

**THE STATE CORPORATION COMMISSION  
OF THE STATE OF KANSAS**

Before Commissioners:       Mark Sievers, Chairman  
                                  Thomas E. Wright  
                                  Shari Feist Albrecht

In the Matter of the Application of Kansas        )  
City Power & Light Company for Approval        )       Docket No. 14-KCPE-042-TAR  
to Extend its Demand-Side Management         )  
Programs.    )

**ORDER GRANTING JOINT MOTION TO LIFT STAY, SETTING PROCEDURAL  
SCHEDULE, GRANTING INTERVENTION TO CURB AND CEP, PROTECTIVE AND  
DISCOVERY ORDER**

This matter comes before the State Corporation Commission of the State of Kansas (Commission) for consideration and decision. Having reviewed the pleadings and record, the Commission makes the following findings:

1.       On July 18, 2013, Kansas City Power & Light (KCP&L) filed its Application for Approval to Extend its Demand-Side Management Programs. KCP&L's Demand-Side Management (DSM) programs are set to expire on January 3, 2014. Prior to the expiration of these programs, KCP&L must file for termination, modification, or permanent status of the programs. In its Application, KCP&L is requesting an extension of the end date of its six active DSM pilot programs with some minor modifications by two years or until December 31, 2015.

2.       Concurrent with its Application, KCP&L filed a Joint Motion with Staff and the Citizens' Utility Ratepayer Board (CURB)<sup>1</sup> for Stay of Proceeding and Interim Order. On August 1, 2013, the Commission issued an Order Granting Joint Motion for Stay of Proceeding, Interim Order, and Appointing Prehearing Officer. The docket was stayed pending performance

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<sup>1</sup> At the time the stay was requested, CURB had yet to file a Petition to Intervene in this docket and was not a party to the proceeding.

of a third-party EM&V in Docket No. 14-KCPE-074-GIE (14-074 Docket), which was closed on November 21, 2013.<sup>2</sup>

3. Since the 14-074 Docket is closed, the Commission agrees with the Joint Movants' suggestion to lift the stay and set a procedural schedule. In doing so, the Commission notes KCP&L expressly agrees to an extension of the time deadline of K.S.A. 66-117 until July 31, 2014.<sup>3</sup>

#### **I. Petitions to Intervene**

4. While this docket was stayed, CURB and Climate Energy Project (CEP) filed Petitions to Intervene. The Joint Movants favor granting intervention to both CURB and CEP.<sup>4</sup>

5. In its Petition to Intervene, CURB cites its statutory authority to represent residential and small commercial ratepayers. CURB explains the rates paid by and the services received by residential and small commercial customers may be affected by this proceeding.<sup>5</sup> CURB was also a signatory to the Joint Motion for Stay of Proceeding and Interim Order.<sup>6</sup> Accordingly, the Commission finds CURB has demonstrated an interest in this proceeding. Therefore, pursuant to K.S.A. 77-521, the Commission grants CURB's Petition for Intervention.

6. CURB will be added to the official service list. Service of pleadings, communications, and correspondence should be delivered to counsel of record and CURB's other designees, as follows:

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<sup>2</sup> Order Granting Joint Motion to Suspend Third-Party EM&V Program and Closing Docket, Docket No. 14-KCPE-074-GIE, Nov. 21, 2013.

<sup>3</sup> Joint Motion to Lift Stay and Set Procedural Schedule, Dec. 2, 2013, ¶ 8.

<sup>4</sup> *See id.*, p. 4.

<sup>5</sup> Petition to Intervene, Aug. 5, 2013, ¶ 4.

<sup>6</sup> *Id.*

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7. In its Petition to Intervene, CEP cites its past intervention in Dockets No. 10-KCPE-795-TAR and 12-GIMX-337-GIV that focused on energy efficiency and demand side management programs.<sup>7</sup> CEP claims it can offer valuable information on energy efficiency policies with full consideration of long-term environmental consequences, costs, and benefits.<sup>8</sup> Lastly, CEP explains it intends to limit the scope of its intervention to KCP&L's Application.<sup>9</sup>

8. The Commission has broad discretion to grant a petition for intervention if it is in the interests of justice, if the intervention will not impair the orderly and prompt conduct of the proceeding, and if the party has stated facts demonstrating its legal rights, duties, privileges, immunities or other legal interests may be substantially affected by the proceeding.<sup>10</sup> At any

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<sup>7</sup> Untitled document, Aug. 6, 2013, ¶ 3.

