Exhibit No.:	
Issue(s):	Extension of Interim Approval
	To Participate in MISO
Witness/Type of Exhibit:	Kind/Supplemental Rebuttal
Sponsoring Party:	Public Counsel
Case No.:	EO-2011-0128

## SUPPLEMENTAL REBUTTAL TESTIMONY

## OF

# RYAN KIND

Submitted on Behalf of the Office of the Public Counsel

# UNION ELECTRIC COMPANY D/B/A AMEREN MISSOURI

Case No. EO-2011-0128

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## **Denotes Highly Confidential Information that has been Redacted**



## **BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI**

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In the Matter of the Application of Union Electric Company for Authority To Continue the Transfer of Functional Control of Its Transmission System to the Midwest Independent Transmission System Operator, Inc.

Case No. EO-2011-0128

### **AFFIDAVIT OF RYAN KIND**

STATE OF MISSOURI )

COUNTY OF COLE

) ss

Ryan Kind, of lawful age and being first duly sworn, deposes and states:

- 1. My name is Ryan Kind. I am a Chief Utility Economist for the Office of the Public Counsel.
- 2. Attached hereto and made a part hereof for all purposes is my supplemental rebuttal testimony.
- 3. I hereby swear and affirm that my statements contained in the attached affidavit are true and correct to the best of my knowledge and belief.

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Subscribed and sworn to me this 18<sup>th</sup> day of January 2012.



JERENE A. BUCKMAN My Commission Expires August 23, 2013 Cole County Commission #09754037

unkman

Jerene A. Buckman Notary Public

My commission expires August 23, 2013.

#### SUPPLEMENTAL REBUTTAL TESTIMONY

#### OF

# RYAN KIND UNION ELECTRIC COMPANY CASE NO. EO-2011-0128

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#### Q. PLEASE STATE YOUR NAME, TITLE, AND BUSINESS ADDRESS.

- A. Ryan Kind, Chief Energy Economist, Office of the Public Counsel, P.O. Box 2230, Jefferson City, Missouri 65102.
- Q. ARE YOU THE SAME RYAN KIND THAT HAS PREVIOUSLY FILED REBUTTAL AND SURREBUTTAL TESTIMONY IN THIS CASE?
- A. Yes.

#### Q. WHAT IS THE PURPOSE OF YOUR SUPPLEMENTAL REBUTTAL TESTIMONY?

- A. The purpose of my supplemental rebuttal testimony is to address the new positions that have been adopted by the Union Electric Company (UE or the Company), the Midwest Independent System Operator (MISO), the Commission Staff (Staff), and the Missouri Industrial Energy Consumers (MIEC) as a result of entering into the Non-Unanimous Stipulation and Agreement (the Agreement).
- Q. WHY DID THE POSITIONS OF THE SIGNATORIES TO THE AGREEMENT CHANGE AS A RESULT OF ENTERING IN TO THE AGREEMENT?
- 15A.My counsel informs me that when a Non-Unanimous Stipulation and Agreement is filed16with the Commission and one or more parties objects to that agreement, then the Non-

Unanimous Stipulation and Agreement becomes a joint position statement representing the positions of the parties that have entered into that agreement.

# *I.* Response to Position of Agreement Signatories Regarding Positions in OPC Rebuttal and Surrebuttal Testimony.

Q. DID THE AGREEMENT ADDRESS THE NEW POSITIONS OF THE NON-SIGNATORY PARTIES REGARDING THE TERMS AND CONDITIONS UNDER WHICH THE COMMISSION SHOULD APPROVE AN EXTENSION OF ITS AUTHORIZATION FOR UE TO CONTINUE PARTICIPATING IN THE MISO?

A. Yes. Paragraph 8 of the agreement states that the signatories believe that

Taken together, the rebuttal and surrebuttal testimony indicates that the **Stakeholders** have no material disagreements regarding the Company's updated cost-benefit study results, and **have no material disagreements** regarding the appropriateness of extending the interim and conditional permission for Ameren Missouri to participate in the Midwest ISO. [Emphasis added]

The term "Stakeholders" is defined on page of the Agreement to include both the signatory and non-signatory parties to this case. Therefore the reference to Stakeholders in this sentence represents the position that the Signatories have regarding whether or not Public Counsel and other non-signatory parties have any "material disagreements regarding the appropriateness of extending the interim and conditional permission for Ameren Missouri to participate in the Midwest ISO."

Q. IS THE ABOVE QUOTED SENTENCE FROM PARAGRAPH 8 OF THE AGREEMENT ACCURATE WITH RESPECT TO WHETHER PUBLIC COUNSEL HAS ANY "MATERIAL DISAGREEMENTS"?

25 A. No.

#### Q. PLEASE EXPLAIN WHY NOT.

A. The question and answer beginning at line 20 on page 6 of my rebuttal testimony addresses the inadequacy of the terms and conditions of continued MISO participation that were specified in UE's initial application and notes that these terms and conditions are essentially the same as the terms and conditions that were included in the Stipulation and Agreement that was approved by the Commission in Case No. EO-2008-0134. UE's initial application in this case is presumably the un-named "filing dated November 1, 2010" that is referenced in the third line of paragraph 9 on page 4 of the Agreement. Paragraph 9 states in part that:

9. Approval/Term. The Signatories agree that the MoPSC should conditionally approve, on an interim basis, Ameren Missouri's continued RTO participation in the Midwest ISO substantially as described in **Ameren Missouri's filing dated November 1, 2010** on the basis of finding that, subject to the **conditions and modifications set forth below**, said participation is not detrimental to the public interest. [Emphasis added]

The term "conditions and modifications set forth below" appears to refer primarily to subsections 10.a. through 10.j although these terms apply to "continued" MISO participation and there is also a provision in paragraph 9 for "extended" MISO participation beyond May 31, 2016 which would become effective:

...if the MoPSC has not (by May 31, 2016) further extended its approval of Ameren Missouri's Midwest ISO participation beyond May 31, 2016, the Company shall be deemed to have MoPSC permission to continue its Midwest ISO participation for the additional time necessary to reestablish functional control of its transmission system so that it may operate the same as an ICT, or to transfer functional control of the same to another RTO, as the case may be...

