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Service Commission

Exhibit No.: 14

Issues: CHP for Critical Infrastructure

Witness: Claire M. Eubanks, P.E.
Sponsoring Party: MoPSC Staff
Type of Exhibit: Rebuttal Testimony

Case No.: GR-2017-0216 and

GR-2017-0216

Date Testimony Prepared: October 12, 2017

MISSOURI PUBLIC SERVICE COMMISSION

COMMISSION STAFF DIVISION

ENGINEERING ANALYSIS SECTION

REBUTTAL TESTIMONY

OF

CLAIRE M. EUBANKS, P.E.

SPIRE MISSOURI, INC., d/b/a SPIRE

LACLEDE GAS COMPANY and MISSOURI GAS ENERGY GENERAL RATE CASE

CASE NOS. GR-2017-0215 and GR-2017-0216

Jefferson City, Missouri October 2017

Exhibit No. 214 Date 12-7-17 Reporter BeccaTuggi File No. GR-2017-6215 : GR-2017-021

1 REBUTTAL TESTIMONY 2 3 OF 4 5 CLAIRE M. EUBANKS, P.E. 6 SPIRE MISSOURI, INC., d/b/a SPIRE 8 LACLEDE GAS COMPANY and MISSOURI GAS ENERGY 10 GENERAL RATE CASE 11 CASE NO. GR-2017-0215 and CASE NO. GR-2017-0216 12 Q. Please state your name and business address. 13 Claire M. Eubanks, and my business address is Missouri Public Service A. 14 Commission, P.O. Box 360, Jefferson City, Missouri, 65102. 15 16 Q. By whom are you employed and in what capacity? I am employed by the Missouri Public Service Commission ("Commission") 17 A. as a Utility Regulatory Engineer II in the Engineering Analysis Unit, Operational Analysis 18 19 Department, Commission Staff Division. 20 Q. Please describe your work and educational background. A copy of my work and educational experience is attached to this testimony as 21 A. 22 Schedule CME-r1. 23 Q. What is the purpose of your Rebuttal Testimony? 24 The purpose of my Rebuttal Testimony is to respond to Division of Energy A. 25 (DE) witness Jane Epperson's Direct Testimony regarding a pilot program for Combined Heat and Power (CHP) for critical infrastructure.1 26 27 What is CHP and what types of customers may be interested in CHP? Q.

¹ As proposed the pilot program would be applicable to a subset of critical infrastructure sectors

- A. CHP refers to technologies that simultaneously generate electricity and useful thermal energy from a single fuel source. Therefore, CHP may be beneficial to customers who simultaneously need power and thermal energy. A few examples of customers who may find benefit in CHP systems are hospitals, universities, data centers, and industries which require heating processes.
 - Q. What is critical infrastructure?
 - A. The US Patriot Act² defines critical infrastructure as:

Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

- Q. What is Ms. Epperson's recommendation for defining "critical infrastructure"?
- A. Ms. Epperson recommends that the Commission establish a definition of "critical infrastructure" and includes a number of examples in her testimony to be included in the definition. It appears Ms. Epperson desires the proposed CHP pilot to be limited to specific critical infrastructure sectors³ or situations, specifically:

Hospitals, nursing homes, public water and wastewater treatment facilities, government facilities (military, correctional, police, and fire), emergency shelters (schools, universities, or community centers) and data centers.

- Q. Please briefly summarize Ms. Epperson's proposal for a CHP pilot program.
- A. Ms. Epperson provides recommended guidelines for a pilot program to be implemented by Spire for certain critical infrastructure CHP projects. The guidelines include recommending the Commission:

² USA Patriot Act of 2001, Public Law 107-56, Section 1016 (e), https://www.gpo.gov/fdsys/pkg/PLAW-107publ56/pdf/PLAW-107publ56.pdf.

³ The Department of Homeland Security identifies 16 sectors as critical infrastructure, https://www.dhs.gov/what-critical-infrastructure.

