

BEFORE THE
STATE OF NEW YORK
DEPARTMENT OF PUBLIC SERVICE

IN THE MATTER OF A
RATE PROPOSAL FOR ELECTRIC RATES AND CHARGES
SUBMITTED BY TOWN OF MASSENA ELECTRIC DEPARTMENT

PREPARED TESTIMONY OF:

FRANK W. RADIGAN

SUBMITTED ON BEHALF OF
TOWN OF MASSENA ELECTRIC DEPARTMENT

May 29, 2015

1 **INTRODUCTION**

2 **Q. PLEASE STATE YOUR FULL NAME, ADDRESS, AND OCCUPATION.**

3 A. My name is Frank W. Radigan. I am a principal in the Hudson River Energy
4 Group, a consulting firm providing services in electric, gas and water utility
5 industry matters, and specializing in the fields of rates, planning and utility
6 economics. My office address is 237 Schoolhouse Road, Albany, New York
7 12203.

8

9 **Q. PLEASE DESCRIBE THE HUDSON RIVER ENERGY GROUP.**

10 A. The Hudson River Energy Group (“HREG”) is an engineering consulting firm
11 specializing in the fields of rates, planning, economics and utility operations for
12 the electric, natural gas, steam and water utility industries. HREG was founded in
13 1998 and has served a wide variety of clients including municipal utilities,
14 government agencies, state commissions, consumer advocates, law firms,
15 industrial companies, power companies, and environmental organizations. HREG
16 conducts rate design and cost of service studies, and designs performance based
17 rate plans. HREG also assists clients in handling the complexities of deregulation
18 and restructuring, including Open Access Transmission Tariff pricing, unbundling
19 of rates, resource adequacy, transmission planning policies and power supply.
20 During HREG’s existence, we have proffered our expertise before the Federal
21 Energy Regulatory Commission (“FERC”) and a large number of utility
22 commissions across the country.

23

1 **Q. PLEASE SUMMARIZE YOUR EDUCATION AND BUSINESS**
2 **EXPERIENCE?**

3 A. I received a Bachelor of Science degree in Chemical Engineering from Clarkson
4 College of Technology in Potsdam, New York (now known as “Clarkson
5 University”) in 1981. I received a Certificate in Regulatory Economics from the
6 State University of New York at Albany in 1990. From 1981 through February
7 1997, I served on the Staff of the New York State Public Service Commission
8 (“NYPSC”) in the Rates and System Planning sections of the Power Division.
9 My responsibilities included, resource planning and the analysis of rates,
10 depreciation rates and tariffs of electric, gas, water and steam utilities in the state.
11 These duties also encompassed rate design, performing embedded and marginal
12 cost of service studies, as well as depreciation studies.

13

14 Before leaving NYPSC, I was responsible for directing all engineering staff
15 during major proceedings, including those relating to rates, integrated resource
16 planning and environmental impact studies. In February 1997, I left NYPSC and
17 joined the firm of Louis Berger & Associates as a Senior Energy Consultant. In
18 December 1998, I formed my own company.

19

20 In my 33 years of experience, I have testified as an expert witness in utility rate
21 proceedings on more than 100 occasions before various utility regulatory bodies,
22 including: the Arizona Corporation Commission, the Connecticut Department of
23 Public Utility Control, the Delaware Public Service Commission, the Illinois

1 Commerce Commission, the Maryland Public Service Commission, the
2 Massachusetts Department of Telecommunications and Energy, the Michigan
3 Public Service Commission, the Mississippi Public Service Commission, NYPSC,
4 the New York State Department of Taxation and Finance, the Nevada Public
5 Utilities Commission, the North Carolina Utilities Commission, the Pennsylvania
6 Public Utility Commission, the Public Service Commission of the District of
7 Columbia, the Public Utilities Commission of Ohio, the Rhode Island Public
8 Utilities Commission, the Vermont Public Service Board, and the FERC.
9 Currently, I advise a variety of regulatory commissions, consumer advocates,
10 municipal utilities, and industrial customers concerning rate matters, including
11 wholesale electricity rates and electric transmission rates. A copy of my resume
12 is attached as Exhibit 1.

13
14 **Q. FOR WHOM ARE YOU APPEARING?**

15 A. I am testifying on behalf of the Town of Massena Electric Department.
16

17 **Q. WERE YOUR TESTIMONY AND EXHIBITS PREPARED BY YOU OR**
18 **UNDER YOUR DIRECT SUPERVISION AND CONTROL?**

19 A. Yes, they were.
20

21 **SCOPE OF TESTIMONY**

22 **Q. WHAT IS THE SCOPE OF YOUR TESTIMONY IN THIS**
23 **PROCEEDING?**

1 A. I have been asked to describe the need for an increase in electric delivery rates for
2 Massena in order to meet its operating expenses and to fund infrastructure
3 investments so that it can continue to provide low-cost and reliable service to its
4 customers. Specifically, I will present the Massena revenue requirement and
5 proposed re-design of its rates. I will sponsor the historical financial information
6 that is required under the 1977 Policy Statement on Test Years. I sponsor the
7 following exhibits.

