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**Before the Public Service Commission
of the State of Missouri**

Direct Testimony

of

Dmitry Balashov

on behalf of

The Empire District Electric Company d/b/a Liberty

November 6, 2024



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THE EMPIRE DISTRICT ELECTRIC COMPANY D/B/A LIBERTY
BEFORE THE MISSOURI PUBLIC SERVICE COMMISSION
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1 **I. INTRODUCTION**

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

3 A. My name is Dmitry Balashov, and my business address is 354 Davis Road, Oakville,
4 Ontario, Canada.

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

6 A. I am employed by Liberty Utilities (Canada) Corp. (“Liberty Canada”) as a Senior
7 Director, Grid Modernization. In this capacity I support evaluation and adoption of
8 emerging customer and utility side distribution technologies, work to expand the
9 application of modern asset management tools and principles on conventional
10 distribution plant, and oversee advanced metering strategy across Liberty’s affiliates
11 across the United States. In recent years, I also led preparation of multiple infrastructure
12 grant applications to the U.S. Department of Energy (“DOE”) under the Grid Resilience
13 and Innovation Partnerships (“GRIP”) program arising from the bipartisan
14 Infrastructure Investment and Jobs Act, 2021 (“IIJA”) legislation.

15 In performing my duties, I work closely with local engineering, planning,
16 operations, program delivery, and regulatory subject matter experts, including
17 employees supporting the electric operations of The Empire District Electric Company
18 d/b/a Liberty (“Liberty” or the “Company”) in Missouri.

19 **Q. On whose behalf are you testifying in this proceeding?**

20 A. I am testifying on behalf of Liberty.

21 **Q. Please describe your educational and professional background.**

1 A. I hold a bachelor's degree in political science from the University of British Columbia
2 in Vancouver, BC, Canada, which I completed in 2005. I also obtained a master's
3 degree in public administration with concentration in energy policy from Queen's
4 University in Kingston, ON, Canada, completed in 2008. Finally, I hold an Executive
5 Master of Business Administration degree from the Rotman School of Management at
6 the University of Toronto, ON, Canada, which I completed in 2018.

7 I started my career in the electric industry in 2007 at the Transmission and
8 Distribution Policy Division of Ontario, Canada's Ministry of Energy, where I held
9 several advisory positions in support of electrical infrastructure planning and regulatory
10 policy matters. Between 2013 and 2017 I was employed by Toronto Hydro Electric
11 System Limited – Canada's largest urban distribution utility at the time – where I
12 worked as a Lead of Process and Analytics. My position primarily entailed identifying,
13 obtaining regulatory approval for, and implementing a variety of operations and capital
14 planning and asset management initiatives aimed at enhancing system reliability and
15 labor and capital productivity.

16 Between January 2017 and February 2021, I worked as a Director of Utility
17 Strategy and Economic Regulation at METSCO Energy Solutions Inc., a utility sector
18 engineering and asset management consultancy. My primary area of responsibility was
19 development of risk-based asset management plans that helped transmission and
20 distribution utilities identify, pace, and prioritize the highest-value capital projects and
21 maintenance program enhancements based on objective quantitative analysis of asset
22 health, connectivity, and reliability performance. I joined Liberty in February 2021 as
23 a Senior Director of Policy and Strategy and transitioned to my current role of Senior
24 Director of Grid Modernization in early 2022.

1 **Q. Have you previously testified before the Missouri Public Service Commission**
2 **(“Commission”)?**

3 A. I have not. However, I represented Liberty and closely collaborated with Commission
4 Staff, the Missouri Office of the Public Counsel (“OPC”), and other participants in the
5 Company’s 2020 Transportation Electrification Pilot Program application (ET-2020-
6 0390).

7 **Q. Have you testified in other regulatory jurisdictions?**

8 A. Yes, I testified on behalf of Liberty’s affiliates before the Kentucky Public Service
9 Commission and the New Hampshire Public Utilities Commission. I also submitted
10 written testimony to several Canadian utility sector regulators, including the Ontario
11 Energy Board, the Manitoba Public Utilities Board, and the Alberta Utilities
12 Commission.

13 **Q. What is the purpose of your direct testimony?**

14 A. I provide updates on several facets of Liberty’s Grid Modernization work that directly
15 arose from its settlement commitments from its last rate application (Case No. ER-
16 2021-0312) and the aforementioned Transportation Electrification docket (Case No.
17 ET-2020-0390). I also provide an update on the Company’s activities pertaining to the
18 DOE’s GRIP program grant applications, a process in which the Company has been
19 very active over the last 21 months. More specifically, my testimony provides updates
20 on the following matters:

- 21 • Voltage Optimization Study
- 22 • Value of Lost Load Study
- 23 • Cost-Benefit Analysis for Projects Over \$1M
- 24 • The Transportation Electrification Pilot Program

- 1 • The DOE GRIP Program
- 2 • Changes to the Company’s Missouri Emergency Conservation Plan tariff

3 **II. VOLTAGE OPTIMIZATION STUDY UPDATE**

4 **Q. What is the background of the Voltage Optimization (“VOPT”) study?**

5 A. The VOPT study was among the terms of Liberty’s Fourth Partial Stipulation and
6 Agreement in Case No. ER-2021-0312. The specific language pertaining to this item
7 is:

8 Empire will issue a request for proposals for an independent, third-party
9 consultant to conduct a study in calendar year 2022 of its distribution
10 system designed to gauge the costs and benefits of a voltage
11 optimization program in Empire’s service territory. Empire will meet
12 with Staff and OPC to discuss the RFP responses and possible next
13 steps.¹

14 The primary impetus for the study was the OPC’s interest to explore whether or to what
15 extent the Company’s distribution circuits may be operating at a higher than optimal
16 voltage level, and if so, whether the introduction of additional voltage optimization
17 equipment (beyond the existing capacitor banks and their current settings) could lead
18 to higher energy conservation, lower customer bills, and higher distribution system
19 efficiency.² The Company saw merit in proceeding with the study, provided it was
20 carried out efficiently and resulted in incremental insights and opportunities to capture
21 more field equipment data that we would use to further expand our risk-based planning
22 capabilities discussed in the section of my testimony dedicated to cost-benefit-analysis
23 frameworks. Of particular interest for the Company in the context of this exercise was
24 collecting and verifying existing data related to the distribution conductor health and
25 rating demographics, which will become increasingly critical for system planning and

¹ ER-2021-0312, Fourth Partial Stipulation and Agreement, p.2, February 05, 2022.

² ER-2021-0312, Rebuttal Testimony of Geoff Marke, pp. 34-35, December 20, 2021.

1 load flow simulation as the penetration of distributed energy resources (“DERs”)
2 continues to grow over time.

3 **Q. Did the Company fulfill its settlement commitments pertaining to the VOPT**
4 **study?**

5 A. Yes. The Company issued a request for the expression of interest (“RFEI”), which is
6 equivalent to a request for proposals (“RFP”), on the VOPT study to eleven North
7 American engineering firms and received five responses confirming interest. The
8 Company provided a copy of the RFEI and the contents of bidder response packages
9 to OPC and Staff during a meeting on September 27, 2022. After the meeting, the
10 parties agreed that 1898 & Co. (a consulting arm of Burns & McDonnell) was the
11 preferred bidder. The Company engaged 1898 & Co., and the work began in late 2022,
12 continued through 2023, and concluded in 2024. The resulting study report is attached
13 to my testimony as **Direct Schedule DB-1**.

14 **Q. Please describe the study’s scope and key analytical steps.**

15 A. Because the Company’s distribution system consists of over 300 feeders, the local
16 subject matter experts (“SMEs”) from the Planning, Engineering, and Operations
17 departments selected a representative sample of seven feeders that would undergo the
18 detailed study. In selecting the sample, the SMEs sought to reflect a mix of customer
19 classes, customer density (e.g. more urban vs. rural), service types (e.g. overhead and
20 underground), and circuit lengths that capture the diversity of the Company’s expansive
21 distribution grid.

22 The Company informed 1898 & Co. of the selected sample and provided it with
23 available GIS asset records, feeder-connected load data, hourly substation transformer
24 loading, and feeder-specific loading information. As a first step, the consultant

1 performed feeder walk-downs and detailed visual inspections to verify the available
2 information on feeder equipment ratings and fill any data gaps. Upon completing the
3 feeder walkdowns, 1898 & Co. developed detailed feeder models using a load flow
4 simulation software that integrated all the data it obtained from the Company or
5 collected in the field.

6 The models then examined the current state of feeders' operating characteristics
7 including secondary voltage variation along the feeder, power factor ranges, and phase
8 balancing. Existing capacitor bank placement and operational settings were accounted
9 for in this analysis to quantify their impact on existing voltage regulation and power
10 factor control. Where interim VOPT results suggested that some degree of power factor
11 adjustment could be feasible or desirable relative to the starting assumptions, 1898 &
12 Co. developed and modelled hypothetical system enhancements, such as adding or
13 relocating new capacitor banks or changing bank control algorithms at locations as
14 specific as individual poles.

15 As a final step in the study, the consultant performed a cost-benefit analysis
16 exercise to determine the net economic value of incremental hypothetical system
17 enhancements modelled in the previous step. The hypothetical power factor efficiency
18 gains or improvements to voltage regulation were monetized and evaluated against the
19 estimated costs of attaining them using discounted cashflow ("DCF") analysis. The
20 study presented the results of this work also discussing the directional implications of
21 its findings system-wide.

22 **Q. What does the study conclude?**

23 A. The study found no systemic issues with the representative sample of seven feeders
24 that were studied in detail and concludes that the theoretical equipment enhancements

1 that it explores would offer little to no customer value. While some enhancements
2 could be feasible and beneficial from a purely technical perspective, their value
3 proposition is notably diminished by the estimated cost of equipment modifications
4 that would be required to obtain them.

5 **Q. What conclusions can be made from the VOPT study with respect to voltage issues**
6 **on the Company's system overall?**

7 A. Consistent with 1898 & Co.'s observations in the report, the Company acknowledges
8 that voltage analysis is a highly location-specific exercise, which makes it challenging
9 to generalize. This is because feeder-specific factors like number, size, peak allocation
10 share and types of customer loads (e.g. resistive, inductive, capacitive), distances
11 between loads, default equipment ratings, and number of phases, can create unique
12 considerations in each case. As such, the study does not provide a basis to conclude
13 that there are no individual improvement opportunities across the Company's 300+
14 distribution feeders. However, it is notable that 1898 & Co.'s study has neither
15 identified any significant opportunities for customer savings, nor encountered any
16 systemic issues (i.e. presence of results across feeders that would indicate a broader
17 consistent pattern of under-performance) in their analysis of Liberty's feeders. While
18 further examination is certainly possible, nothing in the study's results gives us grounds
19 to suspect that current Company standards or the actual performance of voltage support
20 devices in the field warrant broader and deeper reassessment than what occurs in the
21 context of regularly scheduled activities.

1 **III. VALUE OF LOST LOAD STUDY UPDATE**

2 **Q. What is the background of the Value of Lost Load (“VOLL”) study?**

3 A. The VOLL study was another commitment agreed upon between the Company and the
4 other parties to the Fourth Partial Stipulation and Agreement in Case No. ER-2021-
5 0312:

6 Empire, in consultation with Staff and OPC, will engage a consultant to
7 develop a Value of Lost Load (“VOLL”) study. Empire will issue a
8 competitive request for proposal. Staff and OPC will have input on the
9 selection of the consultant and the scope and timing of the study. Empire
10 will be allowed to recover the costs of the study. Staff, OPC, and
11 Empire, jointly, may elect not to pursue a VOLL study in the event the
12 cost outweighs the expected benefits of such a study. When the study is
13 complete, the Signatories may recommend to the Commission changes
14 to Empire’s tariff they believe are supported by the study’s results. The
15 Signatories also agree that Empire will immediately begin a review of
16 its Emergency Conservation Plan and determine if any enhancements or
17 improvements would be beneficial. Following that review, Empire will
18 make a filing with the Commission proposing tariff changes or stating
19 that Empire believes no such changes are needed.³

20 **Q. What is a VOLL study?**

21 A. A VOLL study is a rigorous econometric analysis of interview responses from a large
22 sample of electric customers of every type – from residential to industrial – that
23 attempts to quantify the economic cost customers incur due to electric service
24 interruptions under a variety of scenarios (e.g., different seasons, interruption
25 durations, or other scenario-specific circumstances contemplated in the study).

