

**BEFORE THE STATE CORPORATION COMMISSION  
OF THE STATE OF KANSAS**

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**REBUTTAL TESTIMONY**

**OF**

**LARRY WILKUS**

**WESTAR ENERGY, INC.**

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**DOCKET NO. 18-WSEE-328-RTS**

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**I. INTRODUCTION**

1

2 **Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.**

3 A. Larry Wilkus.

4 **Q. ARE YOU THE SAME LARRY WILKUS WHO SUBMITTED**  
5 **DIRECT TESTIMONY IN THIS DOCKET?**

6 A. Yes.

7 **Q. WHAT IS THE PURPOSE OF YOUR REBUTTAL TESTIMONY?**

8 A. I will provide a summary of the adjustments by other parties that we  
9 accept as well as the effect of the this rate review of the agreements  
10 that were reached by the parties and approved by the Commission  
11 in its order in Docket No. 18-KCPE-095-MER (the "Merger Docket")  
12 approving the merger of Westar and Great Plains (the agreement will  
13 be referred to herein as the "Merger Agreement"). Westar witness  
14 Greg Greenwood discusses the specific details of the merger

1 impacts in his rebuttal testimony. I will also provide rebuttal  
2 testimony on weather normalization and customer annualization  
3 adjustments and address:

- 4 • various adjustments related to our newest wind farm, Western  
5 Plains,
- 6 • Kroger's proposed treatment of our revenue loss associated  
7 with the end of the power sale to Mid-Kansas Electric  
8 Company ("MKEC") and the end of the Jeffrey Energy Center  
9 ("JEC") lease,
- 10 • Staff's and the Citizens' Utility Ratepayer Board's ("CURB's")  
11 proposed treatment of royalty payments and payments in lieu  
12 of taxes ("PILOT"),
- 13 • use of the Retail Energy Adjustment Clause ("RECA") as the  
14 preferred recovery mechanism for the MKEC contract along  
15 with the JEC lease and NDT funding increase,
- 16 • recovery of costs related to pilot programs,
- 17 • the allocation of tax credits.

18 I will also confirm Staff's calculations of the bill credit  
19 associated with the Tax Cut and Jobs Act ("TCJA") and provide our  
20 response to Staff's position concerning proposed changes to our  
21 General Terms and Conditions ("GT&C") related to direct buried  
22 cable.

23 **II. SUMMARY OF AGREED-UPON ADJUSTMENTS**

24 **Q. PLEASE PROVIDE A LIST OF THE ADJUSTMENTS WHICH**  
25 **WESTAR IS NOT CONTESTING AND ADJUSTMENTS WHICH**  
26 **IMPLEMENT PROVISIONS OF THE SETTLEMENT REACHED IN**  
27 **THE "MERGER DOCKET.**

1       A.     When making adjustments to our filing to implement elements of the  
2             settlement in the Merger Docket, Westar’s revenue requirement  
3             becomes a reduction of \$36.7 million for Step 1 followed by a \$12.7  
4             million increase in Step 2 for a net base rate decrease of \$24.0  
5             million. The second step items reflect base rate treatment for  
6             expiring Production Tax Credits (“PTCs”) and Retail Energy Cost  
7             Adjustment (“RECA”) recovery for the MKEC contract expiration. In  
8             addition, Westar accepts Staff’s position of RECA recovery for the  
9             JEC lease in Step 2. As such, Step 2 base rates would be reduced  
10            by another \$8.3 million to \$4.4 million. This results in a net base rate  
11            decrease of \$32.3 million. Table 1 is a list of Staff adjustments  
12            Westar is not contesting.

Table 1

<b>Adj. No.</b>	<b>Description</b>	<b>Effect on Rate Base or Operating Income</b>
RB-1	Western Plains Wind Farm - ADIT on PTC's	(20,324,502)
RB-2	Western Plains Wind Farm - Net Book Value of Plant	(405,029,711)
RB-3	Reverse Pension Plan Rate Base - Correction	24,177,813
RB-4	Analog Meter Retirements	5,462,584
RB-6	Rate Base Reduction Update - True-up Cost Free Items	1,624,705
RB-7	Reverse Elimination Adjustment	(1,258,941)
IS-4	Western Plains Wind Farm Removal	(20,611,366)
IS-5	Western Plains Wind Farm Levelized amount	(24,432,631)
IS-7	Pension & Postretirement Benefit Tracker - True-up/Amortization Upd	(821,219)
IS-8	Analog Meter Retirements	1,440,899
IS-9	Property Tax Surcharge Revenue	(379,069)
IS-12	Distributed Generation Docket Amort.	234,964
IS-13	Customer Deposits	21,994
IS-16	Donations	118,554
IS-17	Advertising	61,564
IS-19	SmartStar	85,029
IS-20	Insurance Premiums - True-up	1,011,694
IS-21	Credit Card Expense	(66,744)
IS-23	IT Service Agreements	248,951
IS-24	Knock and Collect	(218,215)
IS-26	Reg. Asset Grid Security	196,116
IS-28	State Line Regulatory Liability Amort.	(1,202,316)
IS-29	Payroll to March 31, 2018	5,447,234
IS-30	Benefits to March 31, 2018	(67,856)
IS-31	Merger Savings	6,726,984
IS-34	JEC 8% - Lease	8,330,916
IS-35	Wind Farm PTCs	(9,770,859)

