BEFORE THE STATE CORPORATION COMMISSION OF THE STATE OF KANSAS

IN THE MATTER OF THE INVESTIGATION INTO BLACK HILLS KANSAS GAS UTILITY COMPANY D/B/A BLACK HILLS ENERGY REGARDING THE FEBRUARY 2021 WINTER WEATHER EVENTS, AS CONTEMPLATED BY DOCKET NO. 21-GIMX-303-MIS	KCC DOCKET NO. 21-BHCG-334-GIG
IN THE MATTER OF THE APPLICATION OF] BLACK HILLS KANSAS GAS UTILITY] COMPANY, LLC, D/B/A BLACK HILLS] ENERGY, FOR A WAIVER OF TARIFF]	KCC DOCKET NO. 21-BHCG-370-MIS

TESTIMONY IN SUPPORT OF SETTLEMENT AGREEMENT

JOSH FRANTZ

ON BEHALF OF

THE CITIZENS' UTILITY RATEPAYER BOARD

NOVEMBER 22, 2021

1 Q .	Please state y	your name an	d business	address
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- 2 A. My name is Joshua (Josh) P. Frantz. My business address is 1500 SW Arrowhead Road,
- Topeka, Kansas 66604.

5 Q. By whom are you employed and in what capacity?

6 A. I am employed by the Citizens' Utility Ratepayer Board (CURB) as a Senior Regulatory

7 Analyst.

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Q. Please describe your educational and professional background.

10 A. I earned a Bachelor of Business Administration degree from Washburn University in

Topeka, Kansas. My undergraduate majors were finance, marketing, and management.

Additionally, I earned a Master of Business Administration degree, also from Washburn

University.

From August 2015 through April 2019, I was employed by the Kansas Corporation Commission (KCC or "Commission"). I began my employment with the KCC in the Utilities division as a Senior Research Economist and was ultimately promoted to Managing Rate Analyst. I have served in my current position as Senior Regulatory Analyst

with CURB since April 2019.

20 Q. Have you previously testified before the Commission?

21 A. Yes. On behalf of CURB, I testified in Docket Nos. 19-ATMG-525-RTS and 21-WCNE-

103-GIE. During my prior employment as a member of KCC Staff, I offered testimony in seven proceedings before the Commission as well as over thirty Report and Recommendations for the Commission's consideration. A list of those filings can be available, upon request.

Q. What is the purpose of your testimony?

A. My testimony supports the *Settlement Agreement* ("Agreement") filed in Docket No. 21-8 BHCG-334-GIG ("Docket 21-334") on November 9, 2021.

Α.

Q. Please provide a brief background of this proceeding.

In mid-February 2021, Winter Storm Uri (also referred to as the "Weather Event") imposed extreme and unprecedented freezing weather conditions across the U.S. It caused widespread infrastructure and operational problems for facilities necessary for the production and delivery of natural gas, leading to sudden and sustained natural gas supply disruptions and substantially higher than normal wholesale natural gas prices.

In response to Winter Storm Uri, on February 15, 2021, the Commission issued its *Emergency Order* in Docket No. 21-GIMX-303-MIS ("Emergency Order"), which acknowledged the Governor's State of Disaster Emergency Proclamation, the higher-thannormal wholesale natural gas prices, and the potential for service reliability issues related to prolonged cold weather.¹

¹ See Emergency Order, Docket No. 21-GIMX-303-MIS, $\P 1$ (Feb. 15, 2021).

In its Emergency Order, the Commission ordered jurisdictional natural gas and electric utilities to do everything necessary to ensure continued provision of service.² Additionally, the Commission authorized jurisdictional natural gas and electric utilities to defer into a regulatory asset any extraordinary costs associated with ensuring that their customers, or the customers of interconnected Kansas utilities that are non-jurisdictional to the Commission, continued to receive utility service during Winter Storm Uri.³ The Commission required the deferral accounts to be segregated by detailed cost category and to contain enough detail for the Commission to perform a subsequent review for prudence and reasonableness.⁴ The Emergency Order also provided that the deferral is for accounting purposes only, and that decisions related to ratepayer recovery would be addressed in future proceedings.⁵

Soon after, the Commission opened company-specific dockets (with Docket 21-334 being assigned to Black Hills) to document issues raised in the Commission's investigation of each major jurisdictional utility's reactions to and performance during Winter Storm Uri, as well as to record the eventual company-specific filings for financial impact plans.

