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#### MISSOURI PUBLIC SERVICE COMMISSION

### **COMMISSION STAFF DIVISION** AUDITING

REBUTTAL TESTIMONY

OF

MARK L. OLIGSCHLAEGER

Satel -03-17 Reporter File No. GO-2016-0332

MISSOURI GAS ENERGY CASE NO. GO-2016-0332

and

LACLEDE GAS COMPANY CASE NO. GO-2016-0333

Jefferson City, Missouri December 2016

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#### REBUTTAL TESTIMONY OF 1 2 MARK L. OLIGSCHLAEGER 3 MISSOURÍ GAS ENERGY 4 CASE NO. GO-2016-0332 5 and 6 LACLEDE GAS COMPANY CASE NO. GO-2016-0333 Please state your name and business address. 8 Q. 9 A. Mark L. Oligschlaeger, P.O. Box 360, Suite 440, Jefferson City, MO 65102. 10 Q. Please describe your educational background and work experience. 11 A. I attended Rockhurst College in Kansas City, Missouri, and received a Bachelor of Science degree in Business Administration, with a major in Accounting, in 12 13 1981. I have been employed by the Missouri Public Service Commission ("Commission") since September 1981 within the Auditing Department. 14 15 Q. What is your current position with the Commission? In April 2011, I assumed the position of Manager of the Auditing 16 Α. 17 Department, Commission Staff Division, of the Commission. 18 Q. Are you a Certified Public Accountant ("CPA")? 19 A. Yes, I am. In November 1981, I passed the Uniform Certified Public 20 Accountant examination and, since February 1989, have been licensed in the state of 21 Missouri as a CPA. 22 Q. Have you previously filed testimony before this Commission? 23 A. Yes, numerous times. A listing of the cases in which I have previously filed 24 testimony before this Commission, and the issues I have addressed in testimony in cases 25 from 1990 to current, is attached as Schedule MLO-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 35 years and have submitted testimony on ratemaking matters numerous times before the Commission. I have also been responsible for the supervision of other Commission employees in rate cases and other regulatory proceedings many times. I have received continuous training at in-house and outside seminars on technical ratemaking matters since I began my employment at the Commission.

- Q. Have you participated in the Commission Staff's ("Staff") review of the applications filed by Missouri Gas Energy ("MGE") in Case No. GO-2016-0332 and by Laclede Gas Company ("Laclede") in Case No. GO-2016-0333?
  - A. Yes, I have, with the assistance of other members of Staff.

#### **EXECUTIVE SUMMARY**

- Q. Please summarize your testimony in this proceeding.
- A. In this testimony, I will discuss the positions taken by The Office of the Public Counsel ("OPC") witness Charles R. Hyneman in his direct testimony in this proceeding regarding Laclede's and MGE's requests to use an update procedure to determine the amount of eligible plant-in-service to be included as part of their proposed Infrastructure System Replacement Surcharge ("ISRS") mechanism rate adjustment; the inclusion of certain capitalized incentive compensation costs in Laclede's and MGE's ISRS plant-in-service balances; and the inclusion of so-called "hydrostatic" testing costs in MGE's ISRS recovery. Staff's position is that use of update procedures within the ISRS application process is acceptable under certain conditions, including those present in these

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particular ISRS applications. Regarding capitalized incentive compensation costs, Staff's

position is that OPC's objection to these amounts is not a matter properly raised in these

ISRS rate proceedings. Regarding hydrostatic testing costs, Staff is not opposed to their

inclusion in MGE's ISRS rates.

#### ISRS UPDATES

Q. What is the ISRS mechanism?

A. The ISRS is a single-issue ratemaking tool authorized by the Missouri General Assembly which allows certain water utilities (Sections 393.1000 to 393.1006 RSMo.) and natural gas utilities (Sections 393.1009 to 393.1015 RSMo.) to recover the costs of qualifying plant-in-service additions outside of the context of general rate applications. The Commission has promulgated rules setting forth the ISRS filing requirements and procedure for natural gas utilities at 4 CSR 240-3.265 and for water utilities at 4 CSR 240-3.650. Through filed ISRS applications, qualifying utilities can recover the depreciation expense and return associated with eligible net plant additions, as well as an amount associated with property taxes on those additions.

