**Exhibit No.:** 

**Issue(s):** COVID-19/Future Test Year/

Affiliate Transactions Rule

(Water & Sewer Utility)

Witness/Type of Exhibit: Marke/Direct Sponsoring Party: Public Counsel Case No.: WR-2020-0344

#### **DIRECT TESTIMONY**

**OF** 

#### **GEOFF MARKE**

Submitted on Behalf of the Office of the Public Counsel

# MISSOURI-AMERICAN WATER COMPANY CASE NO. WR-2020-0344

### BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of Missouri-American	)	
Water Company's Request for	)	
Authority to Implement General Rate	)	Case No. WR-2020-0344
Increase for Water and Sewer Service	)	
Provided in Missouri Service Areas	)	

#### **VERIFICATION OF GEOFF MARKE**

Geoff Marke, under penalty of perjury, states:

- 1. Attached hereto and made a part hereof for all purposes is my direct testimony in the above-captioned case.
- 2. My answer to each question in the attached direct testimony is true and correct to the best of my knowledge, information, and belief.

\_/s/ Geoff Marke
Geoff Marke
Chief Economist
Office of the Public Counsel

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#### **DIRECT TESTIMONY**

**OF** 

#### **GEOFF MARKE**

#### MISSOURI-AMERICAN WATER COMPANY

#### CASE NOs. WR-2020-0344 & SR-2020-0345

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- Q. Please state your name, title and business address.
- A. Geoff Marke, PhD, Chief Economist, Office of the Public Counsel (OPC or Public Counsel),P.O. Box 2230, Jefferson City, Missouri 65102.
- Q. What are your qualifications and experience?
- A. I have been in my present position with OPC since 2014 where I am responsible for economic analysis and policy research in electric, gas, water and sewer utility operations.
- Q. Have you testified previously before the Missouri Public Service Commission?
- **A.** Yes. A listing of the Commission cases in which I have previously filed testimony and/or comments is attached in Schedule GM-1.
- Q. What is the purpose of your direct testimony?
- A. The purpose of this testimony is to provide my policy opinion that the Commission should deny MAWC's requests due to the COVID-19 pandemic and accompanying economic recession, and that it should reject using a future test year. Additionally, I (again) provide a detailed explanation to the Commission for why it should promulgate an affiliate transactions rule for water and sewer utilities—including a future Commission-approved cost allocation manual.

## II. COVID-19 PANDEMIC AND ACCOMPANYING ECONOMIC RECESSION

- Q. How is Missouri currently dealing with the COVID-19 pandemic and the accompanying economic recession?
- A. Figures 1-5 provide a snapshot of Missouri-specific health and economic data.

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#### Figure 1: Daily reported new COVID-19 cases (Nov. 23, 2020)<sup>1</sup>

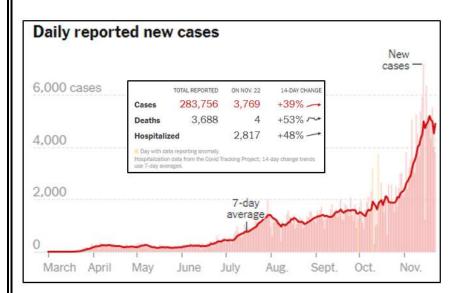
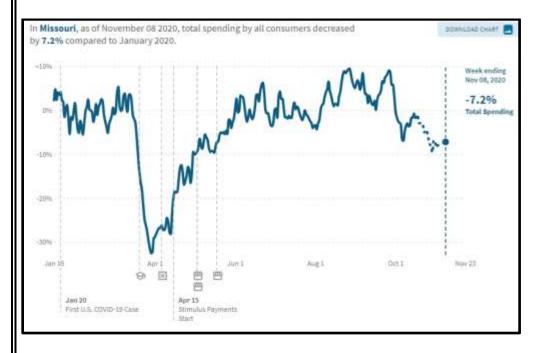


Figure 2: Missouri Consumer Spending (week ending Nov. 8, 2020 compared to Jan 2020)<sup>2</sup>



<sup>&</sup>lt;sup>1</sup> New York Times (2020) Missouri COVID map and case count.

https://www.nytimes.com/interactive/2020/us/missouri-coronavirus-cases.html 11/23/2020

<sup>&</sup>lt;sup>2</sup> Opportunity Insights: Economic Tracker (2020) Percent change in all consumer spending (Missouri) <a href="https://tracktherecovery.org/">https://tracktherecovery.org/</a>

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Figure 3: Missouri Employment rates (week ending Sept. 30, 2020 compared to Jan 2020)<sup>3</sup>

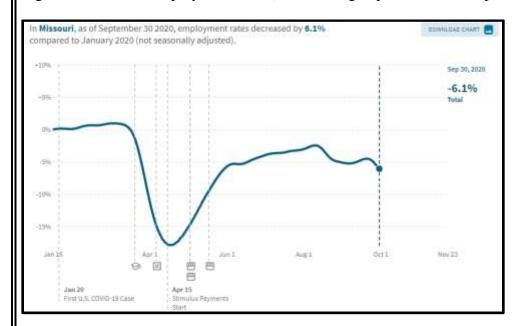
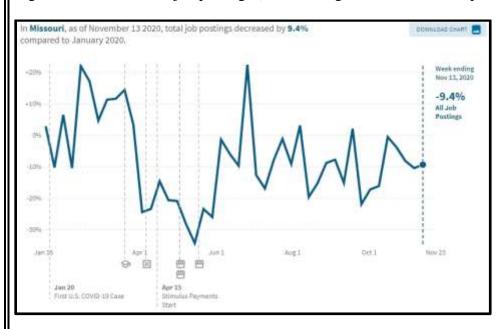


Figure 4: Missouri total job postings (week ending Nov. 13, 2020 compared to Jan 2020)<sup>4</sup>



<sup>&</sup>lt;sup>3</sup> Opportunity Insights: Economic Tracker (2020) Percent change in employment (Missouri) <a href="https://tracktherecovery.org/">https://tracktherecovery.org/</a>

<sup>&</sup>lt;sup>4</sup> Opportunity Insights: Economic Tracker (2020) Percent change in job postings (Missouri) <a href="https://tracktherecovery.org/">https://tracktherecovery.org/</a>

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- A. They are struggling economically.
- Q. Do you have any recommendations in light of COVID-19 and the economic strain currently facing MAWC's customers?
- A. I recommend that the Commission deny MAWC's request to increase rates in this case. Now is not the time to impose additional, unavoidable costs on consumers. Faced with this unprecedented public health and economic crisis, it would be inappropriate to treat this case as "business as usual." Almost no other business in MAWC's service territory is conducting business as usual; residential and small business customers are using services differently than they do during normal circumstances. The Commission should not just focus on MAWC's historic costs, or its cost projections prepared before the pandemic, and assume

<sup>&</sup>lt;sup>5</sup> Opportunity Insights: Economic Tracker (2020) Percent change in small business revenue (Missouri) https://tracktherecovery.org/

that the resulting rates will be "just and reasonable." The Commission should focus on what rates are reasonable for consumers to pay under these extraordinary circumstances.

