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4 5	I. Q.	INTRODUCTION PLEASE STATE YOUR NAME, POSITION AND YOUR BUSINESS
6		ADDRESS.
7	A.	My name is Daniel E. Gimble. I am a special projects manager with the
8		Office of Consumer Services. My business address is 160 E. 300 S. Rm.
9		201, Salt Lake City, Utah.
10		
11	Q.	PLEASE DISCUSS YOUR EDUCATION AND QUALIFICATIONS.
12	A.	I have a B.A. degree with honors in economics and history from Western
13		Michigan University. I also have an M.A degree in economics from the
14		same university. I completed course work towards a Ph.D. in economics
15		at the University of Utah. In 1987, I joined the Utah Public Service
16		Commission (Commission) Staff and in 1990 was hired by the Office of
17		Consumer Services (Office). In my time with the Office, I have worked in
18		various capacities and have been a manager since 2003.
19		
20	Q.	HAVE YOU APPEARED AS A WITNESS BEFORE THIS COMMISSION
21		IN PRIOR CASES INVOLVING ROCKY MOUNTAIN POWER (RMP OR
22		COMPANY) OR OTHER UTILITIES?
23	A.	Yes. Since 1991 I have testified numerous times in major cases involving
24		RMP and utilities providing service in Utah. These cases include general
25		rate cases, merger and acquisition dockets, excess net power costs,
26		avoided cost rates, gas pass-through proceedings, and the sale of
27		Qwest's Dex (Yellow Pages) asset.
28		
29		

31	Q.	ARE YOU FAMILIAR WITH THE COMPANY'S RECENT GENERAL
32		RATE CASE FILINGS AND THE COMMISSION'S ORDERS ON COST-
33		OF-SERVICE (COS), RATE SPREAD AND RATE DESIGN IN EACH
34		CASE?
35		
36	A.	Yes. In Dockets 07-035-93 and 08-035-38, I analyzed the Company's rate
37		spread and residential rate design proposals, including the information
38		upon which these proposals were based. I also provided testimony in the
39		areas of rate spread and rate design in the former case and in the area of
40		rate spread in the latter case. Finally, I have reviewed the Commission's
41		recent orders that address COS, rate spread and rate design issues.
42		
43	Q.	WHAT IS THE PURPOSE OF YOUR TESTIMONY IN THIS CASE?
44	A.	My testimony presents the Office's rate spread proposal for this case,
45		critiques the Company's rate spread proposal and sets forth policy
46		recommendations regarding certain COS issues.
47		
48	Q.	ARE YOUR RECOMMENDATIONS SUPPORTED BY A CONSULTANT
49		RETAINED BY THE OFFICE TO PERFORM A TECHNICAL
50		ASSESSMENT OF THE COMPANY'S COS STUDY?
51	A.	Yes. Mr. Paul Chernick, a principal with Resource Insights, Inc., has filed
52		expert testimony in this case which addresses the reasonableness of
53		RMP's COS Study.
54		
55	II.	OFFICE'S RATE SPREAD PROPOSAL
56	Q.	WHAT IS THE OFFICE'S RATE SPREAD PROPOSAL FOR THIS CASE?
57	A.	As described in the testimony of Office witness Ms. Donna Ramos, the
58		Office recommends that RMP's present Utah revenue requirement level
59		be reduced by approximately (\$5.9) million. A revenue requirement
60		reduction of (\$5.9) million results in a jurisdictional average rate decrease

of (0.43%). At this recommended revenue requirement level, the Office supports the rate spread proposal set forth in Table 1 below.

Table 1

Data'l Olassas	0.1.	Data Occasi
Retail Classes	Schs.	Rate Spread
Residential	1, 2, 3	(1.5%)
	, , -	(,
Small		
Commercial	23	(0.40%)
Commicional	20	(0.4070)
Large Commercial	6	(0.40%)
Large Commercial	· ·	(0.4070)
Gen. Serv. (> 1 MW)	8	0%
,		
Large Industrial	9	3.0%
a.go madoma		3.0 70
Irrigation	10	(0.43%)
		` '

The Office believes that its rate spread proposal will result in moving customer classes closer to paying rates that cover the costs of serving them.

