Cause No. 45870

# FILED March 31, 2023 INDIANA UTILITY REGULATORY COMMISSION

Petitioner's Exhibit No. 7

#### INDIANA-AMERICAN WATER COMPANY, INC.

#### **DIRECT TESTIMONY**

**OF** 

#### ANN E. BULKLEY

**SPONSORING ATTACHMENTS AEB-1 THROUGH AEB-12** 

March 31, 2023

#### DIRECT TESTIMONY

#### **OF**

#### ANN E. BULKLEY

1	I.	INTRODUCTION ANI	<b>QUALIFICATIONS</b>
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- 2 Q. Please state your name, affiliation and business address.
- 3 A. My name is Ann E. Bulkley. I am a Principal at The Brattle Group ("Brattle"). My
- 4 business address is One Beacon Street, Suite 2600, Boston, Massachusetts 02108.
- 5 Q. On whose behalf are you submitting this testimony?
- 6 A. I am submitting this testimony on behalf of Indiana-American Water Company ("INAWC"
- or the "Company"), a wholly-owned subsidiary of American Water Works Company Inc.
- 8 ("American Water").
- 9 Q. Please describe your education and experience.
- 10 A. I hold a Bachelor's degree in Economics and Finance from Simmons College and a
- 11 Master's degree in Economics from Boston University, with over 25 years of experience
- 12 consulting to the energy industry. I have advised numerous energy and utility clients on a
- wide range of financial and economic issues with primary concentrations in valuation and
- 14 utility rate matters. Many of these assignments have included the determination of the cost
- of capital for valuation and ratemaking purposes. My resume and a summary of testimony
- that I have filed in other proceedings are presented in more detail in Appendix A.

#### II. PURPOSE AND OVERVIEW OF DIRECT TESTIMONY

- 2 Q. Please describe the purpose of your Direct Testimony.
- 3 A. The purpose of my Direct Testimony is to present evidence and provide a recommendation
- 4 regarding the appropriate return on equity ("ROE") for the Company and to provide an
- 5 assessment of the reasonableness of INAWC's proposed capital structure. I will also
- 6 support INAWC's fair value rate base.
- 7 Q. Are you sponsoring any attachments in support of your Direct Testimony?
- 8 A. Yes. I am sponsoring the following attachments, which were prepared by me or under my
- 9 direction.

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Attachment Number	<b>Attachment Description</b>
Attachment AEB-1	Summary of ROE Analyses
Attachment AEB-2	Proxy Group Selection
Attachment AEB-3	Constant Growth DCF Analysis
Attachment AEB-4	CAPM Analysis
Attachment AEB-5	Historical Proxy Group Betas
Attachment AEB-6	S&P 500 Market Return
Attachment AEB-7	Flotation Costs
Attachment AEB-8	Regulatory Risk Analysis
Attachment AEB-9	Capital Structure Analysis
Attachment AEB-10	Fair Value Rate Base Analysis
Attachment AEB-11	Rate of Return Summary
Attachment AEB-12	Inflation Rates

#### 10 Q. Please provide a brief overview of the analyses that led to your ROE recommendation.

- 11 A. As discussed in more detail below, it is important to consider the results of several
- analytical approaches in determining a reasonable recommendation for the Company's

1	ROE. To develop my ROE recommendation, I first developed a proxy group of utility
2	companies. I did not limit the proxy group to water utilities, but included a broader group
3	of utilities that face similar risk as INAWC because a proxy group composed only of water
4	utilities would result in a small group of companies for which data is limited. To that proxy
5	group, I applied the Constant Growth Form of the Discounted Cash Flow ("DCF") model,
6	the Capital Asset Pricing Model ("CAPM"), and the Empirical Capital Asset Pricing Model
7	("ECAPM"). My recommendation also takes into consideration the following factors:
8	(1) INAWC's capital expenditure program relative to the proxy group companies;
9	(2) the test year convention mechanism used to set rates for INAWC;

- (3) the risk associated with variations in volume/demand and the resulting effect on INAWC's revenues and cash flows; and
- (4) INAWC's proposed capital structure as compared to the capital structures of the proxy group companies.<sup>1</sup>

While I did not make specific adjustments to my recommended ROE for these factors, I did consider them in the aggregate when determining where my recommended ROE falls within the range of the analytical results.

17 Q. How is the remainder of your Direct Testimony organized?

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- 18 A. The remainder of my Direct Testimony is organized as follows:
  - Section III provides a summary of my analyses and conclusions.

The selection and purpose of developing a group of comparable companies will be discussed in detail in Section VI of my Direct Testimony.

1 2		• Section IV reviews the regulatory guidelines pertinent to the development of the cost of capital.
3		• Section V discusses current and projected capital market conditions and the effect of those conditions on INAWC's cost of equity.
5		• Section VI explains my selection of the proxy group for INAWC.
6 7		• Section VII describes my analyses and the analytical basis for my recommendation of the appropriate ROE for INAWC.
8 9 10		<ul> <li>Section VIII provides a discussion of specific regulatory, business, and financial risks that have a direct bearing on the ROE to be authorized for INAWC in this case.</li> </ul>
11 12		• Section IX provides an assessment of the reasonableness of INAWC's proposed capital structure relative to the proxy group.
13		• Section X presents my conclusions and recommendations.
14 15		• Section 0 provides an assessment of the fair value rate base and fair value return increment.
16		III. SUMMARY OF ANALYSIS AND CONCLUSIONS
17	Q.	Please summarize the key factors considered in your analyses and upon which you
18		base your recommended ROE.
19	A.	The key factors that I considered in my cost of equity analyses and recommended ROE for
20		the Company in this proceeding are:
21		• The United States Supreme Court's <i>Hope</i> and <i>Bluefield</i> decisions <sup>2</sup> established the
22		standards for determining a fair and reasonable authorized ROE for public utilities,
23		including consistency of the allowed return with the returns of other businesses
24 25		having similar risk, adequacy of the return to provide access to capital and support credit quality, and the requirement that the result lead to just and reasonable rates.
26		• The effect of current and prospective capital market conditions on the cost of equity
27		estimation models and on investors' return requirements.

