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MISSOURI PUBLIC SERVICE COMMISSION

FILE NO. EO-2025-0154

REBUTTAL TESTIMONY

OF

AJAY K. ARORA

 \mathbf{ON}

BEHALF OF

UNION ELECTRIC COMPANY

D/B/A AMEREN MISSOURI

St. Louis, Missouri July, 2025

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REBUTTAL TESTIMONY

OF

AJAY K. ARORA

FILE NO. EO-2025-0154

1		I. INTRODUCTION				
2	Q.	Please state your name and business address.				
3	A.	Ajay K. Arora, Union Electric Company d/b/a Ameren Missouri ("Ameren				
4	Missouri" or	"Company"), One Ameren Plaza, 1901 Chouteau Avenue, St. Louis, Missouri 63103.				
5	Q.	By whom and in what capacity are you employed?				
6	A.	I am a Senior Vice President and the Chief Development Officer for Ameren				
7	Missouri.					
8	Q.	Please describe your education, experience, and employment history.				
9	A.	I received my Bachelor of Science Degree in Chemical Engineering from Panjab				
10	University (India) in May 1992. I received my Master of Business Administration degree from					
11	Tulane University in May 1998. I joined a former Ameren Corporation subsidiary, Ameren Energy,					
12	in June 1998 and held trading and structuring positions in Ameren Energy before supervising the					
13	group that priced structured energy products for former Ameren Corporation subsidiary Ameren					
14	Energy Marketing Company's wholesale and retail customers from 2002 to 2004. From 2004 to					
15	2007, I was responsible for the analytical group supporting Ameren Missouri's transition into the					
16	Midwest Independent Transmission System Operator, Inc. ("MISO"), including reviewing specific					
17	market design issues in MISO.1 In 2007, I led the Ameren Missouri Regional Transmission					
18	Organization cost-benefit study that was filed with the Missouri Public Service Commission					

¹ MISO is now known as the Midcontinent Independent System Operator, Inc.

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- 1 ("Commission") in File No. EO-2008-0134, and I assumed responsibility for the Quantitative 2 Analysis, Integrated Resource Planning, Load Analysis, and Operations Analysis groups. In 3 January 2008, as part of my role as Director of Corporate Planning, I assumed additional responsibility for the Asset and Trading Optimization group supporting Ameren Missouri. In 4 5 November 2011, I assumed additional responsibilities for the corporate Project Management 6 Oversight and Market Risk Management groups. These groups oversee large utility capital projects 7 and commodity risk management. In November 2014, I assumed responsibility for the 8 Environmental Services department as Vice President of Environmental Services and Generation 9 Resource Planning. The Environmental Services department develops environmental policy and 10 provides environmental compliance support, which includes the areas of energy delivery, 11 generation, and transmission. In March 2018, I assumed leadership responsibility for Ameren 12 Missouri's entire non-nuclear generation operations and energy management function as Vice 13 President of Power Operations and Energy Management. I assumed the position as Chief 14 Renewable Development Officer in late 2020 and was promoted to Senior Vice-President and 15 Chief Renewable Development Officer in 2022. In late 2024, I was named Chief Development 16 Officer and assumed responsibility for the planning and development of the Company's entire 17 supply-side portfolio, including both dispatchable and intermittent resources.
 - Q. Have you previously testified in a proceeding at the Missouri Public Service Commission ("Commission")?
 - A. Yes, I have offered testimony before this Commission on multiple occasions, most recently in File No. ET-2025-0184 (Ameren Missouri's Large Load Rate Plan Case), and in other cases in the last several years, including in File Nos. EA-2023-0286, EA-2022-0245, EA-2022-0244, EA-2019-0181, and EA-2018-0202.

Q. What is the purpose of your Rebuttal Testimony in this proceeding?

A. I am responding to certain aspects of Direct Testimonies filed by Evergy's² witnesses, which have been clarified and amplified by statements made by Evergy in its filings that sought, and ultimately led to, Evergy's intervention in Ameren Missouri's large load³ tariff case, File No. ET-2025-0184. Specifically, Evergy's statements suggest that Evergy is, or may be, proposing that its Direct Testimony position, and the tariff terms reflected in its Direct Testimony for which Evergy seeks approval in this docket (assuming the Commission approves them) should apply not just to its customers, but to large load customers statewide, including to Ameren Missouri's large load customers.

