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ISRS True-ups Mark L. Oligschlaeger MoPSC Staff Testimony GO-2016-0196 and GO-2016-0197 April 21, 2016

Date Testimony Prepared:

COMMISSION STAFF DIVISION

MISSOURI PUBLIC SERVICE COMMISSION

AUDITING

FILED

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Missouri Public Service Commission

REBUTTAL TESTIMONY

OF

MARK L. OLIGSCHLAEGER

LACLEDE GAS COMPANY CASE NO. GO-2016-0196

and

MISSOURI GAS ENERGY CASE NO. GO-2016-0197

> Jefferson City, Missouri April 2016

1	REBUTTAL TESTIMONY OF
2	MARK L. OLIGSCHLAEGER
3 4	LACLEDE GAS COMPANY CASE NO. GO-2016-0196
5	and
6 7	MISSOURI GAS ENERGY CASE NO. GO-2016-0197
8	Q. Please state your name and business address.
9	A. Mark L. Oligschlaeger, P.O. Box 360, Suite 440, Jefferson City, MO 65102.
10	Q. Please describe your educational background and work experience.
11	A. I attended Rockhurst College in Kansas City, Missouri, and received a
12	Bachelor of Science degree in Business Administration, with a major in Accounting, in
13	1981. I have been employed by the Missouri Public Service Commission ("Commission")
14	since September 1981 within the Auditing Department.
15	Q. What is your current position with the Commission?
16	A. In April 2011, I assumed the position of Manager of the Auditing
17	Department, Commission Staff Division, of the Commission.
18	Q. Are you a Certified Public Accountant (CPA)?
19	A. Yes, I am. In November 1981, I passed the Uniform Certified Public
20	Accountant examination and, since February 1989, have been licensed in the state of
21	Missouri as a CPA.
22	Q. Have you previously filed testimony before this Commission?
23	A. Yes, numerous times. A listing of the cases in which I have previously filed
24	testimony before this Commission, and the issues I have addressed in testimony in cases
25	from 1990 to current, is attached as Schedule MLO-1 to this rebuttal testimony.

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- Q. What knowledge, skills, experience, training and education do you have in the areas of which you are testifying as an expert witness?
- A. I have been employed by this Commission as a Regulatory Auditor for over 34 years and have submitted testimony on ratemaking matters numerous times before the Commission. I have also been responsible for the supervision of other Commission employees in rate cases and other regulatory proceedings many times. I have received continuous training at in-house and outside seminars on technical ratemaking matters since I began my employment at the Commission.
- Q. Have you participated in the Commission Staff's ("Staff") review of the applications filed by Laclede Gas Company ("Laclede") in Case No. GO-2015-0196 and Missouri Gas Energy (MGE) in Case No. GO-2016-0197?
 - A. Yes, I have, with the assistance of other members of Staff.

EXECUTIVE SUMMARY

- Q. Please summarize your testimony in this proceeding.
- A. In this testimony, I will discuss the objection raised by The Office of the Public Counsel (OPC) witness Charles R. Hyneman in his direct testimony in this proceeding to Laclede's and MGE's request to use a "true-up" procedure to update the amount of eligible plant-in-service to be included as part of their proposed Infrastructure System Surcharge Replacement (ISRS) Mechanism rate adjustment. The Staff's position is that use of true-up procedures within the ISRS application process is acceptable under certain conditions, including those present in these particular ISRS applications.

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I will begin my testimony by describing in general terms the background for the Staff's policy regarding ISRS true-ups. I will then respond to certain specific statements made by Mr. Hyneman in his direct testimony.

ISRS TRUE-UPS

- Q. What is the "Infrastructure System Replacement Surcharge" (ISRS) Mechanism?
- A. ISRS is a single-issue ratemaking tool authorized by the Missouri General Assembly which allows certain water utilities (Section 393.1000 to 393.1006 RSMo.) and natural gas utilities (Section 393.1009 to 393.1015 RSMo.) to recover the costs of qualifying plant-in-service additions outside of the context of general rate applications. The Commission has promulgated rules setting forth the ISRS filing requirements and procedure for natural gas utilities at 4 CSR 240-3.265 and for water utilities at 4 CSR 240-3.650. Through filed ISRS applications, qualifying utilities can recover the depreciation expense and return associated with eligible net plant additions, as well as an amount associated with property taxes on those additions.¹
- Under the applicable statutes² and the Commission's ISRS rules³, what are Q. the time limits for Staff and other parties to audit and review utility requests for ISRS rate adjustments, and what are the time limits for the Commission to issue an order regarding an ISRS application?

