustment R-80). KCPL receives these revenues as a result of the transmission facilities it has constructed for its native load customers that are ultimately paid for by those customers. As a result, native load customers should be entitled to 100% of these revenues. KCPL should not be permitted to "skim off" and retain the difference between its FERC-authorized ROE and Missouri-authorized ROE. This will lower KCPL's proposed Missouri-jurisdictional base rate revenue requirement by approximately \$0.9 million. While this is a small dollar issue at this time, it is an issue of important precedent with respect to the Commission potentially allowing jurisdictional electric utilities to "skim off" and retain the difference between the return earned from non-requirements wholesale sales of power and wholesale transmission service and the return authorized under retail electric rates in Missouri.
- The Commission should deny the proposed adjustments R-82, CS-45, and CS-86. The use of projected values for only certain expenses and revenues beyond the true-up period breaks the test year synchronism among expenses, revenues, and rate base, leading a utility to over-recover its costs. In order to maintain synchronism, only adjustments that are known and measureable through the end of the true-up period in this proceeding should be permitted.

1	II. PROPOSED ADJUSTMENT TO REFLECT THE GROSS CLEARING
2	OF KCPL GENERATION AND LOAD IN THE SPP ENERGY MARKET

Α

Q PLEASE EXPLAIN KCPL'S PROPOSAL TO APPLY EXTREMELY LARGE ADJUSTMENTS TO ITS ACCOUNT 447 OFF-SYSTEM SALES REVENUES AND 555 PURCHASED POWER EXPENSES (KCPL ADJUSTMENTS CS-24 AND R-35) TO REFLECT THE CLEARING OF ALL OF ITS GENERATION AND LOAD IN THE SPP DAY-AHEAD AND REAL-TIME ENERGY MARKETS.

KCPL proposes to adjust up <u>both</u> its test year Purchase Power-Energy expenses in Account 555 and Off-System Energy and Ancillary sales revenues in Account 447 by over \$280 million to reflect that it clears all of its generation and all of its load in the SPP day-ahead and real-time energy markets of the SPP Integrated Marketplace. These extremely large simultaneous adjustments have absolutely no effect on KCPL's proposed revenue requirement as the equal and opposite part of these adjustments cancel each other out. The only purpose the large equal and opposite part of these adjustments could serve is to attempt to bolster KCPL's proposal to recover all of its wholesale transmission expenses through its proposed FAC by trying to convince the Commission, just like KCPL attempted in Case No. ER-2014-0370, that KCPL purchases all of the power for its retail customers from SPP energy markets. The proposed adjustments misrepresent KCPL's use of the SPP energy markets, are inconsistent with the requirements of FERC Order No. 668, and inconsistent with KCPL's own 2015 FERC Form 1 filing.

I recommend that the Commission require KCPL to remove the equal and opposite portions of these proposed adjustments such that they are consistent with the MWh of Non-Firm Wholesale Market Purchased Power and Non-Firm Sales (i.e., non-firm off-system energy sales) reported on Mr. Crawford's Schedule BLC-4. This

1	change will not change KCPL's proposed revenue requirement or the Base Factor for
2	its proposed FAC. It will simply avoid misrepresenting KCPL's true purchased power
3	energy expense and true off-system energy sales revenue.

4 Q PLEASE EXPLAIN WHY KCPL'S PROPOSED ADJUSTMENT MISREPRESENTS 5 ITS USE OF THE SPP ENERGY MARKETS.

While it is true that on an hourly basis KCPL clears all of its generation and all of its load in the SPP energy market, this does not mean that KCPL purchases all of its power for its customers. If it did, it would mean:

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- The fuel and purchased power cost for power paid by customers would be equal
 to the wholesale market price for power not KCPL's cost to produce power in its
 own generating units supplemented by occasional wholesale market purchases;
 and
- The entire output of KCPL's generation facilities would be dedicated to the production of off-system sales – not to serving KCPL's customers.