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 Q.
 ARE SOME OF THE TERMS AND CONDITIONS IN SUBSECTIONS 10.A. THROUGH 10.J

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 NEW TERMS AND CONDITIONS THAT WERE NOT INCLUDED IN THE STIPULATION AND

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 AGREEMENT THAT WAS APPROVED BY THE COMMISSION IN CASE NO. EO-2008 

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 0134?

A. Yes. The Agreement contains several new provisions that were not included in the Stipulation and Agreements that resolved issues in EO-2008-0134 or the UE MISO participation case that preceded that case (Case No. EO-2003-0271). The three new provisions are contained in subsections 10.a., 10.i., and 10.j. On pages 5 and 6 of Staff witness Adam McKinney's Second Supplemental Rebuttal Testimony, he describes two of these subsections (10.i. and 10.j.)

Q. DOES OPC STILL HAVE "MATERIAL DISAGREEMENTS REGARDING THE APPROPRIATENESS OF EXTENDING THE INTERIM AND CONDITIONAL PERMISSION FOR AMEREN MISSOURI TO PARTICIPATE IN THE MIDWEST ISO" WHEN THE THREE NEW TERMS AND CONDITIONS IN SUBSECTIONS 10.A., 10.I., AND 10.J. ARE TAKEN INTO ACCOUNT?

A. Yes. There are several relevant developments that have taken place subsequent to the Commission's approval of the Stipulation and Agreement in Case No. EO-2008-0134. On pages 7 and 8 of my rebuttal testimony, I described four developments that have arisen in the last few years that have impacted the terms and conditions that are necessary to ensure that UE's continued participation in MISO will not be detrimental to the public interest. An additional new development, Ameren's support of PJM-type capacity markets is discussed in my surrebuttal testimony, beginning on page 2. The failure of the Non-Unanimous Stipulation and Agreement to address these new developments is the reason why Public Counsel still has "material disagreements regarding the appropriateness of extending the interim and conditional permission for Ameren Missouri to participate in the Midwest ISO" despite the three new terms and conditions in subsections 10.a., 10.i., and 10.j. of the Agreement.

Q.	PLEASE REVIEW THE NEW DEVELOPMENTS THAT YOU DESCRIBED ON PAGES 7 AND 8
----	--

#### OF YOUR REBUTTAL TESTIMONY.

A. The four new developments that were addressed in my rebuttal testimony were:

(1) The new strategic initiative of the Ameren Corporation (Ameren) to create a new subsidiary named the Ameren Transmission Company (ATX) that Ameren wants to build most of the major new transmission projects (e.g. the MISO Multi-Value Projects or MVPs) that would be constructed within Missouri and Illinois.

(2) UE's recent assertion in its Application for re-hearing in Case No. EX-2010-0254, where the Company states that a provision in transmission portion of the new IRP rules is "unlawful in that it is preempted by federal law (pursuant to the Supremacy Clause of the U.S. Constitutions and cases decided thereunder) to the extent that it purports to usurp or control the decision making process relating to the construction of transmission within the footprint of a FERC-approved RTO" and also states "the decision regarding what transmission should be built is delegated to the RTO...by FERC." (These statements fail to recognize important provisions in Section 5.3 of the Service Agreement that FERC permitted to go into effect.)

(3) The increasingly diverse interests of Ameren subsidiaries (including ATX) which are represented by UE's agent, Ameren Services, that is supposed to represent the interests of UE and UE's customers at MISO.

(4) An August 2, 2010 affidavit filed by Dennis Kramer in support of the application of ATX and various Ameren operating companies in FERC Docket No. EL10-80 where he acknowledges that he communicates "Ameren's corporate positions to Regional Transmission Organization (RTO) stakeholders and the Midwest ISO." (Mr. Kramer is the Ameren Services employee who is supposed to communicate UE's positions to MISO stakeholders and MISO in his position as UE's agent that engages in MISO activities on behalf of UE.)

II. Response to Position of Agreement Signatories in New Subsection 10.j.

- of the Agreement.
- Q. DO SOME OF THE THREE NEW TERMS AND CONDITIONS IN SUBSECTIONS 10.A., 10.I., AND 10.J. OF THE AGREEMENT APPEAR TO BE INTENDED TO ADDRESS THE FIRST NEW DEVELOPMENT THAT YOU IDENTIFIED?

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 A. Yes. The primary issues associated with Ameren's plan to have ATX or its subsidiaries build and own the majority of new transmission facilities in Missouri that are part of the MISO transmission expansion plan are:

- The loss of Missouri PSC jurisdiction over the transmission component of UE's bundled retail rates for providing service to native load customers leading to higher rates (relative to the level of UE's rates if jurisdiction is not lost) for UE ratepayers; and
- The loss of effectiveness of the customer protection provided in Section 5.3 of the Service Agreement which required UE to "obtain the approval of the MoPSC prior to AmerenUE undertaking the construction of Transmission Upgrades in Missouri if the Transmission Upgrades are not required to support AmerenUE's specific Resource Plans but rather result from other Transmission Upgrade requirements ."

Subsection 10.j. is apparently intended to address the loss of jurisdiction that would occur if ATX or an ATX subsidiary, instead of UE, built and owned new transmission facilities in Missouri as part of the MISO transmission expansion plan.

# Q. How does Subsection 10.J purport to address the loss of jurisdiction That would occur if ATX, instead of UE, builds new transmission facilities IN MISSOURI THAT ARE PART OF THE MISO TRANSMISSION EXPANSION?

A. The "rate treatment" provision applicable to affiliate-built transmission would temporarily mitigate some of the harm resulting from the FERC-tariffed cost recovery associated with Missouri transmission facilities built by ATX, but that mitigation would end in just a few years "with the MoPSC's next order (after its order resolving this docket) respecting Ameren Missouri's participation in the Midwest ISO, another RTO or operation as an ICT." This rate treatment would only mitigate the increased rate impacts from the FERC incentive rate treatments for a very limited period of the depreciable life of the new transmission investments but the harm to customers from the loss of jurisdiction and FERC incentive rates would continue for the life of the transmission assets (up to 50 or 60 years.).

