BEFORE THE STATE CORPORATION COMMISSION OF THE STATE OF KANSAS

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In the Matter of the Application of Southern Pioneer Electric Company for Approval to Make Certain Revenue Neutral Changes to its Rate Design.

Docket No. 24-SPEE-415-RTS

DIRECT TESTIMONY

PREPARED BY

KRISTINA A LUKE FRY

UTILITIES DIVISION

KANSAS CORPORATION COMMISSION

April 2, 2024

CONTENTS

| I. INTRODUCTION | 1 |
|--|----|
| II. ANALYSIS | 2 |
| A. Billing Determinants | 2 |
| B. Class Cost of Service | 3 |
| C. Construction of Staff's CCOS | 4 |
| D. Functionalization of Costs | 4 |
| E. Classification of Costs | 6 |
| F. Allocation of Costs to Customer Classes | 8 |
| G. Revenue Allocation to Customer Classes | 11 |
| III. Conclusion | 12 |
| | |

1 I. INTRODUCTION

2 Q. Would you please state your name and business address?

A. My name is Kristina A. Luke Fry. My business address is 1500 Southwest
Arrowhead Road, Topeka, Kansas, 66604.

5 Q. By whom are you employed and in what capacity?

6 A. I am employed by the Kansas Corporation Commission (Commission) as a
7 Managing Auditor.

8 Q. Please describe your educational background and professional experience?

9 A. In December 2014 I earned a master's degree in Business Administration from
10 Washburn University. I also hold a Bachelor of Science degree in Business
11 Administration with a major in accounting from Kansas State University. I began
12 employment with the Commission as a Regulatory Auditor in September 2010 and
13 became a Senior Auditor in July 2013. I assumed my current position in August
14 2015.

Direct Testimony of Kristina A Luke Fry

1 Q. Have you previously submitted testimony before this Commission?

A. Yes. I have submitted written testimony before this Commission on multiple
occasions regarding various regulatory accounting and ratemaking issues. This
work includes testimony filings in over 20 dockets. A list of the other dockets that
encompass this experience is available upon request.

6 Q. What is the purpose of your testimony?

- A. The purpose of my testimony is to review Southern Pioneer Electric Company's
 (Southern Pioneer or Company) Class Cost of Service (CCOS) study, sponsor
 Staff's CCOS study, and recommend the Commission accept Staff's CCOS as a
 reasonable basis for determining existing class rates of return and as a starting point
- 11 for Staff's rate design.

12 Q. How is your testimony organized?

- A. First, I will provide an overview of CCOS studies. I will then discuss Staff's CCOS
 methodology. Finally, I will discuss some key results of Staff's CCOS and explain
 why the Commission should accept Staff's methodology as the appropriate starting
 point for Staff's rate design.
- 17 II. ANALYSIS

18 A. Billing Determinants

- 19 Q. Please explain what billing determinants are and why they are important in a
 20 rate case.
- A. Billing determinants consist of the data needed to generate existing and proposed
 revenues. This data includes the number of customers, demand, and annual volumes
 used by rate block, the tariff rates necessary to generate existing and proposed
 revenues. Billing determinants are essential to constructing a proof of revenue,

- 1 which (1) proves if the Company's revenue requirement can be recovered, and (2)
- 2 provides a comparison of existing rates and proposed rates.
- 3 Q. Did Southern Pioneer propose billing determinants?
- 4 A. Yes, Southern Pioneer proposed billing determinants in its Application.
- 5 Q. Does Staff accept Southern Pioneer' billing determinants?
- 6 A. Yes. Staff accepts Southern Pioneer's billing determinants.
- 7 <u>B. Class Cost of Service</u>
- 8 Q. What is a CCOS study?
- 9 A. A CCOS study is a detailed allocation of a utility's cost to provide service to each
- 10 of its different customer classes.
- 11 Q. What is the purpose of a CCOS study?
- A. The purpose of a CCOS study is to identify and assign the costs a utility incurs in
 providing electric service to the customers who cause those costs.
- 14 Q. Why is it necessary to link the utility's costs to serve to the customers causing
- 15 those costs?
- 16 A. The starting point for rate design is the cost causation principle, which reflects that
 17 the cost causer should be the cost payer.
- 18 Q. How does a CCOS study facilitate the implementation of the cost causation
 19 principle?
- A. By assigning costs to specific customer classes, a CCOS study broadly informs the rate analyst how much it costs the utility to serve each customer class. By using a CCOS study as a starting point and guide for class allocation of the revenue requirement, the rate analyst can begin the rate design process by employing the cost causation principle.

