PEOPLES GAS SYSTEM

BEFORE THE

FLORIDA PUBLIC SERVICE COMMISSION

Docket No. 080318-GU

In Re: Petition of Peoples Gas System, For Authority to Increase Its Rates and Charges

> Submitted for Filing: August 11, 2008

DIRECT TESTIMONY AND EXHIBITS OF:

DANIEL P. YARDLEY On Behalf of Peoples Gas System

DOCUMENT NUMBER-DATE

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1		I. INTRODUCTION
2	Q.	PLEASE STATE YOUR NAME, AFFILIATION AND BUSINESS
3		ADDRESS.
4	A .	My name is Daniel P. Yardley. I am Principal, Yardley & Associates and
5		my business address is 3 Apollo Circle, Lexington, MA 02421.
6	Q.	ON WHOSE BEHALF ARE YOU TESTIFYING?
7	A.	I am testifying on behalf of Peoples Gas System ("Peoples" or the
8		"Company").
9	Q.	PLEASE PROVIDE A BRIEF OUTLINE OF YOUR
10		PROFESSIONAL AND EDUCATIONAL BACKGROUND.
11	A.	I have been employed as a consultant to the natural gas industry for the
12		past 18 years. During this period, I have directed or participated in
13		numerous consulting assignments on behalf of local distribution
14		companies ("LDCs"). A number of these assignments involved the
15		development of gas distribution company cost allocation, pricing, service
16		unbundling, revenue decoupling and other tariff analyses. In addition to
17		this work, I have performed interstate pipeline cost of service and rate
18		design analyses, gas supply planning analyses, and financial evaluation
19		analyses. I received a Bachelor of Science Degree in Electrical
20		Engineering from the Massachusetts Institute of Technology in 1988.
21	Q.	HAVE YOU PREVIOUSLY TESTIFIED BEFORE REGULATORY
22		BODIES CONCERNING RATE AND REGULATORY MATTERS?
23	A.	Yes. Although I have not previously testified before the Florida Public
24		Service Commission (the "Commission"), I have testified in
25		approximately 20 proceedings before public mility potentiasions in other
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states and before the Federal Energy Regulatory Commission. The subject
 matters addressed in my testimony in these proceedings included cost of
 service, cost allocation, rate design, revenue decoupling and capacity
 planning.

5 Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY IN THIS 6 PROCEEDING?

7 A. The primary purpose of my testimony is to develop and support Peoples' proposed rate design applicable to the Company's firm and interruptible 8 distribution services. I will highlight important industry developments 9 since Peoples' last base rate case in 2002 and explain the implications for 10 the rate design that is appropriate to implement in this proceeding. The 11 rates that I propose fairly apportion the Company's revenue requirement 12 13 among customer classes, to be recovered through appropriate rate 14 components applicable to each class. The non-uniform increases to various rates and charges reflect the results of the Company's allocated 15 cost of service study ("COSS"), which I am supporting through my 16 testimony. 17

I am also presenting a reclassification of some General Service 18 ("GS") customers. GS customers include all commercial and industrial 19 customers taking firm service from Peoples and vary in size from those 20 with similar load characteristics as residential customers to very large 21 22 processing loads. I am also proposing to reclassify a limited number of 23 larger residential customers into corresponding GS rate schedules. The 24 reclassification leads to greater uniformity within each group of GS 25 customers and supports the effectiveness of the Company's rate design

1		proposals in meeting important rate design objectives.								
2	Q.	HAVE YOU PREPARED OR C	AUSED TO BE PREPARED ANY							
3		EXHIBITS TO BE INTRODUCE	D IN THIS PROCEEDING?							
4	A.	Yes. The schedules of the MFR	as listed in Exhibit (DPY-1) were							
5		prepared by me or under my super	vision. Each MFR contains a general							
6		explanation of what is called for and	d shown on the schedule. In addition, I							
7		am presenting the following addition	nal exhibits with my testimony:							
8		Exhibit(DPY-2): Sumn	Exhibit (DPY-2): Summary of Reclassification of Residential							
9		and G	S Customers							
10		Exhibit (DPY-3): Rate of	of Return and Required Revenue							
11		Increa	ase by Class to Yield Uniform Rate of							
12		Retur	n							
13		Exhibit (DPY-4): Comp	parison of Existing and Proposed							
14		Reven	nues							
15		Exhibit (DPY-5): Comp	parison of Class-by-Class Rate of							
16		Retur	n at Current and Proposed Rates							
17		Exhibit (DPY-6): Comp	parison of Monthly Customer Charges /							
18		Custo	omer-Related Costs							
19	Q.	HOW IS YOUR TESTIMONY O	RGANIZED?							
20	A.	My testimony is organized into for	ur sections following this introduction.							
21		Section II provides important	background on shifting industry							
22		fundamentals and the impact that	they have on the specific rate design							
23		proposed by Peoples. Section III of	details the changes to the classification							
24		of the Company's GS and residenti	al rate classes. Section IV explains the							
25		methodology, inputs and results of	the COSS analysis. Lastly, Section V							

1		presents the specific approach to developing Peoples' proposed base rates
2		designed to recover its total revenue requirements.
3		II. RECENT GAS INDUSTRY TRENDS
4	Q.	WHY IS RATE DESIGN AN IMPORTANT ELEMENT OF THE
5		COMPANY'S PROPOSALS IN THIS PROCEEDING?
6	А.	Rate design provides a means of achieving important goals from a variety
7		of perspectives. For customers, rate design conveys price signals that
8		affect consumption decisions. Price signals inherent in any rate design
9		include the cost of connecting to Peoples' distribution system, which
10		affects which fuel the customer will choose for a particular end use. In
11		addition, rate design influences customer consumption decisions based on
12		the marginal cost or savings to the customer of increasing or decreasing
13		monthly consumption. Lastly, rate design influences the fairness of prices
14		from one customer class to another as well as within customer classes,
15		each of which is comprised of many different but similarly situated
16		customers paying the same rates.
17		From the perspective of an LDC such as Peoples, rate design
18		governs the manner in which revenues are collected, and - more
19		importantly - the manner in which costs of providing service are
20		recovered from customers. The implications of a particular rate design for
21		an LDC include the likelihood that the design enables the LDC to recover
22		its approved level of revenue requirements. This directly affects the terms

24 reliability and fund customer growth.