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**III. WESTERN PLAINS WIND FARM**

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**Q. WHAT ISSUES DO YOU ADDRESS CONCERNING THE**

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**WESTERN PLAINS WIND FARM (“WESTERN PLAINS”)?**

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**A.** In our filing, in order to address concerns of intergenerational equities

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that can arise under traditional ratemaking, we proposed, as an

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alternative to our filed position, to recover the costs associated with

1 Western Plains on a levelized basis. I will respond to Staff witness  
2 Mr. Grady's testimony concerning the mechanics of implementing  
3 this approach and his proposal to apply a performance standard to  
4 recovery. I will also respond to CURB witness Ms. Crane's testimony  
5 that we treat Western Plains as a purchased power agreement  
6 ("PPA") and recover its costs on a per MWh basis when the wind  
7 farm produces energy.

8 **Q. WHAT IS STAFF'S POSITION CONCERNING WESTERN**  
9 **PLAINS?**

10 A. Staff witness Mr. Grady recommends use of the levelized revenue  
11 requirement approach we proposed as an alternative in this  
12 application. However, he also recommends that we be required to  
13 calculate the annual benefit actually produced by Western Plains for  
14 customers at the time of each future rate review and that such  
15 calculation be the basis of a potential limitation on the future levelized  
16 revenue requirement.<sup>1</sup>

17 **Q. WHAT IS THE PURPOSE OF THE LEVELIZED RATE AND THE**  
18 **RELATED REGULATORY ASSET/LIABILITY ACCOUNT?**

19 A. The purpose of the levelized rate and the related regulatory  
20 asset/liability account is to ensure that Westar recovers over the 20-  
21 year period the same amount as it would under traditional  
22 ratemaking.

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<sup>1</sup> Grady Direct Testimony, at 15-16.

1       **Q.     DO YOU AGREE WITH STAFF’S PROPOSAL?**

2       A.     We agree with the use of the levelized revenue requirement with only  
3             one small adjustment which I will discuss later in my rebuttal  
4             testimony. However, we do not agree with Mr. Grady’s proposal to  
5             limit recovery of the cost of the investment or operating cost of the  
6             plant. Mr. Greenwood and Mr. Bridson discuss Mr. Grady’s cost  
7             recovery limitation proposal further in their testimony. We also  
8             oppose the proposal on the ground that it is inconsistent with the  
9             prohibition on retroactive ratemaking long recognized by the  
10            Commission and courts.

11       **Q.     FROM AN ACCOUNTING STANDPOINT, WHAT WOULD BE  
12             REQUIRED TO IMPLEMENT THE LEVELIZED REVENUE  
13             REQUIREMENT?**

14       A.     Specific items need to be addressed and memorialized in an  
15             accounting order or the rate review order if the Commission  
16             determines the alternative rate making approach of levelizing the  
17             revenue requirement for Western Plains be implemented as we  
18             proposed and Staff accepted as preferable. Those items to be  
19             addressed and memorialized are:

- 20             1.     The cost of service related to Western Plains to be included  
21                 in the levelized amount.
- 22             2.     The costs determined to be included in the levelized  
23                 calculation need to be removed from all future rate cases and  
24                 handled through the levelized calculation for the duration of  
25                 the 20-year levelized time-period.
- 26             3.     The levelized time-period is 20-years.

- 1           4.     The carrying charge needs to equal the authorized rate of  
2           return.
- 3           5.     The authorized rate of return should be stated for this  
4           alternative rate making proposal.
- 5           6.     At each future rate case, an updated calculation, which will re-  
6           establish the levelized revenue requirement will be computed  
7           and implemented.
- 8           7.     The updated annual levelized revenue requirement amount  
9           would account for the current regulatory asset/liability, which  
10          includes the update from past activity related to energy  
11          production levels versus the assumed capacity factor, O&M  
12          levels versus those used in the past levelization calculations  
13          and the then projected revenue requirement over the  
14          remaining levelization period with inclusion of the regulatory  
15          asset/liability considered with the goal of having no remaining  
16          regulatory asset/liability at the end of the 20-year period.
- 17          8.     The amortization period of any remaining regulatory liability or  
18          asset over a reasonable period of time after the 20-year  
19          levelized time-period concludes.
- 20          9..    To sunset the alternative rate making for Western Plains  
21          during the rate review after the levelized time-period  
22          concludes and customers would then enjoy the benefits of the  
23          remaining service life, paying for only the incremental cost of  
24          operating the wind farm (return on and of capital  
25          improvements, O&M, etc.).

26           **Q.     CAN YOU PROVIDE AN EXAMPLE OF HOW THE ACCOUNTING**  
27           **WOULD WORK?**

28           A.     Yes.   On a quarterly basis, the levelized revenue requirement for  
29           Western Plains established in this case would be compared to the  
30           revenue requirement for Western Plains using traditional rate-  
31           making.  If the levelized revenue requirement is greater than the  
32           traditional revenue requirement, a regulatory liability with a carry  
33           charge equal to the authorized rate of return is booked.  Conversely,

1 if the levelized revenue requirement is less than the traditional  
2 revenue requirement, a regulatory asset or a reduction to the  
3 regulatory liability balance with the appropriate carry charge is  
4 booked. Illustrative examples of the accounting can be found in Mr.  
5 Bridson's direct testimony (Figure 5 and Figure 6), and numeric  
6 examples can be found in Mr. Grady's direct testimony (Staff Exhibit  
7 JTG-2).

