## Before the South Dakota Public Utilities Commission of the State of South Dakota

In the Matter of the Application of Black Hills Power, Inc., a South Dakota Corporation

For Authority to Increase Rates in South Dakota

Docket No. EL09-\_\_\_

September 29, 2009



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## **Exhibits**

Exhibit ASC - 1:	Service Agreement – (Black Hills Power & Service Company)
Exhibit ASC - 2:	Service Agreement – (Black Hills Power & Utility Holding)
Exhibit ASC - 3:	Cost Allocation Manual (CAM) –Service Company
Exhibit ASC - 4:	Cost Allocation Manual (CAM) – Utility Holding
Exhibit ASC - 5:	Black Hills Power Credit Ratings
Exhibit ASC - 6:	Weighted Average Cost of Capital Calculation

## I. <u>INTRODUCTION AND QUALIFICATIONS</u>

- 1 Q. PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.
- 2 A. My name is Anthony S. Cleberg. My business address is 625 9<sup>th</sup> Street, Rapid
- 3 City, South Dakota 57701.
- 4 Q. BY WHOM ARE YOU EMPLOYED AND IN WHAT CAPACITY?
- 5 A. I am currently employed by Black Hills Corporation as Executive Vice President
- and Chief Financial Officer. I am also the Principal Accounting Officer for all of
- 7 Black Hills Corporation's subsidiaries, including Black Hills Power, Inc. ("Black
- 8 Hills Power").
- 9 Q. ON WHOSE BEHALF ARE YOU APPEARING IN THIS DOCKET?
- 10 A. I am appearing on behalf of Black Hills Power, a wholly owned subsidiary of Black
- 11 Hills Corporation.
- 12 Q. PLEASE OUTLINE YOUR EDUCATIONAL BACKGROUND.
- 13 A. I have a Bachelor of Science degree in Accounting from the University of South
- Dakota. I completed the Advanced Management Program at Harvard University. I
- am a Certified Public Accountant and a Certified Management Accountant. I am
- currently a member of the Board of Trustees for the University of South Dakota.
- 17 Q. PLEASE DESCRIBE YOUR WORK EXPERIENCE.
- 18 A. I was appointed to my current position as Executive Vice President and Chief
- Financial Officer effective July 16, 2008. Prior to joining Black Hills
- 20 Corporation, I served in a number of managerial accounting positions. From
- 21 2002 to my appointment as Executive Vice President and CFO for Black Hills

1		Corporation, I was an independent consultant and investor advising multiple
2		clients on accounting, tax, investment, and other finance matters.
3		In addition to that experience, I served as Executive Vice President and Chief
4		Financial Officer of Champion Enterprises Inc. from October 2000 to October
5		2002. Prior to that employment, I served as an Executive Vice President and
6	and address to the	Chief Financial Officer of Washington Group International Inc. (formerly known
7		as Morrison Knudsen Corporation) from May 1997 to October 2000. Both of
8		those companies were publicly traded companies.
9		From July 1982 to April 1997, I held various financial positions for Honeywell,
10		Inc., including: Corporate Vice President of Business Development, Corporate
11		Vice President of Taxes and Vice President of Finance, Space and Aviation
12		Control. Prior to Honeywell, I worked eight years in public accounting at Deloitte
13		& Touche.
14		I have also been a Member of the Board of Directors of Venturian Corporation
15		from June 1996 to February 2001, and CNA Surety Corp. since April 23, 2007 to
16		present.
17	Q.	PLEASE DESCRIBE YOUR DUTIES AND RESPONSIBILITIES IN YOUR
18		CURRENT POSITION.
19	A.	I am responsible for the Accounting, Finance, Tax and Supply Chain functions at
20		Black Hills Corporation and all of its subsidiaries. I oversee the managers and
21		other employees responsible to prepare all accounting, tax, finance, and
22		investment documents, to lead the supply chain and facility initiatives, and to