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From a public policy perspective, rate design can be an important

on which it is able to retain and attract capital to provide ongoing

tool for achieving specific energy policy goals that influence the quality of
life for citizens and the competitive position of the State of Florida. Policy
goals affected by rate design include end-use fuel mix, energy efficiency
and environmental impacts of energy consumption. Therefore, the form of
a utility's rate structure is an important building block that can contribute
to achieving important goals that are presently at the forefront of Florida's
energy policy.

8 Q. PLEASE DESCRIBE THE SPECIFIC RATE DESIGN GOALS FOR
 9 PEOPLES THAT GUIDED THE DEVELOPMENT OF THE RATE
 10 DESIGN YOU ARE RECOMMENDING.

A. The rate design approach I am recommending seeks to achieve the
following five goals:

(1) Fairness – Fairness is accomplished through pricing services
 based on the underlying cost. Fairness is important in many
 respects including between the Company and its customers, across
 the classes served by Peoples, and within individual customer
 classes.

(2) Energy Efficiency – Reducing energy consumption through
 energy efficiency and conservation helps implement important
 policy objectives that will benefit customers and the environment.

(3) Revenue Stability – Revenue stability indicates that Peoples' base
 rate revenues are more predictable in view of future uncertainties.
 As customer use patterns have become less predictable, improved
 revenue stability through rate design takes on greater importance.

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(4) Rate Moderation – Moderation ensures that customers are not

exposed to dramatic price changes that could result in undesirable 1 impacts including cost increases or economic decisions by existing 2 customers to cease taking gas service from Peoples. 3 (5) Simplicity – Simplicity means a rate structure that is easy for 4 customers to understand and straightforward to administer. 5 At times, these individual goals compete with one another and 6 must be balanced to achieve an appropriate set of rates and tariff 7 provisions to recover the Company's cost of service. 8 Q. PLEASE DESCRIBE PEOPLES' EXISTING RATE SCHEDULES. 9 10 Α. Peoples' existing rate schedules are segregated by sector, nature of service (firm or interruptible) and by customer size. Firm service is primarily 11 provided under one Residential Service ("RS") and six GS rate schedules. 12 A limited number of customers take firm service under Commercial Street 13 Lighting Service ("CSLS"), Natural Gas Vehicle Service ("NGVS"), 14 Residential Standby Generator Service ("RS-SG"), Commercial Standby 15 Generator Service ("CS-SG"), and Wholesale Service ("WHS"). 16 Peoples also provides interruptible service under three size-based 17 18 rate schedules - Small Interruptible Service ("SIS"), Interruptible Service 19 ("IS") and Interruptible Service - Large Volume ("ISLV"). Lastly, in some cases, customers taking interruptible service enter into a contract 20 21 with Peoples under the Contract Interruptible Service ("CIS") rate 22 schedule that governs the pricing and other terms of the service they 23 receive. Q. WHAT RATES AND CHARGES ARE INCORPORATED INTO 24 THE RS AND GS RATE SCHEDULES? 25

The existing rate design for these two rate schedules is similar and 1 Α. 2 includes two types of base rate charges that are intended to recover Peoples' non-gas revenue requirements, and a purchased gas adjustment 3 ("PGA") charge to recover the costs of gas supply. The residential base 4 rates consist of a \$10 customer charge and a \$0.37667 per therm delivery 5 or distribution charge. Customer charges are applied per customer per 6 month and distribution charges are applied to each customer's monthly 7 therm usage. Under this rate structure, all residential customers pay a 8 9. minimum amount to Peoples, regardless of their monthly usage. The pertherm distribution charge results in customers paying lower amounts as 10 their consumption decreases. The distribution charge is considered a 11 variable charge because all of the associated revenues are linked to 12 customer usage or throughput. 13

The existing rate design for GS customers is very similar to that for 14 residential customers. The existing monthly customer charges range from 15 a low of \$14 for SGS customers up to \$150 for GS-5 customers. The per-16 therm distribution rate is \$0.26955 for SGS customers and decreases to 17 \$0.10041 for GS-5 customers, with the greatest reduction occurring 18 between the GS-4 and GS-5 rate classes. Although Peoples' rate structure 19 employs both fixed and variable charges, the vast majority of firm base 20 revenues are recovered through the variable per-therm charges. During 21 2007, over 70% of total firm base rate revenue was attributable to variable 22 charges. 23

Q. DO THE REMAINING RATE SCHEDULES EMPLOY THE SAME TYPE OF RATE DESIGN?

 A. The majority of the other rate schedules also utilize a combination of monthly customer charges and per-therm distribution charges.
 Specifically, the CSLS, NGVS, WHS, SIS, IS and ISLV rate schedules employ this type of rate structure with varying levels of customer and distribution charges that are intended to reflect the costs incurred to provide service.

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The standby generator-only services, RS-SG and CS-SG, represent 7 an exception to the typical rate structure. The generator-only rate 8 schedules were developed and approved after the Commission approved 9 rates in the Company's last base rate case. The services were developed in 10 response to customer needs to back up their electric service during 11 hurricane-induced or other electric service outages. Standby generator-12 only customers do not utilize natural gas as their primary fuel for any end-13 use. As a result, it is typical for these customers to have zero monthly 14 usage. The existing rate structure for standby generator-only customers 15 reflects a higher customer charge and an initial block of use that includes 16 no per-therm charge. The level of the customer charge and the size of the 17 initial block were derived to yield revenue for an average residential or 18 SGS customer based on the Company's last base rate case. 19

20 Q. ARE THERE SEPARATE CHARGES FOR GAS SUPPLY?

A. Yes. Sales customers that purchase their gas supply from Peoples pay a volumetric PGA rate for gas supply. Sales customers include all residential customers and many GS customers. The PGA rate recovers the costs of purchased gas and upstream pipeline capacity and storage resources necessary to ensure firm delivery to customers throughout the

year, and is adjusted periodically to track changes in Peoples' delivered cost of gas supply. The PGA rate includes an over- or under-recovery component (the true-up) that carries forward any difference between gas costs and PGA revenues for recovery or refund in a future period.