### Q. Are you aware of any regulatory precedents that discuss ratemaking during a pandemic?

A. I am aware of a 1919 Supreme Judicial Court of Massachusetts case,<sup>6</sup> where the owner of a streetcar service challenged a public service commission ratemaking order. The streetcar service faced cost increases of raw materials (presumably due to the war effort), reduction in ridership, and "the wide prevalence of the epidemic known as influenza, a factor seriously affecting recipients during October and November, 1918."

The Massachusetts court approvingly cited a federal appellate decision that held as follows:

To be just and reasonable, within the meaning of the constitutional guaranty, the rates must be prescribed with reasonable regard for the cost to the carrier of the service rendered and for the value of the property employed therein; but this does not mean that regard is to be had only from the interests of the carrier, or that the rates must necessarily be such as to render its business profitable, for reasonable regards must also be had for the value of the service to the public. And where the cost to the carrier is not kept within reasonable limits, or where for any reasons its business cannot reasonably be so conducted as to render it profitable the misfortune must fall upon the carrier, as would be the case if it were engaged in any other line of business.<sup>8</sup>

The Court upheld the Commission's rate setting order that was not expected to result in the utility earning a profit. The Court reasoned that "the times are recognized as abnormal," but that did not deprive the Commission of its regulatory responsibility to "exercise its judgment for the protection of the public interests when it does not reduce substantially the revenue proposed to be exacted from the public by the owners of the public utility." The Court also emphasized that the rates were "likely to be impermanent and experimental."

<sup>&</sup>lt;sup>6</sup> Donham v. Public Service Commission, 232 Mass. 309, 122 N.E. 397 (1919).

<sup>&</sup>lt;sup>7</sup> *Id.*, 232 Mass. at 315, 122 N.E. at 400.

<sup>&</sup>lt;sup>8</sup> *Id.*, 232 Mass. at 317, 122 N.E. at 401 (emphasis added; quoting from *Missouri, Kansas & Topeka Railway Co. v. Interstate Commerce Commission*, 164 Fed. 645 (1908)).

<sup>&</sup>lt;sup>9</sup> Id, 232 Mass. at 326, 122 N.E. at 405.

<sup>&</sup>lt;sup>10</sup> *Id*.

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Stated differently, it is neither new nor novel that ratemaking should adapt to extraordinary conditions. A century ago during another serious pandemic, regulators adapted, took actions that provided relief to the public, and did not inflict long-term harm on the utility.

Are you suggesting that the Commission set rates that would prevent the provision of

No. My recommendation allows MAWC to continue operations, recover all of its prudent

expenses, and have the opportunity to earn a profit. Most of MAWC's customers would be

thrilled if they could pay all of their bills (including various expenses that may or may not

occur next year), make all of their debt payments, and still have enough left over to earn a

profit on their equity investment. Most businesses would be amazed with that kind of

assurance at this time. These are not normal conditions. Businesses, small and large,

throughout Missouri are facing (or have already faced) the very real prospect of not being

able to pay their out-of-pocket expenses and laying off their workforce. They are facing

negative returns on their investments. That is the real-world competitive market that

When compared to the economic devastation occurring in MAWC's service territory, I

Those witnesses' testimonies and exhibits speak for themselves, but I can provide the

general observation that their in-depth analysis suggests MAWC is overstating its need for

cannot find anything just or reasonable about increasing MAWC's rates at this time.

How does your recommendation compare to those of other OPC witnesses?

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III. FUTURE TEST YEAR

an increase in its revenues.

regulation is trying to mirror.

Q. Is a future test year at issue in these rate cases?

safe and reliable service to its customers?

A. Yes. On June 30, 2020 MAWC submitted tariff sheets initiating general water and sewer rate cases. In its direct case, MAWC filed testimony in support of its proposed rate increase and a Motion to Establish Future Test Year. MAWC's Future Test Year Motion requests

the Commission to establish rates based on a future test year covering the period through May 31, 2022.

#### Q. Did the parties to this rate case oppose MAWC's future test year request?

A. Yes. Various parties representing MAWC's customers explicitly opposed MAWC's request for a future test year in this rate case. The Signatories (OPC, Staff, MIEC, MECG and the Municipal League of Metro St. Louis) proposed setting a test year of the 12-months ending December 2019, with an update period of the six months ending June 2020, and a true-up period of the six months ending December 31, 2020.

#### Q. Why do you oppose the use of a future test year?

A. My opposition is based on several factors, all of which are centered on the ratemaking principles adopted by the Missouri Commission and the Missouri courts that were designed to protect captive customers and ensure utility rates are set at a level no more than necessary to provide safe and adequate service at a just and reasonable price. These factors, or principles, including the Commission's rate case matching principle and the Commission's known and measurable standard provide the basis for my position. On a practical level, my opposition to a future test year is grounded in unnecessarily increased uncertainty for ratepayers. Forecasts are difficult in normal conditions, factor in the economic uncertainty surrounding COVID-19 and this makes a difficult situation worse.

### Q. Would post true-up isolated rate case adjustments eliminate any single-issue ratemaking concerns?

A. No. A regulator's credibility is inevitably challenged by the inherent asymmetric information hurdles innate to the ratemaking process. Post true-up isolated rate case adjustments on future expenses exacerbates this unfortunate bias. MAWC owns and controls all information about its current and future costs. The Company has as much time as it feels necessary to prepare and request rate increases. Conversely, intervening parties are largely thrust into a reactive role, which necessitates a discovery process that is dependent on asking and receiving competent information from the Company in a timely

manner. Unless a party to the case asks the "correct" data request about a specific future cost decrease, and MAWC is responsive to that data request, there is minimal opportunity for a party such as OPC to obtain knowledge of that potential cost decrease. Presently, utilities make it difficult to process the "historical" test year cases by including costs and other projections beyond the test year through true up. Including cost and other projections beyond the date new rates take effect would make a bad situation worse.