26 **Q. What is the status of the VOLL study?**

27 A. Consistent with the terms of the Stipulation, the Company issued an RFEI to four
28 consulting firms that our initial research indicated had the requisite capabilities to
29 complete a study this methodologically nuanced, quantitatively and logistically

³ ER-2021-0312, Fourth Partial Stipulation and Agreement, p.3, February 05, 2022.

1 complex, and voluminous. Three of the vendors returned their bids, which the
2 Company subsequently shared with Staff and OPC. As with the VOPT, the parties
3 agreed on the preferred bidder, a collaboration between Resource Innovations Inc.
4 (formerly Nexant) and Lawrence Berkeley National Laboratory (“Berkeley Lab”).

5 **Q. What was the significance in selecting this vendor?**

6 A. Resource Innovations Inc. (“RII”) and Berkeley Lab developed the original
7 Interruption Cost Estimate (“ICE”) Calculator endorsed by the United States
8 Department of Energy, which has been publicly available and relied upon for many
9 years.⁴ Currently, the Edison Electric Institute (“EEI”) has partnered with RII and
10 Berkeley Lab to conduct a comprehensive update of the ICE calculator by deploying
11 renewed surveys across the United States. By joining this initiative, the Company is
12 contributing to an important energy industry research endeavor on a national scale.
13 Liberty learned after meeting with Berkeley Lab representatives that there was no
14 Midwest representation in the initiative until their declaration of interest. Along with
15 the Company, Evergy Missouri and Ameren Missouri also joined the initiative.
16 Midwestern utility participation is critical because the original ICE calculator was not
17 based on any Midwestern data.

18 **Q. Is there anything else notable about the VOLL study?**

19 A. Yes. VOLL studies are very expensive, with the initial amount quoted to each of the
20 three Missouri utilities being \$800,000. While the study’s objectives were of great
21 interest to all three Missouri utilities, the cost was a significant concern, especially
22 because there was no clear consensus among stakeholders as to how the VOLL studies’
23 results would be used and what conclusions could be drawn from their results at the

⁴ <https://icecalculator.com/home>, accessed 03/20/24.

1 outset. Given that VOLL studies involve a large volume of survey work, financial
2 document review, and econometric analysis of each utility's sample of customers, the
3 utilities learned that there were few economies of scale or scope that would materially
4 reduce the cost even with all Missouri IOUs participating in the study at the same time.

5 That notwithstanding, OPC was instrumental in negotiating the cost per study
6 down to \$600,000 per study. However, even with that reduction, the IOUs' consensus
7 view was that the price tag was challenging to justify despite the universal interest in
8 exploring the associated insights.

9 **Q. What steps did the Company take to help resolve this issue?**

10 A. The Company suggested a compromise approach in which only one utility's customer
11 base would undergo the study, acting as a proxy for all Missouri IOUs in what is
12 essentially an experimental attempt for Missouri's regulated utilities. Under such an
13 arrangement, only one study would be performed, with each utility bearing roughly a
14 third of the cost each would have incurred for its own VOLL study. Given that
15 Ameren's and Evergy's service territories include both significant rural and urban
16 areas, the Company suggested it would be reasonable to segment the study's results to
17 allow for adjustments to reflect the circumstances of particular utilities. Since no part
18 of its service territory contains the type of customer density characteristic of large parts
19 of the urban areas that Evergy and Ameren serve, the Company's customer base was
20 not an optimal candidate to act as a proxy utility. Fortunately, Ameren representatives
21 volunteered to conduct the study with its customers.

22 Staff and OPC deserve credit for supporting the three utilities in this deviation
23 from the original plan and seeing merit in balancing the objectives of advancing
24 empirical planning research with those of managing the ensuing customer impacts.

1 **Q. What is the current status of the study?**

2 A. The study is in its preliminary stages. The vendor informed all the parties at the outset
3 that the study could not be completed until 2025, largely due to queue of multiple other
4 EEI member VOLL studies that were agreed upon before the Missouri utilities'
5 arrangements were finalized.

6 For its part, the Company has made all necessary payments for the study and
7 provided its input on a small subset of customized survey questions that can be added
8 to the standard VOLL survey and interview package to obtain some incremental
9 insights that extend beyond the core study. Most recently, the Company has provided
10 the vendors with information about its customer mix to help ensure that Ameren
11 customers selected for interviews were sufficiently representative of Liberty's
12 customers.

13 **Q. Is the Company confident that the "proxy utility" approach that this study**
14 **adopted will yield the outputs that will appropriately reflect each utility's local**
15 **customer interruption cost economics and other related considerations?**

16 A. The study's outputs will be a major enhancement to the current state of customer
17 interruption cost research in the Midwest, which is based on publicly available inputs
18 derived from non-Midwestern utility studies, most of which are decades old. Such
19 inputs largely precede critically relevant phenomena that impact today's customer
20 interruption cost economics, ranging from ubiquitous work-from-home arrangements
21 and the gig economy to mega data centers, behind-the-meter generation and storage,
22 and electric transportation. While a utility-specific study would always be the optimal
23 approach, it is not cost effective for customers given the lack of consensus on whether
24 and how the study's results should be used. Overall, there is no doubt that this study's

1 results will be a significant step forward for Missouri's and Liberty's utility planning
2 and rate design research.

3 **Q. What are the use cases for the VOLL study's outputs?**

4 A. The study's results will have multiple uses, including as inputs to cost-benefit
5 calculations for projects with reliability-enhancing benefits. While outage response
6 results in utilities incurring additional costs (e.g. overtime labor, additional truck rolls,
7 and lost revenues) that are possible to quantify, Customer Interruption Costs ("CICs")
8 that VOLL studies produce help planners quantify the full economic cost of outages by
9 including the economic costs incurred by customers as a result of losing their power
10 supply. Depending on customer class, these can include costs as widely varying as food
11 spoiled in someone's freezer, a dead laptop battery that temporarily affects an
12 individual's ability to earn income, a gas station unable to dispense fuel, a spoiled batch
13 of unfinished goods on the manufacturing assembly line, or a data center's reduced
14 uptime that affects its contractual obligations to customers.

15 **Q. Is this the context in which the Company primarily plans to use the results of the
16 study?**

17 A. Yes. As I discuss in the next section of my testimony, the VOLL study should provide
18 key inputs into the cost-benefit-analysis calculation framework the Company is
19 developing consistent with another settlement commitment. If this framework
20 functions as expected, there will be opportunities to integrate VOLL outputs further
21 into risk management calculations, customer service metrics, financial forecasting, and
22 others. In the interim, we look forward to the completion of the study and reviewing
23 its results.

1 **Q. As part of the Fourth Partial Stipulation and Agreement in Case No. ER-2021-**
2 **0312, Liberty agreed to review its Emergency Conservation Plan and determine**
3 **if any enhancement or improvements would be beneficial. Has the Company**
4 **completed a review of its Emergency Conservation Plan?**

5 A. Yes. The Company has reviewed its Missouri Emergency Conservation Plan tariff and
6 is making several revisions to align its tariff with its Emergency Operations Procedures
7 manual. The changes to the tariff are being included herewith my testimony as **Direct**
8 **Schedule DB-2.**

9 **IV. COST-BENEFIT ANALYSIS FOR PROJECTS OVER \$1M**

10 **Q. What is the background of this update item?**

11 A. Similar to the two studies discussed above, the commitments regarding developing and
12 implementing a cost-benefit analysis framework for projects exceeding a \$1 million
13 cost threshold were captured in the Fourth Partial Stipulation and Agreement in Case
14 No. ER-2021-0312:

15 Empire will meet with Staff and OPC at least twice regarding
16 “parameters and assumptions” and will provide to Staff and OPC, with
17 HC confidentiality protection, cost-benefit analyses and performance
18 metrics for planned capital investments of greater than \$1 million.
19 Empire agrees to file the cost-benefit analyses and performance metrics
20 in its PISA [Plant in Service Accounting] docket and update annually.⁵

21 **Q. What is the status of fulfilling the Company’s commitments related to this**
22 **commitment?**

23 A. The Company is well on its way to meeting this commitment. As the Company
24 explained when it met with Staff and OPC to discuss this and other Stipulation
25 commitments on September 27, 2022 and February 24, 2023, this commitment creates

⁵ ER-2021-0312, Fourth Partial Stipulation and Agreement, p.2, February 05, 2022.

1 an opportunity to enhance the way the Company conducts infrastructure planning
2 analysis, especially for transmission and distribution (“T&D”) renewal projects, which
3 are among the highest-volume components of its overall capital program. Specifically,
4 the Company’s proposal to meet this settlement commitment was to develop and
5 implement a project Cost-Benefit Analysis (“CBA”) framework consisting of new tools
6 and modified analytical processes grounded in principles of modern risk-based utility
7 asset management, which I describe below.

8 The Company acknowledged during its meetings with Staff and OPC that
9 although less time- and resource-intensive paths existed for meeting the requirements
10 of this Stipulation commitment, the additional time and effort needed to establish a
11 solution that takes a significant step forward in how the Company evaluates and
12 prioritizes among capital T&D projects was worthwhile. Accordingly, and as the
13 Company communicated in both of its 2023 and 2024 PISA filing updates, and subject
14 to any unforeseen developments, the Company expects to provide the CBA and/or
15 performance metrics information for planned capital investments greater than \$1
16 million as a part of its 2025 PISA update filed in the associated docket.

17 **Q. What specifically did the Company propose?**

18 A. To meet this settlement commitment, the Company proposed to implement a new Cost
19 Benefit Analysis Automation Tool (“CBAT”) to conduct quantitative cost-benefit
20 analysis based on a range of inputs, which will enable the Company’s system planners
21 to perform relative prioritization across individual T&D renewal and enhancement
22 projects contemplated for delivery in new and enhanced ways. Consistent with the
23 Stipulation commitments, the Company has also presented several potential

1 performance metrics options it is evaluating for tracking in its planning and asset
2 management functions.

3 **Q. Please describe the CBAT.**

4 A. The CBAT is based on a commercial asset management analytics package named
5 ENGIN, developed by Engineered Intelligence Inc.⁶ The Company selected ENGIN
6 after an extensive evaluation process that also explored three other commercially
7 available solutions. ENGIN is the optimal foundation for the CBAT based on a
8 combination of factors including cost, robustness of the underlying methodology, range
9 and maturity of available supporting modules, and technical support.

10 At the core of the CBAT are the principles of risk-based asset management as
11 captured in the ISO55000 group of standards.⁷ Risk-based asset management in the
12 utility space is about selecting an optimal portfolio of system investments based on a
13 systematic assessment of available data that estimates the probability and dollar impact
14 of various undesirable outcomes associated with the functions performed by the
15 utility's T&D asset base (e.g., equipment failures, substation capacity shortages) and
16 evaluates the potential means of mitigating these outcomes through a range of available
17 asset intervention options. Depending on the equipment in question, these options can
18 include asset replacement (with or without capacity expansion or addition of new
19 features and capabilities), incremental equipment maintenance or refurbishment, feeder
20 looping, or a deferral of a given project relative to other opportunities to deploy the
21 utility's labor or capital resources. Not all these options are applicable for every project
22 or will be available for the Company to use from the outset as it gains comfort with the

⁶ <https://www.engineeredintelligence.com>.