8 The accounting is designed to simulate traditional rate-making  
9 from a GAAP reporting perspective with one exception. Based on  
10 accounting standard 980-340, the levelization of Western Plains  
11 would be considered a "phase-in-plan." Phase-in-plan rules will  
12 prevent Westar from booking a regulatory asset, for GAAP  
13 accounting purposes, during the first few years Western Plains is  
14 reflected in rates, because the traditional revenue requirement will  
15 be greater than the levelized revenue requirement. However, this  
16 does not change the regulatory construct of the mechanism.

17 The levelized approach works for Western Plains from both a  
18 regulatory and GAAP accounting perspective because of the nature  
19 of a wind farm's revenue requirement being affected by production  
20 tax credits.

21 **Q. DO YOU ACCEPT MR. GRADY'S EXHIBIT JTG-2, THAT**  
22 **REFLECTS THE LEVELIZED REVENUE REQUIREMENT OF**  
23 **WESTERN PLAINS WIND FARM?**

1 A. Yes, with one small exception. Exhibit JTG-2 reflects Westar's  
2 updated capital structure provided in response to data request KCC-  
3 159, and reflects a 9.3% ROE as stated in the Non-Unanimous  
4 Settlement Agreement in Docket 18-KCPE-095-MER. However,  
5 Exhibit JTG-2 did not reflect the update to Westar's cost of debt  
6 provided in response to KCC-159. Attached is Exhibit LMW-5, which  
7 includes the updated cost of debt. This update results in a levelized  
8 revenue requirement of \$24,374,720, which is a difference of only  
9 \$25,949.

10 **Q. WHAT IS CURB WITNESS MS. CRANE'S PROPOSAL?**

11 A. CURB witness Ms. Crane recommends that the wind farm be  
12 excluded from rate base and its costs recovered as though the  
13 energy it generates is being acquired by Westar through a PPA. She  
14 proposes that all energy generated by Western Plains be recovered  
15 through Westar's fuel clause at a levelized price of \$21.91 per MWh.

16 **Q. DO YOU OBJECT TO MS. CRANE'S PROPOSAL?**

17 A. Yes.

18 **Q. WHY?**

19 A. The levelized revenue approached suggested by Westar as an  
20 alternative rate making mechanism and supported by Staff Witness,  
21 Mr. Grady, is cash flow neutral to customers and earnings neutral to  
22 shareholders as compared to traditional ratemaking, which allows for

1 the full recovery “on” and “of” a prudent investment. Mr. Grady  
2 states,

3 The goal of this approach would be to ensure that the  
4 levelized revenue requirement resulted in a Regulatory  
5 Asset/Liability balance that was as close to zero as  
6 possible at the end of 20 years and to ensure that  
7 Westar is not over-recovering or under-recovering its  
8 revenue requirement for Western Plains.

9 Grady Direct, at p. 18.

10 Ms. Crane’s proposal would not allow for the full recovery “on”  
11 and “of” the investment in Western Plains if Western Plains does not  
12 perform to expectations – whether the failure is due to turbine  
13 performance, wind conditions experienced, market conditions, or a  
14 natural disaster – and result in a future disallowance of some portion  
15 of the investment. In addition, Ms. Crane’s proposal does not allow  
16 for the levelized revenue requirement to be reviewed and updated at  
17 future rate proceedings where significant changes to the cost of  
18 capital or depreciation rates could be updated. Ms. Crane essentially  
19 would like customers to receive both the benefits of a PPA and the  
20 benefits of ownership after a traditional PPA would terminate, without  
21 any of the risks.

22 **Q. DO YOU OBJECT TO HAVING WESTERN PLAINS RECOVERED**  
23 **THROUGH THE RETAIL ENERGY COST ADJUSTMENT (RECA)?**

24 A. Yes. We agree with Staff that Western Plains should be recovered  
25 through base rates. Shifting recovery of Western Plains to the RECA

1 would require significant modification of the RECA and could result  
2 in under-recovery of the Western Plains investment.

3 Managing the levelized revenue requirement through the  
4 RECA would unnecessarily add complexity to the process beyond  
5 just accounting for the levelized revenue requirement in base rates  
6 as proposed by Westar and Staff.

7 **IV. MKEC REVENUE**

8 **Q. WHAT IS THE MKEC ADJUSTMENT?**

9 A. We requested that the Commission in a second phase of this  
10 proceeding recognize the expiration of a wholesale power sale to  
11 Mid-Kansas Electric Company (“MKEC”) that will end on January 3,  
12 2019. This sale is tied to our lease of 8% of the Jeffrey Energy  
13 Center (“JEC”) that expires at the same time. The adjustment  
14 reflects costs associated with the lease payment as well as return on  
15 and of an allocated portion of improvements to the 8% leased  
16 property and JEC operations and maintenance expense that are part  
17 of the wholesale contract, but excluded from the JEC lease.