Q. Under the applicable statutes<sup>2</sup> and the Commission's ISRS rules<sup>3</sup>, what are the time limits for Staff and other parties to audit and review utility requests for ISRS rate adjustments, and what are the time limits for the Commission to issue an order regarding an ISRS application?

A. Under the statutes and rules, Staff has 60 days in which to audit and review the ISRS rate request and file its recommendations with the Commission. From that point,

<sup>&</sup>lt;sup>1</sup> The property taxes on eligible plant additions must be due within 12 months of the ISRS application date to be recoverable through an ISRS.

<sup>&</sup>lt;sup>2</sup> Section 393.1006.2 and Section 393.1015.2 RSMo.

<sup>&</sup>lt;sup>3</sup> Commission Rule 4 CSR 240-3.265(11) and (12); Commission Rule 4 CSR 240-3.650(11) and (12).

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the Commission has an additional 60 days to schedule a hearing on the application, if there are any contested matters, and issue its order regarding the ISRS rate adjustment.

- Q. What is an ISRS "update?"
- An "update" is an audit procedure involving review of financial information A. not available at the time of the initial utility ISRS rate application.<sup>4</sup> An ISRS update is essentially a review of updated information submitted during the course of an ISRS audit.
- Q. Is use of update procedures common in other types of rate applications commonly filed with the Commission?
- A. Yes. In general rate applications, update procedures have been commonly used in such cases before the Commission for many years.
  - Q. Has Staff agreed to use update procedures in prior ISRS applications?
- Yes, in certain cases where the utilities have requested update procedures as part of their ISRS rate applications, and as long as Staff has a reasonable opportunity to review the updated financial information. Staff has conducted update reviews of ISRS information in all of Laclede's prior ISRS applications dating back to at least 2009. Updates have also been conducted in several recent MGE ISRS applications. In addition, I am aware that updates have taken place in a number of prior Missouri-American Water Company ISRS applications in past years.
- Q. Under the ISRS statutes and rules, is the use of update procedures as part of ISRS audits allowable?

<sup>&</sup>lt;sup>4</sup> In prior ISRS applications, these audit procedures were sometimes referred to as ISRS "true-ups." Staff is using the term "updates" in this context in these applications, because the ISRS audit procedures in question are more akin to "test year update" procedures in general rate cases, rather than rate case "true-up" procedures.

A.

statute or rule. The Staff Counsel's office has advised me that use of update procedures by Staff in audits of ISRS applications is permissible, but not required or mandatory.

Q. What is Staff's general position regarding use of update procedures in ISRS

There is no specific discussion of use of update procedures in the ISRS

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

Laclede and MGE filed these ISRS rate applications on September 30, 2016, based on actual ISRS-eligible plant expenditures from March 2016 through August 2016. In addition, the filed ISRS rate increase amounts were also based upon budgeted ISRS-eligible plant additions through the end of October 2016. Therefore, Laclede and MGE were seeking an update of ISRS plant information in their applications covering the months of September and October 2016, although the actual figures for those months were not available at the time of the ISRS filings.

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

A. Staff received all of the supporting ISRS information regarding Laclede's and MGE's September-October 2016 plant additions via electronic mail by no later than November 10, 2016.

- Q. What is an adequate amount of time for Staff to review update information in an ISRS application prior to filing its recommendation?
- A. In general, receiving such information at least two weeks prior to the filing date for Staff's recommendation should be sufficient for review of the updated information and to conduct any necessary follow-up questions with the utility regarding the update information. In this particular case, Staff's recommendations regarding Laclede's and MGE's ISRS applications were due on November 29, 2016. Therefore, Staff received the final true-up information 19 days prior to its recommendation filing. This was an adequate amount of time for Staff to review the update plant work orders, and to recommend their inclusion in Laclede's and MGE's ISRS rates if appropriate.
- Q. Does the Staff limit its use of update information in ISRS applications to plant-in-service balances?
- A. No. In recent years, the Staff has employed a standard practice of updating the amounts of accumulated depreciation reserve ("depreciation reserve") and accumulated deferred income tax reserve ("ADIT reserve") associated with ISRS plant additions past the cut-off date used by the utilities in their initial ISRS filings, in order to move the balances for these items closer to the effective date of new ISRS rates. Both the depreciation reserve and ADIT reserve amounts reduce rate base, and thus offset to some degree the rate impact of inclusion of ISRS-eligible plant additions in ISRS revenue requirement calculations.