1 <u>C. Construction of Staff's CCOS</u>

2 Q. How are CCOS studies constructed?

A. Electric service costs can be divided into either costs that are directly related to
providing service to a specific customer class or joint and common costs associated
with providing service to multiple rate classes. The costs directly related to
providing service to a specific customer class are directly assigned to that class.
Because the great majority of electricity utility costs cannot be directly assigned to
a class of customers, most of the work in constructing a CCOS involves assigning
the joint and common costs among rate classes using cost apportionment methods.

10 Q. Please explain how joint and common costs are apportioned among Southern 11 Pioneer's rate classes?

A. The three basic steps in the assignment of joint and common costs are
functionalization, classification, and allocation. Since Southern Pioneer witness
Richard Macke explains the construction of a CCOS and because Staff's CCOS is
similar to Southern Pioneer's, Staff's testimony will primarily discuss the
differences between Southern Pioneer's CCOS and Staff's CCOS.

17 **D. Functionalization of Costs**

18 Q. How are costs functionalized?

A. Functionalization consists of grouping costs associated with a facility that performs
 a certain function with the costs of other facilities that perform similar functions.
 The five basic functions or groups used by Southern Pioneer and Staff to allocate
 costs are power supply, transmission, distribution,¹ customer services, and

¹ Southern Pioneer and Staff further breakdown the distribution system into distribution substation, primary line, line transformer, customer service, customer meters, and accounting and customer service.

| 1 | | administration and general costs. The Federal Energy Regulatory Commission's |
|----|----|--|
| 2 | | "Uniform System of Accounts" for electric public utilities provide the accounting |
| 3 | | process used by Southern Pioneer and the accounting process effectively assisted |
| 4 | | parties in functionalizing costs. As a result, Staff agrees with Southern Pioneer's |
| 5 | | initial functionalization of costs. |
| 6 | Q. | How did Southern Pioneer and Staff further functionalize costs? |
| 7 | A. | Southern Pioneer and Staff split administration and general expenses as well as |
| 8 | | miscellaneous expense between Power Supply, Transmission, and Distribution. |
| 9 | | This further functionalizing of costs resulted in the major difference between |
| 10 | | Southern Pioneer's and Staff's eventual allocation of costs between rate classes. |
| 11 | Q. | Please explain how the difference between Southern Pioneer and Staff's |
| 12 | | further functionalization resulted in different rate class allocations. |
| 13 | A. | Staff and Southern Pioneer used different allocators to apportion administrative and |
| 14 | | general expenses and miscellaneous expenses between Power Supply, |
| 15 | | Transmission, and Distribution. Table 1 below shows the results of the different |

16 allocators.

| TABLE 1 | | | | | | |
|---|-------------|-------------------------|-------------|--|--|--|
| Comparison of Staff and Southern Pioneer Functionalization of | | | | | | |
| Administrative and | General Exp | ense and Miscellaneou | ıs Expense | | | |
| Expense Description | Staff | Southern Pioneer | Difference | | | |
| Administrative & Gener | ral | | | | | |
| Power Supply | 1,665,015 | 228,350 | 1,436,665 | | | |
| Transmission | 221,669 | 67,364 | 154,304 | | | |
| Distribution | 396,817 | 1,987,786 | (1,590,969) | | | |
| Subtotal | 2,283,500 | 2,283,500 | | | | |
| Miscellaneous Expense | | | | | | |
| Power Supply | 910,868 | 124,922 | 785,946 | | | |
| Transmission | 121,267 | 36,853 | 84,414 | | | |
| Distribution | 217,084 | 1,087,443 | (870,360) | | | |
| Subtotal | 1,249,218 | 1,249,218 | | | | |

Specifically, Staff allocated approximately 73% of the two categories of expenses to Power Supply while Southern Pioneer allocated only 10% to Power Supply. Staff also allocated more to transmission than Southern Pioneer about 10% by Staff and about 3% by Southern Pioneer. Since Staff and Southern Pioneer had the same totals for each expense category, Staff's allocation of expenses to distribution was significantly less than Southern Pioneer's allocation to distribution, at about 17% for Staff and about 87% for Southern Pioneer.

