STATE OF NEW JERSEY OFFICE OF ADMINISTRATIVE LAW BEFORE HONORABLE RICHARD MCGILL, ALJ

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OAL Docket No. PUC 16310-12N
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) BPU Docket No. ER12111052
) BI & BUCKET NO. EXTERNIOSE
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DIRECT TESTIMONY OF DAVID E. PETERSON ON BEHALF OF THE DIVISION OF RATE COUNSEL

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TABLE OF CONTENTS

		Page No.
I.	INTRODUCTION	1
II.	SUMMARY	3
II.	CASH WORKING CAPITAL ANALYSIS	9
IV.	COST ALLOCATION	18

David E. Peterson, Direct Testimony Division of Rate Counsel BPU No. ER12111052 Page 1

1		I. INTRODUCTION
2	Q.	PLEASE STATE YOUR NAME, OCCUPATION AND BUSINESS
3		ADDRESS.
4	A.	My name is David E. Peterson. I am a Senior Consultant employed by
5		Chesapeake Regulatory Consultants, Inc. ("CRC"). Our business address is 1698
6		Saefern Way, Annapolis, Maryland 21401-6529. I maintain an office in Dunkirk,
7		Maryland.
8		
9	Q.	WHAT IS YOUR EDUCATIONAL BACKGROUND AND EXPERIENCE
10		IN THE PUBLIC UTILITY FIELD?
11	A.	l graduated with a Bachelor of Science degree in Economics from South Dakota
12		State University in May of 1977. In 1983, I received a Master's degree in
13		Business Administration from the University of South Dakota. My graduate
14		program included accounting and public utility courses at the University of
15		Maryland.
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17		In September 1977, I joined the Staff of the Fixed Utilities Division of the South
18		Dakota Public Utilities Commission as a rate analyst. My responsibilities at the
19		South Dakota Commission included analyzing and testifying on ratemaking
20		matters arising in rate proceedings involving electric, gas and telephone utilities.
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22		Since leaving the South Dakota Commission in 1980, I have continued
23		performing cost of service and revenue requirement analyses as a consultant. In
24		December 1980, I joined the public utility consulting firm of Hess & Lim, Inc. I
25		remained with that firm until August 1991, when I joined CRC. Over the years, I
26		have analyzed filings by electric, natural gas, propane, telephone, water,
27		wastewater, and steam utilities in connection with utility rate and certificate

proceedings before federal and state regulatory commissions.

Q. HAVE YOU PREVIOUSLY PRESENTED TESTIMONY IN PUBLIC UTILITY RATE PROCEEDINGS?

Yes. I have presented testimony in 139 other proceedings before the state Α. 3 California, Colorado, regulatory commissions in Alabama, Arkansas, 4 Connecticut, Delaware, Indiana, Kansas, Maine, Maryland, Montana, Nevada, 5 New Jersey, New Mexico, New York, Pennsylvania, South Dakota, West 7 Virginia, and Wyoming, and before the Federal Energy Regulatory Commission. Collectively, my testimonies have addressed the following topics: the appropriate 8 test year, rate base, revenues, expenses, depreciation, taxes, capital structure, 9 capital costs, rate of return, cost allocation, rate design, life-cycle analyses, 10 affiliate transactions, mergers, acquisitions, and cost-tracking procedures. 11

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In addition, I testified twice before the Energy Subcommittee of the Delaware House of Representatives on the issues of consolidated tax savings and tax normalization. Also, I have presented seminars on public utility regulation, revenues requirements, cost allocation, rate design, consolidated tax savings, income tax normalization and other ratemaking issues to the Delaware Public Service Commission, to the Commissioners and Staff of the Washington Utilities and Transportation Commission, and to the Colorado Office of Consumer Counsel.

II. SUMMARY

2 Q. ON WHOSE BEHALF ARE YOU APPEARING IN THIS PROCEEDING?

A. My appearance in this proceeding is on behalf of the Division of Rate Counsel ("Rate Counsel").

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Q. HAVE YOU TESTIFIED IN OTHER PROCEEDINGS BEFORE THE NEW JERSEY BOARD OF PUBLIC UTILITIES ("BOARD")

8 A. Yes, I have. I have submitted testimony in the following proceedings before the Board:

10	Utility	Docket No.
11 12 13 14	South Jersey Gas Company	GR8704329 GR03050413 GR03080683
15 16 17 18	New Jersey-American Water Company	WR88070639 WR91081399J WR92090906J
19 20 21 22 23		WR94030059 WR95040165 WR98010015 WR03070511 WR06030257
2425262728	ACE/Delmarva Merger Atlantic City Electric Company	EM97020103 ER03020110 ER11080469
29 30 31 32	FirstEnergy/GPU Merger (JCP&L) Jersey Central Power & Light	EM00110870 ER02080506 ER05121018
33 34 35 36	Rockland Electric Company	ER02100724 ER06060483 ER09080668

David E. Peterson, Direct Testimony Division of Rate Counsel BPU No. ER12111052 Page 4

1	Public Service Electric and Gas	EM00040253
2		GR09050422
3		GO12030188
4	Exelon/PSE&G Merger	EM05020106
5		
6	Conectiv/Pepco Merger (ACE)	EM01050308
7		
8	Elizabethtown Gas Company	GR02040245
9		GR09030195
10		
11	United Water New Jersey, Inc.	WR07020135
12		
13	New Jersey Natural Gas Company	GR07110889
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Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY IN THIS PROCEEDING?

Α. I was asked by Rate Counsel to review and analyze the Petition, testimonies and 18 exhibits filed by Jersey Central Power & Light Company ("JCP&L" or "the 19 Company") supporting its claimed rate base allowance for cash working capital 20 and for the rates it proposes to implement at the conclusion of this rate 21 proceeding. The purpose of my testimony is to present the results of my analysis 22 of JCP&L's lead/lag cash working capital study, its embedded class cost of 23 service study and its proposed delivery service rates to Your Honor and the 24 Board. 25

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Q. ARE YOU FAMILIAR WITH JCP&L'S CASH WORKING CAPITAL AND RATE DESIGN PROPOSALS IN THIS PROCEEDING?