Q. PLEASE EXPLAIN THE BASIS FOR THE OFFICE'S RATE SPREAD RECOMMENDATION IN THIS PROCEEDING?

A. The Office considered three factors in developing the Office's rate spread recommendation. First, the Office examined the rate of return performance for each class as presented by the Company in this case to determine which classes were paying rates that closely matched their allocated costs and which classes were paying rates that were above or below the costs to serve them. Second, the Office examined the returns for individual rate schedules dating back to the Company's 2003 rate case

(Docket No. 03-2035-02) to determine which classes consistently produced returns reasonably close to COS and which classes tended to generate returns above or below COS. Stated differently, the past six COS studies were reviewed to see which classes consistently returned sufficient revenue to meet the cost-of-service and which classes did not. Third, the Office reviewed the Company's irrigation load data and found it to be highly inaccurate and, therefore, unsuitable for use in the Company's COS Study.

A.

Q. DID THE COMPANY PREPARE A SUMMARY EXHIBIT THAT SHOWS
RATE OF RETURN AT THE CLASS LEVEL AND THE RATE CHANGES
NECESSARY TO BRING INDIVIDUAL CLASSES TO THEIR
RESPECTIVE CALCULATED COST OF SERVICE?

Yes. In this proceeding, Company witness Mr. Craig Paice prepared RMP Exhibit (CCP-1), Page 2 of 2, which shows the rate of return for all retail rate schedules and special contracts (Column E) and the rate changes necessary to bring specific classes (and special contract customers) to cost of service (Column M). Table 2 below indicates the returns for the major rate schedules and the required rate increases to move individual classes to the calculated cost of service, as represented in RMP Exhibit (CCP-1), Page 2 of 2. Table 2 also compares the rate increases shown in Mr. Paice's Exhibit (CCP-1) with the Company's rate spread proposal for this case, which is presented in Mr. Griffith's direct testimony at page 3.

Table 2

112

Retail Classes	Schs.	ROR	Rate Changes per COS Study	RMP Spread Proposal
Residential	1, 2, 3	1.16	0.6%	4.0%
Small Commercial	23	1.01	4.60%	5.0%
Large Commercial	6	1.03	3.99%	5.0%
Gen. Serv. (> 1 MW)	8	0.94	6.11%	6.0%
Large Industrial	9	0.69	11.87%	6.0%
Irrigation	10	0.43	21.68%	6.0%

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116

Q. PLEASE DESCRIBE WHAT THE RETURN OF RETURN INDEX IN MR. PAICE'S EXHIBIT CCP-1 REPRESENTS.

The rate of return index measures whether a specific class is generating 117 A. 118 adequate revenues to cover costs allocated to that class. A rate of return 119 of 1.00 indicates that a class is generating revenues that match costs. A 120 return below 1.00 indicates a class is failing to produce adequate revenues to match costs and a return above 1.00 indicates a class is 121 producing revenues above costs. As shown in Table 2, certain classes 122 123 are performing satisfactorily in the current COS Study, while other classes 124 are clearly paying more than their cost of service (e.g., Residential 125 Schedules) or less than their cost of service (e.g., Large Industrial 126 Schedule 9).

128	Q.	HOW DO THE CLASS-SPECIFIC RATE CHANGES DETERMINED IN
129		THE COMPANY'S COS STUDY COMPARE WITH THE COMPANY'S
130		RATE SPREAD PROPOSAL PRESENTED IN MR. GRIFFITH'S
131		TESTIMONY?
132	A.	Table 2 shows that the Company's proposed rate spread deviates
133		considerably from the levels of class rate increases indicated by its own
134		COS study results. I address Mr. Griffith's rate spread proposal in greater
135		detail later in my testimony.
136		
137	Q.	HOW DID THE OFFICE EVALUATE THE CLASS RETURNS?
138	A.	Since determining cost of service is not an exact science, the Office
139		reviewed the returns to see if each class performed within a band of
140		approximately +/- 5% of 1.0. Our review showed that Schedules 6 and 23
141		customers are paying rates that cover costs, Schedule 1 customers are
142		paying rates that greatly exceed costs, Schedule 8 customers are paying
143		rates that are slightly below costs and Schedules 9 and 10 customers are
144		paying rates that are significantly below costs.
145		
146	Q.	IS A PERFORMANCE BAND AN APPROPRIATE TOOL FOR
147		EVALUATING CLASS RETURNS IN THIS CASE?
148	A.	Given that a key ratemaking objective is to establish a class rate structure
149		that is fair and cost-based, a performance band is a widely accepted tool
150		for (a) evaluating whether individual classes are generating sufficient
151		revenue to cover costs and (b) developing rate spread proposals designed
152		to move individual classes towards COS.1
153		