- Establish a definition of critical infrastructure;
- Authorize Spire to investigate and develop a proposed CHP pilot program to serve critical infrastructure with a budget of \$5.1 million;
- Allow Spire to track and seek future recovery of costs. Costs may include offsetting a portion of the project's feasibility study and contribution to the project's installed cost;
- Allow Spire to extend cost recovery periods up to 15 years for customer repayments of natural gas line extensions4 and other natural gas facilities;
- Allow Spire to offer on-bill financing;
- Require Spire to use a societal cost test to evaluate the potential benefits of projects;
- Develop a formula to allocate and assign value of energy savings and project costs between natural gas and electric utilities when jointly offered with electric Missouri Energy Efficiency Investment Act (MEEIA) programs; and
- Allow potential CHP pilot program customers to participate in otherwise-applicable EDRs or Special Contract service rates.
- Q. Ms. Epperson claims Missouri ranks the lowest in terms of percent of total installed generating capacity from CHP.⁵ What policies are in place in other states which may contribute to the level of CHP generation?

⁴ Customer repayments of natural gas line extensions related to CHP systems should follow the line extension policy as discussed in the rebuttal testimony of Staff Witness Sarah Kliethermes.

Direct Testimony of Jane Epperson Page 6, Lines 2-4.

- A. Ms. Epperson compares Missouri to four other Midwestern, cost-of-service states: Iowa, Indiana, Minnesota, and Wisconsin. These states all have laws in place which provide a standardized interconnection process for system sizes up to at least 10 MW.^{6,7}
- Q. What policies does Missouri have in place for small power production and cogeneration?
- A. The Commission's Cogeneration rule (4 CSR 240-20.060) implements Sections 201 and 210 of the Public Utility Regulatory Policies Act of 1978 ("PURPA") with regard to small power production and cogeneration. However, Missouri's standardized interconnection requirements are for net-metered systems under 100 kW (4 CSR 240-20.065). The Commission recently opened a working case, Case No. EW-2018-0078, to review the Commission's rules related to cogeneration.
 - Q. Are there other policies regarding CHP in the four states mentioned above?
- A. In addition to interconnection standards, CHP is an eligible resource in Wisconsin's renewable portfolio standard⁸ and topping-cycle CHP systems are eligible in Minnesota's energy efficiency standards.⁹
- Q. Does Staff recommend the Commission authorize the development of a CHP pilot program as proposed by DE?
- A. No. Staff has several concerns with Ms. Epperson's proposal. First of all, Ms. Epperson's proposal has the potential to impact the sales and revenues of electric utilities that are not intervenors in this case. Secondly, the proposal includes allowing Spire to recover

⁶ Iowa Administrative Code §199-45; Indiana Administrative Code, <u>Title 170, Article 4</u>; Minnesota Statutes §216B.1611; Wisconsin Administrative Code, Chapter PSC 119.

⁷ Wisconsin's Interconnection Standard goes up to 15 MW; Indiana has a three-tier standard with no size limitation on the Level 3 review procedures though fees apply to systems over 2 MW.

⁸ Wisconsin Statute § 196.378 Renewable Resources.

⁹ Minnesota Statute § 216B.241 Energy Conservation Improvement.

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costs associated with contributing to a project's installed cost, potentially a prohibited promotional practice. Finally, to the extent Ms. Epperson's recommendation to jointly offer the program under the MEEIA program of an electric utility, the societal cost test she recommends is inconsistent with the MEEIA's statutory requirement for Commissionapproved energy efficiency programs or its requirement to use the total resource cost test ("TRC") as a primary cost-effectiveness test.

- Q. How does Ms. Epperson's proposal potentially impact non-intervening electric utilities?
- A. Ms. Epperson's recommended guidelines, if followed, may target various electric and/or steam utility customers including: hospitals, nursing homes, public water and wastewater treatment facilities, government facilities (military, correctional, police, and fire), emergency shelters (schools, universities, or community centers) and data centers. MGE's natural gas service territory overlaps with portions of the electric service territories of Kansas City Power and Light, KCP&L Greater Missouri Operations, and Empire District Electric Company and LAC's natural gas service territory overlaps with portions of Ameren Missouri's electric service territory. Veolia Steam Kansas City (Veolia) has steam customers located within the MGE service territory. Ameren Missouri, Empire District Electric Company, and Veolia have not intervened in this case. Additionally, non-regulated utility companies may also be impacted by the proposed CHP pilot program and have not intervened in this case.
- In what instances would a natural gas company contributing to a CHP project's Q. installed cost be considered a Prohibited Promotional Practice?