- Q. DID THE STIPULATION AND AGREEMENTS THAT WERE APPROVED BY THE COMMISSION IN CASE NO. EO-2008-0134 AND THE UE MISO PARTICIPATION CASE THAT PRECEDED THAT CASE (CASE NO. EO-2003-0271) PRESERVE THE COMMISSION'S JURISDICTION OVER THE TRANSMISSION COMPONENT OF UE'S BUNDLED RETAIL RATE BY ASSURING THAT THE COMMISSION RETAINS THE AUTHORITY TO SET THE TRANSMISSION COMPONENT OF UE'S RETAIL RATES?
- A. Yes.

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 Q.
 DID THE STIPULATION AND AGREEMENTS THAT WERE APPROVED BY THE

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 COMMISSION IN CASE NOS. EO-2008-0134 AND EO-2003-0271 CONTAIN "RATE

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 TREATMENT" PROVISIONS SIMILAR TO THE PROVISION IN SUBSECTION 10.J. IN ORDER

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 TO MAINTAIN THE COMMISSION'S ABILITY TO SET THE TRANSMISSION COMPONENT OF

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 UE'S RATES FOR SERVING ITS BUNDLED RETAIL LOAD?

A. No. In those prior cases there was never any reason to consider the possibility of UE giving up the rights that it had under the MISO Transmission Owners Agreement to construct and own new transmission facilities in Missouri that are part of the MISO transmission expansion plan. In addition, section 5.3 of the Service Agreement between UE and MISO required UE to "obtain the approval of the MoPSC prior to AmerenUE undertaking the construction of Transmission Upgrades in Missouri if the Transmission

Supplemental Rebuttal Testimony of Ryan Kind Upgrades are not required to support AmerenUE's specific Resource Plans but rather 1 result from other Transmission Upgrade requirements." 2 The reason the limited protections provided by subsection 10.j. are needed at this time is 3 4 because Ameren decided after Case No. EO-2008-0134 that ATX, rather than UE, would 5 construct most new transmission facilities in Missouri. 6 Q. DOES THE AGREEMENT PURPORT TO RETAIN THE COMMISSION'S JURISDICTION OVER 7 THE TRANSMISSION COMPONENT OF THE RATES SET FOR SERVICE TO BUNDLED 8 **RETAIL LOAD?** 9 Yes. Subsection 10.d. of the Agreement includes the statement that: A. 10 If Ameren Missouri is at some point not required to take Transmission Service for Bundled Retail Load under the EMT, then, and in such event, 11 the Service Agreement will terminate concurrently with the point in time 12 13 when Ameren Missouri is no longer required to take Transmission 14 Service for Bundled Retail Load under the EMT, but such termination of the Service Agreement under this subsection d will not affect Ameren 15 Missouri's membership participation status in the Midwest ISO and the 16 MoPSC shall continue to have jurisdiction over the transmission 17 component of the rates set for Bundled Retail Load. [Emphasis 18 added] 19 The statement that I highlighted in the above quote refers to the Commission continuing 20 to have jurisdiction over the transmission component of the rates set for Bundled Retail 21 22 Load so one must assume that all of the signatories to the Agreement believe that the 23 Commission currently has this jurisdiction. THE MISSOURI COMMISSION CURRENTLY HAS JURISDICTION OVER THE 24 Q. IF 25 TRANSMISSION COMPONENT OF THE RATES SET FOR BUNDLED RETAIL LOAD WOULD 26 THERE BE ANY NEED FOR THE "RATE TREATMENT" CONDITION IN SUBSECTION 10.J?

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18 19 A. No. The need for the "rate treatment" condition in subsection 10.j arises from the loss of Commission jurisdiction expected to occur when UE permits ATX to construct and own new transmission facilities in Missouri that are part of the MISO transmission expansion plan.

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 Q.
 APART FROM THE STATEMENT IN SUBSECTION 10.D. OF THE AGREEMENT THAT YOU

 6
 REFERENCED ABOVE REGARDING THE COMMISSION CONTINUING TO HAVE

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 JURISDICTION OVER THE TRANSMISSION COMPONENT OF THE RATES SET FOR

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 BUNDLED RETAIL LOAD, HAS UE EXPRESSED ITS VIEWS ON THIS ASPECT OF

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 COMMISSION JURISDICTION IN OTHER DOCUMENTS?

10A.Yes. UE and MISO entered into the Agreement for the Provision of Transmission11Service to Bundled Retail Load (Service Agreement) on February 19, 2004. The Service12Agreement was Attachment A to the Stipulation and Agreement approved by the13Commission in Case No. EO-2003-0271. The currently effective Service Agreement was14accepted by FERC in an order dated March 25, 2004 in FERC Docket No. ER04-571-00015and contained the following statement in Section 3.1:

...AmerenUE does not concede that FERC has jurisdiction over the transmission component of Bundled Electric Service provided to Bundled Retail Load, and does not voluntarily submit to such jurisdiction.

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 Q. DOES THE AGREEMENT CONTAIN OTHER STATEMENTS SHOWING THAT SOME OR ALL

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 OF THE AGREEMENT SIGNATORIES BELIEVE THE COMMISSION HAS JURISDICTION

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 OVER THE TRANSMISSION COMPONENT OF THE RATES SET FOR BUNDLED RETAIL

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 LOAD WHICH GIVES THE COMMISSION THE ABILITY TO SET THE TRANSMISSION

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 COMPONENT OF UE'S RATES TO SERVE ITS BUNDLED RETAIL LOAD?

