Exhibit No.: _____ Issues: Policy

Witness: Michael D. Beatty

Type of Exhibit: Direct Testimony Sponsoring Party: The Empire District

Gas Company

Case No.: GR-2021-0320

Date Testimony Prepared: August 2021

Before the Public Service Commission of the State of Missouri

Direct Testimony

of

Michael D. Beatty

on behalf of

The Empire District Gas Company

August 2021



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DIRECT TESTIMONY OF MICHAEL D. BEATTY THE EMPIRE DISTRICT GAS COMPANY BEFORE THE MISSOURI PUBLIC SERVICE COMMISSION CASE NO. GR-2021-0320

1	I.	INTRODUCTION AND QUALIFICATIONS
2	Q.	Please state your name and business address.
3	A.	My name is Michael D. Beatty. My business address is 602 S. Joplin Avenue, Joplin,
4		Missouri 64802.
5	Q.	By whom are you employed and in what capacity?
6	A.	I am employed by Liberty Utilities Service Corp., a wholly owned subsidiary of Liberty
7		Utilities Co. ("Liberty Utilities"). My title is Vice President of Natural Gas Operations
8		for the Liberty Utilities Central Region, which includes Liberty Utilities (Midstates
9		Natural Gas) Corp. d/b/a Liberty Utilities ("Liberty Midstates") and The Empire
10		District Gas Company ("EDG" or the "Company").
11	Q.	On whose behalf are you testifying in this proceeding?
12	A.	I am testifying on behalf of EDG.
13	Q.	Please describe your educational background.
14	A.	I hold a Bachelor of Science degree in Mechanical Engineering from the Missouri
15		University of Science and Technology (formerly, University of Missouri-Rolla). I am
16		licensed as a Professional Engineer in Missouri, as well as in Colorado, Kansas, Iowa,
17		Illinois, South Carolina, Tennessee (inactive), and Virginia.
18	Q.	Please describe your professional experience.
19	A.	I joined Liberty Utilities in July 2012 as the Director of Engineering and Compliance,
20		and was promoted to President of Liberty Utilities (Midstates Natural Gas) Corp. in
21		October of 2015. In 2017 I became the Vice President of natural gas and water for the

1		Liberty Utilities Central Region. Earlier this month, my position was reclassified as
2		Vice President of natural gas for the Liberty Utilities Central Region to reflect the
3		assignment of my water utility responsibilities. Prior to joining Liberty Utilities, I
4		worked for Atmos Energy in the states of Colorado and Tennessee, and for South
5		Carolina Electric and Gas in South Carolina. I have worked in the natural gas industry
6		for thirty-two years and have been responsible for engineering and operations matters.
7		My duties and experience have included oversight and direction of engineering,
8		construction, capital budgets, measurement, and system integrity and code
9		compliance.
10		I am actively engaged in industry organizations such as the American Gas Association
11		("AGA") and Southern Gas Association ("SGA"). I had the honor of serving on the
12		AGA Distribution Infrastructure Government - Industry Team ("DIGIT"), which
13		developed the Phase One document for Distribution Integrity Management. I also
14		served as the Chairman of the SGA Distribution Integrity Management Framework
15		Document, a joint effort between the SGA and the Northeast Gas Association. I am
16		currently on the MEA Energy Association Board of Directors.
17	Q.	What are your principal responsibilities as the vice president of natural gas and
18		water operations?
19	A.	I am responsible for the natural gas utility operations for Liberty Utilities' Central
20		Region which includes the Company's operations in the States of Iowa, Illinois, and
21		Missouri, including the natural gas operations of EDG.
22	Q.	Have you previously testified in a proceeding before the Missouri Public Service
23		Commission ("MPSC" or "Commission") or before any other utility regulatory
24		agency?

- 1 A. Yes. Not only have I testified in front of the Commission in File No. GR-2018-0013
- and File No. WA-2020-0397 I have testified before the Iowa Utilities Board, the Illinois
- 3 Commerce Commission, and the Arkansas Public Service Commission.

