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Issues:

Fuel Adjustment Clause

Witness:

Dana E. Eaves

Sponsoring Party:

MO PSC Staff

Type of Exhibit:

Surrebuttal Testimony

Case No.:

ER-2014-0370

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Service Commission

# MISSOURI PUBLIC SERVICE COMMISSION

REGULATORY REVIEW DIVISION

## SURREBUTTAL TESTIMONY

OF

DANA E. EAVES

## KANSAS CITY POWER & LIGHT COMPANY

FILE NO. ER-2014-0370

Jefferson City, Missouri June 2015

\*\* Denotes Highly Confidential Information \*\*

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## BEFORE THE PUBLIC SERVICE COMMISSION

#### OF THE STATE OF MISSOURI

In the Matter of Kansas City Power & Light Company's Request for Authority to Implement a General Rate Increase for Electric Service	j	No. ER-2014-0370			
AFFIDAVIT OF DANA E. EAVES					
STATE OF MISSOURI )					

COMES NOW, Dana E. Eaves and on his oath declares that he is of sound mind and lawful age; that he contributed to the attached Surrebuttal Testimony; and that the same is true and correct according to his best knowledge and belief.

Further the Affiant sayeth not.

COUNTY OF COLE

Dana E. Eaves

Subscribed and sworn to before me this 4th day of June, 2015.

) ss

SUSAN L. SUNDERMEYER
Notary Public - Notary Seal
State of Missouri
Commissioned for Callaway County
My Commission Expires: October 28, 2018
Commission Number: 14942086

Notary Public

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1		SURREBUTTAL TESTIMONY					
2	OF						
5	DANA E. EAVES						
6 7	KANSAS CITY POWER & LIGHT COMPANY						
8		CASE NO. ER-2014-0370					
10 11	_						
12	Q.	Please state your name and business address.					
13	A.	Dana E. Eaves, P.O. Box 360, Jefferson City, MO 65102.					
14	Q.	By whom are you employed and in what capacity?					
15	A.	I am a Utility Regulatory Auditor for the Missouri Public Service Commission					
16	in the Energ	y Department.					
17	Q.	Are you the same Dana E. Eaves who testified in both the Staff's Revenue					
18	Requirement	t Cost of Service Report ("COS Report") and Rate Design and Class Cost-Of-					
19	Service Rep	ort ("CCOS Report") and filed rebuttal testimony concerning the Staff's Fuel					
20	Adjustment	Clause ("FAC") recommendations in this case?					
21	A.	Yes, I am.					
22	Q.	What is the purpose of your surrebuttal testimony?					
23	A.	I am responding to certain points in the rebuttal testimonies of KCPL witnesses					
24	Tim Rush, Darin R. Ives, Wm. Edward Blunk, John Carlson and H. Edwin Overcast, related						
25	to KCPL's request for a FAC.						
26	Tim Rush	's Testimony					
27	Q.	Does Mr. Rush claim Staff is wrong in its claim that SPP transmission charges					
28	8 are not volatile?						
		s COS Report, I am the sponsoring Staff Expert/Witness for Section XIV.B titled "FAC – ections (1) through (4) on pages 194 – 200.					

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A. Yes he does. On page 15 beginning on line 1 of his Rebuttal Testimony he provides the following Q & A:

# Q: Staff goes on to say that SPP schedule 11 costs, while increasing, are known and thus are not volatile. How do you respond?

A: The future Schedule 11 costs are not known. There are no contracts fixing those charges. What we do know is, as Mr. John Carlson discusses, history has shown they are material and volatile. Moreover we have reason to believe they will continue to be large and volatile.

- Q. Has Staff claimed the SPP Schedule 11 costs are fixed by a contract?
- A. No it has not.
- Q. Has Staff made the claim in prior filings in this case that SPP transmission charges are not volatile?
  - A. Yes.
- Q. Will you please explain where the data came from that you used in determining that SPP transmission costs are not volatile?
- A. Yes, I used the data provided by Mr. Rush in his Direct Testimony that was contained in the chart labeled "Transmission". The data that was used in the production of the chart was provided by Mr. Rush in his workpapers. The data provided by Mr. Rush shows a steady increase of costs for the years 2005 through 2013. Mr. Rush also provided Schedule TMR-5 attached to his direct testimony that provides forecasts for SPP base plan transmission project costs through the year 2025. The forecast shows SPP transmission expense for KCPL to continue rising until 2021, when the forecast starts to level off and decrease slightly until 2025, the end of the forecasted range. Merriam-Webster dictionary defines volatile as: "likely to change in a very sudden or extreme way<sup>3</sup>."