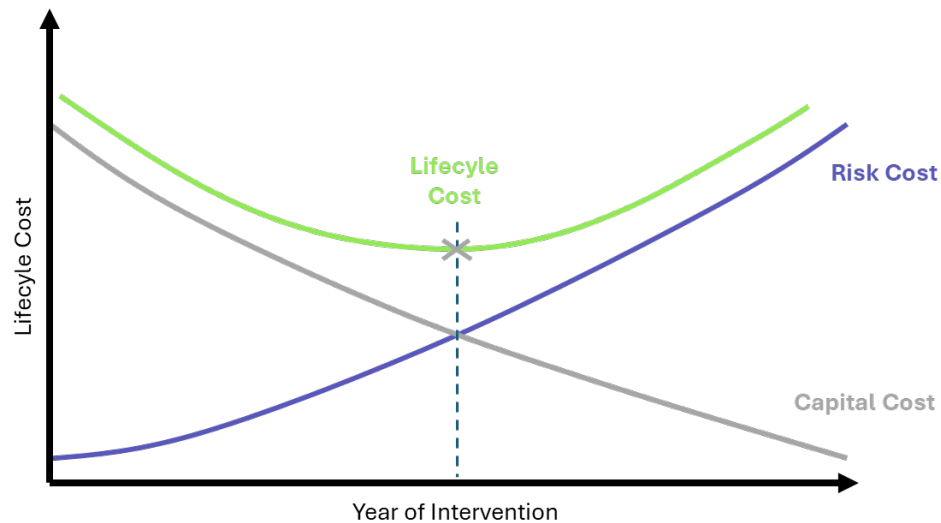
⁷ <https://theiam.org/knowledge-library/iso-55000>.

1 new practices and secures the necessary data inputs. However, as the use of the tool
2 matures, additional analytical use cases can be expected to be adopted.

3 **Q. How are all these different options or different projects compared in practice?**

4 A. The core principle of risk-based asset management is minimization of asset lifecycle
5 economic costs, i.e., the total of all expenditures arising from operating a given asset
6 from its installation to decommissioning. Lifecycle cost minimization involves
7 performing asset intervention (replacement, upgrade, or refurbishment) as closely as
8 practical to the point in an asset's life where its annualized Capital Costs (which decline
9 over time) equal its annualized Risk Costs (which increase over time) as shown in
10 Figure 1 below.

11 **Figure 1**



13 In other words, as an asset's value in service is gradually consumed as it performs its
14 assigned tasks, its remaining economic value decreases (just like with depreciation used
15 for accounting purposes). At the same time, as an asset ages, physically deteriorates, or
16 begins approaching the number of operations it was designed to perform safely and
17 efficiently (like with circuit breakers, reclosers, or battery storage units), it is more
18 likely to fail in service. Depending on the cost consequences of this failure in service,

1 which is a function of multiple factors I discuss below, it may be more efficient to
2 “intervene” regarding this asset by replacing, refurbishing, or otherwise modifying it
3 before an event occurs that would have a negative impact on service to customers.

4 Importantly, and as I discuss more below, this does not mean that every asset
5 has to be replaced before it fails, as for many types of assets and their modes of failure,
6 the cost consequences of their failure in service are such that it is more efficient to
7 replace them in a reactive manner, i.e., after they fail. On the other hand, as I explain
8 further below, some assets are so critical to safe and reliable utility service that they
9 should be replaced before their expected failure.

10 **Q. What are good examples of assets that are worth replacing before they fail and**
11 **those that are not?**

12 A. Two types of transformers help highlight the differences between assets worth
13 replacing before they fail and those that are not: (1) individual pole-top transformers,
14 which in Liberty’s case typically support between two and four residential customers,
15 and (2) substation transformers that support multiple feeders and hundreds or thousands
16 of customers that they serve. Pole-top transformers are relatively inexpensive, are
17 standard in their design and capacity increments, and can be replaced in a relatively
18 short period of time by a small line crew, causing a relatively short interruption that
19 affects a small number of customers. While aged pole-top transformers are often
20 replaced proactively in the course of larger pole line renewal, upgrade, or system
21 hardening jobs, it would be inefficient for Liberty to replace individual transformers
22 before they fail.

23 Conversely, substation transformers cost millions of dollars, require the
24 manufacturer to customize the units’ high- and low-side voltage, take days (if not

1 weeks) to replace, and require a lead time as long as four years based on the latest
2 industry information. When it comes to this asset class, proactive renewal is paramount.
3 However, it is equally important to ensure that this replacement does not happen too
4 early, i.e., when the unit's remaining Capital Cost is higher than its Risk Cost.

5 **Q. How does this all translate into a Cost-Benefit Analysis framework?**

6 A. In conducting the cost-benefit analysis of preventing future asset failures through
7 replacement or other modes of intervention, the cost of asset intervention at a given
8 time is treated as a Cost component (or cash outflow) in the Discounted Cashflow
9 Analysis, while the cost of potential failure that asset intervention avoids is treated as
10 a Benefit (or cash inflow). Recognizing that future asset failure (and its ensuing cost)
11 is not certain, comparing the potential cost of failure with the certain cost of
12 replacement requires adjusting the cost of failure (expressed in dollars) by the
13 likelihood (or probability) of that failure occurring in a given year (expressed as a
14 percentage). The adjustment of an estimated cost impact of failure by the estimated
15 probability of failure yields the Risk Cost:

16
$$\text{Event Risk Cost (\$)} = \text{Probability of an Event (\%)} \times \text{Impact of an Event (\$)}$$

17 To account for the opportunity cost of capital and the fact that both costs and
18 failure probability change over time, the cost-benefit analysis involves an adjustment
19 to account for the time value of money using the Weighted Average Cost of Capital
20 ("WACC") embedded in a utility's rates. To account for the value already derived from
21 operating the existing asset, the analysis annualizes its lifetime capital costs and
22 incorporates only the value remaining at the time of a hypothetical intervention.

23 In the end, the fundamental idea behind CBAT's risk-based asset intervention
24 analysis entails a Net Present Value ("NPV") evaluation of the costs of continued

1 operation of an asset, and the benefits of replacing that asset to avoid the risk-adjusted
2 costs consequences of its failure in a given year. Individual assets that undergo this
3 analysis can be grouped into projects of geographically and electrically adjacent assets
4 using a variety of configurable rules and tools, which enables evaluation of larger
5 projects, and comparison of projects among themselves. Since the final unit of analysis
6 is presented as an NPV dollar value, it is possible to compare individual projects'
7 relative value propositions across different asset portfolios based on these outputs and
8 the underlying planning assumptions.

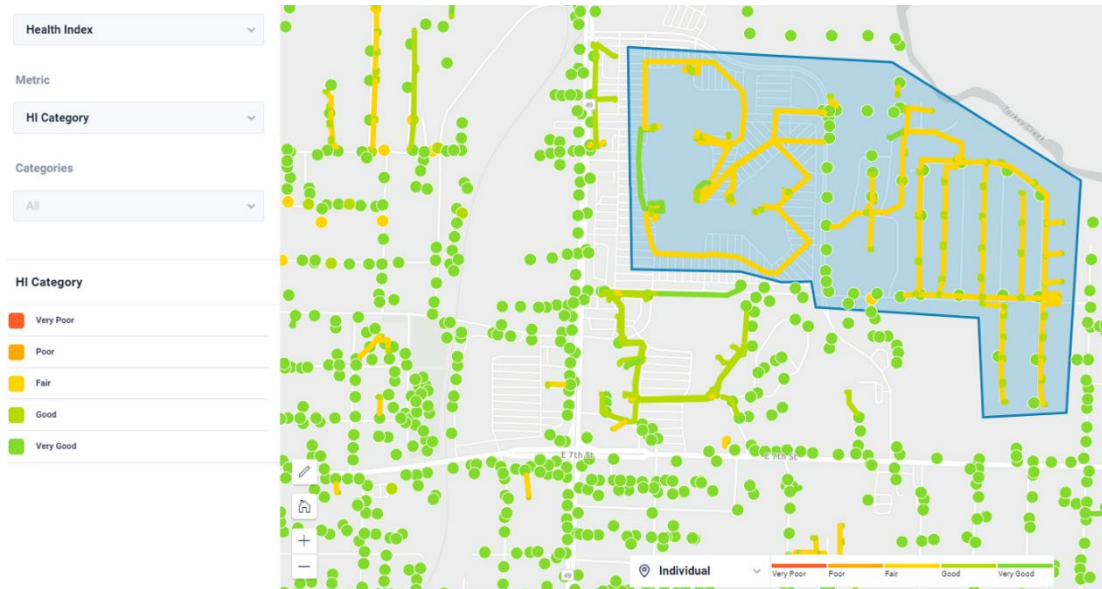
9 **Q. What inputs are required to enable this analysis?**

10 A. Among the key inputs that enable the CBAT software to perform its analysis are data
11 sources that help capture the status quo of the existing system, information that helps
12 estimate the probability of their failure, malfunction, or other negative performance
13 outcomes over time, and the economic impact of these outcomes. Specifically, as
14 Liberty continues configuring the CBAT software, it is exploring the availability and
15 relative value of the following data points:

- 16 • Information on current state of assets where investments are contemplated:
 - 17 ○ Physical condition of equipment (visible wear and tear, operating counts for
18 mechanical devices like breakers and reclosers, results of insulating oil
19 analysis for transformers, etc.);
 - 20 ○ Equipment demographic data (age, model, material, location);
 - 21 ○ Manner and extent of utilization (average loading, peak capacity, etc.).
- 22 • Data on the likelihood (probability) of events an investment seeks to prevent
23 (e.g., outages) or facilitate (e.g., new customer demand requiring transformer
24 upgrades materializing in year x versus year x+1):

1 GIS system, the available asset demographic and health records are matched with
2 specific geospatial locations (see Figure 2).

Figure 1: Health Index-Based View of a Section of Empire's Distribution System



3 The final critical piece of information captured in this step for each asset is its
4 location relative to protective regions (customer connections located on the same feeder
5 within the boundaries of the same protective devices like fuses) and the number and
6 classes of customers that reside on each feeder. These connectivity relationships that
7 reflect the actual system configuration are a key factor in CBAT's ability to establish
8 the criticality of a specific asset relative to other system components. The higher the
9 criticality of an asset, the higher the relative impact of its failure would be on the
10 system, other things being equal.

11 Supplementing the age, health, and connectivity data are inputs related to asset
12 intervention costs, such as labor, materials, equipment, and vehicle costs. Other notable
13 cost factors include adders for emergency or overtime asset replacement and outage
14 restoration work, which enables the model to differentiate between planned work and
15 emergency work that takes place when assets fail in service.

1 **Q. Does the Company have detailed costs for these individual system components?**

2 A. Not yet, but work is ongoing so that the equipment intervention cost data captured in
3 the model is based on realistic and consistently applied estimates that are appropriately
4 demographically adjusted to capture the remaining value of assets currently in service.
5 Importantly, because the Company will use the model to evaluate projects at a portfolio
6 level, i.e., relative to other potential projects, the cost information in the model will not
7 be as precise as the highly location-specific cost estimates developed in the detailed
8 design stage of each project.

9 **Q. What about asset age, condition, and demographics data?**

10 A. Data availability varies significantly from one transmission or distribution asset class
11 to another, but the Company has made significant strides over the last decade to capture
12 and systematize a large amount of system condition information for the highest-value
13 assets, including poles and underground cable. While material data gaps remain, the
14 ongoing CBAT project implementation has enabled the Company to confirm their
15 scope and magnitude, which will help fill the data gaps over time. Nonetheless, based
16 on our current assessment of the availability and quality of asset data, we anticipate
17 producing the first batches of business case analyses using this methodology in
18 conjunction with the Company's 2025 PISA filing.

19 **Q. What about the probability of failures? Where does that data come from?**

20 A. A failure probability curve for each asset class over time is defined by a Weibull
21 probability distribution curve, the shape and scale parameters of which are determined
22 in software configuration workshops that take place during deployment. A starting
23 point is an asset class failure curve that the vendor provided based on their prior
24 engagements and industry research. This information is then reviewed by local subject

1 matter experts and augmented as appropriate based on locally available information.
2 The software package also has a machine learning-supported module that helps further
3 customize failure curve shape and scale parameters for each asset class over time based
4 on the field failure data collected over time.

