

STATE OF NORTH DAKOTA
BEFORE THE NORTH DAKOTA PUBLIC SERVICE COMMISSION

IN THE MATTER OF THE APPLICATION OF
OTTER TAIL POWER COMPANY FOR
AUTHORITY TO INCREASE RATES FOR
ELECTRIC UTILITY SERVICE IN NORTH
DAKOTA

Case No. PU-23-342

**AMENDED DIRECT TESTIMONY OF
KARL R. PAVLOVIC
(amendments highlighted)**

**Submitted on Behalf of
the Advocacy Staff of the
North Dakota Public Service Commission**

June 6, 2024

1 **Q. PLEASE STATE YOUR NAME, POSITION AND BUSINESS ADDRESS.**

2 A. My name is Karl Richard Pavlovic. My business address is 22 Brookes Avenue,
3 Gaithersburg, MD 20877. I am a Senior Consultant with and the Managing Director of
4 PCMG and Associates LLC.

5 **Q. PLEASE DESCRIBE PCMG.**

6 A. PCMG and Associates LLC (PCMG) is an association of experts in economics, accounting,
7 finance, and utility regulation and policy, with over 75 years collective experience
8 providing assistance to counsel and expert testimony regarding the regulation of electric,
9 gas, water, and wastewater utilities. PCMG began operation on January 1, 2015. Most
10 recently PCMG has provided assistance to counsel and/or testimony in regulatory
11 proceedings before Federal Energy Regulatory Commission, the Pennsylvania Public
12 Service Commission, the Arkansas Public service Commission, California Public Utilities
13 Commission, the Massachusetts Department of Public Utilities, the New Jersey Board of
14 Public Utilities, and the Hawaii Public Utilities Commission.

15 **.Q. HAVE YOU PREPARED A SUMMARY OF YOUR QUALIFICATIONS AND**
16 **EXPERIENCE?**

17 A. Yes. Attachment A to my testimony summarizes my qualifications and experience.

18 **Q. HAVE YOU PREVIOUSLY SUBMITTED TESTIMONY IN REGULATORY**
19 **PROCEEDINGS?**

20 A. Yes. Attachment A contains a complete list of my engagements as an expert in matters
21 before state and federal regulatory agencies. I have submitted testimony to the Federal

1 Communications Commission, the Federal Energy Regulatory Commission, the Alaska
2 Public Utilities Commission, the Alberta Utilities Commission, the Corporation
3 Commission of the State of Kansas, the Delaware Public Service Commission, the Hawaii
4 Public Utilities Commission, the Pennsylvania Public Service Commission, the Illinois
5 Commerce Commission, the Maryland Public Service Commission, the Massachusetts
6 Department of Public Utilities, the North Dakota Public Service Commission, the Maine
7 Public Utilities Commission, the California Public Utilities Commission, and the Public
8 Service Commission of the District of Columbia.

9 **Q. IN WHICH PROCEEDINGS HAVE YOU PREVIOUSLY APPEARED BEFORE**
10 **THIS COMMISSION?**

11 A. I appeared on behalf of the North Dakota Public Service Commission Advocacy Staff in
12 Case No. PU-12-813 Application of Northern States Power Company for Authority to
13 Increase Rates for Electric Service in North Dakota, in Case No. PU-17-295 Montana-
14 Dakota Utilities Co. for Authority to Establish Increased Rates for Natural Gas Service,
15 in Case PU-20-441 Application of Northern States Power Company for Authority to
16 Increase Rates for Electric Service in North Dakota, and in Case No. PU-21-381
17 Application of Northern States Power Company for Authority to Increase Rates for
18 Natural Gas Service in North Dakota.

19 **Q. PLEASE SUMMARIZE YOUR QUALIFICATIONS?**

20 A. I received undergraduate and graduate degrees in Philosophy from Yale College and
21 Purdue University. By education and professional experience I have expertise in formal
22 and mathematical logic, statistics, economics, financial analysis, econometrics, and

1 computer modeling. I have knowledge and experience in the areas of commercial and
2 industrial operations in the energy, transportation, and telecommunications industries and
3 am familiar with a wide range of experimental and investigative methods in science and
4 engineering.

5 **Q. PLEASE SUMMARIZE YOUR ELECTRIC AND GAS REGULATORY**
6 **EXPERIENCE.**

7 For most of my career I have performed analyses and submitted testimony regarding
8 electric and gas utility least-cost planning, reliability, cost of service, rate design, and
9 weather-emergency response. Specifically regarding electric utilities, I have testified on:
10 (a) integrated resource planning, (b) class cost of service and rate design, and (c) various
11 infrastructure operating expense and investment recovery mechanisms.

12 **I. PURPOSE AND ORGANIZATION**

13 **Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY?**

14 A. I have been asked by the Commission's Advocacy Staff to address Otter Tail Power's (OTP)
15 assertions and proposals in this proceeding regarding its (1) North Dakota jurisdictional cost
16 of service study, (2) North Dakota class cost of service study, (3) North Dakota class
17 revenue responsibility distribution, and (4) North Dakota rate design.

18 **Q. HAVE YOU PREPARED ANY EXHIBITS IN SUPPORT OF YOUR**
19 **RECOMMENDATIONS?**

20 A. Yes. I have included the following three exhibits:

21 Exhibit KRP-1: OTP JCOSS and CCOSS without Minimum-Size Classification

22 Exhibit KRP-2: OTP CCOSS and Revenue Allocation Rates of Return

23 Exhibit No. KRP-3: Advocacy Staff Class Revenue Allocation

1 **II. SUMMARY OF TESTIMONY AND CONCLUSIONS**

2 **Q. PLEASE SUMMARIZE YOUR TESTIMONY.**

3 A. As detailed below, OTP's North Dakota minimum size system jurisdictional and class cost
4 of services studies, proposed class revenue allocations and proposed tariff rates are
5 inconsistent with the principal of cost causation. Therefore, I recommend that OTP's
6 jurisdictional and class cost of services studies without minimum size system be used as the
7 basis for both class revenue allocation and tariff rate design. Also, OTP's proposed Section
8 5.02 formula rate and Sales Adjustment Rider lack supporting evidence and analysis, and
9 would reduce regulatory efficiency. I recommend the Commission reject both the Section
10 5.02 formula rate and the Sales Adjustment Rider,