### Rebuttal Testimony of Mark L. Oligschlaeger

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Q. On page seven of his direct testimony in this proceeding, Mr. Hyneman states that the sixty calendar day audit period mandated by the ISRS statute is not sufficient time for OPC to adequately perform an ISRS audit if an update procedure is accommodated within that timeframe. Do you agree from Staff's perspective?

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

#### CAPITALIZED INCENTIVE COMPENSATION

- Q. Please describe this issue.
- A. At pages 14 18 of his direct testimony, OPC witness Hyneman recommends that Laclede and MGE quantify the amounts of certain capitalized incentive compensation costs included in the balance of ISRS-eligible plant additions in these proceedings, so that these amounts may be excluded from ISRS recovery.
  - Q. What is "incentive compensation?"
- A. The term "incentive compensation" typically refers to payments awarded to employees on a contingent basis in the event that certain goals or objectives are attained, either individually by the employee in question or by the organization as a whole.
- Q. How is incentive compensation normally treated for ratemaking purposes in this jurisdiction?
- A. While some incentive compensation costs have been allowed in rates, most incentive compensation specifically tied to attainment of earnings goals or other types of financial goals has been disallowed by the Commission in the past as being more in line with shareholder interests than ratepayer interests. I will refer in this testimony to incentive

compensation costs of this type as "earnings-based incentive compensation." In his direct testimony, Mr. Hyneman provided quotes from several prior Commission orders regarding disallowances of incentive compensation expense of this nature.

- Q. Do utilities typically capitalize a portion of their incentive compensation costs?
- A. Staff is aware that most, but not necessarily all, major utilities in this state capitalize a portion of their incentive compensation expenses. The percentage of incentive compensation costs that are capitalized would most likely be in line with the average amount of time the utility's covered employees are involved in construction activities, as opposed to the ongoing operation and maintenance activities of the utility.
- Q. In the past, has the Commission disallowed capitalized earnings-based incentive compensation amounts in general rate cases?
- A. No, not to my knowledge. Past issues involving incentive compensation before the Commission have only dealt with costs charged to expense, and not capitalized costs.
- Q. Why might greater attention have been given in past rate cases to rate treatment of incentive compensation costs charged to expense, as compared to incentive compensation costs capitalized by utilities?
- A. For most utilities, the amount of incentive compensation charged to expense will greatly exceed the amount that is capitalized. For that reason, the revenue requirement impact of capitalized incentive compensation tends to be minimal compared to the impact on revenue requirement of expensed incentive compensation.

Q. Has Staff recommended removal of certain capitalized incentive compensation costs in past rate cases?

A. Yes, but only for some utilities, and only recently. For example, Case No. GR-2010-0171 was the first Laclede rate case in which Staff proposed adjustments in direct testimony to remove capitalized incentive compensation expenses associated with earnings goals from plant-in-service. This case ended in a stipulation and agreement, with no specific mention of capitalized incentive compensation. Staff has not proposed any such adjustment in prior MGE rate cases.

- Q. Has the Commission ever ruled on the issue of allowing capitalized earningsbased incentive compensation expense in rates in a litigated case?
  - A. No, not to my knowledge.
- Q. Based upon this past history, does Staff believe that the Commission has "expressly prohibited" utilities from charging customers for capitalized incentive compensation costs, as alleged by Mr. Hyneman at page 16, lines 28 29 of his direct testimony?
  - A. No.
- Q. Based upon this past history, does Staff agree that Laclede is in "open defiance of a Commission directive" by not having removed capitalized incentive compensation costs from its ISRS plant balances, as alleged by OPC witness Hyneman at page 17, lines 18 19 of his direct testimony?
  - A. No.

<sup>&</sup>lt;sup>5</sup> A subsequent Laclede general rate case, Case No. GR-2013-0171, was resolved by stipulation and agreement prior to the filing of direct testimony by the Staff.

Q. Are issues involving recovery of capitalized incentive compensation amounts appropriate for handling in ISRS rate applications?

