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MISSOURI PUBLIC SERVICE COMMISSION

Case No. EO-2011-0271

SURREBUTTAL TESTIMONY

OF

WARREN WOOD

ON

BEHALF OF

**UNION ELECTRIC COMPANY
d/b/a Ameren Missouri**

**St. Louis, Missouri
November, 2011**

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SURREBUTTAL TESTIMONY

OF

WARREN WOOD

CASE NO. EO-2011-0271

Q. Please state your name and business address.

A. My name is Warren Wood. My business address is 1901 Chouteau Avenue,
St. Louis, Missouri 63103.

Q. By whom and in what capacity are you employed?

A. I am employed by Union Electric Company d/b/a Ameren Missouri (“Ameren Missouri” or “Company”) as Vice President, Legislative and Regulatory Affairs.

Q. Please describe your duties and responsibilities as Vice President,

Legislative and Regulatory Affairs.

A. I oversee state legislative and regulatory policy development and compliance Company.

Q. Please describe your qualifications.

A. In December 1987, I received a Bachelor of Science degree in Civil

Engineering with honors from the University of Missouri at Columbia, Missouri. Upon graduation, I accepted employment with Black & Veatch Engineers – Architects and worked in the Energy and Environmental divisions of this consulting firm for a little over ten years.

While at Black & Veatch I designed a wide range of power generation and water treatment associated facilities, acted as an engineering liaison between our design office and joint venture partner offices, developed specifications, drafted engineering drawings, designed mechanical equipment supports and wrote customer computer programs to assist in

1 solving many types of engineering problems. My work while at Black & Veatch focused on
2 new and retrofit work on coal, combustion turbine, and nuclear power plant projects. I
3 worked for Questec Engineering in Columbia, Missouri in 1997 and 1998. While at Questec
4 I was a project manager in charge of site development and completion of numerous types of
5 engineering projects for industrial, commercial and residential customers.

6 I worked for the Missouri Public Service Commission (“Commission”) for a little
7 over eight years. Initially I was hired as a Regulatory Engineer in the Procurement Analysis
8 Department of the Commission. While working in the Procurement Analysis Department I
9 investigated the natural gas purchasing practices of Missouri’s natural gas utilities and filed
10 testimony in procurement analysis and actual cost adjustment audit cases. Later I was
11 employed as the Natural Gas Department Manager, promoted to the newly created Energy
12 Department Manager position and was later promoted to Utility Operations Division
13 Director. As the Natural Gas Department Manager I oversaw the regular tariff filings at the
14 Commission of the natural gas utilities in the state, the Commission’s activities in interstate
15 natural gas pipeline cases at the Federal Energy Regulatory Commission (“FERC”) and the
16 activities of the Commission’s natural gas safety section. As the Energy Department
17 Manager I oversaw the activities of the natural gas department sections listed above in
18 addition to the activities of the engineering and economic analysis sections, which dealt
19 primarily with electric utilities in the state. As the Utility Operations Division Director I
20 oversaw the day-to-day activities of the Operations Division, regularly participated in
21 Commission policy development efforts, participated in discussions and gave presentations
22 to stakeholder groups, and legislative committees, conducted roundtables and facilitated
23 rulemaking workshops.

1 While at the Commission I filed testimony in Ozark Natural Gas Co., Inc., Case No.
2 GA-96-264; Laclede Gas Company, Case No. GR-96-193; Missouri Gas Energy, Case No.
3 GR-96-285; Empire District Electric Company, Case No. ER-97-81; Missouri Public
4 Service, Case No. GR-95-273; Missouri Gas Energy, Case No. GO-97-409; Associated
5 Natural Gas Company, Case No. GR-97-272; United Cities Gas Company, Case No.
6 GO-97-410; Kansas City Power & Light Company, Case No. EO-2005-0329; Aquila Inc.
7 electric divisions MPS and L&P, Case No. EO-2005-0293; Empire District Electric
8 Company, Case No. EO-2005-0263; and Aquila Inc. Case No. EA-2006-0309.

9 I was employed by the Missouri Public Utility Alliance in 2007 and later employed as
10 President of the Missouri Energy Development Association (“MEDA”). I left MEDA in
11 2010 to work for Ameren Missouri as Vice President, Legislative and Regulatory Affairs. In
12 my current role I oversee state legislative and regulatory policy development and compliance
13 for the Company in conjunction with personnel in other departments of Ameren Missouri and
14 Ameren Corp.