On June 16, 2021, Black Hills filed its *Plan to Minimize Financial Effects of Cold*Weather Event and Application for Waiver of Tariff Provisions ("Financial Plan") in

Docket 21-334. Also stemming from issues related to Winter Storm Uri, Black Hills filed

Emergency Order, Docket No. 21-GIMX-303-MIS, ¶4 (Feb. 15, 2021).

⁴ Emergency Order, Docket No. 21-GIMX-303-MIS, ¶4 (Feb. 15, 2021).

⁵ Emergency Order, Docket No. 21-GIMX-303-MIS, ¶4 (Feb. 15, 2021).

1	an Application in Docket No. 21-BHCG-370-GIG ("Docket 21-370") for a waiver of
2	certain penalty provisions in its tariff applicable to transportation customers during the
3	Weather Event ("Waiver Request"). On July 20, 2021, the Commission consolidated
1	Dockets 21-334 and 21-370

O. Which parties have been granted intervention in this docket?

- 6 A. CURB; BlueMark Energy, LLC; Freedom Pipeline, LLC; Natural Gas Transportation
 7 Customer Coalition (NGTCC); National Beef Packing Company, LLC; and the State of
 8 Kansas Office of the Attorney General ("Kansas AG's Office") have been granted
 9 intervention in Docket 21-334. (The aforementioned intervenors, Black Hills, and KCC
 10 Staff, collectively, will be referred to as the "Parties.")
- 12 Q. Has a settlement agreement been reached among the Parties regarding the
 13 Company's Motion for Wavier?
- 14 A. Yes, the Agreement was filed in Docket 21-334 on November 9, 2021. The signatories

 15 ("Joint Movants" or "Signatories") to the *Joint Motion to Approve Settlement Agreement*16 ("Joint Motion") are CURB, KCC Staff, Black Hills, and NGTCC. All other Parties in

 17 Docket 21-334 have indicated they are not opposed to the Agreement.

19 Q. Please outline the key terms of the Agreement.

- 20 A. The key terms of the Agreement can be summarized as follows:
- 21 <u>Waiver Request</u>

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As requested in Docket 21-370, Black Hills should be granted a waiver of its tariff to

allow it not to charge transportation customers the Daily Out-of-Balance Charge based on Operational Flow Order (OFO) days, System Overrun, or Critical Days and to not charge the Unauthorized Delivery Charge for the month of February 2021. Black Hills should also be granted a waiver from its tariff provisions to the extent that the provisions conflict with the terms of this Agreement.

Financial Plan

- Black Hills should be allowed to recover \$87,897,745 in extraordinary costs
 ("Extraordinary Costs") incurred during the Weather Event.
- Black Hills will extend recovery of the Extraordinary Costs over a five-year period beginning on February 1, 2022, and ending on January 31, 2027.
- Black Hills should be allowed to apply carrying charges to the Extraordinary Costs, tiered (1) at a rate of 1.30% for the period starting when the Extraordinary Costs were incurred through the end of December 31, 2021, and (2) at a rate of 5.71% for the period January 1, 2022, through the remainder of five-year recovery period.
- The Extraordinary Costs and associated carrying charges should be allocated among Black Hills' sales customer rate schedules based upon February 2021 usage and charged on a volumetric basis, appearing as a separate line item surcharge ("Surcharge") on customer bills. The allocation should exclude the Irrigation sales rate schedule and former City of Ford customers, who were not part of Black Hills during the Weather Event and are already paying charges to the City of Ford related to the Weather Event.