Yes, I am. I have carefully reviewed the Direct Testimonies and Exhibits sponsored by JCP&L's witnesses relating to the issues that I address herein.

These include the testimonies of Mr. Jeffrey L. Adams, who presents the Company's lead/lag study, Ms. Meghan C. Moreland, who presents the Company's class cost study, Ms. Sally J. Cheong, who presents JCP&L's

David E. Peterson, Direct Testimony Division of Rate Counsel BPU No. ER12111052 Page 5

proposed distribution of the increase among the classes of service and proposed rate design, and Mr. Kevin F. Connelly, who proposes changes to certain miscellaneous service charges. I also reviewed the Company's responses to data requests of Rate Counsel and the Board Staff, again relating to the issues that I address in my testimony.

Q. BEFORE DISCUSSING YOUR SPECIFIC FINDINGS AND RECOMMENDATIONS, PLEASE SUMMARIZE THE COMPANY'S REQUESTS RELATING TO THE ISSUES THAT YOU ADDRESS IN YOUR TESTIMONY.

A. Concerning cash working capital, in the Company's December 2012 filing in this docket, Mr. Adams presented a lead/lag analysis of JCP&L's 2011 expenses that purported to demonstrate a \$146,298,532 cash working capital requirement. Sometime thereafter, it was discovered that Mr. Adams' original analysis improperly included transmission-related revenues and expenses. Therefore, on May 31, 2013, Mr. Adams submitted supplemental testimony and exhibits that excluded the effects of transmission-related revenues and expense. Mr. Adam's supplemental exhibits purport to demonstrate a \$138,138,683 requirement for cash working capital.

Ms. Moreland presented JCP&L's class cost of service study in this proceeding. In Ms. Moreland's embedded class cost of service study, JCP&L's service related costs were allocated among seven customer classes. Following is a summary of the earned rate of return for each customer class from Ms. Moreland's study.

Jersey Central Power & Light Company Earned Rates of Return – JCP&L's Cost Study Method Under Existing Rates

Table 1

Class	Rate of Return	Unitized ROR
Residential Service (RS)	6.75%	0.85
Residential Time-of-Day (RT)	8.03%	1.01
General Service Secondary (GS)	8.19%	1.03
General Service Secondary Time of Day (GST)	6.48%	0.81
General Service Primary (GP)	39.90%	5.00
General Service Transmission (GT)	51.02%	6.40
Lighting	4.55%	0.57
Total Company	7.98%	1.00

Ms. Cheong relied on the results of Ms. Moreland's cost study as well as her own judgment to realign class revenue responsibilities. Ms. Moreland's cost study indicated that the RS, GST and the Lighting classes are contributing less than the system average rate of return. Therefore, Ms. Cheong proposed a higher than average (on a percentage basis) revenue increase for those three classes. Ms. Cheong also proposed a slightly higher than average percentage increase for the RT and GS rate classes and no increase for the GP and GT classes. Table 2, below, shows Ms. Cheong's proposed allocation of the requested increase among the seven service classes along with the resulting percentage increase for each rate class.

Table 2 Jersey Central Power & Light Company Company-Proposed Spread of Requested Increase

Class	Increase Amount	Increase Percent
RS	\$17,916,470	6.31%
RT	\$ 520,544	5.56%
GS	\$10,613,582	5.66%
GST	\$ 1,120,000	6.80%
GP	\$ 0	0.00%
GT	\$ 0	0.00%
Lighting	\$ 1,300,000	6.80%
Total Company	\$31,470,596	5.46%

Ms. Cheong proposed very few rate design changes for the individual rate classes. For the RS, RT, and GS customers, Ms. Cheong proposed to increase the monthly service charge by \$1.00. She also proposed to increase the per kWh and per kW energy and demand charges within each class by an equal percentage.

Q. PLEASE SUMMARIZE YOUR FINDINGS AND RECOMMENDATIONS ON JCP&L'S CASH WORKING CAPITAL, COST ALLOCATION AND RATE DESIGN PROPOSALS.

A. Following is a brief summary of my findings and recommendations.

• Cash working capital. Mr. Adams' lead/lag analysis overstates JCP&L's actual cash working capital requirement by a significant amount. It does so for three primary reasons, as follows: 1) the payment lead that Mr. Adams assigned to JCP&L's federal income tax payments is significantly understated, 2) Mr. Adams' lead/lag analysis improperly includes non-cash expenses; and 3) Mr. Adams' lead/lag analyses assigns incorrect

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expense lead days to the debt and equity components of JCP&L's revenue requirement. Based on my calculation of JCP&L's working capital requirement, I recommend including a \$76,484,029 cash working capital allowance in JCP&L's distribution rate base. This amount is \$69,814,503 less than the amount that is included in JCP&L's proposed rate base. Therefore, I recommend that Mr. Henkes reduce JCP&L's rate base claim for cash working capital by \$69,814,503.

Embedded cost of service study and distribution of the revenue increase/decrease. I object to Ms. Moreland's use of a "minimum grid study" to classify a portion of JCP&L's transformer investment as customer-related. Ms. Moreland's minimum grid study classifies and allocates 26.2 percent of JCP&L's transformer investment on a customer basis rather than on than peak demand basis as the remaining 73.8 percent of transformer investment is allocated. This procedure results in an understatement of the earned return for the Residential Service class. However, Ms. Cheong did not strictly follow the results of Ms. Moreland's class cost study to assign class revenue responsibilities. Ms. Cheong's proposed allocation of the JCP&L's requested revenue increase reflects a moderate step towards moving each class's rate of return closer to the system-wide average. For this reason, I do not object to the results that Ms. Cheong proposes, at the Company's claimed revenue deficiency. Because Rate Counsel is proposing a significant reduction in JCP&L's revenue, however, I am recommending a different spread of the reduction to each rate class. My allocation of the revenue decrease, however, follows the same gradualism principle upon which Ms. Cheong also relied. Also, since Rate Counsel is recommending a significant reduction in JCP&L's existing distribution rates, I recommend that the present

monthly service charges within the currently effective rate schedules be maintained. Class revenue targets should be achieved by reducing existing kWh and kW rates by a uniform percentage within each rate class. I am also recommending different miscellaneous service charges than those proposed by Mr. Connelly.