The Office notes the Company and other parties have relied on performance bands in past cases to aid in developing rate spread proposals. For example, the Company relied on a 5% performance band as a tool to assist in developing its rate spread proposal in the 2004 rate case. In the last case, the Company used a 4% performance band around the jurisdictional average return, which was somewhat of departure from a performance band related to a class return index.

- Q. HAVE YOU PREPARED A TABLE THAT SHOWS THE INDIVIDUAL
 CLASS RETURNS FOR THE PAST SIX RATE CASES?
- 156 A. Yes. The returns for individual classes for the last six rate cases,
 157 beginning with Docket 03-2035-02 and continuing through the current rate
 158 case, Docket 09-035-23, is shown in Table 3 below. The individual class
 159 returns are taken directly from the Company's Summary COS Exhibit in
 160 each case, which show COS results by rate schedule.

Table 3

Rate	2003	2004	2006	2007	2008	2009
Schedule						
Sch. 1	1.11	1.17	1.00	1.03	1.23	1.16
Sch. 23	1.28	1.09	1.18	0.84	1.15	1.01
Sch. 6	0.99	0.94	1.31	1.20	0.90	1.03
Sch. 8	NA	0.99	1.00	1.01	0.97	0.94
Sch. 9	0.86	0.98	0.62	0.84	0.68	0.69
Sch.10	0.33	0.48	0.29	0.17	0.32	0.43

Q.

A.

WHAT PRIMARY OBSERVATION CAN BE MADE FROM TABLE 3?

Table 3 clearly illustrates that Schedule 1 has been a strong performer in the Company's COS studies since 2003 and residential customers have typically been paying rates in excess of costs. Table 3 also shows that Schedule 9 has produced relatively poor returns when compared to all major rate schedules and industrial customers have been paying rates that are substantially below costs. The deterioration in Schedule 9's return began in the 2006 rate case; a recent trend that has continued through to the current case. The last time Schedule 9's return exceeded 0.90 was in the 2004 rate case. This evidence not only supports giving Schedule 9 a relatively large rate increase in this case, but also underscores the need to develop a constructive rate plan for moving Schedule 9's return back within an acceptable range over a specified time period. In particular, the

177		Office strongly urges the Commission to adopt a rate plan that <u>rebalances</u>
178		the COS relationship between Schedules 1 and 9 within a reasonable
179		period of time.
180		
181	Q.	WHAT ADDITIONAL OBSERVATIONS CAN BE MADE FROM TABLE 3?
182	A.	Table 3 indicates the return for Schedule 6 has varied over the past few
183		cases and consequently that class has received increases both above and
184		below the jurisdictional average rate change in recent rate spread
185		settlements. Schedule 23 has been a strong performer in past COS
186		studies and has received rate increases below the jurisdictional average
187		increase in three out of the last six rate cases. ² Schedule 8 has produced
188		returns close to COS since its implementation and inclusion in the 2004
189		COS study.
190		Lastly, Table 3 shows that Schedule 10 has not performed well in
191		any of the last six COS studies. The Office submits that the chronically
192		low return for Schedule 10 largely stems from the quality of the irrigator
193		load data used in past COS studies. In his testimony, Mr. Chernick
194		discusses problems with the irrigator load data used by the Company in
195		the current COS study.
196		
197	Q.	DOES THE OFFICE RECOMMEND A GENERAL SET OF CRITERIA TO
198		GUIDE THE COMMISSION'S DETERMINATION OF RATE SPREAD
199		FOR THE CLASSES IT REPRESENTS IN THIS PROCEEDING?
200	A.	Yes. The Office has several general principles that it recommends the
201		Commission utilize in determining the rate spread.in this proceeding.
202		
203		First, the rate increase for the Residential Schedules (1, 2 and 3) should
204		be capped at 1.0%. The cost-of-service results simply do not support any

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205

higher rate increase for the Residential Schedules. Further, if the revenue

In Dockets No. 03-2035-02 and 04-035-42, Schedule 23 received rate increases that were 50% below the jurisdictional average rate increase in each instance.