8 Essentially, Staff allocated these two expenses based on the allocated 9 operations and maintenance expenses. On the other hand, Southern Pioneer 10 allocated Administrative and General Expenses and Miscellaneous Expenses based on a predefined "target overhead percentage" selected by Southern Pioneer of 11 12 10.0% to Power Supply, 2.95% to Transmission, with the remaining 87.05% going 13 to Distribution. Administrative and General, and Miscellaneous Expenses are not 14 easy to allocate to specific categories of expense, but as will be shown in the 15 discussion of classification below, the use of the two different allocators has some, 16 but not a drastic effect on the total allocation of costs.

17 E. Classification of Costs

18 Q. How are the joint and common costs classified?

A. The classification process involves determining whether the costs are more closely
related to the number of customers (Customer), the demand placed on the system
(Demand), or the amount of electricity used by consumers (Energy). Power Supply
is either associated with demand or energy. Transmission is all demand.

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- Distribution is either associated with customer costs or energy. Customer expenses
 are all classified as customer costs under distribution costs.
- The classifications of Southern Pioneer's revenue requirement by Staff and Southern Pioneer are presented below in Table 2. As noted above, when the capacity, energy, and customer costs are combined for Power Supply, Transmission, and Distribution, the differences are all less than 10%.

| TABLE 2 | | | | | |
|--|----------------|------------|-------------|--|--|
| Comparison of Staff and Southern Pioneer Classification of the | | | | | |
| Re | evenue Require | ment | | | |
| | | Southern | | | |
| Classification | Staff | Pioneer | Difference | | |
| Power Supply | | | | | |
| Capacity | 8,685,353 | 7,847,820 | 837,533 | | |
| Energy | 14,363,495 | 12,978,416 | 1,385,079 | | |
| Transmission | | | | | |
| Capacity | 8,506,305 | 8,267,586 | 238,718 | | |
| Distribution | | | | | |
| Capacity | 13,418,336 | 15,299,733 | (1,881,397) | | |
| Customer | 4,458,212 | 5,038,144 | (579,932) | | |
| Combined | | | | | |
| Capacity | 30,609,993 | 31,415,139 | (805,145) | | |
| Energy | 14,363,495 | 12,978,416 | 1,385,079 | | |
| Customer | 4,458,212 | 5,038,144 | (579,932) | | |
| Revenue Requirement | 49,431,700 | 49,431,700 | | | |

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A further example of how similar Staff's and Southern Pioneer's classification results are can be seen in Table 3, below, which shows the same categories as Table 2 but only for the Residential Class. The difference in total revenue requirement allocated to the Residential Service Class between Staff and Southern Pioneer is 2%.

| | TABLE 3 | | | | |
|--|--------------------|------------|------------|--|--|
| Comparison of Staff and Southern Pioneer Classification of the Revenue | | | | | |
| Requireme | nt for the Residen | tial Class | | | |
| | | Southern | | | |
| Classification | Staff | Pioneer | Difference | | |
| Power Supply | | | | | |
| Capacity | 3,871,784 | 3,498,426 | 373,358 | | |
| Energy | 5,236,654 | 4,731,681 | 504,973 | | |
| Transmission | | | | | |
| Capacity | 3,423,476 | 3,549,427 | (125,951) | | |
| Distribution | | | | | |
| Capacity | 5,832,076 | 6,642,045 | (809,968) | | |
| Customer | 2,676,388 | 3,029,113 | (352,725) | | |
| Combined | | | | | |
| Capacity | 13,127,336 | 13,689,897 | (562,561) | | |
| Energy | 5,236,654 | 4,731,681 | 504,973 | | |
| Customer | 2,676,388 | 3,029,113 | (352,725) | | |
| Residential Revenue | 21,040,378 | 21,450,691 | (410,313) | | |
| Requirement | | | | | |

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2 F. Allocation of Costs to Customer Classes