8 Exhibit 1 - Resume of Frank Radigan

9 Exhibit 2 - Historic and Forecast Income Statement and Rate of Return

10 Exhibit 3 - Explanation of Adjustments

11 Exhibit 4 - Historic Balance Sheets

12 Exhibit 5 - Historic Income Statements

13 Exhibit 6 - Revenues by Rate Class and kWh Sales

14 Exhibit 7 - Number of Customers

15 Exhibit 8 - Capital Structure and Rate of Return

16 Exhibit 9 - Rate Base

17 Exhibit 10 - Factor of Adjustment

18 Exhibit 11 - Comparison of Present and Proposed Rates

19 Exhibit 12 - Comparison of Monthly Bills – Rate Increase Only

20 Exhibit 13 - Comparison of Monthly Bills – With New Rate Design and
21 Rates

22 Exhibit 14 - Comparison of Annual Bills

23 Exhibit 15 - Calculation of Weather Normalization and Customer
24 Growth Adjustment

25 Exhibit 16 - Calculation of Rate Year Plant Balances

26 Exhibit 17 - Calculation of Engstrom Substation Ratemaking Offset

27 Exhibit 18 - Commission Order in Case 97-E-1387

28

1 **SUMMARY**

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

3 **A.** Since Massena began operations in 1981 the only direction that base electric rates
4 have taken has been downward. Initially, rates were reduced when it took over
5 the system from Niagara Mohawk. Is was then able to reduce rates twice in the
6 1990s due to lower cost power supply and the fact that it paid off its initial debt
7 load. Over the past five years, however, Massena has seen its net income erode
8 and it is now losing money for the first time in its history. The reason for this is
9 increased operating expenses for such items as labor, health insurance premiums
10 and pension obligations. In fiscal year 2014, Massena had a net operating income
11 of (\$85,423). As costs increase due to inflation, wage rates, health insurance and
12 pension obligations, Massena sees no choice but to request an increase in delivery
13 revenues. As such, setting the revenue requirement is the first major factor to be
14 considered in the rate case.

15

16 The second major factor is rate design and the need to realign the rate structure
17 that customers pay. In 2014, retail revenues from electric sales to residential
18 customers were approximately \$8.3 million on sales of approximately 121 million
19 kWh. This equates to an all-in rate of 6.8 cents per kWh and an average usage of
20 1,223 kWh per month. This compares to a statewide average cost of
21 approximately 20 cents per kWh and a monthly average usage of 600 kWh per
22 month. At 6.8 cents per kWh it is less expensive to heat a home using electricity
23 than fuel oil. A review of monthly sales and peak usage data indicates that

1 customers have made that choice and on Massena's system residential sales in
2 January 2014 were 2.4 times that of July 2014. Peak demand follows this sales
3 pattern and the peak in January 2014 was 50.6 MW compared to 30.3 MW in July
4 2014. This extra demand and energy is met from supplemental purchases above
5 and beyond Massena's hydroelectric allocation from the New York Power
6 Authority. While the cost of hydroelectric power (energy, capacity, transmission
7 and certain charges from the NYISO) is cheap at 2.4 cents per kWh the cost of
8 supplemental power is not at 7.6 cents per kWh. The problem, however, is that
9 under the current rate structure Massena must charge for purchased power at an
10 average rate of 4.2 cents per kWh. This fact together with the knowledge that
11 increased winter usage is only done by a certain few customers causes a cross
12 subsidization to exist where all customers are charged for that higher cost of
13 supplemental power that is only used by a few. In the rate design section of my
14 testimony I will discuss this issue in more detail and propose a solution that
15 directs the higher cost of supplemental power to those customers that use it. It is
16 the hope of Massena that this price signal will serve to encourage customers to
17 conserve electricity and look for the heating source that is most economically
18 attractive based on cost causation and not cross subsidization.

