Exhibit No.:

Issue(s): Accounting and Ratemaking

Witness: Mark L. Oligschlaeger

Sponsoring Party: MoPSC Staff
Type of Exhibit: Rebuttal Testimony

Case No.: ET-2018-0132
Date Testimony Prepared: October 1, 2018

MISSOURI PUBLIC SERVICE COMMISSION COMMISSION STAFF DIVISION AUDITING DEPARTMENT

REBUTTAL TESTIMONY
OF

MARK L. OLIGSCHLAEGER

UNION ELECTRIC COMPANY, d/b/a AMEREN MISSOURI

CASE NO. ET-2018-0132

Jefferson City, Missouri October 2018

1		REBUTTAL TESTIMONY			
2		\mathbf{OF}			
3		MARK L. OLIGSCHLAEGER			
4 5		UNION ELECTRIC COMPANY, d/b/a AMEREN MISSOURI			
6		CASE NO. ET-2018-0132			
7	Q.	Please state your name and business address.			
8	A.	Mark L. Oligschlaeger, P.O. Box 360, Suite 440, Jefferson City, MO 65102.			
9	Q.	Please describe your educational background and work experience.			
10	A.	I attended Rockhurst College in Kansas City, Missouri, and received a			
11	Bachelor of Science degree in Business Administration, with a major in Accounting, in 1981.				
12	I have been employed by the Missouri Public Service Commission ("Commission") since				
13	September 1981, within the Auditing Department.				
14	Q.	What is your current position with the Commission?			
15	A.	In April 2011, I assumed the position of Manager of the Auditing Department			
16	within the Commission Staff Division.				
17	Q.	Are you a Certified Public Accountant (CPA)?			
18	A.	Yes, I am. In November 1981, I passed the Uniform Certified Public			
19	Accountant examination and, since February 1989, have been licensed in the state of Missouri				
20	as a CPA.				
21	Q.	Have you previously filed testimony before this Commission?			
22	A.	Yes, numerous times. A listing of the cases in which I have previously filed			
23	testimony befo	ore this Commission, and the issues I have addressed in testimony in cases from			
24	1990 to currer	nt, is attached as Schedule MLO-r1 to this rebuttal testimony.			

- 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 approximately 37 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 Application filed by Union Electric Company, d/b/a Ameren Missouri ("Ameren Missouri") in this case?
 - A. Yes, I have, with the assistance of other members of Staff.
 - Q. What is the purpose of your rebuttal testimony?
- A. The purpose of this testimony is to present Staff's response to the accounting and ratemaking recommendations made in Ameren Missouri's Application and by Ameren Missouri witness Steven M. Wills in his direct testimony in relation to the proposed "Charge Ahead" Program.
- Q. Are other Staff witnesses sponsoring rebuttal testimony for Staff in this proceeding?
- A. Yes. Staff witnesses Sarah L.K. Lange and Byron M. Murray are filing rebuttal testimony in this case to address other aspects of Ameren Missouri's Charge Ahead Program.

EXECUTIVE SUMMARY

- Q. Please summarize your rebuttal testimony in this proceeding.
- A. In this testimony, I recommend that the recommendation made by Ameren Missouri for the Commission to authorize "deferral" accounting for costs associated with its proposed Charge Ahead program be rejected, as Ameren Missouri has not provided any support for that proposed extraordinary accounting treatment. In addition, I will explain why Staff opposes Ameren Missouri's request for approval of ratemaking determinations concerning Charge Ahead program costs in this docket.

CHARGE AHEAD ACCOUNTING AND RATEMAKING

- Q. What accounting and rate treatments do Ameren Missouri witness Wills recommend be applied to certain costs in this proceeding associated with the "Charge Ahead" program?
- A. Mr. Wills recommends that the program costs incurred in relation to the proposed Electric Vehicle and Business Solutions components of the Charge Ahead program be "deferred" for accounting purposes, with the deferred amounts to be allowed subsequent recovery in customer rates over a seven-year amortization period. This proposal is generally discussed from pages 40 through 55 of Mr. Wills' direct testimony.
 - Q. What is "deferral accounting"?
- A. Deferral accounting is the practice of treating certain financial impacts as a "deferred asset/liability" or "regulatory asset/liability" on a utility's balance sheet in lieu of charging the cost as a period revenue or expense item on the utility's income statement as would normally be required under the Uniform System of Accounts (USOA) adopted by the Commission for accounting purposes. For purposes of utility ratemaking, deferral treatment

is often employed to allow a utility the opportunity to obtain full rate recovery of particular costs at a later time even though the cost was not incurred within an ordered test year, update period or true-up period in a general rate case.