The best way to evaluate how all of the Company's expenses and revenues interact and counterbalance each other is by looking at the known and measureable data from a historical test year.

#### **Commission's Matching Principle**

#### Q. What is the matching principle?

- A. A fundamental principle in determining rates. Accordingly, unless there is a matching of costs and revenues, the test year is not a proper one for fixing just and reasonable rates. A rate case test year is used to ensure a matching of rate base investment, utility revenues and utility expenses. If rate base, revenues and/or expenses are mismatched in the rate-setting process, the resulting rates will either over or under recover costs, causing rates to be unjust and unreasonable. This "reasonableness" of rates is what is at risk here if the Commission abandons its longstanding rate case matching principle.
- Q. Has the Commission recently described the importance of the matching principle in ratemaking?
- A. Yes. In the Findings of Fact section of its September 2, 2015 Report and Order in Case No. ER-2014-0370, Kansas City Power & Light Company ("KCPL"), the Commission described the importance of the matching principle as follows:
  - 114. In Missouri, rates are usually established based upon a historical test year where the company's expenses and the rate base necessary to produce the revenue requirement are synchronized. The deferral of costs from a prior period results in costs associated with the production of revenues in one period being charged against the revenues in a different period, which violates the "matching principle" required

Q. What is the known and measurable standard?

Commission's Known and Measurable Standard

35 A. This Commission rate case standard requires a rate case component (revenue, expense, gain or

loss) to be known, to have occurred, and be measurable with a high degree of accuracy.

by Generally Accepted Accounting Principles (GAAP) and the Uniform System of Accounts approved by the Commission. The matching principle is a fundamental concept of accrual basis accounting, which provides that in measuring net income for an accounting period, the costs incurred in that period should be matched against the revenue generated in the same period. Such matching creates consistency in income statements and balance sheets by preventing distortions of financial statements which present an unfair representation of the financial position of the business. One type of deferral accounting, a "tracker", has the effect of either increasing or decreasing a utility's earnings for a prior period by increasing or decreasing revenues in future periods, which violates the matching principle.

- 115. A tracker is a rate mechanism under which the amount of a particular cost of service item actually incurred by a utility is tracked and compared to the amount of that item currently included in a utility's rate levels. Any over-recovery or under-recovery of the item in rates compared to the actual expenditures made by a utility is then booked to a regulatory asset or liability account and would be eligible to be included in the utility's rates in its next general rate proceeding through an amortization to expense.[170]
- 116. The broad use of trackers should be limited because they violate the matching principle, tend to unreasonably skew ratemaking results, and dull the incentives a utility has to operate efficiently and productively under the rate regulation approach employed in Missouri.

#### Q. Was this Commission's policy on the matching principle recognized by the courts?

A. Yes. The Missouri Court of Appeals' September 6, 2016 Opinion in Case No. WD79125 (consolidated with WD79143 and WD79189), the Court recognized:

The PSC has decided that the "use of trackers should be limited because they violate the matching principle, tend to unreasonably skew ratemaking results, and dull the incentives a utility has to operate efficiently and productively under the rate regulation approach employed in Missouri."

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Q. Are forecasted future costs or expenses capable of meeting this longstanding Commission rate case standard?

- No. Α.
- How does the Commission's Staff define the known and measurable standard? 0.
- In testimony in Case No. ER-2001-299 the Staff defined this standard that both it and the Α. Commission have used for many years as follows:
  - Q. What does the term "known and measurable" mean?
  - A. A "known and measurable" expense is an expense that is 1) "known," meaning that the amount did or definitely will be an actually incurred cost and 2) "measurable," meaning that the rate impact of the change (for example, property tax expense) can be calculated with a high degree of accuracy. The significance of this term is that historically the Commission has only reflected in rates those revenue requirement changes that were known and measurable at the time the rate decision was made. 11
- Are you aware of an example where the Commission has defined and described the 0. known and measurable standard?
- A. Yes. In Case No. WR-2000-844, St. Louis County Water Company, the Commission stated:

The Commission traditionally, and properly, allows recovery of cost increases that are projected to occur after the end of the test year (including any adjustment periods) only if those costs are known and measurable. A cost increase is "known" if it is certain to occur, and it is "measurable" if the Commission is able to determine the amount of the increase with reasonable precision. The Company's projected property tax increases are neither known nor measurable. [...] Because any increase in the Company's property tax expense is not known and measurable, the Commission will not adopt the Company's proposal.

- In summary, what is your position on the Commission using a future test year when Q. setting new rates?
- The use of a historic test year, as well as the update of financial information through a true-Α. up, allows the Commission to measure and match MAWC's revenues, costs, rate base and rate of return all as of the same date. This is the essence of the matching principle. Importantly, since all of these financial items are capable of being measured with certainty,

<sup>&</sup>lt;sup>11</sup> ER-2001-299 True-Up Surrebuttal Testimony Roy M. Boltz, Jr page 6, 4-10.

there are no concerns that forecasted future rate base additions will not be made. This is important for several reasons but also because it maintains the integrity of the Commission's "known and measurable" standard. As such, the historic test year and adherence to the matching principle and the known and measurable standard are not only entirely consistent, but the historic test year is entirely needed to maintain this basis of Commission ratemaking in Missouri.

There is no doubt that the use of a future test year would be a major departure from past Commission practice. In addition, the resultant abandonment of the matching principle (these are projections, not actual costs) and known and measurable standard, as well as the acceptance of another form of single-issue ratemaking, would be a "major" change in the Commission's approach to utility ratemaking. To justify such a departure, there must be a serious need. There is not.

In its *Report Regarding Policies to Improve Electric Utility Regulation*, Case No. EW-2016-0313, issued December 6, 2016, page 4, the Commission considered potential ratemaking changes and concluded "Missouri's current regulatory structure has functioned very effectively for over a century, and there is no need for a massive, radical overhaul." The use of a future test year would be a major change, and would be contrary to the conclusions that the Commission reached in its legislative. I believe the Commission is capable of establishing just and reasonable rates through an historical test year. The continued reliance on an historical test year will not only lead to just and reasonable rates, it would also preserve the numerous safeguards designed to protect Missouri ratepayers.