Executive Summary

15
16 **Q. What is the purpose of your surrebuttal testimony?**

17 A. The purpose of my surrebuttal testimony is to respond to certain statements
18 made by Ryan Kind on behalf of the Office of the Public Counsel, John Rogers on behalf of
19 the Commission’s Staff, John Noller on behalf of the Missouri Department of Natural
20 Resources, and Philip Mosenthal on behalf of NRDC, Sierra Club, Renew Missouri, Mid-
21 Missouri Peaceworks, and the Great Rivers Environmental Law Center. In doing so I will
22 provide the Company’s position on the following as they relate to the issues in this case:

23 1) Purpose of the Integrated Resource Planning (“IRP”) rules.

1 **Q. Does your interpretation of the purpose of the IRP rules agree with the**
2 **views expressed by other parties in their rebuttal testimony?**

3 A. Yes and no. In their rebuttal testimony, Mr. Rogers and Mr. Kind both
4 correctly quote 4 CSR 240-22.010(2), which states:

5 The fundamental objective of the resource planning process at
6 electric utilities shall be to provide the public with energy
7 services that are safe, reliable and efficient, at just and
8 reasonable rates, in a manner that serves the public interest.
9

10 Mr. Kind then argues that the public interest has not been met since the Company has
11 not committed to higher investments in demand side management (DSM) resources because
12 in his view minimization of PVRR did not receive an appropriate weighting in the
13 Company's establishment of its preferred resource plan. Mr. Rogers and Mr. Mosenthal
14 make similar arguments. As I will explain more in this testimony, they are attempting to
15 define the public interest as only applying to customers and ignoring the need for fair and
16 timely utility cost recovery required under MEEIA. The arguments put forth by Mr. Rogers
17 and Mr. Kind, in addition to conflicting with MEEIA requirements, if taken to their logical
18 extreme, ignore the need for the Company to be able to attract investment from shareholders
19 in order to be able to continue to provide safe and reliable service.

20 Mr. Rogers acknowledges the Commission's responsibility to consider the needs of
21 shareholders in response to Data Information Request (DR) Ameren-MPSC-003 when he
22 states "...The Missouri Public Service Commission has a statutory obligation to protect the
23 interests of all stakeholders involved in the provisioning of utility service, including the
24 Company's investors/shareholders." Furthermore, when Mr. Rogers was asked if the "public
25 interest" includes consideration of those members of the public who invest in Ameren
26 Missouri securities in DR Ameren-MPSC-014 he replied "Yes". Mr. Mosenthal

acknowledges the same responsibility of the Commission and it's importance to meeting the long term public interests in response to DR Ameren-NRDC-037 when he states "...However, as part of its duty of protecting the public interest, MPSC has a role in ensuring reasonable and fair returns to shareholders to ensure long term public interests can be met by Ameren."

Requirements of MEEIA

Q. What are the requirements of MEEIA?

A. Regarding valuing demand-side investments equal to traditional investments and development of cost recovery mechanisms, Section 393.1075.3 of the Missouri Revised Statutes states:

It shall be the policy of the state to value demand-side investments equal to traditional investments in supply and delivery infrastructure and allow recovery of all reasonable and prudent costs of delivering cost-effective demand-side programs. In support of this policy, the commission shall:

- (1) Provide timely cost recovery for utilities;
- (2) Ensure that utility financial incentives are aligned with helping customers use energy more efficiently and in a manner that sustains or enhances utility customers' incentives to use energy more efficiently; and
- (3) Provide timely earnings opportunities associated with cost-effective measurable and verifiable efficiency savings.

It is important to highlight that this statute requires alignment of interests between the utility and customers as part of achieving MEEIA's goal of "achieving all cost-effective demand-side savings." (Section 393.1075.4 RSMo.)