4 II. <u>PURPOSE OF TESTIMONY</u>

5 Q. What is the purpose of your testimony?

- 6 A. The purpose of my testimony is to provide an overview of the Company's rate case filing.
- First, I will provide background information and discuss some of the relevant prior
- 8 regulatory activities regarding EDG. Second, I will discuss the Company's continued
- 9 focus on providing high quality customer service. Third, I will summarize some of the
- major factors contributing to the Company's need to seek rate relief and the resulting
- rates to be implemented, both in terms of amount and in terms of rate design. Finally,
- 12 I will introduce the Company's witnesses.

13 III. OVERVIEW OF THE FILING

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14 Q. Would you please provide a brief description of the company?

15 A. EDG is a corporation organized and existing under the laws of the State of Kansas,

with its principal office located at 602 Joplin Street, Joplin, Missouri 64802. EDG is a

wholly-owned subsidiary of The Empire District Electric Company and an indirect

subsidiary of Liberty Utilities Co. EDG is a "gas corporation" and a "public utility" as

those terms are defined in Section 386.020 RSMo and as such is subject to the

jurisdiction of the Missouri Public Service Commission ("Commission") as provided

by law. EDG provides natural gas service to approximately 44,000 in the Missouri

counties of Cooper, Henry, Johnson, Lafayette, Morgan, Pettis, Platte, Ray Saline,

Vernon, Chariton, Grundy, Howard, Linn, Atchison, Holt, Nodaway, Andrew and

Livingston. EDG was authorized to provide natural gas service pursuant to authority

- granted by the Commission in File No. GO-2006-0205, by Commission Order issued on April 18, 2006. The Company's distribution system is comprised of approximately 1,038 miles of mains and 42,938 active service lines.
- 4 Q. Please provide a brief overview of the company's request for a change in base 5 rates as put forth in the company's filing.
- A. The Company is requesting that the Commission approve new base distribution rates to alleviate a revenue deficiency calculated by the Company to be \$1,362,350, which represents an increase of approximately 4.16 percent in total base revenue. This proposed revenue change is based on a test-year ending December 31, 2020 and is weather normalized and adjusted for operating results and a fair rate of return.

11 IV. BACKGROUND AND RECENT REGULATORY ACTIVITY

- 12 Q. Please provide a brief background on Liberty Utilities' natural gas operations in

 13 Missouri.
- 14 By its Order Approving Stipulations and Agreements and Authorizing Merger A. 15 Transaction issued in File No. EM-2016-0213 (the "Order"), the Commission approved 16 the stipulations and agreements entered in that proceedings and authorized a transaction 17 under an Agreement and Plan of Merger by and between The Empire District Electric 18 Company ("Empire"), Liberty Utilities (Central) Co. ("LU Central") and Liberty Sub 19 Corp. (collectively, "Applicants") pursuant to which Liberty Sub Corp. merged with 20 and into Empire with Empire as the surviving corporation. As a result of the merger, 21 LU Central acquired all of the common stock of Empire Electric and assumed operation 22 of EDG. LU Central is owned by Algonquin Power & Utilities Corp. ("APUC"), which 23 is listed on the New York and Toronto Stock Exchanges and serves approximately one 24 million customers in twelve states across the United States through its electric, gas,

1		water and wastewater utilities. In addition to its regulated utility business, APUC also
2		operates its Liberty Power business, which owns approximately 1.36 GW of renewable
3		generation in the United States and Canada.
4	Q.	What are the sources of the requirements imposed upon EDG in File No. EM-
5		2016-0213 (the "Merger Docket")?
6	A.	The application filed various, separate non-unanimous stipulations and agreements in
7		the Merger Docket. On August 10, 2016, the Commission issued the Order Approving
8		Stipulations and Agreements, approving four stipulations filed with the Commission
9		on July 19, 2016: the City of Joplin Stipulation; the Empire District Retired Members
10		& Spouses Association LLC ("EDRA") Stipulation; the Laborer's International Union
11		of North America ("LiUNA") Stipulation; and the International Brotherhood of
12		Electrical Workers ("IBEW") Locals 1464 and 1474 Stipulation. On September 7,
13		2016, the Commission issued its Order Approving Stipulations and Agreements and
14		Approving Merger Transaction, approving: the Office of the Public Counsel ("OPC")
15		Stipulation filed on August 23, 2016; the Staff Stipulation filed on August 4, 2016; the
16		EDESR Stipulation filed on August 23, 2016; the Division of Energy and Renew
17		Missouri Amended Stipulation filed on August 24, 2016; and the IBEW 1464 and
18		IBEW 1474 Amended Stipulation filed on August 26, 2016.
19	Q.	Are there any human resources requirements found in stipulations in the Merger
20		Docket?
21	A.	Yes, paragraph 5 of the OPC stipulation requires EDG to "maintain Corporate Officers
22		who have a fiduciary duty to Empire," and paragraph 8 of the OPC stipulation requires
23		the Company to "maintain its own Board of Directors with a majority of non-
24		management, independent Directors."