3 Q. How are the classified costs allocated to customer classes?

4 A. The classified costs are allocated to the customer classes using multiple customer class allocators for the different types of classified costs. Capacity costs are 5 6 allocated using a variety of demand allocators. Power Supply capacity costs are separated into summer and winter capacity and each has its own allocator. For 7 8 example, summer demand for regular Residential customers is primarily 9 determined by air conditioning. However, Residential customers who use electric 10 space heating have a much higher winter demand than regular Residential customers without electric space heating. Both Southern Pioneer and Staff use a 11 12 12-CP (Coincident Peak, or the sum of each month's coincidental peak) to allocate transmission costs to each customer class. Southern Pioneer and Staff allocate 13 14 customer costs with a few different customer allocators that have different 1 weighting mechanisms to adjust the number of customers by class. Finally, both 2 Southern Pioneer and Staff use the same energy allocator. 3 There is some difference in the allocators used by Southern Pioneer and 4 Staff, but the difference is small. In some cases, such as energy, Southern Pioneer 5 and Staff use the same allocator. Table 4 on the next page shows the class allocators 6 used by Southern Pioneer and Staff, and as previously stated, there is not much 7 difference in the class allocators between Southern Pioneer and Staff.

| | |] | ABLE 4: | Southern Pion | eer and Staff | Class All | ocators | | | | |
|-------------------------------|--------------|----------|--------------|---------------|---------------|-----------|-----------|----------|-----------|-----------|-----------|
| | Power Supply | | | Distribution | Primary | Line Tr | ansformer | Customer | | Accouting | |
| | | Summer | Winter | Transmission | Substation | Line | | | Service | Meter | & Service |
| Southern Pioneer | Energy | Capacity | Capacity | Capacity | Capacity | Capacity | Capacity | Customer | Customer | Customer | Customer |
| Residential Service | 0.01753 | 0.01357 | 0.02689 | 0.02209 | 0.02209 | 0.02209 | 0.02859 | 0.03032 | 0.03014 | 0.02904 | 0.02904 |
| Residential Space Heating | 0.04304 | 0.03930 | 0.04521 | 0.04204 | 0.04204 | 0.04204 | 0.05612 | 0.16317 | 0.16334 | 0.16434 | 0.16434 |
| General Service Small | 0.40195 | 0.33006 | 0.42502 | 0.37575 | 0.37575 | 0.37575 | 0.31909 | 0.09881 | 0.10226 | 0.12342 | 0.12342 |
| General Service Large | 0.00804 | 0.00623 | 0.01129 | 0.00972 | 0.00972 | 0.00972 | 0.00917 | 0.00269 | 0.00277 | 0.00326 | 0.00326 |
| General Service Space Heating | 0.12487 | 0.06924 | 0.10793 | 0.09104 | 0.09104 | 0.09104 | 0.06304 | 0.00142 | 0.00149 | 0.00194 | 0.00194 |
| Industrial Service | 0.00062 | 0.00013 | 0.00023 | 0.00051 | 0.00051 | 0.00051 | 0.00751 | 0.00379 | 0.00383 | 0.00403 | 0.00403 |
| Water Pumping Service | 0.00971 | 0.01548 | 0.00316 | 0.00877 | 0.00877 | 0.00877 | 0.01132 | 0.00356 | 0.00374 | 0.00484 | 0.00484 |
| Irrigation Service | 0.00001 | 0.00000 | 0.00003 | 0.00002 | 0.00002 | 0.00002 | 0.00020 | 0.00024 | 0.00024 | 0.00023 | 0.00023 |
| Temporary Service | 0.00000 | 0.00000 | 0.00000 | 0.00000 | 0.00000 | 0.00000 | 0.00000 | 0.00000 | 0.00000 | 0.00000 | 0.00000 |
| Lighting | 0.00816 | 0.00000 | 0.00757 | 0.00613 | 0.00613 | 0.00613 | 0.00348 | 0.00540 | 0.00537 | 0.00517 | 0.00517 |
| | | | | | | | | | | | |
| Power Supply | | | Distribution | Primary | Line Tr | ansformer | Customer | | Accouting | | |
| | | Summer | Winter | Transmission | Substation | Line | | | Service | Meter | & Service |
| Staff | Energy | Capacity | Capacity | Capacity | Capacity | Capacity | Capacity | Customer | Customer | Customer | Customer |
| Residential Service | 0.36458 | 0.51243 | 0.35877 | 0.40246 | 0.43386 | 0.43386 | 0.48534 | 0.68471 | 0.68065 | 0.65576 | 0.65576 |
| Residential Space Heating | 0.01753 | 0.01357 | 0.02689 | 0.01962 | 0.02376 | 0.02376 | 0.02859 | 0.03032 | 0.03014 | 0.02904 | 0.02904 |
| General Service Small | 0.04304 | 0.03930 | 0.04521 | 0.04179 | 0.03800 | 0.03800 | 0.05612 | 0.16317 | 0.16334 | 0.16434 | 0.16434 |
| General Service Large | 0.40195 | 0.33006 | 0.42502 | 0.39168 | 0.34703 | 0.34703 | 0.31909 | 0.09881 | 0.10226 | 0.12342 | 0.12342 |
| General Service Space Heating | 0.00804 | 0.00623 | 0.01129 | 0.00868 | 0.01068 | 0.01068 | 0.00917 | 0.00269 | 0.00277 | 0.00326 | 0.00326 |
| Industrial Service | 0.12487 | 0.06924 | 0.10793 | 0.10638 | 0.10746 | 0.10746 | 0.06304 | 0.00142 | 0.00149 | 0.00194 | 0.00194 |
| Water Pumping Service | 0.02148 | 0.01355 | 0.01391 | 0.01719 | 0.01986 | 0.01986 | 0.01614 | 0.00588 | 0.00617 | 0.00795 | 0.00795 |
| Irrigation Service | 0.00971 | 0.01548 | 0.00316 | 0.00825 | 0.01336 | 0.01336 | 0.01132 | 0.00356 | 0.00374 | 0.00484 | 0.00484 |
| Temporary Service | 0.00001 | 0.00000 | 0.00003 | 0.00003 | 0.00018 | 0.00018 | 0.00020 | 0.00024 | 0.00024 | 0.00023 | 0.00023 |
| Lighting | 0.00816 | 0.00000 | 0.00757 | 0.00356 | 0.00356 | 0.00356 | 0.00348 | 0.00540 | 0.00537 | 0.00517 | 0.00517 |