Black Hills will true-up actual Extraordinary Costs recoveries compared to expected recoveries, annually. This true-up will consider both the deferred tax liability associated with Extraordinary Cost recoveries, as well as the corresponding and offsetting deferred tax asset associated with any net operating loss carryforward. The difference will be included as a charge/credit for the next twelve months through the Surcharge. The final true-up will occur after five years, and any over/under collected amounts will be included in the PGA/ACA to collect or refund any remaining differences to customers. If Black Hills receives or recovers any payments as a result of any subsequent federal or state governmental relief in the form of profit disgorgement, civil suit relief, market manipulation findings, etc., resulting from the Weather Event, it shall pass those payments on to its customers through its PGA/ACA, even if those payments are received or recovered after the five-year plan.

Other Provisions

- Any Black Hills' sales customer who intends to become a Black Hills' transportation customer during the five-year period in which the Surcharge is being recovered should be required to pay Black Hills a one-time conversion fee (based on the present value of the expected remaining Surcharge the customer would have paid as a sales customer) prior to becoming a transportation customer.
- During the first year in which the Surcharge is being recovered, any new Black Hills' customer that can provide definitive proof showing it has already paid its full natural gas costs relating to the Weather Event to another Kansas utility should be entitled to a

waiver of the Surcharge.

Any Black Hills' transportation customer, who becomes a Black Hills' sales customer during the five-year period in which the Surcharge is being recovered pursuant to this Agreement, should be entitled to a waiver of the Surcharge, provided the transportation customer can provide sufficient evidence that it was not a sales customer during the Weather Event.

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Q. Does the Agreement resolve all issues pertaining to the Waiver Request and Financial Plan?

10 A. Yes. The Agreement resolves all issues pertaining to Black Hills' Financial Plan and
Waiver Request.

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Q. What criteria does the Commission generally consider when reviewing settlement agreements?

The Commission may accept a settlement agreement if the following five criteria are met:

1) the agreement conforms with applicable law; 2) there was an opportunity for opposing parties to be heard on their reasons for opposition to the agreement; 3) the agreement is supported by substantial competent evidence; 4) the agreement results in just and reasonable rates or charges; and 5) the results of the agreement are in the public interest.⁶

I will now discuss these criteria, in detail.

⁶ See Order Approving Contested Settlement Agreement, Docket No. 08-ATMG-280-RTS ¶11 (May 12, 2012).

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Q. Does the Agreement conform to applicable law?

A. Although I am not an attorney, I have been advised by CURB's General Counsel that the

4 Agreement conforms to applicable law.

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Q. Was there an opportunity for opposing parties to be heard on their reasons for

opposition to the Agreement?

Although no Parties oppose the Agreement, if any Party had opposed the Agreement, there were certainly opportunities to be heard. All Parties participated in technical/settlement conferences held on October 26 and November 2, 2021. The Agreement was collaboratively drafted and filed on November 9, 2021. Furthermore, in the event a Settlement was not reached by November 9, the Procedural Schedule allowed for filing of testimony either in support or opposition to the Financial Plan and Waiver Request,

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Q. Is the Agreement supported by substantial competent evidence?

followed by an Evidentiary Hearing and Briefs.

17 A. Yes, the Agreement is supported by substantial competent evidence in the record. There
18 was extensive vetting of these matters through a multitude of data requests ("DRs") and
19 information sharing. The Agreement is also supported by my testimony and the testimony
20 of other Signatories.

To my knowledge, it is undisputed that Winter Storm Uri prompted health and

safety concerns, sudden and sustained natural gas supply disruptions, and widespread infrastructure and operational failures at facilities that were necessary for the delivery of natural gas. This has already been acknowledged by the Commission.

Through review of the facts contained in the Company's testimony and responses to the DRs in this docket, as well as discussions with the Company and KCC Staff, CURB believes the agreed upon calculation of Extraordinary Costs is reflective of the costs that were incurred by the Company to serve sales customers during February 2021. Furthermore, CURB believes the agreed upon application of carrying charges is reflective of the Company's costs associated with financing the Extraordinary Costs.