5 **Q. How is failure probability calculated for each individual asset?**

6 A. From a baseline failure curve applied to each asset class, individual asset failure
7 probability values are automatically configured, based on their age and available
8 condition information, which is organized in the form of Health Indexes. Health
9 Indexes integrate the results of multiple numerical asset condition parameters that are
10 available, such as power transformer Dissolved Gas Analysis test results, wood pole
11 remaining strength assessments, underground cable testing results, and others. The
12 function of asset condition data is to augment the failure probability curves that are
13 initially based on age data only. Just like two 50-year-old individuals may have
14 different life expectancies depending on their habits, diets, exercise routines, and prior
15 health history, two pieces of equipment of the same age will have varying failure
16 probabilities depending on the extent of damage they sustained due to natural
17 phenomena, load cycling, number of field operations, and other parameters. The
18 presence of condition data either accelerates or rolls back individual assets' "effective
19 age" in the model, thus adjusting their calculated failure probability.

20 **Q. Can you share a practical example of what factors make up a Health Index?**

21 A. Yes. Figure 3 below showcases the current Health Index parameters that will be used
22 to develop and track substation power transformer Health Indexes over time.

1 **Figure 2: Working Version of Empire’s Power Transformer Health Index Algorithm**

Asset Health Index Breakdown
Degradation Factors

Degradation Factor	Data Available	Data Valid	Weight	Score	Final Score
Age of Transformer	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	0	0 / 12
Visual Inspection	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	4	20 / 20
Main Tank Dissolved Gas Analysis	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	5	3	15 / 20
Main Tank Oil Quality	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	3	0	0 / 12
Insulation Power Factor	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	4	4	16 / 16
Data Availability Index = 100%					20/20
Data Validity Index = 100%					20/20
Health Index = 63.8%					51/80

2

3 As the figure shows, there are currently five parameters that range from empirical
4 measurement tests and visual inspection results that are translated into discrete
5 numerical categories. The relative weighting of parameters is determined in pre-
6 implementation workshops based on reference to industry publications (e.g. IEEE work
7 papers), vendor recommendations, and judgment of local experts.

8 **Q. Has additional field condition data been collected to populate this analysis?**

9 A. No, we are using data that is currently available through the Company’s existing
10 maintenance and inspection programs. Historically, this inspection data was primarily
11 used to identify the most immediate candidates for intervention based on readings that
12 indicated impending failure or merited further investigation in the near term. That left
13 a lot of data pertaining to equipment that performed in the normal ranges or exhibited
14 modest or non-critical signs of deterioration to be set aside. With the ongoing adoption
15 of a risk-based approach to T&D asset management, we can use all this available data
16 to provide increased stratification across all equipment where data is available. This

1 not only extracts additional value from the inspection costs previously incurred, but it
2 will also help the Company develop more precise long-term capital expenditure
3 forecasts and conduct more meaningful scenario analysis work.

4 As the Company moves from piloting this tool (and the analytical framework
5 underlying it) to its full implementation in day-to-day planning operations, we expect
6 to gradually investigate opportunities to augment and expand asset data availability to
7 further enhance the rigor of this analysis.

8 **Q. Will the CBAT analysis you describe use VOLL study outputs in calculating**
9 **customer impacts?**

10 A. Yes. By using customer interruption costs, the model will be able to calculate the full
11 value of outage cost avoidance along with a calculation of direct utility cost avoidance.
12 As I describe in the section dedicated to the VOLL study, customer interruption costs
13 vary by customer class. Because different combinations of customers take service from
14 each feeder, forecasted failures of equipment located in different parts of the system
15 will have a different Risk Cost impact, resulting in different project NPVs, all other
16 things being equal.

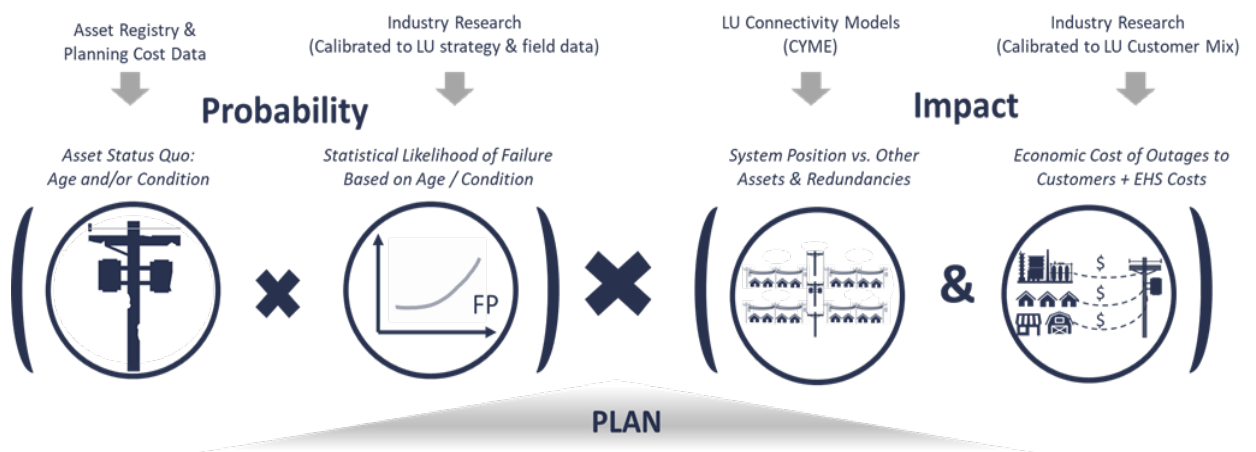
17 **Q. Does this mean that the CBAT will not be functional until the VOLL study is**
18 **completed sometime in 2025?**

19 A. No. While we look forward to getting Missouri-specific CIC data for the CBAT model,
20 the Company will be able to use CBAT with the first-generation CIC data available
21 from the DOE's ICE calculator I discussed above. This data is adequate for stress
22 testing and further augmenting and customizing CBAT analysis to reflect the
23 Company's local system conditions and planning philosophy.

1 **Q. How do all of the elements combine to produce a framework that has cost-benefit**
2 **analysis at its basis?**

3 A. Figure 4 below showcases how all the key inputs of risk-based planning interact at the
4 foundational level to help planners evaluate the relative value proposition of different
5 T&D capital projects. There are many more nuances, such as asset failure modes (e.g.,
6 inspection-based, normal, and catastrophic), the actuarial costs of safety or
7 environmental incidents that certain asset failures can occupy, and many others. Each
8 of these components introduces additional opportunities to increase the overall
9 robustness and sophistication of the planning process as the model is set up, configured,
10 and increasingly incorporated into the planning processes over the next several years.

11 **Figure 3: Interaction of Risk-Based Planning Inputs in Performance of T&D**
12 **Project Cost Benefit Analysis**



13

14 **Q. Is Liberty moving toward allowing computer models to dictate the Company's**
15 **decisions about asset planning and project prioritization?**

16 A. Absolutely not. As the Company emphasized during its two meetings with Staff and
17 OPC, the purpose of implementing these analytical models and tools is to augment, not
18 supplant, expert judgment, experience, and analysis. By enabling automated

1 assessment of the candidate projects in the capital program, as well as periodic
2 reassessment of the assumptions underlying the model as projects are completed and
3 more field data is available, the CBAT will give the Company “objectivity at scale,”
4 meaning that it will help ensure that all projects undergo an initial rigorous comparative
5 computational analysis based on a set of consistently applied criteria to identify the
6 highest-value opportunities for asset intervention. More specifically, the automated
7 CBAT’s workflows will help:

- 8 • Bring consistency to the evaluation process;
- 9 • Counter inherent evaluator bias;
- 10 • Enable efficient high-volume processing of candidate projects;
- 11 • Simplify comparison across different investment categories;
- 12 • Enhance planning assumption-to-outcome feedback loops; and
- 13 • Alert engineers of potential anomalies in planning assumptions.

14 The results of this high-volume computational analysis would then be subjected to
15 review and augmentation based on the judgment of the Company’s professional
16 planners and engineers, who will have more time to spend on higher-value tasks.

17 It is critical to emphasize that CBA frameworks’ and risk-based planning tools’
18 efficiently and objectively derived predictions are meant to inform and enhance expert
19 engineering judgment, not to replace or trump it. By unburdening experts from a large
20 volume of manual tasks, CBAT will allow those experts to dedicate more time to
21 verifying, correcting, or otherwise modifying the model-derived insights and further
22 enhancing the tool and the processes it supports over time.

1 **Q. What is the current status of the project to implement the CBAT?**

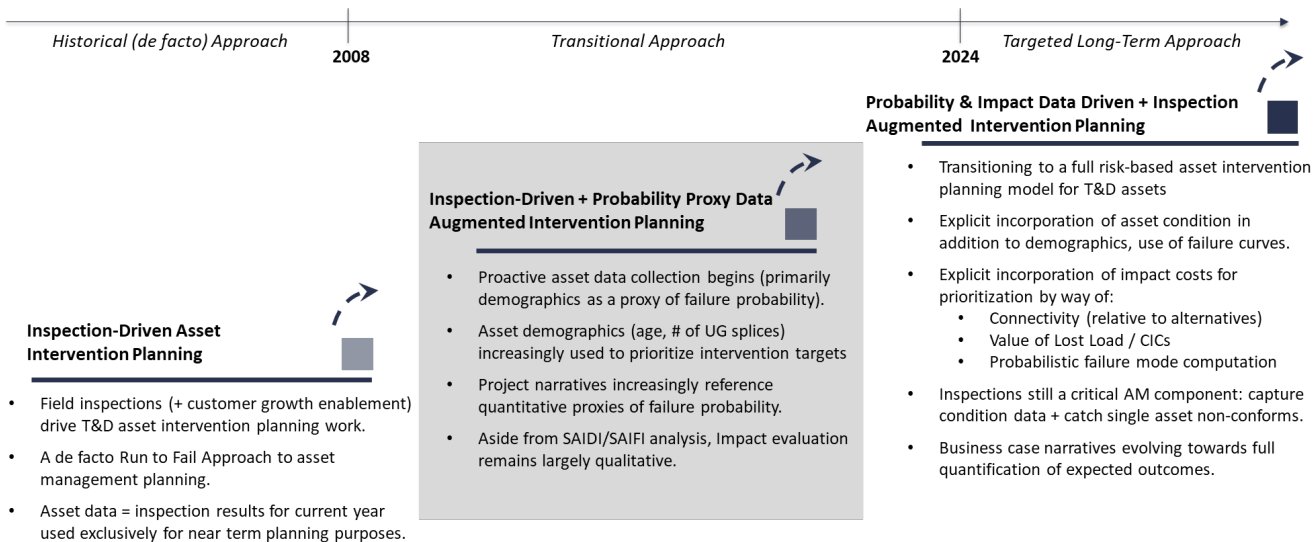
2 A. Since the beginning of this project, the Company has made significant strides toward
3 modernizing our planning work, making it more data-driven and efficient. The CBAT
4 is now installed, configuration internal workshops and training are underway, and the
5 Company is working toward presenting an initial batch of CBAT-supported CBA
6 documents in the 2025 PISA filing. Importantly, installation and initial customization
7 are only first steps on what we expect to be a multi-year journey, during which the
8 Company's utilization of and reliance on the CBAT will evolve. As noted above, we
9 expect to share the first batch of project CBAs in the 2025 PISA filing. Though much
10 work remains, we look forward to deriving significant operational and strategic value
11 from this project.

12 **Q. How does Liberty's CBAT effort fit into its longstanding efforts to enhance its**
13 **approach to project value analysis?**

14 A. For more than 15 years, the Company has been methodically executing on multiple
15 intervention planning and analytics modernization tasks. Figure 5 below showcases the
16 phases of ongoing evolution of the Company's approach to project value analysis,
17 including work recently undertaken in response to the Stipulation commitment.

1

Figure 4: Evolution of T&D Project Value Analysis at Empire



2

As Figure 5 shows, the Company has long made proactive and systematic investments

3

in collecting asset condition data and consolidating demographic records for overhead,

4

station, and underground equipment, developed advanced GIS system capabilities, and

5

greatly enhanced its reliability planning tools and processes. These proactive

6

enhancements (many of which continue today) have already contributed to a substantial

7

improvement in system reliability, efficiency, and public safety, and they have also

8

helped form a foundation for further advancements in evidence-based system planning.