<sup>&</sup>lt;sup>2</sup> Direct testimony of Tim M. Rush in Case No. ER-2014-0370, page 11.

<sup>&</sup>lt;sup>3</sup> http://www.merriam-webster.com/dictionary/volatile

- Q. Did any data provided by Mr. Rush or other KCPL witnesses show any sudden or extreme change in costs, whether forecasted or actual, related to transmission costs?
- A. No. The data Staff relied upon to make its determination, as provided by KCPL, show transmission costs are steadily increasing but do not show sudden or extreme changes.
- Q. Absent a FAC, are there traditional rate-making treatments that could be afforded costs that are not volatile but steadily increase, in order to allow a utility a reasonable opportunity to recover those costs?
- A. Yes. The most common regulatory treatment given to costs that are increasing is allowing for an annualization of costs, recognizing that costs are increasing during a period and making the necessary adjustments that would reflect the most accurate level of costs on a going forward basis.
  - Q. Will you be addressing Mr. Carlson's rebuttal testimony on this issue later?
  - A. Yes.
- Q. Mr. Rush also states "Staff appears to ignore the Commission's determination that these types of RTO transmission charges are volatile and appropriate for inclusion in an FAC.<sup>4</sup>" Has Staff ignored Commission decisions related to inclusion of transmission costs in a FAC?
- A. No, absolutely not. Staff believes its recommendation with modifications in this case related to the exclusion of certain transmission costs closely follows the Commission decision in Ameren Missouri's most recent rate case in which the Commission stated<sup>5</sup>:

<sup>&</sup>lt;sup>4</sup> Rebuttal testimony of Tim M. Rush in Case No. ER-2014-0370, page 9, lines 18-19.

<sup>&</sup>lt;sup>5</sup> In the Matter of Union Electric Company, d/b/a Ameren Missouri's Tariff to Increase Its Revenues for Electric Service, File No. ER-2014-0258, Report and Order, page 115.

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#### Decision:

The evidence demonstrated that for purposes of operation of the MISO tariff, Ameren Missouri sells all the power it generates into the MISO market and buys back whatever power its [sic] needs to serve its native load. From that fact, Ameren Missouri leaps to its conclusion that since it sells all its power to MISO and buys all that power back, all such transactions are offsystem sales and purchased power within the meaning of the FAC statute. The Commission does not accept this point of view.

The drafters of the FAC statute likely did not envision a situation where a utility would consider all its generation purchased power or offsystem sales. In fact, the policy underlying the FAC statute is clear on its The statute is meant to insulate the utility from unexpected and uncontrollable fluctuations in transportation costs of purchased power. At the time the statute was drafted, and even in our more complex present-day system, the costs of transporting energy in addition to the energy generated by the utility or energy in excess of what the utility needs to serve it [sic] load are the costs that are unexpected and out of the utility's control to such an extent that a deviation from traditional rate making is justified.

Therefore, of the three reasons Ameren Missouri incurs transmission costs cited earlier, the costs that should be included in the FAC are 1) costs to transmit electric power it did not generate to its own load (true purchased power) and 2) costs to transmit excess electric power it is selling to third parties to locations outside of MISO (off-system sales).

- Does this Commission order affect Staff's recommendation in this case? Q.
- A. Yes it does. As stated in the COS Report, Staff recommends that the Commission not grant KCPL's request to implement a FAC because KCPL has not satisfied the fundamental criteria for implementing a FAC<sup>6</sup>; that recommendation has not changed. However, in the event the Commission grants KCPL's request for a FAC, Staff is proposing a modification to its original position, based on the Commission order in the Ameren Missouri case quoted above, which was issued after Staff filed its COS Report. Staff's position that was filed in the COS Report was a complete elimination of transmission charges associated with SPP Schedule 11 from the FAC. However, as a result of the Commission Order in the

<sup>&</sup>lt;sup>6</sup> Staff witness Natelle Dietrich addresses another reason why Staff does not support KCPL's request for a FAC in her testimony in this case.

