Exhibit No.:

Issue:

Environmental Response

Fund; Gas Storage

Inventory; Bad Debts

Witness:

Michael R. Noack

Type of Exhibit:

Surrebuttal Testimony

Sponsoring Party:

Missouri Gas Energy

Case No.:

GR-2004-0209

Date Filed:

June 14, 2004

#### MISSOURI PUBLIC SERVICE COMMISSION

MISSOURI GAS ENERGY

CASE NO. GR-2004-0209

SURREBUTTAL TESTIMONY

OF

MICHAEL R. NOACK

Jefferson City, Missouri

June 2004

### SURREBUTTAL TESTIMONY OF MICHAEL R. NOACK ON BEHALF OF MISSOURI GAS ENERGY GR-2004-0209

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## SURREBUTTAL TESTIMONY OF MICHAEL R. NOACK ON BEHALF OF MISSOURI GAS ENERGY GR-2004-0209

1	Q.	PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.
2	A.	My name is Michael R. Noack, 3420 Broadway, Kansas City, Missouri.
3		
4	Q.	ARE YOU THE SAME MICHAEL R. NOACK WHO PREVIOUSLY SUBMITTED
5		DIRECT, UPDATED DIRECT AND REBUTTAL TESTIMONY IN THIS
6		PROCEEDING?
7	A.	Yes.
8		
9	Q.	WHAT IS THE PURPOSE OF YOUR SURREBUTTAL TESTIMONY?
10	A.	I will address the rebuttal testimony of Staff witness Harrison and OPC witness Bolin related
11		to the environmental response fund, the rebuttal testimony of OPC witness Bolin related to
12		incentive compensation, the rebuttal testimony of Staff witness Imhoff related to increased
13		bad debts and other cost increases resulting from the newly promulgated denial of service
14		rule, and to the rebuttal testimony of Staff witness Oligschlaeger related to the historical
15		MGE earnings analysis and annual operating and maintenance ("O&M") cost per customer
16		comparisons.
17		
18		
19		

#### **Environmental Response Fund**

Ţ		Environmental Response Funu
2	Q.	PLEASE DESCRIBE THIS ISSUE.
3	A.	Both the Staff (by way of the testimony of Mr. Harrison) and OPC (by way of the testimony
4		of Ms. Bolin) oppose MGE's proposal to implement a mechanism to address the ongoing
5		regulatory and ratemaking treatment of costs associated with former manufactured gas plant
6		("MGP"). The basis of their opposition can be paraphrased as follows:
7		a. OPC and the Staff allege that the asset purchase agreement pursuant to which
8		Southern Union acquired the Missouri property from Western Resources, Inc., in
9		1994 somehow disclaims rate recoverability of MGP costs (Harrison Rebuttal,
10		pp. 9-10; Bolin Rebuttal, pp. 20-22);
11		b. the Staff alleges that MGP costs are not known and measurable (Harrison
12		Rebuttal, p. 10) and OPC alleges that MGP costs may be potentially recoverable
13		from other entities (Bolin Rebuttal, pp. 23 and 25-26);
14		c. the Staff alleges that the environmental response fund proposed by MGE could
15		constitute single-issue and retroactive ratemaking (Harrison Rebuttal, p. 10);
16		d. the Staff alleges that the environmental response fund proposed by MGE is
17		flawed in that it provides automatic rate recovery of MGP costs and therefore
18		reduces the incentive for MGE to seek recovery of cots from other entities
19		(Harrison Rebuttal, pp. 10-11) and OPC alleges that the environmental response
20		fund proposed by MGE is flawed in that it permits MGE to retain a portion of
21		recoveries or contributions obtained from other entities (Bolin Rebuttal, pp. 28-

29).