9 **V.**

UPDATE ON THE TRANSPORTATION ELECTRIFICATION PILOT

10

PROGRAM (“TEPP”)

11 **Q.**

Please briefly summarize the main tenets of the TEPP.

12 **A.**

The Company’s TEPP consists of five main components:

13

- The Residential Smart Charge Program* is a subscription electric vehicle

14

(“EV”) charging service that allows customers to finance the cost of a

15

residential charger purchase and installation on their bills while getting access

16

to a high-differential time of use (“TOU”) rate schedule applied specifically to

1 EV consumption, i.e., netted out of the overall household consumption, which
2 is billed at rates of an applicable residential tariff. Customers are eligible for a
3 \$200 rebate to cover the eligible costs of electrical panel upgrades and have an
4 option of pre-paying for the charger the Company supplies, thus avoiding the
5 financing charge they would otherwise pay.

- 6 • *The Ready Charge Pilot Program* is a program that deploys Company-owned
7 and operated Level 2 (“L2”) and Direct Current Fast Chargers (“DCFC”) at
8 publicly accessible commercial host sites. Program participants (businesses or
9 municipal organizations that own or lease the charging sites) pay a monthly
10 participation fee to recover the cost of infrastructure deployment, financing, and
11 operating costs. Energy consumption is charged on a dedicated TOU rate
12 schedule with different rates for L2 and DCFC charges. Site hosts have an
13 option of either covering the cost of charging for EV drivers (using the assets
14 as a means of attracting them to adjacent businesses) or passing on the cost
15 directly to drivers. The Ready Charge Program’s budget is separated into four
16 milestone-based tiers. To access each subsequent tier of funding, a material
17 portion of the Company’s existing public charging stations must demonstrate a
18 consumption growth rate consistent with originally agreed thresholds. As
19 milestones for subsequent tranches are met, the Company would advertise the
20 opportunity in an RFP-like manner to potential site hosts. Each funding tranche
21 following the initial one requires an up-front capital contribution from the site
22 host.

- 23 • *The Commercial Electrification Pilot Program* is similar to the Residential
24 Program, but it instead deploys Liberty-owned and operated EV charging

1 infrastructure for non-public use by commercial fleets and employees of
2 participant businesses.

3 • *The School Bus Pilot Program* provides charging infrastructure and TOU
4 electricity consumption price schedules to support the operation of electric
5 school buses at public school districts. The program deploys Liberty-owned and
6 operated electric vehicle charging infrastructure. Schools must provide a proof
7 of purchase of an electric bus to qualify for the program.

8 • *The Non-Road Electrification Pilot Program* provides rebates to encourage
9 adoption of qualifying electric technologies that would otherwise be powered
10 by gasoline or diesel. Qualifying electric technologies include electric forklifts
11 of qualifying tonnage, electric-standby truck refrigeration units, and truck stop
12 electrification equipment to power driver cabin appliances.

13 The Commission-approved stipulation concerning the TEPP (“TEPP
14 Stipulation”) approved dedicated tariffs for each of the above-noted programs.⁸ The
15 TEPP Stipulation also approved maximum capital and operating expenditure
16 thresholds for each of the programs, along with a program administration budget. The
17 TEPP also stipulates the maximum number of participants for each program facet.
18 Transition provisions are also in place to specify how the program and the assets it
19 deploys would be wound down at its conclusion across several potential scenarios.

20 **Q. How will the Company recover the capital and O&M costs of the TEPP program,**
21 **including the regulated return component where it is allowed?**

22 A. The Company is tracking all revenues and expenditures on a program-by-program basis
23 in a system of deferral accounts to be addressed in a future proceeding after the

⁸ ET-2020-0390, Order Approving Stipulation and Agreement, January 19, 2022.

1 program's five-year pilot term has concluded. The Company is not seeking TEPP cost
2 recovery of any kind in this proceeding.

3 **Q. How would you characterize the TEPP program's track record since its launch in**
4 **the fall of 2022?**

5 A. A little more than a year-and-a-half since its formal launch, customer enrollment in the
6 TEPP program has been modest. Nonetheless, the scope and nature of insights that the
7 pilot has provided have been encouraging and instructive in important ways.

8 **Q. How many participants enrolled in the program?**

9 A. As of September 2024, the residential program had 39 participants out of the maximum
10 500 spots. The Ready Charge public charging program has allocated all available
11 Tranche 1 funding across a total of eight L2 and one DCFC chargers to three site hosts
12 located in Branson, Ozark, and Neosho. This helped the Company expand the
13 availability of public EV charging infrastructure across its service territory, closing
14 some notable public charging (and especially fast charging) geographic availability
15 gaps that existed prior to the program's launch. One school has enrolled in the School
16 Bus Program after being awarded two buses through the Environmental Protection
17 Agency's ("EPA") Clean School Bus Program grant. They were one of only 25 schools
18 in the state to receive the grant. Five other schools submitted grant applications for the
19 second tranche of the same program, however none were selected for an award, pending
20 any potential cancellations or refusals of awardees that could result in later offers to
21 those whose applications were not selected. Despite some initial interest, there are no
22 Commercial Electrification Pilot Program participants, which is largely a function of
23 the program's restrictions on the minimum number of chargers. Finally, to date we have
24 had no expenditures in the Non-Road Program rebates program.

1 **Q. Did the Company anticipate greater demand for the TEPP program when it was**
2 **first conceived and submitted to the Commission for review and approval?**

3 A. Yes. We did not set any firm expectations, although the upward consumption trend
4 across the public charging stations that Liberty had in place before the TEPP program's
5 launch gave us grounds to expect continued growth across all types of EV charging
6 segments. We were correct in our expectations of continued EV growth, although we
7 expected the adoption pace to be faster. We attribute this discrepancy largely to the
8 changes in the broader economy. When the Commission approved the TEPP
9 settlement, the Federal Reserve's overnight target rate range was 0.00%-0.25%,
10 whereas today the range stands at 4.75%-5.00%. As the cost of borrowing increased to
11 counteract the pace of inflation, customer decisions regarding their discretionary
12 spending, such as purchasing a new vehicle, were likely affected.

13 In addition, the program's launch coincided with continued supply chain
14 constraints experienced across the EV industry since the COVID-19 pandemic. These
15 constraints affected both customers' purchase decisions and the Company's ability to
16 negotiate with charging equipment suppliers. While these constraints have significantly
17 abated since the time of the program's launch, the rising costs of capital and the
18 significant inflation that has only recently started to subside created conditions that are
19 less than ideal for major purchase decisions, both for individuals and businesses.

20 Cost is certainly a factor in purchasing electric school buses. Because the
21 School Bus Program requires applicants to provide the Company with the applicant's
22 bus purchase documents, enrollment levels in this program were naturally affected by
23 the timing and results of the EPA's electric bus grant program. As many as seven school
24 boards in our Missouri service territory completed grant applications for the federal

1 school bus grant programs in the first around, and another five applied in the second
2 round. While to date this resulted in only one award in our service territory, we will
3 continue supporting future school bus electrification plans in our service territory.

4 Finally, participation in some of the programs, most notably residential and
5 commercial, has been affected by tariff provisions that have limited the Company's
6 ability to enroll interested customers. For example, the minimum number of chargers
7 for entry into the commercial program is three, which equals six charging ports. The
8 prospective customers who inquired about the program informed us that their fleet
9 electrification needs were more modest than the tariffed minimum. Similarly, a number
10 of customers interested in the residential program were unable to enroll because they
11 already owned chargers, which was not compatible with the program rules.

12 **Q. Please describe the volumes of applications and inquiries that the Company has**
13 **received since the TEPP program's launch.**

14 A. Table 1 summarizes the volume of formal applications and the installation queue status
15 as of September 17, 2024.

16 **Table 1: TEPP Application and Queue Volumes as of September 17, 2024**

Program	Completed Applications	Charger Units Installed	Installation Queue	Withdrawn from Queue / Program
Residential	70	39	11	20
Ready Charge	3	9	0	0
Commercial	3	0	0	3
School Bus	1	2	0	0
Non-Road Rebate	0	0	0	0

17 In addition to formal completed applications, TEPP program staff have handled an
18 average of 50 customer inquiries per week since the program's launch. Requests range
19 from questions about the program, EV technology, or anticipated savings to highly

1 situation-specific requests to clarify the program rules, advice on electrical installation
2 process steps, support in equipment troubleshooting or vendor contact, or requests for
3 help with completing grant applications for prerequisite equipment like school buses.
4 Not captured in the table above are significant numbers of applications that have been
5 started but abandoned at some stage. While the Company's TEPP team members
6 attempted to follow up with prospective customers in all such instances, application
7 completion ultimately requires a number of pre-requisites, obtainment of which is
8 beyond the Company's control.

9 **Q. What have been the reasons for applicants withdrawing from the installation**
10 **queue or the program overall?**

11 A. In the context of the residential program, the most prevalent reason for queue
12 withdrawal (18 out of 20 total withdrawals) has been customer ownership of pre-
13 existing home charging equipment, which under the current tariff does not qualify for
14 program participation. The single instance of program withdrawal after the installation
15 was completed took place was due to the customer moving outside the Company's
16 service territory.

17 Prospective customer withdrawals from the commercial program resulted from
18 customers realizing that the minimum number of charger installations prescribed by the
19 tariff was in excess of the number of fleet vehicles they sought to electrify at the time.
20 As with the residential program, not listed are a number of additional serious inquiries
21 or applications abandoned before completion from customers who either did not follow
22 through on their plans to purchase fleet EVs or learned of minimum installation
23 requirements or other program rules that did not fit their plans.

1 **Q. Did the Company check whether the residential customers that chose to exit the**
2 **program queue subsequently switched to Time Choice Plus rate class that also**
3 **offers significant on-peak versus off-peak price differentials?**

4 A. We followed up on that after Staff suggested it during a recent TEPP Program check-
5 in meeting. At the time, none of the customers had made the switch (and none has
6 switched since then). We have since taken steps to inform them of this opportunity.

7 **Q. Please describe the key operational insights the Company has gleaned from the**
8 **TEPP program to date.**

9 A. Perhaps the most important insight is how helpful the Company can be to customers in
10 navigating a confusing and evolving EV-related product marketplace. The marketplace
11 for both charger and EV manufacturing remains nascent, with a multitude of vendors
12 competing on product and service offerings that are still maturing and have varying
13 degrees of quality, availability, and customer service support. Employees supporting
14 the TEPP program have encountered a variety of challenges in working with vendors,
15 including:

- 16 • Positions taken during supply contract negotiations on customer data ownership
17 that the Company did not see as being in the best interest of its customers;
- 18 • Equipment vendors shutting down operations with no prior notice, leaving
19 customers who purchased their equipment with no support or clarity as to the
20 continuity of basic services or prepaid warranties.
- 21 • Vendor software upgrades occurring with little or no prior notice, which at
22 times resulted in changes that temporarily affected data collection;
- 23 • Difficulties obtaining timely responses from customer service, shipping,
24 billing, or legal departments of prospective or current vendors; and

- 1 • Charger and vehicle equipment compatibility issues unforeseen by
2 manufacturers of either technology, occurring most notably in the context of
3 the School Bus Program.

4 While the Company appreciates ongoing support and collaboration from its vendor
5 partners, the examples of issues described above are indicative of a rapidly evolving
6 marketplace that creates challenges in meeting or anticipating all customer needs on a
7 consistent basis. Given this stage of a broader EV charging marketplace, the Company
8 is convinced that having program team members dedicated to helping new and
9 prospective customers navigate the challenges that arise from time to time in dealing
10 with new equipment or its implications on their total consumption is an important
11 investment in facilitating the EV transition. I describe a recent and compelling case
12 study that supports our conviction below.

13 Whether educating customers about Time of Use intervals, coordinating
14 required electrical installation or inspection work on their behalf, or liaising on their
15 behalf with equipment vendors, TEPP personnel are helping Liberty ensure that
16 customers are informed and supported as they make significant investments that affect
17 their degree of reliance on the electric grid. Because TOU price differentials inherent
18 in the program incentivize customers to charge off-peak, the program is helping to
19 optimize usage of the existing electrical system. In short, and notwithstanding the
20 challenges that we experience, the program is working as expected in terms of customer
21 empowerment and support.