<sup>&</sup>lt;sup>7</sup> The Commission's order in the Ameren Missouri case was issued on April 29, 2015. As I stated in my rebuttal testimony (page 10 line 24 through page 11 line 3) filed on May 7, 2015, at the time rebuttal testimony was filed in this case Staff was still studying the Ameren Missouri order and intended to follow that order as related to the appropriate transmission costs that should be included in KCPL's proposed FAC in this case.

# Surrebuttal Testimony of Dana E. Eaves

order at this time.

aforementioned Ameren Missouri case, Staff has cause to modify its position in an effort to comply with that order and now recommends an inclusion of some percentage of Schedule 11 charges. Staff has not performed this calculation as the data is not currently available to Staff. Staff issued Data Request Nos. 0561 and 0562 in this case in an effort to obtain sufficient information that would allow for analysis and an appropriate determination of the level of transmission costs that are associated with, to apply the language used in the Commission's Ameren Missouri order to KCPL, 1) costs to transmit electric power KCPL did not generate to its own load and 2) costs to transmit excess electric power KCPL is selling to third parties to locations outside of SPP.

Q. Has Staff received KCPL's Highly Confidential responses to Staff's Data Requests No. 0561 and 0562?

A. Yes it has. In KCPL's response to Data Request No. 0561 it states: \*\*\_\_\_\_\_\_

\*\* In KCPL's response to Data Request No. 0562 it states: \*\*\_\_\_\_\_\_

\*\* Based upon these responses, Staff is not able to calculate a recommended level of transmission expense to be included in a FAC for KCPL as provided in the Ameren Missouri

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- Q. Is Staff still recommending the exclusion of SPP Schedules 1-A and 12 costs?
- A. Yes. The same arguments Staff provided in its COS Report have not changed based on the Ameren Missouri Commission decision.
- Q. Does Mr. Rush claim you misrepresent what FERC Accounts 501 and 547 are for?
  - A. Yes he does.
  - Q. What are FERC Accounts?
- A. As stated in FERC's Uniform System of Accounts for Electric Utilities ("USofA"):

Jurisdictional companies are required to maintain their books and records in accordance with the Commission's Uniform System of Accounts ("USofA"). The USofA provides basic account descriptions and accounting definitions that are useful in understanding the information reported in the Form Nos.1, 1-F, 2, 2A and 6.

Accounts 501 and 547 are specifically defined in the USofA as:

#### 501 Fuel:

A. This account shall include the cost of fuel used in the production of steam for the generation of electricity, including expenses in unloading fuel from the shipping media and handling thereof up to the point where the fuel enters the first boiler plant bunker, hopper, bucket, tank or holder of the boiler-house structure. Records shall be maintained to show the quantity, B.t.u content and cost of each type of fuel used...

#### 547 Fuel:

This account shall include the cost delivered at the station (see account 151. Fuel Stock, for Major Utilities, and account 154. Plant Materials and Operating Supplies, for Nonmajor utilities) of all fuel, such as gas, oil, kerosene, and gasoline used in other power generation.

- Q. In which accounts does KCPL record the cost of coal and natural gas?
- A. KCPL records its cost of coal in FERC Account 501 and the majority of its cost of natural gas in FERC Account 547. KCPL does appropriately record some costs associated with natural gas and oil in FERC Account 501 as these fuels are used as start-up

and burn stabilization fuels which directly supports the burning of coal. KCPL's Chart of Accounts<sup>8</sup> provides the follow description for FERC Account 501 and 547:

## Account 501000, Fuel Exp-Deliv Cost Coal Burn:

This account shall include the delivered cost of coal burned in the production of steam for the generation of electricity, including freight, demurrage and switching at average inventory cost from monthly FaRMS reports (created and maintained by the Fuel).