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Many non-residential customers are transportation-only customers, 5 and pay Peoples to deliver gas the customers have purchased from various 6 third-party marketers other than Peoples. The gas price for a firm 7 transportation customer is negotiated in a competitive marketplace 8 9 between the customer and the marketers. All transportation customers are subject to the additional terms of either the Natural Choice Transportation 10 Service Rider ("NCTS") or the Individual Transportation Service Rider, 11 which govern the relationship among customers, Peoples and marketers 12 including all pool administration functions. Transportation customers also 13 have the option of returning to sales service at any point in the future, 14 subject to certain notice requirements. Due to rising natural gas 15 commodity prices, gas supply charges (whether through the PGA or from 16 marketers) have been rising and now represent 50-75% of the total natural 17 gas bill for the vast majority of Peoples' customers. 18

19Q.HOW DOES THE COMPANY'S CURRENT RATE DESIGN20COMPARE WITH THE RATE DESIGNS OF OTHER LDCS?

A. Peoples' base rate structure mirrors that of many LDCs. In particular, the use of a monthly customer charge and a variable distribution charge based on consumption to recover revenue requirements is fairly prevalent across the U.S. This particular form of rate design reflects historical industry drivers and economic conditions that are now changing in many respects.

While the basic structure of the Company's rate design is similar to that of many other LDCs, there are also differences. Many firm and industrial customers of other LDCs pay a higher portion of their bills through fixed customer and demand charges. In addition, many LDCs employ weather normalization or other revenue stability mechanisms that affect revenue recovery.

WHAT FACTORS INFLUENCED THE DEVELOPMENT OF THE 7 Q. TRADITIONAL RATE DESIGN THAT RELIES UPON 8 **CONSUMPTION-BASED** TO 9 CHARGES RECOVER A 10 SUBSTANTIAL PROPORTION OF REVENUE REQUIREMENTS? 11 Α. This somewhat longstanding approach reflects many historical industry 12 drivers. The country's natural gas delivery system underwent a period of 13 broad expansion that lasted for decades following World War II. This 14 expansion, enabled by advances in metallurgical technologies and welding techniques, brought the benefits of reliable, affordable and clean-burning 15 16 natural gas to millions of households and businesses throughout the United 17 States, including Florida. Public policy promoted the expansion of natural gas infrastructure and additional penetration of natural gas into more 18 19 homes and for additional end-uses. This public policy was reflected in 20 rate design as expanding systems and growing loads allowed the LDCs' 21 fixed costs to be spread over higher levels of billing units, lowering 22 average costs to consumers.

The historical period up to and including the 1990s was also characterized by relatively low and stable gas commodity prices, which in turn contributed to stable customer consumption. Although many existing

appliances were replaced with more efficient ones, customers continued to add appliances over this timeframe as natural gas gained market share for many end-uses including water heating and heating.

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Frequent base rate cases could be considered the norm as LDCs filed to recover the capital costs of expansion through base rates. More frequent base rate cases also provided opportunities for LDCs to reflect the current consumption characteristics of customers in rates on a regular basis.

9 Q. ARE THERE ANY CHANGES UNDERWAY IN THE GAS 10 INDUSTRY THAT AFFECT HOW RATE DESIGN SHOULD BE 11 APPROACHED IN THIS PROCEEDING?

A. A confluence of factors is leading to the need to reconsider the most 12 appropriate approach to rate design and whether the existing approach that 13 recovers a substantial portion of fixed costs through variable charges 14 should be supplanted. The first of these factors is a significant tightening 15 of the supply-demand balance in wholesale natural gas markets caused 16 primarily by the increased use of natural gas to generate electricity. In 17 recent years, gas commodity prices have been subject to material 18 19 increases. The impact on customers has been negative as gas supply costs 20 have increased by over 200% compared with levels prevalent during the 21 1990s. In response, many customers have cut their consumption, which 22 leads – under the traditional rate design currently used by Peoples – to an underrecovery of the revenue requirements embedded in their base rates. 23

24 Second, environmental concerns associated with human activity 25 are perhaps greater today than at any other time in history. Responsible

energy consumption falls squarely under the rubric of important environmental challenges receiving significant focus by politicians, scientists and engineers alike. There is an increasing emphasis on reducing carbon emissions in order to achieve environmental and quality of life benefits that result. In addition, potential climate-change risks, including global warming and energy security concerns, are receiving greater attention from environmental advocates and local and national policy makers. In 2007, Governor Crist convened the Serve to Preserve Florida Summit on Global Climate Change and signed executive orders that promote additional energy efficiency and reduced greenhouse gas emissions.

Third, a number of financial challenges are facing many LDCs, 12 including Peoples. Improvements in appliance efficiency contribute to 13 declining use for existing end-uses, resulting in a downward trend in 14 15 consumption associated with existing capital investments. This downward 16 trend leads to revenue erosion under the existing rate design. In the past, the impact of declining use trends was generally offset by customer 17 growth and increased natural gas appliance saturation. These mitigating 18 19 effects on revenue losses have diminished as the natural gas industry 20 continues to mature and the housing expansion has experienced a dramatic 21 slowdown. In addition, substantial LDC investments in cast iron and 22 unprotected steel distribution mains installed post-World War II are 23 nearing the ends of their useful lives and require replacement or protection. 24

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The gas distribution industry has also seen a substantial shift with

1	respect to capital expenditures. In the past, the majority of capital
2	expenditures were associated with adding profitable new loads, while
3	today substantial capital spending is associated with non-revenue
4	producing projects. These elements are affecting the economics of utility
5	service as LDCs are no longer able to fund as high a proportion of their
6	non-revenue producing capital investments through revenues derived from
7	customer growth. The impact of these changing economics can be acute
8	in an environment where base rate cases are less frequent.
9	III. RATE RECLASSIFICATION
10	Q. HOW ARE GS CUSTOMERS PRESENTLY CLASSIFIED INTO
11	GROUPS?
12	A. The six size- or consumption-based GS rate schedules are segregated as
13	follows:
14	 Small General Service ("SGS") includes all customers smaller
15	than 1,000 annual therms,
16	 GS-1 includes customers between 1,000 and 17,499 annual
17	therms,
18	• GS-2 includes customers between 17,500 and 49,999 annual
19	therms,
20	 GS-3 includes customers between 50,000 and 249,999 annual
21	therms,
22	 GS-4 includes customers between 250,000 and 499,999 annual
23	therms, and
24	 GS-5 includes all customers above 500,000 annual therms.

reassigns customers to a different rate schedule on a prospective basis if necessary.