<sup>&</sup>lt;sup>2</sup> Federal Power Commission v. Hope Natural Gas Co., 320 U.S. 591 (1944) ("Hope"); Bluefield Waterworks & Improvement Co., v. Public Service Commission of West Virginia, 262 U.S. 679 (1923) ("Bluefield").

• The results of several analytical approaches that provide estimates of the Company's cost of equity. Because the Company's authorized ROE should be a forward-looking estimate over the period during which the rates will be in effect, these analyses rely on forward-looking inputs and assumptions (e.g., projected analyst growth rates in the DCF model, forecasted risk-free rate and market risk premium in the CAPM analysis).

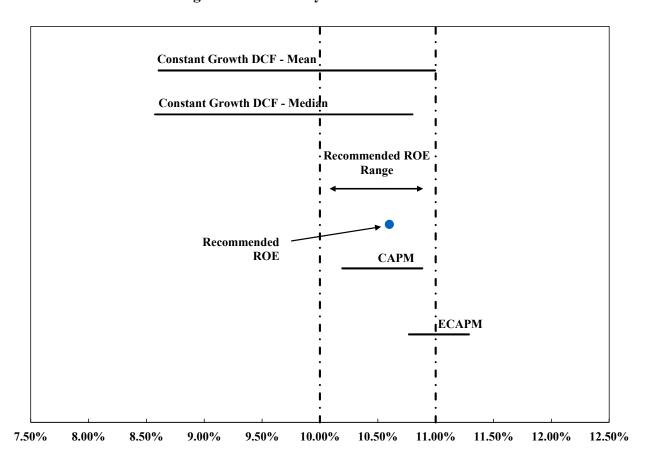
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- Although the companies in my proxy group are generally comparable to INAWC, each company is unique, and no two companies have the exact same business and financial risk profiles. Accordingly, I considered the Company's regulatory, business, and financial risks relative to the proxy group of comparable companies in determining where the Company's ROE should fall within the reasonable range of analytical results to appropriately account for any residual differences in risk.
- Q. What are the results of the models that you have used to estimate the cost of equity for INAWC?
- 15 A. Figure 1 (and Attachment AEB-1) summarizes the range of results produced by the
  16 Constant Growth DCF, CAPM, and ECAPM analyses.



As shown in Figure 1 (and Attachment AEB-1), the range of results produced by the models used to estimate the cost of equity is wide. While it is common to consider multiple models to estimate the cost of equity, it is particularly important when the range of results varies considerably across methodologies.

- Q. Are prospective capital market conditions expected to affect the results of the cost of equity for INAWC during the period in which the rates established in this proceeding will be in effect?
- 10 A. Yes. Capital market conditions are expected to affect the results of the cost of equity
  11 estimation models. Specifically:

1 2		• Inflation is expected to persist over the near-term, which increases the operating risk of the utility during the period in which rates will be in effect.
3		• Long-term interest rates have increased substantially in the past year and are expected to remain relatively high at least over the next year in response to inflation.
5 6 7 8		• Since utility dividend yields are now less attractive than the risk-free rates of government bonds, and interest rates are expected to remain near current levels over the next year, and since utility stock prices are inversely related to changes in interest rates, it is likely that utility share prices will decline.
9 10 11 12 13		<ul> <li>Rating agencies have responded to the risks of the utility sector, with Moody's Investors Service ("Moody's") most recently indicating its outlook for the industry in 2023 is "negative", citing increasing interest rates, inflation and high natural gas prices, all of which create pressures for customer affordability and prompt rate recovery.</li> </ul>
14 15 16		• Similarly, equity analysts have noted the increased risk for the utility sector as a result of rising interest rates and expect the sector to underperform over the near-term.
17 18 19		• Consequently, the results of the DCF model, which relies on current utility share prices, is likely to understate the cost of equity during the period that the Company's rates will be in effect.
20		It is appropriate to consider all of these factors when estimating a reasonable range of the
21		investor-required cost of equity and the recommended ROE for INAWC.
22	Q.	What is your conclusion regarding the appropriate authorized ROE for INAWC in
23		this proceeding?
24	A.	Considering the analytical results presented in Figure 1, current and prospective capital
25		market conditions, as well as the level of regulatory, business, and financial risk faced by
26		INAWC's water and wastewater operations in Indiana relative to the proxy group, I believe
27		a range from 10.00 percent to 11.00 percent is reasonable. Taking into consideration the

results of the analytical models, current market conditions, and the Company's relative risk, an ROE of 10.60 percent is reasonable and appropriate.

#### Q. Is INAWC's requested capital structure reasonable and appropriate?

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Yes. The Company's proposed equity ratio as of April 30, 2025 is 56.15 percent excluding the adjustments for zero cost capital items. Comparing that equity ratio to the proxy group demonstrates that the Company's requested equity ratio is well within the range of equity ratios for the proxy group. Further, the Company's proposed equity ratio is reasonable considering that credit rating agencies have identified the outlook for the utility sector as "negative" due to the negative effect on the cash flows and credit metrics associated with increasing interest rates, inflation and commodity costs, and the pressure that those factors place on customer affordability and utilities' prompt rate recovery.