<sup>8</sup> *Id.*, ¶ 4.

<sup>9</sup> Movant Climate and Energy Project's (CEP) Response to Kansas City Power & Light Company's Objection to CEP's Motion to Intervene, Aug. 29, 2013, ¶¶ 2,3.

<sup>10</sup> K.S.A. 77-521(b); K.A.R. 82-1-225(b).

time during a proceeding, the Commission may impose limitations on an intervenor's participation.<sup>11</sup>

9. The Commission finds and concludes that CEP has met the requirements of K.A.R. 82-1-225(b) and should be granted intervention. CEP will be added to the official service list. Service of pleadings, communications, and correspondence should be delivered to counsel of record, as follows:

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## II. Procedural Schedule

10. After reviewing the parties' recommended schedule in their Joint Motion to Lift Stay and Set Procedural Schedule, the Commission adopts the following procedural schedule:

<u>Date</u>	<u>Time</u>	<u>Action</u>
May 20, 2014	5:00 p.m.	Staff Report & Recommendations due
June 6, 2014	5:00 p.m.	KCP&L and Intervenor Responses to Staff's Report and Recommendations due
June 20, 2014	5:00 p.m.	KCP&L, Staff, and Intervenor Replies due
TBD	TBD	Prehearing Conference
June 25, 2014	9:00 a.m.	Evidentiary Hearing (1 <sup>st</sup> Floor Hearing Room)
July 31, 2014		Commission Order due

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<sup>11</sup> K.S.A. 77-521(c).

11. The Commission approves the use of electronic service of all testimony, briefs, and orders, without requiring provision of follow-up hard copies as required by K.A.R. 82-1-216(a)(6). Confidential papers will be served either electronically if confidentiality can be retained or by some other method such as providing information on a compact disc. Testimony and briefs must be served electronically by 5:00 p.m., on the date due, without requiring service among the parties of a follow-up hard copy, but the original and at least seven paper copies of testimony and briefs must still be filed for use by the Commission.<sup>12</sup> Any electronic service of Commission Orders without follow-up hard copies will specifically state in the electronic message serving the Order that the electronic message constitutes service of the attached Commission Order, and that no hard copy will follow. The Commission directs electronic service of testimony and briefs include service on the Prehearing Officer at [b.fedotin@kcc.ks.gov](mailto:b.fedotin@kcc.ks.gov).

12. Parties' conduct and decorum are subject to the provisions of K.A.R. 82-1-228.<sup>13</sup> Counsel appearing before the Commission are bound by the Kansas Rules of Professional Conduct.<sup>14</sup> As such, all parties shall conduct themselves in a manner consistent with the decorum and dignity of the Commission and abide by the Commission's rules and practices.<sup>15</sup> The Commission has the statutory power to regulate its hearings<sup>16</sup> and to do all things necessary and convenient in the exercise of its duties, including prohibiting a party to appear at a hearing based on a party's improper conduct.<sup>17</sup>

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<sup>12</sup> K.A.R. 82-1-215(a).

<sup>13</sup> K.A.R. 82-1-228(f)(1) ("The conduct of attorneys and other representatives during a hearing shall be the same as the conduct required of attorneys in the district courts of Kansas.").

<sup>14</sup> KRPC 3.5(d); KRPC 3.6; KRPC 4.1; KRPC 8.2; KRPC 8.4(c)-(e).

<sup>15</sup> K.A.R. 82-1-225; K.A.R. 82-1-228; K.A.R. 82-1-229; K.A.R. 82-1-230.

<sup>16</sup> K.S.A. 66-106.

<sup>17</sup> K.S.A. 74-602; K.A.R. 82-1-228(f)(1).

13. Pre-filed documents shall conform to the requirements of K.A.R. 82-2-219.

14. The Commission's rules regarding presentation and distribution of evidentiary exhibits are described in K.A.R. 82-1-221. Absent a Commission order to the contrary, all evidentiary exhibits, including those on rebuttal, that parties intend to offer as evidence shall be pre-marked (*e.g.*, Staff's Exhibit #1).<sup>18</sup> Exceptions may only be granted if a party shows good cause.<sup>19</sup> If the parties are represented by multiple attorneys, only one copy need be provided. PowerPoint slides or other visual aids used in opening statements shall be marked as an exhibit and entered into the record.