1		e. OPC alleges that MGE did not actually expend any funds during the test year on
2		MGP matters (Bolin Rebuttal, pp. 23-24);
3		f. OPC alleges that the "used and useful" principle precludes recovery of MGP
4		costs (Bolin Rebuttal, pp. 24-25);
5		g. OPC alleges that customers have already reimbursed the company for MGP costs
6		(Bolin Rebuttal, pp. 26-27); and
7	Iv	will discuss and refute each of these allegations in turn below.
8		
9	a. T	he 1994 Asset Purchase Agreement Does Not Preclude Rate Recovery of MGP Costs
10	Q.	DOES THE 1994 ASSET PURCHASE AGREEMENT BETWEEN SOUTHERN
11		UNION AND WESTERN RESOURCES PRECLUDE RATE RECOVERABILITY
12		OF MGP COSTS?
13	Α.	No. In fact the asset purchase agreement specifically requires Southern Union to seek
14		rate recovery of MGP costs before it may seek recovery from Western Resources.
15		(Harrison Rebuttal, Schedule 1-5, section (iii)). Moreover, if Southern Union had agreed
16		to forego recovery of MGP costs from Missouri customers any such agreement most
17		certainly would have been reflected in the Stipulation and Agreement approved by the
18		Commission in the course of authorizing Southern Union's acquisition of the Missouri
19		property. No such agreement is reflected in that document and no party has made any
20		allegation that Southern Union has made any such agreement.
21		

h	MGP Costs Need	Not Be Known an	d Measurable to	be Inch	uded in	Rates
n.	IVIUTE COSES NEED	140f DC 12110M m	THE TAXABLE PROPERTY OF	,		

2	Q.	DO YOU AGREE THAT MGP COSTS MUST BE KNOWN AND MEASURABLE
3		TO BE INCLUDED IN RATES?

A. No. The environmental response fund proposed by MGE as contained in my direct testimony would segregate all revenues—including a share of any contributions toward MGP costs the Company is able to obtain from other entities—collected for these costs into an interest bearing trust account. To the extent that monies in the account are not spent, any such amounts can be credited to the benefit of customers when the Commission deems it appropriate. However, it must be recognized that approximately \$9.3 million has been spent by MGE on MGP activities since February 1994, and as explained in the rebuttal testimony of MGE witness Alan Fish, MGE continues to believe that it will be necessary to incur additional MGP costs in the future.

- c. Sound Policy Reasons Support Implementation of an Environmental Response Fund
- Q. DO YOU AGREE WITH STAFF WITNESS HARRISON THAT THE ENVIRONMENTAL RESPONSE FUND PROPOSED BY MGE COULD CONSTITUTE PROHIBITED SINGLE-ISSUE AND RETROACTIVE RATEMAKING?
- A. No. The environmental response fund proposed by MGE is essentially a tracking mechanism designed to ensure that shareholders and customers are neither benefited nor disadvantaged by a mismatch between MGP costs included in rates and MGP costs

actually incurred. Although not a traditional ratemaking mechanism in Missouri, a

tracking mechanism is appropriate for MGP costs because although the incurrence of such costs is certain, the precise timing and amount of such costs is not presently known. Many jurisdictions have adopted similar mechanisms for the regulatory and ratemaking treatment of MGP costs, presumably for those very reasons. Schedule MRN-1 attached hereto shows just a few examples of jurisdictions which have adopted mechanisms for the regulatory treatment of MGP costs similar to the environmental response fund proposed by MGE. The environmental response fund proposed by MGE is essentially an accounting authority order, as Staff witness Harrison appears to recommend at page 11 of his rebuttal testimony, with the added feature of funding. Funding serves the beneficial purposes of mitigating rate shock in the event significant MGP costs are incurred in the future and also promotes intergenerational equity concepts by spreading cost recovery over a wider base of customers. Therefore, because of the specific design features of the environmental response fund proposed by MGE, I do not believe it constitutes prohibited single-issue or retroactive ratemaking.

d. The Environmental Response Fund Provides Appropriate Incentives for MGE to

Minimize Cost Recovery from Customers

A.

