

COMMONWEALTH OF KENTUCKY
BEFORE THE PUBLIC SERVICE COMMISSION

In the Matter of:

APPLICATION OF KENTUCKY POWER)
COMPANY FOR (1) RE-AUTHORIZATION OF)
CERTAIN OF ITS EXISTING PROGRAMS;)
(2) AUTHORITY TO DISCONTINUE THE)
COMMERCIAL AND RESIDENTIAL HVAC)
DIAGNOSTIC AND TUNE-UP PROGRAMS;)
(3) AUTHORITY TO AMEND ITS DEMAND-)
SIDE MANAGEMENT PROGRAM TO)
IMPLEMENT RESIDENTIAL HOME)
PERFORMANCE AND RESIDENTIAL)
APPLIANCE RECYCLING PROGRAMS;)
(4) AUTHORITY TO RECOVER COSTS AND)
NET LOST REVENUES AND TO RECEIVE)
INCENTIVES ASSOCIATED WITH THE)
IMPLEMENTATION OF THE PROGRAMS;)
AND (5) ALL OTHER REQUIRED APPROVALS)
AND RELIEF)

CASE NO.
2014-00271

ORDER

On August 14, 2014, Kentucky Power Company (“Kentucky Power”) filed an application (“Application”), pursuant to KRS 278.285, requesting authority to continue certain of its existing Demand-Side Management (“DSM”) programs;¹ to discontinue its Residential and Commercial Heating Ventilation Air Conditioning (“HVAC”) Diagnostic and Tune-Up Programs;² to implement a proposed Residential Home Performance Program and a proposed Residential Appliance Recycling Program;³ and approving

¹ Application, Direct Testimony of Ranie K. Wohnas (“Wohnhas Testimony”) at 6-10.

² *Id.* at 10-11.

³ *Id.* at 13-15.

Kentucky Power's recovery, through its DSM surcharge, of its full costs, including lost revenues and incentives, associated with both the existing programs and the two proposed programs. Kentucky Power requests approval of the DSM Status Report,⁴ Schedule C,⁵ and the P.S.C. Electric No. 9. Tariff D.S.M.C. 7th Revised Sheet No. 22-2 to become effective September 28, 2014.⁶ Kentucky Power's DSM Collaborative ("Collaborative") had no objections to the Application, but representatives of the Attorney General's Office of Rate Intervention ("AG") abstained from voting on the Application.⁷

Pursuant to the Commission's Order dated September 10, 2014, a procedural schedule was established and the proposed effective date of Kentucky Power's DSM tariffs was suspended for five months, from September 28, 2014, up to and including February 27, 2015. The procedural schedule provided for, among other things, two rounds of discovery upon Kentucky Power's application, an opportunity for the filing of intervenor testimony, and discovery on intervenor testimony.

The only intervenors in this proceeding are Kentucky Power customer Beverly May and Sierra Club (collectively "Sierra Club"). Kentucky Power responded to two requests for information from Commission Staff and from Sierra Club. Sierra Club also provided written comments. Upon the request of the parties, the matter is now submitted for a decision based upon the evidentiary record.

⁴ *Id.*, Second Amended Exhibit 3, DSM Status Report (filed Sept. 10, 2014), and Kentucky Power's Response to Commission Staff's First Request for Information (filed Oct. 10, 2014) ("Staff's First Request"), Item 1.

⁵ Application, Exhibit 8.

⁶ *Id.*, Exhibit 7.

⁷ *Id.* at 6-7, and Exhibit 4.

KENTUCKY POWER'S DSM PROGRAMS

Kentucky Power's current DSM portfolio consists of the following programs.

1. Targeted Energy Efficiency Program – This is a residential weatherization program that is promoted solely through the Community Action Agencies. It is designed to improve energy efficiency (“EE”) for low-income customers through energy audits coupled with the installation of various energy-conservation measures for both all-electric and non-all-electric customers. These measures include an energy audit; inspection of heating equipment; weather-stripping; caulking of windows and exterior doors; blower door analysis with air and duct sealing; water-heater blanket, pipe insulation, and thermostat setback; attic, floor, and wall insulation; compact fluorescent light (“CFL”) bulbs; and structural repairs that increase EE.