Q. Will the Agreement result in just and reasonable rates/charges?

- A. Yes, I believe approval of the Agreement would result in just and reasonable rates/charges.
- I will discuss the reasonableness of specific provisions of the Settlement in detail:

Waiver Request

I believe approval of the Waiver Request would result in just and reasonable charges.

CURB's primary goal regarding this matter is to ensure that residential and small commercial customers are not forced to subsidize marketers or transportation customers through an unjust assignment of costs. Black Hills did not incur a net increase in costs during the Weather Event on behalf of transportation customers that would be recovered

from its sales customers.⁷

Extraordinary Costs

I believe approval of the provision of the Agreement allowing Black Hills to recover \$87,897,745 in Extraordinary Costs over a five-year period (a bill impact of \$11.47/mo. for a residential customer with average usage) would result in just and reasonable rates.

Nearly every state in the Midwest is now facing unprecedented, extraordinary natural gas costs due to the effects of Winter Storm Uri. In Texas, highly publicized, widespread utility service disruptions even lead to the loss of life. In the KCC's Emergency Order, all jurisdictional utilities were ordered to "do all things possible and necessary to ensure natural gas and electricity utility services continue to be provided to their customers in the State." In spite of the volatility of the natural gas market conditions, Black Hills was able to procure sufficient natural gas supplies during the Weather Event to maintain reliable natural gas service for its customers.

Annually, Black Hills files a Gas Purchase Plan (GPP) with the Commission and presents the plan to KCC Staff and CURB for review. The unprecedented weather, supply, demand, and pricing conditions that developed during the Weather Event could not reasonably have been anticipated at the time Black Hills entered into its GPP contracts, months in advance of the Weather Event. During the Weather Event, for several days in

⁷ Motion for Waiver, Docket No. 21-BHCG-370-MIS, p. 3 §II ¶1 (May 28, 2021).

⁸ Emergency Order, Docket No. 21-GIMX-303-MIS, p. 3 §B (Feb. 15, 2021).

⁹ Direct Testimony of Kent J. Kopetsky, Docket No. 21-BHCG-334-GIG, p. 15 (Jun. 16, 2021).

succession, natural gas index prices vastly exceeded any previously fathomable price. Yet, during the Weather Event, Black Hills acquired and utilized gas supplies in accordance with its GPP for the 2020-2021 heating season. ¹⁰ It is important to recognize that the GPP is designed for the entirety of the heating season, and, at the time of the Weather Event, there were nearly two months remaining in the season.

The unprecedented spike in natural gas index prices during the Weather Event has, understandably, lead to concerns over price gouging, profiteering and market manipulation. Duly, these concerns are being investigated by the Kansas AG's Office under its statutory and common law authority to enforce: (1) the Kansas Consumer Protection Act (KCPA), K.S.A. 50-623, et seq. and to protect consumers from suppliers who commit deceptive and unconscionable acts and practices; (2) K.S.A. 50-6,106 (the unconscionable act of profiteering from a disaster); and (3) the Kansas False Claims Act, K.S.A. 75-7501, et seq., which prohibits making a fraudulent claim upon the State government or any political subdivision of the State. Under the Agreement, any form of federal or state governmental relief in the form of profit disgorgement, civil suit relief, market manipulation findings, etc., resulting from the Weather Event, would be passed to customers through the PGA/ACA.

I cannot attest that Black Hills performed flawlessly during the unprecedented Weather Event—in a later phase of this docket, KCC Staff, CURB and other intervenors will discuss the lessons learned from the Weather Event, potential tariff revisions,

¹⁰ Direct Testimony of Kent J. Kopetsky, Docket No. 21-BHCG-334-GIG, p. 4 (Jun. 16, 2021).