11
12 **III. DISCUSSION**

13 **Q. WHAT IS THE RELATIONSHIP BETWEEN COST ALLOCATION AND RATE**
14 **DESIGN/**

15 A. In regulatory theory and practice the relationship between cost allocation and rate design
16 and the utility's recovery of its approved revenue requirement is conceptually simple. If a
17 utility's costs of providing service are not accurately allocated to its rate classes and rate
18 class costs are not accurately reflected in the rate classes' tariff billing charges, then the
19 utility will either over or under recover its costs of service or revenue requirement. The less
20 accurately the costs are reflected in the rate classes' tariff billing charges, the greater the
21 utility's under or over recovery of its costs will be. Regarding electric utilities, the primary
22 drivers of costs are (1) the number of customers served by the utility's production and

1 delivery system, (2) customer demand on the system, and (3) the volume of electric energy
2 delivered to customers.

3 In this proceeding the revenue requirement, class costs and tariff rates at issue
4 concern Otter Tail's electric production, transmission and delivery systems serving North
5 Dakota customers. Consequently, the fundamental issue is whether Otter Tail's proposed
6 customer class cost allocations and tariff rates (1) accurately reflect the customer costs,
7 demand costs, and commodity costs of its customers and (2) thus minimize the likelihood of
8 either under or over recovery of Otter Tail's North Dakota electric revenue requirement.

9
10 **A. OTP'S NORTH DAKOTA JURISDICTIONAL COST OF SERVICE STUDY**

11 **Q. HAVE YOU EXAMINED OTP'S NORTH DAKOTA JURISDICTIONAL COST OF**
12 **SERVICE STUDY.**

13 A. Yes. The testimony¹ and exhibits of Christy L. Petersen present (1) the process² and (2) the
14 top line results³ of the embedded jurisdictional cost of service study (JCOSS) for the
15 forecast year 2024. The JCOSS follows the standard approach of functionalizing,
16 classifying, and then as appropriate directly assigning or allocating the costs to Otter Tail's
17 North Dakota jurisdiction.⁴ The JCOSS itself is part of a single confidential excel file⁵ that
18 also contains the CCOSS and uses the same account functionalizations, classifications, and

¹ Direct Testimony of Christy L. Petersen (Petersen Direct), page 3 line 16 to page 5 line 21; see also Direct Testimony of Amber M. Stalboerger (Stalboerger Direct), page 2 line 4 to page 7 line 14 and Direct Testimony of Christopher E. Byrnes (Byrnes Direct), page 2 line 21 to page 9 line 9.

² Exh. CLP-1, Sch. 2.

³ Exh. CLP-1, Sch. 3.

⁴ Petersen Direct, page 4 line 19 to page 5 line 21.

⁵ Attachment 1 to DR ND-PSC-302_NOTPUBLIC.xlsx.

1 allocators for both cost studies. The JCOSS allocates and directly assigns OTP's
2 functionalized accounts to its Minnesota, South Dakota and North Dakota jurisdictions.⁶

3 **Q. HAVE YOU FOUND ANY ERRORS IN OTP'S TEST YEAR 2024 JCOSS?**

4 A. Yes. The JCOSS uses the minimum size system method to classify and allocate distribution
5 primary and secondary plant and associated O&M expense accounts. As I demonstrate
6 below regarding the CCOSS, there is no basis in theory or practice supporting the use of the
7 minimum-size system method to classify and allocate primary and secondary plant and
8 associated O&M expense accounts in regulatory cost studies.

10 **B. OTP'S NORTH DAKOTA CLASS COST OF SERVICE STUDY**

11 **Q. HAVE YOU EXAMINED OTP 'S NORTH DAKOTA CLASS COST OF SERVICE**
12 **STUDY?**

13 A. Yes. The testimony⁷ and exhibits of Amber M. Stalboerger present (1) the class cost
14 allocation manual⁸ and (2) the top line results of the embedded class cost of service study
15 (CCOSS).⁹ The CCOSS also follows the standard approach of functionalizing, classifying,
16 and then as appropriate directly assigning or allocating the JCOSS North Dakota costs to
17 Otter Tail's North Dakota customer classes.¹⁰ The CCOSS uses allocators based on energy,
18 demand and customer service characteristics.¹¹ As I noted above, the CCOSS uses the
19 minimum-size System method to classify the distribution primary and secondary plant and
20 O&M expense as consisting of both a customer-related component and a demand-related

⁶ Attachment 1 to DR ND-PSC-302_NOTPUBLIC.xlsx, excel columns B - K.

⁷ Direct Testimony of Amber M. Stalboerger (Stalboerger Direct), page 2 line 4 to page 10 line 4.

⁸ Exh. AMS-1, Schs. 2-3.

⁹ Exh. AMS-1, Sch. 6.

¹⁰ Attachment 1 to DR ND-PSC-302_NOTPUBLIC.xlsx, excel columns M - Z.

¹¹ Stalboerger Direct, page 7 line 15 to page 10 line 4 and Exhibit AMS-1, Schedule 2, pages 2-14.

1 component.¹² The customer component is allocated to classes on the number of customers
2 in the classes; the demand component is allocated to classes on coincident and non-
3 coincident demand factors.

4 **Q. WHAT FACILITIES ARE CONTAINED IN OTP'S DISTRIBUTION PRIMARY**
5 **AND SECONDARY PLANT ACCOUNTS?**

6 A. OTP's primary and secondary plant accounts contain costs associated with the overhead and
7 underground wires, supporting structures, line transformers and service lines that connect
8 the distribution system to meters and other installations at customer premises. Typically
9 electric utilities classify service lines as wholly customer-related, but OTP applies the
10 minimum size system method to classify services as well. This is unusual, but not unheard
11 of.