2. Mobile Home Heat Pump Program – This program is designed to promote, through heating, ventilation, and air conditioning contractors, a more efficient HVAC system for mobile homes. Incentives are paid to both the HVAC dealers and the customers who purchase high-efficiency heat pumps to replace their existing electric furnaces. The customer incentive is \$400 and the dealer incentive is \$50.

3. Mobile Home New Construction Program – This program is designed to lower electric usage in new mobile homes by paying incentives to mobile home dealerships and the customers who purchase new mobile homes with high-efficiency heat pumps and Zone 3 insulation packages. The customer incentive is \$500 and the dealer incentive is \$50.

4. Modified Energy Fitness Program – This program is designed to promote conservation and efficient use of electricity by improving the energy fitness of electrically

heated residences with a minimum average monthly usage of at least 1,000 kWh. The measures include energy audits, blower door testing, caulking and weather-stripping, three faucet aerators, two low-flow showerheads, one CFL bulb, hot-water pipe insulation, duct sealing, a water-heater wrap, a door sweep, water-heater temperature turn-down, and a programmable thermostat. An audit report is also provided which recommends additional actions the homeowner could take. There is no income level requirement with this program.

5. High Efficiency Heat Pump Program – This program is designed to reduce residential electric energy consumption by upgrading less-efficient electric heating and cooling systems with high-efficiency heat pumps. The customer incentive is \$400 and the dealer incentive is \$50.

6. Energy Education for Students Program – This program is designed as both an energy-education program and a program to promote energy-efficient lighting in residential homes. Kentucky Power works with the Kentucky National Energy Education Development project to provide energy-education materials to participating middle schools. Each seventh-grade student at the participating schools receives a package of four CFL bulbs.

7. Community Outreach CFL Program – This program is designed to promote the conservation and efficient use of electricity by encouraging the use of energy-efficient Energy Star CFL bulbs in place of incandescent light bulbs in residential homes.

8. Residential Efficient Products Program – This program provides incentives and marketing through retailers to build market share and promote usage of Energy Star lighting products to reduce the amount of energy consumed by home lighting.

9. Residential and Commercial HVAC Diagnostic and Tune-Up Program – This program works with participating licensed HVAC dealers and targets residential and small-commercial customers with HVAC system performance problems. The objective of this program is to reduce energy usage by conducting a diagnostic performance check on unitary air conditioning and heat pump units, air-restricted indoor and outdoor coils, and over/under refrigerant charges. The incentives are \$50 for residential customers; \$75 for commercial customers; and \$25 for contractors. Kentucky Power is proposing that this program be discontinued as of December 31, 2014.⁸

10. Commercial High Efficiency Heat Pump/Air Conditioner Program – This program offers a financial incentive to small commercial customers (those with less than 100 kilowatt demand) who purchase a new qualifying central air conditioner (“AC”) or heat pump (“HP”), up to a five-ton unit, with a Consortium for Energy Efficiency Tier 1 rating and who comply with pertinent eligibility requirements of this program. In addition, the program offers financial incentives to dealers who sell these high-efficiency units. This program targets the existing retrofit market only. The customer and dealer incentives are:

⁸ *Id.*, Wohnhas Testimony at 10.

	Customer		
	Air Conditioner	Heat Pump	Dealer
36,000 or fewer Btu/hr	\$250	\$300	\$50
36,000 to 65,000 Btu/hr	\$400	\$450	\$50

Kentucky Power is recommending that this program be extended only for one additional year, through December 31, 2015.⁹

11. Commercial Incentive Program – This program is designed to address cost-effective electricity-saving measures that are not addressed or offered through other Kentucky Power programs. All commercial customers are eligible to participate, and all projects must be pre-approved by Kentucky Power prior to purchase and installation of any equipment or materials. Eligible measures include lighting, HVAC applications, and food service and refrigeration. Incentives for qualifying prescriptive measures will vary and will be provided to participating customers at the lesser of (1) a calculated incentive level, or (2) up to 50 percent of the incremental equipment cost of qualifying energy-efficient products (i.e., those costs above federal and/or state efficiency levels).