1 **Q. What views of MEEIA are expressed by Mr. Rogers, Mr. Kind and**
2 **Mr. Mosenthal in their rebuttal testimony?**

3 A. Mr. Rogers makes several references to MEEIA in his rebuttal testimony. On
4 pages 3 and 4 of his rebuttal testimony Mr. Rogers recommends that the Commission not
5 order Ameren Missouri to redo its analysis and to file a revised electric utility resource
6 planning filing in this case if the Company commits to do four things, the second
7 commitment being:

8 Notify the Commission that its preferred resource plan and
9 resource acquisition strategy have changed to contingency
10 resource Plan R0 conditioned only upon the Company
11 receiving Commission approval of its realistically achievable
12 portfolio (“RAP”) of demand-side management (“DSM”) programs and for approval of a fair demand-side programs
13 investment mechanism (“DSIM”) under the Missouri Energy
14 Efficiency Investment Act (“MEEIA”) rules;
15
16

17 Mr. Kind also makes several references to MEEIA in his rebuttal testimony. On page
18 6 of his rebuttal testimony he notes that:

19 UE’s concerns about how lost revenues will be treated under
20 the DSM regulatory framework in Missouri are premature
21 since neither UE or any other electric utility has yet filed an
22 application with the Commission under the MEEIA rule and
23 learned from actual experience how the Commission will
24 respond to DSM cost recovery proposals that include lost
25 revenue recovery or DSM incentives (which can also mitigate
26 the impact of lost revenues).
27

28 Both Mr. Rogers and Mr. Kind acknowledge no MEEIA filing has been yet made or
29 approved and point to the importance of MEEIA related to the IRP process and how energy
30 efficiency investments will be recovered. Mr. Mosenthal refers to MEEIA and its goal of
31 achieving “all cost-effective demand-side savings” but fails to note the statutory obligation of
32 the Commission to align the interest of the utility and customers in pursuit of this goal.

1 At the time this IRP was developed the Commission had not finalized its rules
2 implementing MEEIA. The rules implementing MEEIA were finalized approximately three
3 months after this IRP plan was filed and approximately six months after the DSM analysis
4 for this IRP plan was conducted. Unfortunately, much uncertainty and risk remains
5 regarding how MEEIA will be implemented by the Commission. The rules implementing
6 MEEIA are currently under challenge, including the issue of whether lost revenues constitute
7 a recoverable cost. The Company considers it likely that even if the Commission approves a
8 MEEIA filing by the Company it will be further challenged.

9 At the time this IRP was developed and filed, and as of this filing date of this
10 testimony, the alignment of utility financial incentives with helping customers use energy
11 more efficiently has not been achieved. Under Commission rate case rulings and related
12 orders the Company has spent tens of millions of dollars on energy efficiency programs,
13 which have been successful at reducing energy use, and has incurred tens of millions of
14 dollars in lost fixed cost recoveries directly related to these investments in energy efficiency.

15 Regarding implementation of an IRP preferred plan that would include pursuing RAP
16 (Plan R0), Mr. Rogers included the following on page 6 of his rebuttal testimony (emphasis
17 added):

18 **Q. Would Plan R0 serve the interest of both Ameren Corporation's**
19 **shareholders and Ameren Missouri ratepayers?**

20 A. It would if the Commission approves Ameren Missouri's RAP DSM programs
21 and a fair DSIM under MEEIA. But that cannot be addressed until Ameren Missouri files for
22 approval of the RAP DSM programs and for approval of a DSIM under MEEIA.

1 Mr. Rogers acknowledges that no such filing has been made, no Commission
2 approval has been received, and as of this date no alignment exists. In fact, in response to
3 DR Ameren-MPSC-015, when asked "...Is it Staff's belief that the only way to achieve the
4 appropriate cost recovery solution is through a MEEIA filing?" Mr. Rogers' reply was "Yes,
5 ...". A continued investment in energy efficiency without the alignment of interests required
6 by MEEIA is not consistent with how investment decisions should be made and would not be
7 prudent for any business placed in a similar situation.

8 **Q. Given the importance of MEEIA and its requirements as they relate to**
9 **the IRP, when does the Company plan to make a filing under the MEEIA rules?**

10 A. The Company is currently working to make a MEEIA filing with the
11 Commission in the first quarter of 2012 and has initiated discussions with stakeholders to
12 develop this filing. The Company is hopeful that this filing can be supported by stakeholders
13 and approved by the Commission so that significant investments in energy efficiency can
14 resume as soon as practical.

