

*Exhibit No.:*  
*Issue(s):* *Transmission & Distribution Projects*  
*Witness:* *Claire M. Eubanks, PE*  
*Sponsoring Party:* *MoPSC Staff*  
*Type of Exhibit:* *Direct Testimony*  
*Case No.:* *ER-2024-0261*  
*Date Testimony Prepared:* *July 2, 2025*

**MISSOURI PUBLIC SERVICE COMMISSION**

**INDUSTRY ANALYSIS DIVISION**

**ENGINEERING ANALYSIS DEPARTMENT**

**DIRECT TESTIMONY**

**OF**

**CLAIRE M. EUBANKS, PE**

**THE EMPIRE DISTRICT ELECTRIC COMPANY,  
d/b/a Liberty**

**CASE NO. ER-2024-0261**

*Jefferson City, Missouri*  
*July 2025*

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1 including performing as the Certifying Engineer for projects related to landfill design,  
2 construction plans and specifications, and construction quality assurance.

3 In November 2012, I began my employment with the Commission as a Utility  
4 Regulatory Engineer I. My primary job duties were primarily related to the Renewable Energy  
5 Standard, reviewing applications for Certificates of Convenience and Necessity, construction  
6 audits, and the development and evaluation of in-service criteria. In January 2017, I was  
7 promoted to Utility Regulatory Engineer II and in April of 2020, I was promoted to my  
8 current position.

9 Q. Have you previously filed testimony before the Commission?

10 A. Yes, numerous times. Please refer to Schedule CME-d1, attached to this  
11 Direct Testimony, for a list of cases which I have filed testimony or recommendations.

12 Q. What knowledge, skills, experience, training and education do you have in the  
13 areas of which you are testifying as an expert witness?

14 A. I have received continuous training at in-house and outside seminars on  
15 technical matters since I began my employment at the Commission. I have been employed by  
16 this Commission as an Engineer for over 12 years, and have submitted testimony numerous  
17 times before the Commission. I have also been responsible for the supervision of other  
18 Commission employees in rate cases and other regulatory proceedings.

19 **EXECUTIVE SUMMARY**

20 Q. What is the purpose of your direct testimony?

21 A. The purpose of my direct testimony is to provide an overview of Staff's review  
22 of Transmission and Distribution projects in this case.

**TRANSMISSION AND DISTRIBUTION PROJECTS**

Q. Please describe Staff's review of transmission and distribution projects in this case.

A. Staff's Engineering Analysis Department reviewed a selection of Empire's transmission and distribution projects with consideration of the following: whether the projects are needed for safe and reliable service, whether the projects provide reliability improvements, and whether there were significant variances in costs from an individual project's budget and its actual cost. Staff also reviewed the project documentation for evidence of imprudence.

Engineering Analysis reviewed the information (regarding distribution and transmission projects) as provided by Empire in its annual Capital Budget filing (EO-2019-0046).<sup>1,2</sup> Additionally, Staff requested information supporting certain projects listed in the Direct Testimony of Jeffery Westfall, Schedule JW-d1. For this case, Engineering Analysis Staff selected projects from Jeffery Westfall, Schedule JW-d1 representing plant additions over \$1 million dollars from July 1, 2021, through September 20, 2023.<sup>3</sup>

Q. What documentation did Empire provide?

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<sup>1</sup> 2024 PISA Report, Exhibit 2 and 2025 PISA Report, Exhibit 2.

<sup>2</sup> 393.1400.4. states in part: "For each project in the specific capital investment plan on which construction commences on or after January first of the year in which the plan is submitted, and where the cost of the project is estimated to exceed twenty million dollars, the electrical corporation shall identify all costs and benefits that can be quantitatively evaluated and shall further identify how those costs and benefits are quantified. For any cost or benefit with respect to such a project that the electrical corporation believes cannot be quantitatively evaluated, the electrical corporation shall state the reasons the cost or benefit cannot be quantitatively evaluated, and how the electrical corporation addresses such costs and benefits when reviewing and deciding to pursue such a project. No such project shall be based solely on costs and benefits that the electrical corporation believes cannot be quantitatively evaluated. Any quantification for such a project that does not produce quantified benefits exceeding the costs shall be accompanied by additional justification in support of the project... By February twenty-eighth following each year in which the electrical corporation submits a capital investment plan, the electrical corporation shall submit a report to the commission detailing actual capital investments made the previous year, the quantitatively evaluated benefits and costs generated by each of those investments that exceeded twenty million dollars, and any efficiencies achieved as a result of those investments." Note the above listed language was added to 393.1400.4 in 2022 as a result of SB 745.

<sup>3</sup> Note Schedule JW-d1 represents activity cost from July 1, 2021, through September 30, 2023, and expected spend from October 2023 through September 2024.