¹¹ See Petition to Intervene of Kansas AG's Office, Docket No. 21-BHCG-334-GIG, (Jul. 19, 2021).

improvements, etc. However, I do believe, when viewing Black Hills' actions during the Weather Event without the lens of hindsight, the Company responded adequately and, therefore, the Extraordinary Costs should be considered to be prudently incurred. Therefore, I believe approval of the provision of the Agreement allowing Black Hills to recover the agreed upon Extraordinary Costs over a five-year period would result in just and reasonable rates.

Carrying Charges

I believe the carrying charge rates proposed in the Agreement would result in just and reasonable charges. The initial rate of 1.30% for the period starting when the Extraordinary Costs were incurred through the end of December 31, 2021, is reflective of actual short-term financing charges incurred by the Company to cover its Extraordinary Costs. The rate of 5.71% for the period of January 1, 2022, through the remainder of five-year recovery period, is reflective of longer-term financing costs necessary for the Company to achieve a desirable debt-equity ratio.

In my experience, this particular settlement agreement is unique in that no Party filed a report or testimony in response to the Application within this docket, prior to settlement discussions and the filing of the Agreement. Because CURB has no filed position in response to the initial request in this Docket, I would like to address the Company's initial proposal for the application of a carrying charge rate at the weighted average cost of capital (WACC), currently 7.98%, on the Extraordinary Costs. I believe that an application of Black Hills' WACC would be inappropriate in this circumstance and

would not be reflective of actual financing charges associated with the Extraordinary Costs. Allowance of an unreasonably high carrying charge could result in a windfall for the Company stemming from a disastrous event. Meanwhile, utility customers face severe financial consequences from the emergency Weather Event. To reiterate, I am supportive of the tiered carrying charges proposed in the Agreement, but CURB is strongly opposed to the Company's initial proposal to apply its WACC as the carrying charge for the Extraordinary Costs.

A.

Q. Are the results of the Agreement in the public interest?

Yes, I believe the Agreement is in the public interest. There is a wide range of representation among the Parties: the Company; several marketers and transportation customers; CURB, representing residential and small commercial customers; and KCC Staff, representing all interests including the public, generally. The Company, CURB, KCC Staff, and NGTCC are signatories to the Agreement. No Party has expressed opposition to the Agreement.

Under the Agreement, the Company would recover the Extraordinary Costs it incurred to provide gas to customers over a reasonable, extended timeframe, with the inclusion of reasonable carrying charges. Furthermore, provisions of the Agreement provide customer protections in the form of potential future relief that could come through the investigations of the Kansas AG's Office or other governmental agencies into predatory pricing issues. Additionally, a provision of the Agreement ensures that individual

customers will not be able to circumvent the Surcharge by switching from a sales class to transportation. There is also a provision of the Agreement that protects new customers of Black Hills who already fully paid their costs associated with the Weather Event to another Kansas gas utility.

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6 Q. What do you recommend?

A. I support the Agreement and believe it satisfies the Commission's established criteria for approval of a settlement agreement. Therefore, I recommend the Commission reject Black Hill's initial proposed Financial Plan and, instead, approve the Agreement as filed.

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11 Q. Does this conclude your testimony?

12 A. Yes, it does.

VERIFICATION

STATE OF KANSAS)	¥0	e	Ÿ
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COUNTY OF SHAWNEE)	100		

I, Josh Frantz, of lawful age and being first duly sworn upon my oath, state that I am a consultant for the Citizens' Utility Ratepayer Board; that I have read and am familiar with the above and foregoing document and attest that the statements therein are true and correct to the best of my knowledge, information, and belief.

Josh Frantz

SUBSCRIBED AND SWORN to before me this 22nd day of November, 2021.

DELLA J. SMITH

Notary Public - State of Kansas
My Appt. Expires January 26, 2025

Notary Public

My Commission expires: 01-26-2025.

CERTIFICATE OF SERVICE

21-BHCG-334-GIG

I, the undersigned, hereby certify that a true and correct copy of the above and foregoing document was served by electronic service on this 22nd day of November, 2021, to the following:

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