#### IV. REGULATORY GUIDELINES

- Q. Please describe the guiding principles to be used in establishing the cost of capital for a regulated utility.
- 15 A. The U.S. Supreme Court's precedent-setting *Hope* and *Bluefield* cases established the
  16 standards for determining the fairness or reasonableness of a utility's authorized ROE.
  17 Among the standards established by the Court in those cases are: (1) consistency with other
  18 businesses having similar or comparable risks; (2) adequacy of the return to support credit
  19 quality and access to capital; and (3) the principle that the specific means of arriving at a
  20 fair return are not important, only that the end result leads to just and reasonable rates.<sup>3</sup>

<sup>&</sup>lt;sup>3</sup> Bluefield, 262 U.S. at 692-93; Hope, 320 U.S. at 603.

1 Q. Is fixing a fair rate of return just about protecting the utility's interest
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- 2 No. As the Court noted in *Bluefield*, a proper rate of return not only assures "confidence" Α. 3 in the financial soundness of the utility and should be adequate, under efficient and 4 economical management, to maintain and support its credit [but also] enable[s the utility] 5 to raise the money necessary for the proper discharge of its public duties." Bluefield 6 Waterworks & Improvements Co. vs. Pub. Serv. Comm'n of W. Va., 262 US 679, 693, 43 7 S Ct 675, 679, 67 L Ed 1176 (1923). As the Court went on to explain in *Hope*, "[t]the rate-making process ... involves balancing of the investor and consumer interests." Federal 8 9 Power Comm'n v. Hope Natural Gas Co., 320 US 591, 603 (1944).
- 10 Q. Has the Indiana Utility Regulatory Commission ("Commission") provided similar
  11 guidance in establishing the appropriate return on common equity?
- 12 A. Yes. The Commission follows the precedents of *Hope* and *Bluefield* and acknowledges
  13 that utility investors are entitled to a fair and reasonable return. For example, in a recent
  14 decision for Duke Energy Indiana, LLC, the Commission stated:

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In setting the rate of return for DEI, the Commission's decision must be framed by *Bluefield Waterworks & Improvements Co. v. Pub. Serv. Comm'n*, 262 U.S. 679, 43 S.Ct. 675 (1923) and *Federal Power Comm'n v. Hope Natural Gas, Co.*, 320 U.S. 591, 64 S.Ct. 281 (1944). The general standards these cases established require a cost of common equity set by the Commission be sufficient to establish a rate of return that will maintain the utility's financial integrity, attract capital under reasonable terms, and be commensurate with the returns that could be earned in investments in other enterprises of comparable risk.<sup>4</sup>

Q. Why is it important for a utility to be allowed the opportunity to earn a return that is adequate to attract capital at reasonable terms?

<sup>&</sup>lt;sup>4</sup> Duke Energy Indiana, LLC, Cause No. 45253, Order of the Commission issued June 29, 2020, at 57.

- 1 A. A return that is adequate to attract capital at reasonable terms enables INAWC to continue 2 providing safe, reliable water and wastewater service while maintaining its financial 3 integrity. That return should be commensurate with returns expected elsewhere in the 4 market for investments of equivalent risk. If it is not, debt and equity investors will seek 5 alternative investment opportunities for which the expected return reflects the perceived 6 risks, thereby inhibiting INAWC's ability to attract capital at reasonable cost. To the extent 7 the Company has the opportunity to earn its market-based cost of capital, a reasonable 8 balance will be achieved between customers' and shareholders' interests.
- 9 Q. Is a utility's ability to attract capital also affected by the ROEs authorized for other10 utilities?
- 11 Α. Yes. Utilities compete directly for capital with other investments of similar risk, which 12 include other water, natural gas, and electric utilities. Therefore, the ROE authorized for a 13 utility sends an important signal to investors regarding whether there is regulatory support 14 for financial integrity, dividends, growth, and fair compensation for business and financial 15 risk. The cost of capital represents an opportunity cost to investors. If higher returns are 16 available elsewhere for other investments of comparable risk over the same time-period, 17 investors have an incentive to direct their capital to those alternative investments. Thus, 18 an authorized ROE significantly below authorized ROEs for other water, natural gas, and 19 electric utilities can inhibit the utility's ability to attract capital for investment.
- Q. Is the regulatory framework and the authorized ROE and equity ratio important to the financial community?
- 22 A. Yes. The regulatory framework is one of the most important factors in debt and equity 23 investors' assessments of risk. Specifically regarding debt investors, credit rating agencies

consider the authorized ROE and equity ratio for regulated utilities to be very important for two reasons: (1) they help determine the cash flows and credit metrics of the regulated utility; and (2) they provide an indication of the degree of regulatory support for credit quality in the jurisdiction. To the extent that the authorized returns in a jurisdiction are lower than the returns that have been authorized more broadly, credit rating agencies will consider this in the overall risk assessment of the regulatory jurisdiction in which the company operates. Not only do credit ratings affect the overall cost of borrowing, they also act as a signal to equity investors about the risk of investing in the equity of a company.

#### Q. What are your conclusions regarding regulatory guidelines?

A.