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3 Q. WHY IS IT APPROPRIATE TO REEXAMINE THE 4 CONSUMPTION THRESHOLDS AMONG PEOPLES' GS RATE 5 CLASSES?

Α. The primary purpose of modifying some of the existing breakpoints 6 between rate classes is to introduce greater homogeneity among customers 7 served under the same rate schedule. This improves the ability to develop 8 a fair rate design that achieves the overall pricing goals I described earlier 9 and reduces the potential for intraclass subsidies among customers. In 10 addition, it is important to smooth some of the revenue transitions 11 underlying the existing groupings. 12 The greatest emphasis of the 13 regrouping is on the existing GS-1 class, which encompasses both the 14 most diverse range of GS customers as well as largest number of customers. 15

16 Q. PLEASE DESCRIBE THE SPECIFIC CHANGES YOU
 17 RECOMMEND.

Α. The size of the GS-1 class would be reduced under my proposal by 18 reclassifying the smallest GS-1 customers into the SGS class and 19 20 reclassifying the largest GS-1 customers into the GS-2 class. Specifically, 21 the SGS class would include all customers with annual usage up to 1,999 22 therms. The GS-1 class would now include customers from 2,000 up to 23 9,999 annual therms and the GS-2 class would include customers from 24 10,000 up to 49,999 annual therms. The annual thresholds and 25 designations for customers with 50,000 annual therms and above would

remain the same as today. Under these new groupings, the largest customers within any of the rate schedules are no more than five times the size of the smallest ones measured by annual consumption. This represents an improvement over the existing groupings.

5 Q. ARE YOU PROPOSING ANY CHANGE TO THE RESIDENTIAL

RATE CLASSES?

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Yes, but this change is driven by a separate classification issue associated Α. 7 with common areas of condominiums. The common areas of 8 condominiums are considered to be for residential use even though many 9 of Peoples' condominium association customers have load characteristics 10 11 that are more similar to GS customers than to residential. As a result, many condominium association customers have sought to be reclassified 12 as GS on the basis of various interpretations of the distinctions between 13 14 residential and commercial end-uses by the Commission and other Florida agencies. 15

16 I am proposing to maintain separate residential and general service rate schedules for customers below 2,000 annual therms. Residential 17 18 customers under this threshold would continue to receive service under the 19 RS rate schedule. General service customers under this threshold would be served on the SGS rate schedule, which is now expanded to cover 20 21 customers up to 2,000 annual therms. All residential and general service customers with annual loads of 2,000 therms or greater would be served 22 23 under a GS rate schedule based on the new thresholds I described previously. 24

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As a result, all larger condominium associations would be included

in a general service rate schedule reflecting the same service pricing as for GS customers of the same size. In addition, these customers would also be eligible to purchase supply from a marketer and receive transportation service under the NCTS rider. All existing condominium transportation customers whose consumption falls below 2,000 annual therms would be allowed to continue transporting until such time as the customer elected to return to bundled sales service.

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Under my recommendation, condominium association customers 8 would achieve all of the benefits of service under a GS rate schedule, 9 while continuing to maintain a residential designation for deposit terms 10 11 and conditions. I believe this approach reasonably groups customers with 12 similar load characteristics under a common rate schedule. Furthermore, this approach alleviates the need for a case-by-case evaluation of 13 condominium association customers that believe they should be 14 15 designated as GS instead of residential, saving considerable administrative resources. 16

17 Q. HAVE YOU PREPARED A SUMMARY THAT COMPARES THE **EXISTING AND NEW GROUPING OF GS AND RS CUSTOMERS?** 18 19 A. Yes. Exhibit (DPY-2) shows the number of customers and annual loads for existing GS and RS classes mapped into the new classifications. 20 21 Approximately 43% of Peoples' GS customers fall in the new GS-1 group, 22 compared with 68% under the existing classification. In addition, the new 23 SGS and GS-2 groups include approximately 34% and 20% of total GS 24 customers, respectively. 25 IV. ALLOCATED COST OF SERVICE STUDY

Q. WHAT IS THE PURPOSE OF AN ALLOCATED COSS AND HOW DOES IT AFFECT THE DEVELOPMENT OF PROPOSED RATES FOR PEOPLES?

An allocated COSS provides an excellent means of assessing the Α. 4 reasonableness of existing prices, and guides the development of price 5 changes. In particular, the COSS examines all of a utility's common 6 costs, and through appropriate cost assignments and allocations, 7 establishes measures of investments, expenses and income by customer 8 class. An allocated COSS is necessary to determine the cost responsibility 9 of each customer class because many of the Company's costs are common 10 and are incurred collectively to serve multiple classes of customers. 11

12 The COSS calculates the total investment and operating costs incurred to serve each customer class by establishing class-specific total 13 The class-specific revenue requirements are revenue requirements. 14 compared to class revenues in order to establish class income. Class-15 specific income is then compared to allocated rate base in order to 16 determine class rate of return on investment. The class-specific rates of 17 return are used to guide the apportionment of the revenue increase among 18 all of Peoples' customer classes in conjunction with the development of 19 The COSS also determines the classification of costs 20 proposed rates. among demand, customer and commodity components. The classification 21 of costs within a customer class is used to guide the development of the 22 23 form of billing rates for that class. Although the COSS is not the only factor relied upon to design rates, it is an invaluable guide to ensuring that 24 the process is fair and reasonable. 25

1Q.WHAT PRINCIPLES GUIDE THE DEVELOPMENT OF THE2COSS YOU ARE PRESENTING?

A. The primary principle guiding the COSS process is that of cost causation. That is, each step in the development of a COSS should be consistent with the factors that drive or contribute to the incurrence of costs on the Peoples system. For example, the principle of cost causation requires that the costs incurred by the Company for meter reading be apportioned to classes on the basis of the number of meter readings in each class.