1	Q.	Is EDG in compliance with these two provisions?
2	A.	Yes. EDG's current Directors, who all have a fiduciary duty to EDG, are as follows
3		Arun Banskota, Anthony "Johnny" Johnston, Alan Marble, Paul Baker and John N
4		Thompson. Messrs. Marble and Thompson and Ms. Baker are non-management
5		independent directors. EDG's officers – David Swain, Tisha Sanderson, and myself -
6		also have fiduciary duties to EDG.
7	Q.	What is the third human resources requirement found in the OPC stipulation?
8	A.	Paragraph 10 of the OPC Stipulation provides that "(i)n its first general rate case after
9		the close of the Transaction, Empire shall provide testimony discussing the
10		employment metrics related to the number of full time employees [in the state or
11		Missouri] and the average turnover rate along with any material changes to those
12		metrics since the close of the Transaction."
13	Q.	Is this proceeding the first general rate case filed by EDG following the close of
14		the merger?
15	A.	Yes.
16	Q.	Please explain the employment metrics related to the number of full-time
17		employees in the state of Missouri and the average turnover rate along with any
18		material changes to those metrics since the close of the merger transaction.
19	A.	As shown in the table below, the average number of full-time Missouri employees is
20		slightly lower during 2017 and 2018 compared to 2016, the year immediately prior to
21		the close of the merger transaction. This is reflective of a higher level of voluntary
22		retirements and resignations subsequent to the merger transaction close, as displayed

full-time employees is not substantial.

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in the higher post-closing turnover rate. Overall, the decrease in the total number of

Year	Head Count (avg.)	Turnover Rate
2016	49	6.10
2017	47	10.64
2018	46	8.70
2019	49	4.08
2020	48	10.42

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Q. What are the human resources requirements found in the EDRA stipulation?

- A. There are five requirements set forth in the EDRA stipulation. The first requirement is regarding life insurance benefits, the second requirement is regarding health benefits, the third requirement is regarding Liberty-Empire's pension plan, and the fourth and fifth requirements are regarding the health and pension benefits of Liberty-Empire's retirees.
- 8 Q. Is EDG in compliance with the five provisions?
- 9 A. Yes.
- 10 Q. Are there other provisions from the Merger Docket that you would like to
- 11 address?

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- 12 A. Yes, the Company complied with the following requirements:
- The Company has continued to contribute to charitable entities and local community programs at the agreed-to annual level.
 - EDG funded an account in the amount of \$1,5000,000 to be available to the community action agencies.
 - As part of its Stipulation and Agreement with the Office of the Public Counsel, filed on August 23, 2016, the Company committed to abstaining from filing a rate case for one year after the closing of the transaction. Given that the closing occurred in

- January 2017, the new rates pursuant to this filing will be implemented well after the rate case moratorium has expired.
- 3 Q. As additional background on regulatory activity, would you please address
 4 Empire's most recent rate proceedings before this commission?
- 5 A. Yes. EDGs last general rate proceeding began in 2009 as Commission File No. GR-6 2009-0434. The Partial Stipulation and Agreement executed by The Empire District 7 Gas Company, the Staff of the Missouri Public Service Commission, and the Office 8 of the Public Counsel in that docket was approved by the Commission's Order effective 9 January 30, 2010, with new rates effective April 1, 2010. In that case, EDG was 10 authorized to increase its annual non gas revenues by \$2,600,000. More recently, in 11 Commission File No. GR-2018-0229, EDG filed tariffs to reduce its base rate revenue 12 by \$773,566 to reflect the effect of the Tax Cuts and Jobs Act of 2017 (TCJA) on the 13 rates charged by EDG for natural gas service that the Commission allowed to take 14 effect on October 24, 2017. Subsequently, in the same docket, EDG and the Staff of 15 the Commission filed a Stipulation and Agreement to establish a regulatory liability to 16 account for the tax savings associated with Excess Accumulated Deferred Income 17 Taxes ("EADIT"), with calculation of the regulatory liability of EADIT to begin as of 18 January 1, 2018. Given that the revenue requirement reduction related to the tax rate 19 reduction did not take effect until October 24, 2018 and that revenue collected by EDG 20 between January 1, 2018 and October 24, 2018 will not be retroactively refunded to 21 customers, the stipulation and agreement provided that EDG would not file a rate case 22 before January 1, 2020.

