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REPLY BRIEF OF AMERICAN WATER RESOURCES, INC. - 2

INITIAL COMMENTS

Commission Staff starts by arguing that it is doing no more than applying "sound regulatory principles." However, a discussion of two adjustments will demonstrate that Commission Staff is not applying sound regulatory principles. Rather, Commission Staff is engaged in getting to a result it wants to reach; a result which is punitive to the company. These two adjustments are rate case expense and the so-called Birchfield Water "gain on sale" adjustment.

1. <u>Rate Case Expense</u>.

Normally, rate case expense is not the first adjustment that is discussed. However, in this case, Commission Staff's approach to the rate case expense demonstrates just how oriented they are to the bottom line and how far from basic regulatory principles they stray.

Staff maintains that rate case costs of \$11,000.00 annually is appropriate.²
Commission Staff then goes on to characterize the Declarations submitted by Mr. Finnigan and Ms. Parker, declarations made under oath, as speculative.³ On that basis, Commission Staff is saying that no allowance for rate case work done on this matter for the months of May, June and July are appropriate to include in rates. In other words, Commission Staff wants to penalize the company for having to defend itself in this matter.

The Declarations filed by Mr. Finnigan and Ms. Parker represent good faith estimates of the amounts it would take to finish the case. Given the nature of a rate case expense, declarations such as those have been used by the Commission in the past to

¹ Initial Brief at ¶5.

² Initial Brief at ¶77.

³ There was no objection to the admission of these Declarations as Exhibits 91 and 92.

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support a rate case expense adjustment.⁴ Indeed, as the accompanying Declarations demonstrate, those estimates were very accurate.⁵

At Paragraph 88 of its Initial Brief, Commission Staff makes the following statement: "Staff in this case has demonstrated that its estimate reflects AWR's actual cost associated with the rate case proceeding and the reasonable cost required." There is absolutely no basis for that statement. Instead of the Declarations of Mr. Finnigan and Ms. Parker being speculation, what is speculation is the proposal in the Commission Staff's Brief to disallow twenty-five percent of the rate case cost based on the faulty assumption that costs associated with the penalty assessment were included in the rate case expenses, which they were not.

First, as noted in the Opening Brief, AWRI did not include any of the costs associated with the penalty assessment in its rate case expense adjustment. Second, Commission Staff arbitrarily allocates twenty-five percent of the costs to the penalty assessment without any explanation. Staff does not submit a declaration to support its "estimate." Staff states it is based on the record as a whole, but offers no cogent explanation for the allocation. Commission Staff's position is pure speculation. What is the "sound regulatory principle" that Commission Staff is relying upon to remove twenty-five percent of the rate case expense adjustment? When did speculation become a sound regulatory principle?

⁴ <u>WUTC v. Rainier View Water Company, Inc.</u>, Docket No. UW-010877, Sixth Supplemental Order (July 12, 2002) at ¶63-70.

⁵ AWRI asks the Commission to accept the accompanying Declarations of Mr. Finnigan and Ms. Parker as late filed exhibits and reduce the company's rate case expense adjustment accordingly. The reduction reflects the fact that the company has decided to waive the Initial Order.

⁶ Please note the Declarations set out as Exhibits 91 and 92 did not include the penalty case docket number in the caption. The omission was intentional.

The Commission Staff goes further and argues that an additional fifteen percent of the rate case costs should be set aside as allocated to the work done on the Docket Account adjustment. Again, this is pure speculation. It is not supported by a declaration or any other explanation that would provide a basis for making such an adjustment. Where is the sound regulatory principle? The Docket Account is an adjustment raised by the Commission Staff in the course of this proceeding. The company has a right to reply to that adjustment.

Commission Staff has made two arbitrary adjustments. Commission Staff acknowledges that there are additional costs that the company is incurring after April of this year for this rate proceeding, but would allow the company to recover none of those costs. That is not the application of "sound regulatory principles." Instead, it is a means to justify a bottom line number, no more, no less.

Finally, Commission Staff makes the argument that the rate case adjustment should be amortized over three years. Given the history of the company, that is simply a means to make sure the company does not recover its full rate case expense. As set out in the Opening Brief of AWRI, the amortization period should be no more than two years.