19
20 **REVENUE REQUIREMENT**

21 **Q. PLEASE DISCUSS EXHIBIT 2.**

22 **A.** Exhibit 2 is the historic and forecast income with the rate of return earned on rate
23 base. Column A is Massena actual income statement for 2014. The utility had

operating revenues of approximately \$14,009,695 and operating expenses of \$14,095,125 for a net operating loss of \$85,423. Column B shows three normalizing adjustments to the per books historical information: one to revenues; one to purchased power expenses; and the third to pension expenses. The normalizing for revenues is comprised of four adjustments which will be described in more detail in the explanation of Exhibit 3. The adjustment to purchased power is directly related to the adjustment to revenues and is the purchased power component of the revenue adjustment. The adjustment to pension expense is to reverse a charge that Massena makes for Other Post-Employment Benefits (OPEBs) which are not allowed for ratemaking purposes. Column C is the historic test year after normalization adjustments have been made.

Column D is the list of known changes that will occur to reflect costs in the rate year (the 12 months ending April 2017). There are five adjustments for known changes. The first is for labor costs and this adjustment reflects the full 2.5% increase in labor rates that was given in July 2014 as well as a forecast of a 2.5% annual labor rates through the rate year. Included in this adjustment is a 1% productivity offset which the Commission normally imposes. The second adjustment is for inflation which has been estimated to be 2% based on my review of the recent trend in the Gross Domestic Product Price Index (GDP Index). The GDP Index was forecast between the end of the test year and the rate year with the average rate year GDP Index reflected in the adjustment. This adjustment also reflects the Commission's 1% productivity offset. The third adjustment is to

1 reflect a three year amortization of the rate case expense for processing this rate
2 case. The fourth adjustment reflects the increased depreciation expense of
3 increased gross plant balances between the end of the test year and what will be
4 charged in the rate year at existing rates. The fifth adjustment is to rate base and
5 reflects the change in rate base between the end of the test year and the average of
6 the monthly averages of the net plant balances in the rate year.

7
8 Column E reflects a normalized test year updated for known changes before the
9 rate change. As shown on line 18 of this column Massena expects to have a net
10 operating income of (\$281,563) in the rate year if no rate increase is allowed.
11 Column F reflects the necessary rate increase to bring Massena's rate of return up
12 to 3.69% which is the weighted average return on a return on surplus of 3.7%.
13 The 3.7% is an estimate of the return that will be allowed by the Commission in
14 this case based on the latest three month average of debt costs for municipals with
15 an A+ rating which is what Massena has. Column F is the income statement for
16 the rate year after the rate increase.

17

18 **Q. PLEASE EXPLAIN WHAT IS SHOWN ON EXHIBIT 3.**

19 **A.** Exhibit 3 is a short description of the reasoning behind the adjustments that are
20 reflected on Exhibit 2. Some of these deserve further description. Adjustment a)
21 is comprised of four parts; it reflects an adjustment of the impact of reconciling
22 the Purchased Power Adjustment Clause (PPAC) costs for 2014, elimination of a
23 credit to the PPAC which Massena is currently providing its customers, an

1 adjustment to reflect normal weather and an adjustment to reflect growth in
2 revenues due to an increase in the number of customers. Annual reconciliation of
3 PPAC cost is being requested in this case and the adjustment of \$58,849 reflects
4 an under-collection of PPAC revenues in 2014. In order to show that this under
5 recovery of costs will be recovered in the PPAC rather than base rates, an upward
6 adjustment to test year revenues is necessary. Weather normalization and
7 customer growth adjustments were done using the Commission staff's
8 methodology for estimating the revenue impact of such adjustments and the work
9 papers for these adjustments are attached as Exhibit 15. The decreases in
10 purchased power expense, adjustment b), are related to the weather normalization
11 and customer growth adjustments and again use the Commission staff
12 methodology for their development.

13
14 The next five adjustments, adjustments c)-g), have already been described.
15 Adjustment h) deserves a detailed explanation. This adjustment reflects two
16 adjustments; one to reflect the change in net plant between the test year and the
17 rate year and a second to reflect lowering of book cost of Massena's second
18 primary substation, the Engstrom substation, that was put into service in 2002.
19 As to changes in net plant, there are two components, normal plant additions and
20 planned plant additions. Normal plant additions were forecast, by account, using
21 the net additions (plant additions less retirements) based on the average of the
22 2012-2014 period. This was then translated into a monthly plant addition forecast
23 and rate year monthly gross plant and depreciation reserve were developed in

1 order to develop the average of the monthly averages of net plant for the rate year.
2 The forecast depreciation expense was developed from this forecast. Planned
3 plant additions are the one exception to this methodology. Here Massena has
4 already ordered a new bucket truck to be delivered in 2015 and expects to order
5 another in 2016. These trucks are expected to be placed in service in August of
6 each year and the net cost (cost of truck less salvage value of the old one) is
7 expected to be \$150,000 each. The development of this forecast is shown on
8 Exhibit 16.