### Q. Are there any other unique challenges to implementing a future test year in regards to the timing of this case?

A. Yes. Putting aside the economic and public safety toll the COVID-19 pandemic and economic recession has continued to have on MAWC's ratepayers, the pandemic has also impacted the work environment in which stakeholders to this case have to operate under. Under normal conditions, a future test year would be a labor and time intensive process that

would favor the utility, which has advantages both in resource and access to information relative to the other parties. With the limitations inherent in working under a pandemic these advantages to the utility are magnified. Simply put, of the universe of times to depart from the Commission's historic ratemaking process, doing so during a global pandemic is arguably the worst moment to endeavor to tread down this path.

#### IV. AFFILIATE TRANSACTIONS RULES (WATER & SEWER UTILITY)

#### Q. What are affiliate transactions?

A. They are transactions between members of a common enterprise, and are not arm's length transactions.

#### Q. What is the purpose of the Commission's Affiliate Transactions Rules?

A. To protect captive ratepayers and the public at large from monopolistic abuse. The rules are designed to prevent a regulated utility from subsidizing its nonregulated operations. The rules, coupled with effective enforcement, should provide the public with assurance that utility rates are not adversely impacted by the utilities' nonregulated activities.

#### Q. Why are they important?

A. In a holding company structure, such as MAWC's, deliberately or not, there is a strong incentive for the members of that enterprise to structure the transactions between them to most benefit the enterprise rather than for each member to strive for the transaction to most benefit it. Here, where MAWC's rates (and retail revenues) are based on its cost to provide service, there is an incentive to shift costs from MAWC's affiliates to MAWC to maximize the profit of the enterprise. In contrast, normal business transactions are arm's length transactions between independent buyers and sellers who are pursuing their respective best interests and can walk away from the other party's best offer if that offer fails to satisfy their objective for the transaction.

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#### Q. Are concerns with affiliate transactions merely theoretical?

A. No, they are very real. The Missouri Supreme Court recognized the foregoing concerns in its opinion in *Office of the Pub. Counsel v. Mo. PSC*, 409 S.W.3d 371 (Mo. 2013). In that opinion the Court said:

The risk inherent in affiliate transactions arises because agreements between a public utility and its affiliates are not made at arm's length or on an open market. They are between corporations, one of which is controlled by the other. As such they are subject to suspicion and therefore present dangerous potentialities.

Most recently, the Commission found that The Empire District Electric Company was imprudent for entering into a 15-year promissory note with an affiliate at an interest rate that exceeded that affiliate's cost for the moneys it lent and with an origination fee that the affiliate did not incur.

- Q. Are Missouri ratepayers afforded the same level of regulatory assurance for each of its electric, gas, water, and sewer utilities?
- A. No. There are no Commission rules for affiliate transactions for either water or sewer utilities, i.e., presently there are only affiliate transactions rules for electric and gas utilities in Missouri.

#### Q. Why?

- A. It is my understanding that the impetus for the affiliate transactions rules originated as a regulatory necessity for the evolving telecom industry. It also made practical sense to extend those same protections for ratepayers to both electric and gas utilities as their respective markets evolved and services expanded. Water and sewer utilities, in contrast, historically had been a much more local and less complex regulatory service.
- Q. What has changed?
- A. American Water has changed that narrative.
- Q. What do you mean?
- A. In what has historically been services dominated by municipal systems or small, local water utilities, American Water Works' aggressive acquisitions, system expansion and increasing

investment in market-based non-regulated services makes it a textbook example of a utility the Commission had in mind when it drafted its existing affiliate transactions rules. Consider the sheer size and many affiliates under the American Water umbrella as generalized in the Company's "About Us" section of its home webpage:

With a history dating back to 1886, American Water is the largest and most geographically diverse U.S. publicly traded water and wastewater utility company. The company employs more than 6,800 dedicated professionals who provide regulated and market-based drinking water, wastewater and other related services to more than 15 million people in 46 states. American Water provides safe, clean, affordable and reliable water services to our customers to make sure we keep their lives flowing.<sup>12</sup>

Simply put, there is no regulated utility in the United States like American Water Works and the lack of Commission oversight regarding Missouri American Water's affiliate transactions is both disconcerting and regrettably long overdue.

#### Q. Can you illustrate your concern?

- A. Yes. On the MAWC affiliate American Water Resources' homepage in the Water Line Protection Program the following Q&A occurs:
  - Q. What am I responsible for?
  - A. Your homeowners insurance policy typically doesn't cover water lines. That means it's all on you to repair leaks. When you enroll in AWR's Water Line protection program, you cut the out-of-pocket repair bill and just pay a small monthly payment. No service fee or deductible. In return, AWR picks up the tab on the bill and saves you the hassle that comes with problems like this.

Figure 1 provides a visual snapshot of the American Water: Water Line Protection Program video currently on YouTube.

<sup>&</sup>lt;sup>12</sup> American Water (2020) Corporate: About Us <a href="https://www.amwater.com/corp/about-us/">https://www.amwater.com/corp/about-us/</a>

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Figure 1: Non-regulated water service line protection program<sup>13</sup>



Additional non-regulated services and products include:

- Sewer Line Protection
- Leak Detection
- In Home Plumbing Emergency Program
- Water Heather Repair Replacement
- Interior & Exterior Electric Line Protection
- Gas Line Protection Program
- In-Home Plumbing Clog Protection Program
- Power Surge Protection
- Heating System Repair
- Cooling System Repair

<sup>&</sup>lt;sup>13</sup> American Water Resources (2020) <a href="https://awrusa.com/products-services-water-line-protection">https://awrusa.com/products-services-water-line-protection</a> & <a href="https://www.youtube.com/watch?v=lgTQ2CSzymw">https://www.youtube.com/watch?v=lgTQ2CSzymw</a>

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#### Q. What would be an illustrative concern based on what you just provided?

A. One concern is the aforementioned examples pertain to customer confusion over solicitation of non-regulated service and the fact that said service is not regulated by the Missouri Public Service Commission. Specifically, 20 CSR 4240-20.015 (2) (F) which states:

Marketing materials, information or advertisements by an affiliate entity that share an exact or similar name, logo or trademark of the regulated utility shall clearly display or announce that the affiliate entity is not regulated by the Missouri Public Service Commission.