18 **Q. WHAT IS KROGER’S PROPOSAL WITH REGARD TO WESTAR’S**  
19 **MKEC ADJUSTMENT?**

20 A. Kroger witness Mr. Higgins argues that the adjustment should be  
21 rejected as an out-of-period adjustment. Alternatively, he proposes  
22 that if the Commission accepts the adjustment, that the Commission  
23 should adjust Westar’s expenses by removing costs he calculates as

1 being associated with the 8% share of JEC used to serve the MKEC  
2 contract.

3 **Q. DO YOU AGREE WITH MR. HIGGINS' PROPOSAL?**

4 A. No.

5 **Q. PLEASE EXPLAIN.**

6 A. We have proposed a two-step process to reflect significant known  
7 and measurable changes occurring after the operation of law date in  
8 order to avoid the need to file a second rate case immediately upon  
9 the implementation of rates in this matter. This two-step process is  
10 what made the five-year rate moratorium related to the approved  
11 Merger Docket possible. The expiration of the MKEC contract – a  
12 loss of \$41.5 million in annual revenues – is one of those significant  
13 changes and will occur in January 2019. However, given the need  
14 to file a rate application to reflect the effect of the TCJA and other  
15 costs in early 2018, this approach seemed a reasonable way to avoid  
16 multiple rate review filings and also facilitate the Merger Docket-  
17 related moratorium. I would note that Staff, CURB and other parties  
18 agreed to this approach in the settlement in the Merger Docket and  
19 in testimony in this proceeding.<sup>2</sup> Mr. Higgins and other witnesses  
20 address the treatment of other aspects of the MKEC contract and the  
21 JEC lease. Westar witness Mr. Bridson addresses those arguments  
22 in his rebuttal testimony.

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<sup>2</sup> Grady Direct Testimony, at 8.

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**V. TAX CUT AND JOBS ACT BILL CREDIT**

**Q. STAFF WITNESS MR. GRADY ADDRESSED THE TCJA. DO YOU AGREE WITH HIS TESTIMONY CONCERNING THE APPROPRIATE LEVEL OF BILL CREDIT RELATED TO THE TCJA?**

A. Yes. We agree with his calculation of the bill credit of \$50,027,522 which includes interest of \$320,305 that he quantified and discussed in his testimony.

**Q. DO YOU AGREE WITH STAFF’S RECOMMENDATION ON HOW TO DISTRIBUTE THE BILL CREDITS?**

A. Yes. The bill credit will be distributed as shown in Staff witness Dr. Glass’s testimony.

**VI. PAYMENTS IN LIEU OF PROPERTY TAXES AND ROYALTY PAYMENTS**

**Q. WHAT ARE WESTAR’S PROPOSALS FOR PAYMENTS IN LIEU OF PROPERTY TAXES AND ROYALTY PAYMENTS?**

A. We proposed in our original application to remove wind generation Payments in Lieu of Taxes (PILOT) and royalty payments from test year operating expense and instead recover them in the PTS rider and RECA, respectively.

**Q. WHAT PARTIES HAVE TAKEN POSITIONS ON THIS ISSUE?**

A. Staff supports recovering PILOT payments through the PTS rider but opposes recovering royalty payments in the RECA. CURB witness Ms. Crane opposes both proposals.

1       **Q.     WHAT IS MS. CRANE’S POSITION?**

2       A.     She proposes keeping these costs in base rates. She states they  
3             are relatively stable from year to year and are “largely within the  
4             control of Westar.”<sup>3</sup>

5       **Q.     DO YOU AGREE WITH MS. CRANE’S POSITION CONCERNING**  
6             **PILOT PAYMENTS?**

7       A.     No. As I noted in my direct testimony, wind generation is exempt  
8             from property taxes in Kansas. However, as the name indicates,  
9             these dollars represent payments Westar makes to local  
10            governments and school districts in lieu of taxes that would be due  
11            in the absence of the exemption. As such, they are appropriately  
12            collected in the same manner as property taxes – through the PTS.

13                   Moreover, contrary to Ms. Crane’s contention, the PILOT  
14            payments are not within Westar’s control. They are the result of  
15            negotiations with local authorities who have significant control over  
16            whether and where wind generation is constructed. We negotiate for  
17            the best result for our customers but ultimately the determination of  
18            the size of these payments is not within our control. Moreover, the  
19            amounts required to be paid each year are not stable but change  
20            from year to year.

21       **Q.     DO YOU AGREE WITH CURB AND STAFF’S POSITION**  
22             **CONCERNING RECOVERY OF ROYALTY PAYMENTS?**

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<sup>3</sup> Crane Direct Testimony, at 54.

1 A. No. Royalty payments are made to land owners where wind  
2 generation is constructed. They are assessed based on the amount  
3 of energy produced by each generator. Consequently, the amount  
4 of royalties owed for generators will vary from month to month and  
5 from location to location and is not controlled by Westar or  
6 predictable. Additionally, royalty payments are directly related to  
7 energy production and a necessary and unavoidable cost of  
8 production. Consequently, royalty payments are appropriate for  
9 inclusion in the RECA with other costs of production such as fuel and  
10 purchased power.