In addition, it is also necessary to take into consideration the 9 availability of required data and the degree of complexity involved in 10 performing various aspects of the COSS. For instance, some of the 11 Company's individual facility investments are decades old, which may not 12 easily or cost-effectively be associated with an individual customer class 13 based on available data. In such cases, reasonable approximations that are 14 consistent with cost causation principles must be made. Similarly, it is not 15 worthwhile to develop a complex algorithm for allocating a small 16 investment or operating cost item that would ultimately have little or no 17 impact on the overall results of the COSS. 18

19 Q. PLEASE DESCRIBE THE DATA YOU RELIED ON TO PREPARE 20 THE COSS.

A. The primary data sources fall in two general categories: data related to the establishment of the total cost of service or revenue requirements, and data used as the basis for allocating the total cost of service among customer classes. The total cost of service or revenue requirement data utilized in the COSS are taken from MFRs filed by Peoples in this proceeding. The

1 Company's forecasts of sales, customers and revenues by class as adjusted 2 for pro forma changes, and contained in the MFRs, are used as allocation bases for several categories of costs. The remaining allocation data are 3 derived from studies of facility investments, which will be described later 4 in my testimony. All of the data utilized in the COSS correspond to a 5 6 common time period of January through December 2009. This is the projected test year, which is the period for which rates are to be 7 determined. 8

9 Q. WHAT STEPS ARE FOLLOWED IN PREPARING THE COSS?

Α. 10 The COSS follows a simple two-step process to arrive at appropriate allocations for each rate schedule. The first step in the process, cost 11 12 classification, separates costs according to the primary cost causative forces exhibited on Peoples' system. The cost classifications used in the 13 14 COSS relate to fixed costs required to serve peak requirements (demand-15 related), fixed costs associated with providing customers with access to 16 and active status on the system (customer-related), and variable costs 17 associated with system throughput (commodity-related). Second, cost 18 allocation takes each classification of cost and apportions that cost to each 19 of the Company's customer classes. Cost allocation utilizes a variety of factors to apportion the various types of costs among classes in a manner 20 21 that is consistent with principles of cost responsibility.

Q. PLEASE DESCRIBE THE FACILITY INVESTMENT STUDIES YOU MENTIONED EARLIER.

A. Three facility investment studies were performed to allocate significant
components of the Company's rate base as follows:

(1) Meter and Service Investment Study: The typical replacement cost of connecting each class of customer including service, meter and meter installation costs formed the basis for allocating the associated rate base included in Peoples' cost of service. The allocation of these investments was performed using a weightedcustomer allocator derived from the forecasted number of customers and relative investment in meters and services compared to the residential class.

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9 (2) Mains Investment Study: The Company's investment in mains 10 was segregated into three categories based on a replacement cost analysis. 11 The three categories were distinguished by pipe diameter size with 0-4" representing small, 4-8" representing 12 medium and 8" and above representing large diameter mains. 13 Based on typical facility configurations, large diameter mains 14 were allocated to all customers with the exception of those 15 directly served off of a dedicated interconnection with an 16 17 interstate pipeline. Medium diameter mains were allocated to all customers up to GS-5 and SIS. Lastly, small diameter mains 18 were allocated to all customers up to GS-4. 19

20 (3) Direct Assignment Study: Customer-specific investments in
 21 mains, services and meters for the SIS, IS, ISLV and Special
 22 Contract classes were utilized to allocate rate base investment
 23 costs to Peoples' largest customers.

Approximately 90% of the Company's total rate base is allocated based on the results of these facility studies.

Q. PLEASE DESCRIBE THE RESULTS OF THE COSS.

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Α. The results of the COSS indicating the rate of return by class are provided 2 on Exhibit (DPY-3). As shown on this exhibit, the rate of return for the 3 residential class is only 2.45%, well below the current system-average rate 4 5 of return of 6.02%. The residential class is by far Peoples' largest class in terms of number of customers. Other classes that are earning below the 6 system-average rate of return include the CSLS, CS-SG, SGS and NGVS 7 classes. Classes that are earning near the system-average rate of return 8 9 include the GS-1 through GS-5 and WHS classes, while the largest customers on the system in the SIS, IS, ISLV and Special Contract classes 10 are earning above the system average rate of return. 11

Exhibit (DPY-3) also provides the required revenue increase 12 and associated percentage increase for each of the classes that is necessary 13 14 to yield the proposed overall rate of return on rate base of 8.88%. While 15 most classes would require a base rate increase in order to yield an 8.88% 16 rate of return, the residential class indicates the largest required increase of 17 approximately \$15.7 million. The RS-SG, IS and ISLV classes indicate a small decrease in rates is appropriate based on the underlying cost of 18 providing service. 19

20 Q. PLEASE DESCRIBE THE RESULTS OF YOUR COSS WITH 21 RESPECT TO CUSTOMER-RELATED COSTS.

A. Monthly customer costs are derived from the costs that are classified as customer-related and the apportionment of these costs to Peoples' various customer classes. The system-wide average monthly customer cost is \$21.09, and the cost generally varies with the size of the customer. The

1 lowest average customer cost of \$15.45 per month is indicated for the residential customer class. 2

3 Q. ARE THERE DETAILED SCHEDULES SUPPORTING THESE 4 **RESULTS?**

Yes. Schedule H-1 of the Company's MFRs provides detailed reporting 5 Α. 6 of all COSS results. Specifically, Schedule H-1, pages 3 and 4 provide the 7 allocated cost of service associated with each class, which is compared to 8 the existing revenues to yield the class-specific revenue deficiency. Also, 9 Schedule H-1, pages 5 and 6 provide a class-specific income statement 10 showing the earned rate of return by class.

Q. PLEASE DESCRIBE THE IMPLICATIONS OF THE COSS 11 12 **RESULTS FOR PEOPLES' RATE DESIGN.**

13 Α. The results of the COSS clearly indicate that class-differentiated base rate revenue increases are appropriate given the disparity in rates of return by 14 15 customer class. In addition, the monthly customer-related costs should be 16 taken into consideration in the development of proposed modifications to 17 existing customer charges.

V.

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DEVELOPMENT OF PROPOSED RATE DESIGN

Q. 19 PLEASE EXPLAIN THE STEPS YOU PERFORMED TO DEVELOP SPECIFIC CHARGES APPLICABLE TO EACH 20 21 CUSTOMER CLASS.

22 Ά. First, I determined the class-by-class revenue requirements, which reflect 23 the results of the COSS and other rate design principles. Next, I evaluated 24 the existing level of customer charges and proposed increases, where 25 appropriate, to recover a greater proportion of customer-related costs

through the customer charges. Lastly, I established the appropriate peak demand rate.

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Q. HOW DID YOU DEVELOP THE REVENUE REQUIREMENT TO BE RECOVERED THROUGH THE RATES APPLICABLE TO EACH CUSTOMER CLASS?