1 **Q. Across the issues described above, what has been the single largest challenge in**
2 **administering the pilot program thus far?**

3 A. The Company recently learned that ENEL X Way USA (“ENEL”), the vendor of
4 JuiceBox EV chargers and software deployed in the TEPP’s residential segment,
5 decided to close its operations in North America as of October 11, 2024. The vendor’s
6 initial statement suggested that while customers could continue using the hardware to
7 charge their vehicles, the software and networking features that enabled customers and
8 the Company to remotely access and analyze the charging information would no longer
9 be available. This was and remains a significant concern, since Liberty relies on
10 electronically accessible charger consumption data to bill customers and perform
11 multiple analytical functions underlying the pilot. While the latest information suggests
12 that ENEL’s software will continue to be operational for a longer timeframe than
13 originally anticipated, Liberty is examining all possible courses of action to minimize
14 disruption to customers or compromise the pilot objectives. We are in regular contact
15 with Staff, OPC, and the affected customers, and we are confident in our ability to
16 attain a positive resolution.

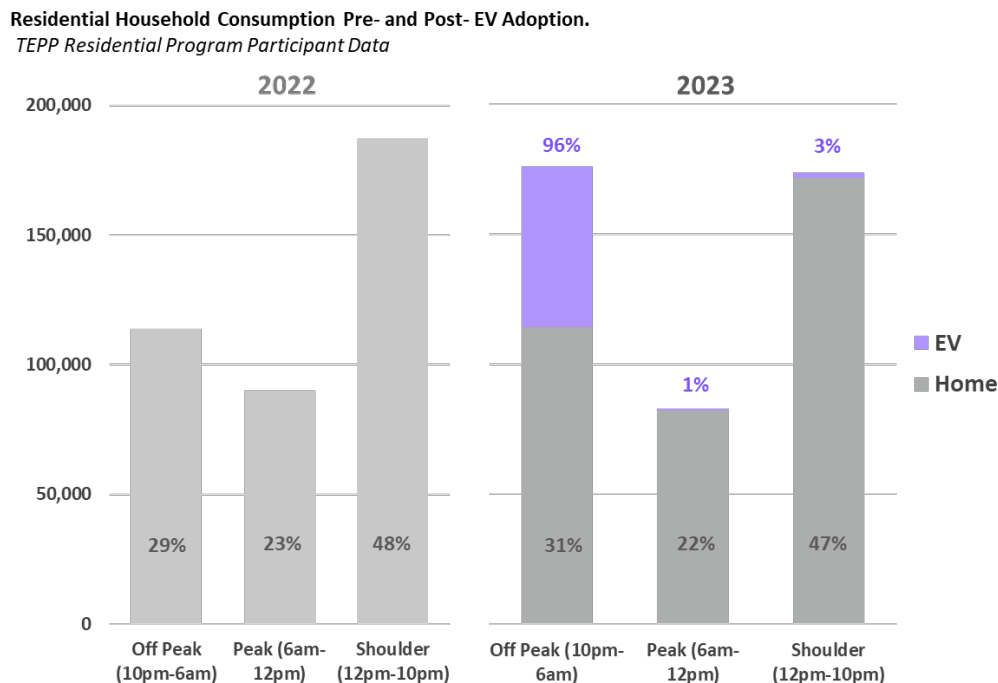
17 **Q. Has the Company examined the manner or extent to which adding EVs changes**
18 **residential customers’ consumption patterns and volumes?**

19 A. Yes. As shown in Figure 6, our data suggests that TEPP residential customers have
20 been diligent in following the TOU schedule. Approximately 96% of charging took
21 place during off-peak hours, with three percent occurring in the shoulder time period.
22 When the Company conducted a survey of residential program participants in late 2023,

1 all respondents stated that time-variant rates influenced when they charge their EVs to
2 a “significant extent.”

Figure 5: RCCP Participant Household Consumption Pre- and Post-EV Adoption

3



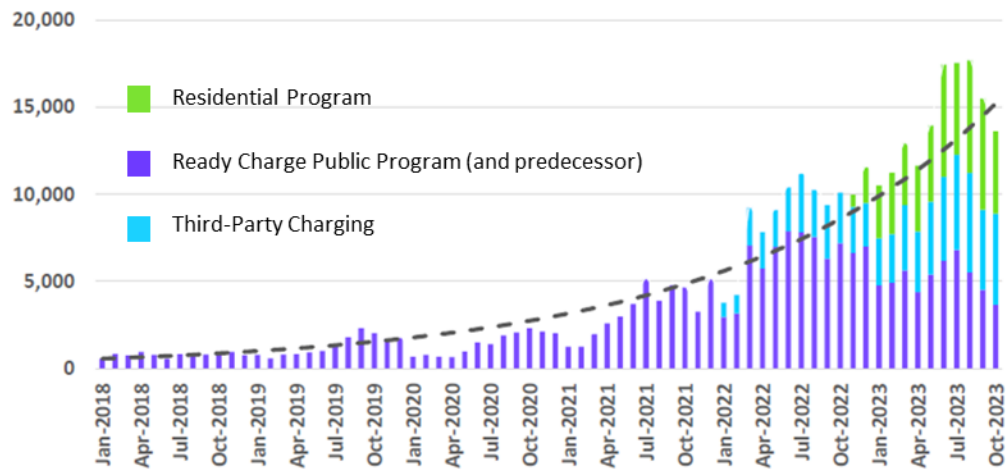
4 As the above figure suggests, while increasing overall consumption levels, EV
5 adoption did not materially change the manner in which the households in question
6 consumed energy across a 24-hour period. On a total kWh basis, EV consumption
7 represented 13% of the examined households’ combined consumption in 2023, which
8 helped offset the 5% reduction in non-EV household consumption relative to 2022 that
9 was attributable to milder weather. To get a sense of the magnitude of charging taking
10 place today through the Company’s residential program, it is worth considering that in
11 January 2024 the total EV consumption by participants was equivalent to 161 full
12 charges for a Tesla 3 rear-wheel drive vehicle, which in turn amounts to about 43,900
13 miles driven or 1.8 times around the globe by the circumference of the equator.

1 **Q. Looking beyond the residential program, does the Company have a sense of total**
2 **EV consumption over time across its service territory?**

3 A. Yes. See Figure 7 below:

Figure 6: Energy Consumed Monthly for EV Charging: 2018-2023

Total Monthly EV Charging Consumption in the Service Territory
2018–2023 (kWh)



4 Although we are certain that this graphic, inclusive of the Company’s test year, does
5 not capture all of the EV consumption taking place in our service territory, the graphic
6 represents a robust growth trend, with average monthly EV consumption increasing by
7 6.5 times over the period captured on the graph. As indicated by the graph, aside from
8 the chargers installed by the Company, a material portion of growth has come from
9 public chargers installed by other entities, including Tesla chargers (which after recent
10 standard modifications will soon be available to most EV makes), as well as charging
11 infrastructure being installed in car dealerships, gas stations, and big box stores, among
12 others. In total, there are now 86 publicly accessible charging ports in the Company’s
13 service territory, 36 of which are third-party installations. Following the additions of
14 Branson, Neosho, and Ozark Phase 1 Ready Charge installations, the Company has
15 eliminated “charging desert” areas, with the addition of a DC fast charging installation

1 being of particular importance for travelers that pass through our service territory on
2 longer trips.

3 **Q. Has the consumption across existing public chargers increased sufficiently to**
4 **access the second tranche of Ready Charge funding as per the TEPP Stipulation?**⁹

5 A. No. The Stipulation provides that total consumption must increase by at least 25%
6 across at least 60% of public chargers over the most recent six months of usage to
7 access the second tranche of the program. Though there are multiple locations where
8 the consumption growth threshold has been consistently exceeded, this is not yet the
9 case across 60% of the public chargers the Company controls across its territory.

10 **Q. Is there now a sufficient number of public charging installations across the**
11 **Company's service territory?**

12 A. The situation has greatly improved both in terms of the number and types of chargers
13 in the more densely populated areas. In the past, drivers passing through our territory
14 might have resorted to charging their vehicles through NEMA plugs at various RV
15 parks due to the lack of nearby infrastructure, which is neither efficient nor consistent
16 with their intended use. Today, the Company believes there are no longer any major
17 charging gaps on main transportation corridors in the vicinity of larger municipalities
18 that it serves. This is not, however, the case in the more rural or outlying areas, where
19 the Company believes strategically placed public charger equipment additions would
20 be beneficial.

21 Beyond having at least some public EV charging facilities in sufficient
22 geographical proximity to eliminate charging deserts, the demand for public EV
23 charging, and therefore the sufficiency of EV charging stations and ports, appears to be

⁹ ET-2020-0390, Order Approving Stipulation and Agreement, pp. 14-16, January 19, 2022.

1 somewhat seasonal. Figure 7 above reveals a clear seasonal pattern to public charging
2 volumes, where consumption noticeably dips in the winter months but invariably
3 rebounds as the warmer summer weather returns. The Company attributes this pattern
4 to the influx of out-of-area drivers visiting summer recreational facilities in the Ozark
5 and Branson areas. Thus, the question of whether there is enough public charging
6 infrastructure in Liberty's service territory is in large part a question of how quickly
7 EV adoption grows outside of our service territory. The Company is closely monitoring
8 the situation by analyzing the utilization rates of public charging ports across the major
9 routes on a regular basis.

10 **Q. Has the Company polled EV drivers who reside in its service territory about their**
11 **thoughts on public charging?**

12 A. Yes. The previously mentioned TEPP program customer survey conducted in late 2023
13 asked respondents two questions related to public charging. The first question asked
14 respondents about how often they worried about their EVs' range when using them for
15 regular trips such as commuting or errands. The second question asked respondents
16 whether their confidence in their EVs' range would improve if there were more public
17 charging stations along the routes they travelled. In the case of the first question, 83%
18 of respondents stated that they rarely or almost never worry about their EVs' range
19 when performing their regular weekly trips. However, when asked whether their
20 confidence in their EVs' range would improve if public charging was more readily
21 available in their areas, 56% gave affirmative answers, adding there are either
22 insufficient public charging options or they worry the options that exist today would
23 become insufficient as more EVs hit the roads.

1 **Q. Does Liberty monitor the uptime of their public charging infrastructure?**

2 A. Yes. We are aware that malfunctioning public chargers are a major source of frustration
3 for EV drivers across the country. Over the last year, the total uptime (meaning the time
4 the chargers are functioning and available for use) of Company-controlled public
5 chargers in our service territory has been 99%. TEPP team members regularly monitor
6 the uptime and work with vendors to return chargers to service as soon as possible
7 while also posting notices of charger outages on public forums.

8 **Q. The TEPP Stipulation includes a list of potential technical pilot areas the**
9 **Company planned to investigate subject to various conditions materializing which**
10 **would make them warranted or cost-effective.¹⁰ Has the Company made progress**
11 **in any of these areas?**

12 A. Yes. At the time of working with parties to the TEPP Stipulation, we outlined a
13 comprehensive list of potential areas where we could draw program implementation
14 insights irrespective of how the program uptake took shape. Aside from customer
15 service, economics, demographics-related metrics mentioned above, and several other
16 areas, we have zeroed in on two specific technical matters: charging equipment's
17 suitability for customer billing of residential EV consumption and the implications of
18 EV growth on overhead and underground line transformer capacity across the service
19 territory.

¹⁰ ET-2020-0390, Order Approving Stipulation and Agreement, pp. 14-16, January 19, 2022.