Supplemental Rebuttal Testimony of Rvan Kind Yes. Subsections 10.c. and 10.e. of the Agreement contain statements about continuing to 1 A. 2 ensure that the Commission has the ability to set the transmission component of UE's 3 rates to serve its bundled retail load. Subsection 10.c. includes the statement that: Ameren Missouri acknowledges that the Service Agreement's primary 4 function is to ensure that the MoPSC continues to set the transmission 5 component of Ameren Missouri's rates to serve its Bundled Retail Load. 6 7 Subsection 10.e. includes the statement that: 8 The Service Agreement (unless it is terminated pursuant to its terms) is 9 an integral part of the 2011 Stipulation, including the Service Agreement's primary function to ensure that the MoPSC continues to set 10 the transmission component of AmerenUE's rates to serve its Bundled 11 12 Retail Load. 13 Q. DO YOU BELIEVE THAT THE INCLUSION OF THE RATE TREATMENT PROTECTION 14 PROVISION IN SUBSECTION 10.J IS CONSISTENT WITH THE VIEWS OF THE 15 SIGNATORIES EXPRESSED IN THE AGREEMENT THAT THE COMMISSION HAS: (1) JURISDICTION OVER THE TRANSMISSION COMPONENT OF AMERENUE'S RATES TO 16 17 SERVE ITS BUNDLED RETAIL LOAD; AND (2) THE ABILITY TO SET THE TRANSMISSION 18 COMPONENT OF AMERENUE'S RATES? 19 A. No. If the Commission truly retained this jurisdiction and rate-setting capability despite 20 the prospect of ATX building major transmission facilities in Missouri (included in the MISO transmission expansion plan) instead of UE, then there would be no need for the 21 22 limited customer rate protections that are afforded by Subsection 10.j. Subsection 10.j. is 23 essentially a Band-Aid. It is designed to last for just a few years and ignores the harm 24 from the loss of jurisdiction that will last for decades. Q. 25 ASSUME THAT ATX OR ONE OF ITS SUBSIDIARIES CONSTRUCTS AND OWNS TRANSMISSION FACILITIES IN MISSOURI THAT WOULD HAVE OTHERWISE BEEN 26 27 CONSTRUCTED AND OWNED BY UE. HOW WOULD THIS SCENARIO PUT UPWARD

## PRESSURE ON THE TRANSMISSION COMPONENT OF THE BUNDLED RATES FOR SERVING UE'S MISSOURI RETAIL CUSTOMERS?

A. Since UE does not own these facilities, there will be a revenue requirement calculation associated with these facilities for ATX or its subsidiary instead of having the revenue requirement associated with these facilities as part of the UE revenue requirement. When the revenue requirement for these new Missouri transmission facilities is collected on behalf of ATX through formula rates in Attachment O of the MISO tariff, UE customers will arguably be subject to these Attachment O charges in MISO rates for these facilities. These charges will reflect the 12.38% return on equity (ROE) that Ameren transmission assets receive under the MISO tariff instead of the generally lower ROE (by 200 basis points or more) that is part of revenue requirement calculations for UE in Missouri rate cases.

Additional FERC incentives may apply if requested and approved by FERC including the various FERC transmission rate incentives that may be sought pursuant to Section 219 of FERC Order No. 679. These transmission rate incentives include Construction Work in Progress (CWIP), Abandoned Plant Recovery, Hypothetical Capital Structure, recovery on a current basis instead of capitalizing pre-commercial operations expenses, and accelerated depreciation. Ameren Services (on behalf of ATX and other specified Ameren affiliates) submitted a Petition for Declaratory Order for Incentive Rate Treatment on August 2, 2010 in FERC Docket No. EL10-80-000. On May 19, 2011, FERC issued its Order on Transmission Rate Incentives in that docket which approved the request for certain rate incentives for two major transmission projects and denied, without prejudice, the requests pertaining to two other projects.

## Q. WOULD THE RATE TREATMENT PROVISIONS IN SUBSECTION 10.J OF THE AGREEMENT INSURE THAT UE'S MISSOURI RETAIL CUSTOMERS ARE HELD HARMLESS FROM THE

ADVERSE IMPACTS OF ALL INCENTIVE RATE TREATMENTS THAT FERC MAY HAVE APPROVED FOR ATX OR ANOTHER AMEREN AFFILIATE THAT CONSTRUCTS AND OWNS FACILITIES IN MISSOURI THAT ARE PART OF THE MISO TRANSMISSION EXPANSION PLAN?

A. No. First of all, as I previously noted, the rate protections in Subsection 10.j are only effective for a few years, during the time in which the extension of the interim approval for UE to participate in MISO provided for in the Agreement is in effect. Charges that would impact UE's retail customers for the remainder of the life of the transmission assets would not be adjusted pursuant to Subsection 10.j and UE's Missouri ratepayers would still be subject to these charges, inflated by the FERC ROE and possibly additional Transmission Rate Incentives, for the life of the transmission assets.

In addition, the Transmission Rate Incentives that are addressed in Subsection 10.j are limited to the FERC ROE, hypothetical capital structure, and CWIP. The increased charges that could be imposed on UE's Missouri retail customers from other possible FERC Transmission Rate Incentives including Abandoned Plant Recovery, recovery on a current basis instead of capitalizing pre-commercial operations expenses, and accelerated depreciation are not addressed by Subsection 10.j.

The other way that Subsection 10.j falls short of providing full rate protection to UE's Missouri retail customers, even for the limited time that it would be in effect, is the geographical restriction of the rate treatment provisions. The rate treatment provisions are only effective for "facilities located in Ameren Missouri's certificated service territory." This could exclude portions of major transmission upgrades included in MISO's most recent transmission expansion plan such as the Mark Twain project, which according to Ameren's December 8, 2011 press release (See Attachment A) regarding ATX projects that have been approved by MISO, is "preliminarily estimated to cost \$230 million" and

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"will span 89 miles in Missouri of new 345-kilovolt transmission line from the Iowa border to Adair, Mo., on to Palmyra, Mo."

Q. IS THERE AN ALTERNATIVE APPROACH THAT THE AGREEMENT COULD HAVE USED TO PROTECT UE'S MISSOURI RETAIL CUSTOMERS FROM ADVERSE RATE IMPACTS FROM FERC TRANSMISSION RATE INCENTIVES THAT DOES NOT HAVE THE MANY DEFECTS THAT YOU HAVE IDENTIFIED ABOVE REGARDING THE "RATE TREATMENT" PROVISIONS IN SUBSECTION 10.J OF THE AGREEMENT?