The basis for these findings and recommendations are explained in more detail in the following sections of this testimony.

II. CASH WORKING CAPITAL ANALYSIS

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Q. FOR WHAT PURPOSE SHOULD A CASH WORKING CAPITAL ALLOWANCE BE INCLUDED IN RATE BASE?

A utility's rate base is a measure of the physical (plant and equipment) and monetary (working capital) assets supported by investor-supplied funds and dedicated to public service. A cash working capital allowance should be included in rate base to compensate investors for investor-supplied funds, if any, used to provide the day-to-day cash needs of the utility. These cash needs can be measured in a lead/lag study. A lead/lag study measures the time between (1) the provision of service to utility customers and the receipt of revenue for that service by the utility, and (2) the provision of service by the utility and its disbursements to employees and suppliers in payment for the associated costs. The difference between the revenue "lag" and the expense "lead" is expressed in days. The difference, which can be either a net lag or a net lead, multiplied by the average daily cash operating expense, quantifies the cash working capital required for, or available from, utility operations.

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In this proceeding, Mr. Adams sponsored a lead/lag study based on accounting and payment information for the calendar year 2011. Mr. Adams' analysis, however, goes far beyond the measurement of JCP&L's cash working capital requirement.

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Q. HOW DOES MR. ADAMS' CASH WORKING CAPITAL CALCULATION OVERSTATE JCP&L'S WORKING CAPITAL REQUIREMENT?

A. It does so for three primary reasons, as follows: 1) the payment lead that Mr.

Adams assigned to JCP&L's federal income tax payments is significantly understated, 2) Mr. Adams' lead/lag analysis improperly includes non-cash expenses; and 3) Mr. Adams' lead/lag analysis assigns incorrect expense lead days to the debt and equity components of JCP&L's revenue requirement.

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Q. TURNING TO YOUR FIRST CRITICISM OF MR. ADAMS' LEAD/LAG ANALYSIS, WHAT IS YOUR ISSUE WITH THE WAY IN WHICH MR. ADAMS CALCULATED THE EXPENSE LEAD DAYS ASSOCIATED WITH THE PAYMENT OF FEDERAL INCOME TAXES?

A. JCP&L participates with other corporate affiliates in the filing, by the parent company, FirstEnergy Corp., of a consolidated tax return. FirstEnergy Corp. makes quarterly estimated tax payments to the US Treasury on behalf of itself and those affiliates that are participating in the consolidated tax return. In turn, JCP&L makes quarterly tax payments to FirstEnergy based on JCP&L's estimated stand-alone tax liability. For the 2011 lead/lag study year, JCP&L made the following federal income tax payments to FirstEnergy.

David E. Peterson, Direct Testimony
Division of Rate Counsel
BPU No. ER12111052
Page 11

1		Table 3		
2	Jersey Co	entral Power & Light Co	ompany	
3	Federal I	ncome Tax Payments to	Parent	
4	And As	And Associated Expense Lead Days ¹		
5		2011	·	
6				
7		Payment	Lead (Days)	
8	April 15, 2011	\$24,471,000	(78.00)	
9	June 15, 2011	\$ 9,908,000	(17.00)	
10	September 15, 2011	\$31,613,000	75.00	
11	December 15, 2011	\$(16,690,000)	166.00	
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13	Total	\$49,302,000	(50.24)	
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To determine the average lead days associated with JCP&L's payment of federal income taxes for the entire year, Mr. Adams weighted the lead days (i.e., the number of days between the payment date and the mid-point of the year, or July 1, 2011) by the amount of each tax payment. This resulted in a weighted average expense lead days of (50.24) days, according to Mr. Adams. A negative lead day expense in a lead/lag study implies that the expense is prepaid by the Company, i.e., payment is due before service is provided, thereby creating a cash working capital requirement. Because of the uneven amount of JCP&L's quarterly tax payments during 2011, however, Mr. Adams' net lead day calculation is skewed so as to make it appear as though there is a prepayment requirement for federal income taxes. This resulted largely due to the fact that JCP&L over-paid its estimated taxes in the first three installments, in particular the first and third installment, and received a large refund from FirstEnergy in December. Had JCP&L made equal tax payments in each of the four quarterly installments, the expense lead days would have been 36.50 days rather than (50.24) days, as Mr. Adams claims, as illustrated on Exhibit (DEP-1). The implication of a 36.5day expense lead in the lead/lag analysis is that JCP&L does not require nearly

the amount of cash working capital from investors as Mr. Adams has included in his lead/lag analysis to pay the Company's federal tax liability on a timely basis.

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Q. IS THERE ANY SUPPORT FOR ASSUMING EQUAL QUARTERLY INCOME TAX PAYMENTS IN A LEAD/LAG ANALYSIS?

Yes, there is. In my thirty-six years of performing lead/lag cash working capital studies and analyzing studies performed by others the assumption of uniform quarterly income tax installments has been the rule rather than the exception, for good reason. The Internal Revenue Service permits taxpayers to utilize a number of different methods to annualize estimated taxable income for purposes of calculating estimate tax payments to minimize the taxpayer's estimated tax payments, such that a taxpayer should never be in the prepaid tax position shown in Mr. Adams analysis. The uniform estimated income tax payment assumption in a lead/lag analysis of cash working capital requirements is eminently reasonable. JCP&L's over-payment of taxes in the earlier installments and the subsequent refund in December, on the other hand, is not reasonable for purposes of measuring the cash working capital requirement associated with JCP&L's federal income tax payments. Therefore, I recommend that the payment lag associated with JCP&L's federal income taxes currently payable be set at 36.50 days to reflect uniform quarterly payments of JCP&L's tax liability. Substituting my 36.50-day expense lead for Mr. Adams' (50.24) day expense lead increases the total lead days for state and federal income taxes from (49.88) days as included in Mr. Adams lead/lag study² to 15.42 days, which I included in my lead/lag analysis.³

¹ See JCP&L's response to S-JCWC-2 Attachment (Confidential).