A. The revenue requirement by customer class is based upon the rates of
return under the present rates as well as the required increase by class to
achieve the overall rate of return of 8.88%. In most cases, the increase to
each class is equal to that required to achieve a uniform rate of return at
proposed rates.

Within the residential classes, I established a new rate for the 11 12 residential generator class that yielded a rate of return that is above system 13 average. This is a reasonable approach given the uncertainty with respect 14 to when these customers will take service from Peoples and the potential cost consequences that may differ from those captured through a COSS 15 16 analysis. Further, the fact these customers have elected to install gas fired back-up generators, which will only be used in emergencies, reflects that 17 18 they value the service offered. The increased revenues received from the residential generator class offset the increase applied to the RS class. 19

A second exception to a pure cost-based revenue allocation was associated with the NGVS class. In this case, the COSS indicates a substantial revenue increase is required; however, I limited the increase to one-half of the required amount. Applying a reduced allocation is appropriate to moderate the rate impact to NGVS customers as well as to support the potential advanced market penetration in vehicle markets,

which would support Florida's energy policy goals.

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The last exception relates to commercial customers within the GS-2 2 through GS-4 designations. Specifically, I reduced the revenue 3 4 allocation to the GS-4 class as a means of lowering the current per-therm 5 rate differential between the GS-4 and GS-5 classes. The difference as well as the revenue reduction to NGVS customers is made up through an 6 increased revenue allocation to GS-2 and GS-3 classes. The increased 7 revenues to these two classes result in base rate increases that remain 8 9 below the system-average increase.

10 The proposed base revenue increase by class is summarized in 11 Exhibit (DPY-4). In addition, I have reflected the proposed revenues 12 in the COSS in order to derive class-specific rates of return on rate base. 13 These are shown in Exhibit (DPY-5) in absolute terms and in relation 14 to the proposed system-average return.

Q. WHY IS IT APPROPRIATE TO REDUCE THE PER-THERM
 RATE DIFFERENTIAL BETWEEN THE GS-4 AND GS-5
 CLASSES?

Α. GS-4 customers are not markedly different in size than GS-5 customers. 18 Under the existing pricing structure, the per-therm charge applicable to 19 GS-5 use is 44% below the corresponding charge for GS-4 customers. 20 21 Given the fact that the majority of revenues for these classes are recovered 22 through the per-therm charges, uneven revenue consequences result when 23 customers cross-over the threshold of 500,000 annual therms between these classes. I am particularly concerned that GS-5 customers that may 24 reduce their usage and fall into the GS-4 class would end up paying more 25

in base revenues than if they had not reduced their consumption. The
 revenue allocation I propose reduces the impact of this phenomenon on
 customers. It may be appropriate in a future base rate proceeding to
 consolidate the GS-4 and GS-5 classes into a single rate schedule.

5 Q. HAVE YOU PERFORMED A COMPARISON OF EXISTING
 6 MONTHLY CUSTOMER CHARGES AND MONTHLY
 7 CUSTOMER COSTS?

8 A. Yes. Exhibit (DPY-6) shows the difference between existing monthly
9 customer charges and monthly customer costs as determined by the COSS.
10 Q. WHY IS THE LEVEL OF THE CUSTOMER CHARGE

11 IMPORTANT?

12 Α. The level of the customer charge is important for a variety of reasons. First, the customer charge provides customers with an important price 13 14 signal concerning the impact of connecting to Peoples' distribution system because it is a charge payable every month whether or not any gas is 15 consumed. Second, recovering customer-related costs through customer 16 17 charges contributes to intra-class fairness. Third, the customer charge provides revenue stability for the Company by allowing it to recover fixed 18 19 costs that are incurred to serve customers through a fixed charge.

20 Q. ARE YOU PROPOSING ANY MODIFICATION TO THE RATE

21 STRUCTURE APPLICABLE TO RESIDENTIAL CUSTOMERS?

A. Yes. I am proposing to substantially increase the proportion of fixed costs
 recovered through the customer charge for residential customers.
 However, this could lead to undesirable bill impacts for smaller residential
 customers. As a means of mitigating these bill impacts, I am proposing

distinct monthly customer charges for different sizes of residential customers.

Q. PLEASE DESCRIBE THE SPECIFIC CHARGES YOU ARE RECOMMENDING FOR RESIDENTIAL CUSTOMERS.

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5 Α. First, I established the proposed customer charges for the three sizes of 6 residential customers. Residential customers with annual use between 0 7 and 99 therms would pay a monthly customer charge of \$12. Residential 8 customers with annual use between 100 and 249 therms would pay a 9 monthly customer charge of \$15 and residential customers above 250 10 annual therms would pay a monthly customer charge of \$20. The average monthly customer charge of \$15.40 is very close to the monthly customer 11 cost associated with serving Peoples' residential customers. 12 The 13 remaining revenue requirements allocated to the residential class are recovered through an equal per-therm charge of \$0.32120. 14

Larger residential customers will experience a more substantial 15 16 increase to the existing monthly customer charge of \$10. However, the specific charges and therm thresholds I am proposing result in reasonable 17 18 bill impacts across the entire residential class. This results from the fact 19 that the higher customer charges for larger residential customers are offset 20 by a lower proposed per-therm charge, which also has the greatest impact 21 on reducing bills for those customers that will pay the higher customer 22 charges.

23 Q. HOW DID YOU DERIVE PROPOSED RATES FOR THE GS 24 CUSTOMER CLASSES?

25 A. The proposed rates for the GS classes were developed using the same

approach as for the residential class. I first established an appropriate 1 customer charge for each class. The proposed customer charge for the 2 SGS class is \$25.00 per month, a 25% increase over the existing level of 3 4 \$20.00. Similarly, I recommend increases to the customer charges for other GS classes to yield new charges that range from \$35.00 for GS-1 5 customers to \$300.00 per month for GS-5 customers. For each GS class, 6 the remaining revenue requirements indicated in Exhibit (DPY-5) are 7 recovered through revised per-therm charges. 8

9 Q. PLEASE DESCRIBE THE PROPOSED CHANGES TO THE
 10 RATES FOR THE STANDBY GENERATOR CLASSES.

Α. These rate schedules were developed since the last rate case in response to 11 12 customer needs. I propose to continue the same form of rate design, which reflects a higher fixed customer charge given these customers may 13 14 go for extended periods without using their natural gas service. However, I am proposing to derive the average fixed charge based on 20 therms for 15 residential standby generators and 40 therms for commercial standby 16 17 generators. Any use above these levels would be priced at the existing 18 delivery charge reflected in the corresponding RS-SG or CS-SG rate 19 schedule. The customer charge for the residential standby generator class 20 is set equal to the largest customer charge for residential customers, or 21 \$20. Similarly, the customer charge for commercial standby generators is \$35, which is equal to the proposed customer charge for GS-1 customers. 22

Q. PLEASE SUMMARIZE YOUR FINDINGS WITH RESPECT TO THE RATES YOU ARE PROPOSING FOR PEOPLES.

25 A. My testimony concerning Peoples' rates leads to two important

conclusions. The first is that a greater proportion of fixed costs should be recovered through fixed charges. The second is that non-uniform increases in class-specific revenue requirements are appropriate to reflect the underlying cost of providing service. These conclusions are supported by the COSS I am supporting in this proceeding.