- Q. STAFF WITNESS HARRISON ALLEGES THAT THE ENVIRONMENTAL RESPONSE FUND PROVIDES AUTOMATIC RECOVERY OF MGP COSTS AND THEREFORE REDUCES THE INCENTIVE FOR MGE TO SEEK RECOVERY OF SUCH COSTS FROM SOURCES OTHER THAN CUSTOMERS AND OPC WITNESS BOLIN ALLEGES THAT THE ENVIRONMENTAL RESPONSE FUND INAPPROPRIATELY PROVIDES AN INCENTIVE OPPORTUNITY TO THE COMPANY. DO YOU AGREE?
  - No. Mr. Harrison apparently ignores three critical features of MGE's proposal that provide very real incentives for MGE to minimize cost recovery from customers. First, sub-paragraph (a) includes the following requirement: "The Company will use best efforts to satisfy its obligation to minimize the Environmental Response Costs charged to the fund consistent with applicable regulatory requirements and sound environmental policies and to minimize litigation costs that may arise." Second, the sharing between customers and shareholders of contributions and/or recoveries obtained from other parties toward MGP costs as proposed in sub-paragraph (a) provides the Company with an opportunity to generate benefits for shareholders and customers from successful pursuit of such contributions. Contrary to the allegations of Ms. Bolin, successful pursuit of such contributions provide benefits to both the Company and its customers, so a sharing of such contributions is entirely appropriate. Third, sub-paragraph (c) specifically provides that the right to review costs charged to the environmental response

1		fund is retained. All of these items make sure that the Company will use its best efforts
2		to minimize MGP costs sought to be recovered from customers.
3 .		
4	Q.	HAS THE MISSOURI PUBLIC SERVICE COMMISSION EVER ENDORSED A
5		PLAN OF REIMBURSEMENT OF ENVIRONMENTAL COSTS AND A
6		SHARING OF INSURANCE PROCEEDS BETWEEN CUSTOMER AND
7		SHAREHOLDER?
8	A.	Yes. The stipulation and agreement in FERC Docket No. RP93-109-000 called for
9		Williams Natural Gas Company, now Southern Star Central, to recover annual
10		environmental costs of \$1,700,000 and to continue to split insurance recoveries between
11		customer and shareholder on a 90% customer and 10% shareholder basis. On February
12		16, 2001, the "Comments of the Missouri Public Service Commission in support of
13		Stipulation and Agreement" was filed. The cover letter and the Comments are attached
14		as Schedule MRN-2.
15		
16	e. S	Significant MGP Expenditures Were Made During the Test Year
17	Q.	OPC WITNESS BOLIN ALLEGES THAT MGE DID NOT EXPEND FUNDS ON
18		MGP ACTIVITIES DURING THE TEST YEAR. IS THIS ACCURATE?
19	A.	No. As I stated in my direct testimony, MGE spent \$6.32 million on MGP activities
20		during the test year. The fact that these expenditures are recorded on the Southern Union
21		corporate books rather than the MGE books is irrelevant because as an operating division

		$\cdot$
1		of Southern Union, my understanding is that MGE and Southern Union are effectively
2		one and the same entity.
3		
4	f.	The "Used and Useful" Principle Does Not Preclude Recovery of MGP Costs
5	Q.	OPC WITNESS BOLIN ALLEGES THAT THE "USED AND USEFUL"
6		PRINCIPLE PRECLUDES RECOVERY OF MGP COSTS. DO YOU AGREE?
7	A.	No. My understanding is that only used and useful items are to be included in rate base
8		on which a return may be earned for purposes of calculating revenue requirements. MGP
9		costs are not rate base items, but expense items, and as such I do not believe the used and
10		useful concept has any applicability to determining their recoverability through rates. As
11		an example, utility companies will on occasion retire plant items prior to such plant items
12		being fully depreciated. In such situations it is not at all uncommon for the Commission
13		include in the calculation of rates an amount reflecting the amortization to expense of the
14		undepreciated plant balance associated with the retired property. Thus, even though the
15		property has been retired and is no longer used and useful, expense associated with tha
16		property is nevertheless included in the calculation of rates.
17		
18		
19		
20		

- Q. OPC WITNESS BOLIN ALLEGES THAT CUSTOMERS HAVE ALREADY REIMBURSED THE COMPANY FOR MGP COSTS THROUGH THE RETURN ON EQUITY INCLUDED BY THE COMMISSION IN CALCULATING PAST RATES. DO YOU AGREE?
- A. No. This allegation makes no sense at all to me. If true, one could also say that electric utilities should not be permitted to recover extraordinary costs caused by extreme weather events such as ice storms because past equity returns compensated the utility for such risks. Such an argument is clearly nonsense. As a matter of fact, the Company has expended approximately \$9.3 million in MGP costs since 1994 that have not been borne by customers.