9

10 **Q. COULD YOU PLEASE DESCRIBE THE RATEMAKING ADJUSTMENT**
11 **FOR THE ENGSTROM SUBSTATION?**

12 **A.** Yes. In Massena's last rate proceeding, Case 97-E-1387, the Commission was
13 aware that Massena was anticipating a new substation. The rate case was for a
14 3.5% rate reduction due to the fact that Massena had finished paying the debt that
15 was incurred in purchasing the system from the Niagara Mohawk Power
16 Corporation. Cash flow of the utility was robust at that time and instead of
17 lowering rates further the Commission allowed Massena a slight increase in its
18 allowed rate of return, 6.35% rather than 6.00%, with the direction that Massena
19 use the extra money to help prefund the cost of the substation. This extra
20 allowance equated to \$84,000 per year in revenues and by the time the substation
21 was completed in 2002, this amounted to a \$457,000 credit for ratepayers.
22 Massena never booked this money as a credit, however, and has booked the
23 substation at its full cost of \$3.9 million and has depreciated the substation based

1 on this value. For ratemaking purposes the credit causes the Gross Plant as well
2 as Depreciation Reserve to be recalculated as well as the annual depreciation
3 expense. These adjustments have been made and result in a reduction to rate base
4 of \$317,000 and a decrease in annual depreciation expense of approximately
5 \$10,000 per year. This calculation is shown as Exhibit 17 and the Commission
6 Order from Case 97-E-1387 is attached as Exhibit 18.

7
8 **Q. COULD YOU PLEASE CONTINUE DESCRIBING THE EXHIBITS?**

9 **A.** Yes, Exhibit 4 is the historic Balance Sheets. Exhibit 5 is the Historic Income
10 Statements and Exhibit 6 is the historic Revenues and Sales by Service Class.
11 Exhibit 7 is the historic number of customers. Each of these Exhibits are for the
12 three year period 2012-2014 and the source data is from the utility's books and
13 records and are reported in its Annual Reports which are on file with the
14 Commission.

15
16 Exhibit 8 is Massena's Cost of Capital and Rate of Return. Massena has no debt
17 so the capital structure is made up entirely of customer deposits and net surplus.
18 The rate for customer deposits is estimated to be 0.70% for the rate year which is
19 the 2012 level and higher than the 2014 approved level of 0.13%. The return on
20 net surplus is estimated to be 3.7%. The Town of Massena is rated A+ and a
21 review of historic municipal bond rates is approximately 3.7%. The Commission
22 methodology for rate setting purposes has been to use the most recent three-month
23 average rate at the time the Commission's order is issued. As it is unknown what

1 that will be at this time I have used the 3.7% as a proxy of what the eventual
2 return on surplus will be at the outcome of this case.

3

4 Exhibit 9 is the detailed components of the utility's rate base for both the historic
5 period, 2012-2014, and the rate year. As noted above the development of rate
6 year Gross Plant and Depreciation Reserve was developed separately and shown
7 on Exhibit 16.

8

9 Exhibit 10 is the historic and forecast factor of adjustment. The historic
10 information of sales and purchases of electricity is for the six-year period 2009-
11 2014. The forecast is the average of the six-year period and this is the method in
12 use by the Commission to develop new factors of adjustment.

13

14 Exhibits 11-14 are the proposed rate and bill comparisons. These are more fully
15 described in the section on rate design

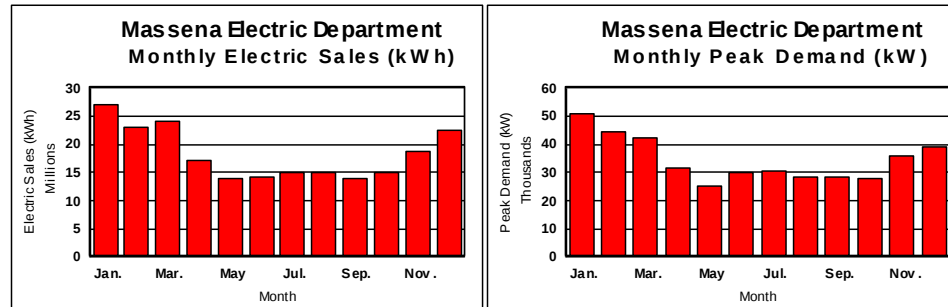
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17 **RATE DESIGN**