Under this absurd scenario, no fuel costs would be assigned to KCPL's customers – only purchased power costs would be assigned to customers. In addition, there would be grounds for the Commission to remove from KCPL's rate base the entire net plant of KCPL's generation facilities since those facilities would no longer be serving the Company's customers.¹

20 Q DOES FERC SPECIFY HOW GENERATION AND LOAD THAT IS CLEARED ON 21 AN HOURLY BASIS IN RTO MARKETS SUCH AS THAT OF SPP SHOULD BE 22 CLASSIFIED?

23 A Yes. In Order No. 668, FERC specified how the hourly clearing in RTO markets of load and generation should be addressed under the uniform system of accounts by

James R. Dauphinais Page 5

¹Obviously, if this was done, the fuel expenses, O&M expenses and off-system sales revenues associated with KCPL's generation facilities would also be removed from rates.

public utilities such as the Company. Under Order No. 668, public utilities must net their SPP-cleared load and generation in each hour and report that net amount as either: (i) a sale for resale (i.e., off-system sale) under Account 447 when the utility's cleared generation exceeds the cleared load, or (ii) a power purchase under Account 555 when the utility's cleared load exceeds its cleared generation. Thus, under FERC's accounting rules, in each hour, a public utility has either an off-system sale to SPP or a power purchase from SPP – not both. As FERC indicated in Order No. 668:

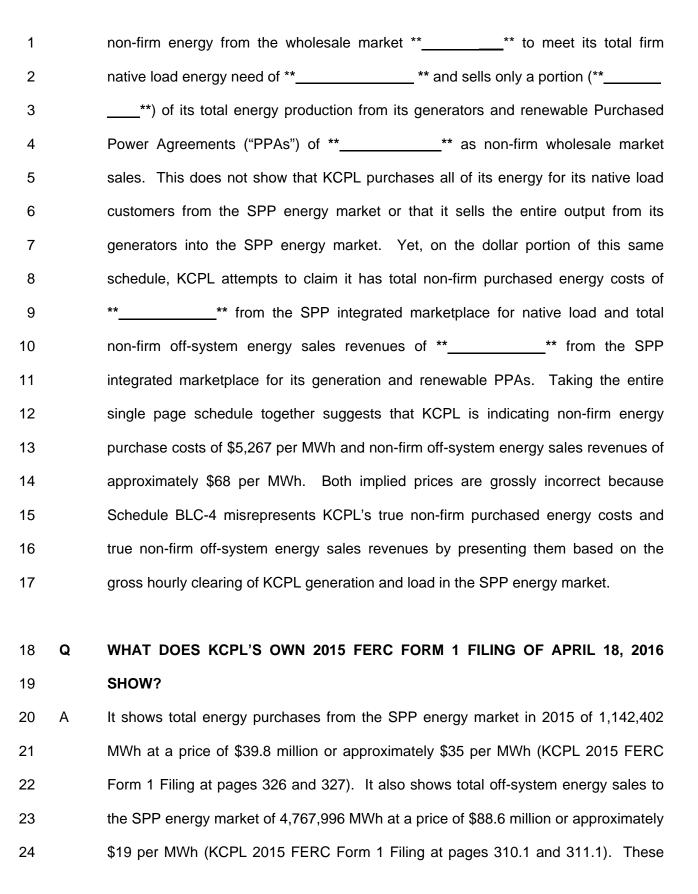
Α

"Recording RTO energy market transactions on a net basis is appropriate as purchase and sale transactions taking place in the same reporting period to serve native load are done in contemplation of each other and should be combined. Netting accurately reflects what participants would be recording on their books and records in the absence of the use of an RTO market to serve their native load. Recording these transactions on a gross basis, in contrast, would give an inaccurate picture of a participant's size and revenue producing potential." (FERC Order No. 668 at paragraph 80)

The reality is that that KCPL offers all of its generation and bids all of its load into the SPP energy market in contemplation of each other on behalf of native load customers in order to supplement the energy available from its own generation facilities with power purchases and to engage in economy sales of excess energy from its own generation facilities. FERC accounting requirements under Order No. 668 reflect this fact.