2. Birchfield Water System Gain on Sale.

For this adjustment, Commission Staff has strayed so far from sound regulatory principles that it has embarked upon a flight of fantasy. As the Birchfield Water system existed on the books of AWRI, it was a modest system of some twenty-seven connections, of which ten or eleven were active. Under Commission Staff's proposal, AWRI's interest in the Birchfield Water system suddenly includes thousands of feet of additional pipe, thirteen fire hydrants, and a system that can serve hundreds of customers. Yet those assets were never on the books of AWRI. As Commission Staff reluctantly admitted, those assets

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were never used for any prior ratemaking for AWRI and never appeared on the books of AWRI.⁷ Apparently, Commission Staff's theory is that unless the company can demonstrate on a dollar for dollar basis that the funds came from somewhere else, it is assumed that AWRI spent the money for the system (even though there is clear evidence that no money came from AWRI). Thus, much like Rumplestilskin spinning straw into gold, Commission Staff weaves a fairytale where regulatory assets are created from thin air.

The fantasies in which Commission Staff engages for this adjustment truly boggle the mind. At Paragraph 106, Commission Staff states as follows:

Through records provided by AWR, Staff confirmed some investment was made. By making the investment, Mr. Fox did not separately own a portion of Birchfield, but rather made a capital investment in AWR. Staff confirmed that Mr. Fox invested \$78,428.00 in Birchfield.

That is not true. The developer, V.R. Fox Company, a separate legal entity, constructed the improvements. As Ms. Lahmann testified, it is a known practice that a developer will build portions of a water system and later turn them over to the water company when they are needed through a bill of sale.⁸ The assets were never turned over to AWRI. There is no bill of sale.

Mr. Fox did not make investment in AWRI with these improvements. V.R. Fox Company made expenditures for water system improvements where it would be the developer of homes at a later date. This blatant mischaracterization of events by Commission Staff shows just how little Commission Staff understands of the real world. Commission Staff's position also amounts to a confiscation of private assets for a public

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⁷ TR 123, l. 5 – 128, l. 6.

⁸ TR 82, 1. 15-25.

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benefit. Staff has no basis to characterize the sums spent for future needs as an investment by Mr. Fox in AWRI.

Commission Staff goes on to state that Mr. Fox was claiming that he was owning a non-regulated water system for Birchfield improvements that were not part of the AWRI assets. This again ignores reality. He did not own an unregulated water system. Rather, V.R. Fox Company, not Mr. Fox, owned assets that would be needed in the future once it began developing homes. Most developments have various phases to them. A developer will not build all of a large development at one time. It will go through Phases 1, 2 and 3, and so on. One need only look at contracts that are filed with the Commission for water systems across the state to know that this phased building occurs. That was all that was happening here. V.R. Fox Company was building for the future. AWRI did not need those assets to serve the twenty-seven connections that were in the initial phase. The additional assets had not yet been transferred to AWRI. Commission Staff fails to recognize how construction projects occur in the real world.

Staff places a great of emphasis on the fact that the reports related to the wells for the Birchfield system all indicate that the wells are owned by AWRI. The response to that is, so what? As noted above, Commission Staff admits that the wells were never in the rate base for AWRI. Rates were never set based upon any value for those wells. The wells had no value for regulatory purposes. Thus, there was no "burden" upon the rate payers for purposes of a gain on sale adjustment. The compensation received for the transfer of the Birchfield system by AWRI was its rate base, no more or no less. The value received by

involving AWRI, V.R. Fox Company's interest in the improvements were assumed by Mr. and Mrs. Fox.

⁹ Initial Brief at ¶105. ¹⁰ At a date after construction of the improvements, for reasons not in the record and not germane to any issue

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¹¹ Initial Brief at ¶106.

¹² Mr. Ward admitted this. TR 177, 1. 12 – 178, 1. 19. ¹³ See the repeated entries for Mr. Skaggs, Mr. Streepy, etc. approximately every two weeks.

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V.R. Fox Company was for the expenditures for the improvements for future use: the many thousands of feet of additional main; the thirteen fire hydrants; the engineering for the improvements; the labor for the improvements; and on and on. It did not take the value of the wells from AWRI and somehow gain a windfall. There is not a shred of inference from any item in the record in this case that such happened.

Finally, for purposes of calculating its "gain on sale" adjustment, Commission Staff admits that there should be labor expenses. Commission Staff goes on to state it was not able to determine those expenses so does not include any dollar amount for labor. 11 However, Staff ignores that its own witness admitted Exhibit 142 contains wage entries.¹² Exhibit 142, beginning at p. 7 shows amounts for wages being paid during construction. ¹³ Commission Staff simply has not added those sums available to it. But, it does not have to since the whole of Staff's proposed adjustment is a wasted exercise.

