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BEFORE THE WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION

In the Matter of the Application of: (Consolidated) DUTCHMAN MARINE, LLC, d/b/a DOCKET NO. TS-001774 LAKE WASHINGTON FERRY SERVICE for Authority to Provide Commercial Ferry Service: DOCKET NO. TS-002054 SEATTLE FERRY SERVICE, LLC, for Authority to Provide Commercial Ferry Service: DOCKET NO. TS-002055 and SEATTLE HARBOR TOURS Limited **DUTCHMAN MARINE'S** Partnership, for Authority to Provide Commercial POST HEARING BRIEF Ferry Service.

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### Introduction

The Utilities and Transportation Commission should grant Dutchman Marine's application for Authority to Provide Commercial Ferry Service on Lake Washington between Seattle and Kenmore, Kirkland, Bellevue and Renton, and should grant a waiver of the ten-mile restriction. At the hearing on June 12-15, 2001, Dutchman Marine established that public convenience and necessity requires its proposed ferry service, and that it has met all statutory fitness requirements. Conversely, applicant Seattle Harbor Tours failed to establish that public convenience or necessity requires its proposed service, nor has Seattle Harbor Tours met the fitness requirements. Thus, the Commission should deny the Seattle Harbor Tours application. The proceeding for Seattle Ferry Service, severed prior to the hearing and seeking authority for ferry service between Port Quendall in Renton and South Lake Union in Seattle, was unopposed and its proposed service does not overlap Dutchman Marine's service.

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### **Procedural Summary**

The hearing of the two consolidated applications by Dutchman Marine and Seattle Harbor Tours occurred during the four days June 12-15, 2001.

In the hearing, Dutchman Marine called ten witnesses to testify in favor of its proposal. Four witnesses, John Hamilton, Tony Underwood, Tom Waithe and Rex Allen, were shipper support witnesses, all of whom testified in favor of the service to be provided by Dutchman Marine and that such passenger ferry service on Lake Washington was necessary and convenient. In addition, Dutchman Marine called its president, Daniel Dolson, to testify, as well as its Chief Financial Officer, Gary Hibma, its marketing director, David Dolson, its engineering consultant, Jack Case, its ferry service consultant, Barry Fuller, and John Layzer, a representative of the City of Seattle, the latter which had protested both applications to ensure its concerns were addressed.

Seattle Harbor Tours only called one witness, its president, John Blackman. Seattle Harbor Tours called no shipper support witnesses to testify.

The City of Bellevue, which had also protested the applications, called two witnesses to testify regarding its concerns as to the proposed service to Bellevue.

During the time of the hearing, although severed from the Dutchman Marine and Seattle Harbor Tours applications, Seattle Ferry Service called Larry Kezner to testify in favor of its unopposed application and introduced its unopposed exhibits.

Bonnie Allen, the Commission staff Transportation Program Coordinator, also testified regarding public notice as to the scope of the applications covered by the proceeding.

All Dutchman Marine and Seattle Harbor Tours exhibits were jointly agreed to be admissible and were admitted in the hearing, as were four bench exhibits. Of the 49 Dutchman Marine exhibits, three—139C, 140C and 141C—were admitted as confidential documents subject to a protective order issued by the Commission.

A.

THE COMMISSION SHOULD GRANT DUTCHMAN MARINE'S APPLICATION BECAUSE IT ESTABLISHED THAT: (1) PUBLIC CONVENIENCE AND NECESSITY REQUIRE PASSENGER FERRY SERVICE ON LAKE WASHINGTON BETWEEN SEATTLE AND KENMORE, KIRKLAND, BELLEVUE AND RENTON; (2) THE PROPOSED TERRITORY IS NOT ALREADY SERVED BY AN EXISTING CERTIFICATE HOLDER NOR WITHIN THE TIME PERIOD ALLOWED TO INITIATE SERVICE; AND (3) ALL STATUTORY FITNESS REQUIREMENTS HAVE BEEN MET.