A. Yes. A new subsection modeled on the approach used in Subsection 10.c. for "Incentive Adders" could have been included in the Agreement. Just as Subsection 10.c is not limited in time or geographic scope, a new subsection similar to Subsection 10.c could have been included in the Agreement such as the following:

<u>Transmission Rate Incentives.</u> Ameren Missouri acknowledges that the Service Agreement's primary function is to ensure that the MoPSC continues to set the transmission component of Ameren Missouri's rates to serve its Bundled Retail Load. Consistent with Section 3.1 of the Service Agreement and its primary function, to the extent that the FERC offers "Transmission Rate Incentives" pursuant to Section 219 of FERC Order No. 679 as part of the revenue requirement for providing Transmission Service (as that term is defined in the Service Agreement) to wholesale customers within the Ameren zone, such "Transmission Rate Incentives" shall not apply to the transmission component of rates set for Bundled Retail Load by the MoPSC.

A new subsection like the one above would serve to both: (1) provide long-term and comprehensive rate protection to UE's Missouri retail customers; and (2) not diminish the Commission's jurisdiction over the transmission component of the rates set for Bundled Retail Load.

# III. Response to Position of Agreement Signatories in New Subsection 10.i. of the Agreement.

Q. PLEASE ADDRESS THE EXTENT TO WHICH SUBSECTION 10.1. ADDRESSES ANY OF OPC'S "MATERIAL DISAGREEMENTS REGARDING THE APPROPRIATENESS OF EXTENDING THE INTERIM AND CONDITIONAL PERMISSION FOR AMEREN MISSOURI TO PARTICIPATE IN THE MIDWEST ISO."

A. Subsection 10.i. provides for an "investigatory docket" for the purpose of investigating "plans during the next 10 years for Ameren or another Ameren affiliate to build transmission in Ameren Missouri's service territory." This subsection appears to be designed to address questions raised by the parties and the Commission about the plans for ATX to build transmission facilities in Missouri that were expected to have been built by UE prior to the new development of Ameren determining that it was instead seeking to have ATX or its subsidiaries build most of the large transmission projects included in MISO transmission expansion plans.

While an investigatory docket of this type may serve some purpose, especially given the attempts of UE to limit access to information related to ATX's plans during this case, OPC would not expect the docket to accomplish very much. The first issue that we have with this subsection is that it is poorly drafted. The subsection begins by creating a new term to refer collectively to UE and ATX. Unfortunately this new term creates unnecessary confusion by using the term "Ameren", which is more commonly the name of the holding company that owns and controls UE and ATX. The subsection also includes commitments that UE has made on behalf of ATX which are of questionable value since ATX is not a signatory to the Agreement. The only substantial commitments made in the subsection are UE's commitments that ATX would agree to participate and not be overly obstructive in its responses to discovery requests.

#### Q. 1 DOES PUBLIC COUNSEL BELIEVE THAT THE COMMITMENTS THAT UE HAS MADE ON 2 BEHALF OF ATX TO BE RESPONSIVE TO DISCOVERY REQUESTS ARE WORTHWHILE? 3 A. Absolutely not. The commitments that UE makes here are largely the same commitments 4 that UE made to this Commission when it merged with Central Illinois Public Service 5 Company and restructured to create the Ameren Corporation as its parent holding 6 company in Case No. EM 96-149. In that case, the Commission approved a Stipulation 7 and Agreement wherein UE agreed that "UE, Ameren, and any affiliate or subsidiary 8 thereof would continue voluntary and cooperative discovery practices." Despite that 9 agreement, UE has consistently been much more adversarial and uncooperative in its 10 discovery practices than any other regulated utility since the time in 1997 when UE made 11 that commitment in Case No. EM 96-149. If, during this case, UE had practiced the 12 "voluntary and cooperative" discovery practices that it committed to in the 1997 case, 13 there would probably be no need for an investigatory docket. Q. 14 AT LINE 5 ON PAGE 16 OF YOUR REBUTTAL TESTIMONY YOU INDICATED THAT UE HAD 15 OBJECTED TO OPC DR NOS. 2006 AND 2007 WHICH REQUESTED UE TO PROVIDE

 16
 STRATEGIC/BUSINESS PLANS FOR AMEREN AND ATX PERTAINING TO THE PLANNING,

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 CONSTRUCTION, OPERATION, OR MAINTENANCE OF EXISTING OR POSSIBLE FUTURE

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 TRANSMISSION FACILITIES IN MISSOURI. HAS OPC BEEN ABLE TO RECEIVE ANY OF

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 THAT REQUESTED INFORMATION?

A. Yes, several weeks after the filing of my surrebuttal testimony in this case, UE provided a
 copy of the Ameren Transmission Company March 25, 2010 Business Plan (ATX Plan)
 in response to OPC DR No. 2007. The 43 page ATX Plan and the cover sheet for UE's
 DR response is included in Attachment B.

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	Supplemental Rebuttal Testimony of Ryan Kind
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8	Q.	HAVE ANY MISSOURI COMMISSIONERS PUBLICLY EXPRESSED THEIR VIEWS ABOUT
9		FERC'S ENHANCED TRANSMISSION RATE INCENTIVES AND THE IMPACT THEY MAY
10		HAVE ON UTILITY TRANSMISSION PLANS AND RATES PAID BY UTILITY CONSUMERS?
11	А.	Yes. This topic raises concerns for Commissioners from a number of states, including
12		Missouri. Former Commissioner Jeff Davis presented his views on this subject in an
13		article that appeared in the November 1, 2010 edition of Transmission and Distribution
14		World. His article was titled "Consumers Get the Shaft" (See Attachment C) and
15		included the following paragraphs:
16 17 18 19 20		The great transmission gold rush is on. From the Southwest to the Midwest, anyone remotely connected to the electric business is hanging out their shingle as a transmission builder and rushing to claim a piece of the transmission gold mine the Federal Energy Regulatory Commission (FERC) has created. And who can blame them?
21		•••
22 23 24 25 26 27 28 29 30 31 32	13	Once approved, you can get construction work in progress financing to lower your borrowing costs. Transmission builders can get 100% of their costs capitalized, guaranteed cost recovery for pretty much all their expenses, little or no regulatory oversight on costs and cost-overruns, as well as a hypothetical capital structure to combine with a 13% to 14% return on equity for their projects. All you have to do is complete the project. If that. This begs the question: If you have guaranteed cost recovery and a profit margin, do you really need more incentive? Consumers are going to end up shelling out billions of dollars more than traditional rate-of-return regulation so transmission owners can develop hundreds of millions of dollars in assets they don't even have to operate.