A. The Commission's rule 4 CSR 240-14.020, describes Prohibited Promotional Practices, including practices which have the purpose of inducing any person to select and use the service or use additional service of the utility through the financing of real property not owned or otherwise possessed by the utility. Ms. Epperson proposes that Spire should contribute to a CHP project's installed cost which may be considered Prohibited Promotional Practices if the project causes customers to utilize more natural gas than their normal usage as the fuel source for the project (either as a new Spire customer or an existing customer utilizing more natural gas).

- Q. Are there ways to develop a CHP pilot program for natural gas utilities which does not include Prohibited Promotional Practices?
- A. Possibly, for example, if the pilot was limited to renewable CHP systems, or if the pilot did not include financing of projects. However, a solely renewable CHP pilot program removes the natural gas utility's incentive to offer such a program, which is load-building.
- Q. Would a CHP pilot program which did not include financing of projects be beneficial to the targeted customers?
- A. Uncertainty around the cost and financing of CHP projects appears, at least in DE's view, to be the largest obstacle to a customer's deployment of CHP. ¹⁰ DE responds to the question of how the proposed pilot program addresses customer obstacles to CHP deployment:

The proposed CHP Pilot Project could provide clarity regarding what incentives the utility is willing to cover, as well as, address the important financing component. The Pilot Project could also enable flexibility in determining specific customer needs that can be addressed

¹⁰ DE Response to Staff Data Request 0480.

 through the company's future application and Commission approval of each specific project.

Q. What is MEEIA?

A. MEEIA is a state policy which is designed to encourage electric investor-owned utilities to offer and promote energy efficiency programs designed to reduce the amount of electricity used by the utility's customers. Under MEEIA and with Commission approval, electric utilities may offer demand-side programs and special incentives to participating customers.

- Q. Does MEEIA apply to natural gas utilities?
- A. No. However, Ms. Epperson seems to envision a pilot program that, at least in some cases, would be jointly offered by Spire and the electric utilities. Specifically, Ms. Epperson recommends the Commission develop a formula to allocate and assign value of energy savings and project costs between natural gas and electric utilities when jointly offered with electric MEEIA programs. However, she does not provide any specific recommendations or formulas. Additionally, Ms. Epperson does not discuss whether individual CHP can qualify as demand-side programs under MEEIA or the Commission's rules regarding qualifying MEEIA demand-side programs.
 - Q. Were some of the above mentioned issues discussed in other cases?
- A. Yes. In Ameren Missouri's Cycle 2 MEEIA case, Staff questioned whether individual CHP programs qualify as demand-side programs under MEEIA and noted that care must be taken before qualifying projects under the Commission's MEEIA rules.¹¹

¹¹ Missouri Public Service Commission Case No. EO-2015-0055, In the Matter of Union Electric Company d'b/a Ameren Missouri's 2nd Filing to Implement Regulatory Changes in Furtherance of Energy Efficiency as Allowed by MEEIA, Staff Witness John Roger's Rebuttal to Supplemental Direct Testimony, July 15, 2015, pages 10-12.

Q. Does Staff have any other concerns regarding the interaction of the proposed CHP pilot program and MEEIA?

A. Yes. First, Staff is concerned that all interested stakeholders vital to properly consider the interaction of the proposed CHP pilot program and MEEIA are not intervenors in this case and, therefore, will not be given a chance to provide input. Staff is also concerned that a formula to allocate and assign the value of energy savings and project costs to the natural gas and electric utilities may not be possible given the unique site-specific nature of individual CHP projects. While a given CHP project may improve the overall energy efficiency for both gas and electricity, under MEEIA only programs that reduce electricity consumption at the customer's site can qualify for the extraordinary ratemaking treatment made available to electric utilities under MEEIA. Finally, MEEIA requires that the TRC be a primary cost effectiveness test while the proposed CHP pilot program uses the societal cost test to evaluate the potential benefits of specific projects.