206	requirement increase in this case is below \$10 million, then the
207	Residential Schedules should not receive any rate increase. At this lower
208	revenue requirement level, the majority of the increase should be spread
209	only to the classes that are currently underperforming.
210	
211	Second, at any revenue requirement increase level, Rate Schedule 23
212	should receive a rate increase at or near the jurisdictional average rate
213	increase. This rate class has shown to be paying rates that closely
214	approximate costs. Giving this class a rate increase at or near the
215	jurisdictional average increase should continue this appropriate
216	relationship between rates and costs.
217	
218	Third, Schedule 25 (Mobile Home Parks) should receive the same level of
219	rate increase as Schedule 23. The Office's proposed increase for
220	Schedule 25 will be discussed further in a later section of my testimony
221	addressing other policy issues.
222	
223	Finally, Schedule 10 should receive the jurisdictional average rate
224	increase. Until accurate and reliable irrigation load data is available for
225	use in the Company's COS studies, the irrigation class should receive a
226	rate change at the jurisdictional average.
227	
228	
229	
230	
231	
232	
233	
234	
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236	

- 238 III. CRITIQUE OF THE COMPANY'S RATE SPREAD PROPOSAL
- 239 Q. PLEASE SUMMARIZE RMP'S RATE SPREAD PROPOSAL.

240 Noting that the Company requested revenue requirement increase of Α. 241 approximately \$67 million produces a jurisdictional average increase of 242 4.8%³, Company witness William Griffith proposes the following rate 243 spread for the major rate schedules:

244

245 Schedule 1: 4.0% 246 Schedules 23, 6: 5.0% 247 Schedules 8, 9, 10: 6.0%

248 249

250

- IS THE COMPANY'S RATE SPREAD PROPOSAL CONSISTENT WITH Q. THE COS STUDY RESULTS FOR THESE SIX RATE CLASSES?
- 251 Α. No. Table 4 below juxtaposes the Company's proposed rate increases for 252 the major classes with the rate changes shown in Column M of the COS Study Summary Page.⁴ The comparisons are made at the Company's 253 254 requested revenue requirement increase of \$67 million (average rate 255 change =4.8%).

256

257 Table 4

Rate	RMP Proposed	Rate Changes per
Schedules	Rate Spread	RMP COS Results
Schedule 1	4.0%	0.6%
Schedule 23	5.0%	4.60%
Schedule 6	5.0%	3.99%
Schedule 8	6.0%	6.11%
Schedule 9	6.0%	11.87%
Schedule 10	6.0%	21.68%

³ Griffith Direct, Page 2, line 42. The 4.8% reflects the jurisdictional average rate increase for retail classes (excluding special contracts).

⁴ Company witness Craig Paice's Exhibit (CCP-1), Page 2 of 2, Column M.

259	
260	

Table 4 demonstrates that the Company's proposed rate spread does not reflect the levels of class rate increases justified by its own COS study results.

- Q. WHAT IS THE OFFICE'S REACTION TO THE COMPANY'S RATE SPREAD PROPOSAL?
- A. The Office has the following concerns with the Company's rate spread proposal:

(1) The COS results in Table 4 show that Schedule 1 requires a very modest rate increase of 0.6% and Schedule 9 requires a significant rate increase of almost 12.0%. Despite the wide differential in COS results between these two major classes, Mr. Griffith proposes an increase of 6.0% for Schedule 9 and an increase of 4.0% for Schedule 1, which is a relatively small difference of only two percentage points.

(2) Mr. Griffith suggests the relative class relationships (measured by class returns) in the current COS study is similar to that of the last COS study. However, the Commission's order in the most recent case increased Schedule 9 rates by <u>almost double</u> the increase for Schedule 1.⁵ In order to maintain a similar relationship between Schedules 1 and 9 in this case, Schedule 1 would require a smaller increase and Schedule 9 would require a larger increase.