PROPOSED CHANGES TO EXISTING DSM PROGRAMS

Kentucky Power is seeking authorization to terminate its Residential and Commercial HVAC Diagnostic and Tune-Up Program. Kentucky Power states that these programs are no longer cost-effective, noting that the residential portion has a

⁹ *Id.* at 9.

total resource cost ("TRC") of 0.24 and the commercial portion has a TRC of 0.22.¹⁰ Kentucky Power is recommending that the program be discontinued as of December 24, 2014. Kentucky Power states that free-ridership¹¹ for this program is increasing, thereby resulting in a declining net-to-gross ratio.¹² Kentucky Power believes that the resources currently being devoted to the program would be better deployed in connection with its other existing programs and the proposed two new programs.¹³

Kentucky Power is also requesting that the Small Commercial HVAC Program be extended for only one year, through December 31, 2015. Kentucky Power states the program would be reevaluated for further continuation through 2017, based on program performance in 2014 and 2015. The program is currently not cost-effective, with a TRC of 0.74, but could become cost-effective in 2015 with only moderate increases in participation of 15 heat pumps and five air conditioners, Kentucky Power states. With that moderate participation level for 2015, Kentucky Power believes, the TRC could be 1.74.¹⁴

¹⁰ The Total Resource Cost or TRC is one of the tests from the California Stand Practice Manual that measures the cost-effectiveness of a program. The desired result of the TRC is 1.0, where the costs equal the benefits.

¹¹ Free-ridership is an evaluation term describing EE program participants who would have taken the recommended actions on their own, even if the program did not exist. (Retrieved from <http://www.aceee.org/glossary/9#letterf>.)

¹² Net-to-gross ratios are important in determining the actual energy savings attributable to a particular program, as distinct from EE occurring naturally (in the absence of a program). The net-to-gross ratio equals the net program load impact divided by the gross program load impact. This factor is applied to gross program savings to determine the program's net impact. (Adapted from the California Public Utilities Commission Website: http://docs.cpuc.ca.gov/published/Final_decision/11474-13.htm and <http://www.aceee.org/glossary/9#term600>.)

¹³ Application, Wohnhas Testimony at 10-11.

¹⁴ *Id.* at 9-10.

Kentucky Power is also considering using a single administrator for the Small Commercial HVAC and Commercial Incentives Programs. Kentucky Power believes that a single program administrator would permit more effective engagement with customers and trade allies, and thereby encourage greater participation.¹⁵

Kentucky Power is proposing to enhance the Mobile Home High Efficiency Heat Pump Program by adding a heat pump incentive utilizing a two-tier approach. The customer incentives are:¹⁶

<u>System</u>	<u>SEER 1/</u>	<u>HSPF 2/</u>	<u>Incentive</u>
<u>Tier 1</u>			
Replace Electric Furnace with Standard Efficiency Heat Pump	13	7.7	\$300
Replace Existing Heat Pump with High-Efficiency Heat Pump	14	8.2	\$300
<u>Tier 2</u>			
Replace Electric Furnace with High Efficiency Heat Pump	14	8.2	\$500

1/ SEER - Seasonal Energy Efficiency Ratio

2/ HSPF - Heating Seasonal Performance Factor

Kentucky Power is also proposing to employ a two-tier approach for its Mobile Home High Efficiency Heat Pump Program. The customer incentives are:¹⁷

¹⁵ *Id.* at 10.

¹⁶ *Id.* at 11-12.

¹⁷ *Id.* at 12.

<u>System</u>	<u>Tier</u>	<u>SEER</u>	<u>HSPF</u>	<u>Incentive</u>
Resistance Heating	1	13	7.7	\$300
	2	14	8.2	\$500
Replace Heat Pump	1	14	8.2	\$300
	2	15	8.5	\$500

Kentucky Power states that it will change the CFL currently being offered in the Community Outreach CFL Program from 23-watt to 16-watt. A similar change in CFL bulbs offered will be implemented in the Energy Education for Students Programs.¹⁸

Kentucky Power is proposing to modify its Targeted Energy Efficiency Program to provide allowances for both non-working units and working units that are at least 15 years old. The customer incentives are:¹⁹

<u>System</u>	<u>Allowance</u>
Non-Working Units	
Central Electric Furnace to Heat Pump	\$2,600
Heat Pump to Heat Pump	\$1,600
Working Units (15 Years or Older)	
Central Electric Furnace to Heat Pump	\$2,600
Heat Pump to Heat Pump	\$1,600

¹⁸ *Id.*

¹⁹ *Id.* at 12-13.