### 1. Public Convenience and Necessity

Applicants for commercial ferry authority must demonstrate that the public convenience and necessity require such operation. R.C.W. 81.84.010. Public convenience and necessity is generally demonstrated by the testimony of witnesses who would use the service if it were available. Order S.B.C. No. 524, In re Pacific Cruises Northwest, Inc., App. No. B-78450 (May 1996).

Dutchman Marine presented testimony of John Hamilton, the president of Presidio Partners representing LakePointe Development, a planned development project in Kenmore consisting of a large number of commercial offices and residential units on the shore of Lake Washington. Mr. Hamilton supported the proposed passenger ferry service between Seattle and Kenmore, as it would provide added convenience to the residents and tenants of the development and an alternative mode of transportation for crowded roads and parking limitations.

Dutchman Marine also presented the testimony of Tony Underwood, the Manager of Parking and Commute Programs for the Boeing Company, who is responsible for commuter and parking management for all Boeing facilities in Washington state. Mr. Underwood testified that as Boeing, a major employer in Puget Sound, is required by the commuter trip reduction law to reduce the use of single-occupancy vehicles, having passenger ferry service between Seattle and Renton (where Boeing has approximately 13,000 employees) would promote compliance with the commuter trip reduction law. Mr. Underwood testified that in commuter trip reduction strategies, "one size does not fit all," and offering different modes of transportation, such as passenger ferries, is more successful. According to Mr. Underwood, having passenger ferry service to Renton would benefit Boeing's employees and

Boeing itself in complying with the commuter trip reduction law, thus both necessary and convenient.

Dutchman Marine also called Rex Allen to testify, the Development Manager for SECO Development, which is developing the Southport project, a commercial and residential project on the shore of Lake Washington in Renton. Mr. Allen testified in favor of passenger ferry service between Seattle and Renton. According to Mr. Allen, such service would help alleviate the transportation impacts of this project, and provide a desirable transportation alternative for the 3,000 to 4,000 people anticipated to live and work there. According to Mr. Allen, such a transportation alternative would be a benefit to residents, tenants and guests and would also benefit the development as a whole. Mr. Allen also testified that the City of Renton is interested in linking as many transportation modes as possible for the Southport development. Furthermore, Mr. Allen testified he is impressed with the manner in which Dutchman Marine is approaching passenger ferry service.

Tom Waithe, the general manager of the Woodmark Hotel in Carillon Point, Kirkland, testified in favor of Dutchman Marine's proposed passenger ferry service. Mr. Waithe testified that passenger ferry service to Kirkland would help his hotel guests travel to and from Seattle, particularly as an alternative to town car or taxi service, which can run as high as \$44 one way. In addition, passenger ferry service would provide a transportation alternative for tourists, residents and tenants of the Carillon Point development.

John Layzer, of the City of Seattle Strategic Planning Office, testified at Dutchman Marine's request. Mr. Layzer acknowledged that transportation is a critical issue and a growing problem for Seattle, and since congestion is unlikely to be eliminated, the city needs to develop alternatives to automobile travel. Mr. Layzer testified that while passenger ferry service on Lake Washington won't eliminate congestion, it will promote the city's goal of providing alternatives and thereby improve the transportation corridors. Upon examination by the assistant city attorney, Mr. Layzer testified that he had not been contacted by any other proposed ferry service provider, reflecting in his view a lack of effort. Mr. Layzer also testified, however, that Daniel Dolson, president of Dutchman Marine, had previously met with the city parks department, the city attorney's office, city council members, city

staff and the deputy mayor regarding his proposed service, and that the Dutchman Marine proposal is similar to the city's Flex Pass program, providing seamless transportation and reducing barriers to the use of public transportation services. Thus, Mr. Layzer's testimony is that passenger ferry service is both necessary and convenient for the city's transportation needs and promotes its strategic plan.