¹ The property taxes on eligible plant additions must be due within 12 months of the ISRS application date to be recoverable through an ISRS.

² Section 393.1006.2 and Section 393.1015.2 RSMo.

³ Commission Rule 4 CSR 240-3.265(11) and (12); Commission Rule 4 CSR 240-3.650(11) and (12).

- A. Under the statutes and rules, the Staff has 60 days in which to audit and review the ISRS rate request and file its recommendations with the Commission. From that point, the Commission has an additional 60 days to schedule a hearing on the application, if there are any contested matters, and issue its order regarding the ISRS rate adjustment.
 - Q. What is a "true-up?"
- A. In the context of an ISRS audit, a "true-up" is an audit procedure involving review of financial information not available at the time of the initial utility rate application.

 A true-up is essentially a review of updated information submitted during the course of an ISRS audit.
- Q. Is use of true-up procedures common in other types of rate applications commonly filed with the Commission?
- A. Yes. In general rate applications, true-up procedures have been commonly used in such cases before the Commission in recent years.
 - Q. Has the Staff agreed to use true-up procedures in prior ISRS applications?
- A. Yes, in certain cases where the utilities have requested true-up procedures as part of their ISRS rate applications, and as long as Staff has a reasonable opportunity to review the updated financial information. Staff has conducted true-up reviews of ISRS information in all of Laclede's prior ISRS applications dating back to at least 2009. True-ups have also been conducted in several recent MGE ISRS applications. In addition, I am aware that true-ups have taken place in a number of prior Missouri-American Water Company ISRS applications in past years.
- Q. Under the ISRS statutes and rules, is the use of true-up procedures as part of ISRS audits allowable?

A. There is no specific discussion of use of true-up procedures in the ISRS statute or rule. The Staff Counsel's office has advised me that use of true-up procedures by the Staff in audits of ISRS applications is permissible, but not required or mandatory.

- Q. What is the Staff's general position regarding use of true-up procedures in ISRS applications?
- A. The Staff is not opposed to using true-up procedures in ISRS applications as long as it has a reasonable opportunity to review the updated financial information (i.e., ISRS plant work order information).
- Q. Please explain the mechanics of how true-up requests are typically handled in ISRS applications.
- A. I will use Laclede's and MGE's request for a true-up in these current applications as an example.

Laclede and MGE filed these ISRS rate applications on February 1, 2016, based on actual ISRS eligible plant expenditures from September 2015 through December 2015. In addition, the filed ISRS rate increase amounts were also based upon budgeted ISRS eligible plant additions through the end of February 2016. Therefore, Laclede and MGE were seeking a true-up of ISRS plant information in their applications covering the months of January and February 2016.

Q. When did the Staff receive work order information from Laclede and MGE to support the ISRS revenue requirement amounts associated with eligible January-February 2016 plant additions?

- A. The Staff received all of the supporting ISRS information regarding Lacledes' and MGE's January-February 2016 plant additions via electronic mail by no later than March 9, 2015.
- Q. What is an adequate amount of time for Staff to review true-up information in an ISRS application prior to filing its recommendation?
- A. In general, receiving such information at least two weeks prior to the filing date for the Staff's recommendation should be sufficient for review of the updated information and to conduct any necessary follow-up questions with the utility regarding the true-up information. In this particular case, the Staff's recommendations regarding Laclede's and MGE's ISRS applications were due on April 1, 2016. Therefore, the Staff received the final true-up information 23 days prior to its recommendation filing. The Staff believes this was an adequate amount of time to review the true-up plant work orders, and to recommend their inclusion in Laclede's and MGE's ISRS rates if appropriate.
- Q. Does the Staff limit its use of true-up information in ISRS applications to updates of plant-in-service balances?
- A. No. In recent years, the Staff has employed a standard practice of updating the amounts of accumulated depreciation reserve ("depreciation reserve") and accumulated deferred income tax reserve ("ADIT reserve") associated with ISRS plant additions past the cut-off date used by the utilities in their initial ISRS filings, in order to move the balances for these items closer to the effective date of new ISRS rates. Both the depreciation reserve and ADIT reserve amounts reduce rate base, and thus offset to some degree the rate impact of inclusion of ISRS eligible plant additions in ISRS revenue requirement calculations.