1		advise our senior leadership and the Board of Directors on decisions made for
2		Black Hills Corporation and all of its subsidiaries.
3		II. PURPOSE OF TESTIMONY
4	Q.	WHAT IS THE PURPOSE OF YOUR TESTIMONY?
5	A.	The purpose of my testimony is to support the following areas of the rate
6		application:
7		Certify Books and Records of Black Hills Power
8		Certify Use of Federal Energy Regulatory Commission ("FERC") Uniform
9		System of Accounts for Black Hills Power
10		• Explain the structure of Black Hills Service Company (Service Company) and
11		Black Hills Utility Holdings, Inc. (Utility Holding)
12		Describe Cost Allocation Procedures
13		• Discuss Corporate Finance Philosophy of Black Hills Power
14		Support Proposed Capital Structure of Black Hills Power
15		Support Long Term Debt and Cost of Equity
16		Discuss Debt Financing Activity
17		Support Weighted Average Cost of Capital
18		I note that some of the areas described above are supported within the direct
19		testimony of other witnesses for Black Hills Power, and my testimony below will
20		defer to the testimony of those witnesses as appropriate.

	1	0	ARE YOU SPONSORING ANY EXHIBITS?					
	1	Q.						
	2	A.	Yes, I am. I am sponsoring Exhibit Nos. ASC-1 through ASC-6 which I will					
	3		describe and refer to in my testimony. The Exhibits attached to this testimony are					
	4		as follows:					
	5		• ASC-1: Service Agreement – (Black Hills Power & Service Company)					
	6		• ASC-2: Service Agreement – (Black Hills Power & Utility Holding)					
	7		ASC-3: Cost Allocation Manual (CAM) —Service Company					
	9		• ASC-5: Black Hills Power Credit Ratings					
	10		ASC-6: Weighted Average Cost of Capital Calculation					
	11	Q.	HAVE THE TESTIMONY AND EXHIBITS WHICH YOU ARE					
	12		SPONSORING BEEN PREPARED BY YOU OR UNDER YOUR					
	13		SUPERVISION?					
	14	A.	Yes.					
	15		III. ACCOUNTING RECORDS					
	16	Q.	WOULD YOU BRIEFLY DESCRIBE YOUR DUTIES AND					
	17		RESPONSIBILITIES IN YOUR CURRENT POSITION?					
	18	A.	I am responsible for the consistent application of generally accepted accounting					
	19		principles ("GAAP") and regulatory accounting principles and related financial					
	20		reporting of Black Hills Corporation and its subsidiaries, including Black Hills					
	21		Power.					

## 1 Q. ARE YOU FAMILIAR WITH THE BOOKS AND RECORDS OF BLACK

#### 2 HILLS POWER AND THE MANNER IN WHICH THEY ARE KEPT?

- 3 A. Yes. The financial statements and records have been prepared on the accrual basis
- 4 in conformity with GAAP and in accordance with accounting requirements of the
- 5 Federal Energy Regulatory Commission as set forth in its applicable Uniform
- 6 System of Accounts.

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## IV. FUNCTIONS OF THE SERVICE COMPANIES

#### 8 Q. WHY WAS BLACK HILLS SERVICE COMPANY FORMED?

In January 2005, Black Hills Corporation became a registered holding company under the Public Utility Holding Company Act 1935 ("PUHCA 1935"). One of the many requirements under PUHCA 1935 was to form a service company and to transfer employees that perform common functions for Black Hills Corporation's subsidiaries to the Service Company. The Service Company was formed on December 30, 2004 and became fully operational on January 1, 2006. PUHCA 1935 was subsequently repealed, and the Energy Policy Act of 2005 created the Public Utility Holding Company Act of 2005 and moved the jurisdiction of service companies to the FERC.

#### 18 Q. WHAT IS THE PURPOSE OF BLACK HILLS SERVICE COMPANY?

A. The purpose of Service Company is to provide various support services, both administrative and management, to all of Black Hills Corporation's subsidiaries in an efficient and economical way and to ensure these support costs are allocated among Black Hills Corporation and its subsidiaries in a fair and equitable manner.

#### Q. WHY WAS UTILITY HOLDING FORMED?

- 2 A. Black Hills Corporation formed Utility Holding to accommodate Black Hills
- 3 Corporation's utility operations through the Aquila utility asset purchase. Utility
- 4 Holding is a subsidiary of Black Hills Corporation, and is designed to focus on
- 5 Black Hills Corporation's regulated utility operations. Utility Holding was formed
- to hold and clearly separate the newly acquired regulated utility holdings (i.e.,
- 7 former Aquila assets) of Black Hills Corporation from the non-regulated holdings
- 8 of Black Hills Corporation.