The point is that there was absolutely no asset of AWRI involved, other than the \$57,500.00 reflected on its books and for which it was paid when the Birchfield system was transferred. The rest is pure fantasy. Where is the sound regulatory principle for this behavior?

DISCUSSION OF OTHER ADJUSTMENTS

As noted earlier, AWRI started this Reply Brief with two adjustments that demonstrate Commission Staff is not following sound regulatory principles. In this section of the Reply Brief, AWRI will comment on some of the other adjustments, some of which

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continue to stray from the bedrock of "sound regulatory principles."

1. Acquisition Adjustment.

Commission Staff recommends that the Acquisition Adjustment, R-11, be allowed "only if it [the Commission] allocates gain from View Royal sale according to Staff's primary recommendation." In other words, the Acquisition Adjustment must be premised upon acceptance of Commission Staff's most punitive approach to the View Royal sale. However, there is no sound regulatory principle for the tying of the two adjustments.

Commission Staff argues that to allow the Acquisition Adjustment and using a "symmetry of risk" approach to sharing the gain on sale of the View Royal system amounts to the shareholder receiving double reward. Nothing could be further from fact.

Under the symmetry of risk approach, the idea is that the shareholders should not be penalized by including in the amount for sharing with customers the amount above rate base that the investor bore as its burden during the time the system was owned by AWRI. That is a logical approach when a gain-on-sale adjustment is appropriate.¹⁴ Staff's position is premised on the theory that if such an approach is used, it is not appropriate to include an Acquisition Adjustment for the same system -- here, View Royal. However, Staff's theory is not supported by the facts.

The fact that Commission Staff fails to comprehend is that the Acquisition Adjustment proposed by AWRI does not include an amount for View Royal. It reflects the systems, other than View Royal, where AWRI purchased those systems for less than historical cost adjusted for accumulated depreciation (i.e., rate base). View Royal is not

¹⁴ As set out in AWRI's Opening Brief, such a gain on sale adjustment for the View Royal sale is not appropriate here since the shareholder did not retain any of the gain. Instead, the shareholder allowed all of the gain to be used to reduce debt -- an action the Commission found in earlier orders would benefit customers.

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included in the adjustment because it had already been sold. If reference is made to Staff Exhibit 67 at p. 3, it is clear the View Royal system is removed from the Acquisition Adjustment. There is absolutely no relationship between View Royal and the Acquisition Adjustment. There is zero opportunity for "double recovery."

Thus, once again, Commission Staff has missed an important fact. By ignoring that fact, Commission Staff ties the Acquisition Adjustment through an imaginary thread to the View Royal gain on sale adjustment. There is no nexus. The Acquisition Adjustment should be approved on its own merits, for many of the same reasons as set forth in Commission Staff's Initial Brief.

2. <u>View Royal Gain on Sale</u>.

AWRI will not repeat its arguments set forth in its Opening Brief. Instead, AWRI will briefly summarize the major points to its position on this adjustment. Those points are as follows:

- The View Royal system was sold because it was the most attractive way to raise capital.
- Additional capital was needed to satisfy the banks' demands, which will be addressed in additional detail below, to reduce loan amounts.
- Meeting the banks' demands, reducing debt and increasing capital, responded to Commission Staff and Commission criticisms, very severe at the least, concerning the company's capital structure.

It is interesting to note that in earlier proceedings AWRI applied for an acquisition adjustment for the View Royal system because its purchase price was above rate base. Commission Staff opposed such an adjustment and the Commission refused to adopt such an adjustment. The basis for the Commission Staff's position, and presumably, the

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3. <u>Docket Account.</u>

Commission Staff's theory related to the treatment of the Docket Account is that it created a regulatory liability¹⁵ which is not subject to income tax,¹⁶ but if income tax is owed, it is because of imprudent decisions by management.¹⁷ Staff then closes its theory by arguing that the treatment suggested by Commission Staff for the Docket Account will not create a cash flow problem because the company has money available to it from return on equity and depreciation expense.

Commission Staff's position on the Docket Account is suspect in light of Mr. Ward's refusal on cross examination to say that if an income tax is owed, as determined by the IRS, that the Commission Staff would recommend that any penalties and interest be considered a regulatory expense to be recovered in rates. Further, the argument that the accrual of funds was imprudent ignores what Commission Staff admits, that the company

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¹⁵ Initial Brief at ¶22.
 ¹⁶ Initial Brief at ¶28.