A. Generally "no," for two reasons.

First, identification of the amounts of incentive compensation to be removed from capitalized plant balances would be a time-consuming business, at best. Again, keep in mind that not all incentive compensation costs incurred by utilities have been typically disallowed for rate recovery purposes by the Commission in the past. For this reason, if OPC's position on this issue prevails, it is only the amount of earnings-based incentive compensation attributable to each ISRS-eligible plant addition that would have to be identified and removed from the capitalized balances for rate recovery purposes, and not capitalized incentive compensation in total. The amount of time that would be needed for this audit activity by the utility, Staff and OPC would be considerable given the statutory maximum sixty-day ISRS audit period.

Second, in my experience as an auditor, it is not uncommon for utility incentive compensation programs to change materially from year-to-year; such as changes in the specific goals and objectives to be applied, and/or changes in how different categories of goals and objectives are to be "weighted" as part of the total incentive compensation package. Given this, the logical result of OPC's recommendation in this area would be a requirement for Staff to perform a detailed "audit" of the utility's current incentive compensation program in every ISRS application to determine the appropriate amount of this cost to remove. Staff's position is such an activity is neither possible nor appropriate in the context of the sixty-day ISRS audit review limitation.

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Yes, it does. A.

Q. If a party believes that all or part of a utility's capitalized incentive compensation expense should not be allowed rate recovery, what recourse does that party have?

A. Staff recommends that such issues first be raised in the utility's general rate proceedings. To the extent a party asserts that the treatment determined for such costs in a general rate proceeding should also be applied to the utilities' subsequent ISRS applications, that position likewise can be considered in the general rate proceeding.

#### HYDROSTATIC TESTING

- Please describe this issue. Q.
- A. At pages 11 - 12 of his direct testimony, OPC witness Hyneman opposes ISRS inclusion of certain "hydro-testing" costs associated with MGE gas mains, on the basis that such costs are not eligible for ISRS treatment as the costs do not result in safety-related improvements to the lines. Staff understands that OPC is referring to hydrostatic testing of mains conducted by MGE.
  - Q. What is Staff's position on this matter?
- A. Hydrostatic testing costs have been allowed in several past MGE ISRS applications. Such costs are clearly safety-related in nature. Further, Staff's understanding is that Federal Energy Regulation Commission ("FERC") accounting guidelines allow for capitalization of hydrostatic testing costs in certain circumstances. Staff recommends that these costs continue to receive recovery through the ISRS rate mechanism.
  - Q. Does this conclude your rebuttal testimony in this proceeding?

Company Name	Case Number	Issues
KCP&L Greater Missouri Operations Company	ER-2016-0156	Rebuttal: Tracker Proposals; Use of Projected Expenses; Tracker Balances in Rate Base; Deferral Policy
Laclede Gas Company and Missouri Gas Energy	GR-2016-0196 and GR-2016-0197	Rebuttal: ISRS True-ups
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
Kansas City Power & Light Company	EU-2015-0094	Direct: Accounting Order – Department of Energy Nuclear Waste Fund Fees
Union Electric Company d/b/a Ameren Missouri	EO-2015-0055	Rebuttal: Demand-Side Investment Mechanism
Kansas City Power & Light Company	ER-2014-0370	Rebuttal: Trackers Surrebuttal: Trackers; Rate Case Expense
Kansas City Power & Light Company	EO-2014-0255	Rebuttal: Continuation of Construction Accounting
Union Electric Company d/b/a Ameren Missouri	EC-2014-0223	Rebuttal: Complaint Case – Rate Levels
Kansas City Power & Light Company	EO-2014-0095	Rebuttal: DSIM
Union Electric Company d/b/a Ameren Missouri	ET-2014-0085	Surrebuttal: RES Retail Rate Impact
Kansas City Power & Light Company & KCP&L Greater Missouri Operations Co	EU-2014-0077	Rebuttal: Accounting Authority Order
Kansas City Power & Light Company	ET-2014-0071	Rebuttal: RES Retail Rate Impact Surrebuttal: RES Retail Rate Impact
KCP&L Greater Missouri Operations Company	ET-2014-0059	Rebuttal: RES Retail Rate Impact Surrebuttal: RES Retail Rate Impact
Missouri Gas Energy, A Division of Laclede Gas Company	GR-2014-0007	Surrebuttal: Pension Amortizations

Company Name	Case Number	Issues
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
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

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

Company Name	Case Number	Issues
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
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

### Cases prior to 1990 include:

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