# Q. DO YOU HAVE ANY OTHER COMMENTS TO MAKE?

A. Yes. The request which MGE has made in this case is very similar to a plan approved in Massachusetts in 1990. Attached as Schedule MRN-3 is the order approving a settlement in the generic case involving the ratemaking treatment of the costs of investigating and remediating matters associated with the manufacture of gas during the period 1822-1978.

The order addresses most of the concerns of both OPC witness Bolin and Staff witness Harrison. In addition to setting up a mechanism to recover costs, the Order also approves a sharing mechanism between customers and shareholders of 50/50 of net insurance proceeds.

1		Gas Storage Inventory
2	Q.	IS GAS STORAGE INVENTORY STILL AN ISSUE IN THE CASE?
3	A.	No, I do not believe so. Agreement was reached between Staff and MGE to price the
4		average volumes in inventory at a price of \$5.68 per MMBtu. This agreement results in
5		an increase to Staff's rate base of \$11,394,748 and an increase in the Staff revenue
6		requirement of \$978,475 (at the mid-point Staff rate of return).
7		
8		
9		Bad Debts-Cost Increases Resulting From New Denial of Service Rule
10	Q.	STAFF WITNESS IMHOFF CLAIMS IN HIS REBUTTAL TESTIMONY THAT
11		THE ESTIMATED \$750,000 IMPACT OF THE NEW DENIAL OF SERVICE RULE
12		ON MGE ASSUMES THAT THE NEW RULE PRECLUDES MGE FROM
13		COLLECTING ON PAST DUE ACCOUNTS. HOW DO YOU RESPOND?
14	A.	I know what assumptions were the basis for the estimate I made. The estimated impact on
15		MGE that I made contains no such assumption, so Staff witness Imhoff is wrong.
16		
17		This new rule will preclude denial of service to an applicant based on the bad debt of
18		someone who is going to live with the applicant. This will have a two-fold impact on MGE
19		by both reducing potential revenue and increasing bad debt expenses. It will reduce potential
20		revenue by eliminating a collection tool that has proven effective. The new rule will increase
21		costs in two primary ways: 1) bad debts will rise; and 2) collection costs will rise. Under the
22		previous procedure. MGE was able to utilize its tariff provision to the benefit of its

customers. That is because the tariff procedure provided a cost-effective means of collecting overdue bills that were legitimately owed to MGE. Because MGE, under the new rule, will no longer be able to require payment or payment arrangements by the bad debt holding roommate before initiating service, a greater number of accounts will now have to be referred to outside collection agents. On average, only about 35% of amounts referred to outside collectors actually gets paid. Moreover, outside collection costs typically amount to approximately 19% of the amount recovered. Therefore, the enactment of the new rule forces upon MGE a less efficient and more costly procedure for collection of some overdue bills for gas service. As I understand it, the new rule will take effect on November 1, 2004, so we are beyond the point of arguing over whether the policy underlying the change is good or bad. We are at the point of trying to determine what the financial impact on MGE is going to be so that rates can be set to allow MGE to recover this newly imposed increased cost of doing business.

# Q. HAS THE STAFF UNDERTAKEN ANY ANALYSIS TO ASCERTAIN THE IMPACT OF THE NEW DENIAL OF SERVICE RULE ON MGE'S BAD DEBTS?

17 A. No, according to the Staff's response to MGE data request number 0130 (Schedule MRN-4)

1		Historical MGE Earnings Analysis and O&M Cost Comparisons
2	Q.	ON PAGES 8-11 OF HIS REBUTTAL TESTIMONY STAFF WITNESS
3		OLIGSCHLAEGER DISCUSSES THE HISTORICAL MGE EARNINGS ANALYSIS
4		YOU PRESENTED ON SCHEDULE G-4 OF YOUR DIRECT TESTIMONY. WHAT
5		CONCLUSION DOES MR. OLIGSCHLAEGER REACH?
6	A.	Although offering some mild criticism of my analysis, which I will address later, Mr.
7		Oligschlaeger does not disagree with the central point of the analysis, namely that MGE's
8		actual earnings have consistently fallen short of its Commission-authorized return levels.
9		Specifically, Staff witness Oligschlaeger acknowledges MGE's consistent historical earnings
0		shortfalls when he states:
l 1 l 2 l 3		Q. Having made these points concerning MGE's earnings analysis, do you disagree that MGE has had a tendency to underearn in its short history to date?
14 15 16 17 18 19		A. No. Given the fact that MGE has added much plant in service to its rate base in recent years, and the nature of the ratemaking process in Missouri, that phenomenon is exactly what would be expected to happen.  (emphasis supplied)
21	Q.	WHAT CRITICISMS HAS MR. OLIGSCHLAEGER OFFERED REGARDING
22		YOUR ANALYSIS OF MGE'S HISTORICAL EARNINGS?
23	A.	In concluding that I have understated MGE's actual earnings levels, Staff witness
24		Oligschlaeger offers three technical criticisms of the analysis:
25		1. my use of "end of period" rate base amounts versus annual average rate base