¹⁷ Initial Brief at ¶39-40. ¹⁸ TR 148, 1, 3 – 149, 1, 19.

brought forth at least two proposals to it for treatment of the Docket Account. One of those proposals would have reset the base level so that the money could be set for employee expenses. Another proposal tried to address the cash flow problems of the company. In both cases, the Commission Staff sat on the suggestions and then ultimately rejected them.

It was not until its Initial Brief that Commission Staff explained why it would not support the two proposals presented by AWRI. Waiting so long to explain its position only demonstrates that Commission Staff treated the Docket Account as the proverbial "regulatory rock." That is not appropriate behavior.

Commission Staff further suggests that if the company did not like the Commission Staff's "no" response, the company could have gone to the Commission. That is very close to a flippant response. Of course, the company always has that option. However, on a technical issue such as this, the Commission is likely to listen to Commission Staff's viewpoint. The company was advised that it was most likely not worth the money to push the matter on a formal basis to the Commission when the likely answer was no based on Commission Staff opposition. Or, that the matter would be set for hearing because of Commission Staff opposition. The company did not have funds for those actions. So, the company continued to search for the right regulatory rock.

Moving to the "cash flow" part of the equation, Commission Staff's cavalier calculation that the company has money available from depreciation expense and return on equity to cover the cash flow shortfall created by Commission Staff's proposal ignores the clear history of the company before the Commission. Every penny of money that AWRI generates today, including depreciation expense and return on equity, is used to pay the

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day-to-day operating expenses, and even then cannot cover those expenses.¹⁹ Commission Staff's suggestion that their approach to treatment of the Docket Account would not create a cash flow problem simply ignores reality.

Commission Staff also raises an innuendo that the View Royal sale was made deliberately knowing that it would cause a problem for the Docket Account. At paragraph 23 of the Initial Brief, Commission Staff implies that Mr. Fox knew the sale would close even as the Docket Account was being created. That is not anywhere close to the truth. As Mr. Fox testified, it was not at all clear that the View Royal sale would ever close.²⁰

Commission Staff also seems to imply that because there is no letter from the bank that states categorically the loan will be called means the bank was not putting pressure on AWRI and Mr. Fox and was not "closing in." Commission Staff has no understanding of what the real world is like. In a business environment, there is nothing more chilling than the polite letter from the bank and the polite telephone summons to a discussion in the banker's office.²¹ While discussed in polite terms, it is no less of an ultimatum that something must be done than if the lender was pounding on the door with the sheriff at his side demanding that the note be paid or "vacate the farm," as depicted in movies of the Depression era. The soft tone no less sets out "an offer that cannot be refused."

Commission Staff's proposal for the Docket Account will place the company in a position where it cannot operate in a way that allows it to provide service to the customers at any acceptable level.

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¹⁹ <u>See, e.g.,</u> Exhibit 93.

²⁰ TR 316, 1. 1-17.

²¹ See, Exhibit 90.

No more availing is Staff's argument that since the company did not miss a payment, nothing was wrong. Again, this misses the real world. If a bank puts you on notice, you do everything you can to pay on time so the bank does not have an excuse to call the loan.

4. Employee Salary.

Commission Staff's primary recommendation ignores the facts that Staff has before it. That is, that for a portion of the test period, the hours for employees were reduced to meet cash flow issues. As Commission Staff is aware, those hours were immediately reinstated beginning July (just after the close of the test period) and continue at the full level to this date. Commission Staff should not be allowed to ignore the reality of the company's operations.

5. Manager's Salary.

Mr. Fox's salary was reduced to \$24,000.00 in prior Commission orders. Commission Staff concedes that service and water quality issues that existed at that time have been resolved.²³ All that Mr. Fox is asking in this case is that the Commission recognize the functions that he is performing as manager and provide him with compensation appropriate for that level.²⁴ The Commission had previously set a manager's salary at \$60,000.00. Mr. Fox is not asking to be rewarded, but simply treated fairly.

The Staff argues that Mr. Fox has made some decisions which show imprudent judgment. It is true that Mr. Fox paid tax liabilities with monies from the Docket Account. When the IRS is owed money, it needs to be paid. AWRI did not have any other ready source of funds to use for that purpose. In major part, the tax liability arose because of an error made in the estimate of net operating loss carry forward. The error was not made by

 \int_{24}^{23} Initial Brief at ¶65.

²⁴ <u>See</u>, Exhibit 9^d discussed in the Opening Brief that demonstrates the adjustment prepared by AWRI is very reasonable compared to other companies.