The ratemaking process is premised on the principle that, in order for investors and companies to commit the capital needed to provide safe and reliable utility services, a utility must have a reasonable opportunity to recover the return of, and the market-required return on, its invested capital. Accordingly, the Commission's order in this proceeding should establish rates that provide the Company with a reasonable opportunity to earn a ROE that is: (1) adequate to attract capital at reasonable terms; (2) sufficient to ensure its financial integrity; and (3) commensurate with returns on investments in enterprises with similar risk. It is important for the ROE authorized in this proceeding to take into consideration current and projected capital market conditions, as well as investors' expectations and requirements for both risks and returns. Because utility operations are capital-intensive, regulatory decisions should enable the utility to attract capital at reasonable terms under a variety of economic and financial market conditions. Providing the opportunity to earn a market-based cost of capital supports the financial integrity of the Company, which is in the interest of both customers and shareholders.

#### V. CAPITAL MARKET CONDITIONS

Ο.	Why is it im	portant to analyze	capital market	conditions?
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A.

- The models used to estimate the cost of equity rely on market data that are either specific to the proxy group, in the case of the DCF model, or to the expectations of market risk, in the case of the CAPM. The results of the cost of equity estimation models can be affected by prevailing market conditions at the time the analysis is performed. While the ROE established in a rate proceeding is intended to be forward-looking, the analyst uses current and projected market data, specifically stock prices, dividends, growth rates and interest rates, in the cost of equity estimation models in order to estimate the investor-required return for the subject company.
- As a result, it is important to consider the effect of the market conditions on these models when determining an appropriate range for the ROE and the recommended ROE for ratemaking purposes for a future period. If investors do not expect current market conditions to be sustained in the future, it is possible that the cost of equity estimation models will not provide an accurate estimate of investors' required return during that rate period. Therefore, it is very important to consider projected market data to estimate the return for that forward-looking period.

## Q. What factors are affecting the cost of equity for regulated utilities in the current and prospective capital markets?

A. The cost of equity for regulated utility companies is being affected by several factors in the current and prospective capital markets, including: (1) changes in monetary policy; (2) high inflation; and (3) increased interest rates that are expected to remain relatively high over

the next few years. These factors affect the assumptions used in the cost of equity
estimation models.

### 3 Q. What effect do current and prospective market conditions have on the cost of equity 4 for the Company?

A.

The combination of persistently high inflation, and the Federal Reserve's changes in monetary policy contribute to an expectation of increased market risk and an increase in the cost of the investor-required return on equity. It is essential that these factors be considered in setting the forward-looking ROE. Inflation has recently been at some of the highest levels seen in approximately 40 years, and while inflation has declined from these recent peaks, it remains relatively high. Interest rates, which have increased significantly from pandemic-related lows seen in 2020, are expected to continue to remain relatively high in direct response to the Federal Reserve's use of monetary policy to combat inflation. Since there is a strong historical inverse correlation between interest rates and the share prices of utility stocks (*i.e.*., as utility share prices decline, utility dividend yields increase), it is reasonable to expect that investors' required return for utility companies will also increase. Therefore, cost of equity estimates based solely on current market conditions will understate the cost of equity required by investors during the future period that the Company's rates determined in this proceeding will be in effect.

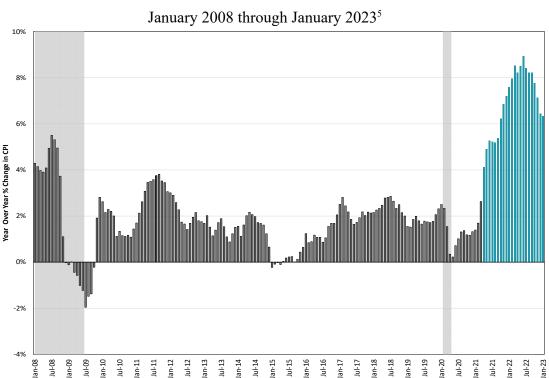
### V.A. Inflationary Expectations in Current and Projected Capital Market Conditions

#### 21 Q. Has inflation increased significantly over the past year?

A. Yes. As shown in Figure 2, the year-over-year ("YOY") change in the Consumer Price Index ("CPI") published by the Bureau of Labor statistics has increased steadily since the

beginning of 2021, rising from 1.39 percent in January 2021 to a high of 9.0 percent YOY change in June 2022, which was the largest 12-month increase since 1981 and significantly greater than any level seen since January 2008. Despite the recent decline since that time, inflation continues to remain elevated. In January 2023, the CPI is 6.35 percent, which is still at levels not seen since the 1980s.

Figure 2: Consumer Price Index – YoY Percent Change



#### Q. What are the expectations for inflation over the near-term?

A. The Federal Reserve has indicated that it expects inflation will remain elevated above its target level over at least the next year and that it will continue to increase short-term interest rates to reduce inflation. For example, Federal Reserve Chair Powell at the Federal Open Market Committee ("FOMC") meeting in February 2023 anticipated further increases in

<sup>&</sup>lt;sup>5</sup> Bureau of Labor Statistics, shaded area indicates a recession.

the federal funds rate, and observed that while inflation is off of its recent highs, it remains

significantly above the Federal Reserve's long-term target:

We continue to anticipate that ongoing increases will be appropriate in order to attain a stance of monetary policy that is sufficiently restrictive to return inflation to 2 percent over time.

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Inflation remains well above our longer-run goal of 2 percent. Over the 12 months ending in December, total PCE prices rose 5.0 percent; excluding the volatile food and energy categories, core PCE prices rose 4.4 percent. The inflation data received over the past three months show a welcome reduction in the monthly pace of increases. And while recent developments are encouraging, we will need substantially more evidence to be confident that inflation is on a sustained downward path.