V. CUSTOMER SERVICE

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- 2 Q. Please describe Liberty Utilities' operating philosophy.
- 3 Our business model is grounded on the core principles of Quality, Care, and Efficiency A. 4 and emphasizes local presence and decision-making. With our local approach to 5 management, service and support, we deliver efficient, dependable services to meet 6 the needs of our customers. We measure our performance in terms of service reliability, 7 an enjoyable customer experience, and an unwavering dedication to public and 8 workplace safety. There are many ways that these values translate to the operations of 9 our business. For example, an increased focus on safety is paramount to Liberty 10 Utilities and is embedded in its culture. Liberty Utilities brought this to the Company 11 and has transformed its safety culture significantly. This heightened focus on safety 12 has resulted in a 100% reduction in OSHA recordable accidents and a 100% decrease 13 in the recordable incident rate ("RIR"), thereby embodying all three values of Quality, 14 Care, and Efficiency.
- 15 Q. Have there been changes to the way in which EDG operates as a result of its 16 acquisition by Liberty Utilities?
- 17 A. While most of its day-to-day operations remain the same, there have been some
 18 changes in the Company's operations. For example, the Company is now part of a
 19 larger corporate family that operates other electric, gas, and water utilities, providing
 20 opportunities for collaboration across the business to share best practices and expertise.
 21 Being part of a larger corporate family has also brought opportunities for new ideas
 22 and approaches.
- Q. Did this customer service approach inform EDG'S relationship with its customers during the COVID-19 pandemic?

1	A.	Yes, EDG appreciates that the COVID-19 pandemic poses unique challenges to its
2		service area and has taken proactive measures to assist our most vulnerable customers.
3		In particular during the summer and fall of last year, EDG offered customers an
4		arrearage management payment plan option that allowed for account balances to be
5		allocated pro rata over a number of months. We also ramped up communications to
6		customers on cost-saving energy efficiency measures, like weatherization, and access
7		to fuel assistance from organizations like the Missouri Low Income Energy Assistance
8		Program. As part of these efforts, EDG has collaborated with local community action
9		agencies and, in some cases, even contacted these organizations on the customer's
10		behalf to try to match eligible customers with fuel assistance.
11	Q.	Has EDG ever filed a rate case under Liberty Utilities' ownership?
12	A.	No, this is the first rate case filed for EDG by Liberty Utilities.
13	Q.	Are there regulatory/legal factors influencing the specific timing of this rate case?
14	A.	The Agreement and Stipulation entered by the parties and approved by the Commission
15		in File No. GR-2018-0229, contains the following language creating a rate moratorium:
16 17 18 19 20 21 22 23 24		In recognition of the fact that the revenue requirement reduction related to the TCJA did not take effect until 10/24/2018 and that revenue collected between 1/1/2018 and 10/24/2018 will not be refunded to customers or taken into account in the setting of future rates, EDG agrees that it shall not file a rate case until January 1, 2020, in the event that the Commission issues an order approving this Stipulation and Agreement without Condition or modification. In addition, considering that EDG's last general rate proceeding was in 2009, the
25		resolution of this docket will satisfy a condition precedent for the Company's imminent
26		petition to establish an Infrastructure System Replacement Surcharge ("ISRS").
27		Specifically, Section 393.1012.3, RSMo. provides:

In no event shall a gas corporation collect an ISRS for a period exceeding three years unless the gas corporation has filed for or is the subject of a new general rate proceeding; provided that the ISRS may be collected until the effective date of new rate schedules established as a result of the new general rate proceeding, or until the subject general rate proceeding is otherwise decided or dismissed by issuance of a commission order without new rates being established.

Therefore, in addition to addressing the Company's revenue deficiency, this filing will, among other things, enable the Company to seek the creation of an ISRS to recover the cost of eligible infrastructure replacement projects designed to maintain the safety and integrity of its natural gas distribution system.