Q. Does Ameren Missouri agree with Evergy's apparent position?

A. No. Ameren Missouri does not agree because there are necessarily differences between each utility's circumstances that can and should lead to different tariff terms, a fact the Commission itself recognizes to be true as discussed in greater detail below. Just as Ameren Missouri and Evergy have different non-large load tariff terms (including different rates and rate structures) applicable to each of their individual rate classes, and different general rules and regulations applicable to their customers generally, so too will there be, and there should be differences between the specifics of each of their large load customer tariffs. To be clear, I am not suggesting that the Commission's evaluation, its *decision-making process*, as it considers Evergy's proposed terms (and as it considers Ameren Missouri's proposed terms in its large load tariff case) should be materially different. Indeed, I believe the process should be materially the same, just as

² References to Evergy are references to the two utilities that filed this case, d/b/a Every Missouri Metro and Evergy Missouri West.

³ References to large load are to customers with expected peak loads of 100 megawatts ("MW") or more.

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it is in myriad Commission cases, including rate cases where, as I understand it, the ultimate 2 question for the Commission is what rates (overall and by class) are appropriate to put into place iust and reasonable rates for all of the customers of the utility before it. To put a finer point on it, 4 it is my view (and counsel advises me that this is supported by the law) absolutely true that the 5 Commission must make the same *ultimate evaluation* in both this large load tariff case and in 6 Ameren Missouri's large load tariff case. And it appears obvious to me (and counsel advises is 7 mandated by the law), that the Commission's ultimate decision in each case is to determine whether each utility's large load tariff terms comport with the General Assembly's recent enactment of SB 4, which tells the Commission what it must decide for each utility in each such case. Specifically, 10 the statute says that the Commission must decide whether the rate schedules proposed by a given utility "reasonably ensure [that that utility's large load tariff] customers' rates will reflect ... [that utility's large load customers'] representative share of the costs incurred to serve[that utility's 13 large load] customers and prevent other customer classes' [of that utility] rates from reflecting any 14 unjust or unreasonable costs arising from service to ... [that utility's large load customers]."4

II. RESPONSE TO EVERGY WITNESSES GUNN'S AND MARTIN'S DIRECT **TESTIMONY**

Q. **Evergy witness Kevin Gunn's Direct Testimony indicates he is providing policy** support and background for Evergy's large load tariff proposal, and in doing so, Mr. Gunn provides significant information regarding large load customers generally. What are your perspectives on Mr. Gunn's testimony overall?

⁴ Subsection 7 of Section 393.130 (to become effective August 28, 2025). This subsection is part of the same statute, Section 393.130, which creates the most basic of public utility regulatory principles, that is, that each utility serves terms must be just and reasonable, as reflected in subsection 1 of the statute. Such a determination is always made individually for each utility who proposes service terms in a case before the Commission.

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- I generally agree with Mr. Gunn's description of the overall large load customer A. landscape and agree that these customers present a historic opportunity for the state. I also agree, as Mr. Gunn alludes to on pages 5-6 of his Direct Testimony, that providing service to these customers is complex. That complexity requires careful development of tariff terms that both accounts for the circumstances of the utility in question, and for the needs of the customers seeking the service, which can vary from customer-to-customer and utility-to-utility. I further agree that to attract these customers it is necessary to consider and deploy a variety of strategies, as Mr. Gunn notes on page 7 of his Direct Testimony. And finally, I agree that customers like these "shop their loads" and that they do so nationally, as Mr. Gunn notes on pages 9-10 of his Direct Testimony. Regarding the last point, it is clear that numerous jurisdictions across the United States are experiencing significant interest from large customers, particularly in the data center sector. While Northern Virginia, Dallas, Texas, California (with key markets in Ashburn and Silicon Valley), and Chicago have historically been the most established hubs for these kinds of investments, the growth in demand for data services is creating many other expansion markets across the United States. Missouri has a clear opportunity to be one of those markets. This nationwide activity is evidenced by data center company announcements, in just the last couple of years, of significant investments, to the tune of billions of dollars, in states such as Ohio, Indiana, Mississippi, Louisiana, Wisconsin, and Arizona, to name just a few. Large load customers do have options on where they can locate their investments and facilities.
- Q. Stepping back, what do these areas of agreement as a whole suggest to you with respect to what the objectives an individual utility's large load tariff terms should be?
- A. There may be other objectives as well, but I think there are two that are most important. First, the tariff's terms should allow the utility to attract prospective customers. To do