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FERC's repudiation of the "beneficiaries pay" doctrine along with all the "candy" incentives they are offering have created a modern-day gold rush to the transmission sector. Unfortunately, all the gold in this mine winds up in the hands of the transmission owners who get paid handsomely to build assets they end up owning. Consumers won't even realize they have gotten "the shaft" until a few years from now when their electric bills start going up to pay for these projects. The more these projects get rolled into rates, the madder those consumers are going to get. And who can blame them? If FERC has its way, we'll all be spending the next 30 years depositing our gold into someone else's mine. All we get is the shaft.

. . .

### Q. DO YOU HAVE ANY ADDITIONAL REMARKS PERTAINING TO THE "INVESTIGATORY DOCKET" IN SUBSECTION 10.I. THAT THE SIGNATORIES SUPPORT AS PART OF THE **AGREEMENT?**

A. 16 Yes. For such a docket to have any value, it should evaluate possible negative impacts on 17 UE's ratepayers from both (1) the attempts of Ameren and its affiliates to have ATX 18 build most new major transmission facilities in Missouri that have been approved in the MISO transmission expansion plan under a range of scenarios including one where the 20 Commission loses its authority to determine the transmission component of the bundled retail rates charged to UE's retail customers; and (2) the development/imposition of a 22 PJM-type capacity market in MISO under a range of scenarios including: (a) the absence 23 of opt out and self-scheduling provisions and; (b) a range of capacity excess or capacity 24 shortfall positions for UE over the next ten to twenty years.

## Q. WILL IT BE POSSIBLE TO EFFECTIVELY ADDRESS THESE IMPORTANT ISSUES AS PART OF THE TERMS AND CONDITIONS THAT ARE SPECIFIED IN SUBSECTION 10.I. FOR THE "INVESTIGATORY DOCKET"?

A. No. UE and ATX have not agreed to cooperate in performing the quantitative modeling necessary to perform the type of evaluations described in my prior answer. In fact,

	Suppl Ryan	emental Rebuttal Testimony of Kind
1		Subsection 10.i. in the Agreement specifies that UE and ATX will not be required to
2		participate in performing these types of evaluations because that subsection limits the
3		scope of issues to be addressed in the docket by stating that:
4 5 6		The purpose of such investigatory docket shall be to investigate plans during the next 10 years for Ameren or another Ameren affiliate to build transmission in Ameren Missouri's service territory.
7		The above language relieves UE and ATX of any obligations to evaluate the impact of
8		newly developed or proposed MISO capacity markets on UE customers. In addition,
9		Subsection 10.i. relieves UE and ATX of the obligation to perform any new analysis as
10		part of this docket by stating:
11 12 13 14 15		By agreeing to participate in the docket Ameren is not waiving any applicable privilege and reserves the right to object if a discovery request asks for opinions (not facts or existing data), asks for legal conclusions, asks Ameren to perform analyses that do not already exist, or is vague, unduly burdensome, or overly broad.
16		The above language would relieve UE and ATX of any obligation to perform an
17		evaluation of the possible impacts on UE's customers related to the attempts of Ameren
18		and its affiliates to have ATX build the majority of major new transmission facilities in
19		Missouri that have been approved in the MISO transmission expansion plan under a
20		range of scenarios as more fully described above.
21	III. R	esponse to Position of Agreement Signatories in New Subsection
22	10.a.	of the Agreement.
23	Q.	PLEASE ADDRESS THE EXTENT TO WHICH SUBSECTION 10.A. ADDRESSES ANY OF
24		OPC'S MATERIAL DISAGREEMENTS.
25	А.	While not entirely clear, subsection 10.a. appears to be designed to address concerns that
26		several parties in this case have expressed about possible adverse impacts from a new
27		MISO-run capacity market that would become part of the MISO Resource Adequacy

construct. While a condition like the one sketched in subsection 10.a. could be helpful in addressing some of the concerns of parties to this case, it does not address the broader remaining disagreement that OPC has with extending the interim and conditional permission for Ameren Missouri to participate in the MISO. This broader concern stems from UE being represented at MISO by individuals from Ameren Services who are simultaneously representing the interests of other Ameren affiliates. These other Ameren affiliates have a diverse set of interests in how MISO plans and operates the regional transmission grid and regional wholesale power markets that are often in conflict with the interests of UE and its customers.

The Ameren Services personnel who represent the views of all the Ameren affiliates cannot adequately represent the unique interests of UE and its customers. MISO decided to move towards mandatory PJM type capacity markets despite the opposing views of most of its customers, public interest representatives, state consumer advocates, and state regulators. On the other hand, the Ameren affiliates were consistently supportive of moving towards mandatory PJM-type capacity markets. Since Ameren is MISO's largest transmission owner, not to mention a vital connection for making Entergy's membership in MISO feasible, the views of the various Ameren affiliates (including UE, Ameren Illinois, Ameren Corporation, ATX, Ameren Energy Marketing, Ameren Energy Generating, Ameren Energy Resources, and Ameren Energy Resources Generating) were surely given substantial weight in policy determinations made at the MISO.

From OPC's perspective, the proposed movement towards PJM type capacity markets in MISO, which appears to be the major new development that subsection 10.a. of the Agreement is intended to address, is one of the problems resulting from not having separate UE representation at MISO. As Public Counsel indicated in its position statement filed on November 17, 2011, the best way to address this problem would be for the Commission to take an approach similar to the approach that the Arkansas

Commission recently took Docket No. 10-011-U, Order No. 54, issued October 28, 2011.<sup>1</sup> The Arkansas Commission required, among other similar conditions: "Participation as an independent, separate member on a single entity basis from the OpCos [other Entergy operating companies] or any other entity, including signing the TOA [Transmission Owners Agreement] on its own and, if needed, seeking a waiver from FERC or any other necessary regulatory body to allow EAI [Entergy Arkansas] to join an RTO on a separate basis, and remain a member on a separate basis from the OpCos...." OPC recommends that the Missouri Commission take a similar approach and require UE to become a separate signatory to the MISO Transmission Owner's Agreement so that it can more effectively advocate its unique interests at MISO.