Kentucky Power is also proposing to add measures to its Residential Efficient Products Program. Currently the program offers only EE lighting and Energy Star ceiling fans. Kentucky Power is proposing to add non-lighting Energy Star products, including refrigerators, freezers, clothes washers, dehumidifiers, and HP water heaters, plus specialty light emitting diode lights.²⁰

Finally, Kentucky Power is proposing to enhance its Modified Energy Fitness Program to include multi-family housing and to include water heating for home use.²¹

PROPOSED DSM PROGRAMS

Kentucky Power is proposing to implement two new programs: the Residential Appliance Recycling Program and the Residential Home Performance Program. Kentucky Power is proposing an initial three-year term for both programs.²²

The purpose of the Residential Appliance Recycling Program is to reduce electric energy usage by removing operable second refrigerators and freezers from use and recycling them in an environmentally safe manner. The program proposes to provide customers with a financial incentive of \$40-\$55²³ in return for permitting the disposal of the units in an environmentally safe way by the program contractor. Kentucky Power further states that it will contract with a vendor for the environmentally sound disposal of the refrigerator/freezer units and the recycling of recoverable metals.

²⁰ *Id.* at 13.

²¹ *Id.*

²² *Id.* at 15.

²³ Kentucky Power's Response to Staff's First Request (filed Oct. 10, 2014), Item 3, stated that, "Based on its experience, and in light of the need of the program to be cost effective, the vendor recommended using a \$50 incentive for all participants to begin the program. The amount of program incentive will be reviewed with the program implementation contractor on a periodic basis to achieve the overall program goals including the annual unit harvest (refrigerator, freezer) and program budget."

Kentucky Power goes on to state that the amount of the incentive payments to participants will depend on participation levels and the recommendation of the program implementation contractor.²⁴

The Residential Home Performance Program will provide participants with information concerning their electric usage and actions they can take to reduce their electric usage, and also to encourage modification of their electric energy consumption and practices. Kentucky Power will provide a written Home Energy Report (“HER”) that customers will receive separately from their normal utility bills. The HER is designed to help residential participants reduce their electric usage by encouraging them to alter their electric consumption habits and providing detailed information on residential energy consumption. The proposed program will be limited to customers taking service under Kentucky Power’s residential tariffs. The program will target, but will not be limited to, all-electric residential customers with Internet access.²⁵

EVALUATION REPORTS

Kentucky Power included evaluation reports of all the programs contained in its DSM portfolio in its Application. The changes to Kentucky Power’s current DSM programs are a result of those evaluations, which were performed by Applied Energy Group, Inc. (“AEG”).²⁶

²⁴ Application, Wohnhas Testimony at 14.

²⁵ *Id.* at 14-15, and Exhibit 7 at 10.

²⁶ *Id.*, Exhibit 2.

SIERRA CLUB'S COMMENTS

Sierra Club filed comments²⁷ addressing Kentucky Power's Application. Sierra Club states that it supports Kentucky Power's proposed increase in DSM and EE investment and the expansion of its DSM/EE program portfolio.

Sierra Club expressed concerns over Kentucky Power's not being on track to spend in 2014 the proposed \$4.078 million of DSM program costs which were included in the Stipulation and Settlement Agreement with the Kentucky Industrial Utility Customers, Inc. and Sierra Club in Case No. 2012-00578.²⁸ The DSM spending year-to-date ("YTD") through November 2014 is \$2.853 million.²⁹ Kentucky Power stated, "If the Company fails to meet its 2014 targeted spend level, the Company would add the deficiency to its targeted level for 2015 and would need to modify its 2015 levels. . . ." ³⁰ The proposed spending for 2015 is \$5 million, while the proposed spending for 2016, 2017, 2018, and years after 2018 is \$6 million.³¹ Sierra Club requested that Kentucky Power be required to file YTD spending levels for the months of October, November,

²⁷ Beverly May and Sierra Club's Comments Regarding Kentucky Power Company's DSM/EE Application (filed Nov. 24, 2014) ("Sierra Club's Comments").