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9 Q. How different are the class allocations of the revenue requirement between

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Southern Pioneer's and Staff's CCOS?

11 The allocations are similar. Table 5 below compares the allocations of the revenue A.

12 requirement between Southern Pioneer's and Staff's CCOS. The only classes where

the difference between Southern Pioneer's and Staff's allocation of the revenue 13

14 requirement are greater than 5% are Municipal Power Service, Temporary Service,

- 1 and Lighting. For these classes, the largest difference in revenue requirement
- 2 allocation between Southern Pioneer and Staff is approximately 10%.

| | TABLE 5 | | | | | |
|---|------------|------------|------------|--|--|--|
| Class Cost of Service Allocation of the Revenue Requirement to Rate Classes | | | | | | |
| | Southern | | | | | |
| Rate Class | Staff | Pioneer | Difference | | | |
| Residential Service | 21,040,378 | 21,450,691 | (410,313) | | | |
| Residential Space Heating | 998,411 | 1,029,320 | (30,909) | | | |
| General Service Small | 2,534,204 | 2,592,792 | (58,588) | | | |
| General Service Large | 17,538,515 | 17,182,421 | 356,094 | | | |
| General Service Space Heating | 409,469 | 418,634 | (9,165) | | | |
| Industrial Service | 4,771,760 | 4,565,953 | 205,807 | | | |
| Municipal Power Service | 73,239 | 80,967 | (7,728) | | | |
| Water Pumping Service | 883,160 | 860,794 | 22,365 | | | |
| Irrigation Service | 467,099 | 471,290 | (4,191) | | | |
| Temporary Service | 2,282 | 2,423 | (141) | | | |
| Lighting | 713,183 | 776,415 | (63,232) | | | |
| Total | 49,431,700 | 49,431,700 | | | | |

4 Q. Do CCOS studies have any limitations?

A. Yes. First, CCOS studies are a mixture of art and science. They are not exact. A
substantial number of subjective judgments must go into the production of any
CCOS study. Second, because all CCOS studies are based on allocation
mechanisms that are approximations of structural cost relationships, the CCOS
studies must themselves be viewed as approximations. Third, a CCOS is a static
snapshot of a dynamic process. Over time, structural cost relationships have
changed and are expected to change in the future.