. . . . .

With today's action, we have raised interest rates by 4-1/2 percentage points over the past year. We continue to anticipate that ongoing increases in the target range for the federal funds rate will be appropriate in order to attain a stance of monetary policy that is sufficiently restrictive to return inflation to 2 percent over time.

. . . . .

At the December meeting, we all wrote down our best estimates of what we thought the ultimate level would be [of the federal funds rate], and that's obviously back in December. And the median for that was between five and five and a quarter percent. At the March meeting, we're going to update those assessments. We did not update them today. We did, however, continue to say that we believe ongoing rate hikes will be appropriate to attain a sufficiently restrictive stance of policy to bring inflation back down to 2 percent. We think we've covered a lot of ground, and financial conditions have certainly tightened. I would say we still think there's work to do there. We haven't made a decision on exactly where that will be. I think, you know, we're going to be looking carefully at the incoming data between now and the March meeting and then the May meeting. I don't feel a lot of certainty about where that will be. It could certainly be higher than we're writing down right now. If we come to the view that we need to write down to -- you know, to move rates up beyond what we said in December we would certainly do that. At the same time, if the data come in, in the

1 other direction then we'll -- you know, we'll make data-dependent decisions at coming meetings, of course.<sup>6</sup> 2 3 V.B. The Use of Monetary Policy to Address Inflation 4 0. What policy actions has the Federal Reserve enacted to respond to increased 5 inflation? 6 The dramatic increase in inflation has prompted the Federal Reserve to pursue an A. 7 aggressive normalization of monetary policy, removing the accommodative policy 8 programs used to mitigate the economic effects of COVID-19. Over the period from 9 January 2022 through February 1, 2023, the Federal Reserve has taken the following 10 actions: Completed its taper of Treasury bond and mortgage-backed securities purchases;<sup>7</sup> 11 12 Increased the target federal funds rate beginning in March 2022 through a series of increases from a target range of 0.00 to 0.25 percent to a target range of 4.50 percent to 13 4.75 percent;<sup>8</sup> 14 Anticipates ongoing increases in the target range will be appropriate to achieve its 15 goals of maximum employment at the inflation rate of 2 percent over the long-run;<sup>9</sup> 16 • Began reducing its holdings of Treasury and mortgage-backed securities on June 1, 17 2022. 10 The Federal Reserve is reducing the size of its balance sheet by only 18 19 reinvesting principal payments on owned securities after the total amount of

payments received exceeds a defined cap. For Treasury Securities, the cap is set at

\$30 billion per month for the first three months and \$60 billion per month after the

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<sup>&</sup>lt;sup>6</sup> Transcript, Chair Powell Press Conference, February 1, 2023; clarification added.

<sup>&</sup>lt;sup>7</sup> Federal Reserve Bank of New York, https://www.newyorkfed.org/markets/domestic-market-operations/monetary-policy-implementation/treasury-securities/treasury-securities-operational-details#monthly-details.

<sup>&</sup>lt;sup>8</sup> Federal Reserve. Press Releases, March 16, 2022; Transcript. Chair Powell Press Conference, February 1, 2023.

<sup>&</sup>lt;sup>9</sup> Transcript. Chair Powell Press Conference, February 1, 2023.

<sup>&</sup>lt;sup>10</sup> Federal Reserve, Press Release, May 4, 2022.

1 2		first three months. The cap for mortgage-backed securities is set at \$17.5 billion per month for the first three months and \$35 billion per month thereafter. <sup>11</sup>
3 4 5 6		<ul> <li>Further, in his testimony before the Senate Banking Committee on March 7, 2023, Chairman Powell acknowledged that inflation remains above target levels and the Federal Reserve Open Market Committee expects additional increases in the federal funds rate.<sup>12</sup></li> </ul>
7 8		V.C. The Effect of Inflation and Monetary Policy on Interest Rates and the Investor-Required Return
9	Q.	What effect will inflation and the Federal Reserve's normalization of monetary policy
10		have on long-term interest rates?
11	A.	Inflation and the Federal Reserve's normalization of monetary policy are expected to result
12		in long-term interest rates remaining relatively high over at least the next year.
13		Specifically, inflation reduces the purchasing power of the future interest payments an
14		investor expects to receive over the duration of the bond. This risk increases the longer the
15		duration of the bond. As a result, if investors expect increased levels of inflation, they will
16		require higher yields to compensate for the increased risk of inflation, which means interest
17		rates will also remain relatively high.

# 18 Q. Have the yields on long-term government bonds increased in response to inflation and 19 the Federal Reserve's normalization of monetary policy?

A. Yes, they have. At the FOMC meetings throughout 2022 and thus far into 2023, the Federal
Reserve has continued to note its concerns over the sustained increased levels of inflation
and has continued to accelerate the process of normalizing monetary policy to combat

<sup>&</sup>lt;sup>11</sup> Federal Reserve, Plans for Reducing the Size of the Federal Reserve's Balance Sheet, Press Release, May 4, 2022.

<sup>&</sup>lt;sup>12</sup> Statement by Jerome H. Powell, Chair, Board of Governors of the Federal Reserve System before the Committee on Banking, Housing and Urban Affairs, U.S. Senate, March 7, 2023.

inflation. As shown in Figure 3, since the Federal Reserve's December 2021 meeting, the yield on 10-year Treasury bond has more than doubled, increasing from 1.47 percent on December 15, 2021 to 3.52 percent on January 31, 2023. The increase is due to the Federal Reserve's announcements at each of the meetings since December 2021 and the continued elevated levels of inflation.