(3) An even more fundamental problem with the Company's spread proposal is its failure to acknowledge the fact that Schedule 9's return has sharply deteriorated since the 2004 rate case and RMP does not offer a constructive rate plan for moving that class towards COS. If the

In Docket No. 08-035-38, the increases for Schedule 1 and Schedule 9 were 2.34% and 4.34%, respectively.

288		Commission were to simply adopt the Company's rate spread proposal
289		without modification, then it would essentially endorse the status quo
290		and do nothing to rebalance the rate relationship between Schedules 1
291		and 9 in this case.
292		
293	IV.	OTHER POLICY ISSUES
294	Q.	WHAT OTHER POLICY ISSUES DO YOU ADDRESS IN THIS SECTION
295		OF YOUR TESTIMONY?
296	A.	I address three other policy issues: the Office's proposed ratemaking
297		treatment of Schedule 25 (Mobile Home Parks); the Office's view of the
298		Company's filed COS Study; and the Office's view of the relationship
299		between the rate spread ordered by the Commission in this case and
300		future cases involving major plant additions.
301		
302		Schedule 25 (Mobile Home Parks)
303	Q.	PLEASE DESCRIBE THE TYPE OF CUSTOMERS TAKING SERVICE
304		UNDER RATE SCHEDULE 25.
305	A.	Schedule 25 is a closed rate schedule involving about 11 mobile home
306		park owners. ⁶ These owners sub-meter tenants for electric service under
307		Residential Schedules 1-3. Schedule 25 includes a customer charge,
308		energy charge and demand charge. Hence, Schedule 25 has a rate
309		structure similar to Schedule 23 (small commercial class) and mobile
310		home park offices taking service since Schedule 25 was closed are served
311		under Schedule 23.
312		
313	Q.	IS IT REASONABLE TO CONTINUE THIS VINTAGE APPROACH TO
314		PRICING ELECTRIC SERVICE TO MOBILE HOME PARK OWNERS?
315	A.	Continuation of differential pricing for mobile park owners under two
316		separate rate schedules does not appear to be sound public policy. The

Schedule 25 has been closed for at least a decade and the same 11 mobile home park owners still take service under this rate schedule. New mobile home parks are provided service under Schedule 23 (mobile home park offices) and Schedules 1-3 (mobile home park residents).

317		Office is unaware of any differences among these consumers other than
318		the time they first took electric service from the Company. Therefore,
319		continuation of Schedule 25 results in different treatment to similarly
320		situated customers. The Office believes it is time to take a fresh look at
321		this issue.
322		
323	Q.	WHAT IS THE OFFICE'S RECOMMENDATIONS FOR SCHEDULE 25?
324	A.	For purposes of this case the Office recommends Schedule 25 receive a
325		rate increase consistent with Schedule 23. Additionally, the Office
326		proposes the small group of mobile home park owners taking service
327		under this schedule be transitioned to Schedule 23 within a short period of
328		time. The Office is interested in the Company's response to this proposal
329		and its view of the feasibility of moving these 11 mobile park owners to
330		Schedule 23 by the next rate case.
331		
332		Company's COS Study
333	Q.	WHAT IS THE OFFICE'S RECOMMENDATION TO THE COMMISSION
334		REGARDING THE USE OF THE COMPANY'S COS STUDY IN THIS
335		PROCEEDING?
336	A.	For purposes of this rate case, the Office relied on the Company's filed
337		COS Study and associated results as a general guide for developing its
338		rate spread proposal and we recommend the Commission do the same.
339		The Office also believes the changes proposed by Mr. Chernick will
340		improve the Company's COS Study and make it a better tool for the
341		Commission to use in setting rates in future proceedings. Consequently,
342		the Office is recommending that the Commission order these changes to
343		be implemented in the next rate case, as stated in Mr. Chernick's
344		testimony.
345		
346		
347		