15. Information must conform to the requirements of K.A.R. 82-1-221a in order to be treated confidential. Specifically, a party must explain the reasons the information should be confidential and the potential harm caused by non-confidentiality.<sup>20</sup> The Commission reserves the right to poll the parties at the beginning of any hearing in order to identify potential confidentiality issues.<sup>21</sup>

16. The Commission may take administrative notice of its regulations, files, records, and orders concerning the legal arguments parties make.<sup>22</sup> The Commission may also take administrative notice of matters that are required or permitted to be judicially noticed by K.S.A. 66-409.<sup>23</sup> Instead of offering such documents into evidence, the parties may simply cite to them with sufficient detail to allow the Commission to readily locate the decision or order.

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<sup>18</sup> K.A.R. 82-1-221(b).

<sup>19</sup> *Id.*

<sup>20</sup> K.A.R. 82-1-221a(a)(5).

<sup>21</sup> K.S.A. 74-602.

<sup>22</sup> K.A.R. 82-1-230(h).

<sup>23</sup> *Id.*

### III. Protective Order

17. K.S.A. 66-1220a and K.A.R. 82-1-221a set forth requirements for the designation and treatment of information deemed confidential in Commission proceedings. The Commission finds it appropriate to issue this Protective Order to establish procedures relating to confidential data and information.

18. K.S.A. 66-1220a limits disclosure of trade secrets or confidential commercial information of regulated utilities. Under K.S.A. 66-1220a(a)(4), the Commission is to consider alternatives to disclosure that will serve the public interest and protect the regulated entity. This Protective Order provides an interim procedure under K.S.A. 66-1220a(a)(4) to facilitate the prompt and orderly conduct of this case. This Protective Order will govern the treatment and handling of confidential information until further order of the Commission.

19. A party may designate as confidential any information that it believes, in good faith, to be a trade secret or other confidential commercial information. The party designating the information as confidential must provide a written statement of the specific grounds for the designation at the time the designation is made.<sup>24</sup> The party claiming confidentiality has the burden of proving the confidential status of the information. Designating information as confidential does not establish that the information will not be subject to disclosure after review by the Commission.<sup>25</sup>

20. This Protective Order applies to all parties in this proceeding, unless specifically stated otherwise. The provisions of the Protective Order apply to Staff, except that Staff is not required to sign nondisclosure certificates or view voluminous materials on site and is not required to return or destroy confidential information upon request at the conclusion of a

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<sup>24</sup> K.A.R. 82-1-221a(a)(5).

<sup>25</sup> See K.S.A. 66-1220a.

proceeding. Outside experts and consultants used by Staff shall have access to information and voluminous materials on the same basis as Staff, except that outside Staff experts and consultants are required to read this Protective Order and to sign nondisclosure certificates as contained in Appendix A.

21. The following definitions shall apply:

**Information:** “Information” refers to all documents, data, including electronic data, studies and other materials furnished pursuant to requests for information or other modes of discovery, or any other information or documents that are otherwise a part of the Commission record.

**Confidential Information:** “Confidential information” refers to information which, if disclosed, would likely result in harm to a party’s economic or competitive interests or which would result in harm to the public interest, generally, and which is not otherwise available from public sources. “Confidential information” may include, but is not limited to: (1) material or documents that contain information relating directly to specific customers; (2) employee-sensitive information; (3) marketing analyses or other market-specific information relating to services offered in competition with others; (4) reports, work papers or other documentation related to work produced by internal or external auditors or consultants; (5) strategies employed, to be employed, or under consideration; (6) contract negotiations; and, (7) information concerning trade secrets, as well as private technical, financial, and business information.