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## 9 Q. DOES BLACK HILLS POWER OBTAIN SERVICES FROM BLACK

#### 10 HILLS SERVICE COMPANY?

- 11 A. Yes. Black Hills Power obtains services from Service Company through a service
- agreement providing for support services. This avoids the duplication of these
- business functions by each of the regulated and non-regulated business units of
- Black Hills Corporation. By providing support services on a centralized basis,
- efficiencies are created when compared to stand-alone business functions.

#### 16 Q. DOES BLACK HILLS POWER OBTAIN SERVICES FROM UTILITY

#### 17 **HOLDING?**

- 18 A. Yes. Black Hills Power obtains services primarily related to customer service,
- billing and information technology from Utility Holding through a service
- 20 agreement. Black Hills Power remains a separate subsidiary of Black Hills
- 21 Corporation and is not a subsidiary of Utility Holding.

#### Q. ARE THESE SERVICES PROVIDED UNDER A WRITTEN

2 **AGREEMENT?** 

ASC-2.

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A. Yes, Black Hills Power has Service Agreements with Service Company and
Utility Holding. Both Service Company and Utility Holding provide their services
at cost to Black Hills Power and other Black Hills Corporation affiliates through
direct charges and indirect charges. Expenses for support services are charged to
Black Hills Power on a monthly basis pursuant to the Service Agreements. A copy
of the Service Company Service Agreement is attached to my testimony as Exhibit

ASC-1. A copy of the Utility Holding Service Agreement is attached as Exhibit

11 V. <u>DESCRIPTION OF COST ALLOCATION MANUAL</u>

METHODOLOGIES USED FOR ALLOCATION?

- 12 Q. DOES THE COST ALLOCATION MANUAL DESCRIBE THE
- 14 Yes. The methodologies are described on pages 14-17 for the Service Company A. 15 Cost Allocation Manual (CAM) and pages 10-19 for the Utility Holding CAM. 16 The departments and services provided by Service Company and Utility Holding 17 are different. The Service Company provides support services, including 18 administrative and management, to all regulated and non-regulated business units 19 of Black Hills Corporation. Conversely, Utility Holding provides services 20 primarily related to customer service, billing and information technology, and 21 provides those services only to the regulated business holdings of Black Hills

Corporation. In addition, Black Hills Power does not receive services from every

1		department of the Service Company. A copy the Cost Allocation Manual (CAM)
2		for Service Company is attached as Exhibit ASC-3. A copy the Cost Allocation
3		Manual for Utility Holding is attached as Exhibit ASC-4.
4	Q.	HAS BLACK HILLS SERVICE COMPANY PROVIDED ITS CAM TO
5		ANY REGULATORY COMMISSION?
6	<b>A.</b>	Yes. The Service Company CAM has been previously provided to the South
7		Dakota Public Utilities Commission, along with the other Commissions in which
8		Black Hills Corporation operates its regulated utility businesses. Exhibit ASC-3 is
9		an updated version to the one previously provided to the Commission. There are
10		no material changes to the methodologies of the Service Company CAM
11		previously provided to the Commission. The Service Company CAM has been
12		updated to reflect the acquisition and divestiture of assets in July 2008.
13	Q.	IS IT NORMAL PRACTICE FOR DIVERSIFIED UTILITIES TO USE
14		CAMS FOR COMMON BUSINESS COSTS?
15	A.	Yes. The CAM was designed to distribute support costs to subsidiaries.
16	Q.	HAS THE UTILITY HOLDING CAM PREVIOUSLY BEEN PROVIDED?
17	A.	No, it has not previously been provided to the South Dakota Commission.
18	Q.	CAN YOU EXPLAIN THE DIFFERENCE BETWEEN DIRECT AND
19		INDIRECT CHARGES?
20	A.	Yes. Direct charges are those costs specifically associated with providing support
21		to an identified subsidiary or group of identified subsidiaries. Indirect charges are
22		those costs that are not associated with an identified subsidiary, meaning they

- indirectly support all subsidiaries or directly support the operation of the applicable service company. The Cost Allocation Manuals provide a more detailed explanation of the treatment of direct and indirect costs.
- 4 Q. HOW ARE THESE SERVICES BILLED TO BLACK HILLS
- 5 CORPORATION'S DIFFERENT SUBSIDIARIES?