15 **What the IRP's PVRR is and what it is not**

16 **Q. What is PVRR as used in the IRP rules?**

17 A. In their rebuttal testimony Mr. Rogers, Mr. Kind, Mr. Noller and Mr.
18 Mosenthal refer to PVRR in several places. Under the Commission's rules, PVRR—the
19 minimization of present value of revenue requirements or as stated in 4 CSR 240-
20 22.010(2)(B) "...minimization of the present worth of long-run utility costs..." must be the
21 primary selection criterion in choosing the preferred resource plan. It is not however the only
22 selection criterion as 4 CSR 240-22.010(2)(C) clearly authorizes "other considerations"
23 which "may constrain or limit the minimization of the present worth of expected utility

1 costs.” These other considerations can include cost recovery and impact on shareholders. In
2 fact, in response to DR Ameren-MPSC-021, when asked “Does Staff believe that the impact
3 of Preferred Resource Plan selection on investors a valid consideration under 22.010(2)(C)?”
4 Mr. Rogers replied “Yes”.

5 It should be noted that PVRR is the full revenue requirement required to cover all
6 utility costs, including return. It does not however typically reflect the amount that is
7 collected from customers through rates as it does not consider regulatory lag, lost revenue
8 impacts from energy efficiency efforts, etc... PVRR for RAP reflects no lost revenues, just
9 the legitimate avoided cost benefits of DSM.

10 **Q. Are there any limits in applying PVRR as a primary selection criteria in**
11 **choosing a preferred resource plan under the IRP?**

12 A. Yes. Use of PVRR as a primary selection criterion is subject to legal and
13 practical limitations. For example, counsel advises me that a utility could not be compelled
14 to adopt a resource plan when it cannot recover the cost of that resource plan through rates,
15 even if it did minimize PVRR. Nor could a utility be compelled to adopt a resource plan that
16 could not be implemented, such as construction of a plant that could not be financed, or for
17 some other reason simply could not be built. The use of PVRR as the primary selection
18 criteria must be read in light of these limitations.

19

Previous IRP Rule Requirements

Q. In their rebuttal testimony, Mr. Rogers, Mr. Kind, Mr. Noller, and Mr. Mosenthal state that the Company has not utilized minimization of PVRR as a primary selection criteria and is therefore in violation of the Commission's IRP rules, do you agree?

A. No. Mr. Kind takes the position that "primary" means a weighting factor of greater than 50%. Mr. Rogers, Mr. Noller, and Mr. Mosenthal make arguments that the weighting given to PVRR in the Company's analysis does not meet the standard of being a primary selection criterion while not going so far in their comments as to define what weighting factor would be sufficient to meet the standard.

In any analysis with multiple factors in which different factors are given different weights the primary factor is the factor with the greatest weight. Mr. Rogers, Mr. Kind and Mr. Noller attempt to argue that this is not reasonable by noting that taken to its logical extreme minimization of PVRR could receive a weighting percentage below 50%. If the logical argument of Mr. Rogers, Mr. Kind, and Mr. Noller is taken to its extreme, they are arguing that no matter what other constraints the utility may be facing in its resource planning, minimization of PVRR must be the criterion that drives the final answer. This is not only inconsistent with the requirements of MEEIA and with thoughtful resource planning; it is inconsistent with the principal that the Commission, through its IRP rules, should not manage the decisions of the utility.

Minimization of PVRR was a primary selection criterion used by the Company in selecting its preferred resource plan, consistent with the requirements of the IRP rules.

1 The interests of shareholders are a part of the public interest that the Commission must weigh
2 in its decisions. In making its decisions, the Commission cannot ignore shareholder interests,
3 the ratemaking consequences of its decisions, or force the Company to adopt a plan that will,
4 by design, cause the Company to lose money or make bad business decisions. MEEIA
5 requires alignment of utility and customer interests in pursuing the goal of achieving all
6 cost-effective demand-side savings. The Company is working to achieve that alignment but
7 as of the writing of this testimony that alignment has not yet been achieved.

8 **Q. Does this conclude your surrebuttal testimony?**

9 **A.** Yes, it does.


In re: Union Electric Company's)
2011 Utility Resource Filing Pursuant) Case No. EO-2011-0271
To 4 CSR 240 – Chapter 22.)

STATE OF MISSOURI)
) ss
CITY OF ST. LOUIS)

1. My name is Warren Wood. I am employed by Union Electric Company d/b/a Ameren Missouri, as Vice President, Legislative and Regulatory Affairs.

3. I hereby swear and affirm that my answers contained in the attached testimony to the questions therein propounded are true and correct.

correct.


Warren Wood

Mary Hoyt
Notary Public

Mary Hoyt - Notary Public
Notary Seal, State of
Missouri - Jefferson County
Commission #10397820
My Commission Expires 4/11/2014