Mr. Fox. The error was made by a thoroughly competent accountant, Ms. Parker. It is

unfortunate, but sometimes a mistake is made. Mr. Fox should not be personally penalized for relying on a good faith estimate made by a very competent accountant.

It should also be noted that Commission Staff seems to argue that Mr. Fox personally retained the proceeds of sale from View Royal.²⁵ Nothing is further from the truth. Those proceeds were used to pay off the debt over which Mr. Fox was criticized for being the primary lender. Mr. Fox, in turn, paid the underlying banks that he had borrowed money from so that he could lend it to AWRI. AWRI could not borrow money on its own stead. Rather, Mr. Fox had to borrow the money based on his financial strength and relend it to the company. Mr. Fox retained nothing from the sale. The banks received the money.

This action was taken to meet very strong Commission criticism (initiated by Commission Staff) that the company had an overly leveraged capital structure that was dangerous for the customers. Now, Mr. Fox is being criticized and the company punished for doing what the Commission asked.

6. Capital Structure.

²⁵ Initial Brief at ¶59.

It is highly ironic, in light of the extent of the criticism raised by Commission Staff to the company's capital structure just a few years ago, that the Commission Staff now

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characterizes AWRI's capital structure as too rich.²⁶ AWRI's capital structure is not an unreasonably rich capital structure. Given how vociferously the Commission Staff criticized the leveraged capital structure as creating too many risks for the customer, one would think that Commission Staff would congratulate the company for responding to those criticisms and constructing a safe capital structure. However, that was too much to hope for. Instead, the criticism is now that the company has too rich a capital structure.²⁷

The capital structure of AWRI is not extraordinarily rich in equity. It is a reasonable capital structure given the realities that small water companies face. It is a reasonable capital structure to attempt to provide some borrowing margin should problems arise in the future.

7. Group B Systems.

Commission Staff apparently argues that the new responsibility for Group B inspections can be accomplished during normal working hours. Using an overly optimistic view of the world, Commission Staff suggests that the inspections can occur when the company's employees are otherwise performing duties for the various systems.

It would be nice if that is how the world actually operates. However, county employees have their own schedules and needs. Many times, those will not coordinate with the company's day-to-day operations. AWRI operates 133 systems spread over five counties. The vast majority of those systems are Group B systems. The company has

²⁶ Initial Brief at ¶133.

²⁷ Is it any wonder why in his testimony Mr. Fox described the penchant for Commission Staff to criticize whatever action he takes?

employees that are stretched thin today. It is not reasonable to expect that they can accommodate a major new responsibility within the normal working day.

8. Other Adjustments.

As noted above, AWRI is not addressing every adjustment in this Reply Brief. That does not mean that AWRI agrees with the position of Commission Staff. Rather, AWRI continues to assert the position contained in its Opening Brief.

CONCLUSION

The Commission Staff states that the objective for this case is to establish rates that are fair, just, reasonable and sufficient. Commission Staff states that its position is to lower revenues by \$100,555.00. The actual reduction is even greater, given Commission Staff's recommendation on the handling of the Docket Account. From a cash flow standpoint, the reduction is more along the lines of \$135,000.00. For all of this, the Commission Staff admits that it has the burden of proof.

The recommendation from Commission Staff will not produce rates that are fair to the customers or the company. At the level proposed by Commission Staff, the company cannot provide a level of service that would meet customer expectations. Service will deteriorate and complaints will increase. The result proposed by the Staff is not just, in that it relies on adjustments that are not based on sound regulatory principles and, in some

28 Initial Brief at ¶3.

²⁹ Initial Brief at ¶6.

³⁰ Initial Brief at ¶13.

1 cases, are made from thin air. The result is not reasonable to anyone who can see the 2 hurdles the company must overcome to be able to perform and serve customers on 133 3 systems spread over five counties. Certainly, the rates are not sufficient for company 4 operations. 5 AWRI respectfully requests that the Commission find that the Commission Staff 6 failed to carry its burden of proof. AWRI respectfully requests that the Commission 7 establish new rates at the level sets forth in the company's Opening Brief and in the 8 testimony of Ms. Parker in this matter. 9 10 Respectfully submitted this 9th day of July, 2004 11 12 13 RICHARD A. FINNIGAN, WSB #6443 14 Attorney for American Water Resources, Inc. 15 16 17 18 19 20 21 22 23 24 25 Law Office of Richard A. Finnigan 26 2405 Evergreen Park Dr. SW REPLY BRIEF OF AMERICAN

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