12 **Q. WHAT IS THE MINIMUM-SIZE SYSTEM METHOD OF CLASSIFICATION**
13 **AND ALLOCATION?**

14 A. It is one of two methods for classification of distribution costs that are described in the
15 NARUC Electric Utility Cost Allocation Manual: (1) the minimum-size method,¹³ which
16 OTP uses and (2) the minimum-intercept method.¹⁴ The objective of the minimum-size
17 method is to classify distribution plant and associated operating costs to determine the
18 cost driver of each rate base item and operating cost — namely demand or customers —
19 and allocate the plant and operating costs purportedly consistent with the principle of cost
20 causation. OTP applies the minimum-size method to plant accounts 364, 365, 366, 367,
21 368 and 369 and O&M accounts 580-581, 583-584, 588, 590, 593-595, and 598.

¹² Exhibit CLP-1 Schedule 2, page 5 and Exhibit AMS-1, Schedule 2, pages 15 – 19 (Appendix A-1).

¹³ National Association of Regulatory Utility Commissioners (NARUC) Electric Utility Cost Allocation Manual (NARUC Manual) 1992, pages 90-92.

¹⁴ NARUC Manual, pages 92-94.

1 The minimum-size system method assumes that a minimum-size distribution system can
2 be built to serve the minimum loading requirements of the system's customers.¹⁵ This
3 assumption is addressed below. The NARUC Manual describes how to calculate the
4 minimum size and cost of a given distribution system.¹⁶ The calculated minimum size
5 system costs for each distribution plant type are classified as customer-related and
6 allocated to classes based on the number of customers. The remaining cost of each plant
7 type is classified as demand-related and allocated based on demand.

8 **Q. HAVE YOU IDENTIFIED ANY COST CLASSIFICATION ERRORS IN THE**
9 **CCOSS?**

10 A. Yes. In the classification step, as I noted above, OTP uses the minimum-size system
11 method to classify the primary and secondary portions of distribution plant and associated
12 O&M accounts¹⁷ as both demand-related and customer-related. Classifying any portion of
13 these distribution accounts as customer-related contravenes the principle of cost causation,
14 which is the guiding principle of all regulated utility cost of service studies.¹⁸

15 **Q. WHAT SUPPORT DOES OTP OFFER FOR ITS USE OF THE MINIMUM-SIZE**
16 **METHOD OF CLASSIFICATION?**

17 A. Neither witness Petersen nor witness Stalboerger even mention in testimony the minimum
18 size system method. The only substantive references to OTP's minimum-size system occur
19 in the flow chart depictions of OTP's JCROSS and CCOSS costing process in Exhibit CLP-1,
20 Schedule 2¹⁹ and in Exhibit AMS-1, Schedule 2.²⁰ None of these references provide support

¹⁵ NARUC Manual, page 90.

¹⁶ NARUC Manual, pages 91-92.

¹⁷ Exhibit AMS-1, Schedule 2, pages 15 – 19 (Appendix A-1).

¹⁸ NARUC Manual, pages 12-13.

¹⁹ Exhibit CLP-1, Schedule 2 pages 2-4, 6, 8, 11 and 14.

²⁰ Exhibit AMS-1, Schedule 2, pages 3, 5, 13 and 15-19.

1 or evidence for the assumption that the minimum-size system is a cost causative basis for
2 classification of distribution primary and secondary plant costs and associated O&M
3 expenses.

4 **Q. ARE YOU RECOMMENDING REVISIONS TO OTP'S MINIMUM SIZE SYSTEM**
5 **METHOD USED IN THE CCROSS?**

6 A. No. As I explain below. I am recommending that OTP's minimum size classification of a
7 portion of its distribution costs as customer-related be rejected, because OTP has not
8 provided any quantitative evidence that customers are in fact the cause or driver of any
9 portion of its distribution costs.

10 **Q. IS THE MINIMUM SIZE METHOD COMMONLY USED BY ELECTRIC**
11 **UTILITIES?**

12 A. At the time that the NARUC Manual was written, the minimum-size method was commonly
13 used by electric utilities in North America, hence its inclusion in the NARUC Manual,
14 which has not been revised since 1992. Today, however, it is less used by major electric
15 utilities. For example, none of the Exelon electric operations use the minimum-size method.

16 **Q. IS THE COMMON USE OF THE MINIMUM-SIZE METHOD OF**
17 **CLASSIFICATION RELEVANT TO DETERMINING THE PROPER**
18 **CLASSIFICATION OF DISTRIBUTION SYSTEM COSTS FOR OTP IN THIS**
19 **PROCEEDING?**

20 A. No. Selection of the appropriate classification method(s) for a utility's electric distribution
21 system for costing purposes depends on the specific design and operating characteristics of
22 the distribution system consistent with the principle of cost causation, not on whether other
23 utilities in other jurisdiction use a specific classification method nor on whether the utility

1 has used a specific classification method in prior proceedings. Regulatory costing is a
2 forward-looking exercise. The only relevant question is whether the classification method
3 reflects the cost causation inherent in the design and operation of OTP's distribution system.
4 Again, as I demonstrate below, the minimum-size method of classification does not reflect
5 the design and operation of OTP's distribution system.

6 **Q. WHAT DISTRIBUTION COSTS ARE CAUSED BY CUSTOMERS?**

7 **A.** Principles of Public Utility Rates (Bonbright), the canonical regulatory rate making text,
8 defines electric distribution customer costs as "those operating and capital costs found to
9 vary with the number of customers."²¹ Bonbright points out that the distribution system
10 costs that satisfy this definition are "the minimum service, metering, accounting, etc. costs
11 of connecting another customer or the savings in costs of not connecting the customer," viz.,
12 the costs of the customer equipment recorded in plant accounts 369-371. Thus, this is not an
13 arbitrary or theory-driven definition, but rather a definition based on a practical and
14 empirically verifiable cause – namely, the act of adding a customer to or dropping a
15 customer from the distribution system.

16 **Q. DOES BONBRIGHT ADDRESS THE NARUC MANUAL'S MINIMUM-SIZE AND**
17 **MINIMUM-INTERCEPT CLASSIFICATION OF DISTRIBUTION COSTS?**

18 **A.** Yes. Bonbright describes both methods as assuming "hypothetical" and "phantom"
19 distribution systems that rest on the erroneous assumption that "since [the minimum system
20 costs] vary directly with the area of the distribution system (or else with the lengths of the
21 lines, depending on the type of distribution system), they therefore vary directly with the
22 number of customers," which "makes no allowance for the density factor (customers per

²¹ Principles of Public Utility Rates 1988 (Bonbright), page 490; NARUC Electric Manual, page 90.