²⁸ Case No. 2012-00578, *Application of Kentucky Power Company for (1) a Certificate of Public Convenience and Necessity Authorizing the Transfer to the Company of an Undivided Fifty Percent Interest in the Mitchell Generating Station and Associated Assets; (2) Approval of the Assumption by Kentucky Power Company of Certain Liabilities in Connection with the Transfer of the Mitchell Generating Station; (3) Declaratory Rulings; (4) Deferral Of Costs Incurred in Connection with the Company's Efforts to Meet Federal Clean Air Act and Related Requirements; and (5) All Other Required Approvals and Relief* (Ky. PSC Oct. 7, 2013).

²⁹ Kentucky Power's Supplemental Response to Commission Staff's Second Request for Information (filed Dec. 15, 2014) ("Staff's Second Request"), Item 5.

³⁰ Kentucky Power's Response to Staff's Second Request (filed Nov. 10, 2014), Item 5.

³¹ Case No. 2012-00578, *Kentucky Power Company* (Ky. PSC Oct. 7, 2013).

and December 2014.³² The Commission agrees with the need to have more current program costs and, accordingly, will require detailed monthly reports.

Sierra Club's second comment supports the expansion of cost-effective EE programs to achieve greater levels of savings, and urges Kentucky Power to continue to look for further opportunities to expand its portfolio. Sierra Club asserts that the modifications and new programs proposed by Kentucky Power in its application will result in projected energy savings for 2015 that are roughly 34 percent greater than savings achieved in 2013 and 48 percent greater than projected savings in 2014,³³ and that these programs are cost-effective.³⁴

Sierra Club observed that Kentucky Power's proposed expansion of the Modified Energy Fitness program to include multi-family housing is significant. It states that the multi-family housing sector, on a national basis, has substantial savings potential, but is often underserved. Sierra Club further notes that Kentucky Power's participation and expense forecast for this program increases slightly in 2015, by 40 participants and \$3,061. Sierra Club states that Kentucky Power should consider increasing its projected budget for this program in light of the proposed program expansion.³⁵

³² The Commission required Kentucky Power to provide such monthly information in Staff's Second Request to Kentucky Power (Oct. 23, 2014), Item 5; and Sierra Club's Comments at 3-5.

³³ Kentucky Power's Response to Alexander DeSha and Sierra Club's Supplemental Requests for Information (filed Nov. 10, 2014) ("Sierra Club's Supplemental Request"), Item 1.

³⁴ Sierra Club's Comments at 5.

³⁵ *Id.* at 6.

Sierra Club's third comment was that Kentucky Power should explore ways to offer DSM/EE programs to its industrial customers.³⁶ Sierra Club states that the industrial sector accounts for more than 40 percent of all energy consumption in Kentucky, and that the dearth of industrial programs is a shortcoming in Kentucky Power's DSM/EE portfolio. It urges Kentucky Power to cure this deficiency.³⁷

Sierra Club acknowledges that Kentucky Power has initiated a market potential study ("Potential Study") as required in Case No. 2013-00487³⁸ and that the Potential Study will include all customer sectors, including industrial customers.

Sierra Club states it anticipates that the Potential Study will reveal an opportunity to achieve cost-effective savings through industrial EE programs. Sierra Club points out that Kentucky Power's 2015 forecasted energy savings are a percentage of forecasted retail sales, which include only the residential and commercial customer sectors. Sierra Club encourages Kentucky Power to consider programs that meet the needs of all its customers and that provide energy savings for its industrial customers.³⁹

As stated recently in Case No. 2014-00003,⁴⁰ the Commission believes that Kentucky's DSM statute, KRS 278.285, does not prohibit a utility from offering EE programs for its industrial customers. The Commission looks forward to reviewing the

³⁶ Kentucky Power at one time had Industrial Sector DSM programs. The last program expenditures are shown in the Application, Exhibit 8 at 7.

³⁷ *Id.*

³⁸ Case No. 2013-00487, *Application of Kentucky Power Company to Amend Its Demand-Side Management Program and for Authority to Implement a Tariff to Recover Costs and Net Lost Revenues, and to Receive Incentives Associated with the Implementation of the Programs* (Ky. PSC June 30, 2014).

³⁹ Sierra Club's Comments at 6-7.