22. A party designating information as confidential shall make the confidential information available to parties seeking access or discovery under the restrictions in this Protective Order, if such disclosure is not otherwise privileged or objectionable on other evidentiary grounds. Disclosure of confidential information shall be made to attorneys of record and to authorized representatives, including outside experts, who are consulting with parties or intend to file testimony in this proceeding. Attorneys or authorized representatives seeking access to confidential information shall first read this Protective Order and sign a nondisclosure certificate as provided in Appendix A. In cases in which a utility’s rates are being reviewed,



attorneys and representatives of the utility whose rates are being reviewed are not required to sign nondisclosure certificates in order to receive copies of documents containing the utility's own confidential information. The nondisclosure certificate shall contain the signatory's name, permanent address, title or position, date signed, and an affirmation that the signer is acting on behalf of a party to this proceeding. The nondisclosure certificate shall be filed in the docket. The party claiming confidentiality shall provide legible copies of the confidential information to requesting parties by serving one copy upon counsel for the requesting party. The requesting party may copy the confidential information and make it available to its authorized representatives who have signed and filed nondisclosure certificates. If a response to a discovery request requires the duplication of voluminous material, or the material is not easily copied because of its binding or size, the furnishing party may require that the voluminous material be viewed on its own premises. If duplication of voluminous material can be accomplished without undue burden on the party disclosing the information, the voluminous material may be copied at the expense of the requesting party. Voluminous material shall include documents or materials comprised of 200 pages or more.

23. A party may designate prefiled testimony and exhibits as confidential pursuant to this Protective Order. The specific grounds for the confidential designation shall be stated in writing at the time the designation is made or the testimony filed. Any party obtaining confidential information may use or refer to such information in prefiled or oral testimony provided that the confidentiality is maintained, unless otherwise ordered by the Commission.

24. If information to be disclosed in response to a data request contains confidential information designated by another party in this docket, the furnishing party shall maintain the confidential status by marking the information as confidential and only provide response to

parties that have signed nondisclosure certificates. If information that a party intends to use in this proceeding or that would be disclosed in response to a data request contains confidential information obtained from a source outside of this proceeding, the party intending to use or provide the confidential information must notify the original source which claimed confidential status to allow that entity to decide whether to claim confidentiality in this proceeding.

25. When pleadings, prefiled testimony, or exhibits include confidential information, the parties are to follow these procedures:

a. File seven copies of the complete document, including all confidential information. The cover is to clearly state "CONFIDENTIAL VERSION." Confidential pages shall be stamped "CONFIDENTIAL," and the specific confidential information shall be identified by being underlined.

b. File one copy with the confidential portions redacted, for use as a public document. The cover is to clearly state "PUBLIC VERSION."

c. File one copy of the pages that contain confidential information in a separate envelope marked "CONFIDENTIAL." This filing will be maintained in the docket room file under seal. If there are multiple pages with confidential information and it is impracticable to separate the pages with the confidential information, the party may file instead one copy of the entire document that is stamped "CONFIDENTIAL."

26. Confidential testimony may be offered or subject to cross-examination at hearings. Parties have the right to object to the admissibility of confidential information on standard evidentiary grounds such as relevance. Confidential information that is received into evidence will be kept under seal. Confidential information shall be discussed only after the hearing is closed to all persons except the Commission, its Staff, hearing examiners, court reporters, attorneys of record and individuals to whom the designated information is available under the terms of this Protective Order. Parties shall make every effort at hearings to ask and answer questions in such a way as to preserve the confidentiality of the information without the

need to close the hearing. The transcript of live testimony or oral argument disclosing confidential information shall be kept under seal and copies provided only to persons entitled to access to confidential information. Neither the parties nor their attorneys shall disclose or provide copies of the contents of such transcripts to anyone other than those who may have access to the designated information under the terms of this Protective Order.

27. If a party disagrees with a claim that information is confidential or should not be disclosed, the parties shall first attempt to resolve the dispute on an informal basis. If the parties cannot resolve the dispute informally, the party contesting the confidential treatment may file a motion with the Commission. Commission Staff should also be prepared to challenge a confidential designation when Staff believes that the information does not meet the definition of confidential information. When a dispute concerning the confidentiality is brought before the Commission, the Commission will review the matter to determine (1) if the party claiming confidentiality has met its burden of establishing the confidential designation is proper, and (2) whether disclosure is warranted under K.S.A. 66-1220a. The contested information shall not be disclosed pending the Commission's ruling.