² Exhibit JC-12 Supplemental, Supplemental Direct Testimony of Jeffrey L. Adams, Schedule JLA-1 Supplemental.

³ Exhibit (DEP-2), line 3.

- 1 Q. THE SECOND AREA OF DISAGREEMENT THAT YOU MENTIONED
 2 CONCERNING MR. ADAMS' LEAD/LAG ANALYSIS IS HIS
 3 TREATMENT OF NON-CASH EXPENSES. PRECISELY, HOW HAS
 4 MR. ADAMS TREATED JCP&L'S NON-CASH EXPENSES IN HIS
 5 LEAD/LAG STUDY?
- A. Mr. Adams' treatment of non-cash expenses in his lead/lag study is inconsistent.
 On pages 6-7 of his Direct Testimony, Mr. Adams explains his adjustment to exclude certain non-cash expenses from his lead/lag study, as follows:

An adjustment of \$57,916,423 was made to Operations and Maintenance Expense consisting of three groupings of expense items. grouping includes accounting items which are non-cash in nature such as deferrals for the non-utility generation charge ("NGC"), amortizations for storm damages and the pre-1983 nuclear fuel obligations, and uncollectible expenses. In addition, deferrals or amortization associated with Pension and Other Post Employment Benefits ("OPEB") were excluded from the study. These items are reported on the FERC Form 1 income statement but are not used in the Lead/Lag Study total \$51,508,647. The second grouping of expenses eliminates transfers of Materials and Supplies which are reclassifications from the balance sheet and non-cash. These items are reported on the FERC Form 1 income statement but are not included in the Lead/Lag Study total \$(2,135,513). The last grouping of items in the operations and maintenance adjustment consist of miscellaneous clearing accounts, reclassifications, and noncash transactions, and/or cash items which have no material effect on the results of the study. These items are reported on the FERC Form 1 income statement but are excluded from the Lead/Lag Study total \$8.543.289.⁴

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Despite his adjustment to exclude nearly \$58 million of non-cash expenses, Mr. Adams lead/lag study still includes over \$276 million of non-cash expenses. The non-cash expenses that remain in Mr. Adams' lead/lag study include depreciation, regulatory debits and credits, and deferred income taxes.

⁴ Exhibit JC-12, Direct Testimony of Jeffrey L. Adams, pages 6-7.

Q. WHY IS IT IMPROPER TO INCLUDE NON-CASH EXPENSES IN CASH WORKING CAPITAL?

As I stated earlier in my testimony, a rate base allowance for cash working capital is intended to compensate the utility for investor funds used to finance the day-to-day cash operating needs of the utility. Cash flows arising from non-cash expenses do not serve this purpose and, therefore, should not be included in the working cash allowance.

Α.

Q. SPECIFICALLY, WHAT IS YOUR OBJECTION TO INCLUDING DEPRECIATION EXPENSE IN THE LEAD-LAG STUDY?

Simply stated, there is no cash transfer involved in the depreciation transaction and, thus, there is no need for a cash working capital allowance for depreciation expense. The cash transaction associated with a plant asset occurred when the asset was first acquired. No additional investor-supplied funds for working capital purposes are required following the initial investment.

Rather, the depreciation expense is an accounting accrual established to provide a systematic means for the utility to recover the cost of a plant asset over its useful service life. The utility, however, does not write out a check at the end of each month for "depreciation expense" to investors. At the same time, ratepayers make cash payments to the utility for the utility's depreciation expense. For that reason, depreciation expense represents a significant source of cash flow for the utility not a requirement for working capital. The monthly write-down of plant investment through the depreciation transaction does not create a need for cash working capital. Therefore, it is not appropriate to include depreciation and amortization expenses in a lead/lag cash working capital study.

Q. IS YOUR OBJECTION TO INCLUDING DEFERRED INCOME TAXES IN THE LEAD/LAG STUDY THE SAME AS IT WAS FOR DEPRECIATION EXPENSE?

A. Yes, but it is even more egregious to include deferred income taxes in a lead/lag study. Just as with the depreciation expense, there is no continuing cash payment required from the Company or from investors for deferred taxes. Because no periodic cash outlay is required, no investment in working capital is required. What makes it even more problematic to include deferred taxes in a lead/lag analysis is that investor-supplied capital was never involved in the Company's deferred tax balance. Deferred taxes have been collected from ratepayers, without being paid to the US Treasury by the utility. It is perverse to conclude that deferred tax expenses create a cash working capital requirement since no investor funds were ever expended for them.

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Q. ARE THERE ANY OTHER NON-CASH EXPENSES INCLUDED IN MR. ADAMS' LEAD/LAG STUDY THAT YOU FIND OBJECTIONABLE?

Yes. I object to Mr. Adams' inclusion of miscellaneous regulatory debits and credits in the lead/lag study. These regulatory debits and credits represent various amortizations of costs previously incurred prior to the 2011 test year and, therefore, do not reflect cash transactions within the study period requiring an associated allowance for cash working capital. As with depreciation, the cash transactions associated with the various amortizations included as regulatory debits and credits took place in years prior to the 2011 study period. There is no continuing need for investor-supplied capital to wind down the remaining accounting write-off of costs incurred in prior years.

Q. IS MR. ADAMS' TREATMENT IN HIS LEAD/LAG STUDY OF RETURN ON INVESTMENT APPROPRIATE?

No, it is not. Essentially, Mr. Adams includes JCP&L's debt and equity returns in his lead/lag analysis using a zero-day expense lead. That is, Mr. Adams' treatment is as if stockholders and debt-holders are being compensated on a daily basis. He attempts to justify his proposed treatment of the Company's return with the following statement in his Direct Testimony: "All of the payments for these items come from operating income, which is the property of the investor once service is provided."5 But, contrary to Mr. Adams' statement, ownership of operating income is not the issue here. In fact, I willingly concede that the Company (and therefore its investors) owns all of the revenues it receives, not just those which become operating income after expenses are deducted. The fact that the Company owns all of its revenues, however, is not determinative of how much investor-supplied capital is required to meet the utility's day-to-day operating expenses. For that determination, we need to examine the specific cash flows associated with the utility's transactions. Regarding the Company's stockholders, they receive compensation in two forms: 1) through quarterly dividend payments, if any, and 2) through capital appreciation, if any, upon the sale of the stock. If one were to measure the actual delay in the utility's cash outlay to stockholders, one should refer to the quarterly dividends that are being paid, rather than assuming a zero lag as Mr. Adams has done. But, because there is no contractual requirement for JCP&L (or FirstEnergy Corp.) to pay stockholders a quarterly dividend, the common equity should not be included in the lead/lag analysis.