1 linear mile or square mile).”²² In simpler terms, the costs of distribution primary and
2 secondary accounts for a given system will be the same if the system serves X number of
3 customers or 2X number of customers. Electric utilities design the components of their
4 distribution system that are upstream of the equipment required to connect a customer to the
5 system to meet the aggregate peak demand of the customers on the system. Otherwise, the
6 utility would not be able to deliver firm service to customers at system peak demand.
7 Regarding the minimum-intercept system, Bonbright adds that a systematic regression
8 analysis found no statistical association between distribution costs and number of
9 customers.²³ I note that I have never seen an analysis of empirical utility data that
10 demonstrates either that distribution system costs vary with the number of customers on a
11 distribution system or that there is a statistically significant correlation between distribution
12 system costs and the number of customers.

13 **Q. DOES OTP DESIGN AND OPERATE ITS DISTRIBUTION SYSTEM TO MEET**
14 **PEAK LOAD?**

15 **A.** Yes. Every regulated utility that offers firm electric service to its customers does and must
16 design and operate the components of its distribution system that are upstream of the
17 customer equipment to meet the peak load. Otherwise, the utility would not be able to
18 provide firm service at peak load.

19 **Q. HOW DOES THE NARUC MANUAL DEFINE DISTRIBUTION CUSTOMER**
20 **COSTS?**

²² Bonbright, page 491.

²³ Bonbright, page 491.

1 **A.** Consistent with Bonbright, the NARUC Manual defines “the customer component of
2 distribution facilities [as] that portion of costs which varies with the number of customers.”
3 The NARUC Manual then immediately follows, however, with a *non-sequitur*, viz., the
4 unsupported assertion that “[t]hus, the number of poles, conductors, transformers, services
5 and meters are directly related to the number of customers on the utility’s system” (emphasis
6 added).²⁴ Note that this is exactly the same assumption debunked by Bonbright above. The
7 number of customers directly causes the amount and costs of the customer equipment, not
8 the amount and cost of the distribution system’s primary and secondary accounts (overhead
9 and underground wires, supporting structures and line transformers). In this regard, the
10 NARUC Manual is simply wrong. The amounts and costs of the facilities recorded in
11 distribution overhead and underground lines are not “directly related to the number of
12 customers.” They are rather directly related to the load or demand of customers.

13 **Q. DOES THE NARUC MANUAL PROVIDE ANY EXPLANATION OR**
14 **DEMONSTRATION THAT A PORTION OF DISTRIBUTION COSTS VARIES**
15 **WITH OR IS CAUSED BY THE NUMBER OF CUSTOMERS?**

16 **A.** No. As I explained above, the NARUC Manual simply assumes without explanation or
17 demonstration that the minimum-size method and the minimum-intercept method identify
18 and quantify a portion of distribution costs that varies with or is caused by the number of
19 customers.

20 **Q. HAS OTP PROVIDED ANY EMPIRICAL QUANTITATIVE EVIDENCE THAT**
21 **ANY PORTION OF ITS DISTRIBUTION SYSTEM COSTS VARY WITH THE**
22 **NUMBER OF CUSTOMERS?**

²⁴ NARUC Electric Manual, page 90.

1 **A.** No.

2 **Q.** **WHAT DO YOU CONCLUDE REGARDING OTP'S USE OF THE MINIMUM-**
3 **SIZE SYSTEM METHOD TO CLASSIFY A PORTION OF ITS DISTRIBUTION**
4 **COSTS AS CUSTOMER-RELATED AND ALLOCATE THOSE COSTS TO**
5 **CUSTOMER CLASSES BASED ON THE NUMBER OF CUSTOMERS?**

6 **A.** As explained above, there is no basis in theory, system design and operation practice, or
7 empirical quantitative data to support OTP's use of the minimum size system method to
8 classify as customer-related any portion of its distribution primary and secondary costs.
9 OTP's distribution costs do not vary with the number of customers – additions and deletions
10 of customers do not cause those costs to increase or decrease. Thus, I conclude that the
11 Company's distribution primary and secondary costs are properly classified as 100 percent
12 demand-related and properly allocated to classes using OTP's demand allocation factors.

13 **Q.** **WHAT IS THE IMPACT ON OTP'S RATE CLASSES OF ELIMINATING THE**
14 **MINIMUM-SIZE CLASSIFICATION OF OTP'S DISTRIBUTION PRIMARY AND**
15 **SECONDARY COSTS IN ITS CCOSS?**

16 **A.** As a general matter, minimum-size classification of distribution costs increases the costs
17 allocated to rate classes with large numbers of customers and decreases costs allocated to
18 rate classes with small numbers of customers. Because the number of customers in a rate
19 class is not a cause or driver of distribution costs, minimum-size classification over allocates
20 costs to rate classes with large numbers of customers and under allocates costs to rate classes
21 with small numbers of customers. The effect of this misallocation of costs can be seen by
22 comparing the class rates of return and relative rates of return calculated by OTP's CCOSS
23 to those calculated by eliminating minimum-size classification from OTP's CCOSS. Table

1 below compares the class rates of return and relative rates of return under OTP's CCOSS with and without minimum-size classification. As can be seen, the CCOSS without minimum-size classification, which allocates distribution costs on demand, results in higher rates of return and relative rates of return for the Residential, Other Public Authorities and Controlled Service Off-Peak rate classes and lower rates of return for the Farm, General Service, Large General Service, Irrigation, Outdoor Lighting, Controlled Service Deferred Load, and Controlled Service Interruptible rate classes.