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- A. The cost of services that can be directly assigned to a subsidiary are billed directly to that business unit. This is true for all of Black Hills Corporation's subsidiaries.

  The indirect costs that are attributable to more than one business unit are allocated based on a formula that is designed to result in a fair and reasonable allocation for those costs.
- Q. DO THESE ALLOCATIONS OF INDIRECT COSTS RESULT IN A FAIR
  COST BEING BILLED TO BLACK HILLS POWER?
  - Yes. The methods used by the Service Company and Utility Holding were established by reviewing relevant cost factors and are consistent with industry practice in allocating common costs. In addition, services that are identified to a specific project or company are directly billed to that project or company. The combination of assigning direct costs for identifiable expenses and allocation of indirect costs fairly and accurately represents Black Hills Power's share of the costs of Service Company and Utility Holding in the provision of services to Black Hills Power.

U. AK	E THEKE	ANY	OTHER	FACTORS	AFFECTING	THE	CUSTS
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## 2 CHARGED BY EITHER THE SERVICE COMPANY OR UTILITY

#### 3 HOLDING?

- 4 A. Yes. The FERC and North American Electric Reliability Corporation (NERC)
- 5 requirements have increased the costs associated with regulated reporting,
- 6 compliance, corporate governance, and outside services. Other factors that have
- 7 and will continue to impact the costs of providing utility service include
- 8 significant increases in health care and other benefit costs. These costs continue to
- 9 increase year to year and as appropriate are directly charged or allocated to the
- affiliate receiving the benefit of the services using the methodologies discussed
- 11 above.

## 12 Q. DOES BLACK HILLS POWER PROVIDE SERVICES TO ITS

#### 13 **AFFILIATES?**

- 14 A. Yes. Black Hills Power provides engineering and operations support for other
- affiliated regulated and non-regulated companies.

### 16 Q. HOW ARE THE COSTS FOR THESE SERVICES TRACKED?

- 17 A. Black Hills Power bills its affiliates for services on an "at cost" basis. Using a
- work order system, Black Hills Power is able to charge its material and labor costs
- to affiliates for work performed on behalf of those affiliates. Utilizing this system,
- 20 Black Hills Power does not recognize any expense for these services or materials
- as they are charged directly to the affiliate.

## VI. FINANCIAL INTEGRITY OF BLACK HILLS POWER

## Q. PLEASE EXPLAIN THE CORPORATE FINANCE PHILOSOPHY OF BLACK HILLS POWER.

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The corporate philosophy of Black Hills Power is the same philosophy established by Black Hills Corporation. That corporate philosophy is that Black Hills Power must maintain financial integrity and its ability to access capital as needed at a reasonable cost. Financial integrity is critical to Black Hills Power's ability to satisfy its obligation to supply safe and reliable electric services. Black Hills Power defines financial integrity as the financial stability necessary to weather the peaks and valleys of business cycles, volatility in financial markets and interest rates, and unanticipated changes in operational requirements, all of which may strain an organization's ability to finance expenditures and provide quality service. A strong financial position provides the financial flexibility necessary to meet the ongoing demand for utility services. Black Hills Power is conservative in its financial philosophy and only takes on risk where appropriate and reasonable. Even with a conservative corporate finance philosophy, no corporation is insulated from market forces, credit crunches, and other financing difficulties that cannot be foreseen or avoided. In those situations, Black Hills Power follows the guidelines of prudence and reasonableness in evaluating its credit and financing options.

## 1 Q. WHAT IS BLACK HILLS POWER'S PROFORMA CAPITAL

#### 2 **STRUCTURE?**

- A. Black Hills Power's witness, Dr. William Avera, provides a detailed analysis in support of the recommended capital structure in his testimony. However, my testimony supports the proforma capital structure for Black Hills Power of 52
- 6 percent equity and 48 percent debt.