#### Q. Has the Commission approved MAWC's use of a cost allocation manual ("CAM")?

- A. No, but the Company has one. However, MAWC's CAM lacks any enforceable standards and, thus, provides minimal protection, if any. Regulators and advocates thus operate at a considerable informational disadvantage in ensuring transparent and appropriate cost allocations.
- Q. Did you raised concerns about MAWC's affiliate transactions in its last general rate case before this Commission, Case No: WR-2017-0285?
- A. Yes.
- Q. What activities have taken place regarding affiliate transactions rules for water utilities during and since that rate case?
- A. The timeline follows:
  - November 30, 2017: I filed similar surrebuttal testimony in MAWC's Case No: WR-2017-0285 general rate case requesting the Commission promulgate rules for water companies of a certain size.
  - June 22, 2018: OPC initiated Case No. WX-2018-0387 with attached draft rules that added the word "water" before the word "corporation" as a new set of rules in 4 CSR 240-50.015.
  - June 27, 2018: Commission Staff initiated Case Nos. AW-2018-0394 (consolidation of electric, gas, water and sewer utility affiliate transactions rules) and WW-2018-0392

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26 27 28 (water and sewer corporation less than 8,000) to establish working case files with the intent of consolidating existing Commission affiliate transaction rules, while also subjecting water corporations to those newly consolidated affiliate transaction rules.

- July 2, 2018: Wishing not to interfere with Staff's endeavor, and out of respect of a request from Staff, OPC withdrew its rulemaking petition in Case No. WX-2018-0387 on July 2, 2018.
- August 10, 2018: Interested parties, including OPC, filed comments in Case No. AW-2019-0394.
- October 9, 2018: Staff hosted a workshop in Case No. AW-2019-0394.
- June 4, 2019: OPC initiated Case No. WX-2019-0380 by filing an application and petition for promulgation of rules with attached draft rules that added the word "water" before the word "corporation" as a new set of rules in 4 CSR 240-50.015 out of concern from inactivity in Case No. AW-2019-0394.
- June 5, 2019: Staff responded to OPC's initiation of Case No. WX-2019-0380 by pleading in which it stated:
  - Staff's approach is consistent with the Governor's Executive Order 17-03 to streamline regulations, and it addresses affiliate transactions rules in a comprehensive, holistic manner. Additionally, numerous stakeholders submitted comments to Staff's proposed rules, and Staff held workshops. Staff is reviewing comments and incorporating them into drafts. Staff continues the internal review process and could produce final drafts in the next few months.
- July 17, 2019: Commission denied OPC's petition in Case No. WX-2019-0380.
- September 16, 2019: Staff filed draft affiliate transactions and HVAC rules in Case No. AW-2018-0394 laying out three possible scenarios for the Commission to consider:
  - (1) continue this working case and issue an Order requesting comments from stakeholders within 30 days after the date of said Order addressing the consideration of the attached draft rules; (2) engage in an Order of Proposed Rulemaking utilizing the attached draft rules; or (3) in an Agenda or Agendas

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utilize the attached draft rules to produce an Order of Proposed Rulemaking with changes of the Commissioners to the attached draft rules regarding the treatment of affiliate transactions and HVAC affiliate transactions.

- October 9, 2019: OPC filed comments in Case No. AW-2018-0394 expressing our concerns regarding Staff's proposed language including, but not limited to, the elimination of the following language from the current affiliate transactions rules:
  - o "The rule and its effective enforcement will provide the public the assurance that their rates are not adversely impacted by the utilities' nonregulated activities."
- November 6, 2020: Staff filed a response to OPC's October 9, 2019, comments in Case No. AW-2018-0394 stating that the aforementioned language was removed in Staff's initial draft of the affiliate transaction rules, but Staff provided no explanation why it removed said language. Staff further provided a draft copy of the proposed rules with tracked change comments. Finally, Staff recommended the Commission direct interested parties to file comments within 30 days stating their proposed changes and/or response to Staff's proposed changes.
- December 9, 2019: Parties filed responses to Staff's proposed changes in Case No. AW-2018-0394.
- February 18, 2020: Staff filed its third draft of affiliate transactions and HVAC affiliate services rules in Case No. AW-2018-0394.
- February 26, 2020: The Commission requested that stakeholders file in Case No. AW-2018-0394 comments related to costs to comply with the new draft rule by March 20, 2020.
- March 20, 2020: Three utilities (Ameren, Evergy and Spire) file comments in Case No. AW-2018-0394.

It is now November 24, 2020, and 1,090 days (or two years, eleven months and twenty-five days) have passed since I filed testimony in MAWC's last rate case making the case that water and sewer utilities need to be added to the Commission's current affiliate transactions rules.

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#### **Q.** What is your recommendation?

A. In this case, I recommend that the Commission order MAWC to create a new CAM guided by existing standards for other regulated utilities and informed by stakeholder input, and to be approved by the Commission. To that end, I recommend that the Commission order MAWC to file a proposed CAM for Commission approval within six months of the date it issues its Report and Order in these rate cases.

Additionally, as to water and sewer affiliate transactions rules, I recommend that the Commission provide further guidance to stakeholders in Case No. AW-2018-0394.

#### Q. Does this conclude your testimony?

A. Yes.

### CASE PARTICPATION OF GEOFF MARKE, PH.D.

Company Name	Employed Agency	Case Number	Issues
	Agency	Number	
Missouri American Water	Office of Public Counsel (OPC)	WR-2020-0344	<b>Direct:</b> COVID-19 / Future Test Year/ Cost Allocation Manual and Affiliate Transaction Rules for Large Water Utilities
Evergy Missouri West & Evergy Missouri Metro	OPC	EO-2020-0227	Rebuttal: Inefficient Management / Residential Demand Response Surrebuttal: Demand Response Programs
Working Case: To consider best practices for recovery of past-due utility customer payments after the COVID-19 pandemic	OPC	AW-2020-0356	Memorandum: Response to Staff Report on COVID-19 Past-Due Utility Customer Payments
Spire Missouri Inc.	OPC	GO-2020-0416	Memorandum: Notice of prudency concerns regarding natural gas Advanced Metering Infrastructure ("AMI") investment
Evergy Missouri West & Evergy Missouri Metro	OPC	EU-2020-0350	Rebuttal: Authorized Accounting Order for: Lost Revenues /COVID-19 Expenses / Bad Debt Expense Surrebuttal: Disconnection Moratorium / Arrearage Management Plans / Economic Relief Pilot Program / Outreach / Energy Efficiency / Administrative Procedures
Empire District Electric Company	OPC	EO-2020-0284	Memorandum: Customer Savings Plan / Stateline Combined Cycle Upgrade / DSM / COVID-19 Impact on Modeling / Executive Order on Securing the US Bulk-Power System / SPP Effective Load Carrying Capability / All- Source RFP
Evergy Missouri West	OPC	EO-2020-0281	Memorandum: Wind Power PPAs / DSM / COVID-19 Impact on Modeling / Executive Order on Securing the US Bulk-Power System / SPP Effective Load Carrying Capability / Utility-Scale Solar / All-Source RFP
Evergy Missouri Metro	OPC	EO-2020-0280	Memorandum: Wind Power PPAs / DSM / COVID-19 Impact on Modeling / Executive Order on Securing the US Bulk-Power System / SPP Effective Load Carrying Capability / Utility-Scale Solar / All-Source RFP
Empire District Electric Company	OPC	ER-2019-0374	<b>Direct:</b> Cost and Quality of Service, Stranded Asset, AMI/CIS deployment