## 2. No Service Currently Provided

Under R.C.W. 81.84.020, the Commission does not have the authority to grant a certificate to operate in any territory already served by an existing certificate holder, unless an existing certificate holder has failed or refused to furnish reasonable and adequate service, or unless the existing certificate holder has failed to provide the service described in the certificate after the time allowed to initiate service has lapsed. Argosy holds an existing certificate to operate passenger ferry service between Kirkland and Seattle, one of the routes sought by Dutchman Marine. WUTC Permit No. BC-000101.

It is undisputed, however, that ferry service between Kirkland and Seattle has never been initiated by Seattle Harbor Tours or Argosy. In addition, since its certificate was issued in November 1995, more than five years have elapsed without Seattle Harbor Tours or Argosy initiating service and without it making any request for an extension of time. Under these circumstances, Argosy as the existing certificate holder "has failed to furnish reasonable or adequate service in failing to provide scheduled ferry service for which a need is demonstrated." Order S.B.C. No. 524, In re Pacific Cruises Northwest, Inc., App. No. B-78450 (May 1996).

The Commission is authorized to issue a Certificate for the operation of passenger ferry service between Seattle and Kirkland (as well as Seattle to Kenmore, Bellevue and Renton) to Dutchman Marine, as neither Seattle Harbor Tours nor Argosy is serving that route, nor has either initiated service within the five-year statutory time frame, the maximum time allowed. See R.C.W. 81.84.010(2). Both Seattle Harbor Tours and Argosy have failed to furnish reasonable or adequate service by failing to provide or even initiate a scheduled ferry service for which a need has been demonstrated.

### 3. <u>Statutory Fitness Requirements</u>

R.C.W. 81.84.020(2) requires the Commission, prior to issuing a certificate, determine that the

applicant has the requisite fitness to operate the proposed service. This includes financial resources to operate the service for at least twelve months, based on ridership and revenue forecasts, the cost of service of the proposed operation, an estimate of the cost of assets to be used in providing the service, a statement of the total assets on hand that will be expended on the proposed operation, and a statement of prior experience, if any, in such field. See also Order S.B.C. No. 524, In re Pacific Cruises

Northwest, Inc., App. No. B-78450 (May 1996)(fitness for proposed operations established by ridership, revenue and cost projections, statement of assets and available credit, and experience).

Daniel Dolson, Dutchman Marine president, testified concerning all of the preparatory work he performed in studying passenger ferry systems and operations, taking ridership surveys and interviews, estimating revenues from fares, concessions and charters, entering into a vessel charter contract and the company's intent to build new passenger ferry vessels, and hiring qualified experts and personnel.

Mr. Dolson testified that service would be initiated gradually over four phases, as follows:

<u>Phase</u>	Route	Year starting service (est.)
1	Seattle-Kirkland	2002
2	Seattle-Renton	2003
3	Seattle-Kenmore	2004
4	Seattle-Bellevue	2005-06

Dutchman Marine's ferry service consultant, Barry Fuller, reviewed the accuracy of fare revenue and ridership forecasts and critiqued the Dutchman Marine proposed operations. Its director of engineering, Jack Case, has initiated ten ferry systems, including the highly regarded Sea Bus ferry service in Vancouver, B.C., and advises on the Dutchman Marine system proposal. Its chief financial officer, Gary Hibma, was hired to formulate a viable financial plan from raw data, ridership, revenue and cost projections. Its marketing director, Daniel's father David Dolson, has more than thirty years of experience in marketing and was hired to research and determine the passenger ferry market and to help shape the proposed ferry service. David Dolson conducted passenger surveys and discounted the results to provide a conservative estimate.

Daniel Dolson testified concerning his vessel operating experience as a mate, his experience in

starting his first business when he was 18 years old, and his maritime operations accounting experience with Crowley Maritime. He testified that he had loan commitments in the amount of \$1.2 million that were available and could be drawn on to provide cash for operations at his request, and he testified concerning the numerous discussions he has had with King County Metro Transit regarding potential shuttle and connecting service the ferry operation to provide passenger ferry service.