11 **VII. EXPIRING PRODUCTION TAX CREDITS (PTCS)**

12 **Q. DO YOU HAVE ANY UPDATES TO YOUR TESTIMONY REGARDING**  
13 **PTCS?**

14 A. Yes. Westar proposed an adjustment to remove the PTCs that are  
15 expiring in January and March 2019 respectively from its Flat Ridge  
16 and Central Plains wind farms. In addition, Westar made a pro forma  
17 adjustment to include a full test year of PTCs from its Western Plains  
18 wind farm that began generating PTCs in February 2017. Since  
19 rates are proposed to go into effect in February 2019, we propose to  
20 flow back any PTCs received from Central Plains in February and  
21 March 2019 through the RECA.

22 **Q. WHY IS THIS ACTION NECESSARY?**

23  
24 A. This step is necessary to avoid any double recovery of PTCs by  
25 Westar for the Central Plains wind farm. The PTCs for Central Plains

1 will have been removed from base rates. If Westar receives PTCs  
2 after new rates go into effect in February 2019, Westar would over-  
3 recover tax expense until the PTCs expire. Therefore, Westar is  
4 proposing to flow back any of these residual credits through the RECA  
5 after they have become known and measurable and will work with  
6 Staff to ensure the full amount is captured in the RECA annual cost  
7 adjustment mechanism.

8 **VIII. WEATHER NORMALIZATION AND CUSTOMER**  
9 **ANNUALIZATION**

10 **Q. DO YOU AGREE WITH STAFF'S WEATHER NORMALIZATION**  
11 **ADJUSTMENT?**

12 A. Not entirely. Staff is correct that Westar agreed to use the two "tier  
13 1" weather stations of Topeka and Wichita. However, we calculated  
14 the adjustment before that agreement was reached. As a result, the  
15 calculation reflected in the application did not match our agreement.  
16 Staff is correct that when the agreed-upon weather stations are used  
17 to provide data for Westar's as-filed model, Westar's income  
18 statement adjustment goes from (\$9,681,457) to (\$10, 659,843).

19 **Q. WHAT IS YOUR DISAGREEMENT WITH STAFF?**

20 A. We did not agree with Staff's calculation of heating degree days  
21 (HDD) and cooling degree days (CDD) before we filed our  
22 application. There is a difference between our quantification of HDD  
23 and CDD used in calculating the adjustment because Westar and  
24 Staff used different data rounding conventions. The method we used

1 was consistent with past filings by Staff and us and consistent with  
2 NOAA practices. In this case, Staff changed its method and used a  
3 different rounding methodology. We believe that a deviation from  
4 previously agreed upon NOAA methodology going back multiple rate  
5 cases is not necessary or appropriate and the Commission should  
6 reject the portion of Staff's proposed adjustment related to the  
7 rounding methodology

8 **Q. DO YOU AGREE WITH STAFF'S CUSTOMER ANNUALIZATION**  
9 **ADJUSTMENT?**

10 A. No. Westar disagrees with Staff's adjustment in three major areas.  
11 First, Staff's identical treatment of Residential and Residential  
12 Conservation customers, the second, Staff's inclusion of large  
13 customer classes in the annualization and third, Staff's use of less  
14 than all of the customers as the basis for establishing billing  
15 determinants.

16 **Q. WHY WAS IT INCORRECT FOR STAFF TO TREAT RESIDENTIAL**  
17 **AND RESIDENTIAL CONSERVATION CUSTOMERS THE SAME**  
18 **IN THE ANNUALIZATION CALCULATION?**

19 A. The customer annualization calculation is in part based on the  
20 weather normalized energy usage per customer. Westar's  
21 Residential Conservation rate is a rate designed for customers with  
22 lower than average usage. As a result, the usage per customer on  
23 that tariff is significantly lower than for customers on the standard

1 residential tariff. In the test year, Westar had a net increase in  
2 customers on the Residential Conservation tariff and a net decrease  
3 in customers on the base Residential tariff. In total, however, there  
4 was a net increase in customers between the two tariffs. However,  
5 since the additional customers on the Residential Conservation tariff  
6 had a lower overall usage per customer than customers on the  
7 standard Residential tariff, their addition did not completely counter  
8 the decrease in energy use resulting from the loss of Residential tariff  
9 customers.

10 Staff's Customer Annualization calculation does not account  
11 for the difference in customer sizes between the tariffs. Because of  
12 the difference in usage per customer, the additional Residential  
13 Conservation customers using Staff's improper weighting method  
14 added \$7,398,745 in revenue when they should have only added  
15 \$3,690,159. Similarly, Staff's improper weighting of the reduction of  
16 the number customers on the standard Residential tariff resulted in  
17 a loss of \$5,829,019 in revenue instead of \$6,906,802. This  
18 accounts for \$4,786,377 of the difference between Staff's and  
19 Westar's adjustment.

20 **Q. WHAT DO YOU RECOMMEND?**

21 A. To properly annualize these revenues and achieve a more accurate  
22 result that reflects future revenues, I recommend the Residential  
23 Conservation customers and the Residential tariff customers be

1 annualized separately as was performed in our application. The  
2 result will be better accuracy. As such, Staff adjustment related to  
3 customer annualization should be rejected.