- Q. Ms. Epperson described Empire District Electric Company's ("Empire") CHP activities; how do those activities compare to the recommended pilot?
- A. The "Amended Stipulation and Agreement as to Division of Energy and Renew Missouri" filed in EM-2017-0213, 14 includes a detailed process which describes how Empire will assist DE and USDOE CHP Technical Assistance Partnership ("CHP TAP") with an outreach effort for screening potential CHP customers within the Empire District Gas Company's service territory. This effort does not include the financing of real property not

¹² Section 393.1075.2.(4) and 4 CSR 240-20.093(1)(U) defines energy efficiency as "measures that reduce the amount of electricity required to achieve a given end use."

¹³ Section 393.1075. 4 and 4 CSR 240-20.094

¹⁴ Missouri Public Service Commission Case No. EM-2016-0213, In the Matter of the Empire District Electric. Company, Liberty Utilities (Central) Co. and Liberty Sub Corp, Concerning an Agreement and Plan of Merger and Certain Related Transactions, Amended Stipulation and Agreement as to Division of Energy and Renew Missouri, August 23, 2016, pages 2-4.

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owned by the utility as Ms. Epperson's CHP pilot proposed in this case does. The effort may result in more detailed feasibility studies being completed by CHP TAP. Empire also agreed to consider a microgrid interconnection strategy consistent with the best practices recommended by the Microgrid Industrial Consortium. Finally, Empire's budget for assisting with the CHP partnership is \$5,000.

- Q. What was Staff's position on the "Amended Stipulation and Agreement as to Division of Energy and Renew Missouri" in EM-2017-0213?
 - A. Staff did not oppose the stipulation and agreement but was not a signatory.
 - Q. Does Staff have any other general concerns with DE's proposed pilot program?
- Yes. Broadly, Staff is concerned with the overall lack of specificity provided A. by DE on various topics, such as on-bill financing, line extension policies, and interaction with MEEIA. DE's recognizes the lack of specificity in its response to Staff's Data request 480, stating that "Consideration of a CHP Pilot Program is still in the conceptual phase." Further, Staff is concerned that there is not a time period proposed for the pilot or an explanation of how and when such a pilot would be evaluated. Overall, it appears that there is an insufficient amount of detail provided in DE's proposal to implement this pilot program.
 - Q. Does this conclude your testimony?
 - A. Yes.

CLAIRE M. EUBANKS, PE

PRESENT POSITION:

I am a Utility Regulatory Engineer II in the Engineering Analysis Unit, Operational Analysis Department, of the Commission Staff Division of the Missouri Public Service Commission.

EDUCATIONAL BACKGROUND AND WORK EXPERIENCE:

I received my Bachelor of Science degree in Environmental Engineering from the University of Missouri – Rolla, now referred to as Missouri University of Science and Technology, in May 2006. I am a licensed professional engineer in the states of Missouri and Arkansas. Immediately after graduating from UMR, I began my career with Aquaterra Environmental Solutions, Inc., now SCS Aquaterra, an engineering consulting firm based in Overland Park, Kansas. During my time with Aquaterra, I worked on various engineering projects related to the design, construction oversight, and environmental compliance of solid waste landfills. I began my employment with the Commission in November 2012 and was promoted to my current position in January 2017. My primary responsibilities are related to the Renewable Energy Standard. I have also served on work groups related to the Clean Power Plan and Ameren Missouri's Standby Service Rider.

CASE HISTORY:

Case Number	Utility	Type	Issue
EA-2012-0281	Ameren	Rebuttal	Certificate of Convenience and Necessity
EC-2013-0379 EC-2013-0380	KCP&L KCP&L GMO	Rebuttal	RES Compliance
EO-2013-0458	Empire	Memorandum	RES Compliance Plan & Report
EO-2013-0462	Ameren	Memorandum	RES Compliance Report
EO-2013-0503	Ameren	Memorandum	RES Compliance Plan
EO-2013-0504	KCPL	Memorandum	RES Compliance Plan & Report
EO-2013-0505	GMO	Memorandum	RES Compliance Plan & Report
ET-2014-0059	KCP&L GMO	Rebuttal	RES Retail Rate Impact
ET-2014-0071	KCP&L	Rebuttal	RES Retail Rate Impact
ET-2014-0085	Ameren	Rebuttal	RES Retail Rate Impact
ER-2014-0258	Ameren	Cost of Service Report, Surrebuttal	RES, In-Service