1 **Q. Describe the Company's work to explore the suitability of using home EV**
2 **chargers for the purposes of separately billing customers for their EV**
3 **consumption.**

4 A. A key distinguishing feature of the Company's
5 residential program is that the EV consumption is
6 billed on a separate rate schedule from the rest of
7 the household consumption. To enable this, the
8 Company proposed to use consumption recorded
9 through the EV charger itself, which the Company
10 can access online, rather than installing a second
11 revenue-grade AMI meter to measure the kWh
12 consumed through the charger. At the time of
13 billing, consumption recorded through the charger
14 is reconciled with the total kWh consumed by the



*Figure 7: Home charger accuracy
exploration installation at Liberty's
operations center in Joplin*

15 household (as measured by the AMI meter) and the appropriate charges are applied. To
16 explore empirically whether and to what extent the consumption recorded through
17 chargers is consistent with that captured by revenue-grade AMI meters, the Company
18 installed two dedicated residential chargers at one of its operations centers with AMI
19 meters attached immediately upstream of each. This installation is pictured in Figure
20 8, and is used by the EVs in the Company's fleet.

21 By regularly comparing consumption records between chargers and the
22 upstream AMI meters over time and various weather conditions and accounting for
23 chargers' own power needs, the Company hopes to explore potential suitability of using
24 home chargers for dedicated EV consumption measurement on a broader scale. For

1 clarity, we are certainly not aiming for any definitive *empirical* insights as to the
2 chargers' suitability for revenue-grade consumption measurement given our modest
3 set-up. However, we believe that the *managerial* insights we will be able to collect in
4 this manner will be instructive to the Company and other stakeholders as we jointly
5 facilitate the growth of EVs across our service territory. For instance, while EV-specific
6 rate classes may not become mainstream, the Company can foresee a scenario where it
7 continues to rely on remote monitoring of EV charger consumption across its service
8 territory for activities like load research (e.g., by encouraging customers to voluntarily
9 share their EV consumption data). Therefore, a data-driven understanding of how
10 consumption data captured through chargers compares to that recorded by AMI meters
11 during various weather conditions can serve as a meaningful planning input.

12 **Q. Describe the work to explore potential line transformer capacity limitations**
13 **associated with EV charging.**

14 A. It is a well-documented industry concern that increased proliferation of EVs, which
15 would be expected to charge at home overnight, could accelerate the degradation of
16 overhead and underground line transformer equipment, thus shortening their useful
17 lives. This concern arises because these critical pieces of utility equipment do not
18 contain dedicated cooling mechanisms that are present in larger substation
19 transformers. Instead, line transformers are designed to cool overnight through a
20 combination of lower ambient temperatures and reduced overnight customer load.

21 Potential concerns arise when multiple EVs are connected to the same line
22 transformer and are charged simultaneously, thus eliminating or reducing the time that
23 equipment can cool and accelerating the rate of winding insulation breakdown and
24 accumulation of dissolved gases in the insulating oil, among other potential degradation

1 factors. Although industry participants are investigating a number of potential solutions
2 to address this issue, such as managed charging applications, the Company has begun
3 its own investigation of the potential for this issue to become a future challenge in its
4 service territory. Using GIS system data on the capacity of line transformers across its
5 service territory and numbers of customers connected to each, AMI data of customer
6 load profiles, and EV charging profiles of TEPP program participants and other known
7 EV charging infrastructure installed on the grid, the Company has performed initial
8 simulated system stress testing to determine the type and number of at-risk
9 transformers, conditions under which the probability of accelerated transformer
10 degradation would increase, and outlined potential mitigating measures.

11 **Q. What has the Company's analysis suggested to date about the probability of**
12 **accelerated degradation of line transformer equipment due to EV usage growth?**

13 A. Aside from the low penetration of EVs to date, a factor that materially reduces the
14 probability of systemic EV-driven premature line transformer degradation in the near-
15 to-medium term is the low load density across the Company's service territory. By
16 virtue of serving smaller municipalities and rural areas, there is a comparatively small
17 average number of customers connected to Liberty's line transformers relative to more
18 urban areas of the country. This means that although approximately 20% of the line
19 transformer fleet could face a theoretical risk of overloading and useful life degradation
20 if each connected customer adopted an electric vehicle, the current adoption pace
21 suggests this is unlikely to become a systemic issue any time soon.

22 As EV penetration increases, one potential mitigation strategy involves
23 updating standards to impose a limit on the number of customers connected per
24 transformer of each rating. The Company will continue to monitor this issue over the

1 remaining life of the TEPP program by continuing its current practice of mapping
2 known customer EV installations in the GIS while enhancing the scope and precision
3 of future stress testing exercises. As the Company gains additional experience with
4 AMI data analysis, it may explore the costs of using AMI data to identify locations
5 with EVs behind the meters based on their electrical signatures. This is the same
6 approach the Company used recently to identify and address behind-the-meter solar
7 installations that were not registered with the Company.

8 One area that warrants additional investigation is line conductor capacity,
9 concerning which the Company regularly works to augment its asset records through
10 data collection initiatives like the one that took place in the course of the VOPT study
11 field work. As the Company augments its conductor rating asset records in the coming
12 years and EV consumption grows to give us more data from different parts of the
13 system, we expect to materially enhance our empirical understanding of the probability,
14 impact, and technical logistics of scenarios where grid edge technology adoption can
15 have a material bearing on the Company's asset management practices related to
16 conventional utility equipment.

17 **Q. Are there any other activity areas where the TEPP program is making a positive**
18 **contribution in the broader realm of energy transition?**

19 A. Yes, and that is in providing support for public sector and private entities' applications
20 for a variety of available EV charging infrastructure grants. To date, TEPP program
21 team members have helped 16 communities the Company serves evaluate the potential
22 of their contemplated projects for the Charging and Fueling Infrastructure
23 Discretionary Grant Program, three of which proceeded to full applications. Similarly,
24 TEPP team members supported two applications for funding available through the

1 Volkswagen Environmental Mitigation Trust and worked with dozens of potential
2 hosts who were contemplating the National Electric Vehicle Infrastructure formula
3 grant applications.

4 Perhaps most notably, TEPP team members provided support to 63 schools in
5 the Company's service territory in evaluating the potential for electric school bus
6 acquisition through federal grants. Eight of these schools proceeded to submit full
7 applications for federal funding to purchase electric school buses. Of these eight
8 applicants, the Fair Play School District has been awarded a grant for two school buses.
9 Given the administrative burden and technical nature of application research,
10 evaluation of eligibility, and application preparation, the Company's TEPP team
11 members play a key advisory role that simplifies and streamlines evaluation and pursuit
12 of opportunities for a significant number of stakeholders to access public infrastructure
13 funding.

14 **Q. Is the Company proposing any TEPP program tariff amendments in this case?**

15 A. Aside from the changes to electricity consumption costs and cost of capital parameters
16 that will flow through the existing tariffs at the conclusion of this rate case (see the
17 testimony of Company witness Timothy S. Lyons), we are not proposing any further
18 amendments. While we have explored several potential changes ahead of this case
19 internally and sought preliminary feedback from Staff and OPC, we ultimately
20 determined that the existing tariff structure is sufficient to support the derivation of
21 insights that we hoped to achieve over the program's duration.

1 **Q. What should the Commission conclude regarding the status of the Company’s**
2 **TEPP program to date?**

3 A. The Commission should conclude that the program is functioning as expected,
4 providing valuable empirical insights across a variety of operating dimensions while
5 helping the Company work with our early adopter customers to ensure that their
6 charging practices facilitate sustainable and efficient long-term system utilization
7 outcomes.

8 **VI. THE GRIP PROGRAM APPLICATIONS UPDATE**

9 **Q. What is the GRIP Program?**

10 A. The Grid Resilience and Innovation Partnerships (“GRIP”) program is a federal
11 infrastructure grant program administered by the U.S. Department of Energy (“DOE”)
12 and enabled by the 2021 Infrastructure Investment and Jobs Act (“IIJA”). The GRIP
13 program provides funds for projects in three Topic Areas. Investor-owned utilities like
14 Liberty can submit project applications for federal matching funds of up to 50% of
15 project costs in two Topic Areas, with the third being reserved for states, local
16 governments, and public utility commissions. The first Topic Area is Grid Resilience
17 Grants, where applicants are encouraged to submit funding applications for projects
18 that “reduce the likelihood and consequence of impacts to the electric grid due to
19 extreme weather, wildfire, and natural disaster.”¹¹ The second Topic Area is Smart Grid
20 Grants, which seeks projects grounded in advanced technology solutions, including
21 “new devices, materials, engineering designs, or software tools.”¹² The DOE is

¹¹ GRIP Program Funding Opportunity Announcement (FOA) Document, p.9.

¹² *Ibid.*, p 14.

1 currently evaluating the second tranche of project submissions, having announced the
2 entities selected for award negotiations in the first tranche in October 2023.

3 **Q. Has the Company applied for the GRIP grants?**

4 A. Yes. In the GRIP program's first tranche, the Company submitted three Concept Papers
5 according to the requirements of the initial stage of the grant selection process. Two of
6 the project Concept Papers were submitted in the Grid Resilience Topic Area and one
7 in the Smart Grid category. In the Smart Grid category, the Company proposed an
8 initiative named "Project DA" to deploy Distribution Automation ("DA") equipment
9 across its service territory while also renewing and upgrading its line and station
10 infrastructure to support new DA functionalities.

11 In the Grid Resilience category, the Company submitted one distribution-
12 focused and one transmission-focused project. The distribution-focused project was
13 titled "Project MVF – Most Vulnerable Feeder ("MVF") Hardening, Supported by
14 Crowd-Sourced Digital Asset Imagery Analytics." The project sought to rebuild,
15 upgrade, or harden the most distant and sparsely populated parts of the system that
16 showed signs of material deterioration. The sites would be selected with the help of a
17 crowd-sourced power grid imagery analysis machine learning application, which the
18 project also sought to develop. The transmission-focused project Concept Paper was
19 titled "Ozark Line 39-0 Rebuild Project" and proposed a rebuild and uprating of one of
20 the oldest transmission circuits in Liberty's system, which would enhance inter-area
21 transfer capability between neighboring RTOs, increase transmission service reliability
22 within Liberty's own territory, and reduce the risk of wildfires along the line's right-
23 of-way, which passes through the Mark Twain National Forest.

1 **Q. What was the DOE’s feedback on the three Concept Papers?**

2 A. The DOE encouraged all three of the Company’s Concept Papers to proceed to the Full
3 Application stage, where a substantially greater amount of technical and financial
4 information was required, along with other materials, including environmental
5 assessment scans, letters of support from local stakeholders, and a detailed Community
6 Benefits Plan. To be considered complete, applications needed to be responsive to a
7 comprehensive set of highly specific criteria regarding their alignment to the federal
8 government’s policy objectives in the areas of energy transition, local and national
9 economic development, diversity, equity, and inclusion, disadvantaged communities
10 support, and others. Considering that only about 50% of Concept Papers from across
11 the United States were encouraged to proceed to the Full Application stage, DOE’s
12 encouraging the Company to advance all three of its Concept Papers to the Full
13 Application indicated the Company had assembled a set of strong submissions that
14 showcase its planning expertise.

15 **Q. Did the Company pursue three full applications in the first Tranche?**

16 A. No, we prioritized two distribution-focused applications, which we saw as being more
17 consistent with the GRIP program’s objectives and having coverage across both the
18 Grid Resilience and Smart Grid Topic Areas. Moreover, based on the DOE guidance
19 provided at the initial seminar after the Concept Paper results announcement, the
20 Company understood that it could continue with the third encouraged Concept Paper
21 in the program’s second tranche and proceed directly to the Full Application stage.

22 **Q. What were the results of the Full Application Stage?**

23 A. In October 2023 the Company learned that its Smart Grid application (“Project DA”)
24 was selected for an award along with approximately 30 other projects from across the

1 country. The Grid Resilience application (“Project MVF”) was not selected for an
2 award. Along with the Company’s project, its affiliate Liberty Utilities (CalPeco
3 Electric) LLC was also selected for an award in the Smart Grid category.

4 **Q. Please provide additional details on Project DA selected for the grant award.**

5 A. Project DA contemplates a significant digitalization of the Company’s field operations
6 by deploying approximately 300 auto-recloser devices equipped with the Fault
7 Location, Isolation, and Restoration (“FLISR”) technology. Auto-reclosers will be
8 arranged in clusters located at the physical junctures of adjacent distribution trunk
9 feeders, which will enable them to automatically restore power to portions of feeders
10 affected by outages of a certain type by establishing an alternate power supply path
11 from an adjacent feeder through pre-arranged automated sequences of opening and
12 closing. To enable device-to-device communication and alert the Company when
13 devices operate, the Company will also deploy field communications equipment in
14 support of each cluster of auto-recloser devices.