12 Thus, a rate analyst should be cautious when using a CCOS study to help 13 determine class revenue allocations. The limitations of CCOS studies are 14 important factors to consider when using a CCOS study to allocate the revenue 15 requirement to the rate classes. However, because the class allocations of the

³

- 1 revenue requirement by Southern Pioneer and Staff are as similar as they are, there
- 2 is some added confidence that the class allocations are reasonable.
- 3 G. Revenue Allocation to Customer Classes
- 4 Q. How did Staff allocate class revenue?
- 5 A. Table 6 below has the present revenue collected from the retail rate classes and the
- 6 CCOS allocation of the revenue requirement. In addition, the table has the
- 7 difference between the revenue collected and the CCOS allocation of the revenue
- 8
- requirement and the percentage of that the difference is the CCOS allocation.

| TABLE 6 | | | | | | | |
|--|----------------------|------------|-------------|---------|--|--|--|
| Revenue Requirement Allocation to Customer Classes Based on Staff's CCOS | | | | | | | |
| | Revenue at Revenue | | | | | | |
| Rate Class | Present Rates | per CCOS | Difference | Percent | | | |
| Residential Service | 19,490,617 | 21,040,378 | 1,549761 | 8.0% | | | |
| Residential Space Heating | 871,704 | 998,411 | 126,707 | 14.6% | | | |
| General Service Small | 2,414,833 | 2,534,204 | 119,371 | 5.0% | | | |
| General Service Large | 18,633,902 | 17,538,515 | (1,095,387) | -5.9% | | | |
| General Service Space Heating | 318,159 | 409,469 | 91,310 | 28.8% | | | |
| Industrial Service | 5,102,897 | 4,771,760 | (331,137) | -6.5% | | | |
| Municipal Power Service | 39,233 | 73,239 | 34,005 | 87.1% | | | |
| Water Pumping Service | 944,801 | 883,160 | (61,641) | -6.6% | | | |
| Irrigation Service | 490,626 | 467,099 | (23,527) | -4.8% | | | |
| Temporary Service | 1,301 | 2,282 | 981 | 75.8% | | | |
| Lighting | 1,123,625 | 713,183 | (410,442) | -36.7% | | | |
| Total | 49,431,700 | 49,431,700 | 0 | | | | |

9 Table 6 shows that some classes are over collecting revenue, such as General
10 Service Large, Industrial, Water Pumping, Irrigation, and Lighting. In most cases,
11 the over or under collection is relatively small.

12 Q. Why are these results important?

13 A. This information can be used by the rate analyst as a guide for identifying which

14 customer classes to consider for revenue adjustments when designing rates. Staff

15 witness, Dr. Robert Glass, sponsors Staff's revenue allocation and rate design.

| 1 | | III. CONCLUSION |
|---|----|---|
| 2 | Q. | What are Staff's recommendations for revenue requirement allocation? |
| 3 | A. | Staff recommends that the Commission accept Staff's CCOS as a reasonable basis |
| 4 | | for determining existing class rates of return and as a starting point for Staff's rate |
| 5 | | design. |
| 6 | Q. | Does this conclude your testimony? |

A. Yes. Thank you. 7

COUNTY OF SHAWNEE

) ss.

VERIFICATION

Kristina Luke Fry, being duly sworn upon her oath deposes and states that she is a Managing Auditor for the Utilities Division of the Kansas Corporation Commission of the State of Kansas, that she has read and is familiar with the foregoing *Direct Testimony*, and attests that the statements contained therein are true and correct to the best of her knowledge, information and belief.

Kristina Luke Fry

Managing Auditor State Corporation Commission of the State of Kansas

Subscribed and sworn to before me this day of March, 2024.

Notary Public

My Appointment Expires:

4/28/25

NOTARY PUBLIC - State of Kansas ANN M. MUF

CERTIFICATE OF SERVICE

24-SPEE-415-TAR

I, the undersigned, certify that a true and correct copy of the above and foregoing Direct Testimony was served via electronic service this 2nd day of April, 2024, to the following:

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24-SPEE-415-TAR

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1st Ann Murphy

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