1           A.     Empire provided Staff with project specific documentation for 18 funding  
2 projects representing approximately \*\* [REDACTED] \*\*. This included the following items  
3 as applicable:

4                   a. Original Budget;

5                   b. Documentation of change orders over \$50,000, \*\* [REDACTED]

6                   [REDACTED] \*\*;

7                   c. Cost; and,

8                   f. In-service dates and Project completion dates.

9           Q.     Did Staff note any concerns during this review?

10           A.     Yes, but it appears that recent internal process changes by Empire may help  
11 address the primary areas of concern identified by Engineering Analysis Staff.

12           As with any construction project, Engineering Analysis found variances in an individual  
13 project's budget and its actual cost. For example, a project may see an increase in actual cost  
14 due to unforeseen field conditions. Engineering Analysis is reviewing individual project  
15 change orders and is continuing to follow-up with Empire regarding specific questions through  
16 the true-up phase of this case.

17           Q.     What areas of concern did Staff note?

18           A.     Based on the projects and information reviewed to date, Staff is concerned with  
19 Empire's initial budgeting process. \*\* [REDACTED]

20 [REDACTED]

21 [REDACTED]

22 [REDACTED]

23 [REDACTED]

24 [REDACTED] \*\*

1       \*\* [REDACTED]

7       [REDACTED]<sup>4</sup>

12       [REDACTED]<sup>5</sup> [REDACTED]

19       [REDACTED] \*\*

20           Q.     What internal process improvements has Empire made that may address the  
21 concern described above?

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<sup>4</sup> Staff Data Request 0267. \*\* [REDACTED]

<sup>5</sup> Staff Data Request 0268. \* [REDACTED] \*\*

1           A.     In May 2024, Empire updated its internal process to introduce a gate process,<sup>6</sup>  
2     “to provide a framework for consistent project development and project execution for Capital  
3     Projects (“Projects”) for the Company.” A gate process is a project management methodology  
4     that divides a project into stages separated by decision points (or gates). Empire identified  
5     certain benefits to a gate process as follows:

- 6           • Documented process for Project development
- 7           • Improves the accuracy of Project budgets
- 8           • Improves the accuracy of Project cost predictability (forecasting)
- 9           • Improves overall Company capital budgeting process and planning
- 10          • Achieves efficient and effective allocation of scarce resources

11          Empire’s gate process applies to capital projects defined as over \$500,000 and on its  
12     own individual budget line. Empire’s gate process includes a specific requirement in each gate  
13     regarding the Project Business Case, Project Budget and Project Cost Forecast.

14          Q.     Does Staff have additional recommendations regarding capital project  
15     management?

16          A.     Yes. Staff witness Matthew R. Young discusses Staff’s recommendation for  
17     internal audits on a variety of topics including authorization procedures for capital projects.

18          Q.     Does any other Staff member discuss Empire’s capital project management?

19          A.     Yes. Staff witness Brodrick Niemeier reviewed projects related to Empire’s  
20     generation fleet and similarly noted a concern with initial budgeting of certain capital projects.

21          Q.     Did Staff review any cost-benefit analyses for specific capital investments  
22     greater than \$1 million?

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<sup>6</sup> Staff Data Request 0371 and 0371.1.

1           A.     Not in this case. As agreed to by the stipulation and agreement in  
2 ER-2021-0312, Empire is developing a cost-benefit analysis framework for planned capital  
3 investments of \$1 million and above. Empire outlined its framework in its 2025 PISA Report,  
4 Exhibit 4 (EO-2019-0046) and in the Direct Testimony of Dmitry Balashov filed in this case.  
5 It is Staff's understanding that Empire is rolling out the new framework for 2025 capital  
6 investments of \$1 million and above.

7           Q.     Does this conclude your direct testimony?

8           A.     Yes it does.



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

In the Matter of the Request of The Empire     )  
District Electric Company d/b/a Liberty for     )  
Authority to File Tariffs Increasing Rates     )  
for Electric Service Provided to Customers     )  
in Its Missouri Service Area                     )

Case No. ER-2024-0261

**AFFIDAVIT OF CLAIRE M. EUBANKS, PE**

STATE OF MISSOURI     )  
                                      )  
COUNTY OF COLE     )     ss.

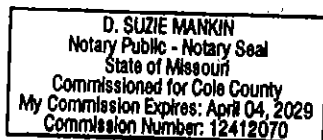
COMES NOW CLAIRE M. EUBANKS, PE and on her oath declares that she is of sound mind and lawful age; that she contributed to the foregoing *Direct Testimony of Claire M. Eubanks, PE*; and that the same is true and correct according to her best knowledge and belief.

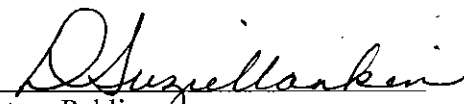
Further the Affiant sayeth not.