- Q. What are the Commission's criteria for granting authorizations for deferral accounting?
- A. The Commission's criteria for authorizing deferrals are that the costs in question be associated with an "extraordinary event." Extraordinary events are occurrences that are unique, unusual and non-recurring. The classic examples of extraordinary events giving rise to deferral requests are natural disasters such as wind or ice storms, or major flooding.
- Q. Does Ameren Missouri argue in its direct testimony in this proceeding that the Electric Vehicle and Business Solutions Charge Ahead program costs for which deferral treatment is being sought are extraordinary in nature?
- A. Ameren Missouri does not. Staff likewise views these particular costs as not extraordinary in nature. Instead, these costs are associated with an effort by Ameren Missouri to promote new loads in order to improve efficient utilization of the Company's distribution system, with an ultimate goal of achieving certain financial benefits for its shareholders and customers.
- Q. If the costs in question are not asserted to be extraordinary in nature, what is the basis for Ameren Missouri's request that the expenditures be subject to deferral treatment?
- A. No clear rationale is stated for this request in either Ameren Missouri's Application or in its filed direct testimony. The closest approximation to a justification for

this accounting treatment are the references that appear in Mr. Wills' direct testimony to ratemaking treatments afforded electric vehicle related costs in other jurisdictions.

- Q. According to Mr. Wills, how have other jurisdictions allowed recovery of expenditures similar to those envisioned within the Charge Ahead Electric Vehicles program?
- A. At page 43 of his direct testimony, Mr. Wills discusses the practices in Utah, Ohio and Massachusetts of allowing utilities to recover electric vehicle costs on a single-issue basis. Because Mr. Wills asserts that current Missouri law does not currently allow for similar single-issue recovery of these types of costs in this jurisdiction, deferral accounting for the program costs is then presented as the next best alternative.
 - Q. Does Staff agree with this line of thought?
- A. No. Absent persuasive justification for a finding that these costs should be considered extraordinary, Staff recommends that normal USOA accounting (i.e., charging the costs to expense as incurred) be applied to program costs.
- Q. What is Staff's position regarding Ameren Missouri's requests that certain ratemaking determinations be made by the Commission in this proceeding?
- A. If Staff's recommendation to reject Ameren Missouri's proposed deferral accounting treatment for Charge Ahead costs is adopted by the Commission, then the Company's proposed ratemaking treatments for the deferred costs becomes moot. However, if the deferral accounting proposal is accepted, Staff's recommendation is nonetheless that Ameren Missouri's request for associated ratemaking determinations be rejected by the Commission.
- Q. What ratemaking determinations does Ameren Missouri seek in this Application?

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- A. Primarily, Ameren Missouri seeks approval to recover deferred Charge Ahead program costs over a seven-year period through an amortization to expense. In addition, the Company states that it is not requesting rate base treatment for the deferred costs in future rate cases.
- Q. How was the proposed seven-year rate recovery period determined by Ameren Missouri?
- A. In his direct testimony at pages 46 – 52, Mr. Wills presents an analysis that purports to demonstrate that seven years would be an optimal recovery period for the Company and its customers for these program costs based upon estimates of certain future values. These values include forecasts of how often Ameren Missouri will seek electric rate relief in the future, the amount of rate relief that will be received, and other factors.
- Q. Does Staff disagree with any of Ameren Missouri's forecast values used in Mr. Wills' analysis?
- A. Yes, at least one. Staff disagrees with Mr. Wills' assumption that Ameren Missouri is likely to seek changes to its electric rates every two years in the immediate future. While this assumption may have been reasonable in the past, it ignores the recent enactment into law of Senate Bill 564 (SB 564) which, among other provisions, allows electric utilities to defer the return and depreciation requirements associated with almost all of its capital investments for at least a five-year period. This capital cost deferral is referred to as "plant-in-service accounting," or "PISA." Given the significant protections against "regulatory lag" provided through PISA, it is very reasonable to assume that Ameren Missouri and other electric utilities that elect the PISA option will be able to delay rate increase filings for a significantly longer period of time than before SB 564 became law.

- Q. Do you have an opinion as to what would be a more reasonable assumption as to rate case filing intervals in the future for Ameren Missouri?
- A. Yes. In my opinion, an assumption of a three-year or even a four-year interval between general rate case filings would be much more reasonable than assuming rate cases every two years as Ameren Missouri does for purposes of this Application.
- Q. Do you have further support for your contention that Ameren Missouri is not likely to file rate cases every two years in the near term?
- A. Yes. On September 1, 2018, Ameren Missouri filed its notice with the Commission of its election to use the earlier-referenced PISA accounting treatment for plant additions. It is my understanding that by making this election Ameren Missouri has agreed that its base rates will not be changed until any earlier than April 1, 2020. Since Ameren Missouri's last change in base rates took effect on April 1, 2017, this means that, at a minimum, there will be at least three years between Ameren Missouri's last rate change and its next one.
- Q. Are any of Mr. Wills' forecasts more reasonable than that assumed for rate case timing?
- A. Some of Mr. Wills' other assumptions may be reasonable in nature. However, Staff cannot recommend that binding ratemaking determinations be made at this time in this docket based upon inherently speculative assumptions about future events and values. If Ameren Missouri is granted its requested deferral accounting treatment in this case, it would be much more appropriate to wait until its next general rate proceeding to make a determination of the ratemaking treatment for deferred costs that can be based on known and measurable circumstances at that time.