Case Number	Utility	Туре	Issue
EO-2014-0151	KCP&L GMO	Memorandum	RESRAM
EO-2014-0357	Electric	Memorandum	Solar Rebates Payments
EO-2014-0287	KCPL	Memorandum	RES Compliance Plan
EO-2014-0288	GMO	Memorandum	RES Compliance Plan
EO-2014-0289	KCPL	Memorandum	RES Compliance Report
EO-2014-0290	GMO	Memorandum	RES Compliance Plan
ER-2014-0370	KCP&L	Cost of Service Report	RES
EX-2014-0352	N/A	Live Comments	RES rulemaking
EC-2015-0155	GMO	Memorandum	Solar Rebate Complaint
EO-2015-0260	Empire	Memorandum	RES Compliance Plan & Report
EO-2015-0263	KCPL	Memorandum	RES Compliance Report
EO-2015-0264	GMO	Memorandum	RES Compliance Report
EO-2015-0265	KCPL	Memorandum	RES Compliance Plan
EO-2015-0266	GMO	Memorandum	RES Compliance Plan
EO-2015-0267	Ameren	Memorandum	RES Compliance Plan & Report
EO-2015-0252	GMO	Staff Report	Integrated Resource Plan – Renewable Energy Standard
EO-2015-0254	KCPL	Staff Report	Integrated Resource Plan – Renewable Energy Standard
EA-2015-0256	KCP&L GMO	Live Testimony	Greenwood Solar CCN
EO-2015-0279	Empire	Memorandum	RES Compliance Plan & Report
ET-2016-0185	KCP&L	Memorandum	Solar Rebate Tariff Suspension
EO-2016-0280	KCPL	Memorandum	RES Compliance Report
EO-2016-0281	GMO	Memorandum	RES Compliance Report
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EO-2016-0283	GMO	Memorandum	RES Compliance Plan
EO-2016-0284	Ameren	Memorandum	RES Compliance Plan & Report
ER-2016-0023	Empire	Report	RES
ER-2016-0156	KCP&L GMO	Rebuttal	RESRAM Prudence Review

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EA-2016-0208	Ameren	Rebuttal	Certificate of Convenience and Necessity
ER-2016-0285	KCPL	Cost of Service Report	In-Service, Greenwood Solar
ER-2016-0179	Ameren	Rebuttal	In-Service, Labadie Landfill
EW-2017-0245	Electric	Report	Working Case on Emerging Issues in Utility Regulation
EO-2017-0268	Ameren	Memorandum	RES Compliance Plan & Report
EO-2017-0269	KCPL	Memorandum	RES Compliance Report
EO-2017-0271	KCPL	Memorandum	RES Compliance Plan

BEFORE THE PUBLIC SERVICE COMMISSION

OF THE STATE OF MISSOURI

n the Matter of Laclede Gas Company's Request to Increase Its Revenues for Gas Service))	Case No. GR-2017-0215
n the Matter of Laclede Gas Company I/b/a Missouri Gas Energy's Request to ncrease Its Revenues for Gas Service))	Case No. GR-2017-0216
AFFIDAVIT OF C	LAIRE	M. EUBANKS, PE

STATE OF MISSOURI	}	
)	SS
COUNTY OF COLE)	

COMES NOW CLAIRE M. EUBANKS, PE and on her oath declares that she is of sound mind and lawful age; that she contributed to the foregoing Rebuttal Testimony; and that the same is true and correct according to her best knowledge and belief.

Further the Affiant sayeth not.

CLAIRE M. EUBANKS, PE

JURAT

D. SU7IE MANKIN
Notary Public - Notary Seal
State of Missouri
Commissioned for Cole County
My Commission Expirés: December 12, 2020
Commission Number: 12412070

Notar Public

CLAIRE M. EUBANKS, PE

PRESENT POSITION:

I am a Utility Regulatory Engineer II in the Engineering Analysis Unit, Operational Analysis Department, of the Commission Staff Division of the Missouri Public Service Commission.

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