18 **Q. COULD YOU PLEASE DISCUSS THE PROPOSED RATE DESIGN AND**
19 **REASONS FOR IT?**

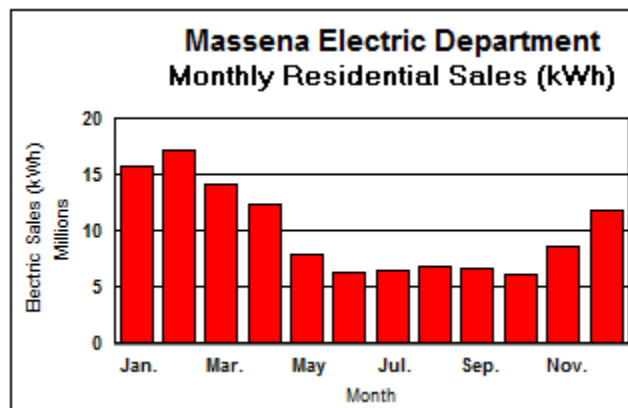
20 **A.** Yes. In order to understand the proposed rate design the most important thing to
21 understand is how and when Massena's customers use electricity, which
22 customers use the most electricity and the cost of the various power purchases

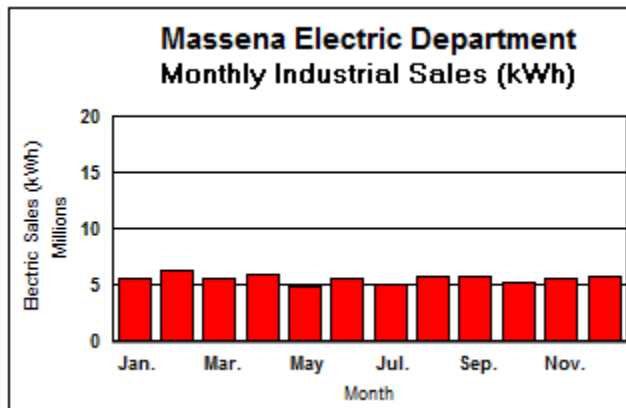
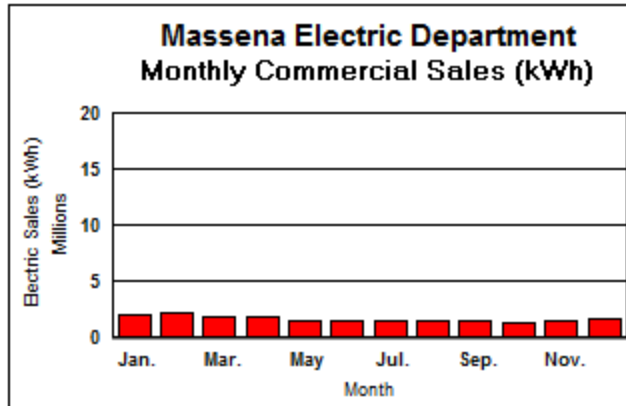
1 that Massena makes to meet this demand. As to the how and when customers use
 2 electricity, the two graphs below illustrate the monthly sales and peaks for 2014.



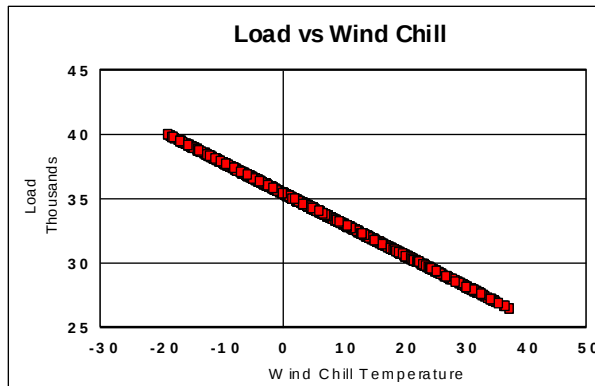
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 5
 6 As can be seen from these graphs, the utility is winter peaking. The sales in the
 7 summer period are relatively flat with about 14 million kWh sales per month but
 8 during the winter period those sales increase to almost 27 million or almost twice
 9 the average summer monthly sales. Peak demand follows a similar pattern with
 10 summer demand averaging about 28 MW and peak demand at almost 51 MW, an
 11 80% increase.

12
 13 Not all customers dramatically increase their electric usage during the winter
 14 months as illustrated below using sales from 2014.





Clearly, the usage and peak demand is being driven by the Residential Service Class during the winter months. The chart below illustrates Massena's Demand versus temperature. Massena's peak generally occurs around 8 am or in the early evening between 6 pm and 8 pm. These times also indicate a utility with a preponderance of residential demand and the fact that the system can peak in the early morning or early evening indicates that heating or cooling demand drives this demand. In this case, because it is winter demand, it is demand for electric heat.