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- that effectively, the terms must be competitive vis-à-vis terms of tariffs in other states where such customers could choose to locate, including on important service terms involving how charges are structured, term, termination, security, certainty of timely build out of generation, ramp demand timing, and minimum demand. Missouri does not want to position itself as uncompetitive. Second, the tariff terms should be such that given the circumstances of the utility at issue, the Commission can reasonably conclude that such customers will pay their fair share and that the rates they pay will be just and reasonable, consistent with SB 4's requirements.
 - Q. From the standpoint of the first objective you mentioned, competitiveness with other states, how should such terms be determined?

In two ways: by listening to our prospective customers and staying abreast of the A. national landscape in this area. To be clear, both of those factors have influenced the tariff terms proposed in Ameren Missouri's large load customer case. Specifically, we have been engaged in detailed discussions with many proposed customers and have obtained substantial feedback from them. That feedback and the awareness of the competitive landscape nationally has absolutely influenced the terms proposed in our large load tariff, as it must if we are to attract the beneficial loads. To be clear, we have a huge pipeline of new large load customers and are in very advanced discussions with some of them that reflect very significant load additions, with those discussions being centered on the terms we have proposed on our large load tariff docket. More specifically, Ameren Missouri has already executed construction agreements for completion of transmissionlevel infrastructure necessary to serve approximately 2.3 gigawatts ("GW") of new large load customer load within its service territory starting as early as 2026. Moreover, while those customers have not amended those construction agreements or signed new ones to cover additional load beyond the 2.3 GW, several of the customers who make up the 2.3 GW for which we have

- signed construction agreements have already requested that we study adding an additional approximately 1.6 GW of load from them. Also, we have already received additional transmission study requests (covering an additional approximately 11 GW of potential new load) from other potential customers (in addition to the approximately 2.3 and 1.6 GW referenced earlier) looking to locate in our service territory. And there is a significant pipeline of additional large load customer additions beyond the approximately 15 GW of load I just discussed, in fact the identified universe of such customers in the pipeline totals approximately 20 GW. See Schedule AKA-R1 for a summary of the Company's pipeline.
 - Q. From the standpoint of the second objective you mentioned, ensuring that the Commission can discharge its SB 4 duties given the circumstances of the utility at issue, that is, setting just and reasonable terms of service for large load customers, how should that objective be attained?
 - A. By examining the circumstances of each utility and the appropriateness of the service terms a given utility is proposing in consideration of those circumstances. There are many circumstances that differ from one utility to another that can and should affect the details of each utility's terms of service to large load customers.

Q. Do individual utility circumstances vary in material ways?

A. They absolutely do, and this is highlighted by the differences between utilities that the Commission's Integrated Resource Planning ("IRP") process clearly recognizes. Those differences include the utility's mix and capability of existing generation resources, the configuration, capacity, and upgrade needs of the utility's transmission system, the utility's planned unit retirements, its planned resource additions (dispatchable and non-dispatchable), the

ratemaking impacts of a given IRP, the utility's customer and retail sales growth, the RTO⁵ the utility is in and its mix of generation, and the utility's production costs (driven by fuel mix, fuel contracts, and market conditions in the utility's RTO). All of these differences impact the IRP analysis and, in turn they significantly influence what tariff service terms for large load customers are needed to meet the statutory standard for such tariffs reflected in SB 4. As Company witness Steve Wills' Rebuttal Testimony discusses, the Company's IRP-based risk analysis demonstrates that the standard is met based on the service terms the Company is proposing in its large load case, which do differ in certain respects from the terms proposed by Evergy. The Commission itself recognizes that there are differences between utilities, as noted in its *Order Granting Evergy Application to Intervene* ("Evergy Intervention Order") in our large load case, File No. ET-2025-0184. And the Commission also recognized that because utility A and utility B are not the same, their large load rate plans will not be the same either. *Id.* (The "large load customer rate plans for Ameren Missouri and Evergy will be different because of differences between the two utilities.").