Q. Are there other reasons for the Company filing?

- A. In addition to establishing new rates and revised designation of services, the Company is requesting the approval for (i) the continued use of its Pension/OPEB tracker approved by the Commission in File No. ER-2004-0570, (ii) revised depreciation rates that align with the rates submitted in the Company's depreciation study in 2019; (iii) revised energy efficiency programs; (iv) a proposed Weather Normalization Adjustment Rider ("WNAR"), which, like Liberty Midstate's Commission-approved WNAR, is designed to help ensure that the Company's actual revenues are consistent with authorized revenues approved by the Commission in its most recent rate case proceeding; and (v) a tracker for the return of Excess ADIT protected and unprotected.

 Q. Did the market disruptions and price volatility caused by extraordinary weather
- Q. Did the market disruptions and price volatility caused by extraordinary weather event in February of 2021 ("Winter Storm Uri") also affect the timing of the Company's filing?
- 26 A. Yes, as the Company stated in its Notice filed on August 2, 2021 in GU-2021-0275,
 27 EDG is committed to assisting its customers by deferring recovery of the unusually
 28 high fuel costs incurred by EDG on behalf of its customers during Winter Storm Uri

I		that would otherwise be due in the near future pursuant to EDG's current Purchased
2		Gas Adjustment (PGA)/Actual Cost Adjustment (ACA) process. To accomplish this,
3		modification of the PGA/ACA tariff – or an authorized variance from the tariff terms
4		- will be necessary. The tariff revisions necessary to effectuate these changes are
5		presented as part of the pre-filed testimony of Company Witness James Young.
6	Q.	Are you requesting any cost recovery for Winter Storm Uri in this general rate
7		case?
8	A.	No. These gas commodity costs are appropriately recovered through the Purchased
9		Gas Adjustment Clause. The process for the PGA/ACA allows for tracking of costs
10		and a true-up to the actual costs. The PGA/ACA has robust oversight by the
11		Commission so final approval remains with the Commission. On or before November
12		4 th , the Company will submit its annual PGA/ACA filing that includes the cost recovery
13		for Storm Uri and propose a longer recovery period than 12 months.
14	Q.	Please explain what you are requesting of the Commission in this general rate case
15		regarding Winter Storm Uri.
16	A.	The Company respectfully requests the tariff revisions for the PGA/ACA as identified
17		by Company witness James Young be recognized separately and be expedited for
18		approval. In order to avoid a spike in the PGA that would adversely affect customers,
19		EDG expects to start the process for Storm Uri recovery with the 2021 PGA/ACA
20		filing, with a November 2021 effective date, which is the reason an expedited approval
21		process is necessary.
22	Q.	What are the consequences if the Commission does not take action on the
23		expedited request?

- 1 A. If the Commission does not take action, the Company will need to include the Storm 2 Uri costs in the filing for recovery over a single year per its currently effective tariff. 3 EDG has experienced approximately \$20M in extraordinary costs, excluding carrying 4 costs and taxes associated with the storm. Inclusion of this amount in a single year will 5 have a significant impact to customers. EDG is committed to assisting customers and 6 working to reduce the financial impact to customers and, therefore, is requesting the 7 Commission expedite the consideration and approval of the PGA/ACA tariff sheets. Is the Company requesting an Accounting Authority Order ("AAO") as part of 0.
- 8 Q. Is the Company requesting an Accounting Authority Order ("AAO") as part of this general rate case?
- 10 A. No. The Company understands the requested tariff language changes will allow it to
 11 recognize all costs, including carrying costs and taxes, associated with this storm in the
 12 PGA/ACA. Since tariff filings have a formal approval process, the Commission will
 13 have the ability to review prior to the tariff being effective.
- Q. What other factors are contributing to the Company's request for increasedgeneral rate relief?
- 16 A. Fundamentally, it is necessary for the Company to recover its operating costs and 17 achieve an opportunity to realize a reasonable return for investors if it is to be in the 18 position to meet its public service obligation to provide safe, reliable and cost-effective 19 service to customers. The investment required to operate and maintain a natural gas 20 distribution system is substantial, as these facilities require constant attention and 21 adherence to extensive regulation by state and federal pipeline safety authorities. EDG 22 maintains a strong focus on cost control and has managed resources efficiently since 23 its last general rate case order effective April 1, 2010. In fact, since the first full year of 24 Liberty Utilities ownership in 2017, operating expenses (less depreciation, income