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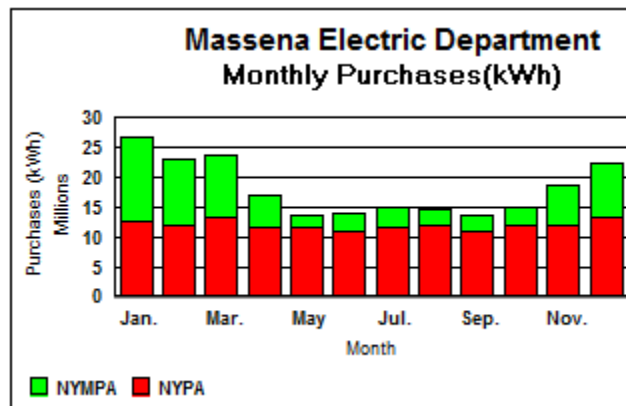
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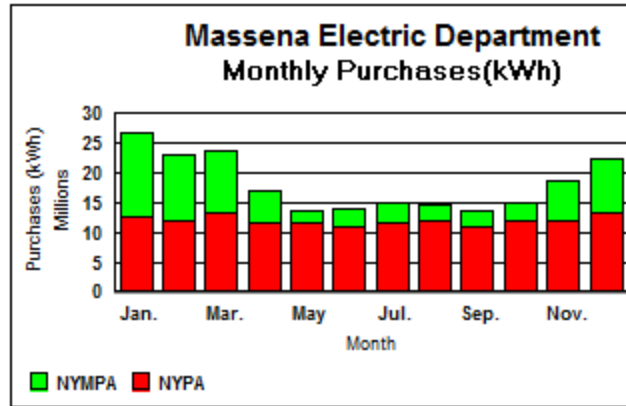
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12

Once one knows when and who the power is being purchased for the next step of the analysis is to get an understanding of the power supply options of the utility. Massena is a NYPA customer and has been allocated approximately 23.7 MW of NYPA power from the Robert Moses dam in Niagara Falls. Due to variation in generation at the plant there is a slight increase in output of the plant during the winter but on average Massena buys approximately 12 million kWh per month. As the Niagara plant is a finite resource the allocation is fixed and any electric demand above the allocated amount must be met from purchases through the market and Massena buys all of its supplemental needs through the New York Municipal Power Agency (NYMPA). The charts below show the monthly purchases of energy and demand by supplier for 2014.



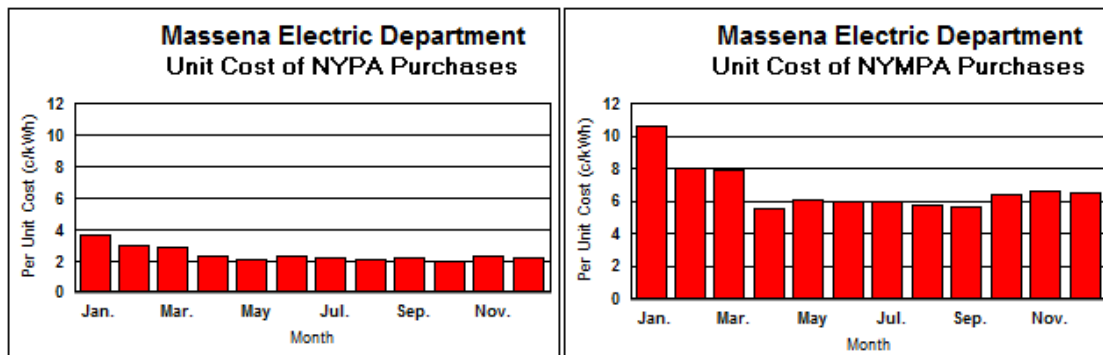
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3 As shown by these charts the increased winter heating demand is all supplied by
 4 purchases through NYMPA. The importance of this fact is illustrated by the cost
 5 difference between the two power supply options as illustrated below.

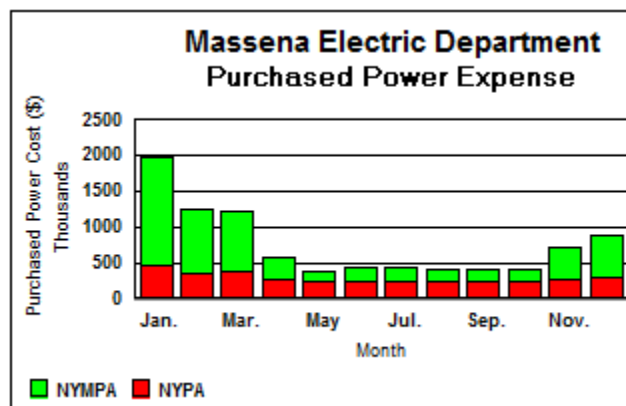


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8

With an average cost of almost three times the cost of NYPA power the NYMPA
 power bill during the winter months is the primary driver of costs to this utility.



