

**ILLINOIS COMMERCE COMMISSION**

**DOCKET NO. 06-0448**

**DIRECT TESTIMONY**

**OF**

**MARTIN J. LYONS**

**Submitted On Behalf**

**Of**

**AMEREN ILLINOIS UTILITIES**

**August 17, 2006**

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4 **OF**

5 **MARTIN J. LYONS**

6 **Q. Please state your name and business address.**

7 A. Martin Lyons Jr., One Ameren Plaza, 1901 Chouteau Ave., St. Louis, MO.

8 **Q. What is your position with Petitioners?**

9 A. I am Vice President-Controller.

10 **Q. Please provide your educational and professional background.**

11 A. In 1988, I received a Bachelor of Science degree in Business Administration, with  
12 an Accounting major, from Saint Louis University. In 1997, I received a Master  
13 of Business Administration degree from Washington University. In 1988, I  
14 joined Price Waterhouse (now PricewaterhouseCoopers LLP) and was admitted to  
15 the partnership in 1999. During my tenure as a partner, I devoted approximately  
16 seventy-five percent of my time to supervising audits of, and consulting on  
17 accounting issues for, utility clients. I routinely assisted utility clients with,  
18 among other things, accounting and financial reporting matters, utility rate filings,  
19 debt and equity offerings, merger and acquisition due diligence procedures and  
20 accounting issues raised by deregulation. I have also assisted utility clients with  
21 defending accounting principles before the Securities and Exchange Commission

22 (“SEC”), the Federal Energy Regulatory Commission (“FERC”) and various state  
23 regulatory agencies. In 2001, I joined Ameren as Controller. I was made a Vice  
24 President in 2003.

25 **Q. What is the purpose of your testimony?**

26 A. The purpose of my testimony is to explain 1) how power supply costs are  
27 accounted for under generally accepted accounting principles (GAAP), 2) how  
28 and when costs may be deferred as an asset on a company’s books and recognized  
29 in a future period under GAAP, and 3) the consequences of being ordered to defer  
30 costs when we do not believe cost deferral is appropriate under GAAP.

31 **Q. By what means do the Ameren Illinois Utilities maintain their books of**  
32 **account?**

33 A. Each of the Petitioners is a public registrant with the Securities and Exchange  
34 Commission (SEC). SEC registrants are required to file periodic financial  
35 statements that are prepared in accordance with GAAP. GAAP-compliant  
36 financial statements are also used by the investment community, credit rating  
37 agencies and creditors in evaluating the financial results, position and liquidity of  
38 companies. Accordingly, the Petitioners maintain their accounting books and  
39 records in accordance with GAAP which provides the basis for their external  
40 financial reporting.

41 **Q. In this proceeding, Petitioners have proposed to defer power supply costs**  
42 **during a two-year period. How are power supply costs customarily treated**  
43 **under GAAP?**

44 A. Under GAAP, expenses are recorded in the period they are incurred. Thus, if the  
45 Petitioners purchase power in 2007, the cost of that power would ordinarily be  
46 recognized as an expense on the income statement in 2007 under GAAP,  
47 regardless of when the Petitioners actually pay for the power or recover the cost  
48 of power from their customers.

49 **Q. Is it possible to defer the recognition of expenses under GAAP?**

50 A. For entities that are subject to regulation, it is possible in certain circumstances to  
51 defer the rate recognition of costs in the income statement as expense by creating  
52 an offsetting asset on the balance sheet. This type of asset is commonly referred  
53 to as a “regulatory asset.”

54 **Q. Are costs deferred as regulatory assets ultimately recognized as expenses on**  
55 **the income statement?**

56 A. Yes. Regulatory assets stay on the balance sheet until they are later amortized  
57 and charged to expense over a period of time that is consistent with the recovery  
58 period from rate payers of the applicable costs.

59 **Q. Are there accounting rules that address the deferral of costs as regulatory**  
60 **assets?**

61 A. Yes. There are numerous pieces of accounting literature within GAAP that  
62 discuss accounting for rate regulated entities with Financial Accounting Standards  
63 No. 71, “Accounting for the Effects of Certain Types of Regulation”, as the  
64 foundation. Generally speaking, GAAP requires that deferred costs be “probable

65 of recovery” in future periods through inclusion of the same specific costs in  
66 rates charged to regulated customers. If the expenses are considered to be  
67 probable of recovery, the company establishes an asset in the amount of the  
68 deferred expenses as well as any carrying costs that may be allowed by the  
69 regulator. Typically, these costs are recorded in Account 186 of the Uniform  
70 System of Accounts for FERC reporting purposes, which contains deferred debits.