1		taxes and fuel) has increased only a little over 5 percent for those four plus years.
2		Nevertheless, it is not immune from increasing operations and maintenance expenses
3		and inflationary forces. For the Company to keep up with its public safety and service
4		reliability obligations to customers, it needs to have distribution rates in place that will
5		adequately fund utility operations. Therefore, the Company is filing to adjust its
6		distribution rates to account for system investment that is not included in rates and to
7		provide it with adequate resources to meet the operational challenges further detailed
8		in this filing.
9	Q.	What test year has the company used for the development of this rate case?
10	A.	The Company has used a 12-month test year ending December 31, 2020, with a
11		proposed update period through September 30, 2021, to reflect known and measurable
12		changes.
13	Q.	Would you please describe the Company's rate request?
14	A.	In this case, the Company is seeking an increase of approximately \$1.36 million or a
15		total revenue requirement of \$21.9 million.
16	Q.	Is the Company proposing any modifications to its existing rate design in this
17		case?

Yes. The Company is proposing some general housecleaning changes for its tariffs, revisions to its customer charge and other rate design changes, and consolidation of certain rate classes resulting in the creation of a new rate class. In addition, the Company is proposing an expansion of its current Experimental Low Income Program for our more vulnerable customers, changes to the energy efficiency programs and the proposal to include a WNAR as described above. These changes are discussed more

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- thoroughly in the testimonies of Timothy Lyons, Jay Young and Nathaniel Hackney in
- 2 this proceeding.
- 3 Q. What incremental impact would the proposed increase have on the Company's
- 4 **customers?**
- 5 A. A residential heating customer with total consumption of 54CCF annually will see an
- 6 average increase of \$2.71 per month when compared to the rates currently in effect.
- 7 VI. <u>INTRODUCTION OF WITNESSES</u>
- 8 Q. Could you please identify the other Company witnesses presenting Direct
- 9 Testimony in support of this rate proceeding.
- 10 A. Yes. In addition to my testimony, the Company has submitted the following testimony
- in support of its proposals:
- LaToya Johnson, Senior Analyst Rates and Regulatory Affairs for the Company, on
- minimum filing requirements and prior stipulations and agreements;
- Dana Liner, Manager Rates and Regulatory Affairs for the Company, on revenue
- requirement including rate base and expense adjustments;
- Dan Stathos of Black & Veatch, supporting the Company's depreciation study and
- 17 proposed depreciation rates;
- James Young, Analyst Rates and Regulatory Affairs for the Company, in support of
- the changes to the Company's tariffs;
- Jill Schwartz, Director Regulatory Shared Services for the Company, on cost
- allocation, including affiliate allocations and charges;
- Nathaniel W. Hackney, Senior Reporting and Systems Analyst Energy efficiency;

- Jon Harrison, Director Customer Experience for the Company, on Customer Service
 Operations and Experience;
- Timothy Lyons of ScottMadden, Inc., Partner, on rate class cost of service, rate design,
 and cash working capital;
- Todd Mooney, on the Company's proposed capital structure;
- James Fallert of James Fallert Consultant LLC, on the Company's accounting for
 pension and other post-employment benefit adjustments; and
- John J. Reed of Concentric Energy Advisors, Chief Executive Officer and Chairman of
 the Board, on the Company's capital structure, cost of capital, and rate of return.

10 VII. <u>CONCLUSION</u>

11 Q. Do you have any closing remarks?

- 12 A. Yes. EDG is dedicated to providing safe and reliable natural gas distribution service,
 13 and we are confident that the Liberty operational philosophy of being local and
 14 responsive will continue to serve our customers and other stakeholders very well. I
 15 believe that the rates requested in this filing are just, reasonable and in the public
 16 interest, and will allow the Company to meet its obligations to provide safe and reliable
 17 service and to earn a reasonable return on its investment.
- 18 Q. Does this conclude your testimony?
- 19 A. Yes, it does,

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VERIFICATION

I, Michael D. Beatty, under penalty of perjury, on this 23rd day of August, 2021, declare that the foregoing is true and correct to the best of my knowledge and belief.

/s/ Michael D. Beatty