28. All persons who are afforded access to confidential information under the terms of this Protective Order shall neither use nor disclose such information for purposes of business or competition or any other purpose other than the purpose of preparation for and litigation of this proceeding. During the course of this proceeding, parties shall keep confidential information secure in accordance with the purposes and intent of this order. At the conclusion of this proceeding, including judicial review, a party claiming that information was confidential may require that other persons in possession of its confidential information return or destroy all such confidential information and all notes, tapes, documents, and any other medium containing,

summarizing, or otherwise embodying such confidential information. If the party claiming confidentiality requests destruction, the person destroying the information shall certify its destruction. Counsel shall be entitled to retain memoranda or pleadings including or embodying confidential information to the extent reasonably necessary to preserve a file on this proceeding.

#### **IV. Discovery Order**

29. The Commission finds that formalizing discovery procedures and clarifying the obligations of the parties will help ensure a full and efficient investigation of the issues in this docket. This Discovery Order will govern the conduct of discovery until further order of the Commission. Parties may request modified or additional discovery procedures or may request that the Commission schedule a discovery pre-hearing conference.

30. General procedures. Discovery in Commission proceedings is limited to matters that are “clearly relevant.”<sup>26</sup> After a docket is opened, any party may serve upon any other party written discovery or data requests. These data requests shall identify with reasonable particularity the information or documents sought. Data requests must be designed to elicit material facts within the knowledge of the parties. Data requests that require conclusions of law or answers to hypothetical questions are generally not permitted. Cross-examination through the use of data requests is not appropriate. Copies of data requests shall be served upon all other parties to the proceeding, unless a party requests otherwise. Data requests and responses may be served by facsimile transmittal or electronic mail if agreed to by the parties. Data requests that are sent by a party after 3:00 p.m. shall be deemed to have been received the following business day.

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<sup>26</sup> K.A.R. 82-1-234a(a).

31. Data Request Responses. Responses to Staff data requests are due within seven days.<sup>27</sup> Responses to all other data requests are due within 10 days, not counting Saturdays, Sundays, or legal holidays. In computing the period of time for responding, the day on which the data request was issued is not counted. Parties may agree to extensions or reductions of time in which to respond or object to a data request. Responses to data requests shall be verified and shall identify the person(s) who actually prepared the response and can answer additional questions relating to the response. Each data request shall be answered separately and preceded by the request to which the answer pertains. Responses shall be clearly identified and, if consisting of several pages, shall be labeled and organized in a manner that makes review of the pages convenient. Parties are under a continuing duty to supplement their discovery responses upon learning that the information disclosed is incomplete or incorrect in any material respect. If a response to a data request requires the duplication of voluminous material or of material that is not easily copied because of its binding or size, a party may require that any party other than Commission Staff review the voluminous material on its own premises. If duplication of voluminous material can be accomplished without undue burden, the voluminous material may be copied at the expense of the requesting party. Voluminous material is defined as documents comprised of 200 pages or more.

32. Objections to Data Requests. If the parties have agreed to electronic service, if a party objects to answering a particular data request, the party shall object in writing to the party

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<sup>27</sup> Per K.A.R. 82-1-217, the day of the act, event, or default from which the designated period of times begins to run shall not be included. The last day of the period so computed shall be included, unless it is a Saturday, Sunday, or legal holiday, in which event the period runs until the end of the next day which is not a Saturday, a Sunday, or a legal holiday.”

which issued the data request within five days of the data request.<sup>28</sup> If the parties have not agreed to electronic service, if a party objects to answering a particular data request, the objecting party shall object in writing to the issuing party within five working days after service, plus three days if service is by mail. The written objection shall specifically explain all grounds relied upon for objecting to each data request. Any objections not provided at this time will be considered to be waived. If an objection pertains only to part of a question, that part shall be clearly identified and the responding party shall provide any non-objectionable information covered by the remainder of the data request. Parties shall negotiate in good faith to resolve discovery disputes. If resolution is not possible, the party seeking discovery may file a motion to compel with the Commission. Motions to compel must have the data request and response at issue attached. Motions to compel are required to be served by hand delivery, facsimile, or next-day delivery service. Responses to motions to compel are to be filed within three days after the motion is received, not counting intermediate Sundays, or legal holidays. The Commission may act immediately on motions to compel if necessitated by time constraints or the procedural schedule in the docket.

33. Limitations on Discovery. The Commission may limit discovery to protect a party against unreasonable, cumulative, or duplicative discovery requests; to prevent undue delay in the proceeding; to avoid unnecessary burden, expense, or harassment; or to otherwise maintain the orderly and efficient progress of the proceeding. Upon finding that a party has abused the discovery process, the Commission may deny the right to continue discovery.