#### Q. PLEASE BRIEFLY SUMMARIZE YOUR SUPPLEMENTAL REBUTTAL TESTIMONY.

A. The signatories of the Agreement have asserted that Public Counsel's rebuttal and surrebuttal testimony does not indicate that OPC has any "material disagreements regarding the appropriateness of extending the interim and conditional permission for Ameren Missouri to participate in the Midwest ISO". The signatories to the Agreement have totally mischaracterized Public Counsel's positions with this assertion, for the reasons described above.

#### 

### Q. DOES THIS CONCLUDE YOUR SUPPLEMENTAL REBUTTAL TESTIMONY?

A. Yes.

<sup>1</sup> <u>http://www.apscservices.info/pdf/10/10-011-u\_655\_1.pdf</u>



Print Page | Close Window

# Financial news release

#### Ameren Transmission Company projects receive MISO approval

ATX moving forward to improve transmission system and create jobs

ST. LOUIS, Dec. 8, 2011 /PRNewswire via COMTEX/ --

Ameren Transmission Company (ATX), a wholly owned subsidiary of Ameren Corporation (NYSE: AEE), will begin work on expansion plans to invest an estimated \$1.3 billion over 10 years. The Midwest Independent Transmission System Operator (MISO) announced earlier today that its Board had approved its Transmission Expansion Plan 2011 (MTEP11), which includes the ATX projects.

According to MISO, the total investment for all of the MTEP11 projects is expected to be \$6.5 billion over 10 years, including \$5.1 billion with respect to 16 multi-value projects (MVPs). Three of those approved MVPs are the ATX projects.

The ATX projects approved by MISO's board are a part of the Grand Rivers projects, consisting of the Illinois Rivers and Spoon River transmission line projects in Illinois and Mark Twain transmission line project in Missouri. These projects address regional transmission needs as well as public policy goals. These projects also increase stakeholder value across the MISO footprint. A robust, regional transmission system enhances competition in power markets and increases consumer access to least-cost generation, regardless of fuel type.

"ATX is pleased to work with MISO to bring much needed transmission expansion and increased access to renewable energy to our region. MISO's approval is an important step for ATX to move forward with the Grand Rivers projects," said Maureen Borkowski, president and CEO, ATX. "These projects will not only benefit Midwest customers, but also create thousands of construction, supplier and other jobs which are so important to our economy today."

The ATX projects approved today by the MISO board consist of:

The Illinois Rivers project, preliminarily estimated to cost \$860 million, will span 331 miles with a new 345-kilovolt transmission line, crossing the Mississippi River near Quincy, Ill., continuing east across Illinois to the Indiana border. Key benefits include improved power transfer capability in the region and delivery and integration of renewable generation.

The Spoon River project in Illinois, preliminarily estimated to cost \$180 million, will span 70 miles of new 345-kilovolt transmission line from Oak Grove to Galesburg, III., continuing near Peoria, III. Key benefits include improved reliability in the northwestern Illinois area and integration of renewable generation.

The Mark Twain project in Missouri, preliminarily estimated to cost \$230 million, will span 89 miles in Missouri of new 345-kilovolt transmission line from the Iowa border to Adair, Mo., on to Palmyra, Mo. Key benefits include enhanced ability to import power from the upper Midwest and delivery and integration of renewable generation.

MISO is a regional organization serving a 12-state region, including the service territories of the Ameren utilities. MTEP11 is MISO's comprehensive long-term regional plan for the Midwest electric grid that meets the reliability, policy and economic needs of the region, and provides benefits of an economically efficient energy market to MISO stakeholders.

ATX was formed in August 2010 to develop regional transmission projects within the Ameren companies' 64,000-square-mile service territory and throughout the region.

#### Forward-looking Statements

Statements in this release not based on historical facts are considered "forward-looking" and, accordingly, involve risks and uncertainties that could cause actual results to differ materially from those discussed. Although such forward-looking statements have been made in good faith and are based on reasonable assumptions, there is no assurance that the expected results will be achieved. These statements include (without limitation) statements as to future expectations, beliefs, plans, strategies, objectives, events, conditions, and financial performance. In connection with the "safe harbor" provisions of the Private Securities Litigation Reform Act of 1995, we are providing this cautionary statement to identify important factors that could cause actual results to differ materially from those anticipated. The following factors, in addition to those discussed under Risk Factors in Ameren's Form 10-K for the year ended December 31, 2010, and elsewhere in this release and in our other filings with the Securities and Exchange Commission, could cause actual results to differ materially from management expectations suggested in such forward-looking statements:

Attachment A 1 of 2

- regulatory, judicial, or legislative actions, including changes in regulatory policies and ratemaking determinations, and future regulatory, judicial, or legislative actions that seek to change regulatory recovery mechanisms;
- · changes in laws and other governmental actions, including monetary, fiscal, and tax policies;
- · the effects of increased competition in the future;
- the effects on demand for our services resulting from technological advances, including advances in energy efficiency and distributed generation sources, which generate electricity at the site of consumption;
- increasing capital expenditure and operating expense requirements and our ability to recover these costs through our regulatory frameworks;
- the effects of our and other members' participation in, or potential withdrawal from, MISO and the effects of new members joining MISO;
- · business and economic conditions, including their impact on interest rates, and demand for our products;
- disruptions of the capital markets or other events that make our access to necessary capital, including short-term credit and liquidity, impossible, more difficult, or more costly;
- · our assessment of our liquidity;
- · actions of credit rating agencies and the effects of such actions;
- · transmission and distribution asset construction, installation, performance, and cost recovery;
- · the effects of strategic initiatives, including mergers, acquisitions and divestitures;
- the impact of current environmental regulations on utilities and power generating companies and the expectation that new or more stringent requirements, including those related to greenhouse gases, other emissions, and energy efficiency, will be enacted over time, which could increase our costs, reduce our customers' demand for electricity or natural gas, or otherwise have a negative financial effect;
- · the impact of complying with renewable energy portfolio requirements in Missouri;
- · legal and administrative proceedings.