## Account 547002, Fuel Exp-Deliv Cost Coal Burn:

Delivered cost of natural gas burned at the Hawthorn CT units for generation

- Q. Does KCPL also record some costs associated with the production of steam for generation in FERC Account 547?
- A. Yes it does. In KCPL's response to the Office of the Public Counsel's Data Request 8030 it states:

The fuel expense for Hawthorn 6/9, KCP&L's only combined cycle generating plant is recorded in account 547. Hawthorn 6 is a CT and it belongs in 547. Hawthorn 9 takes the exhaust heat and a small amount of gas to generate steam and then spin the turbine. That small amount of gas is charged to 547 as well because KCP&L views 6/9 as one unit.

- Q. Mr. Rush disagrees with several changes you made to the redline/strikeout exemplar tariff sheets filed as Schedule DEE-1. Would you please address his issues?
  - A. Yes, Mr. Rush expressed the following concerns:

Tariff Sheet No. 50:

- "Striking out of the Second/First Revised designation is incorrect;" I agree with Mr. Rush that since a First Revised Sheet 50 already exists, this designation should not be struck.
- "On Tariff Sheet 50, Mr. Eaves has added the work "billing" to the definition of a recovery period;" I originally added the word "billing" to make this tariff sheet

<sup>&</sup>lt;sup>8</sup> KCPL's response to Staff Data Request No. 0030 in Case No. ER-2014-0370.

consistent with GMO's FAC tariff. However, based on information regarding the billing systems of KCPL and GMO which I received from Mr. Rush since filing my exemplar tariff sheets, it is now my understanding there is not a need to add the word "billing" to the proposed FAC tariff.

• "Mr. Eaves has added the wording, "All penalties accessed associated with The North American Electric Reliability Corporation and other regional entities compliance and reliability standards shall be excluded from the FAC";" I continue to believe that the wording is necessary to clearly state that such costs are not to be included in KCPL's proposed FAC.

#### Tariff Sheet 50.1

• "Mr. Eaves struck accessorial charges, bio-fuels, broker commissions, fees and margins and propane from the 501 description;" Staff believes "accessorial charges" is a generic term and should be more specifically defined within the tariff. Staff understands KCPL no longer uses bio-fuels and if it was to resume the practice of burning bio-fuel, the costs should be recorded to renewable energy standard so the reference to bio-fuel should be excluded from the tariff and not recovered in a FAC. Broker commissions, fees and margins were struck as they are generic terms and should be defined within the tariff. Staff removed propane as it is not aware that KCPL utilizes propane either as a start-up fuel, burn stabilization or environmental controls.

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- "Mr. Eaves added wording to the PP definition to exclude all SPP Schedule 1-A fees;" If the Commission adopts Staff's FAC position the exclusionary language would be appropriate.
  - "Mr. Eaves also struck the following wording from the PP definition: "other miscellaneous SPP IM charges including but not limited to;" Staff disagrees with the inclusion of miscellaneous charges as it is vague and should be defined with the tariff.
- "He [Mr. Eaves] also modified 456.1 by making it just 456. While it might seem like that is a simplification it significantly changes what is included in the FAC. Effective January 1, 2006, FERC changed its Uniform system of Accounts to better identify various RTO costs. One of those changes was the creation of Account 456.1. Account 456 represents "Other electric revenues" which include "revenues received from operation of fish and wildlife, and recreation facilities whether operated by the company or by contract concessionaires, such as revenues from leases, or rentals of land for cottage, homes, or campsites" while Account 456.1 represents "Revenues from transmission of electricity of others"." With these proposed changes I was attempting to include all transmission revenues in FERC Account 456 and not just limited to 456.1. I did strike FERC Account Numbers 561.4, 561.8, 575.7, and 928. Because of the recent Ameren Missouri Commission order related to the inclusion of transmission costs in a FAC, as discussed earlier in this testimony Staff is modifying its position to reflect only those transmission costs needed to support 1) costs to transmit electric power KCPL did not generate to its own load and 2) costs to transmit

<sup>9</sup> Rebuttal Testimony of Tim M. Rush in Case No. ER-2014-0370, page 19, lines 14-22, page 20, line 1.

excess electric power KCPL is selling to third parties to locations outside of SPP. To follow this Ameren Missouri Commission order, Staff would now recommend striking all revenue accounts and include language that would allow for compliance with the Ameren Missouri order as related to very specific transmission costs.