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⁵ Direct Testimony of Jeffrey L. Adams, page 8.

Q. HOW DID MR. ADAMS TREAT LONG-TERM DEBT INTEREST IN HIS LEAD/LAG ANALYSIS?

A. Mr. Adams treated interest on long-term debt in the same way that he treated the common equity return, i.e., he simply lumped debt interest in with the common equity return and applied a zero-day lag to JCP&L's total net income.

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Q. SHOULD LONG-TERM DEBT BE ACCOUNTED FOR IN THIS MANNER?

A. 9 No. Unlike common stock dividends, there are contractual requirements associated with debt interest that obligate JCP&L to make specified payments on 10 11 certain dates. In this respect, the debt interest portion of JCP&L's return allowance more closely resembles its other cash operating expenses. Therefore, 12 13 the average payment lead for long-term debt should be separately recognized in 14 the lead/lag calculation. Long-term debt is paid semi-annually, creating a 91.25-15 day expense lead.

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Q. HAVE YOU PREPARED AN EXHIBIT THAT SUMMARIZES THE IMPACT OF ALL OF YOUR RECOMMENDED ADJUSTMENTS TO MR. ADAMS' LEAD/LAG STUDY?

20 Α. Yes, I have. My Exhibit (DEP-2) serves this purpose. This schedule shows the cumulative effect of my adjustments to Mr. Adams' claimed cash working 21 capital requirement. My schedule shows that JCP&L's cash working capital 22 requirement for its distribution operations is \$76,484,029, rather than 23 \$146,298,532 that Mr. Adams claimed in his Direct Testimony. Mr. Adams later 24 updated his lead/lag analysis, which now shows a \$138,138,683 working cash 25 26 requirement. I have asked Mr. Henkes to reflect my \$69,814,503 adjustment to 27 cash working capital in his rate base determination.

IV. COST ALLOCATION

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Q. HAVE YOU REVIEWED JCP&L'S EMBEDDED CLASS COST OF SERVICE STUDY?

Yes, I have. JCP&L's witness Meghan C. Moreland sponsored JCP&L's embedded class cost of service study in this proceeding. Studies like Ms. Moreland's, if performed carefully and objectively, can be useful tools in fairly apportioning revenue responsibility among rate classes and in designing unit charges within rate classes.

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Q. WHAT ARE THE RESULTS OF MS. MORELAND'S CLASS COST STUDY?

A class cost study allocates the Company's cost to the various classes of service. Thus, a class cost study can be useful in assigning revenue responsibility to each customer class. The assignment of class revenue responsibility is usually made after considering each class's earned rate of return relative to the system-wide earned rate of return. In this respect, Ms. Moreland's class cost study indicated the following results.

Table 1 Jersey Central Power & Light Company Earned Returns from JCP&L's Cost Study (As Filed)

Service Class	Rate of Return	Unitized Return
RS	6.75%	0.85
RT	8.03%	1.01
GS	8.19%	1.03
GST	6.48%	0.81
GP	39.90%	5.00
GT	51.02%	6.40
LGT	4.55%	0.57
Total	7.98%	1.00

rate class or classes.

The unitized rate of return in the far right column in Table 1 measures the relative performance of each rate class to the system-wide rate of return. A unitized rate of return is the ratio of each class's earn return to the system-wide earned return. A unitized rate of return of less than 1.0 for any class indicates that the class return is less than the system-wide average. The implication of a unitized rate of return of less than 1.0 is that such class or classes are being subsidized by another

As it applies to JCP&L's filed case, Ms. Moreland's cost study results indicate that Residential Service ("RS"), General Service – Transmission ("GST") and Lighting customers are being subsidized by customers in other rate classes. Note that the unitized rate of return in each of these classes is less than 1.0. Based on these results, JCP&L witness Sally J. Cheong proposed to increase revenues in the RS, Residential Time-of-Day ("RT"), GST, and Lighting classes by a slightly higher percentage than the Company's proposed system-wide percentage revenue

increase. Ms. Cheong's proposed rate increase by class are shown in the following table.

Table 2

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Jersey Central Power & Light Company
Company Proposed Increase by Class

Unitized **Service Class** Amount Percent Percent RS \$17,916,470 6.31% 1.16 RT 520,544 5.56% 1.02 GS \$10,613,582 5.66% 1.04 **GST** \$ 1,120,000 6.80% 1.25 GP 0.00%0.00 GT 0 0.00% 0.00 \$ 1,300,000 LTG 6.80% 1.25 Total Company \$31,470,596 5.46% 1.00

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Q. WHICH ALLOCATION PROCEDURE DID MS. MORELAND USE IN HER STUDY?

Approximately 70 percent of JCP&L's plant investment at issue in this proceeding is in distribution facilities; including station equipment, conductors, poles, towers, and transformers. The remaining 30 percent represents facilities that provide service to individual customers (i.e., meters, services, and other customer installations), general office facilities, and street lighting. With such a large percentage of plant being distribution-related, the outcome of the cost study can be significantly influenced by the procedures used to allocate the costs of those facilities. For most of JCP&L's distribution facilities, Ms. Moreland used what she referred to as the average and excess demand method. Technically, the variant used by Ms. Moreland is more commonly referred to as the "peak and average demand" method since the method she uses relies on peak class demands,

rather than "excess demands". Excess demands are the remainder after average demands are subtracted from peak demands for each class. Ms. Moreland's peak and average allocation method includes some recognition of class energy usage, as well as class non-coincident peak demands.

A.