9

1 **Q. PLEASE CONTINUE.**

2 **A.** Now that we know when and what service class(s) is (are) using the NYMPA
3 power the next challenge is to direct the cost of that power to the class(s) that are
4 using it. The goal for doing this is to send the correct price signal to customers to
5 encourage the wise use of energy. There are two approaches to this challenge.
6 The first approach would be to use the base rates by the introduction of inclining
7 block rates. This approach does give the right price signal but since it is done
8 through base rates any conservation done by customers would erode the utility's
9 net income and not change the purchased power bill at all. Because of this a
10 second approach was examined. The second approach was to look for a way to
11 directly pass along the cost of the NYMPA power to the customer or customer
12 classes that are using it. Currently, there is one PPAC for the utility and each
13 customer pays the same PPAC regardless of usage. For a service class that uses a
14 relatively constant amount of power, e.g. S.C. No. 4 the Industrial Rate class,
15 during the winter time their usage does not change dramatically but their power
16 bill does because of the increased usage cost that customers who use electricity
17 for heat impose on the system. Thus, these S.C. No. 4 customers over pay and
18 subsidize others. At the other end of the spectrum, a customer whose usage does
19 increase dramatically during the winter months sees a dampened increase in their
20 bill because of the use of one average PPAC. For this customer, the utility is
21 going out and buying power at a high cost, e.g. in January 2014 at 10.6 cents per
22 kWh, but is charging the average cost, e.g. for January 2014, 7.4 cents per kWh.
23 Thus, this customer under pays the true cost to serve and is subsidized by others.

1

2 **Q. WHAT DO YOU PROPOSE TO ENACT THIS APPROACH?**

3 **A.** I propose to move away from the average cost approach and use one that will
4 impose the cost of the supplemental power to those who use it. As I stated
5 previously, the delivery of Massena's allocation of hydroelectric power is a
6 constant and varies little from month to month. The usage during the summer
7 months is relatively low both on a month to month as a whole but also for each
8 service class. Thus, one can develop an allocation of the hydroelectric power
9 amongst service classes. Any usage above this allocated amount is supplemental
10 power and I propose a method to allocate the cost of the supplemental power to
11 each service class.

12

13 The new structure will utilize two PPACs. The first PPAC will be linked to
14 NYPA hydroelectric power purchases and other costs associated with the NYPA
15 hydro allocation. This "Hydro PPAC" will be relatively stable and small.

16

17 The second PPAC will be driven by supplemental power purchases. This
18 "Supplemental PPAC" will include demand and energy charges from the New
19 York Municipal Power Agency (NYMPA), plus other costs associated with
20 supplemental power supply. The "Supplemental PPAC" will be less stable and
21 reflect the generally higher cost of supplemental power.

22

1 Each Customer in Service Classes SC-1 (Residential), SC-2 (Commercial with
2 No-Charge Demand) and SC-3 (Commercial with Demand) will receive a set
3 allocation of hydroelectric power. For this energy the customer will be charged
4 “Hydro PPAC”. Once a customer’s usage goes above this allocation they will be
5 charged the “Supplemental PPAC” for energy use greater than this allocation.

6

7 I have analyzed the monthly usage of each service class and calculated what the
8 average bill energy usage is before the allocated hydro power is completely used.
9 This average bill is the base allocation of hydroelectric power and it varies from
10 class to class. The allocation for each class is as follows:

11

12 SC-1: 1,000 kWh/month

13 SC-2: 300 kWh/month

14 SC-3: 1,700 kWh/month

15

16 The SC-4 (Industrial) does not fit into this straight allocation of energy usage due
17 to the fact that this service class is based on a minimum demand level but no
18 maximum. Because of this, there are a wide variety of energy usage levels but
19 this is not indicative of a customer who uses electricity for heating purposes. A
20 large user may just be a large user with a usage pattern similar to a small
21 industrial customer. For this class, which shows very little variation in monthly
22 energy usage I propose a blended PPAC. This allows the service class to receive
23 its fair share of hydroelectric power while at the same time minimizing cross

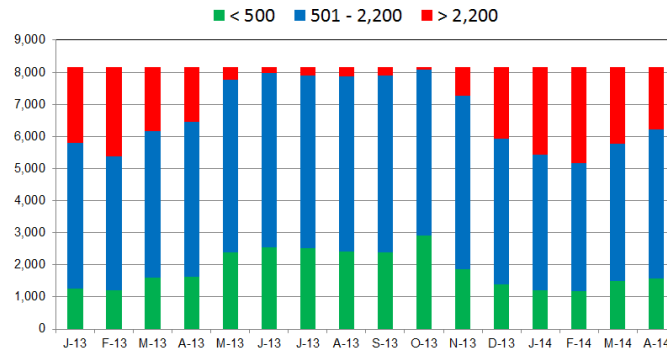
1 subsidization to the other service classes. To more equitably charge this class the
2 cost of power, the blended PPAC will consist of 83% “Hydro PPAC” and 17%
3 “Supplemental PPAC”.
4