• "In the OSSR definition, Mr. Eaves struck make whole and out of merit payments and distributions but added ancillary services, revenue sufficiency and neutrality;" Staff contends the terminology it added more accurately describes the type of revenue that should be included in the FAC.

#### Tariff Sheet 50.3

- "Mr. Eaves explicitly excludes all impacts of cross-hedging;" Staff addresses this issue under Mr. Blunk's section later in this testimony.
- "Mr. Eaves also made a change to the definition of the jurisdictional allocation calculation of J=. Mr. Eaves has suggested that the Missouri Retail Energy Ratio= Missouri Retail kWh sales divided by Total Net System Input (NSI). The Company believes that it is a miss-match to compare retail sales to net system input. The Company believes that to be consistent with how costs are allocated between the jurisdictions in a rate case this calculation should be as follows: J=Missouri Retail Energy Ratio=Missouri Retail kWh Sales/Total Retail kWh Sales (KS and MO) + Sales for Resale (Account 447.100 Municipals);" KCPL's recommendation could be appropriate if losses are proportional to the kWh sales. At this time I do not believe line losses between Kansas and Missouri are proportional based upon customer mix (residential vs commercial/industrial mix). KCPL's Kansas customers are mostly

<sup>&</sup>lt;sup>10</sup> Rebuttal Testimony of Tim M. Rush in Case No. ER-2014-0370, page 20, lines 9-16.

residential and Missouri customers have commercial and industrial. It is typically the case that a service area comprised of residential customers will experience higher line loss percentage than that of a system with a mixture of residential, commercial and industrial customers as Missouri service territory reflects. I believe that my proposed definition of the "J" component that is included in the redline version of the FAC is correct when NSI is defined as [Retail Sales (KS+MO) + Sales for Resale + Border Customers + Firm Wholesale + Losses].

#### Tariff Sheet 50.5

• "The Company believes that since base rates are being set in this rate case, the original tariff calculation sheet should contain all zeros until the first accumulation period has passed;" Staff believes that the tariff sheet should not contain all zeros. It is my position that the proposed FAC tariff sheet should include an amount for the calculated Base Factor (BF). I recommended a BF of \$\$0.01406 per kWh in Staff's CCOS Report. Based upon my modified position related to the appropriate level of transmission expense to include, my recommendation in the Class Cost of Service Report will need to be modified to reflect the inclusion of some level of transmission expense per the Commission's order in the Ameren Missouri case once the information can be provided to Staff by KCPL.

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## Darrin R. Ives' Testimony

Q. Mr. Ives states: "Staff asserts that KCP&L's FAC costs are of insufficient volatility to warrant an FAC." Has Mr. Ives demonstrated in his rebuttal testimony that the cost components to be tracked in KCPL's proposed FAC are volatile?

No, he has not. He provides a chart 12 that purports to demonstrate KCPL's A. inability to collect sufficient revenue from customers through rates to cover its costs as established in the rate case in which rates were set. This is a completely different issue and is not appropriate in determining whether or not the individual fuel and purchased power component prices are volatile as the set forth in 4 CSR 240.20.090(2)(C). There are many factors that could lead to KCPL under- or over-collecting revenue from its customers to cover all of its fuel and purchased power related costs and he does not address any of those factors.

## Wm. Edward Blunk's Testimony

Q. Does Mr. Blunk state that Staff is incorrect in its statement, "KCPL knows its coal costs because it has purchased a large percentage of its coal needed for generation for the next several years at a contracted price"?<sup>13</sup>

Q.

A.

<sup>&</sup>lt;sup>11</sup>Case No. ER-2014-0370, Rebuttal Testimony of Darrin R. Ives on Behalf of Kansas City Power & Light Company, page 8, line 12.