4 **Q. WHAT IS YOUR DISAGREEMENT WITH STAFF'S ADJUSTMENT**  
5 **REGARDING THE CLASSES THAT SHOULD BE INCLUDED IN**  
6 **THE CUSTOMER ANNUALIZATION ADJUSTMENT?**

7 A. Westar disagrees with the inclusion of the large customer classes  
8 (MGS, LGS, and ILP) in Staff's customer annualization adjustment.

9 **Q. WHY?**

10 A. Inclusion of the MGS, LGS, and ILP classes is inappropriate due to  
11 the heterogenous nature of these customer classes and is  
12 inconsistent with past practice. One of the assumptions behind the  
13 customer annualization adjustment is that the smaller classes,  
14 specifically, the residential, residential conservation, and small  
15 general service classes, are reasonably homogeneous. Based on  
16 that assumption the impact of the addition or subtraction of  
17 customers during the year can be reasonably estimated by using the  
18 monthly average usage per customer of the class. For the MGS,  
19 LGS, and ILP classes, however, usage amounts and patterns vary  
20 too much between customers for the annualization to be accurately  
21 captured by merely calculating the average usage per customer. For  
22 example, Westar's MGS tariff is applicable to customers with  
23 average demand between 200 kW and 1,100 kW. This allows for

1 customers with as little as 20,000 kWh to as much as 500,000 kWh  
2 of monthly usage to be in the class.

3 The size of the customers is also reflected in the calculated  
4 usage per customer in Staff's adjustment. For the SGS class, the  
5 average monthly usage per customer was approximately 3,000 kWh  
6 for commercial customers and 6,500 kWh for industrial customers.  
7 For the MGS customers, the monthly usage per customer is  
8 approximately 150,000 kWh. That is 25 to 50 times larger than for  
9 the average SGS customer. For LGS, the monthly average usage  
10 per customer is over 1,000,000 kWh. Because of the wide variations  
11 of usage among class members, MGS, LGS, and ILP (the last of  
12 which was included in the calculation, but since there was no  
13 variance in customers, the impact was zero) should not be included  
14 in the customer annualization adjustment.

15 In addition, in the 1991 rate cases of Westar's predecessor  
16 companies KPL and KGE, Docket Nos. 193,306-U and 193,307-U,  
17 neither Staff nor the companies included industrial customers in the  
18 customer annualization adjustment. In that case, Staff and the  
19 companies agreed that for the large customer classes, "changes in  
20 customer counts, provided by the usual method is not representative  
21 of the trend of customer growth over the test year." Motion to  
22 Approve Settlement Agreement Regarding Rate Design and Billing  
23 Determinants, at ¶15, Docket Nos. 193,306-U and 193,307-U

1 (November 7, 1996). In Westar's {1995 case}, it was decided to  
2 include the newly created small general service class in the customer  
3 annualization because the size limitation imposed on the class was  
4 viewed as providing sufficient homogeneity to allow its inclusion in  
5 the calculation. This agreed-upon methodology was subsequently  
6 used by Company and Staff in the 05-WSEE-981-RTS, 08-1041-  
7 WSEE-RTS, 12-WSEE-112-RTS and the 15-WSEE-115-RTS  
8 general rate cases. Exclusion of these classes accounts for  
9 \$3,644,645 of the difference between Staff's and Westar's  
10 adjustments. The Commission should reject Staff's adjustment to  
11 annualize these large customer classes.

12 **Q. WHAT IS THE COMPANY'S DISAGREEMENT WITH THE**  
13 **BILLING DETERMINANTS STAFF USED IN ITS CUSTOMER**  
14 **ANNUALIZATION?**

15 A. Staff did not use the Company's test year book revenue billing  
16 determinants as a starting point. This is inconsistent with the order  
17 in the 193,306-U and 196,307-U dockets in which it was agreed to  
18 use test year billing determinants for the customer annualization  
19 adjustment for all customer classes. This is also inconsistent with  
20 the method used by Staff in the most recent four general rate cases  
21 listed above.

22 **Q. WHAT CUSTOMERS DID STAFF USE TO CALCULATION THE**  
23 **CUSTOMER ANNUALIZATION CALCULATION?**

1 A. Staff based its calculation on the customers that were used to  
2 calculate the weather normalization adjustment as the starting point  
3 for its calculation.

4 **Q. WHY IS THAT A PROBLEM?**

5 A. The weather normalization adjustment has never included 100% of  
6 the test year customers, as not all customers' load is sensitive to  
7 fluctuations in the weather. Even within classes that are subject to  
8 the weather normalization adjustment, there is a small portion of  
9 customers that are not included, due to the process for assigning  
10 customers to a weather station. That process captures over 99% of  
11 the customers in the classes subject to the weather normalization  
12 adjustment, but not all of them. Because Staff's annualization was  
13 based on the customers used to calculate the weather normalization  
14 adjustment, its customer annualization did not take all of our  
15 customers into consideration as it should have.

16 **Q. IS STAFF'S METHOD CONSISTENT WITH PAST PRACTICE?**

17 A. No. Staff's methodology is inconsistent with the method agreed-to  
18 and used by Staff and us over the past twenty-five plus years.

19 **Q. DO YOU HAVE ANY OTHER CONCERNS WITH STAFF'S**  
20 **APPROACH?**

21 A. Yes. If Staff's failure to use actual test year billing determinants in  
22 this adjustment is not corrected, it will impair our ability to reflect the

1 proper level of revenues when designing rates in the Proof of  
2 Revenue.