Q. On page seven of his direct testimony in this proceeding, Mr. Hyneman states that the sixty calendar day audit period mandated by the ISRS statute is not sufficient time to adequately perform an ISRS audit if a true-up procedure is accommodated within that timeframe. Do you agree?

A. No. In the Staff's experience to date, the additional workload created by review of true-up work order information has not created an unreasonable or undue burden on Staff during its ISRS audits.

Q. On page eight of his direct testimony, Mr. Hyneman implies that true-ups are only permissible when "the integrity of the revenue requirement matching principle" is maintained, as in general rate case true-up procedures. Is this an appropriate condition for use of true-up procedures?

A. No, not in all circumstances. The position taken by Mr. Hyneman would effectively preclude use of true-up procedures as part of the processing of single-issue ratemaking applications, where matching of all relevant ratemaking components considered in general rate proceedings is by law precluded. In contrast, Staff is not inherently opposed to use of updated information to set rates in the context of lawful single-issue rate mechanisms, as long as the Staff has the ability to perform a meaningful review of the updated information.

Q. At pages 11-12 of his direct, Mr. Hyneman contrasts the position taken in the past by Ameren Missouri in arguing against application of "earnings tests" in fuel adjustment clause (FAC) rate change applications to the position taken by the Staff allowing use of true-ups in ISRS applications. Do you view these as analogous situations?

- A. No. I understand Ameren Missouri's past argument against use of earnings tests in the context of FAC cases as being that such a practice would be contrary to and serve to frustrate the intent of the legislative authorization for FAC mechanisms in Missouri. In contrast, I do not view the use of true-up proceedings under certain conditions in ISRS applications to be in any way opposed to the purpose of, or frustrating the intent of, the Missouri legislature in authorizing use of the ISRS mechanism in this jurisdiction.
- Q. At pages 13-15 of his direct testimony, Mr. Hyneman discusses at some length the topic of whether the Staff conducts prudence reviews of ISRS plant additions in general rate proceedings. What is the relevance of this topic to the issues in this case?
- A. From page 14, line 28 through page 15, line 7 of his direct testimony, Mr. Hyneman expresses an opinion that Staff should review ISRS plant costs for prudence as part of the ISRS audit scope. Mr. Hyneman's implication is that the Staff's practice of performing ISRS true-ups prevents it from conducting these prudence reviews of ISRS plant at the time of the ISRS audits, and instead causes it to push back such reviews to later general rate case proceedings. Mr. Hyneman further goes on to question whether Staff prudence reviews of ISRS eligible plant actually occur in general rate proceedings.
- Q. In Staff's opinion, is it feasible to perform prudence reviews of ISRS plant additions as part of ISRS reviews?
- A. No, not within the sixty-day limitation for ISRS audits. It would actually pose much more of a burden on Staff to perform some sort of systematic prudence reviews of ISRS plant within ISRS reviews than in performing the true-up procedures at issue in this proceeding.

Furthermore, Staff Counsel has advised me that, at least arguably, such review would not even be permitted under the ISRS statutes.

- Q. Based upon your prior experience as a Staff Auditor with the Commission, does Staff, as a matter of course, conduct prudence reviews of plant costs?
- A. No. Given the thousands of plant-in-service projects that are completed every year by the State's major utilities, performing such reviews on anything other than a limited and "as-needed" basis would impose serious resource and time commitment burdens on the Staff in general rate proceedings. For this reason, the plant prudence reviews conducted by the Staff have been targeted towards high dollar construction projects with a significant rate impact on customers (most frequently, major electric generating unit additions). Staff may also perform these reviews when it is aware of a situation in which there is some likelihood of imprudence involving a specific plant addition.
- Q. Is it a normal practice for prudence reviews to occur in the operation of single-issue rate mechanisms in this state?
- A. No. Prudence reviews for costs being allowed rate recovery on a single-issue basis are generally either limited to separate proceedings held subsequent to rate inclusion of the cost in question, or can be conducted in a subsequent general rate proceeding.
- Q. At page 14 of his direct testimony, Mr. Hyneman states that "the Manager of Staff's Auditing Department, Mark Oligschlaeger, is not aware that even one ISRS plant work order has ever been reviewed in a rate case." Please comment.
- A. As quoted in Mr. Hyneman's testimony, my response to OPC Data Request No. 4 begins "In a general rate proceeding, there has been and is no separate work scope associated with prudence reviews of ISRS eligible plant distinct from prudence reviews