5 **Q. WHAT ARE THE RATE IMPACTS OF THIS RATE DESIGN CHANGE?**

6 **A.** Exhibits 12 and 13 show the rate impacts. Exhibit 12 shows the rate impact
7 of the proposed rate increase without a change in the PPAC described above.
8 In the summer an average residential customer using 1,243 kWh per month
9 will receive a 6.5% rate increase and during the winter a 5.3% rate increase
10 which on average is about a 5.9% rate increase compared to the overall
11 revenue increase request of 6.2%. This is slightly less than average as
12 Massena is requesting a higher than average increase in the customer charge
13 which will be discussed later in my testimony. Exhibit 12a shows the bill
14 impacts with the proposed change in the PPAC for the each of the summer
15 and winter periods and Exhibit 13 shows the bill impacts on an annual basis.
16 For this same average residential customer on an annual basis the proposed
17 rate increase and change in the PPAC will result in a 4.1% decrease in bills.
18

19 For every customer that gets a rate decrease there is another customer that
20 is going to get a rate increase. In this case it would be the very largest
21 residential user who sees the rate increase. As shown on Exhibit 14, it is
22 estimated that a customer who uses 2,500 kWh per month on an average
23 monthly basis will receive approximately a 25% rate increase and a

1 customer who uses 6,000 kWh per month will receive a 43% increase. The
 2 graph below shows the number of bills to residential customer by usage
 3 strata. In January there are over 2,000 bills that use over 2,200 kWh but very
 4 few in the summer.



5
 6 As illustrated above there is no denying that some customers will see large
 7 increases in their bills if this rate design proposal is granted. To mitigate this
 8 Massena proposes to phase in the effect of the new PPAC over three years.
 9 With the effective date of new rates after this rate case not expected to be
 10 until April 2016, this three year phase-in will begin in the Spring and will not
 11 be fully implemented until March 2019. Massena believes this phase-in
 12 properly sends the correct price signal while keeping rate increases to a
 13 manageable level.

14
 15 **Q. DO YOU PROPOSE ANY OTHER RATE DESIGN CHANGES?**

16 **A.** Yes. For S.C. No 1 –Residential and S.C. No. 2 – Small General Service the
 17 current customer charge is \$5.00 per month. As a utility with no generation and
 18 very little transmission plant, the cost of running the system is almost purely to

1 operate and maintain the distribution system. These costs are essentially fixed as
2 they mainly consist of salaries of operating personnel and sending out bills. In
3 2014 the cost to operate and maintain the system and then bill customers averages
4 out to be approximately \$12.50 per bill. If the administrative and general costs
5 are to be considered the costs increase by another \$15.50 per bill. Again, as all of
6 these costs are essentially fixed the current customer charge is inadequate. I
7 propose an increase in the charge from \$5.00 per month to \$8.00 per month.
8 Similar to the change in the PPAC, to ameliorate undue customer bill impacts I
9 propose to phase this increase in over three years with changes on the anniversary
10 date of the effective date of the new rates. Thus, in 2016 the customer charge
11 would increase by \$1.00 per month, another \$1.00 per month in 2017 and another
12 \$1.00 per month in 2018.

13
14 **Q. ARE THERE ANY OTHER RATE DESIGN ISSUES?**

15 **A.** Yes, there are two final issues to be considered. First, Massena would like to
16 enact a formal Year End PPAC reconciliation process. Most municipal utilities in
17 the State have this feature in their tariff and Massena believes that it is beneficial
18 feature to be able to ensure that any over or under collection of purchased power
19 expense, the utility single largest expense item, is properly charged and collected.
20 Second, Massena proposes to increase the base cost of purchased power from
21 1.6403 cents per kWh to 2.3 cents per kWh. The base cost has not been reviewed
22 or changed in Massena's 33 years of operation and costs have increased since
23 then. The short term financial impact is that for the first two months of

1 implementation there will be an over collection of purchased power costs due to
2 the lag between when the PPAC is calculated and when it is recovered. This will
3 cause excess PPAC revenues to be collected. With the introduction of the PPAC
4 reconciliation this over collection of PPAC revenues will be automatically
5 credited back to ratepayers at the time of reconciliation and no reflection of the
6 financial impact of this change need to be reflected in the rate case which is only
7 setting base rates.

8

9 **CONCLUSION**

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

11 A. Yes, it does.