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- Q. Please summarize your rebuttal testimony in this proceeding.

A. Staff recommends that Ameren Missouri's request for deferral accounting authority be rejected, as the costs in question are not extraordinary in nature.

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In the event that such deferral accounting is authorized by the Commission, Staff recommends that all ratemaking findings associated with such costs be reserved to subsequent rate proceedings.

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Q. Does this conclude your rebuttal testimony?

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A. Yes, it does.

BEFORE THE PUBLIC SERVICE COMMISSION

OF THE STATE OF MISSOURI

In the Matter of the Application of Union Electric Company d/b/a Ameren Missouri for Approval of Efficient Electrification Program)	Case No. ET-2018-0132

AFFIDAVIT OF MARK L. OLIGSCHLAEGER

STATE OF MISSOURI)	
)	SS.
COUNTY OF COLE)	

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.

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 ______ day of September 2018.

D. SUZIE MANKIN
Notary Public - Notary Seal
State of Missouri
Commissioned for Cole County
My Commission Expires: December 12, 2020
Commission Number: 12412070

Notary Public

Company Name	Case Number	Issues	
The Empire District Electric Company	ER-2018-0366	Rebuttal: Tax Reform	
Kansas City Power & Light Company and KCP&L Greater Missouri Operations Company	ER-2018-0145 and ER-2018-0146	Surrebuttal: Tax Cuts and Jobs Act	
Empire District, a Liberty Utilities Company	EO-2018-0092	Rebuttal: Ashbury Regulatory Asset; Affiliate Transaction Variance	
Liberty Utilities (Midstates Natural Gas) Corp.; d/b/a Liberty Utilities	GR-2018-0013	Rebuttal: Tracker Proposals Surrebuttal: Tracker Proposals; Pensions/OPEBs	
Missouri-American Water Company	WR-2017-0285	Direct: Future Test Year Rebuttal: Future Test Year New Tax Legislation	
Spire Missouri, Inc., d/b/a Spire (Laclede Gas Company / Missouri Gas Energy)	GR-2017-0215 and GR-2017-0216	Rebuttal: Tracker Proposals; Other Policy Proposals; Software Costs	
Missouri-American Water Company	WU-2017-0351	Rebuttal: Property Tax AAO Surrebuttal: Property Tax AAO	
Missouri Gas Energy and Laclede Gas Company	GO-2016-0332 and GO-2016-0333	Rebuttal: ISRS Updates; Capitalized Incentive Compensation; Hydrostatic Testing	
Kansas City Power & Light Company	ER-2016-0285	Rebuttal: Tracker Proposals; Use of Projected Expenses; Expense Trackers in Rate Base	
Laclede Gas Company and Missouri Gas Energy	GO-2016-0196 and GO-2016-0197	Rebuttal: ISRS True-ups	
Union Electric Company d/b/a Ameren Missouri	ER-2016-0179	Rebuttal : Transmission Tracker; Noranda Deferral; Regulatory Reform	
KCP&L Greater Missouri Operations Company	ER-2016-0156	Rebuttal: Tracker Proposals; Use of Projected Expenses; Tracker Balances in Rate Base; Deferral Policy	
Missouri-American Water Company	WR-2015-0301	Rebuttal: Environmental Coast Adjustment Mechanism; Energy Efficiency and Water Loss Reduction Deferral Mechanism Tracker	
Laclede Gas Company	GO-2015-0178	Direct: ISRS True-ups	

Company Name	Case Number	Issues		
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 (2018)	EO-2015-0055	Rebuttal: MEEIA Accounting Conditions		
Union Electric Company d/b/a Ameren Missouri (2015)	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	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		
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		

Company Name	Case Number	Issues
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
Missouri Gas Energy	GR-2006-0422	Unrecovered Cost of Service Adjustment; Policy

Company Name	Case Number	Issues	
The Empire District Electric Company	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 Company	TT-2001-119	Policy	
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	
Missouri-American Water	WM-2000-222	Conditions	

Company Name	Case Number	Issues
Laclede Gas Company	GR-99-315	Depreciation and Cost of Removal
	(remand)	
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

COMPANY NAME	<u>CASE NUMBER</u>
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