Dutchman Marine's Chief Financial Officer, Gary Hibma, testified on the revenue forecasts for the first 18 months of operations, the cost of service for the operations, and the total assets on hand that will be expended on the proposed operation. His testimony was that while Dutchman Marine expected to lose money in the first year, the operations would be generating more money than a break-even position before the end of the first year, and the company had more than adequate resources from funds committed by lenders to successfully operate the proposed service for at least twelve months. This testimony was in part based upon the ridership forecasts provided to him by Daniel Dolson, company president, as well as projected vessel charter and concession revenue. Mr. Hibma's family has experience in motor transportation, and he has 21 years of experience as a financial officer, including as a director of world-wide cost control, cash flow and business development for Max Factor and as a corporate controller for other companies.

Barry Fuller is a ferry system consultant hired by Dutchman Marine to advise how to best set up and commence ferry operations for Lake Washington. Mr. Fuller has impressive credentials in setting up and operating successful ferry systems for over twenty years. He also has extensive experience in successfully advising start-up ferry operations. Mr. Fuller testified that passenger ferry service on Lake Washington is quite feasible and likely to be successful, based on demographics, infrastructure, geography, and the research and analysis done by Daniel Dolson. In Mr. Fuller's opinion, Dutchman Marine's projected ridership and proposed fares are reasonable, and its service is likely to be successful.

Jack Case, Dutchman Marine's engineering consultant, is a licensed engineer and naval architect who has designed ten ferry systems in the last thirty-six years, including the Sea Bus ferry service. Mr. Case testified that Lake Washington is a natural location for a successful ferry service because of its

severe choke points, and that a 149-passenger vessel such as the St. Nicholas that is available for leasing is an appropriate, proven vessel for this service. Mr. Case will be involved in selecting Dutchman Marine's acquisition of additional vessels when the service expands after its first year, to ensure a proper vessel design is chosen for ferry service on Lake Washington.

Daniel Dolson also testified that the proposed Seattle Ferry Service route between Port

Quendall in Renton and South Lake Union in Seattle does not overlap with the Dutchman Marine
proposed service between Southport in Renton and either Leschi or University of Washington in

Seattle, that the two routes would serve different markets; the Seattle Ferry Service market is
principally for executives working for Paul Allen-owned or controlled businesses and traveling
between Port Quendall and South Lake Union. Dutchman Marine is targeting residents and employees
who live or work at the Southport development and Boeing employees who work in Renton, among
others. He further testified, however, that the proposed Seattle Harbor Tours route between Renton
and University of Washington would overlap the Dutchman Marine service, and that competing routes
would diminish ferry service because of an insufficient market for both at this time.

Dutchman Marine has the experience and expertise necessary to establish its fitness for providing passenger ferry service.

B.

# THE COMMISSION SHOULD WAIVE THE TEN-MILE RESTRICTION AND SHOULD REJECT THE SEATTLE HARBOR TOURS APPLICATION.

### 1. Waiver of 10-Mile Restriction.

Under R.C.W. 47.60.120, an application to provide ferry service otherwise forbidden by the statute is required to request a waiver of that restriction. Under W.A.C. 480-51-050, the Commission considers the impact of a waiver on mitigation of transportation congestion, improvement of air quality, and the Washington State Ferries. At the hearing, Dutchman Marine introduced evidence through its shipper support witnesses that providing passenger ferry service would reduce the number of automobiles on the roads, thereby mitigating congestion. Jack Case testified that operating a passenger

ferry is similar to a bus in terms of pollution, is much better to operate than automobiles on a passenger-mile basis, and therefore would lead to an improvement in air quality. Washington State Ferries has no objection to the passenger ferry service requested by Dutchman Marine (Exhibit 127). The ten-mile restriction should be waived under the circumstances.

## 2. <u>Seattle Harbor Tours Application.</u>

Under the Administrative Procedure Act, the proponent of the order has the burden of proof. This means the "burden of going forward" with the evidence or the "burden of production." 2 Koch, Administrative Law and Practice, §5.51, p. 167 (West, 2d ed. 1997). In meeting its burden, an applicant for a certificate of convenience and necessity may not rely on shipper support testimony introduced by another applicant in a consolidated proceeding. Canton Storage and Transfer Co., Inc. v. Public Utilities Commission of Ohio, 72 Ohio St.3d 1, 647 N.E.2d 136 (Ohio 1995).