Q. In making those observations and granting Evergy's request to intervene in Ameren Missouri's large load docket, the Commission clearly had in mind the fact that both Evergy and Ameren Missouri were subject to Section 393.130.7 and that this fact was a key commonality among them. Do you have an opinion on what the implications of applying the statute to both utilities are?

A. I do. When Evergy sought to intervene in Ameren Missouri's docket, it spoke of "consistency." As I discussed earlier, Evergy's statements in this regard suggest that the object of Evergy's direct case may be, as reflected in its testimony and related filings, that whatever terms

⁵ Regional Transmission Organization.

the Commission approves for application to Evergy's large load customers (the terms for which Evergy seeks approval are reflected in its direct case) should be applied to Ameren Missouri's large load customers. However, I do not believe that is what the statute is driving at, or what the statute requires, and I believe the Commission recognizes that as well, given its statements in the Evergy Intervention Order. What I do think the statute is driving at is that the Commission should do what it has always done: consider and evaluate the record of each utility case before it, based on that record (which counsel advises is the only basis on which the Commission should rely) and make a decision that discharges the authority the legislature has given it by statute. I should also note that consistency of the type Evergy appears to advocate for is in fact inconsistent with the very nature of economic development in that different developments in different parts of a state do not generally have the same economic development terms and incentives.

Q. What does the record indicate in this case?

A. Given the timing of and background relating to our application to intervene, it has not been possible for us to fully evaluate all of the information that one needs to evaluate to determine what large load tariff terms for Evergy would fit with the statute's requirements, which as I noted above I think boils down to making sure large load customer tariff terms are just and reasonable. We haven't had time to evaluate workpapers (and do not have access to discovery conducted by others to date) and have had no opportunity to conduct our own discovery. However, taking Evergy's direct testimony on its face, Evergy is telling the Commission that the terms it has proposed are the appropriate terms and while Evergy doesn't cite to the statute (which did not exist when Evergy filed its case), Evergy's testimony does reflect that Evergy is seeking to adopt service terms that have its large load customers paying their fair share, which is I think a reasonable proxy for the concept of just and reasonable terms. Evergy has performed various analyses and made

- 1 certain assumptions about the tariff structure and terms it apparently believes it needs to satisfy
- 2 this fair share (just and reasonable) principle, and the Commission needs to evaluate the evidence
- 3 around all that. And it may well conclude that Evergy's proposed terms are appropriate for Evergy
- 4 and that the Commission can discharge its duty under the statute by approving them.
 - Q. What would a Commission evaluation of Evergy's proposed terms and
 - whether they meet the statutory standard under those proposed terms tell the Commission
 - about Ameren Missouri's proposed terms?
- 8 A. Very little. And that is because Ameren Missouri's and Evergy's circumstances are
- 9 not the same and the approaches taken by Ameren Missouri and Evergy to develop their proposed
- terms are also not the same.
 - Q. What is a key difference in approach?
- 12 A. While as noted we have not had the ability to meaningfully dig into the details,
- there are what appear to be some very clear differences that, to focus on one example Evergy itself
- has mentioned, Evergy's System Support Rider ("SSR"), probably led Evergy to propose different
- 15 terms that I do not believe are necessary or appropriate for Ameren Missouri. I'll leave the details
- of those differences to Ameren Missouri witness Steven Wills but let me highlight a couple of
- 17 them.