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Linian Flactuia Company	ODC	FA 2010 0271	Rebuttal: Customer Experience / Weather Normalization Rider / Energy Efficiency / Low- Income Pilot Program Rebuttal: Class Cost of Service / Rate Design / Low Income Pilot Program Surrebuttal: Cost and Quality of Service / Reliability Metrics / Asbury Power Plant / Rate Design & CCOS / DSM Programs
Union Electric Company d/b/a Ameren Missouri	OPC	EA-2019-0371	Rebuttal: Solar + Storage
Union Electric Company d/b/a Ameren Missouri	OPC	ER-2019-0335	Direct: Keeping Current Bill Assistance Program Rebuttal: Smart Energy Plan, Keeping Current, Coal Power Plants, CCOS, Rate Design, Pure Power RECs Surrebuttal: Coal Power Plants
Rule Making	OPC	AW-2020-0148	Memorandum: Residential Customer Disconnections and Data Standardization Presentation: Service Disconnection Data Standardization Virtual Rulemaking Workshop
Empire District Electric Company /Kansas City Power & Light & KCP&L Greater Missouri Operations Company/Union Electric Company d/b/a Ameren Missouri	OPC	EO-2020-0047 EO-2020-0046 EO-2020-0045 EO-2020-0044	Memorandum: Additive Manufacturing, Cement Block Battery Storage, Virtual Power Plant, Customer-Side Renewable Generation, Historical Review of energy forecasts (KCPL, GMO and Empire-Specific) and Rush Island and Labadie Power Plant Environmental Retrofits (Ameren specific)
Union Electric Company d/b/a Ameren Missouri	OPC	EA-2019-0309	Rebuttal: Need for the Wind Project/ Economic Valuation / Pre-Site Energy Assessment Omissions
KCP&L Greater Missouri Operations Company & Kansas City Power and Light Company	OPC	EO-2019-0132	Rebuttal: Response to KCPL's MEEIA application, Equitable Energy Efficiency Baseline, WattTime: Automated Emissions Reduction, PAYS, Urban Heat Island Mitigation Surrebuttal: Market Potential Study, Single Family Low-Income
KCP&L Greater Missouri Operations Company	OPC	EC-2019-0200	<b>Surrebuttal:</b> Deferral Accounting and Stranded Assets
Union Electric Company d/b/a Ameren Missouri	OPC	ED-2019-0309	Memorandum: on the "Aluminum Smelter Rate"
KCP&L Greater Missouri Operations Company	OPC	EO-2019-0067	Rebuttal: Renewable Energy Credits
Union Electric Company d/b/a Ameren Missouri	OPC	EO-2019-0314	<b>Memorandum:</b> Notice of Deficiency to Annual IRP Update
Rule Making	OPC	WX-2019-0380	<b>Memorandum:</b> on Affiliate Transaction Rules for Water Corporations

Working Case: Evaluate Potential Mechanisms for Facilitating Installation of Electric Vehicle Charging Stations	OPC	EW-2019-0229	Memorandum: on Policy Surrounding Electric Vehicles and Electric Vehicle Charging Stations
Rule Making	OPC	EX-2019-0050	Memorandum on Solar Rebates and Low Income Customers
Union Electric Company d/b/a Ameren Missouri	OPC	GR-2019-0077	<b>Direct:</b> Billing Practices <b>Rebuttal:</b> Rate Design, Decoupling, Energy Efficiency, Weatherization, CHP
Empire District Electric Company	OPC	EA-2019-0010	Rebuttal: Levelized Cost of Energy, Wind in the Southwest Power Pool Surrebuttal: SPP Market Conditions, Property Taxes, Customer Protections
Empire District Electric Company /Kansas City Power & Light & KCP&L Greater Missouri Operations Company/Union Electric Company d/b/a Ameren Missouri	OPC	EO-2019-0066 EO-2019-0065 EO-2019-0064 EO-2019-0063	Memorandum: Additive Manufacturing and Cement Block Battery Storage (IRP: Special Contemporary Topics)
Working Case: Allocation of Solar Rebates from SB 564	OPC	EW-2019-0002	Memorandum on Solar Rebates and Low Income Customers
Rule Making Workshop	OPC	AW-2018-0393	Memorandum: Supplemental Response to Staff Questions pertaining to Rules Governing the Use of Customer Information
Union Electric Company d/b/a Ameren Missouri	OPC	ET-2018-0132	Rebuttal: Line Extension / Charge Ahead – Business Solutions / Charge Ahead – Electric Vehicle Infrastructure Supplemental Rebuttal: EV Adoption Performance Base Metric
Union Electric Company d/b/a Ameren Missouri	OPC	EO-2018-0211	Rebuttal: MEEIA Cycle III Application Surrebuttal: Cost Effectiveness Tests / Equitable Energy Efficiency Baseline
Union Electric Company d/b/a Ameren Missouri	OPC	EA-2018-0202	Rebuttal: Renewable Energy Standard Rate Adjustment Mechanism/Conservation Surrebuttal: Endangered and Protected Species
Kansas City Power & Light & KCP&L Greater Missouri Operations Company	OPC	ER-2018-0145 ER-2018-0146	Direct: Smart Grid Data Privacy Protections Rebuttal: Clean Charge Network / Community Solar / Low Income Community Solar / PAYS/ Weatherization/Economic Relief Pilot Program/Economic Development Rider/Customer Information System and Billing