Table 1 - Comparison of Relative Rate of Return by Rate Class Under Current Rates – CCOSS w/ and w/o Minimum-Size Classification				
	OTP CCOSS w/ Minimum-Size		OTP CCOSS w/o Minimum-Size²⁵	
Customer Classes	Rate of Return on Rate Base²⁶	Relative Rate of Return on Rate Base	Rate of Return on Rate Base	Relative Rate of Return on Rate Base
Residential	1.03%	0.32	2.99%	0.95
Farm	2.97%	0.93	2.09%	0.67
General Service	3.50%	1.09	3.30%	1.05
Large General Service	4.81%	1.50	4.13%	1.32
Irrigation	-1.89%	-0.59	-4.59%	-1.42
Outdoor Lighting	10.78%	3.36	10.02%	3.20
Other Public Authorities	-1.28%	-.040	-1.20%	-0.39
Controlled Service Deferred Load	-1.84%	-0.57	-4.62%	-1.48
Controlled Services Interruptible	4.08%	1.27	0.16%%	0.05
Controlled Service Off Peak	23.33%	7.28	23.37%	7.47
Total Company	3.21%	1.00	3.13%	1.00

²⁵ Exhibit KRP-1

²⁶ Attachment 1 to DR ND-PSC-301_NOTPUBLIC.xlsx, "CCOSS FINAL" tab, excel row 15.

1 **Q. WHAT IS THE PURPOSE OF THE RELATIVE RATE OF RETURN METRIC?**

2 **A.** Relative rate of return is the most metric by which fair cost apportionment is usually
3 measured and evaluated. OTP's CCOSS calculates the overall rate of return for OTP's
4 electric system and the rates of return for each class, but does not calculate relative rates of
5 return. I have calculated class relative rates of return by dividing the class rates of return by
6 the overall rate of return. A class relative rate of return of 1.00 indicates that the class is
7 earning the overall rate of return. A class relative rate of return less than 1.00 indicates that
8 the class is underearning or under recovering its cost of service, i.e., the revenue generated
9 by rates is not covering the full cost of service to the class. A class relative rate of return
10 greater than 1.00 indicates that the class is overearning or over recovering its cost of service,
11 i.e., the revenue generated by rates is more than covering the full cost of service to the class.
12 Relative rates of return are used as a guide for allocating the revenue increase to classes so
13 as to move each class closer to full recovery.

14 **Q. HAVE YOU IDENTIFIED ANY ERRORS IN THE COST ALLOCATORS IN**
15 **OTP'S CCOSS?**

16 **A.** No.

17 **Q. WHAT DO YOU CONCLUDE AND RECOMMEND REGARDING OTP'S CCOSS?**

18 **A.** I conclude that OTP's CCOSS produces results inconsistent with the principle of cost
19 causation, because contrary to the minimum-size method's assumption, the number of
20 customers is neither a cause nor a driver of distribution costs. I also conclude that OTP's
21 CCOSS without minimum-size classification produces results consistent with the principle
22 of cost causation, because demand is both the cause and the driver of OTP's electric system

costs. I recommend that the Commission adopt the CCOSS without minimum-size classification as a guide for determining OTP's class revenue allocation and tariff rates.

C. OTP'S NORTH DAKOTA CLASS REVENUE RESPONSIBILITY DISTRIBUTION

Q. HAVE YOU EXAMINED OTP'S NORTH DAKOTA CLASS REVENUE RESPONSIBILITY DISTRIBUTION?

A. Yes. The testimony²⁷ and exhibits of Amber M. Stalboerger present OTP's class revenue responsibility distribution.²⁸ Witness Stalboerger states that the proposed class revenue responsibilities are based on the CCOSS results but adjusted to meet the objectives of maintaining reasonable rate continuity and mitigating disproportionate or abrupt rate impacts.²⁹ Table 2 shows OTP's proposed revenue allocation and net bill impacts.

Table 2 - OTP Proposed Revenue Allocation and Net Bill Impact³⁰					
Line No.	Class	Total Present Revenues	Total Proposed Revenues	Net Bill Increase	Net Bill Impact
1	Residential	\$58,596,832	\$64,807,623	\$6,210,791	10.60%
2	Farms	3,035,105	3,357,543	322,438	10.62%
3	General Service	44,329,329	49,019,629	4,690,300	10.58%
4	Large General Service	79,991,537	86,326,696	6,335,159	7.92%
5	Irrigation	105,695	117,613	11,918	11.28%
6	Lighting	3,705,988	3,215,029	(490,959)	-13.25%
7	OPA	1,551,133	1,738,362	187,230	12.07%
8	Controlled Service Deferred Load	2,666,277	2,682,814	16,537	0.62%
9	Controlled Service Interruptible	11,230,365	11,298,787	68,422	0.61%
10	Controlled Service Off-Peak	776,948	783,351	6,403	0.82%
11	Total	\$205,989,209	\$223,347,447	\$17,358,238	8.43%

²⁷ Stalboerger Direct, page 18 line10 to page 24 line 10.

²⁸ Exh, AMS-1, Sch. 7 and Tables 5-9.

²⁹ Stalboerger Direct, page 21 line 1 to page 22 line 12.

³⁰ Stalboerger Direct, page 20, Table 6.

Q. HOW DO OTP'S PROPOSED CLASS REVENUE REQUIREMENTS IMPACT CLASS RATES OF RETURN?

A. Table 3 compares the OTP's proposed rates of return and relative rates of return to the CCOSS calculated rates of return and relative rates of return.

Table 3 - Comparison of CCOSS Relative Rate of Return by Rate Class versus OTP Proposed Revenue Requirements				
	OTP CCOSS w/ Minimum-Size		OTP Proposed Class Revenue Requirements	
Customer Classes	Rate of Return on Rate Base³¹	Relative Rate of Return on Rate Base	Rate of Return on Rate Base³²	Relative Rate of Return on Rate Base
Residential	1.03%	0.32	4.05%	0.70
Farm	2.97%	0.93	5.94%	1.02
General Service	3.50%	1.09	6.67%	1.14
Large General Service	4.81%	1.50	7.61%	1.31
Irrigation	-1.89%	-0.59	0.17%	0.03
Outdoor Lighting	10.78%	3.36	7.08%	1.22
Other Public Authorities	-1.28%	-0.040	1.79%	0.31
Controlled Service Deferred Load	-1.84%	-0.57	-1.73%	-0.30
Controlled Services Interruptible	4.08%	1.27	4.28%	0.73
Controlled Service Off Peak	23.33%	7.28	23.98%	4.11
Total Company	3.21%	1.00	5.83%	1.00

Measured by the change in relative rate of return, OTP's revenue allocation moves most of the customer classes towards parity, but there are anomalies regarding the General Service and Controlled Services Interruptible classes. General Service sees a marginal movement away from parity (1.09 to 1.14). Controlled Services Interruptible moves from significantly

³¹ Attachment 1 to DR ND-PSC-301_NOTPUBLIC.xlsx, "CCOSS FINAL" tab, excel row 15.