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- First, Evergy did not, as best as we can discern, perform the kind of IRP-based risk analysis
- 19 that Mr. Wills discusses in his Rebuttal Testimony. The results of that analysis show that the
- 20 Commission can reasonably conclude that Ameren Missouri's proposed large load tariff terms will
- 21 mean that the large load customers with whom it is in advanced stages of finalizing the Energy
- 22 Service Agreements ("ESA") Ameren Missouri's proposed terms would require, will pay their fair
- share of costs, consistent with the statute, and that there is no need for Ameren Missouri to include

an SSR in its service terms. Evergy's evidence, *for Evergy*, leads to a different result and thus different terms; i.e., Evergy's SSR. Moreover, Ameren Missouri's proposed terms specifically require the Commission to approve ESAs for large load customers it would serve. And as part of that ESA approval process, Ameren Missouri's proposed terms require that Ameren Missouri provide future iterations of its IRP-based risk analyses each time there are material additions of large load customers as we move through time, meaning the Commission will always be given the means by which to make (or not make and thus not approve future ESAs) the required statutory determination. Is including an SSR as part of a utility's large load tariff service terms one way to demonstrate that the statutory standard is met? It may very well be, but it is not the only way and this is precisely why, again as the Commission itself recognizes, different utilities will have different service terms for large load customers.

Another difference in approach that probably led to Evergy's conclusion that an SSR was needed and appropriate is Evergy's choice to develop a new base rate (the LLPS rate discussed by Mr. Lutz's Direct Testimony), which is lower (and will thus produce less revenue from large load customers to cover the cost of serving them) than the higher rate reflected in Evergy's base large industrial tariff (its corollary tariff to Ameren Missouri's Large Primary Service ("LPS") tariff, which Ameren Missouri proposes to charge to its large load customers). By charging large load customers a higher base rate, that is its full LPS rate, Ameren Missouri will necessarily generate more revenue from large load customers. In Evergy's case, Evergy decided it needed the SSR.

Q. You have discussed what the key objective of a large load tariff should be, that there are certainly differences between utilities, including between Ameren Missouri and Evergy, and that those differences have led to different tariff proposals, which is to be expected. Finally, you have pointed out that the Commission's role in each case like this is

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- 1 the same, to determine if the statutory standard that applies is met and to do so individually
- 2 in each utility's case based on the evidence in each case, including each utility's
- 3 circumstances. Against that backdrop, do you have an opinion as to whether there is or can
 - be a common approach to making those individual case evaluations?

A. My opinion is that there certainly can be but there doesn't have to be. And I also want to emphasize that even if a common analytical approach were always used by every utility, it likely won't – nor should it be expected to – lead to the same answer for every utility, again because (a) there are differences among different utilities, and (b) there are different ways to get to essentially the same place. What I believe SB 4 requires is evidence (which I think necessarily requires economic analysis) that demonstrates that large load customers are paying their representative share and that the tariff terms are just and reasonable. In my opinion, the IRP-based analysis we conducted provides the best evidence to allow the Commission to evaluate a utility's proposed tariff terms against the statutory standard, especially so with the enhanced IRP and related pre-approval aspects included in SB 4, but that does not mean that there aren't different ways to conduct a sufficient analysis. The details of the analyses may or may not be the same or consistent, and the results may lead to different necessary or appropriate tariff terms for different utilities. But what will be consistent – and what should be consistent – is the evaluation the Commission undertakes, that is, has the utility in question in that utility's case undertaken a legitimate form of economic analysis from which the Commission can ascertain that under that utility's proposed terms, the Commission can comply with the standard set out in SB 4.6

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⁶ To amplify a point I made earlier, the analysis results are important to the Commission's determination but so too are the specific service terms proposed which are accounted for in the analysis, and other service terms such as, in our case, the tariff requirement that the Commission approve each individual ESA, which gives the Commission the ultimate authority to make sure the statutory standard is met.

- 1 Q. You indicated above that in your opinion the IRP-based risk analysis Ameren
- 2 Missouri performed provides the best evidence for the Commission to evaluate in applying
- 3 the statutory standard. Why?
- 4 A. Because our IRP-based risk analysis approach is highly aligned with the intent of
- 5 the legislature in adopting SB 4, and, since it is very rigorous and robust, I believe that it will better
- 6 promote tariff terms that allow Ameren Missouri to be more competitive in terms of attracting
- 7 these loads rather than losing them to other states.
 - Q. Why do you contend that the risk analysis approach discussed in Mr. Wills's
 - Rebuttal Testimony is more in line with SB 4?
- A. SB 4 did not just address large load tariffs. The, or one of the most impactful
- provisions of SB 4 was to codify in Missouri, for the first time, a statutory requirement to engage
- in IRP with significant details for exactly how that planning is to occur and what it means. We
- have long believed the IRP process is an important one, but the state has clearly now adopted that
- 14 viewpoint as a state policy. That is not to say that Evergy doesn't also think the IRP process is
- important, but the fact is that the state had not "spoken" on this issue when Evergy filed its case –
- 16 the statute did not pass until a month later and was not signed by the Governor until about two
- months later. But when we developed our case, it had been passed by the legislature and signed
- by the Governor (I recognize it wasn't yet law, but it was on the books and the state had clearly
- 19 spoken).