			Rebuttal: TOU Rates / IBR Rates / Customer Charge / Restoration Charge Surrebuttal: KCPL-GMO Consolidation / Demand Response / Clean Charge Network / One CIS: Privacy, TOU Rates, Billing & Customer Experience
Union Electric Company d/b/a Ameren Missouri	OPC	ET-2018-0063	Rebuttal: Green Tariff
Liberty Utilities	OPC	GR-2018-0013	Surrebuttal: Decoupling
Empire District Electric Company	OPC	EO-2018-0092	Rebuttal: Overview of proposal/ MO PSC regulatory activity / Federal Regulatory Activity / SPP Activity and Modeling / Ancillary Considerations Surrebuttal Response to parties Affidavit in opposition to the non-unanimous stipulation and agreement
Great Plains Energy Incorporated, Kansas City Power & Light Company, KCP&L Greater Missouri Operations Company, and Westar Energy, Inc.	OPC	EM-2018-0012	Rebuttal: Merger Commitments and Conditions / Outstanding Concerns
Missouri American Water	OPC	WR-2017-0285	Direct: Future Test Year/ Cost Allocation Manual and Affiliate Transaction Rules for Large Water Utilities / Lead Line Replacement Direct: Rate Design / Cost Allocation of Lead Line Replacement Rebuttal: Lead Line Replacment / Future Test Year/ Decoupling / Residential Usage / Public- Private Coordination Rebuttal: Rate Design Surrebuttal: Affiliate Transaction Rules / Decoupling / Inclining Block Rates / Future Test Year / Single Tariff Pricing / Lead Line Replacement
Missouri Gas Energy / Laclede Gas Company	OPC	GR-2017-0216 GR-2017-0215	Rebuttal: Decoupling / Rate Design / Customer Confidentiality / Line Extension in Unserved and Underserved Areas / Economic Development Rider & Special Contracts Surrebuttal: Pay for Performance / Alagasco & EnergySouth Savings / Decoupling / Rate Design / Energy Efficiency / Economic Development Rider: Combined Heat & Power
Indian Hills Utility	OPC	WR-2017-0259	Direct: Rate Design
Rule Making	OPC	EW-2018-0078	Memorandum: Cogeneration and net metering - Disclaimer Language regarding rooftop solar

Empire District Electric	OPC	EO-2018-0048	Memorandum: Integrated Resource Planning:
Company			Special Contemporary Topics Comments
Kansas City Power &	OPC	EO-2018-0046	<b>Memorandum:</b> Integrated Resource Planning:
Light			Special Contemporary Topics Comments
KCP&L Greater Missouri	OPC	EO-2018-0045	Memorandum: Integrated Resource Planning:
Operations Company			Special Contemporary Topics Comments
Missouri American Water	OPC	WU-2017-0296	Direct: Lead line replacement pilot program
			Rebuttal: Lead line replacement pilot program
			Surrebuttal: Lead line replacement pilot
			program
KCP&L Greater Missouri	OPC	EO-2017-0230	Memorandum on Integrated Resource Plan,
Operations Company	OI C	10 2017 0250	preferred plan update
	ODC	FW 2017 0245	
Working Case: Emerging	OPC	EW-2017-0245	Memorandum on Emerging Issues in Utility
Issues in Utility			Regulation /
Regulation			Presentation: Inclining Block Rate Design
			Considerations
			<b>Presentation</b> : Missouri Integrated Resource
			Planning: And the search for the "preferred
			plan."
			Memorandum: Draft Rule 4 CSR 240-22.055
			DER Resource Planning
			g .
Rule Making	OPC	EX-2016-0334	Memorandum on Missouri Energy Efficiency
			Investment Act Rule Revisions
Great Plains Energy	OPC	EE-2017-0113 /	Direct: Employment within Missouri /
Incorporated, Kansas City	0.0	EM-2017-0226	Independent Third Party Management Audits /
Power & Light Company,		LIVI 2017 0220	Corporate Social Responsibility
KCP&L Greater Missouri			Corporate Social Nesponsibility
Operations Company,			
and Westar Energy, Inc.	0.00	FT 2046 0246	Bullettel 5V Character Chatter Bullet
Union Electric Company	OPC	ET-2016-0246	Rebuttal: EV Charging Station Policy
d/b/a Ameren Missouri			Surrebuttal: EV Charging Station Policy
Kansas City Power &		ER-2016-0156	<b>Direct:</b> Consumer Disclaimer
Light			<b>Direct:</b> Response to Commission Directed
			Questions
			Rebuttal: Customer Experience / Greenwood
			Solar Facility / Dues and Donations / Electric
			Vehicle Charging Stations
			<b>Rebuttal:</b> Class Cost of Service / Rate Design
			Surrebuttal: Clean Charge Network / Economic
			Relief Pilot Program / EEI Dues / EPRI Dues
Union Flectric Company	OPC	ER-2016-0179	Direct: Consumer Disclaimer / Transparent
Union Electric Company	OFC	LN-2010-01/9	·
d/b/a Ameren Missouri			Billing Practices / MEEIA Low-Income
			Exemption
			Direct: Rate Design
			<b>Rebuttal:</b> Low-Income Programs / Advertising
			/ EEI Dues

			<b>Rebuttal:</b> Grid-Access Charge / Inclining Block Rates /Economic Development Riders
KCP&L Greater Missouri Operations Company	OPC	ER-2016-0156	Direct: Consumer Disclaimer Rebuttal: Regulatory Policy / Customer Experience / Historical & Projected Customer Usage / Rate Design / Low-Income Programs Surrebuttal: Rate Design / MEEIA Annualization / Customer Disclaimer / Greenwood Solar Facility / RESRAM / Low-Income Programs
Empire District Electric Company, Empire District Gas Company, Liberty Utilities (Central) Company, Liberty Sub- Corp.	OPC	EM-2016-0213	Rebuttal: Response to Merger Impact Surrebuttal: Resource Portfolio / Transition Plan
Working Case: Polices to Improve Electric Regulation	OPC	EW-2016-0313	Memorandum on Performance-Based and Formula Rate Design
Working Case: Electric Vehicle Charging Facilities	OPC	EW-2016-0123	<b>Memorandum</b> on Policy Considerations of EV stations in rate base
Empire District Electric Company	OPC	ER-2016-0023	Rebuttal: Rate Design, Demand-Side Management, Low-Income Weatherization Surrebuttal: Demand-Side Management, Low-Income Weatherization, Monthly Bill Average
Missouri American Water	OPC	WR-2015-0301	Direct: Consolidated Tariff Pricing / Rate Design Study Rebuttal: District Consolidation/Rate Design/Residential Usage/Decoupling Rebuttal: Demand-Side Management (DSM)/ Supply-Side Management (SSM) Surrebuttal: District Consolidation/Decoupling Mechanism/Residential Usage/SSM/DSM/Special Contracts
Working Case: Decoupling Mechanism	OPC	AW-2015-0282	Memorandum: Response to Comments
Rule Making	OPC	EW-2015-0105	Missouri Energy Efficiency Investment Act Rule Revisions, Comments
Union Electric Company d/b/a Ameren Missouri	OPC	EO-2015-0084	Triennial Integrated Resource Planning Comments
Union Electric Company d/b/a Ameren Missouri	OPC	EO-2015-0055	Rebuttal: Demand-Side Investment Mechanism / MEEIA Cycle II Application