Q DOES KCPL'S OWN SCHEDULES IN THIS PROCEEDING SUPPORT ITS PROPOSED ADJUSTMENTS?

No. On an annualized basis, Mr. Crawford's Schedule BLC-4 provides MWh and dollar information on KCPL's fuel and purchased power costs. The MWh values on the schedule properly indicate that KCPL purchases only a very small portion of



	values properly reflect either just a purchase or just a sale by KCPL in each hour of
	the SPP day-ahead and real-time energy markets.
Q	WHILE FERC UNDER ITS ORDER NO. 668 REQUIRES THAT UTILITIES EITHER
	JUST BOOK A SALE OR A PURCHASE IN EACH HOUR FROM THE SPP
	ENERGY MARKET, DOES FERC ALSO REQUIRE THAT INFORMATION ON THE
	GROSS CLEARING OF GENERATION AND LOAD BY EACH UTILITY BE
	MAINTAINED?
Α	Yes, it does so for the limited purposes of auditing and monitoring the market for
	improper conduct. Specifically, in Order No. 668, FERC indicated:
	"The Commission does expect public utilities, however, to maintain detailed records for auditing purposes of the gross sale and purchase transactions that support the net energy market amounts recorded on their books." (FERC Order No. 668 at paragraph 80) "Finally, one purpose of this rule is to establish uniform accounting requirements for the purchase and sale of energy in RTO markets. The purpose of reporting of gross information in EQRs, in contrast, is to provide the Commission and the public with a more complete picture of wholesale market activities which affect jurisdictional services and rates, thereby helping to monitor for any market power and to ensure that customers are protected from improper conduct. These are not necessarily the same criteria and principles that should be used in establishing uniform accounting requirements." (FERC Order No. 668 at paragraph 84)
Q	III. PROPOSED ADJUSTMENT TO LOWER TRANSMISSION REVENUES FROM THE FERC ROE TO THE MISSOURI ROE PLEASE EXPLAIN KCPL'S R-80 TRANSMISSION REVENUE ADJUSTMENT.
Α	According to the testimony of KCPL witness Klote, the R-80 transmission revenue
	adjustment is offered to ensure that the ROE included in retail rates in Missouri is not
	less than authorized by this Commission (Klote Direct at 34). Essentially, KCPL
	A Q

proposes to "skim off" from its wholesale transmission revenues the difference between its FERC-authorized ROE of 11.1% for transmission service and its proposed Missouri-authorized ROE of 9.90%

HOW DO YOU RESPOND TO KCPL'S PROPOSAL?

KCPL's proposal should be denied because its retail customers are ultimately responsible for supporting the revenue requirement of the Company's transmission facilities and, as such, should be entitled to all FERC-jurisdictional transmission revenues that the Company is able to earn as an offset against the Company's transmission cost built into revenue requirement. The Company's proposal would be akin to allowing the Company to retain the difference between its non-firm off-system energy revenues received at market prices and the Company's fuel cost to produce that energy. This denial will lower KCPL's proposed Missouri-jurisdictional revenue requirement in this proceeding only by a relatively small amount (approximately \$0.9 million),² but it is an issue of important precedent with respect to the Commission potentially allowing jurisdictional electric utilities to "skim off" and retain the difference between the return earned from non-requirements wholesale sales of power and wholesale transmission service and the return authorized under retail electric rates in Missouri.

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²Schedule RAK-4 (KCPL-MO) at line 12.