Q. HAS THE BOARD FOUND IT APPROPRIATE TO CONSIDER ANNUAL USAGE IN ADDITION TO PEAK DEMAND IN DEVELOPING ALLOCATION FACTORS?

Yes, it has. The Board found it appropriate to consider the "dual demand/energy dimension of T&D system planning and operation" in developing class allocation factors in Jersey Central Power and Light's ("JCP&L") 1991 base rate proceeding (BRC Docket No. ER91121820J). In its Order approving an allocation method that recognized both peak demand and annual usage for JCP&L's transmission and distribution facilities, the Board stated:

The record in this proceeding contains two distinct approaches to the classification and allocation of non-production transmission, subtransmission and distribution (hereafter "T&D") costs. The DOD/FEA approach classifies plant costs functionalized in accounts 360-368 on an exclusive demand basis, allocating them based upon voltage specific non-coincident peaks. The other approach is a voltage level specific average and excess method advocated by Rate Counsel and included in the MSPM studies advanced by the Staff and the Company.

Exclusive demand approaches to the allocation of T&D costs — such as that advanced by the DOD/FEA — were rejected in the April 9, 1992, Order in JCP&L's last base rate proceeding [BPU Docket No. ER89110912J] after the Board determined that "there is a dual demand and energy dimension to transmission and distribution system planning and operation which should henceforth be reflected in cost allocation." See, JCP&L Order, p. 6. In that proceeding, we adopted the average and excess approach advocated by Rate Counsel and supported by Staff as an interim step toward a more complete investigation of the proper allocator for these costs. The difficulty with this prior version of the average and

excess method was its use of system load factor to classify T&D costs into demand and energy components. The employment of voltage level specific load factors to classify costs in the Rate Counsel, Staff and Company cost studies in the instant proceeding addresses the concerns raised in our April 9, 1992, Order.

Accordingly, we <u>CONCUR</u> with the Initial Decision that the voltage specific average and excess method is the appropriate basis for the classification and allocation of T&D costs and <u>ORDER</u> that it be employed in this and future JCP&L proceedings until such time that a more precise methodology is developed. We <u>REJECT</u> the exclusive demand approach advanced by the DOD/FEA based upon its failure to reflect the aforementioned dual demand/energy dimension of the T&D planning process.⁶

Thus, the Board found that both annual usage (i.e., kWh) and class demands are appropriate to consider in developing allocation factors for transmission and distribution facilities. The peak and average allocation method, such as that used in Ms. Moreland's study, incorporates class energy usage into the allocation process.

Q. DID MS. MORELAND APPLY THE PEAK AND AVERAGE ALLOCATION METHOD TO ALL OF JCP&L'S DISTRIBUTION PLANT?

25 A. No, she did not. On pages 5-6 of her Direct Testimony, Ms. Moreland explains
26 that she modified the allocation procedures that the Company used in its 2002 rate
27 proceeding with respect to Account No. 368 – Line Transformers. Therein, Ms.
28 Moreland explained that in the 2002 rate case, the Company's class cost study
29 allocated line transformers using peak demand and energy, presumably using the
30 peak and average allocation method that was adopted by the Board. In this case,
31 however, Ms. Moreland classified 26.20 percent of the Company's line

⁶ I/M/O the Petition of Jersey Central Power & Light Company for Approval of Increased Base Tariff Rates and Charges for Electric Service and Other Tariff Revisions, BRC Docket No. ER91121820J, Final

transformer investment to the customer cost classification using a "minimum grid study." That is, under Ms. Moreland's approach in this proceeding, 26.20 percent of the line transformer investment is allocated to the various classes using a customer allocation factor. The remaining 73.8 percent of line transformer investment is allocated to the classes using non-coincident peak demands. Ms. Moreland used a "minimum grid study" to determine the percentage of transformer investment that is classified as customer-related. The only support she provided for this is her statement: "Generally speaking, as the number of customers increase, the number of line transformers installed also must increase to avoid excessive voltage drop."

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Q. BEFORE YOU ADRESS MS. MORELAND'S CLAIM THAT THE NUMBER OF LINE TRANSFORMERS INCREASE WITH THE NUMBER OF CUSTOMERS, WHAT IS A MINIMUM GRID STUDY?

A minimum grid study postulates that there are certain types and sizes of facilities that must be installed by the utility to provide customer access to the utility's electrical service, regardless of customer usage requirements. The minimum grid study classifies the cost of the minimum size of these facilities as customer-related. In this instance, JCP&L's minimum grid study used the cost of the minimum size overhead line transformer that it commonly installs in its service territory. That is, JCP&L multiplied the cost of the minimum size transformer by the number of transformers installed in its service territory. This product divided by trended cost of all transformers currently installed represents the 26.2 percent value of transformers that Ms. Moreland classified as customer-related and allocated among the rate classes using a customer-based allocator.

Decision and Order, page 16 (June 15, 1993).

⁷ Direct Testimony of Meghan C. Moreland, page 6.

Q. WHAT IS YOUR OBJECTION TO USING A MINIMUM GRID STUDY TO CLASSIFY A PORTION OF JCP&L'S DISTRIBUTION COSTS AS CUSTOMER-RELATED?

A. My objection to the minimum grid study approach is that it does not give appropriate consideration to JCP&L's actual system design, construction and operation. Having failed to give proper consideration to these important factors, the minimum grid study fails to reflect JCP&L's cost of service.

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Those who support classifying distribution facilities (other than services and meters) on a customer basis do so based on an assertion that some minimum investment is necessary to make electrical service available for each customer. regardless of the customer's peak or annual service requirements. Proponents then argue that this "customer-related" investment should be defined as either: a) the hypothetical cost of the current distribution system revalued using the cost of minimum-size distribution facilities presently installed on the system (the minimum grid study approach) or; b) the hypothetical cost of distribution plant having no load carrying capability (the so-called "zero-intercept" approach). The minimum size distribution equipment that a utility will install, however, is based on expected customer loads, not on the number of customers served by the utility or minimum service requirements. As for the zero-intercept approach, no utility installs distribution equipment incapable of carrying loads. Rather the facilities that JCP&L installs are sized, designed, operated and maintained in order to meet the individual customer's peak and annual service requirements. Neither the minimum grid study approach nor the zero-intercept variant of the minimum grid study approach gives appropriate consideration to actual system design, construction, and operation. The minimum grid study approach fails to reflect cost-causation and, therefore, is not a proper cost allocation method.