## 7 Q. HOW DO INVESTORS EVALUATE A COMPANY'S FINANCIAL

#### 8 **INTEGRITY?**

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9 A. Dr. Avera will cover this topic in greater detail; however, investors generally rely 10 on nationally recognized credit rating services to evaluate a company's financial 11 integrity and to inform them of the company's current financial position. Three 12 nationally recognized credit rating services are Moody's Investors Service 13 ("Moody's"), Standard and Poor's ("S&P"), and Fitch Ratings ("Fitch"). As of 14 August 2009, Black Hills Power's senior secured debt is respectively rated A3 by 15 Moody's, BBB by S&P, and A- by Fitch. Each credit rating agency rates Black 16 Hills Power with a "stable" outlook.

#### 17 Q. HOW DO RATING AGENCIES PERFORM THIS FUNCTION?

A. The credit rating services issue guidelines that all companies must follow. Those credit rating services generally require a company to provide detailed financial and operational information to rating agencies for their analysis before issuing credit ratings for the company's securities. As noted below, these credit rating agencies compare quantitative measures of a company's financial performance, as well as a

qualitative assessment of the company's risks, (such as management, forecasts, and regulatory climate) to their guidelines to rate the company and determine the investment attributes of its debt securities. The credit ratings given by these agencies provide important information to creditors, investors, vendors and counterparties regarding Black Hills Power's creditworthiness.

## Q. WHAT CRITERIA DO RATING AGENCIES USE IN EVALUATING A

#### **UTILITY?**

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As noted by Dr. Avera, the ratings evaluation process includes an analysis of both qualitative and quantitative factors. There are several steps in the ratings evaluation process. For example, one step is to assess the extent of a "regulated" company's exposure to unregulated businesses. The strongest position is enjoyed by those companies operating in a wholly regulated business. Another step in the methodology is to assess the credit support that is gained from operating within a particular regulatory framework. The rating agencies also consider the exact level of risk posed by the business. These criteria and others established by the credit rating agencies then lead to an overall assessment of the qualitative business risk of the company's activities.

As part of the quantitative assessment of a given entity, the rating agencies will review numerous financial ratios of a given entity. Such ratios will be used to review trends over various periods of time within a given entity, as well as to provide comparisons among other companies in a given industry, or among various industry averages.

For example, Moody's has identified four areas that are considered most useful in 2 completing analysis for electric utility companies. They are as follows: (1) 3 Regulated Framework, (2) Ability to Recover Costs and Earn Returns, (3) 4 Diversification and (4) Financial Strength and Liquidity. By maintaining good 5 credit ratings, Black Hills Power achieves better credit terms and lower cost of 6 debt which directly benefits our customers. 7 Q. WHAT IS THE FINANCIAL SOUNDNESS OF BLACK HILLS POWER? 8 The financial integrity of Black Hills Power is sound. The goal of Black Hills A. 9 Power is to maintain and, if possible, improve its credit metrics and credit ratings. 10 If Black Hills Power's credit rating is downgraded, that will impact its ability to obtain short and long-term financing, the cost of such financing, and vendor 11 12 payment terms, including collateral requirements. 13 As a means of protecting its credit ratings, Black Hills Power generally maintains 14 and will continue to maintain a capitalization level (GAAP basis) of 15 approximately 45—50% debt and expects to continue this level of capitalization in 16 the future. Exhibit ASC- 5 shows Black Hills Power's key credit ratings. HOW DOES THIS FINANCE PHILOSOPHY AFFECT THE RETURNS 17 Q. 18 THAT EQUITY INVESTORS EXPECT? 19 For a company to attract equity capital, the potential investor must believe that the 20 company will earn a return that exceeds the cost of capital. If a company earns 21 less than its cost of capital, value is destroyed for the shareholders, and

consequently, the ability to raise additional capital for future projects declines.

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The components of cost of capital include both cost of debt and the cost of equity. The cost of equity is impacted by a number of factors, including the risk premium investors expect above the long-term U.S. Treasury Rates, the market risk of the company, the industry risk premium, the size of market capitalization, and the ratio of debt to total capitalization. The market meltdown in the fourth quarter of 2008 increased risk the premium investors need to attract capital, which increased the cost of equity for all companies, including Black Hills Power. Black Hills Power believes that its cost of equity capital is 11.50% and therefore is requesting rates to support that return. If Black Hills Power earns less than 11.50% on its equity capital component, its shareholders will not meet their return expectations, and consequently, access to capital markets will be diminished. I believe the philosophy of Black Hills Power is consistent with the opinion of Dr. Avera.