Increasing fixed charges will better align Peoples' prices with underlying costs of providing service, thereby improving price signals to customers and achieving a greater degree of fairness. Existing customer charges for most customers are substantially below cost-based levels and should be increased by a greater percentage than the overall level of increase in base rates proposed by Peoples. Lastly, increased use of fixed charges to recover fixed costs is consistent with recent initiatives to promote greater energy efficiency and conservation by customers.

14 The proposed class-specific revenue requirements reasonably 15 apportion the Company's requested revenue increase among rate classes. 16 The results of the COSS indicate that the class-specific rate of return for 17 residential customers is lower than for most other customer groups and is 18 contributing more significantly to the need for rate relief. By assigning 19 the largest proportion of the revenue increase to the residential class, the 20 proposed class-specific revenue requirements promote fairness. In most 21 cases, the rates that I propose are designed to recover the target revenues 22 indicated by the COSS. Limited exceptions are associated with the 23 NGVS, RS-SG and GS-2 through GS-4 classes.

24 Q. DOES THIS CONCLUDE YOUR TESTIMONY?

25 A. Yes, it does.

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Exhibit No. _____ Docket No. 080318-GU Peoples Gas System (DPY-1) Page 1 of 1

MFR SCHEDULES SPONSORED BY DANIEL P. YARDLEY

MFR Schedule No. (page)

<u>Title</u>

E-8

Cost Study – Derivation of Facilities

H-1 (1-13) H-2 (1-11) H-3 (1-5)

Fully Allocated Embedded Cost of Service Study Fully Allocated Embedded Cost of Service Study Fully Allocated Embedded Cost of Service Study

Exhibit No. _____ Docket No. 080318-GU Peoples Gas System (DPY-2) Page 1 of 1

Summary of Reclassification of Residential and General Service Customers

Existing					Ргоро	Proposed Reclassification and Annual Therm Thresholds						
Une			Class	Percent of	RS	SGS	G\$-1	GS-2	G\$-3			
<u>No.</u>			<u>Total</u>	<u>Total GS</u>	<u>(0-1,999)</u>	<u>(0-1,999)</u>	<u>(2.000-9.999)</u>	(10.000-49.999)	(50.000-249.999)			
1	<u>R\$</u>											
2		Customers	307,080	n/a	306,119	0	844	107	10			
3		Therms	68,089,578	n/a	61,817,823	0	3,245,665	2,164,412	861,678			
4	RS-C	ondominium										
5		Customers	626	n/a	155	0	338	123	9			
6		Therms	5,109,750	n/a	148,114	0	1,879,542	2,491,486	590,608			
7	<u>sgs</u>											
8		Customers	5,312	18%	0	5,312	0	0	0			
9		Therms	2,542,062	1%	0	2,542,062	0	0	0			
10	<u>G\$-1</u>											
11		Customers	19,885	68%	0	5,114	12,146	2,625	O			
12		Therms	109,866,815	30%	0	5,754,388	60,305,625	43,806,796	0			
13	<u> 68-2</u>											
14		Customers	3,208	11%	0	0	0	3,208	0			
15		Therms	75,992,091	21%	0	0	0	75,992,091	0			
16	<u>68-3</u>											
17		Customers	809	3%	0	0	0	0	809			
18		Therms	73,111,338	20%	C	0	0	0	73,111,338			
19	<u>101A</u>	AFTER RECL	<u>A35</u>									
20 21		Customers Percent of Tol	tal GS		306,275 n/a	10,426 34%	13,328 43%	6,064 20%	828 3%			

22	Therms	61,965,937	8,296,451	65,430,832	124,454,784	74.563.624
23	Percent of Total GS	n/a	2%	17%	33%	20%

Exhibit No. Docket No. 080318-GU Peoples Gas System (DPY-3) Page 1 of 1

Peoples Gas System Rate of Return and Required Increase by Class to Yield Uniform Rate of Return

					Required	
Line		No. of	Existing Base	Earned ROR	Revenue Increase	Required Increase
<u>No.</u>	Customer Class	Customers	<u>Revenues</u>	<u>at Present Rates</u>	for 8.88% ROR	<u>In Base Revenues</u>
1	Residential (RS)	306,274	\$59,391,044	2.45%	\$15,749,522	26.5%
2	RS-SG	716	\$153,109	18.07%	(\$25,392)	-16.6%
3	CSLS	63	\$115,660	0.47%	\$62,558	54.1%
4	GS-SG	792	\$262,976	1.96%	\$68,177	25.9%
5	SGS (0-1,999) Therms	10,426	\$5,046,880	4.21%	\$1,062,050	21.0%
6	GS-1 (2,000 - 9,999)	13,329	\$20,534,619	6.17%	\$3,275,190	15.9%
7	GS-2 (10,000 - 49,999)	6,064	\$30,498,072	8.49%	\$2,358,479	7.7%
8	GS-3 (50,000 - 249,999)	828	\$15,303,329	8.14%	\$1,429,199	9.3%
9	GS-4 (250,000 - 499,999)	123	\$7,839,571	8.33%	\$690,769	8.8%
10	GS-5 (500,000 +)	104	\$6,691,956	6.59%	\$1,118,797	16.7%
11	SIS	26	\$3,568,425	10.36%	\$45,002	1.3%
12	IS	14	\$4,773,640	11.97%	(\$171,838)	-3.6%
13	IS-LV	3	\$1,531,163	15.00%	(\$225,244)	-14.7%
14	NGVS	15	\$66,369	-2.06%	\$45,144	68.0%
15	Wholesale (WHS)	11	\$228,759	6.63%	\$38,147	16.7%
16	Special Contracts	8	\$6,555,855	10.44%	\$66,015	1.0%
17	Misc. Service Charges		\$7,344,698		\$901,517	
18	TOTAL COMPANY	338,795	\$169,906,125	6.02%	\$26,488,092	15.6%