3 **IX. RATE ANNUALIZATION**

4 **Q. DO YOU AGREE WITH STAFF'S RATE ANNUALIZATION**  
5 **ADJUSTMENT?**

6 A. No. The Rate Annualization is a simple adjustment to account for a  
7 rate change that occurs during the test year. It uses the actual billing  
8 determinants booked in the test year and calculates what the  
9 revenue would be with new rates compared to what was booked  
10 using current rates. This is consistent to Company's and Staff's Rate  
11 Annualization adjustments in past rate cases.

12 **Q. IS STAFF'S METHOD IN THIS CASE CONSISTENT WITH PRIOR**  
13 **PRACTICE?**

14 A. No.

15 **Q. HOW DID STAFF DEVIATE FROM PRIOR PRACTICE?**

16 A. Staff's adjustment is not based on actual billing determinants.  
17 Instead, Staff created a weighted average calculation to come up  
18 with a new rate and used weather normalized billing determinants  
19 instead of what was actually billed in the test year. Because Staff's  
20 method would calculate revenue recovery using determinants that  
21 were not actually experienced in the test year, it is flawed and does  
22 not measure the actual impact of implementation of a rate change  
23 during the test year.

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**X. DIRECT BURIED CABLE**

**Q. WHAT IS THE COMPANY’S PROPOSAL CONCERNING DIRECT BURIED CABLE?**

A. We are proposing a change to our GT&C concerning customers’ responsibility for costs of repairing and replacing failed direct buried cable – that is for service lines that are buried but not in conduit.

**Q. DID ANY PARTY OPPOSE YOUR PROPOSAL?**

A. No. The only party that responded to the proposal was Staff. Staff witness Mr. Haynos recommends that our proposal be approved. In connection with his recommendation, Mr. Haynos recommends that Westar review its construction standards to determine if there are reasonable construction methods that can be used for reducing the overall costs of installing conduit for service lines or methods that can reduce the potential for disruption of the ground surface from excavation.

**Q. DO YOU CONTEST MR. HAYNOS’ RECOMMENDATION?**

A. No. We agree with Mr. Haynos that such a review would be worthwhile.

**XI. PREPAY PILOT PROGRAM COSTS**

**Q. WHAT IS THE PREPAY PILOT PROGRAM?**

A. With the Commission’s approval, we implemented a pilot program under which customers could voluntarily prepay for their service. Participation in the plan would benefit customers by allowing them to make smaller payments in advance for service rather than receiving

1 a larger bill at the end of the monthly billing period. The program was  
2 approved in May 2014 as a pilot program but in December 2016, the  
3 Commission denied Westar's motion to convert the program into a  
4 permanent program. In connection with the program, with the  
5 Commission approval, Westar recorded the program costs as a  
6 regulatory asset. In this proceeding, Westar has proposed to recover  
7 those costs through a three-year amortization.

8 **Q. WHAT ARE STAFF'S AND CURB'S POSITION CONCERNING**  
9 **THIS MATTER?**

10 A. Staff witness Mr. Franz and CURB witness Ms. Crane oppose  
11 recovery of the Prepay Pilot program costs.

12 **Q. WHAT IS THE BASIS FOR THE OPPOSITION?**

13 A. Staff believes that since the pilot was not supported by a cost-benefit  
14 analysis, it was not successful and shareholders should pay for the  
15 costs of the program. CURB opposes recovery on the ground that  
16 because the program was not implemented on a permanent basis,  
17 the costs will not be incurred in the future. Ms. Crane further argues  
18 against recovery because the costs are not material to Westar and  
19 will not jeopardize its financial integrity if they are not recovered.

20 **Q. DO YOU AGREE?**

21 A. No. Ms. Crane's arguments are unfounded. First, it should be  
22 recognized that pilot programs are used as an inexpensive way to  
23 explore new ways of doing business that may provide benefits to

1 customers. Since pilot programs are undertaken with Commission  
2 approval to see if a proposal will be beneficial to customers, it is  
3 appropriate for customers to pay program costs.

4 Second, it was precisely because the program was a pilot that  
5 the Commission authorized creation of the regulatory asset to  
6 provide Westar the possibility of future recovery. The fact that the  
7 costs are not material and will not, in and of themselves, jeopardize  
8 Westar's financial integrity is immaterial. The costs were reasonable  
9 and prudently incurred to provide service and should be allowed in  
10 rates.

11 Third, Staff's reliance on a cost-benefit analysis as the sole  
12 determining factor as to whether costs should be allowed to be  
13 recovered is inconsistent with long-standing regulatory principles. In  
14 accordance with those principles, whether costs can be recovered  
15 for an approved pilot program should be based on whether they were  
16 incurred prudently. Staff dismisses Westar's application for recovery  
17 because it does not contain a traditional cost-benefit analysis.  
18 However, Staff made no finding concerning our prudence in  
19 managing the pilot program.

20 From the beginning of the program, Westar insisted that the  
21 prepay program was not a stand-alone program but an addition to  
22 the options customers have to interact with and pay for their Westar  
23 service (much like the call center) and should be evaluated as such.