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# 13 Q. HOW DO THE CREDIT RATING AGENCIES AFFECT THE 14 COMPANY'S ABILITY TO ISSUE DEBT?

The ratings of credit agencies affect a company's ability to issue debt in a couple of ways. First, the lower the rating, the greater the risk premium required from those willing to invest in a company. Second, a low rating also limits the number of potential investors interested in a company's debt, which reduces the market for the company's debt. Both of these circumstances tend to increase the overall cost of debt to a company.

#### Q. WHY IS THIS IMPORTANT TO BLACK HILLS POWER?

- 2 A. Access to capital is important to refinancing and to provide additional funds for
- 3 expansion of plant and the potential acquisition of additional generation for Black
- 4 Hills Power. In addition, as noted above, credit ratings impact vendor payments,
- 5 including collateral requirements.

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#### 6 Q. DOES BLACK HILLS POWER INTEND TO ISSUE BONDS?

- 7 A. Yes. Black Hills Power anticipates issuing in October 2009 \$180 million in first
- 8 mortgage bonds at an interest rate of approximately 6.75 percent.
- 9 Q. HOW DOES THIS COMPARE TO OTHER LONGER TERM DEBT OF
- 10 **BLACK HILLS POWER?**
- 11 A. An interest rate of 6.75 percent for first mortgage bonds is the lowest interest rate
- of any long term debt of Black Hills Power.

## 13 Q. WHAT IS THE PURPOSE OF THIS BOND ISSUANCE?

- 14 A. The proceeds of this offering will be used to fund capital expenditures for Black
- Hills Power, including construction costs related to the Wygen III facility. In
- addition, the proceeds of this bond offering will fund the approximate \$30 million
- maturity of Black Hills Power Series AC, 8.06 percent first mortgage bonds due in
- February 2010, and to fund the refinance of approximately \$20.5 million in Black
- Hills Power first mortgage bonds, as follows: 1) Series Y bonds (\$2.2MM at 9.49
- percent interest, callable at 102) and Series X bonds (\$18.3MM at 9.35 percent
- 21 interest, callable at 104).

1		VII. CAPITAL STRUCTURE
2	Q.	WHAT IS THE CAPITAL STRUCTURE PROPOSED FOR BLACK HILLS
3		POWER?
4	A.	The Company proposes a capital structure of 52 percent common stock equity and
5		48 percent debt.
6	Q.	WHY IS THIS CAPITAL STRUCTURE APPROPRIATE FOR BLACK
7		HILLS POWER?
8	A.	As Dr. Avera testifies, this capital structure is appropriate because of the financial
9		position and relative size of Black Hills Power to support utility operations, to
10		serve its customers with the appropriate capacity, for replacement and expansion
11		of assets used to provide power, to maintain liquidity, and to attract cost effective
12		sources of capital for refinancing plant improvement and growth.
13		VIII. <u>COST OF DEBT</u>
14	Q.	WHAT IS THE COST OF DEBT FOR BLACK HILLS POWER?
15	A.	The projected cost of debt for Black Hills Power is 6.85 percent.
16	Q.	HOW DID YOU DETERMINE THE COST OF DEBT FOR BLACK HILLS
17		POWER?
18	A.	Reference is made to Statement G, page 3.
19		Black Hills Power has a projected \$276.6 million of existing long-term debt
20		outstanding as of May 31, 2010 based on actual debt, together with the expected
21		debt to be issued.

- The average cost of long-term debt is determined by taking the weighted average
- of the amount of the individual debt issue components and their respective interest
- 3 rates (adjusted for issuance costs).
- 4 Q. WHAT IS THE WEIGHTED AVERAGE COST OF CAPITAL
- 5 REQUESTED FOR BLACK HILLS POWER?
- 6 A. The weighted average cost of capital requested for Black Hills Power incorporates
- 7 the cost of equity of 11.50 percent, the weighted average embedded cost of debt of
- 8 6.85 percent, and a capital structure of 52 percent equity and 48 percent debt
- 9 financing. This calculation results in a weighted average cost of capital of 9.27
- percent. The result is presented in Exhibit ASC-6.
- 11 Q. DOES THAT CONCLUDE YOUR DIRECT TESTIMONY?
- 12 A. Yes.