³² Exhibit KRP-2.

1 above parity to significantly below parity (1.27 to 0.73), reversing over recovery of cost to
2 under recovery of cost.

3 **Q. DO YOU AGREE WITH OTP'S PROPOSED CLASS REVENUE**
4 **REQUIREMENT?**

5 A. No, for two reasons. First, it is based on OTP's minimum-size CCOSS which, as I
6 explained above, is not consistent with or reflective of actual cost causation. Second, it does
7 not reflect the overall revenue requirement and rate of return presented in Advocacy Staff
8 witness Mugrace's testimony.³³

9 **Q. HAVE YOU CALCULATED CLASS REVENUE REQUIREMENTS BASED ON**
10 **WITNESS MUGRACE'S OVERALL REVENUE REQUIREMENT AND OTP'S**
11 **CCOSS WITHOUT MINIMUM-SIZE SYSTEM CLASSIFICATION?**

12 A. Yes. Tables 4 and 5 show, respectively, the rates of return and relative rates of return results
13 of those calculations and the net class bill impacts that result.

³³ Direct Testimony of Dante Mugrace, Schedule DM-4

Table 4 - Comparison of Relative Rate of Return by Rate Class – CCOSS w/o Minimum-Size Classification and PSC Proposed Class Revenue Requirements				
	OTP CCOSS w/o Minimum-Size³⁴		PSC CCOSS Proposed Class Revenue Requirements³⁵	
Customer Classes	Rate of Return on Rate Base	Relative Rate of Return on Rate Base	Rate of Return on Rate Base	Relative Rate of Return on Rate Base
Residential	2.99%	0.95	7.27%	0.97
Farm	2.09%	0.67	6.01%	0.80
General Service	3.30%	1.05	7.59%	1.02
Large General Service	4.13%	1.32	8.76%	1.17
Irrigation	-4.59%	-1.42	2.36%	0.32
Outdoor Lighting	10.02%	3.20	9.71%	1.30
Other Public Authorities	-1.20%	-0.39	5.07%	0.68
Controlled Service Deferred Load	-4.62%	-1.48	1.58%	0.21
Controlled Services Interruptible	0.16%%	0.05	4.21%	0.56
Controlled Service Off Peak	23.37%	7.47	10.76%	1.44
Total Company	3.13%	1.00	7.48%	1.00

Measured by the change in relative rate of return, all of the customer classes move significantly toward parity, i.e., significantly reducing the over and under recovery in each case. None of the customer classes flip from over recovery to under recovery of costs or from under recovery to over recovery of costs.

As can be seen in Table 5, compared to OTP's revenue allocation (Table 2 above), none of the customer classes have net bill impacts that are excessive.

³⁴ Exhibit KRP-1

³⁵ Exhibit KRP-3 AMENDED.

1

Table 5 - PSC Proposed Revenue Allocation and Net Bill Impact³⁶

Line No.	Class	Total Present Revenues	Total Proposed Revenues	Net Bill Increase	Net Bill Impact
1	Residential	\$58,596,832	\$56,166,647	-\$2,430,185	-4.15%
2	Farms	3,035,105	2,930,102	-105,003	-3.46%
3	General Service	44,329,329	43,926,806	-402,523	-0.91%
4	Large General Service	79,991,537	85,584,811	5,593,274	6.99%
5	Irrigation	105,695	96,646	-9,049	-8.56%
6	Lighting	3,705,988	3,922,624	216,636	5.85%
7	OPA	1,551,133	1,471,405	-79,728	-5.14%
8	Controlled Service Deferred Load	2,666,277	2,435,150	-231,127	-8.67%
9	Controlled Service Interruptible	11,230,365	11,497,523	267,159	2.38%
10	Controlled Service Off-Peak	776,948	769,975	-6,973	-0.90%
11	Total	\$205,989,209	\$208,801,690	\$2,812,481	1.37%

2

3 **Q. WHAT DO YOU CONCLUDE AND RECOMMEND REGARDING OTP'S**
4 **REVENUE ALLOCATION?**

5 A. I conclude that OTP's proposed class revenue allocation should be rejected because (1) it is
6 based on a CCOSS that is inconsistent with the principle of cost causation and (2) even on
7 that basis it does not produce consistent movement towards parity in cost recovery. I
8 recommend that the Commission accept Advocacy Staff's class revenue allocation because
9 it based on a CCOSS that is consistent with the principle of cost causation and (2) produces
10 consistent movement towards parity in cost recovery.

11

³⁶ Exhibit KRP-3 AMENDED.

1 **D. OTP'S NORTH DAKOTA RATE DESIGN**

2 **Q. HAVE YOU EXAMINED OTP'S NORTH DAKOTA RATE DESIGN?**

3 A. Yes. The testimony and exhibits of David G. Prazak present (1) the rate design objectives of
4 the proposed rate design and rates,³⁷ (2) the roles that the embedded CCROSS and the
5 marginal cost study results play in the proposed rate design and rates,³⁸ (3) the marginal
6 cost study,³⁹ and (4) OTP's rate proposals.⁴⁰

7 **Q. IN SUMMARY WHAT IS OTP'S RATE DESIGN PROCESS?**

8 A. OTP begins with the embedded cost class revenue requirements developed by witness
9 Stalboerger.⁴¹ In the case of customer classes that have two or more rate classes, the
10 allocation of the customer class revenue requirement to the rate classes is effected by either
11 (1) applying the marginal cost study results or (2) applying the customer class revenue
12 increase to each of the rate classes.⁴² Next the individual rates were restructured in a variety
13 ways to reduce complexity while maintaining flexibility, balance revenue requirement needs
14 and customer needs, and meet changing customer expectations.⁴³ Finally, for each rate class
15 the customer charge was set approximately at marginal cost, a facilities charge was added,
16 and energy and demand charges were derived from the forecast billing determinants and
17 residual revenue requirement.⁴⁴

18 **Q. HAVE YOU FOUND ANY ERRORS IN OTP'S RATE DESIGN?**

³⁷ Direct Testimony of David G. Prazak (Prazak Direct), page 2 line 16 to page 3 line 11.