- 2. my use of actual revenues and expenses versus "normalized" revenues and expenses; and
  - 3. my omission of deferred income taxes as an offset to rate base.

Interestingly, Mr. Oligschlaeger provided no alternative analysis of MGE's historical earnings levels.

# Q. HOW DO YOU RESPOND TO THESE CRITICISMS?

A. As to items 1 and 3 above, I do not disagree with Mr. Oligschlaeger; however, incorporating those changes in the analysis does not significantly change the overall results, as can be seen on Schedule MRN-5.

As to item 2, I disagree strenuously with using "normalized" revenues and expenses to ascertain actual historical earnings levels. Because the ratemaking process is forward looking and seeks to forecast expected conditions during the period in the future when the rates will be in effect, revenue and expense levels are "normalized" in an effort to reflect expected or "normal" conditions. The ascertainment of actual earnings experience, on the other hand, is a purely historical analysis that looks backward to quantify earnings actually experienced over a given time frame. Consequently, "normalized" revenues and expenses cannot be used to determine actual earnings levels. For example, if MGE's employees are required to work more overtime than normal in a given year, MGE must pay those employees for all overtime worked regardless of the fact that such overtime exceeded normal. Actual earnings are based on actual expenses and revenues, not forecasts or estimates as to what a

1		"reasonable" or "expected" or "normal" level of such revenues or expenses might be in the
2		future.
3		
4	Q.	REFERRING BACK TO SCHEDULE MRN-5, HAS MGE HAD RATE INCREASES
5		GO INTO EFFECT DURING THE PERIOD COVERED ON MRN-5?
6	A.	Yes. MGE had increased rates become effective on March 21, 1997 in case number GR-96-
7		285, September 2, 1998 in case number GR-98-140 and August 6, 2001 in case number GR-
8		2001-0292.
9		
10	Q.	DID MGE EARN THE COMMISSION AUTHORIZED RETURN IN THE FISCAL
11		YEAR IMMEDIATELY FOLLOWING ANY OF THE ABOVE MENTIONED RATE
12		INCREASES?
13	A.	No.
14		
15	Q.	ON PAGES 3-8 OF HIS REBUTTAL TESTIMONY STAFF WITNESS
16		OLIGSCHLAEGER DISCUSSES THE OPERATING AND MAINTENANCE
17		("O&M") COST COMPARISON BETWEEN MGE AND CERTAIN OTHER
18		MISSOURI GAS UTILITIES YOU PRESENTED ON SCHEDULE G-1 OF YOUR
19		DIRECT TESTIMONY. WHAT CONCLUSION DOES MR. OLIGSCHLAEGER
20		REACH?
21	A.	Although offering some criticism of my analysis, which I will address later, and some
22		historical perspective that is not particularly relevant to a comparison of recent O&M costs,

1	Mr. Oligschlaeger does not disagree with the central point of the analysis, namely that
2	MGE's O&M costs are lower than peer companies in the State. Specifically, Staff witness
3	Oligschlaeger acknowledges MGE's consistently lower O&M costs when he states:

A.

- Q. Do you agree with Mr. Oglesby's conclusion that MGE's O&M expenses are lower than Laclede Gas Company's (Laclede's), AmerenUE's and Aquila Inc's (Aquila's) gas O&M expenses, when measured on a per customer basis?
- A. I do not disagree with the data shown on page 7 of Mr. Oglesby's direct testimony [which is drawn from Noack Direct, Schedule G-1]. \* \* \*

Q. MR. OLIGSCHLAEGER INDICATES, ON PAGES 3-4 OF HIS REBUTTAL TESTIMONY, THAT CAUTION SHOULD BE USED WHEN MAKING DIRECT COST COMPARISONS BETWEEN DIFFERENT UTILITIES. HOW DO YOU RESPOND?