of plant work orders in general...". This response accurately states that Staff's current practice is not to perform prudence reviews on plant projects in general rate cases if the sole reason for such review would be that the associated costs were earlier determined to be ISRS-eligible. Any subsequent prudence reviews of such plant would be triggered by considerations that are not different from those applicable to non-ISRS plant additions, such as unusually high costs or customer rate impact.

- Q. At page 15 of his testimony, Mr. Hyneman states that "During the hearing in Case Nos. GO-2015-0341 and GO-2015-0343, Staff incorrectly stated that it reviews ISRS work orders in rate cases." Is this what the Staff actually stated in the hearings?
- A. The following excerpt from the transcript of the hearings in the above cases, relating to a response from Staff witness Erin M. Carle to a question from Regulatory Law Judge Kim Burton, is what Mr. Hyneman is likely referring to:
 - Q. Would you agree with Mr. Buck's testimony saying that, when performing a review, Staff is just merely looking to see whether or not its ISRS eligible and then reserves any costs in those amounts for any prudence review that's performed later?
 - A. That is usually taken care of during a rate case. (Tr. 91).

Mr. Hyneman reads far too much into this brief response by Ms. Carle. Her response simply indicates agreement that the focus of Staff's review of ISRS costs in an ISRS audit concerns whether the underlying plant addition is eligible for early inclusion in rates under the ISRS statute and rule, and not on questions regarding the prudence of plant expenditures. Further, I interpret Ms. Carle's response as clarifying that any prudence review of ISRS costs would occur, if deemed necessary and appropriate, in a general rate case and not in the ISRS

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application itself. She was not stating that prudence reviews of ISRS plant costs occur in all or most general rate proceedings.

- Q. Please summarize your testimony in these proceedings.
- A. The Staff continues to support its recommendations filed on April 1, 2016 that the ISRS revenue requirement calculated for Laclede and MGE in these proceedings include the financial impact of eligible actual plant-in-service information for January and February 2016.
 - Q. Does this conclude your rebuttal testimony in this proceeding?
 - A. Yes, it does.

BEFORE THE PUBLIC SERVICE COMMISSION

OF THE STATE OF MISSOURI

In the Matter of the Application of Laclede Gas Company to Change its Infrastructure System Replacement Surcharge in its Laclede Gas Service Territory)))	Case No. GO-2016-0196
In the Matter of the Application of Laclede Gas Company to Change its Infrastructure System Replacement Surcharge in its Missouri Gas Energy Service Territory)))	Case No. GO-2016-0197
AFFIDAVIT OF MAR	K L. C	OLIGSCHLAEGER

SS.

COMES NOW MARK L. OLIGSCHLAEGER and on his oath declares that he is of sound mind and lawful age; that he contributed to the foregoing Rebuttal Testimony; and that the same is true and correct according to his best knowledge and belief.

Further the Affiant sayeth not.

STATE OF MISSOURI

COUNTY OF COLE

MARK L. OLIGSCHLAEGER

JURAT

Subscribed and sworn before me, a duly constituted and authorized Notary Public, in and for the County of Cole, State of Missouri, at my office in Jefferson City, on this 21st day of April, 2016.