348		
349		Major Plant Additions
350	Q.	DOES THE COMPANY ADDRESS MAJOR PLANT ADDITIONS AS
351		CONTEMPLATED UNDER THE NEWLY-ENACTED SENTATE BILL 75
352		(UTAH CODE, SECTION 54-7-13.4)?
353	A.	Yes. On Pages 17-18, lines 378-399, of his direct testimony, Mr. Richard
354		Walje addresses major plant additions. In particular, Mr. Walje discusses
355		two projects that meet the threshold \$100 million investment level for RMP
356		to request single-item ratemaking. These two projects are scrubbers at
357		the Dave Johnston Station that are scheduled to be added by May 2010
358		and the Ben Lomond-Terminal Transmission Line Segment that is
359		scheduled to be completed by June 2010. He also identifies other future
360		projects for which the Company plans to seek cost recovery under the
361		provisions of Senate Bill 75.
362		
363	Q.	DOES MR. WALJE OR ANY OTHER COMPANY WITNESS ADDRESS
364		HOW COSTS RELATED TO THOSE PROJECTS WOULD BE
365		ALLOCATED AMONG CUSTOMER CLASSES?
366	A.	No.
367		
368	Q.	WHAT IS THE OFFICE'S VIEW REGARDING THE RATE SPREAD OF
369		PROJECTS FILED UNDER THE AUSPICES OF SENATE BILL 75?
370	A.	The Office believes that until any performance disparities among the
371		customer classes are remedied in general rate cases, rate increases due
372		to major plant addition cases that occur in between rate cases would
373		exacerbate these differences. Therefore, the Office believes that the
374		spread of any costs approved in major plant addition cases should be
375		determined on a case by case basis.
376		
377	Q.	WHAT IS THE OFFICE'S POLICY POSITION ON THIS MATTER?

378	A.	The Office requests the Commission keep in mind these expected major
379		plant additions as it makes its determination of rate spread in this case.
380		The quicker the Commission is able to bring retail classes reasonably
381		close to paying rates that recover allocated costs in general rate cases,
382		the cleaner the slate the Commission will have in addressing rate spread
383		issues in future major plant addition cases.
384		
385	V.	SUMMARY OF RECOMMENDATIONS
386	Q.	PLEASE SUMMARIZE THE OFFICE'S COS AND RATE SPREAD
387		RECOMMENDATIONS IN THIS CASE.
388	A.	The Office recommends the following:
389		
390		1. The Commission should order a rate spread that brings the retail
391		customer classes closer to paying rates that recover their allocated
392		cost of service. As shown in Table 1 in my testimony, the Office
393		recommends the Commission adopt the following rate changes for
394		the major customer classes:
395		
396		Residential Schs. (1, 2, 3) (1.5%) decrease
397		Small Commercial 23 (0.40%) decrease
398		Large Commercial 6 (0.40%) decrease
399		Gen. Serv.(> 1 MW) 8 0% no change
400		Large Industrial 9 3.0% increase
401		Irrigation 10 (0.43%) decrease
402		
403		2. Regarding the revenue requirement change ordered in this
404		proceeding, the Commission should adopt the following rate spread
405		principles in setting rates for the Residential Schedules, Schedule
406		23, Schedule 25 and Schedule 10:
407		

408		The rate increase for the Residential Schedules (1, 2 and 3)
409		should be capped at 1.0%. If the revenue requirement increase in
410		this case is below \$10 million, then the Residential Schedules
411		should not receive any rate increase.
412		At any revenue requirement increase level, Rate Schedule 23
413		should receive a rate increase at or near the jurisdictional average
414		rate increase.
415		Schedule 25 (Mobile Home Parks) should receive the same level
416		of rate increase as Schedule 23.
417		At any revenue requirement increase level, Schedule 10 should
418		receive the jurisdictional average rate increase in this case.
419		
420	3.	The Commission should order that Schedule 25 be eliminated over
421		time and the remaining eleven customers be moved to Schedule
422		23.
423		
424	4.	The Commission should take into consideration the upcoming
425		major plant addition cases in making its rate spread decisions in
426		this case.
427		
428	5.	The Commission should order the Company to implement the
429		changes to the Company's COS Study recommended by Mr.
430		Chernick in his testimony. Mr. Chernick recommends the following
431		changes to the Company's COS Study:
432		
433		Recognize the sharing of service drops by residential customers
434		in multi-family dwellings.
435		Classify a greater percentage of generation plant as energy-
436		related;
437		Classify a greater percentage of non-seasonal purchases as
438		energy-related;

09-035-23

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CCS-5D COS Gimble