⁴⁰ Case No. 2014-00003, *Joint Application of Louisville Gas and Electric Company and Kentucky Utilities Company for Review, Modification, and Continuation of Existing, and Addition of New, Demand-Side Management and Energy-Efficiency Programs* (Ky. PSC Nov. 14, 2014), Final Order at 29-30.

results of Kentucky Power's Potential Study, with particular interest in the results related to its industrial customers.

Sierra Club's final comment encourages Kentucky Power to incorporate stakeholder input in its Potential Study and stakeholder assistance in enhancing its DSM portfolio.⁴¹ The Commission agrees that an active stakeholder process examining and enhancing Kentucky Power's DSM portfolio would provide lasting benefits to Kentucky Power's customers and stakeholders alike.

PROPOSED DSM FACTORS

Kentucky Power's current residential DSM factor is \$0.001447 per kilowatt hour ("kWh") while its proposed residential DSM factor is \$0.000383. Kentucky Power's current commercial DSM factor is \$0.000986 per kWh, and its proposed commercial DSM factor is \$0.001473. The proposed residential and commercial DSM factors are based on Exhibit C.⁴²

FINDINGS

Based on the evidence of record and being otherwise sufficiently advised, the Commission finds that:

1. Kentucky Power has kept the Commission informed of the progress and status of its DSM programs by timely filing summary status reports of these programs.
2. Kentucky Power's Application with revised DSM Status Report, Schedule C, and DSM Portfolio Evaluations as filed should be approved.

⁴¹ Sierra Club Comments at 8.

⁴² Application, Exhibit 8 at 1.

3. Kentucky Power should continue to file monthly updates on the level of direct program expenditures in 2015, with an explanation of how Kentucky Power plans to meet the spending levels required by the Stipulation and Settlement Agreement in Case No. 2012-00578.⁴³

4. Kentucky Power should file, by program, the November 2014 YTD DSM expenditures of \$2,853,222 plus the current month December 2014 DSM expenditures equaling the December 2014 DSM expenditures of \$3,736,549.⁴⁴

5. Within 20 days of contract execution, Kentucky Power should provide a copy of any fully executed contract or modifications/amendments of any existing contract with any DSM program contractor.

6. Kentucky Power should file with this Commission within ten days, using the Commission's electronic Tariff Filing System, any revisions in its tariffs for DSM/EE programs in which incentives for measures are revised due to participation levels that currently list a range for incentives. The revised tariff should list the incentive by measure.

7. Within 20 days of receiving the Market Potential Study prepared by the AEG, Kentucky Power should file the study with the Commission with an explanation of costs and how those costs are to be allocated.

8. Kentucky Power's proposed DSM surcharge factors of \$0.000383 per kWh for residential customers and \$0.001473 per kWh for commercial customers should be approved.

⁴³ *Id.*

⁴⁴ Kentucky Power's Supplemental Response to Staff's Second Request (filed Jan. 16, 2015), Item 5.

IT IS THEREFORE ORDERED that:

1. Kentucky Power's Application with its revised DSM Status Report, Schedule C, and DSM Portfolio Evaluations is approved as filed.

2. Kentucky Power shall continue its consideration and review of potential cost-effective DSM/EE programs that could be included in future DSM portfolios.

3. Kentucky Power shall comply with the requirements as directed in findings paragraphs 3 through 5.

4. Kentucky Power's proposed DSM surcharge factors of \$0.000383 per kWh for residential customers and \$0.001473 per kWh for commercial customers are approved effective for service rendered on and after the date of this Order.

5. Within ten days from the date of this Order, Kentucky Power shall file with this Commission, using the Commission's electronic Tariff Filing System, revised tariff sheets setting out rates approved herein and reflecting that they were approved pursuant to this Order.

6. Kentucky Power shall file with this Commission, using the Commission's electronic Tariff Filing System, any revisions in its tariffs for DSM/EE programs in which incentives for measures are revised due to participation levels that currently list a range for incentives. The revised tariff should list the incentive by measure.

7. Any documents filed pursuant to ordering paragraph 3 of this Order shall reference the number of this case and shall be retained in the utility's general correspondence file.

By the Commission

ENTERED
FEB 13 2015
KENTUCKY PUBLIC
SERVICE COMMISSION

ATTEST:


Executive Director

Case No. 2014-00271

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