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2	Q	HAVE YOU IDENTIFIED ANY ISSUES IN THE COMPANY'S DIRECT CASE WITH
3		REGARD TO THE LEVEL OF TRANSMISSION EXPENSES THAT IT IS
4		PROPOSING TO COLLECT?
5	Α	Yes, the Company has annualized its transmission expenses based on an average
6		of 2017-2018 projected costs. These adjustments include CS-45 Transmission of
7		Electricity by Others (Account 565) and CS-86 Annualize SPP Schedule 1-A fees.
8		These adjustments are discussed in the direct testimony of Company witness Ronald

10 Q HOW DO YOU RESPOND TO THE COMPANY'S PROPOSAL TO USE 11 PROJECTED COSTS TO ANNUALIZE ADJUSTMENTS CS-45 AND CS-86?

Klote (Klote Direct at 41 and 51).

I recommend that the Commission deny the Company's request to use projected costs to annualize adjustments CS-45 and CS-86. By using projected costs for transmission expenses, the Company will break the test year synchronism among total Company revenues, expenses and rate base, leading to the Company over-recovering its costs. Only adjustments that are known and measureable through the end of the true-up period in this proceeding should be permitted. The Company's annualization will need to be updated to reflect actual values and rates at the end of the true-up period.

V. USE OF PROJECTED TRANSMISSION REVENUES

2 Q HAVE YOU REVIEWED THE LEVEL OF TRANSMISSION REVENUES THAT THE

COMPANY IS PROPOSING TO RECOVER IN BASE RATES?

Yes. Similar to its proposal for transmission expenses, the Company is proposing to annualize transmission revenue recorded in FERC accounts 456009 and 456100, adjustment R-82, based on an average of 2017-2018 forecasted levels (Ronald Klote Direct at 34). As with transmission expenses, utilizing projected transmission revenues will break the test year synchronism among total Company revenues, expenses and rate base, leading to the Company over-recovering its costs. Only adjustments that are known and measurable through the end of the true-up period in this proceeding should be permitted.

Q WHAT DO YOU RECOMMEND TO THE COMMISSION WITH RESPECT TO THIS

ISSUE?

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I recommend that the Commission require the Company to annualize its transmission revenues through the end of the true-up period in this proceeding in a manner consistent with the way I recommended annualizing transmission expense adjustments CS-45 and CS-86. This will help to ensure that the relationship between total Company revenues, expenses and rate base remains synchronized so that the Company does not over-recover its costs.

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2 Q PLEASE SUMMARIZE YOUR CONCLUSIONS AND RECOMMENDATIONS.

- 3 A My conclusions and recommendations are as follows:
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 - The Commission should deny KCPL's proposed pro forma adjustment to lower its wholesale transmission revenues by the difference between its FERC-authorized ROE for transmission service and the lower authorized ROE KCPL has proposed in this proceeding for its retail rates in Missouri (KCPL Adjustment R-80). KCPL receives these revenues as a result of the transmission facilities it has constructed for its native load customers that are ultimately paid for by those customers. As a result, native load customers should be entitled to 100% of these revenues. KCPL should not be permitted to "skim off" and retain the difference between its FERC-authorized ROE and Missouri-authorized ROE. This will lower KCPL's proposed Missouri-jurisdictional base rate revenue requirement by approximately \$0.9 million. While this is a small dollar issue at this time, it is an issue of important precedent with respect to the Commission potentially allowing jurisdictional electric utilities to "skim off" and retain the difference between the return earned from non-requirements wholesale sales of power and wholesale transmission service and the return authorized under retail electric rates in Missouri.
 - The Commission should deny the proposed adjustments R-82, CS-45, and CS-86. The use of projected values for only certain expenses and revenues beyond the true-up period breaks the test year synchronism among expenses, revenues, and rate base, leading a utility to over-recover its costs. In order to maintain synchronism, only adjustments that are known and measureable through the end of the true-up period in this proceeding should be permitted.

- 1 Q DOES THIS CONCLUDE YOUR REBUTTAL TESTIMONY?
- 2 A Yes, it does.

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