³⁸ Prazak Direct, page 3 line 12 to page 4 line 28 and page 6 line 21 to page 9 line 19.

³⁹ Prazak Direct, page 4 line 29 to page 6 line 27 and Exh. DGP-1, Schs. 2-3

⁴⁰ Prazak Direct, page 9 line 20 to page 55 line 18, Tables 3-24 and Exh. DGP-1, Sch. 4 and Attachment 1 to DR ND-PSC-601_NOTPUBLIC.xlsx.

⁴¹ Prazak Direct, page 3 line 25 to page 4 line 12.

⁴² Prazak Direct, page 6 line 21 to page 9 line 13 and Table 2.

⁴³ Prazak Direct, page 9 line 20 to page 11 line 34.

⁴⁴ Prazak Direct, page 12 line 1 to page 51 line 7, Tables 3-24, Figures 1-15 and Attachment 1 to DR ND-PSC-601_NOTPUBLIC.xlsx.

1 A. I have found no errors in the process itself.

2 **Q. WHAT DO YOU CONCLUDE AND RECOMMEND REGARDING OTP'S**
3 **REVENUE ALLOCATION?**

4 A. I recommend, however, that OTP's North Dakota rates be based, not on witness
5 Stalboerger's embedded cost class revenue requirements, but rather the embedded cost
6 revenue requirements I recommend above.

7
8 **E. OTP'S OTHER RATE DESIGN PROPOSALS**

9 **Q. ARE THERE OTHER RATE PROPOSALS THAT OTP MAKES?**

10 A. Yes. OTP proposes (1) a Section 5.02 rate formula to recover costs associated with
11 equipment installations under schedules 11.02 Irrigation and 14.02 Bulk Interruptible
12 Service⁴⁵ and (2) a Sales Adjustment Rider that would capture the effect of sales changes
13 on base rate jurisdictional allocations and revenues.⁴⁶

14 **Q. WHAT IS YOUR ASSESSMENT OF THE SECTION 5.02 RATE FORMULA?**

15 A. OTP's current practice is to request changes in this rate in a rate case. OTP proposes to
16 change the Section 5.02 rate to a formula rate that would be billed monthly and updated
17 annually using FERC Form 1 inputs to take account of "changing economic conditions."
18 OTP does not provide in testimony, exhibits or the Section 5.02 tariff (1) the actual
19 formula to be used to update the rate, (2) any substantive evidence regarding the need for
20 such an annual adjustment and (3) any substantive evidence of the probable impact on
21 customers.

⁴⁵ Prazak Direct, page 53 line 2 to page 54 line 13.

⁴⁶ Stalboerger Direct, page 10 line 5 to page 12 line 5 and Exhibit AMS-1 Sch. 4; see also Direct Testimony of Bruce G. Gerhardson, page 21 line 1 to page 25 line 20.

1 **Q. WHAT IS YOUR RECOMMENDATION REGARDING THE PROPOSED**
2 **SECTION 5.02 FORMULA RATE?**

3 A. As a matter of regulatory policy, formula rate cost recovery mechanisms in the interim
4 years between rate cases work against the rate of return regulatory model. Formula rate
5 mechanisms reduce the utility's incentive to devise and implement cost reductions in the
6 face of the "changing economic conditions" referenced by witness Prazak. Instead, the
7 utility simply passes through to customers any increase in costs due to changing
8 economic conditions. Moreover, formula cost recovery mechanisms reduce rather than
9 increase regulatory efficiency by requiring additional Commission processing and
10 oversight of utility filings and rate changes. For all these reasons I recommend that the
11 Commission reject OTP's Section 5.02 formula rate.

12 **Q. WHAT IS YOUR ASSESSMENT OF THE SALES ADJUSTMENT RIDER?**

13 A. The Sales Adjustment Rider is in essence a decoupling mechanism to true-up changes in
14 actual versus forecast revenues on an annual basis by providing to customers rider
15 charges (if actual revenues are less than forecast) or credits (if actual revenues are greater
16 than forecast). As with the Section 5.02 rate formula, OTP does not provide in
17 testimony, exhibits or the Section 5.02 tariff (1) the actual formula to be used to update
18 the rate, (2) any substantive evidence regarding the need for such an annual adjustment
19 and (3) any substantive evidence of the probable impact on customers.

20 **Q. WHAT IS YOUR RECOMMENDATION REGARDING THE PROPOSED SALES**
21 **ADJUSTMENT RIDER?**

22 A. As a matter of regulatory policy, decoupling mechanisms in the interim years between
23 rate cases are problematic. A determination of the justness and reasonableness of

1 decoupling mechanisms depends very much on the details of the true-up calculation and
2 the rider calculation of the charges or credits applied to individual rate classes. As I
3 noted above, none of these details have been provided by OTP. Moreover, decoupling
4 mechanisms reduce rather than increase regulatory efficiency by requiring additional
5 Commission processing and oversight of utility filings and rate changes. For all these
6 reasons I recommend that the Commission reject OTP's Sales Adjustment Rider.