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<sup>28</sup> Per K.A.R. 82-1-217, the designated time begins to run the day after service. When the period of time prescribed or allowed is less than seven days, intermediate Sundays and holidays shall be excluded in the computation. A legal holiday includes any day designated as a holiday by either the United States Congress or the Kansas Legislature.

34. Sanctions. A motion for sanctions for discovery violations may be filed at any time during the proceeding or may be initiated by the Commission. A motion is to contain sufficient factual allegations to detail the violation and must specify the relief requested. Motions for sanctions are required to be served by hand delivery, facsimile, or next-day delivery service. Responses to motions for sanctions are to be filed within 10 days, not counting Saturdays, Sundays, or legal holidays.

- a. The Commission will consider any relevant factors when reviewing a motion for sanctions, including whether discovery has been conducted in bad faith or for an improper purpose such as causing unnecessary delay or needless increase in the cost of the proceeding; whether the discovery process has been abused in seeking or resisting discovery; and whether parties have failed to obey Commission Orders.
- b. Sanctions imposed by the Commission may include limiting or disallowing further discovery; holding that designated facts be deemed admitted for purposes of the proceeding; refusing to allow a party to support or oppose a claim or defense or prohibiting the party from introducing designated matters in evidence; disallowing in whole or in part requests for relief by the offending party and excluding evidence in support of such requests; striking pleadings or testimony; staying further proceedings until an order is obeyed; disallowing a party's right to participate in the proceeding; dismissing the application or filing with or without prejudice; requiring the offending party to pay the reasonable expenses, including attorney's fees, incurred by other parties because of the sanctionable behavior; and imposing any other sanction or remedy available to the Commission by law.

**IT IS, THEREFORE, BY THE COMMISSION ORDERED THAT:**

- A. The Commission grants the Joint Motion to Lift Stay and Set Procedural Schedule.
- B. CURB and CEP are granted intervention and shall receive service of all pleadings.
- C. The Commission adopts the procedural schedule set forth in paragraph 10.
- D. The provisions of this Protective Order and Discovery Order apply to this docket.


E. The parties have 15 days from the date this Order was served to petition for reconsideration.<sup>29</sup>

F. The Commission retains jurisdiction over the subject matter and parties for the purpose of entering such further orders as it deems necessary.

**BY THE COMMISSION IT IS SO ORDERED.**

Sievers, Chmn.; Wright, Com.; Albrecht, Com.

Dated: DEC 10 2013

  
ORDER MAILED DEC 10 2013  
Kim Christiansen  
Executive Director

BGF

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<sup>29</sup> K.S.A. 66-118b; K.S.A. 77-529(a)(1).



APPENDIX A

Docket No. 14-KCPE-042-TAR  
THE STATE CORPORATION COMMISSION  
OF THE STATE OF KANSAS  
NONDISCLOSURE CERTIFICATE

I, \_\_\_\_\_, have been presented a copy of the Protective Order issued in Docket No. 14-KCPE-042-TAR on the \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

I have requested review of confidential information produced in the above-mentioned docket on behalf of \_\_\_\_\_.

I hereby certify that I have read the above-mentioned Protective Order and agree to abide by its terms and conditions.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Printed name and title

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Party/Employer

\_\_\_\_\_  
Address (City, State and ZIP)

\_\_\_\_\_  
Telephone

\_\_\_\_\_  
Facsimile

**CERTIFICATE OF SERVICE**

**DEC 10 2013**

14-KCPE-042-TAR

I, the undersigned, hereby certify that a true and correct copy of the above and foregoing Order Granting Joint Motion to Lift Stay, Setting Procedural Schedule, Granting Intervention to CURB and CEP, Protective and Discovery Order was served by electronic mail this 10<sup>th</sup> day of December, 2013, to the following parties who have waived receipt of follow-up hard copies:

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ORDER MAILED DEC 10 2013

DEC 10 2013

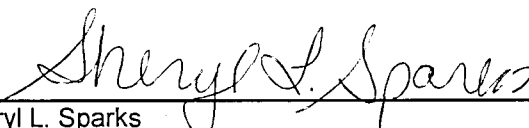
CERTIFICATE OF SERVICE

14-KCPE-042-TAR

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