D. SUZIE MANKIN
Notary Public - Notary Seal
State of Missouri
Commissioned for Cole County
My Commission Expires: December 12, 2016
Commission Number: 12412070

Notary Public

Company Name	Case Number	Issues
Missouri-American Water Company	WR-2015-0301	Rebuttal: Environmental Cost Adjustment Mechanism; Energy Efficiency and Water Loss Reduction Deferral Mechanism Tracker
Laclede Gas Company	GO-2015-0178	Direct: ISRS True-ups
Kansas City Power & Light Company	EU-2015-0094	Direct: Accounting Order – Department of Energy Nuclear Waste Fund Fees
Union Electric Company d/b/a Ameren Missouri	EO-2015-0055	Rebuttal: Demand-Side Investment Mechanism
Kansas City Power & Light Company	ER-2014-0370	Rebuttal: Trackers Surrebuttal: Trackers; Rate Case Expense
Kansas City Power & Light Company	EO-2014-0255	Rebuttal: Continuation of Construction Accounting
Union Electric Company d/b/a Ameren Missouri	EC-2014-0223	Rebuttal: Complaint Case – Rate Levels
Kansas City Power & Light Company	EO-2014-0095	Rebuttal: DSIM
Union Electric Company d/b/a Ameren Missouri	ET-2014-0085	Surrebuttal: RES Retail Rate Impact
Kansas City Power & Light Company & KCP&L Greater Missouri Operations Co	EU-2014-0077	Rebuttal: Accounting Authority Order
Kansas City Power & Light Company	ET-2014-0071	Rebuttal: RES Retail Rate Impact Surrebuttal: RES Retail Rate Impact
KCP&L Greater Missouri Operations Company	ET-2014-0059	Rebuttal: RES Retail Rate Impact Surrebuttal: RES Retail Rate Impact
Missouri Gas Energy, A Division of Laclede Gas Company	GR-2014-0007	Surrebuttal: Pension Amortizations
The Empire District Electric Company	ER-2012-0345	Direct (Interim): Interim Rate Request Rebuttal: Transmission Tracker, Cost of Removal Deferred Tax Amortization; State Income Tax Flow-Through Amortization Surrebuttal: State Income Tax Flow-Through Amortization
KCP&L Greater Missouri Operations Company	ER-2012-0175	Surrebuttal: Transmission Tracker Conditions

Company Name	Case Number	Issues
Kansas City Power & Light Company	ER-2012-0174	Rebuttal: Flood Deferral of off-system sales Surrebuttal: Flood Deferral of off-system sales, Transmission Tracker conditions
Union Electric Company d/b/a Ameren Missouri	ER-2012-0166	Responsive: Transmission Tracker
Union Electric Company d/b/a Ameren Missouri	EO-2012-0142	Rebuttal: DSIM
Union Electric Company d/b/a Ameren Missouri	EU-2012-0027	Rebuttal: Accounting Authority Order Cross-Surrebuttal: Accounting Authority Order
KCP&L Greater Missouri Operations Company	EO-2012-0009	Rebuttal: DSIM
Missouri Gas Energy, A Division of Southern Union	GU-2011-0392	Rebuttal: Lost Revenues Cross-Surrebuttal: Lost Revenues
Missouri-American Water Company	WR-2011-0337	Surrebuttal: Pension Tracker
The Empire District Electric Company	ER-2011-0004	Staff Report on Cost of Service: Direct: Report on Cost of Service; Overview of the Staff's Filing Surrebuttal: SWPA Payment, Ice Storm Amortization Rebasing, S02 Allowances, Fuel/Purchased Power and True-up
The Empire District Electric Company, The-Investor (Electric)	ER-2010-0130	Staff Report Cost of Service: Direct Report on Cost of Service; Overview of the Staff's Filing; Regulatory Plan Amortizations; Surrebuttal: Regulatory Plan Amortizations
Missouri Gas Energy, a Division of Southern Union	GR-2009-0355	Staff Report Cost of Service: Direct Report on Cost of Service; Overview of the Staff's Filing; Rebuttal: Kansas Property Taxes/AAO; Bad Debts/Tracker; FAS 106/OPEBs; Policy; Surrebuttal: Environmental Expense, FAS 106/OPEBs
KCP&L Greater Missouri Operations Company	EO-2008-0216	Rebuttal: Accounting Authority Order Request
The Empire District Electric Company	ER-2008-0093	Case Overview; Regulatory Plan Amortizations; Asbury SCR; Commission Rules Tracker; Fuel Adjustment Clause; ROE and Risk; Depreciation; True-up; Gas Contract Unwinding
Missouri Gas Utility	GR-2008-0060	Report on Cost of Service; Overview of Staff's Filing
Laclede Gas Company	GR-2007-0208	Case Overview; Depreciation Expense/Depreciation Reserve; Affiliated Transactions; Regulatory Compact