Figure 3: 10-Year Treasury Bond Yield<sup>13</sup>
January 2021 through January 2023



Q. What have equity analysts said about long-term government bond yields?

A. Leading equity analysts have noted that they expect the yields on long-term government bonds to remain elevated through at least the end of 2023. According to the most recent *Blue Chip Financial Forecasts* report, the consensus estimate of the average yield on the 10-year Treasury Bond is approximately 3.60 percent through Q1/2024.<sup>14</sup>

<sup>&</sup>lt;sup>13</sup> S&P Capital IQ Pro.

<sup>&</sup>lt;sup>14</sup> Blue Chip Financial Forecasts, Vol. 42, No. 2, February 1, 2023.

### Q. Do recent changes in Gross Domestic Product ("GDP") affect the current outlook for inflation and interest rates?

A. No. While FOMC participants have reduced their projections for economic activity for real GDP growth to 0.5 percent in 2023,<sup>15</sup> which is well below the median estimate for the longer-run normal GDP growth rate, the Fed has highlighted that the labor market continues to be extremely tight, and in fact, the unemployment rate reached 3.4 percent in January 2023, the lowest it has been in over 50 years.<sup>16</sup> Therefore, with a tight labor market and persistently high inflation, the Fed has indicated its need to continue a restrictive monetary policy to moderate demand to better align it with supply.<sup>17</sup>

#### Q. How have interest rates and inflation changed since the Company's last rate case?

A. As shown in Figure 4, when the Commission authorized an ROE of 9.80 percent in the Company's 2018 rate proceeding, interest rates (as measured by the 30-year Treasury bond yield) were 2.65 percent at the time of the Commission decision, and inflation was 1.69 percent. However, since the Company's last rate proceeding, long-term interest rates have increased over 100 basis points, and, as discussed, inflation is also substantially higher and remains near 40-year highs.

Figure 4: Change in Market Conditions Since Company's Last Rate Case

Docket	Decision Date	Federal Funds Rate	30-Day Average of 30- Year Treasury Bond Yield	Inflation Rate	Authorized ROE
Case No. 45142	06/26/2019	2.38%	2.65%	1.69%	9.80%
Current	01/31/2023	4.33%	3.71%	6.42%	

<sup>&</sup>lt;sup>15</sup> FOMC, Summary of Economic Projections, December 14, 2022.

Mutikani, Lucia. "U.S. reports blowout job growth; unemployment lowest since 1969." Reuters, February, 3, 2023.

<sup>&</sup>lt;sup>17</sup> Transcript, Chair Powell, Press Conference, February 1, 2023.

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2	V.D.	<b>Expected Performance of Utility Stocks and the Investor-Required Return</b>
3		on Utility Investments

- 4 Q. Are utility share prices correlated to changes in the yields on long-term government bonds?
- A. Yes. Interest rates and utility share prices are inversely correlated, which means that increases in interest rates result in declines in the share prices of utilities and vice versa.

  For example, Goldman Sachs and Deutsche Bank examined the sensitivity of share prices of different industries to changes in interest rates over the past five years. Both Goldman Sachs and Deutsche Bank found that utilities had one of the strongest negative relationships with bond yields (*i.e.*, increases in bond yields resulted in the decline of utility share prices). 

  Prices). 

  Processes in interest rates are inversely correlated, which means that increases in the share prices of utilities and vice versa.
  - Q. How do equity analysts expect the utilities sector to perform in an increasing interest rate environment?
- 15 A. Equity analysts project that utilities will underperform the broader market given high 16 inflation and the recent increases in interest rates. Fidelity classifies the utility sector as 17 underweight,<sup>19</sup> and Morningstar recently noted that many of the market conditions that 18 supported the premium valuation of utilities over the last decade mainly low inflation, 19 interest rates and energy prices are currently reversing:

<sup>&</sup>lt;sup>18</sup> Lee, Justina. "Wall Street Is Rethinking the Treasury Threat to Big Tech Stocks." Bloomberg.com, 11 Mar. 2021, www.bloomberg.com/news/articles/2021-03-11/wall-street-is-rethinking-the-treasury-threat-to-big-tech-stocks.

<sup>&</sup>lt;sup>19</sup> Fidelity. "First Quarter 2023 Investment Research Update." February 8, 2023.

1 Utilities' relative outperformance in 2022 while the market frets about the 2 economy suggests that utilities remain a defensive haven. Utilities also 3 outperformed ahead of the 2001 and the 2007-09 recessions. However, we 4 think utilities' weak total returns in 2022 should concern investors. For the 5 first time in a decade, the tailwinds supporting utilities' earnings growth and 6 premium valuations (low inflation, low interest rates, and low energy price) 7 are reversing. 8 Utilities' growth prospects are our biggest concern going into 2023. Utilities 9 no longer offer a yield premium as bond yields climbed to their highest level in 15 years. Without that yield premium, the only advantage utilities offer 10 investors is earnings growth. This is why high inflation and rising interest 11 rates loom large for utilities in 2023. Inflation, including higher energy 12 13 prices, will raise customer bills and could force utilities to re-evaluate their 14 growth plans. Higher interest costs will sap cash flow and make infrastructure investments more expensive. <sup>20</sup> 15 16 Additionally, the Wall Street Journal recently attributed the 14 percent decline in the S&P 17 Utilities Index between September and October 2022 to the recent increase in long-term treasury yields: 18 19 A big draw of utility stocks has become less attractive as interest rates have 20 climbed. Utility stocks are known for their sizable dividends, offering 21 investors a regular stream of income. Companies in the S&P 500 utilities 22 sector offer a dividend yield of 3.3%, among the highest payout percentages 23 in the index, according to FactSet. 24 But the outsize dividends of utility stocks are no match for climbing bond 25 yields. The yield on the benchmark 10-year Treasury note finished above 4% on Monday for a second consecutive session. Friday marked the 10-year 26 27 yield's first close above the 4% level since 2008 and 11 straight weeks of gains. Treasurys are viewed as essentially risk-free if held to maturity. 28 29 "The 10-year is repricing everything. I've got something that's even safer and yields even more," said Kevin Barry, chief investment officer at 30 Summit Financial, comparing Treasurys and utility stocks.<sup>21</sup> 31