Given these uncertainties, undue reliance should not be placed on these forward-looking statements. Except to the extent required by the federal securities laws, we undertake no obligation to update or revise publicly any forward-looking statements to reflect new information or future events.

With assets of \$23 billion, St. Louis-based Ameren Corporation owns a diverse mix of electric generating plants strategically located in our Midwest market, with a generating capacity of more than 16,500 megawatts. Through our Missouri and Illinois subsidiaries, we serve 2.4 million electric customers and nearly 1 million natural gas customers in a 64,000-square-mile area. Our mission is to meet their energy needs in a safe, reliable, efficient and environmentally-responsible manner. For more information, visit Ameren.com.

SOURCE Ameren Corporation

Attachment A 2 of 2 Attachment has been deemed "Highly Confidential" in its entirety.



# **Consumers Get the Shaft**

Nov 1, 2010 12:00 PM By Jeff Davis, Missouri Public Service Commission

The great transmission gold rush is on. From the Southwest to the Midwest, anyone remotely connected to the electric business is hanging out their shingle as a transmission builder and rushing to claim a piece of the transmission gold mine the Federal Energy Regulatory Commission (FERC) has created. And who can blame them?

Under the new transmission cost-allocation scheme FERC approved for the Southwestern Power Pool (SPP), there's virtually no risk and the sky's the limit in terms of financial reward. To get started, all you need is an Etch A Sketch for drawing lines across the map, a cost-benefit analysis demonstrating more benefits than costs and the right people to get your project approved by the relevant transmission authority.

Once approved, you can get construction work in progress financing to lower your borrowing costs. Transmission builders can get 100% of their costs capitalized, guaranteed cost recovery for pretty much all their expenses, little or no regulatory oversight on costs and cost-overruns, as well as a hypothetical capital structure to combine with a 13% to 14% return on equity for their projects. All you have to do is complete the project. If that. This begs the question: If you have guaranteed cost recovery and a profit margin, do you really need more incentive? Consumers are going to end up shelling out billions of dollars more than traditional rate-of-return regulation so transmission owners can develop hundreds of millions of dollars in assets they don't even have to operate.

ancing to lower<br/>their costs<br/>expenses, little<br/>as a<br/>eturn on equity<br/>that. This begs<br/>it margin, do<br/>up shelling out<br/>n so<br/>ars in assets<u>BC Hydro Goes Live with<br/>Itron s MDM System for SAP<br/>Utility AMI Solutions<br/>FirstEnergy's Paperless<br/>Option Offers Convenience to<br/>Electric Utility Customers<br/>Glen Canyon Corp. to Provide<br/>Low-Cost Smart Meters and<br/>Advanced Metering<br/>Infrastructure<br/>>>More from this sectionancing to lower<br/>their costs</u>

America

It's true this country hasn't built much transmission in a quarter century or more, but FERC's transmission frenzy isn't just about revitalizing the grid or enhancing an aging infrastructure. FERC's been angling to deregulate electric sales ever since Enron convinced them it was a good idea more than a decade ago. Competitive electricity markets require a robust grid, but the real culprits for driving new transmission costs are states adopting renewable energy standards.

Since many of the best wind locations are in sparsely populated Midwestern states without any transmission infrastructure or the customer base to support new construction, it's easy to see why those states have become champions of the "we're all beneficiaries" model of cost allocation.

Earlier this year SPP became the darling of FERC by proposing its new "highway/byway" cost-allocation methodology — one that forces everyone to pay for everything 300 kV and larger regardless of the benefits they receive. One has to wonder if FERC even bothered to look at the evidence before approving SPP's

Attachment C

Smart

Customer/

Smart Meter

PG&E Completes Stadium Electrical Improvements,

Testing to Ensure Candlestick

Park Ready for Playoff Game

Completes Smart Metering Implementation in Latin

El Ctrica de Guayaquil

cost-allocation methodology on June 17, 2010, less than two months after SPP filed its tariff changes.

If there were any questions about FERC's impartiality, they should have been laid to rest when FERC issued a Notice of Proposed Rulemaking (NOPR) covering the cost-allocation issue during the same meeting. Sure, the purpose of a NOPR is to give everyone notice and the opportunity to be heard, but what FERC is really saying to opponents of their cost-allocation scheme can best be summed up by a quote from the movie *Silverado*: "We're going to give you a fair trial, followed by a first-class hanging."

What about benefits? Reliability, synergies from having one control area, cost savings, cheaper electricity? Sure, there are benefits, but what if your utility never had any problems? Or you were one of those utilities that voluntarily agreed to join a regional transmission authority to get your merger approved? All we have is the assertion that rates are cheaper than they would be otherwise because most of the results aren't measurable. Under the new model, members or transmission owners end up owning the assets and claiming the benefits. The bill goes to the customers, and what a bill it's going to be.

Customers in the SPP footprint are facing at least \$7 billion, if not \$10 billion or more worth of large-scale transmission construction over the next two decades — that's not even covering all seven states. These estimates exclude the costs of any new projects being built to export wind as well as the underlying upgrades needed for more wind development. More importantly, there's no accounting for what will happen to customers' bills when it comes time to calculate all of the incentives with interest, taxes, depreciation and amortization.

FERC's repudiation of the "beneficiaries pay" doctrine along with all the "candy" incentives they are offering have created a modern-day gold rush to the transmission sector. Unfortunately, all the gold in this mine winds up in the hands of the transmission owners who get paid handsomely to build assets they end up owning. Consumers won't even realize they have gotten "the shaft" until a few years from now when their electric bills start going up to pay for these projects. The more these projects get rolled into rates, the madder those consumers are going to get. And who can blame them? If FERC has its way, we'll all be spending the next 30 years depositing our gold into someone else's mine. All we get is the shaft.

Jeff Davis (jeff.davis@psc.mo.gov) is a Missouri Public Service commissioner and chairman of the Regional State Committee for the Southwest Power Pool states.

Find this article at: http://www.tdworld.com/customer\_service/ferc-transmission-cost-allocation-20101101/index.html

Check the box to include the list of links referenced in the article.

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