1	Q.	EARLIER YOU STATED THAT MS. MORELAND ATTEMPTED TO
2		JUSTIFY USING A MINIMUM GRID STUDY FOR TRANSFORMERS
3		BY HER STATEMENT: "GENERALLY SPEAKING, AS THE NUMBER
4		OF CUSTOMERS INCREASE, THE NUMBER OF LINE
5		TRANSFORMERS INSTALLED ALSO MUST INCREASE TO AVOID
6		EXCESSIVE VOLTAGE DROP". DO YOU AGREE WITH MS.
7		MORELAND'S STATEMENT?
8	A.	No, I do not. The number of transformers installed is not based solely on the
9		number of customers. Location and expected load requirements also significantly
10		influence the number and size of transformers that are installed. In fact, there are
11		approximately six customers for every transformer installed on JCP&L's system.8
12		Thus, it is only in a general sense that the number of transformers installed is
13		related to the number of customers; there is no direct, linear relationship between
14		the two.
15		
16	Q.	DID YOU RE-RUN MS. MORELAND'S CLASS COST STUDY AFTER
17		ELIMINATING THE EFFECTS OF THE MINIMUM GRID STUDY?
18	A.	No, I was not able to perform the analysis myself because the Company used
19		proprietary software to prepare its costs study. Therefore, JCP&L agreed to
20		perform the analysis for me. ⁹
21		
22	Q.	DOES MS. MORELAND'S USE OF THE MINIMUM GRID STUDY
23		SIGNIFICANTLY IMPACT THE COST STUDY RESULTS?
24		
25	A.	Table 4 below compares the results of the cost studies with and without the
26		minimum grid study.

⁸ See JCP&L's response to RCR-RD-6.

⁹ See JCP&L's response to RCR-RD-3.

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Table 4 Jersey Central Power & Light Company **Comparison of Cost Study Results** With and Without Minimum Grid Study ("MGS")

With MGS Without MGS

Service Class	Rate of Return	Unitized Rate of Return	Rate of Return	Unitized Rate of Return
RS	6.75%	0.85	7.07%	0.89
RT	8.03%	1.01	8.06%	1.01
GS	8.19%	1.03	7.75%	0.97
GST	6.48%	0.81	5.82%	0.73
GP	39.90%	5.00	36.69%	4.60
GT	51.02%	6.39	51.02%	6.39
LGT	4.55%	0.57	4.52%	0.57
Total Company	7.98%	1.00	7.98%	1.00

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As it turns out, limiting the minimum grid study to only transformers does not have a significant impact on the indicated cost study results for most of the customer classes. This is especially true since Ms. Cheong is not proposing class increases that move each class to a 1.00 unitized rate of return in this proceeding. The moderating approach that Ms. Cheong is following moves most classes incrementally closer to a 1.0 unitized rate of return. Since the minimum grid study in this case does not have a large impact on most class rates of return, applying Ms. Cheong's proposed class revenue increases to the class cost study without the minimum grid study will likely move those class rates of return closer to 1.0 also. Therefore, I do not object to Ms. Cheong's proposed allocation of JCP&L's proposed revenue increase among the rate classes, despite my objection to the minimum grid study. Obviously, I will object to any attempt to expand the use of a minimum grid study to any of the other distribution accounts in this or future rate proceedings.

Q. IN THIS PROCEEDING, MR. HENKES IS RECOMMENDING THAT JCP&L'S ANNUAL BASE REVENUES BE REDUCED BY \$201,960,479. HOW SHOULD THIS DECREASE BE DISTRIBUTED AMONG RATE CLASSES?

A. Earlier I concluded that Ms. Cheong's distribution of the Company's proposed increase was reasonable, based on the Company's claimed revenue requirement.

Therefore, I recommend that the same principles be used to allocate Rate Counsel's recommended revenue reduction among the rate classes. My proposed allocation is shown on Table 5, below.

Table 5

Jersey Central Power & Light Company
Rate Counsel's Proposed Spread of the Revenue Reduction

Class	Revenue Increase	Percent Change
RS	\$(98,196,424)	-34.59%
RT	\$ (3,313,765)	-35.36%
GS	\$ (64,830,387)	-34.59%
GST	\$ (5,697,481)	-34.59%
GP	\$ (13,184,150)	-38.52%
GT	\$ (10,122,061)	-38.52%
LTG	\$ (6,616,211)	-34.59%
Total Company	\$(201,960,479)	-35.01%

My allocation of Rate Counsel's recommended revenue decrease shown in Table 5 reflects the same principles that are reflected in the cost study (excluding the minimum grid study) and in Ms. Cheong's proposed allocation of JCP&L's claimed revenue deficiency. Because Rate Counsel is reflecting an overall reduction in revenues, the percentage reduction to the RG, GS, and LTG classes are less than average because the unitized rates of return in those classes are less

than 1.0. Because the unitized rates of return in the GP and GT classes are significantly above 1.0, I am proposing a 10 percent larger-than-average revenue reduction for that class. The RT class received a 1 percent larger-than-average revenue reduction under my proposed spread because that class's unitized rate of return is only slightly above 1.0. My proposed revenue spread should achieve the same goals that are reflected in Ms. Cheong's proposed revenue allocation; i.e., make a gradual movement for each class closer to a unitized rate of return of 1.0.

Q. DO YOU HAVE ANY COMMENTS CONCERNING MS. CHEONG'S PROPOSED RATE DESIGNS?

A. Yes, I do. Ms. Cheong proposes to increase monthly customer charges in the RS, RT, RGT (Residential Geothermal & Heat Pump Service), GS (General Service Secondary), and GST (General Service Time-of-Day) classes by \$1.00. For the energy (kWh) and demand (kW) charges, where applicable, Ms. Cheong proposes to increase current charges by an equal percentage within each rate class.