Case No. ER-2014-0370, Rebuttal Testimony of Darrin R. Ives on Behalf of Kansas City Power & Light Company, page 10.

<sup>&</sup>lt;sup>13</sup> Case No. ER-2014-0370, Rebuttal Testimony of Wm. Edward Blunk on Behalf of Kansas City Power & Light Company, page 9, lines 13-17.

Q.	Does M	Ir. Blunk	disagree	with	your	and	Mr.	Brosch's	recommendati	ons	to
exclude certaii	n transm	ission cost	ts from K	CPL'	s prop	osed	FAC	77			

A. Yes he does. The reason Staff has recommended the exclusion of SPP Schedule 11 charges from KCPL's proposed FAC has been addressed earlier in this testimony. As discussed earlier, Staff believes its proposed FAC design with certain modifications is appropriate in light of the most recent Ameren Missouri decision related to the appropriateness of including a certain level of transmission costs, which can't be determined at this time because as stated earlier KCPL was not able to provide this information.

- Q. Did you recommend the removal of the term "accessorial charges" from KCPL's proposed FAC tariff?
- A. Yes I did. It is my experience working with FAC tariff language that it has been Staff's position to remove or replace vague and/or undefined terminology during the drafting stages of either new proposed tariffs or tariff revisions. If "accessorial charges" are as described in Mr. Blunk's rebuttal testimony, 14 they should be so defined in KCPL's proposed FAC tariff.
- Q. Did you recommend the exclusion of costs associated with KCPL's cross-hedging policy?
  - A. Yes, I did. In KCPL's response to Staff's data request 434, KCPL states:

<sup>&</sup>lt;sup>14</sup> Case No. ER-2014-0370, Rebuttal Testimony of Wm. Edward Blunk on Behalf of Kansas City Power & Light Company, page 34.

	Dana E. Eaves
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11	Q. Does Mr. Blunk find your recommendation to remove the "broker
12	commissions and fees" to be "problematic"?
13	A. Yes he does. 15 I removed that language because it was not defined as to the
14	true type or nature of fees KCPL was proposing to include in its proposed FAC.
15	John Carlson's Testimony
16	Q. Mr. Carlson claims that Staff mischaracterized "projected" SPP Schedule 11
17	charges as known and measurable. 16 How do you respond to Mr. Carlson's claim?
18	A. Staff used the known and measurable standard to describe appropriate rate
19	treatment that could be given to the "projected" increases of SPP Schedule 11 charges during
20	a rate case such as this case. Staff used the known and measurable standard in its ordinary
21	sense that "known" means it has a likelihood of occurring and "measurable" means it can be
22	reasonably quantified. It is Staff's opinion that the SPP Schedule 11 charges meet this
23	standard for the purpose of this case.
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Surrebuttal Testimony of

Case No. ER-2014-0370, Rebuttal Testimony of John R. Carlson on Behalf of Kansas City Power & Light Company, page 7 lines 2-4.

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 <sup>&</sup>lt;sup>15</sup> Case No. ER-2014-0370, Rebuttal Testimony of Wm. Edward Blunk on Behalf of Kansas City Power & Light Company, page 35.
 <sup>16</sup> Case No. ER-2014-0370, Rebuttal Testimony of John R. Carlson on Behalf of Kansas City Power & Light

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# H. Edwin Overcast's Testimony

Q. Mr. Overcast in his rebuttal testimony takes exception with Staff's proposed FAC design if the Commission finds a FAC is appropriate. <sup>17</sup> Is Staff's proposed design of KCPL's FAC in this case similar in nature to the Commission decision related to an appropriate FAC design in the most recent Ameren Missouri rate case?

A. Yes. As I have stated earlier, if the Commission grants KCPL's request for a FAC, Staff's proposed FAC design recommendation with modifications is consistent with the Commission order in the recent Ameren Missouri rate case, and balances both the interests of KCPL and its customers.

- Q. Does this conclude your surrebuttal testimony?
- A. Yes, it does.

<sup>&</sup>lt;sup>17</sup> Case No. ER-2014-0370, Rebuttal Testimony of H. Edwin Overcast on Behalf of Kansas City Power & Light Company, beginning on page 35.