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- Q. Are there other reasons, beyond your belief that your approach is most aligned
- with SB 4, that lead you to conclude it is the most appropriate analysis?
- A. Yes. The IRP is by its very nature the most comprehensive view of a utility's future
- 23 revenue requirements that will be a determinative factor in the rates it charges its customers for

service. The IRP process incorporates not only capital investment in new generating plant, but also all of the costs of operating that plant including but not limited to ongoing operation and maintenance, taxes, and importantly, fuel, along with market costs of serving load (i.e., interaction of new generation and new load that impacts purchased power expense and off-system sales revenue, as well as RTO market charges). The comparative IRP-based analysis Ameren Missouri performed is a full view of the expected cost of serving large load customers. Again, that is an important determinative factor for future rate impacts on existing customers. The other determinative factor of future rate impacts on existing customers is the amount of incremental retail revenues to be received from large load customers, which offsets that incremental revenue requirement. It is only through analyzing the net effect of *both* of these items – the cost of serving load *and* the incremental revenues derived from the provision of that service – that one can truly ascertain the impact on other customers. The IRP process provides the capability of performing such a comprehensive cost analysis.

Having said that, whether such an analysis is always used does not mean that the service terms for each utility that uses it will be or should be the same, because the results of the analysis can and probably will differ for different utilities and based on different service terms.

Q. Please summarize your key points.

A. Just as is the case with utility regulation generally, the Commission should apply the statutes that set its responsibilities to each utility – including SB 4 – according to that utility's circumstances and in cases like this, according to the evidence in each utility's case. As the Commission recognizes, there will be differences between the large load tariff terms of one utility versus another, as is to be expected, given their different circumstances. The Commission should

- 1 be focused on making the statutory determinations SB 4 requires of it, and on ensuring that the
- 2 utilities in the state can attract and retain these beneficial economic development projects.
- **Q.** Does this conclude your Rebuttal Testimony?
- 4 A. Yes.

Ameren Missouri Large Load Economic Development Pipeline



Almost 2.3 GW of demand under paid construction agreements, Additional 2.6 GW in negotiation



~2.27 GW of projects with signed construction agreements. All have made initial commitment payments. Of those, 2.14 GW have submitted payment for Long Lead Equipment. Construction expected to be completed by 12/2027 with some coming online between 2026 - 2027. All are awaiting the ability to execute ESAs.

- **~2.60 GW** of completed engineering studies. These projects are negotiating construction agreements but have not yet executed them.
- ~11.97 GW of additional large load projects in pipeline awaiting the completion of engineering studies. These are a mix of projects at varying degrees of readiness.

■ Signed Construction Agreements

■ Completed Engineering Studies

■ Large Load Requests - Pending Engineering Studies

Large Load Project Pipeline as of 7/14/2025.

BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of the Applica Metro Inc. d/b/a Evergy Mi and Evergy Missouri West, Evergy Missouri West for A New and Modified Tariffs Large Load Customers.	issouri Metro , Inc. d/b/a Approval of)))	File No. EO-2025-0154				
	AFFIDAVIT	OF AJAY K	. ARORA				
STATE OF MISSOURI CITY OF ST. LOUIS)) ss)						
Ajay K. Arora, being first duly sworn states:							
My name is Ajay K.	Arora and on my	oath declare	that I am of sound mind and lawful age;				
that I have prepared the fore	egoing Rebuttal	Testimony; a	nd further, under the penalty of perjury,				
that the same is true and cor	rect to the best o	f my knowle	dge and belief.				

/s/ Ajay K. Arora Ajay K. Arora

Sworn to me this 25th day of July, 2025.