15 Along with deployment of auto-reclosers, the project scope includes extensive
16 pole renewal and conductor capacity rating upgrades in the vicinity of the auto-recloser
17 installations when doing so is deemed necessary or beneficial based on the asset age,
18 condition, or feeder loading analysis. Project plans also include capacity upgrades to
19 several distribution substations to enhance their ability to temporarily absorb the load
20 transferred from faulted feeders and enable future load growth more generally. Thus,
21 in addition to substantially automating the Company’s distribution system to enhance
22 reliability, the project is also set to renew, reinforce, and expand the capacity of
23 conventional line and station infrastructure that would be required absent the
24 automation project.

1 **Q. What specific benefits can the customers expect from Project DA's**
2 **implementation?**

3 A. The Company is targeting a 33% improvement in Customer Minutes of Interruption on
4 the feeders that the project affects by the time the entire initiative is completed. In
5 addition, the trunk feeder sectionalization, deployment of auto-reclosers, and capacity
6 upgrades to over 30 miles of distribution line and up to three transformer substations
7 will significantly enhance the system's operational flexibility and add resilience during
8 high-wind and snowstorm events through deployment of new, higher-rated line
9 infrastructure.

10 **Q. Does any of the work in the scope of Project DA represent new technical**
11 **approaches that the Company did not consider previously?**

12 A. Not at all. Plans for each of the major project scope components, including DA devices,
13 feeder renewal and hardening, and substation and feeder capacity upgrades, have been
14 in place for some time and previously socialized through our PISA update reports and
15 Integrated Resource Plans. The DOE award potential did create a unique opportunity
16 to deploy DA equipment and other supporting upgrades across the Company's network
17 at scale through a five-year "sprint" exercise. Deployment speed notwithstanding, the
18 technical work underlying Project DA has been in the Company's plans for a long time.

19 It is worth noting that multiple parts of Project DA are a logical continuation to
20 Operation Toughen Up that the Company has implemented over the last decade.
21 Whereas Operation Toughen Up largely targeted sectionalization and renewal of
22 equipment on the lateral lines emanating from the main trunk feeders, Project DA will
23 largely target the trunk feeders themselves. This is a more logistically complex
24 undertaking, which will also involve installation of more technologically sophisticated

1 system operation equipment and is therefore more appropriately pursued once the
2 “lower-hanging fruit” of lateral sectionalization has been accomplished to a significant
3 degree. In the case of Project DA, the promise of a \$47 million contribution by the
4 federal government towards this project makes this undertaking that much more
5 valuable for the Company’s customers.

6 **Q. Did the Company inform any of the Missouri regulatory stakeholders about its**
7 **GRIP program application plans or the scopes of projects?**

8 A. Yes. The Company provided a comprehensive overview presentation on all three
9 project applications described above in the docket AW-2023-0156 in April 2023 and
10 provided another written update in October 2023. Before submitting the applications,
11 the Company also reached out to OPC for letters of support for the two full applications.
12 OPC provided these letters, which we included into the grant submission package.

13 **Q. What is the anticipated timeline of Project DA’s execution?**

14 A. Consistent with GRIP program rules, Liberty formulated the project to be completed
15 over a five-year timeframe. Because the project plan is composed of installation and
16 upgrade work across multiple discrete sites, the project is expected to come into service
17 gradually as individual DA installation clusters are constructed and energized and the
18 associated communications infrastructure is enabled.

19 **Q. Is Project DA expected to be constructed entirely in Missouri?**

20 A. No. The intended project footprint spans all four neighboring states served by Liberty,
21 namely Missouri, Kansas, Arkansas, and Oklahoma. However, as with the Company’s
22 distribution system footprint, the largest portion of the project work is expected to take
23 place in Missouri.

1 **Q. How does the Company plan to recover the portion of the project costs not**
2 **subsidized by the DOE grant?**

3 A. Once the project costs have been placed in-service the Company will seek regulatory
4 recovery of the prudently incurred project costs that are not covered by the DOE grant
5 contributions from the four retail jurisdictional regulatory bodies. The amounts sought
6 for recovery in each jurisdiction will be allocated based on direct assignment or in
7 accordance with the jurisdictional allocation approach the Company has typically used
8 for rate making purposes.

9 **Q. Is the Company seeking recovery of any Project DA-related investment costs in**
10 **this case?**

11 A. No. Since none of the Project DA costs have been placed in-service by the end of the
12 Company's proposed update period (September 30, 2024), the Company is not seeking
13 recovery within this specific rate case.

14 **Q. What is the total estimated cost of Project DA, and what portion of it is expected**
15 **to be covered by the DOE grant?**

16 A. At the time of the submission of the GRIP application in March 2023, Liberty estimated
17 the project's total cost to be approximately \$95 million. Based on GRIP program rules,
18 the Company requested the DOE's funding participation in the amount equal to 50%
19 of the project's estimated cost, i.e., \$47.5 million. This percentage of project costs is
20 the maximum level of funding participation for a utility of Liberty's size.

21 **Q. What happens if the project's final costs differ from the initial estimate?**

22 A. Under program rules, the DOE's maximum possible contribution is fixed at \$47.5
23 million irrespective of what percentage of total completed project cost this represents.
24 If the Company completes the project for a lower total amount, the DOE's contribution

1 will not exceed 50% of that final lower amount. However, this provision is
2 asymmetrical, meaning that if the project's final total cost ends up being higher than
3 the initial estimate, the DOE's contribution will amount to less than 50% of the cost.

4 **Q. What is the current status of Project DA?**

5 A. The Company received a final sign-off on the award from the DOE on September 21,
6 2024, nearly a year after being notified that it was selected for an award and
7 commencing the award due diligence activities.

8 **Q. Should the Commission be aware of any specific requirements associated with this
9 project that may be relevant for its future review of the ensuing expenditures?**

10 A. Yes. GRIP-funded projects must meet a variety of eligibility criteria to be deemed
11 eligible for award consideration and ultimately funded. A number of these criteria go
12 substantially beyond the realm of regulatory energy policy that is driven primarily by
13 economics. For example, some of the key requirements under the award include:

- 14 • *Compliance with the Davis Bacon Act.* This requires that certain types of project
15 roles be compensated at local prevailing wages as determined by the federal
16 government. The prevailing wage requirement must be adhered to even if it
17 involves paying wages and fringe benefits above the rates specified in the eligible
18 workers' existing employment contracts or collective agreements governing their
19 employment. Additional logistical expenditures are also expected to arise out of
20 the requirement to pay the eligible workers on a weekly basis.
- 21 • *Community Benefit Plan Expenditures.* A critical element of award eligibility
22 entails the delivery of a series of commitments established in the Community
23 Benefit Plan portion of applications across four very specific categories, namely:
 - 24 ○ Community and Labor Engagement;

- 1 ○ Investing in Job Quality and Workforce Continuity;
- 2 ○ Diversity, Equity, Inclusion and Accessibility; and
- 3 ○ Justice40 Outcomes, where 40% of all project benefits must flow to 40%
- 4 of the most disadvantaged communities across the country.

5 While many of the commitments can be a function of the anticipated outcomes of
6 the project itself, multiple facets of the plan delivery require steps and expenditures
7 that are not on a critical path of completing an energy infrastructure project under
8 normal operating circumstances.

- 9 • *No DOE Cost Recovery Ahead of Award Finalization.* Under GRIP program rules,
10 none of the costs the Company has incurred to date in preparing the grant
11 applications or participating in the ongoing Award Negotiations Process are eligible
12 for recovery from the DOE and cannot be counted towards the cost of the grant. A
13 partial exception applies to costs incurred in ordering long-lead items if they are
14 given a special approval to be incurred before the Award Negotiation process is
15 complete.
- 16 • *DOE Awards Are Taxed.* It is the Company's understanding that DOE grants are
17 taxable in the same manner as the revenues from Contributions in Aid of
18 Construction received from customers. The Company is working with its peers
19 through the Edison Electric Institute to fully understand the details of tax treatment
20 and the underlying logistics. However, there appears to be a broad consensus about
21 the tax treatment more generally.

22 There are two major implications stemming from the above information, some of which
23 the Company learned or was able to formally confirm only after being selected for
24 Award Negotiations. The first is that while the DOE's anticipated contribution will

1 significantly reduce the cost of Project DA to the Company, this contribution is almost
2 certain to be less than 50% of all expenditures. The second and related implication is
3 that the scope of what constitutes a prudently incurred expenditure for a DOE-
4 supported project will invariably differ from that for a normal-course utility project
5 expenditure. This is because the DOE's funding policy objectives extend beyond
6 energy policy and create non-discretionary expenditures that grant recipients would not
7 be expected to incur had they been pursuing the same project outside of the grant
8 framework.

9 **Q. Given the nature of these specific circumstances, does the Company still believe**
10 **that it is worth pursuing the GRIP grants?**

11 A. Absolutely. Even if the final effective amount of DOE contributions to the GRIP-
12 funded projects ends up being materially lower than 50%, these contributions will still
13 serve to offset a major portion of the costs of reliability improvement, grid hardening,
14 and modernization work the Company was planning to perform in any case. If the
15 Commission and other regulatory stakeholders work with the Company as it navigates
16 this new opportunity for transformative change, we believe that Liberty's distribution
17 system and the communities it serves will reap significant and sustainable benefits from
18 our participation in the GRIP program.

19 **Q. Has the Company submitted any Concept Papers for the second tranche of the**
20 **GRIP program that commenced in early 2024?**

21 A. Yes. We submitted an updated and improved Concept Paper for the Ozark transmission
22 reinforcement project that was encouraged to proceed to the Full Application stage in
23 the first tranche, but which the Company decided to defer to this year given the volumes
24 of work inherent in putting together a competitive GRIP filing. As I note above, the

1 Company initially understood that the DOE's direction was that Concept Papers
2 encouraged in the first tranche of the application could proceed directly to the Full
3 Application stage in the program's second cycle, but we were not able to confirm that
4 once the second cycle was underway. Accordingly, the Company elected to re-submit
5 the Concept Paper in the second cycle after ensuring that it addressed the slightly
6 evolved program requirements as articulated in the program's Funding Opportunity
7 Announcement Document.

8 **Q. Did the Company consider updating the scope of the Concept Paper based on its**
9 **learnings from the first program cycle or any other emerging insights?**

10 A. Yes. While our core proposal remained the same, we added a proposal for a Dynamic
11 Line Rating pilot to be executed in conjunction with the line rebuild and upgrade. The
12 Company believed such a pilot was warranted given the substance of the 2021 FERC
13 Order 881, which directs transmission providers to adopt ambient-adjusted
14 transmission line ratings, and the ongoing investigative work in FERC Docket AD22-
15 5-000, which explores the merits of adoption of full DLR capabilities. Aside from the
16 addition of a modest pilot, the Company's proposal was substantially the same as in
17 the first GRIP cycle.

18 **Q. What feedback did the Company receive on the Concept Paper it submitted in the**
19 **second tranche of the GRIP application cycle?**

20 A. To our surprise, the DOE did not encourage the Concept Paper to proceed to the full
21 Application stage in this application cycle. While we received some standard
22 explanatory notes substantiating this year's decision, we are not able to identify a clear
23 reason while virtually the same (and arguably enhanced) Concept Paper was declined
24 after being encouraged to proceed a year ago.

1 **Q. Does the Company anticipate submitting any Concept Papers in the GRIP**
2 **program's third and final cycle in 2025?**

3 A. We have not made that decision yet, and we will likely base it on our further experience
4 from the ongoing Project DA and any feedback we may receive in the course of this
5 application.

6 **Q. Does this conclude your direct testimony?**

7 A. Yes it does.

VERIFICATION

I, Dmitry Balashov, under penalty of perjury, on this 6th day of November, 2024,
declare that the foregoing is true and correct to the best of my knowledge and belief.

/s/ Dmitry Balashov