1           Prepay was offered to all residential customers and all costs  
2           associated with it were actively managed. The types of customers  
3           that signed up for the service were tracked, and Westar was able to  
4           draw conclusions about how it would market and offer the service  
5           again in the future if it chooses to do so. There was no  
6           mismanagement of any portion of the program alleged by any of the  
7           parties involved. While the Commission decided that the pilot should  
8           not be made permanent, there is no indication that costs of the pilot  
9           program were not prudently incurred and should not be eligible for  
10          recovery by Westar. Staff's adjustment should be rejected.

11       **Q.    THANK YOU.**

Westar Energy, Inc.  
 Western Plains  
 Levelized Revenue Requirement  
 dollars in thousands

1 **Ownership Assumptions:**

Yr	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19			
	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036			
4 <b>Western Plains Wind Farm</b>																							
5 MW Capacity	280.6																						
6 Capacity Factor	46.57%																						
7 Annual MWh	1,144,717																						
9 Land	\$ 12,574	<i>Gross plant per ledger 6/30/2017</i>																					
10 Depreciable Basis	402,183	<i>Gross plant per ledger 6/30/2017</i>																					
11 Decommissioning	13,471	<i>Exclude from rate base</i>																					
12 Total Project Cost	\$ 428,228																						
14 O&M:																							
15 Labor and overheads	\$ 645																						
16 Subcontract labor	5,353																						
17 Other O&M	807																						
18 O&M excluding Royalty and PILOT payments	\$ 6,806																						
19 Variable O&M inflated in annual dollars	\$ 6,806	\$ 6,976	\$ 7,150	\$ 7,329	\$ 7,512	\$ 7,700	\$ 7,893	\$ 8,090	\$ 8,292	\$ 8,500	\$ 8,712	\$ 8,930	\$ 9,153	\$ 9,382	\$ 9,617	\$ 9,857	\$ 10,103	\$ 10,356	\$ 10,615	\$ 10,880			
20 Royalty Payments:	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,011	\$ 3,583	\$ 3,583	\$ 3,583	\$ 3,583			
21 PILOT and Other fees:	\$ 1,227	\$ 1,264	\$ 1,302	\$ 1,341	\$ 1,381	\$ 1,423	\$ 1,465	\$ 1,509	\$ 1,555	\$ 1,601	\$ 1,649	\$ 1,699	\$ 1,750	\$ 1,802	\$ 1,856	\$ 1,912	\$ 1,969	\$ 2,028	\$ 2,089	\$ 2,152			
23 <u>Wind</u>																							
24 Book Depreciation	4.95%																						
25 MACRS 5	20.00%	32.00%	19.20%	11.52%	11.52%	5.76%																	
27 Property Tax - Wind	Lifetime exemption	<b>0.00%</b> <i>Property Tax Rate - Western Plains qualifies for the lifetime property tax exemption</i>																					
29 Wind Production Tax Credit	\$ (24.00)	per MWh	1	1 = tax credit, 2 = no tax credit																			
30 Fuel \$/MWh - Wind	\$ (24.00)	\$ (24.60)	\$ (25.22)	\$ (25.85)	\$ (26.49)	\$ (27.15)	\$ (27.83)	\$ (28.53)	\$ (29.24)	\$ (29.97)													
31 Ten Year Tax Credit from In-Service	\$ (24.00)	\$ (25.00)	\$ (25.00)	\$ (26.00)	\$ (26.00)	\$ (27.00)	\$ (28.00)	\$ (29.00)	\$ (29.00)	\$ (30.00)													
33 Annual Insurance	\$ 170																						
34 Insurance Rates (inflated)	\$ 170	\$ 179	\$ 188	\$ 197	\$ 207	\$ 217	\$ 228	\$ 240	\$ 252	\$ 264	\$ 277	\$ 291	\$ 306	\$ 321	\$ 337	\$ 354	\$ 372	\$ 390	\$ 410	\$ 430			
36 General Inflation	2.5%																						
37 Insurance Inflation	5.0%																						
38 Tax Rate	26.53% <i>Reflects 21% federal and 7% state tax rates</i>																						

Capital Structure:		After Tax	Pretax	After Tax
Percent	Cost	WACC	WACC	w/Tax Shield
Debt	48.54%	4.68%	2.27%	1.67%
Equity	51.46%	9.30%	4.79%	4.79%
			7.06%	6.45%

Cost of debt
4.68% updated on response to data request KCC-159
4.65% original to filing









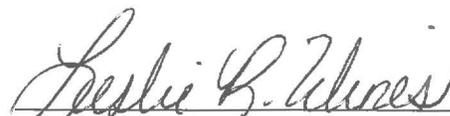
STATE OF KANSAS                    )  
  ) ss:  
COUNTY OF SHAWNEE            )

**VERIFICATION**

Larry Wilkus, being duly sworn upon his oath deposes and states that he is the Regulatory Affairs Director, for Westar Energy, Inc., that he has read and is familiar with the foregoing Rebuttal Testimony, and attests that the statements contained therein are true and correct to the best of his knowledge, information and belief.

  
\_\_\_\_\_  
Larry Wilkus

Subscribed and sworn to before me this 3 day of July, 2018.

  
\_\_\_\_\_  
Notary Public

My Appointment Expires: 5/30/2022