Since Rate Counsel is proposing a large reduction in JCP&L's existing revenues, now is not the appropriate time to consider an increase in existing rates. Therefore, I object to Ms. Cheong's proposal to increase the monthly customer service charge. The revenue reductions that I recommend for each class should be achieved by maintaining the existing monthly customer charges and by reducing the kWh and kW charges by an equal percentage within each rate class.

Q. HAVE YOU REVIEWED JCP&L'S PROPOSED CHANGES TO CERTAIN MISCELLANEOUS SERVICE CHARGES?

Yes, I have. Through the Direct Testimony of Mr. Kevin F. Connelly, JCP&L proposed the following increases for certain miscellaneous services:

Table 6
Jersey Central Power & Light Company
Company Proposed Changes to Miscellaneous Service Charges

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Service	Current Charge	Proposed Charge
Returned payment	\$10	\$15
Field collection	\$20	\$25
Reconnection for non- payment at the meter	\$22	\$45
Convenience fee for payment by phone	\$0	\$1

Α.

Q. DID MR. CONNELLY PROVIDE COST ANALYSES TO SUPPORT THE INCREASES IN THE SERVICE CHARGES THAT HE

RECOMMENDED?

Yes, he did. His cost analysis for returned payment services provided by JCP&L, however, fails to support the \$15 charge that he recommends. Mr. Connelly's own analysis justifies a \$12.04 charge for returned payment; not \$15 as he proposed. Mr. Connelly attempts to justify charging customers more than the Company's cost to provide the returned payment service to offer customers an additional disincentive to provide checks and to make electronic payments that are later returned or dishonored. I disagree. While promoting efficient behavior is an important goal in utility rate setting, there is no sound economic justification for pricing service above cost. Nor is it fair and necessary to penalize customers through excessive (i.e., above cost) rates and charges. Therefore, I recommend that the returned payment charge be limited to JCP&L's costs, which I round to \$12.

¹⁰ See Direct Testimony of Kevin F. Connelly, Schedule KC-2, page 1.

Q. DO YOU HAVE A COMMENT ON MR. CONNELLY'S PROPOSED INCREASE IN THE RECONNECTION CHARGE AT THE METER FOR NON-PAYMENT?

A. Yes. As shown in Table 6 above, Mr. Connelly proposes to increase this charge from the present amount of \$22 to \$45. Mr. Connelly's cost analysis indicates that JCP&L's underlying cost for this service is \$68.57. Mr. Connelly proposed a \$45 charge for this service rather than \$68.57 in an attempt to mitigate the impact of the increase to the cost-based level on customers. I agree that mitigation is important and necessary. Even at \$45, the increase proposed by Mr. Connelly represents a 104 percent increase from the present charge. In an attempt to further mitigate the impact of the increase on customers, I recommend that the charge for reconnection service at the meter for non-payment be set at \$30 at this time. A \$30 charge for this service represents a 36 percent increase over the present charge, which I believe is very reasonable.

Α.

Q. DO YOU SUPPORT THE IMPOSITION OF A \$1.00 CHARGE FOR CUSTOMER PAYMENTS MADE BY PHONE USING A COMPANY CUSTOMER SERVICE REPRESENTATIVE?

No, I do not. I understand that there is a nominal cost to the Company for using customer service representatives to process bill payments for customers. By imposing what Mr. Connelly characterizes as a "convenience fee" for this service, the Company hopes to encourage customers to increase of the use of the free self-service bill payment option. In my opinion, JCP&L should encourage all forms customer payment, regardless of how they are processed, to alleviate the burden imposed on all customers caused by late paying customers and uncollectible accounts. Therefore, it is inappropriate to impose a convenience fee on customers who are willing to settle their accounts. I recommend that the \$1 convenience fee proposed by Mr. Connelly be rejected.

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- 2 Q. DOES RATE COUNSEL HAVE ANY OBJECTION TO MR.

 CONNELLY'S PROPOSAL TO INCREASE THE FIELD COLLECTION
- 4 CHARGE FROM THE CURRENT CHARGE \$20 TO \$25?
- 5 A. No. Rate Counsel has no objection to the proposed \$5 increase in this charge.

- 7 Q. DOES THIS CONCLUDE YOUR TESTIMONY AS THIS TIME?
- 8 A. Yes, it does.

EXHIBITS

JERSEY CENTRAL POWER & LIGHT COMPANY

Calculation of Federal Income Tax Expense Lead Days Assuming Uniform Quarterly Estimated Payments

Payment Date	Payment % of Total	Expense Lead Days	Weighted Lead Days
(A)	(B)	(C)	(D)
1. April 15, 2011	25%	(78.00)	(19.50)
2. June 15, 2011	25%	(17.00)	(4.25)
3. September 15, 2011	25%	75.00	18.75
4. December 15, 2011	25%	166.00 _	41.50
5. Total weighted lead days			36.50

JERSEY CENTRAL POWER & LIGHT COMPANY

Electric Distribution Lead/Lag Study

2011

	Expense	Lead/Lag Days	Dollar/Days
(A)	(B)	(C)	(D)
1. O&M expenses	\$1,832,315,873	35.82	\$65,633,554,571
2. Taxes other than income	65,530,507	(39.62)	(2,596,318,687)
3. Income taxes - current	58,530,521	15.42	902,540,634
4. Interest on long-term debt	54,861,104	91.25	5,006,075,740
5. NJ Sales Tax	157,889,464	(50.57)	(7,984,470,194)
6. Subtotal	\$2,169,127,469	28.10	\$60,961,382,064
7. Revenue lag (days)		40.97	
8. Expense lead (days)		28.10	
9. Net lag (days)		12.87	
10. Expense requirement per day		\$5,942,815	
	•		
11. Cash working capital requirement		\$76,484,029	
12. Amount as filed		146,298,532	
	•		
13. Adjustment to rate base as filed		(\$69,814,503)	
•	:		

Sources:

Columns B & C lines 1,2,3,5: Schedule JLA-1 Supplemental

Column B, line 4: Exhibit JC-7, Schedule MCM-1 Column C, line 3: Current FIT lead days is 36.5

Column C, line 4: Semi-annual interest payments (365/4)

Column C, line 12: Schedule JLA-1