I agree. No two companies are identical. However, the fact remains that the Missouri gas operations of Laclede, AmerenUE and Missouri Public Service (also known as "Aquila") are all subject to the regulatory authority and regulatory requirements of the Missouri Public Service Commission just like MGE's operations. Moreover, while the operations of these companies are not identical, they are subject to many similar economic conditions since all of the operations about which the comparison is being made are located within the State of Missouri. Moreover, Laclede, AmerenUE and Missouri Public Service, like MGE, have filed and processed requests for general rate increases in the recent past. In addition, the analysis compares O&M cost performance over a period of several years, not just one or two years, which eliminates the chance that MGE's significant advantage from an O&M cost

1		perspective is not being driven by an extraordinary or non-recurring item. As a consequence
2		of these factors, I believe it is reasonable to conclude that MGE consistently outperforms
3		Laclede, AmerenUE and Missouri Public Service from the analysis contained in Schedule G-
4		1 in my direct testimony.
5		
6	Q.	DO YOU HAVE ANY MORE CURRENT INFORMATION THAN THE DATA
7		INCLUDED IN YOUR DIRECT TESTIMONY?
8	A.	Yes. In April of this year, annual reports were filed by MGE and Laclede. Those annual
9		reports indicate that for calendar year 2003, MGE's annual O&M cost per customer was
0		\$141.15 and Laclede's annual O&M cost per customer was \$212.17. More recent annual
1		reports were not available for AmerenUE and Aquila (Missouri Public Service).
12		
13	Q.	MR. OLIGSCHLAEGER ASSERTS THAT ATMOS ENERGY CORPORATION
14		HAD LOWER O&M COSTS THAN MGE IN 2003 AND SHOULD HAVE BEEN
15		INCLUDED IN YOUR ANALYSIS. HOW DO YOU RESPOND?
16	A.	For 2003, Mr. Oligschlaeger's analysis shows the Atmos annual O&M cost per customer to
17		be \$8 lower than MGE's. What Mr. Oligschlaeger leaves unstated in his testimony is that
18		while MGE is shown as having \$6,934,982 in Joint and Common Costs for calendar year
19		2003 (amounting to approximately \$13.92 per customer), no such costs are included in the
20		calculation of the Atmos annual O&M cost per customer for calendar year 2003. Therefore,
21		Mr. Oligschlaeger is not comparing "apples to apples." I would expect that 1) Atmos has

Joint and Common Costs that it would seek to recover through rates but that are not shown in

1		its FERC Form 2 (the annual report form filed with the Commission) and 2) the Atmos Join
2		and Common Costs for calendar year 2003 likely amounted to at least \$8 annually per
3	4	customer such that reflecting such costs in the analysis would eliminate any O&M cos
4		advantage for Atmos.
5		
6	Q.	DOES THIS CONCLUDE YOUR SURREBUTTAL TESTIMONY?
7	A.	Yes, at this time.
8		
9		
10		
11		

# BEFORE THE PUBLIC SERVICE COMMISSION

# OF THE STATE OF MISSOURI

In the Matter of Missouri Gas Energy's Tariff Sheets Designed to Increase Rates for Gas Service in the Company's Missouri Service Area.	) Case No. GR-2004-0209 ) )					
AFFIDAVIT OF MICHAEL R. NOACK						
STATE OF MISSOURI ) ss.						
COUNTY OF JACKSON )						
Michael R. Noack, of lawful age, on his oath states: that the foregoing Surrebuttal Testimony in question and answeas; that the answers in the foregoing Surrebuttal Testin knowledge of the matters set forth in such answers; and the best of his knowledge and belief.	wer form, to be presented in the above mony were given by him; that he has					
Subscribed and sworn to before me this 14th day of	JUNE 2004.  Him W. Henzi  Notary Public					
My Commission Expires: Feb. 3, 2007	Kim W. Henzi Notary Public - Notary Seal State of Missouri Jackson County My Commission Expires Feb. 3, 2007					