  
CLAIRE M. EUBANKS, PE

**JURAT**

Subscribed and sworn before me, a duly constituted and authorized Notary Public, in and for the County of Cole, State of Missouri, at my office in Jefferson City, on this 26<sup>th</sup> day of June 2025.



  
Notary Public

**CLAIRE M. EUBANKS, PE**

**PRESENT POSITION:**

I am the Manager of the Engineering Analysis Department, Industry Analysis 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 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 April 2020.

Currently, I am the co-chair of the NARUC Staff subcommittee on Electric Reliability & Resilience.

**CASE HISTORY:**

| <b>Case Number</b>           | <b>Utility</b>        | <b>Type</b>                            | <b>Issue</b>                             |
|------------------------------|-----------------------|--|--|
| EA-2012-0281                 | Ameren                | Rebuttal                               | Certificate of Convenience and Necessity |
| EC-2013-0379<br>EC-2013-0380 | KCP&L<br>KCP&L<br>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<br>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,<br>Surrebuttal | RES,<br>In-Service                       |

| <b>Case Number</b> | <b>Utility</b> | <b>Type</b>            | <b>Issue</b>  |
|--------------------|----------------|------------------------|---|
| EO-2014-0151       | KCP&L<br>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 –<br>Renewable Energy Standard |
| EO-2015-0254       | KCPL           | Staff Report           | Integrated Resource Plan –<br>Renewable Energy Standard |
| EA-2015-0256       | KCP&L<br>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                                   |
| EO-2016-0282       | KCPL           | Memorandum             | RES Compliance Plan                                     |
| 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<br>GMO   | Rebuttal               | RESRAM Prudence Review                                  |

| <b>Case Number</b>                | <b>Utility</b>                                     | <b>Type</b>                               | <b>Issue</b>  |
|-----------------------------------|--|---|---|
| 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   |
| GR-2017-0215<br>&<br>GR-2017-0216 | Spire  | Rebuttal & Surrebuttal                    | CHP for Critical Infrastructure                                   |
| GR-2018-0013                      | Liberty<br>Utilities<br>(Midstates<br>Natural Gas) | Rebuttal                                  | CHP Outreach Initiative for<br>Critical Infrastructure Resiliency |
| EO-2018-0287                      | Ameren   | Memorandum                                | RES Compliance Plan & Report                                      |
| EO-2018-0288                      | KCPL   | Memorandum                                | RES Compliance Report   |
| EO-2018-0290                      | KCPL   | Memorandum                                | RES Compliance Plan   |
| EA-2016-0207                      | Ameren   | Memorandum                                | Certificate of Convenience and Necessity                          |
| ER-2018-0146                      | GMO  | Cost of Service Report                    | RESRAM Prudence Review  |
| ER-2018-0145<br>ER-2018-0146      | KCPL<br>GMO  | Class Cost of Service<br>Report, Rebuttal | Solar Subscription Pilot Rider,<br>Standby Service Rider          |
| EA-2018-0202                      | Ameren   | Staff Report                              | Certificate of Convenience and Necessity                          |
| EE-2019-0076                      | Ameren   | Memorandum                                | Variance Request – Reliability Reporting                          |
| EA-2019-0021                      | Ameren   | Staff Report                              | Certificate of Convenience and Necessity                          |
| EA-2019-0010                      | Empire   | Staff Report                              | Certificate of Convenience and Necessity                          |
| EX-2019-0050                      | N/A  | Live Comments                             | Renewable Energy Standard   |

| Case Number           | Utility               | Type   | Issue  |
|-----------------------|-----------------------|--|--|
| EO-2019-0315          | KCPL                  | Memorandum in Response to Commission Questions | Renewable Energy Standard                      |
| EO-2019-0316          | GMO                   | Memorandum                                     | Renewable Energy Standard                      |
| EO-2019-0317          | KCPL                  | Memorandum in Response to Commission Questions | Renewable Energy Standard                      |
| EO-2019-0318          | GMO                   | Memorandum                                     | Renewable Energy Standard                      |
| ER-2019-0335          | Ameren                | Cost of Service Report                         | Renewable Energy Standard, In-Service Criteria |
| EA-2019-0371          | Ameren                | Staff Report                                   | Certificate of Convenience and Necessity       |
| EO-2020-0329          | Evergy Missouri Metro | Memorandum                                     | Renewable Energy Standard                      |
| EO-2020-0330          | Evergy Missouri West  | Memorandum                                     | Renewable Energy Standard                      |
| EE-2021-0237          | Evergy Missouri Metro | Memorandum                                     | Cogeneration Tariff                            |
| EE-2021-0238          | Evergy Missouri West  | Memorandum                                     | Cogeneration Tariff                            |
| EE-2021-0180          | Ameren Missouri       | Memorandum                                     | Electric Meter Variance                        |
| ET-2021-0151 and 0269 | Evergy                | Memorandum, Rebuttal Report                    | Transportation Electrification                 |
| AO-2021-0264          | Various               | Staff Report                                   | February 2021 Cold Weather Event               |
| EW-2021-0104          | n/a                   | Staff Report                                   | RTO Membership                                 |
| EW-2021-0077          | n/a                   | Staff Report                                   | FERC Order 2222                                |
| EO-2021-0339          | Evergy Missouri West  | Memorandum                                     | Territorial Agreement                          |
| GR-2021-0108          | Spire                 | Rebuttal                                       | Automated Meter Reading Opt-out Tariff         |
| EA-2021-0087          | ATXI                  | Rebuttal Report                                | Certificate of Convenience and Necessity       |