7 **Q. DOES THIS CONCLUDE YOUR TESTIMONY?**

8 A. Yes. However, I reserve the right to submit supplementary testimony on further
9 information received.

North Dakota Proposed 2024 Test Year										
Hard Coded Number	This spreadsheet model requires hard coding of % increase for all classes except general service which is driven by the overall revenue increase required.									
Formula Number										
	North Dakota	Residential	Farms	General Service	Large General Service	Total	OPA	Controlled Service Deferred	Controlled Service Interruptible	Controlled Services Off-Peak
Rate Base	666,283,748	178,993,644	11,549,742	149,790,467	235,875,871	794,619	6,089,886	21,810,134	46,635,092	996,275
	100.00%	26.86%	1.73%	22.48%	35.40%	0.12%	0.91%	3.27%	7.00%	0.15%
Total Available for Return	20,845,603	5,345,215	241,280	4,937,686	9,750,095	(36,504)	(73,379)	(1,006,539)	76,856	232,860
	100.00%	25.64%	1.16%	23.69%	46.77%	-0.18%	-0.33%	-4.63%	0.37%	1.12%
Rate of Return Earned	3.13%	2.99%	2.09%	3.30%	4.13%	-4.59%	-1.20%	-1.02%	0.16%	23.37%
Relative Rate of Return										
Rate of Return Requested	7.85%	0.9545	0.6577	1.0536	1.3212	-1.4694	3.2027	-1.4751	0.0527	7.408
		7.85%	7.85%	7.85%	7.85%	7.85%	7.85%	7.85%	7.85%	7.85%
Operating Income Required	52,303,667	14,051,001	906,655	11,758,552	18,516,286	62,378	478,056	1,712,096	3,660,855	78,208
Total Available for Return	20,845,603	5,345,215	241,280	4,937,686	9,750,095	(36,504)	(73,379)	(1,006,539)	76,856	232,860
Operating Income Deficiency	31,458,064	8,705,787	665,375	6,820,865	8,766,161	98,882	(298,421)	2,718,635	3,583,999	(154,653)
Incremental Taxes	10,155,829	2,810,551	214,808	2,202,028	2,830,042	31,923	(96,941)	877,676	1,157,048	(49,928)
Revenue Increase Required	41,613,893	11,516,337	880,182	9,022,893	11,596,203	130,805	(394,762)	3,596,311	4,741,046	(204,580)
COOSS Percent Increase	22.78%	22.61%	33.36%	23.44%	15.99%	142.36%	-12.52%	53.71%	45.63%	-28.40%
Current Revenue Responsibility										
Present Retail Revenue without Rider Roll-In	182,666,888	50,929,292	2,638,536	38,489,021	72,538,663	91,886	3,151,974	2,379,440	10,389,651	720,325
Revenue Increase Required	41,613,894	11,516,337	880,182	9,022,893	11,596,203	130,805	(394,762)	3,596,311	4,741,046	(204,580)
COOSS - Revenue Responsibility	224,900,782	62,445,629	3,518,718	47,511,915	84,134,865	222,690	2,757,212	5,975,751	15,130,697	515,744
% of Present Revenue (no riders)		27.88%	1.44%	21.07%	39.71%	0.05%	1.73%	0.74%	1.30%	0.39%
COOSS - Percent Responsibility		27.84%	1.57%	21.18%	37.51%	0.10%	1.23%	0.93%	6.75%	0.23%

ND PSC Class Revenue Distribution												
		North Dakota	Residential	Farms	General Service	Total Large General Service	Irrigation	Outdoor Lighting	OPA	Controlled Service Deferred	Controlled Service Interruptible	Controlled Service Off-Peak
Rate Base	DM-1	660,656,681	177,480,630	11,452,113	148,524,304	233,882,037	787,902	13,636,765	6,038,409	21,625,775	46,240,891	987,854
Total Available for Return	DM-1	28,837,854	7,394,582	333,787	6,830,807	13,488,303	-50,500	1,906,373	-101,513	-1,392,449	106,323	322,140
Rate of Return Earned		4.37%	4.17%	2.91%	4.60%	5.77%	-6.41%	13.98%	-1.68%	-6.44%	0.23%	32.61%
Relative Rate of Return		1.000	0.954	0.67	1.05	1.32	-1.47	3.20	-0.39	-1.48	0.05	7.47
Rate of Return Requested	DM-1	7.48%	7.48%	7.48%	7.48%	7.48%	7.48%	7.48%	7.48%	7.48%	7.48%	7.48%
Operating Income Required		49,417,120	13,275,551	856,618	11,109,618	17,494,376	58,335	1,020,030	451,673	1,617,608	3,458,819	73,891
Revenue Increase Required	0	20,579,266	5,880,969	522,831	4,278,811	4,006,073	109,435	-886,343	553,186	3,010,057	3,352,496	-248,248
adjustment 1		2,922,939	588,097	98,338	727,398		60,189	-386,343	276,593	1,505,028	838,124	-285,485
Adjit %		0.19	0.10	0.17	0.17		0.35	1.00	0.50	0.25	1.15	0.50
adjustment 2		17,656,327	4,922,216	255,009	3,719,888	7,010,719	8,881	304,632	131,258	225,968	1,004,139	69,618
adjustment 3												
Sum of Adjustments			5,510,313	354,347	4,447,286	7,010,719	69,071	-581,710	407,851	1,734,997	1,842,263	-215,866
adjusted revenue required		49,417,123	12,904,894	688,135	11,278,093	20,499,022	18,570	1,324,663	306,338	342,548	1,948,586	106,273
Rate of Return		7.48%	7.27%	6.01%	7.59%	8.76%	2.36%	9.71%	5.07%	1.58%	4.21%	10.76%
Relative Rate of Return		1.000	0.972	0.803	1.015	1.172	0.315	1.299	0.678	0.212	0.563	1.438
Rider Revenue-Roll-In		23,302,321	7,667,540	396,569	5,840,308	7,452,874	13,810	554,013	193,033	286,838	840,714	56,623
Present Revenue without Rider Roll-In		182,686,888	50,929,292	2,638,536	38,489,021	72,538,663	91,866	3,151,974	1,358,100	2,379,440	10,389,651	720,325
			27.88%	1.44%	21.07%	39.71%	0.05%	1.73%	1.00%	1.30%	5.69%	0.39%
Total Proposed Revenues		208,801,690	56,166,647	2,930,102	43,926,806	85,584,811	96,446	3,922,624	1,471,405	2,435,150	11,497,323	768,975
Total Present Revenues		205,989,209	58,596,832	3,035,105	44,329,329	79,991,537	105,695	3,705,988	1,551,133	2,666,277	11,230,365	776,948
Net Revenue Increase		2,812,481	-2,430,185	-1,05,003	-402,523	5,593,274	-9,049	216,636	-79,728	-231,127	267,159	-6,973
Net Bill Impact		1.37%	-4.15%	-3.46%	-0.91%	6.99%	-8.55%	5.85%	-5.14%	-8.67%	2.38%	-0.90%