			Surrebuttal: Potential Study / Overearnings / Program Design Supplemental Direct: Third-party mediator (Delphi Panel) / Performance Incentive Supplemental Rebuttal: Select Differences
			between Stipulations  Rebuttal: Pre-Pay Billing
The Empire District Electric Company	OPC	EO-2015-0042	Integrated Resource Planning: Special Contemporary Topics Comments
KCP&L Greater Missouri Operations Company	OPC	EO-2015-0041	Integrated Resource Planning: Special Contemporary Topics Comments
Kansas City Power & Light	OPC	EO-2015-0040	Integrated Resource Planning: Special Contemporary Topics Comments
Union Electric Company d/b/a Ameren Missouri	OPC	EO-2015-0039	Integrated Resource Planning: Special Contemporary Topics Comments
Kansas City Power & Light	OPC	ER-2014-0370	Direct (Revenue Requirement): Solar Rebates Rebuttal: Rate Design / Low-Income Weatherization / Solar Rebates Surrebuttal: Economic Considerations / Rate Design / Cyber Security Tracker
Rule Making	OPC	EX-2014-0352	<b>Memorandum</b> Net Metering and Renewable Energy Standard Rule Revisions,
The Empire District Electric Company	OPC	ER-2014-0351	<b>Rebuttal:</b> Rate Design/Energy Efficiency and Low-Income Considerations
Rule Making	OPC	AW-2014-0329	Utility Pay Stations and Loan Companies, Rule Drafting, Comments
Union Electric Company d/b/a Ameren Missouri	OPC	ER-2014-0258	Direct: Rate Design/Cost of Service Study/Economic Development Rider Rebuttal: Rate Design/ Cost of Service/ Low Income Considerations Surrebuttal: Rate Design/ Cost-of-Service/ Economic Development Rider
KCP&L Greater Missouri Operations Company	OPC	EO-2014-0189	Rebuttal: Sufficiency of Filing Surrrebuttal: Sufficiency of Filing
KCP&L Greater Missouri Operations Company	OPC	EO-2014-0151	Renewable Energy Standard Rate Adjustment Mechanism (RESRAM) Comments
Liberty Natural Gas	OPC	GR-2014-0152	Surrebuttal: Energy Efficiency
Summit Natural Gas	OPC	GR-2014-0086	Rebuttal: Energy Efficiency Surrrebuttal: Energy Efficiency
Union Electric Company d/b/a Ameren Missouri	OPC	ER-2012-0142	Direct: PY2013 EM&V results / Rebound Effect Rebuttal: PY2013 EM&V results Surrebuttal: PY2013 EM&V results Direct: Cycle I Performance Incentive Rebuttal: Cycle I Performance Incentive
Kansas City Power & Light	Missouri Public Service	EO-2014-0095	<b>Rebuttal:</b> MEEIA Cycle I Application testimony adopted

	Commission Staff		
KCP&L Greater Missouri Operations Company	Missouri Division of Energy (DE)	EO-2014-0065	Integrated Resource Planning: Special Contemporary Topics Comments
Kansas City Power & Light	DE	EO-2014-0064	Integrated Resource Planning: Special Contemporary Topics Comments
The Empire District Electric Company	DE	EO-2014-0063	Integrated Resource Planning: Special Contemporary Topics Comments
Union Electric Company d/b/a Ameren Missouri	DE	EO-2014-0062	Integrated Resource Planning: Special Contemporary Topics Comments
The Empire District Electric Company	DE	EO-2013-0547	Triennial Integrated Resource Planning Comments
Working Case: State- Wide Advisory Collaborative	OPC	EW-2013-0519	Presentation: Does Better Information Lead to Better Choices? Evidence from Energy-Efficiency Labels Presentation: Customer Education & Demand-Side Management Presentation: MEEIA: Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis
Independence-Missouri	OPC	Indy Energy Forum 2014	Presentation: Energy Efficiency
Independence-Missouri	OPC	Indy Energy Forum2015	Presentation: Rate Design
NARUC – 2017 Winter, Washington D.C.	OPC	Committee on Consumer Affairs	Presentation: PAYS Tariff On-Bill Financing
NASUCA – 2017 Mid- Year, Denver	OPC	Committee on Water Regulation	<b>Presentation:</b> Regulatory Issues Related to Lead-Line Replacement of Water Systems
NASUCA – 2017 Annual Baltimore,	OPC	Committee on Utility Accounting	Presentation: Lead Line Replacement Accounting and Cost Allocation
NARUC – 2018 Annual, Orlando	OPC	Committee on Consumer Affairs	Presentation: PAYS Tariff On-Bill Financing Opportunities & Challenges
Critical Consumer Issues Forum (CCIF)—New Orleans	OPC	Examining Polices for Delivering Smart Mobility	Presentation: Missouri EV Charging Station Policy in 4 Acts: Missouri Office of the Public Counsel Perspective
Michigan State, Institute of Public Utilities, 2019	OPC	Camp NARUC: Fundamentals	Presentation: Revenue Requirement
NARUC/US AID, Republic of North Macedonia, Skopje 2019	OPC	NARUC /US AID: Cybersecurity	<b>Presentation:</b> Case Study: The Missouri Experience, Cybersecurity and Data Privacy

Kansas, Clean Energy	OPC	Climate and	Presentation: Energy Efficiency and Pay as You
Business Council		Energy Project	Save (PAYS)
("CEBC"), 2020			
Michigan State, Institute	OPC	Camp NARUC:	Presentation: Fundamentals of Economic
of Public Utilities, 2020		Fundamentals	Regulation / Performance Base Regulation
Renew Missouri	OPC	MoBar	<b>Presentation:</b> Regulatory Incentives and Utility
		Continued	Performance
		Learning	
		Education Credit	
Missouri Bar Association	OPC	MoBar Fall	Presentation: The Virus, The Economy and
		Environmental	Regulated Utility Service: An Overview of
		& Energy Law	Utilities and Stakeholders Response to COVID-
		Committee	19 and the Recession to Date