Company Name	Case Number	Issues
Missouri Gas Energy	GR-2006-0422	Unrecovered Cost of Service Adjustment; Policy
Empire District Electric	ER-2006-0315	Fuel/Purchased Power; Regulatory Plan Amortizations; Return on Equity; True-Up
Missouri Gas Energy	GR-2004-0209	Revenue Requirement Differences; Corporate Cost Allocation Study; Policy; Load Attrition; Capital Structure
Aquila, Inc., d/b/a Aquila Networks-MPS-Electric and Aquila Networks-L&P- Electric and Steam	ER-2004-0034 and HR-2004-0024 (Consolidated)	Aries Purchased Power Agreement; Merger Savings
Laclede Gas Company	GA-2002-429	Accounting Authority Order Request
Union Electric Company	EC-2002-1	Merger Savings; Criticisms of Staff's Case; Injuries and Damages; Uncollectibles
Missouri Public Service	ER-2001-672	Purchased Power Agreement; Merger Savings/Acquisition Adjustment
Gateway Pipeline Company	GM-2001-585	Financial Statements
Ozark Telephone Company	TC-2001-402	Interim Rate Refund
The Empire District Electric Company	ER-2001-299	Prudence/State Line Construction/Capital Costs
Missouri Gas Energy	GR-2001-292	SLRP Deferrals; Y2K Deferrals; Deferred Taxes; SLRP and Y2K CSE/GSIP
KLM Telephone Company	TT-2001-120	Policy
Holway Telephone	TT-2001-119	Policy
Company		
Peace Valley Telephone	TT-2001-118	Policy
Ozark Telephone Company	TT-2001-117	Policy
IAMO Telephone Company	TT-2001-116	Policy
Green Hills Telephone	TT-2001-115	Policy
UtiliCorp United & The Empire District Electric Company	EM-2000-369	Overall Recommendations
UtiliCorp United & St. Joseph Light & Power	EM-2000-292	Staff Overall Recommendations

Company Name	Case Number	Issues
Missouri-American Water	WM-2000-222	Conditions
Laclede Gas Company	GR-99-315 (remand)	Depreciation and Cost of Removal
United Water Missouri	WA-98-187	FAS 106 Deferrals
Western Resources & Kansas City Power & Light	EM-97-515	Regulatory Plan; Ratemaking Recommendations; Stranded Costs
Missouri Public Service	ER-97-394	Stranded/Transition Costs; Regulatory Asset Amortization; Performance Based Regulation
The Empire District Electric Company	ER-97-82	Policy
Missouri Gas Energy	GR-96-285	Riders; Savings Sharing
St. Louis County Water	WR-96-263	Future Plant
Union Electric Company	EM-96-149	Merger Savings; Transmission Policy
St. Louis County Water	WR-95-145	Policy
Western Resources & Southern Union Company	GM-94-40	Regulatory Asset Transfer
Generic Electric	EO-93-218	Preapproval
Generic Telephone	TO-92-306	Revenue Neutrality; Accounting Classification
Missouri Public Service	EO-91-358 and EO-91-360	Accounting Authority Order
Missouri-American Water Company	WR-91-211	True-up; Known and Measurable
Western Resources	GR-90-40 and GR-91-149	Take-Or-Pay Costs

Cases prior to 1990 include:

<u>COMPANY NAME</u>	CASE NUMBER
Kansas City Power and Light Company	ER-82-66
Kansas City Power and Light Company	HR-82-67
Southwestern Bell Telephone Company	TR-82-199
Missouri Public Service Company	ER-83-40
Kansas City Power and Light Company	ER-83-49
Southwestern Bell Telephone Company	TR-83-253
Kansas City Power and Light Company	EO-84-4
Kansas City Power and Light Company	ER-85-128 & EO-85-185
KPL Gas Service Company	GR-86-76
Kansas City Power and Light Company	HO-86-139
Southwestern Bell Telephone Company	TC-89-14