71 **Q. What does “probable of recovery” mean?**

72 A. GAAP defines probable to mean that “the future event or events are likely to  
73 occur.” Accordingly, costs should be deferred only if their future recovery is  
74 likely to occur. GAAP does not define a specific percentage threshold to indicate  
75 when probability has been achieved. However, in practice, probability is  
76 generally achieved when a future event is considered likely to occur at a 75% to  
77 80% level of certainty or threshold. Any facts or circumstances that would  
78 suggest a probability threshold is less than that level would result in the inability  
79 to defer costs to a future period for accounting purposes under GAAP.

80 **Q. Who determines if a cost is probable of future recovery?**

81 A. Management is responsible for the preparation of a company’s financial  
82 statements in accordance with GAAP. Accordingly, any accounting judgments  
83 involved in the preparation of GAAP financial statements is also the  
84 responsibility of management. Such an accounting judgment would include the  
85 determination of whether a cost is probable of future recovery. In making that

86 determination, management would look to certain evidence to support a probable  
87 conclusion.

88 **Q. Generally what evidence is required to conclude that a cost is or is not**  
89 **probable of future recovery?**

90 A. Accountants always consider the nature of the specific costs, the regulatory  
91 environment and jurisdictional rate making practices, and ultimately look to  
92 various sources of evidence such as past analogous rate orders within the pertinent  
93 jurisdiction, challenges to those rate orders and pertinent court rulings.

94 **Q. In the current regulatory environment, would deferral of power expenses by**  
95 **the Petitioners meet the probable of recovery requirement under GAAP?**

96 A. In my judgment, no. There currently exist facts and circumstances that create  
97 uncertainty to the point that would prevent the Petitioners from concluding future  
98 recovery of deferred power supply costs is probable. The uncertainty arises from  
99 the Illinois Supreme Court's treatment of a deferral of expenses authorized by the  
100 Illinois Commerce Commission ("ICC") two decades ago. In our view, this  
101 uncertainty would exist even if the ICC were to issue a rate order requiring the  
102 deferral of power supply costs for rate making purposes. Accordingly, as the  
103 principal accounting officer for the Petitioners, I could not authorize the recording  
104 of such a deferral, and I could not advise our outside auditors that such a deferral  
105 was proper. As a result, for GAAP financial reporting, such costs could not be  
106 deferred.

107 **Q. What adverse consequences would be created if the deferral of power supply**  
108 **costs was ordered by the ICC but the Petitioners could not conclude for**  
109 **GAAP purposes that the future recovery of those costs was probable?**

110 A. Without deferral of those costs for accounting purposes, the Petitioners would be  
111 required to record all power supply costs as expenses on the income statement in  
112 the year they were incurred. Revenues related to the recovery of those costs  
113 would be recorded on the income statement in the years they were realized.  
114 Accordingly, the income statement of the Petitioners would likely reflect a  
115 substantial net loss in the years the power supply costs subject to deferral of  
116 recovery were incurred. As further discussed in the testimony of Mr. Jerre E.  
117 Birdsong, we have substantial concerns that such a situation would have adverse  
118 consequences to the Petitioners in their ability to, among other things, access the  
119 capital markets and receive desirable credit ratings from the credit rating agencies.

120 **Q. What effect would the pending legislation have?**

121 A. Legislation that empowers a regulator to dictate a utility's legal right to recover  
122 deferred costs in a future period is in almost all cases the best evidence in  
123 reaching a probable of recovery conclusion. For accounting purposes, the  
124 pending legislation would remove substantially all uncertainty in a probability  
125 assessment created prior court action because it would expressly empower the  
126 ICC to authorize deferrals of expenses in the present circumstances for  
127 subsequent recovery. This would allow the Petitioners to conclude that deferrals  
128 ordered by the ICC were probable of recovery under GAAP requirements.

129 **Q. Does this conclude your testimony?**

130 A. Yes.