| <b>Case Number</b>           | <b>Utility</b>              | <b>Type</b>                         | <b>Issue</b>   |
|------------------------------|-----------------------------|-------------------------------------|--|
| ER-2021-0240                 | Ameren Missouri             | Cost of Service Report Rebuttal     | In-Service Bat Mitigation  |
| ER-2021-0312                 | Empire                      | Cost of Service Report              | Construction Audit – Engineering Review, In-service  |
| EO-2022-0061                 | Evergy Missouri West        | Surrebuttal                         | Special Rate/ Renewable Energy Standard  |
| EA-2022-0099                 | ATXI                        | Rebuttal                            | Certificate of Convenience and Necessity   |
| EA-2022-0234                 | NextEra Energy Transmission | Rebuttal                            | Certificate of Convenience and Necessity   |
| ER-2022-0129                 | Evergy Missouri West        | Direct Rebuttal                     | Advanced Metering Infrastructure, Reliability, Transmission & Distribution Investment, PISA reporting, Misc. Tariff issues |
| ER-2022-0130                 | Evergy Missouri Metro       | Direct Rebuttal Surrebuttal/True-Up | Advanced Metering Infrastructure, Reliability, Transmission & Distribution Investment, PISA reporting, Misc. Tariff issues |
| EE-2022-0329                 | Ameren Missouri             | Memorandum                          | Variance Request   |
| GR-2022-0179                 | Spire Missouri              | Direct Rebuttal                     | Metering Infrastructure  |
| ER-2022-0337                 | Ameren Missouri             | Direct Rebuttal Surrebuttal/True-Up | Rush Island, Smart Energy Plan, High Prairie   |
| EA-2023-0017                 | Grain Belt                  | Rebuttal                            | Certificate of Convenience and Necessity   |
| ET-2023-0250                 | Empire                      | Memorandum                          | Cogeneration/ Net Metering Tariff  |
| . GE-2023-0196               | Empire District Gas Company | Memorandum                          | Variance Request   |
| EO-2023-0423<br>EO-2023-0424 | Evergy                      | Memorandum                          | Solar Subscription Program   |
| EC-2024-0108                 | Ameren Missouri             | Staff Report                        | Complaint  |
| EA-2024-0147                 | ATXI                        | Memorandum                          | Certificate of Convenience and Necessity   |
| EO-2024-0231                 | Ameren Missouri             | Memorandum                          | Renewable Energy Standard  |

| <b>Case Number</b> | <b>Utility</b>              | <b>Type</b>  | <b>Issue</b>   |
|--------------------|-----------------------------|--|--|
| EE-2024-0335       | Evergy<br>Missouri<br>Metro | Memorandum   | Electric Meter Variance                                  |
| EF-2024-0021       | Ameren<br>Missouri          | Rebuttal<br>Surrebuttal                              | Securitization   |
| ER-2024-0189       | Evergy<br>Missouri<br>West  | Direct<br>Rebuttal<br>Surrebuttal                    | In-service,<br>Distribution Reliability,<br>Net Metering |
| GR-2024-0106       | Liberty<br>Midstates        | Direct<br>Surrebuttal                                | Mains, Meters, and Service<br>Lines                      |
| ER-2024-0319       | Ameren<br>Missouri          | Direct, Rebuttal,<br>Surrebuttal / True-Up<br>Direct | High Prairie, Rush Island,<br>Energy Delivery Projects   |
| EE-2025-0158       | Evergy<br>Missouri<br>Metro | Memorandum   | Electric Meter Variance                                  |
| GR-2025-0107       | Spire<br>Missouri           | Direct, Rebuttal                                     | CPR Audit, Stranded Meters                               |
| ET-2025-0286       | Evergy<br>Missouri<br>Metro | Memorandum   | TOU Net Metering   |
| EA-2025-0087       | ATXI                        | Staff Recommendation                                 | Certificate of Convenience and<br>Necessity              |