Miller, Travis. "Can Utilities Maintain Growth Against Macroeconomic Headwinds?" Morningstar, January 3, 2023.

<sup>&</sup>lt;sup>21</sup> Miao, Hannah, "Utility Stocks Stumble as Treasury Yields Climb," The Wall Street Journal, October 18, 2022.

Similarly, Barron's recently noted that the decline in share prices can be attributed to the relatively high valuations and low dividend yields of utilities as compared to other asset classes such as Treasuries.<sup>22</sup> According to Barron's, even after the recent decline in share prices, the Utilities Select ETF was yielding 2.85 percent, which is a yield that will not "lure in buyers when the ultrasafe 10-year Treasury note yields close to 4%."<sup>23</sup> Therefore, Barron's currently recommends not buying utility stocks.

#### Q. Why do equity analysts expect the utility sector to underperform over the near-term?

While interest rates have increased substantially over the past year, the valuations of utilities have remained elevated and have not fully reflected the effect of the recent increase in interest rates. To illustrate this point, I examined the difference between the dividend yields of utility stocks and the yields on long-term government bonds (*i.e.*, the "yield spread"). I selected the dividend yield on the S&P Utilities Index as the measure of the dividend yields for the utility sector and the yield on the 10-year Treasury bond as the estimate of the yield on long-term government bonds. As shown in Figure 5, the yield spread as of January 31, 2022 was negative 0.49 percent, meaning that the yield on the 10-year Treasury bond exceeds the dividend yield for the S&P Utilities Index. Furthermore, the current negative yield spread is well below the long-term average yield spread since 2010 of 1.36 percent. Given that the yield spread is currently well below the long-term average, as well as the expectation that interest rates will remain relatively high through at least through the next year, it is reasonable to conclude that the utility sector will most

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Sonenshine, Jacob, "Utilities Stocks Have Fallen off a Cliff. They Just Got Downgraded, Too," Barron's, October 17, 2022.

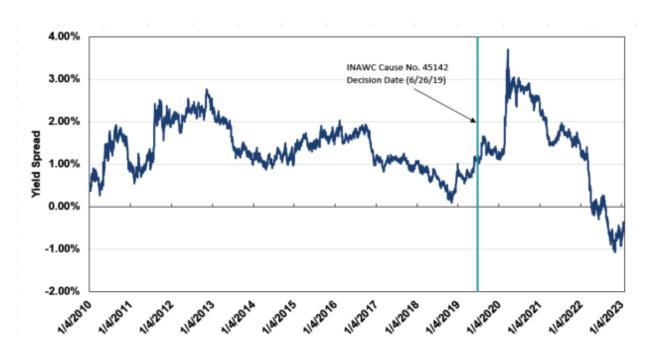
<sup>&</sup>lt;sup>23</sup> Id.

likely underperform over the near-term. This is because investors that purchased utility stocks as an alternative to the lower yields on long-term government bonds would otherwise be inclined to rotate back into government bonds, particularly as the yields on long-term government bonds remain elevated, thus resulting in a decrease in the share prices of utilities.

Figure 5: Spread between the S&P Utilities Index Dividend Yield and the 10-Year

Treasury Bond Yield<sup>24</sup>

January 2012 through January 2023



## Q. Do you have any further context as to how unlikely it is to have a negative yield spread of this magnitude?

A. Yes. For further context as to how unlikely it is to have a yield spread of -0.49 percent, I calculated the z-score for the current yield spread, which measures the number of standard

<sup>&</sup>lt;sup>24</sup> S&P Capital IQ Pro and Bloomberg Professional.

1	deviations from the mean. The current yield spread of -0.49 percent has a z-score of -2.51,
2	indicating that a yield spread of -0.49 percent is over 2 standard deviations from the mean
3	of 1.36 percent. In other words, 95 percent of the daily yield spread observations from
4	2010 to 2023 fall between -0.11 percent and 2.83 percent, with the current yield spread of
5	-0.49 percent being outside of that range. Thus, the current yield spread is an outlier, which
6	is why equity analysts do not expect this current level to hold.