In <u>Canton Storage</u>, the Supreme Court of Ohio was faced with a challenge to the Public Utilities Commission's use of shipper support testimony from some applicants as a whole to support all applications in the consolidated proceeding. The Commission's grant of certificates of convenience and necessity to carry goods to all applicants in the consolidated proceeding was reversed by the Ohio Supreme Court based on the Commission's abuse of discretion. <u>Id.</u> The Commission abused its discretion by allowing shipper support testimony from some applicants in the consolidated proceeding to be used as a whole to support other applicants who did not present shipper support testimony. This use of others' shipper support testimony "effectively eliminated" the applicants' burden of proof or a portion thereof, an abuse of discretion. <u>Id.</u>, 647 N.E.2d at 143-44.

Similarly, Seattle Harbor Tours is not permitted to use or rely on Dutchman Marine's shipper support testimony or exhibits to prove necessity and convenience in this consolidated proceeding.

Under Canton Storage, this Commission may not consider Dutchman Marine's shipper support testimony as establishing convenience or necessity for Seattle Harbor Tours, as such consideration would amount to an abuse of discretion by eliminating Seattle Harbor Tours' burden of proof, to the prejudice of Dutchman Marine. Dutchman Marine has invested enormous resources, including time,

effort and money, to establish convenience and necessity, and it would be severely prejudiced if Seattle Harbor Tours could simply use Dutchman Marine's testimony merely because the applications were consolidated; had the applications not been consolidated, Seattle Harbor Tours would have failed in its burden of proof for the lack of evidence of convenience and necessity.

It is Dutchman Marine's understanding that the rule followed by the Commission is that an applicant's own testimony is not given any appreciable weight in deciding whether convenience and necessity are shown. This rule was discussed at the outset of the hearing; however, Dutchman Marine does not have a citation to any such rule. Nevertheless, under Order S.B.C. No. 524, In re Pacific Cruises Northwest, Inc., App. No. B-78450 (May 1996), as public convenience and necessity is generally demonstrated by the testimony of witnesses who would use the service if it were available, the sole testimony of the Seattle Harbor Tours president is insufficient.

In addition, Seattle Harbor Tours failed to establish statutory fitness to operate its proposed passenger ferry service. John Blackman, company president, testified that its proposed service would require a public subsidy to provide a frequent schedule on a sustained basis. No evidence of a public subsidy being granted by any government agency, however, was introduced at the hearing. In fact, Mr. Layzer testified that for the Seattle-Kirkland route the proposed subsidized service demonstration project was rejected by Sound Transit because the benefits did not justify the cost. In addition, Mr. Blackman testified that the financial status of Seattle Harbor Tours is insufficient for the proposed operations, and that Argosy, L.P. would have to make financial contributions. Those contributions could only be made with a decision of the partners of Argosy, L.P., a decision or commitment which does not yet exist. Seattle Harbor Tours failed to establish it has the financial resources to operate the proposed service for at least twelve months.

In addition, according to Mr. Blackman Seattle Harbor Tours' ridership estimates were derived not by a scientific ridership survey, but only based on "intuition" and "experience." Seattle Harbor Tours' revenue projections suffer from the same infirmity, as they are derived directly from the flawed ridership figures.

Furthermore, while Seattle Harbor Tours stated in its application that it was familiar with the Commission laws and rules, Argosy, the general partner of Seattle Harbor Tours, admitted it had not prepared reports to the Commission at least for the last three to four years with respect to the certificate Argosy held to provide service between Seattle and Kirkland. Progress reports by certificate holders are required by law every six months if service has not been initiated. W.A.C. 480-51-120(1)(a). The reports are required to include a statement of progress toward overcoming impediments to initiating service, including financial considerations. W.A.C. 480-51-120(1)(c). There is a penalty of \$100 for every violation of the statute or regulation; in the case of a continuing violation, each day's continuance is a separate and distinct violation subject to penalty. R.C.W. 81.84.050.