Exhibit No. _____ Docket No. 080318-GU Peoples Gas System (DPY-4) Page 1 of 1

Peoples Gas System Comparison of Existing and Proposed Base Revenues

Line <u>No.</u>	Customer Class	Existing Base <u>Revenues</u>	Proposed Base <u>Revenues</u>	Proposed Increase In Base Revenues
1	Residential (RS)	\$59,391,044	\$75,096,443	26.4%
2	RS-SG	\$153,109	\$171,840	12.2%
3	CSLS	\$115,660	\$178,218	54.1%
4	GS-SG	\$262,976	\$332,640	26.5%
5	SGS (0-1,999) Therms	\$5,046,880	\$6,108,931	21.0%
6	GS-1 (2,000 - 9,999)	\$20,534,619	\$23,809,809	15.9%
7	GS-2 (10,000 - 49,999)	\$30,498,072	\$33,902,764	11.2%
8	GS-3 (50,000 - 249,999)	\$15,303,329	\$17,282,474	12.9%
9	GS-4 (250,000 - 499,999)	\$7,839,571	\$7,021,274	-10.4%
10	GS-5 (500,000 +)	\$6,691,956	\$7,810,753	16.7%
11	SIS	\$3,568,425	\$3,613,427	1.3%
12	IS	\$4,773,640	\$4,601,802	-3.6%
13	IS-LV	\$1,531,163	\$1,305,919	-14.7%
14	NGVS	\$66,369	\$88,945	34.0%
15	Wholesale (WHS)	\$228,759	\$266,905	16.7%
16	Special Contracts	\$6,555,855	\$6,555,85 9	0.0%
17	Misc. Service Charges	\$7,344,698	\$8,246,215	
18	TOTAL COMPANY	\$169,906,125	\$196,394,218	15.6%

Exhibit No. _____ Docket No. 080318-GU Peoples Gas System (DPY-5) Page 1 of 1

Peoples Gas System Comparison of Class-by-Class Rate of Return at Current and Proposed Rates

Line		At Current I	Rates	At Proposed Rates				
<u>No.</u>	Customer Class	Earned ROR	<u>Unitized</u>	Earned ROR	Unitized			
1	Residential (RS)	2.45%	0.41	8.86%	1.00			
2	RS-SG	18.07%	3.00	22.83%	2.57			
3	CSLS	0.47%	0.08	8.88%	1.00			
4	GS-SG	1.96%	0.32	9.07%	1.02			
5	SGS (0-1,999) Therms	4.21%	0.70	8.88%	1.00			
6	GS-1 (2,000 - 9,999)	6.17%	1.02	8.88%	1.00			
7	GS-2 (10,000 - 49,999)	8.49%	1.41	9.88%	1.11			
8	GS-3 (50,000 - 249,999)	8.14%	1.35	9.88%	1.11			
9	GS-4 (250,000 - 499,999)	8.33%	1.38	3.67%	0.41			
10	GS-5 (500,000 +)	6.59%	1.09	8.88%	1.00			
11	SIS	10.36%	1.72	8.88%	1.00			
12	IS	11.97%	1.99	8.88%	1.00			
13	IS-LV	15.00%	2.49	8.88%	1.00			
14	NGVS	-2.06%	(0.34)	2.49%	0.28			
15	Wholesale (WHS)	6.63%	1.10	8.88%	1.00			
16	Special Contracts	10.44%	1.73	8.59%	0.97			
17	TOTAL COMPANY	6.02%	1.00	8.88%	1.00			

Exhibit No. _____ Docket No. 080318-GU Peoples Gas System (DPY-6) Page 1 of 1

Comparison of Monthly Customer Charges / Customer-Related Costs

Customer Class	Existing <u>Customer Charge</u>		Customer <u>Costs</u> <u>Diffe</u>		Difference	Proposed ference <u>Charge</u>		Increase		
Residential (RS)		·	ä				1			
0-99 Annual Therms	\$	10.00	5	15.45	¢	5.45	\$	12.00	\$	2.00
100-249 Annual Therms	\$	10.00	\$	15.45	ŝ	5.45	ŝ	15.00	ş S	5.00
250-1,999 Annual Therms	\$	10.00	- S	15.45	•	5.45	ŝ	20.00	э \$	10.00
250-1,858 Annual merins	Ψ	10.00	1.3	10,40		5.45	Ŷ	20.00	ð	10.00
RS-SG	\$	17.82	\$	14.78	\$	(3.04)		\$20.00	\$	2.18
CSLS	\$	-	\$	22.53	\$	22.53		\$0.00	\$	-
GS-SG	\$	27.67	\$	34.65	\$	6.98		\$35.00	\$	7.33
SGS (0-1,999) Therms	\$	20.00	\$	35.43	\$	15.43		\$25.00	\$	5.00
GS-1 (2,000 - 9,999)	\$	30.00	\$	61.81	\$	31.81		\$35.00	\$	5.00
GS-2 (10,000 - 49,999)	\$	35.00	\$	113.87	\$	78.87		\$50.00	\$	15.00
GS-3 (50,000 - 249,999)	\$	45.00	\$	281.52	\$	236.52		\$150.00	\$	105.00
GS-4 (250,000 - 499,999)	\$	85.00	\$	576.40	\$	491.40		\$250.00	\$	165.00
GS-5 (500,000 +)	\$	150.00	\$	232.49	\$	82.49		\$300.00	\$	150.00
SIS	\$	150.00	\$	697.99	\$	547.99		\$300.00	\$	150.00
IS	\$	225.00	5	2,237.53	\$	2,012.53		\$475.00	\$	250.00
IS-LV	\$	225.00	\$	11,462.00	\$	11,237.00		\$475,00	\$	250.00
NGVS	\$	35.00	\$	209.30	\$	174.30		\$45.00	\$	10.00
Wholesale (WHS)	\$	100.00	\$	223.87	\$	123.87		\$150.00	\$	50.00