Argosy never advised the Commission that it (Argosy) would not start service between Seattle and Kirkland unless it received an operating subsidy, nor did Argosy ever advise that the requested subsidies had been rejected by Sound Transit. Such violations of Commission regulations by Argosy's failure over a period of several years to report its progress (or lack thereof) reflect negatively on Seattle Harbor Tours' fitness. See Order S.B.C. No. 524, In re Pacific Cruises Northwest, Inc., App. No. B-78450 (May 1996)(fitness established in part by the Commission's finding that the applicant not only is familiar with Commission laws and rules, but has also never been cited for violation of any Commission law or rule governing the operation of commercial ferries).

Seattle Harbor Tours has not demonstrated fitness to provide the proposed service based on the violations of Commission laws and rules by its general partner, Argosy, L.P.

## 3. <u>Both Applicants' Routes Overlap.</u>

The applications by Dutchman Marine and Seattle Harbor Tours overlap as to the three routes: Seattle-Kenmore, Seattle-Bellevue, and Seattle-Renton. Seattle Harbor Tours did not apply for the Seattle-Kirkland route; that certificate lapsed in November 2000 and a new application was not filed by Seattle Harbor Tours for that route. This conclusion is consistent with the testimony of Bonnie Allen, who testified as to Commission procedure and notice. See also W.A.C. 480-51-040 (notice sent with a description of the terms of the particular application).

Even if Seattle Harbor Tours' application could be deemed to be sufficient to establish convenience, necessity, and statutory fitness—which Dutchman Marine contends Seattle Harbor Tours did not and cannot establish—its routes overlap with those of Dutchman Marine because the markets are essentially the same. According to Daniel Dolson, the difference between ferry users boarding at Leschi park or the University of Washington is not significant enough to constitute separate markets in Seattle, and the anticipated docks at Kenmore and Renton are currently the same for both applicants.

Daniel Dolson further testified that it was essential for his company to be awarded a certificate to operate all four routes now, even if the routes were to be phased in over approximately four years, because of the possibility that other applicants could apply for those other routes in the interim period, and which would destroy the economies of scale and marketing advantage necessary to make the initial routes successful. It is essential to the Dutchman Marine proposed ferry service that it be awarded now a certificate to operate all four routes.

#### Conclusion

Dutchman Marine's application should be granted to operate all four passenger ferry service routes requested, as it alone established necessity, convenience and statutory fitness to operate the service. The Commission should also waive the 10-mile restriction because of Washington State Ferries' non-opposition and the benefits of reduced pollution and congestion. Finally, as the two applications overlap and Dutchman Marine requires all four routes to ensure its success, Seattle Harbor Tours' application should be denied.

Dated this 20th day of July, 2001.

BAUER MOYNIHAN & JOHNSON LLP

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Attorneys for Dutchman Marine, LLC

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12	SEATTLE HARBOR TOURS Lin	DOCKET NO. TS-002055			
.4	Partnership, for Authority to Provide Commerc Service	DECLARATION OF SERVICE			
I declare under penalty of perjury of the laws of the state of Washington that on July 20, 2001, I caused to be served in the manner indicated below the original and 3 true and accurate copies of the <b>Dutchman Marine</b> , <b>LLC's Post-Hearing Brief</b> upon the following:  Ms. Carole J. Washburn, Secretary					
9	WA Utilities and Transportation Commission 1300 S. Evergreen Park Drive SW Olympia, Washington 98504-7250	[] By Mail  M By Hand Delivery  [] By Facsimile  [] By Air Courier			
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2			the laws of the state of Washington that indicated below a true and accurate copy		
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4	Gregory J. Kopta Davis Wright Tremaine LLP	[★] By Mail [ ] By Hand Delivery			
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DECLARATION OF SERVICE - 1

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