- Q. What is the significance of the inverse relationship between interest rates and utility share prices in the current market?
- 9 A. If interest rates remain relatively high as expected, then the share prices of utilities, which
  10 have been strong in 2022 relative to the market, would be expected to decline. If the prices
  11 of utility stocks decline, then the DCF model, which relies on historical averages of share
  12 prices to calculate the dividend yield, is likely to understate the dividend yield and thus the
  13 cost of equity.
- 14 Q. Have regulatory commissions acknowledged that the DCF model might understate 15 the cost of equity given the current capital market conditions of high inflation and 16 increasing interest rates?
- 17 A. Yes. For example, in its May 2022 decision in establishing the cost of equity for Aqua
  18 Pennsylvania, Inc., the Pennsylvania Public Utility Commission concluded that the current
  19 capital market conditions of high inflation and increasing interest rates has resulted in the
  20 DCF model understating the utility cost of equity, and that weight should be placed on risk
  21 premium models, such as the CAPM, in the determination of the ROE:

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To help control rising inflation, the Federal Open Market Committee has signaled that it is ending its policies designed to maintain low interest rates.

Aqua Exc. at 9. Because the DCF model does not directly account for interest rates, consequently, it is slow to respond to interest rate changes. However, I&E's CAPM model uses forecasted yields on ten-year Treasury bonds, and accordingly, its methodology captures forward looking changes in interest rates.

Therefore, our methodology for determining Aqua's ROE shall utilize both I&E's DCF and CAPM methodologies. As noted above, the Commission recognizes the importance of informed judgment and information provided by other ROE models. In the 2012 PPL Order, the Commission considered PPL's CAPM and RP methods, tempered by informed judgment, instead of DCF-only results. We conclude that methodologies other than the DCF can be used as a check upon the reasonableness of the DCF derived ROE calculation. Historically, we have relied primarily upon the DCF methodology in arriving at ROE determinations and have utilized the results of the CAPM as a check upon the reasonableness of the DCF derived equity return. As such, where evidence based on other methods suggests that the DCF-only results may understate the utility's ROE, we will consider those other methods, to some degree, in determining the appropriate range of reasonableness for our equity return determination. In light of the above, we shall determine an appropriate ROE for Aqua using informed judgement based on I&E's DCF and CAPM methodologies.<sup>25</sup>

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We have previously determined, above, that we shall utilize I&E's DCF and CAPM methodologies. I&E's DCF and CAPM produce a range of reasonableness for the ROE in this proceeding from 8.90% [DCF] to 9.89% [CAPM]. Based upon our informed judgment, which includes consideration of a variety of factors, including increasing inflation leading to increases in interest rates and capital costs since the rate filing, we determine that a base ROE of 9.75% is reasonable and appropriate for Aqua.<sup>26</sup>

30 V.E. Conclusion

#### Q. What are your conclusions regarding the effect of current market conditions on the

#### 32 cost of equity for the Company?

<sup>&</sup>lt;sup>25</sup> Penn. Pub. Util. Comm'n et.al. v. Aqua Penn. Wastewater Inc., Pennsylvania Public Utility Commission, Docket Nos. R-2021-3027385 and R-2021-3027386, Opinion and Order, May 12, 2022, pp. 154–155.

<sup>&</sup>lt;sup>26</sup> *Id.*, Opinion and Order, May 12, 2022, pp. 177–178.

Through 2023, investors expect long-term interest rates to remain relatively high in response to continued elevated levels of inflation and the Federal Reserve's normalization of monetary policy. Because the share prices of utilities are inversely correlated to interest rates, and government bond yields are already substantially greater than utility stock dividend yields, the share prices of utilities will likely decline, which is the reason a number of equity analysts have classified the utility sector as either underperform or underweight. The expected underperformance of utilities means that DCF models using recent historical data likely underestimate investors' required return over the period that rates will be in effect. Therefore, this expected change in market conditions supports consideration of the higher end of the range of cost of equity results produced by the DCF models. Moreover, prospective market conditions warrant consideration of forward-looking cost of equity estimation models such as the CAPM and ECAPM, which may better reflect expected market conditions.

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#### VI. PROXY GROUP SELECTION

Q. Why have you used a group of proxy companies to estimate the cost of equity for INAWC?

In this proceeding, I am estimating the cost of equity for INAWC, which is a rate regulated subsidiary of American Water. Since the ROE is a market-based concept, and given the fact that INAWC's operations do not make up the entirety of a publicly-traded entity, it is necessary to establish a group of companies that is both publicly-traded and comparable to the Company in certain fundamental business and financial respects to serve as its "proxy" for purposes of the ROE estimation process. The proxy companies used in my analyses all possess a set of operating and financial risk characteristics that are substantially

1	comparable to	INAWC,	and,	therefore,	provide	a	reasonable	basis	for	deriving	the
2	appropriate RO	ÞΕ.									

#### Q. Please provide a brief profile of INAWC.

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A. INAWC, a wholly-owned subsidiary of American Water, provides water distribution service to approximately 328,000 customers and wastewater services to approximately 2,400 customers in Indiana.<sup>27</sup> The Company can access debt markets through American Water Capital Corp. ("AWCC") or independently. The current credit ratings for AWCC and American Water are as follows: (1) S&P – A (Outlook: Stable)<sup>28</sup>; and (2) Moody's – Baa1 (Outlook: Stable).<sup>29</sup>

#### 10 Q. How did you select the companies in your proxy group?

- I began with the group of U.S. utilities that Value Line classifies as "Water Utilities" and "Natural Gas Distribution Companies". That combined group includes 17 domestic U.S. utilities. I simultaneously applied the following screening criteria to select companies that:
  - pay consistent quarterly cash dividends because companies that do not cannot be analyzed using the Constant Growth DCF model;
  - have investment grade long-term issuer ratings from S&P and/or Moody's;
  - are covered by at least two utility industry analysts;
  - have positive long-term earnings growth forecasts from at least two utility industry equity analysts;
  - derive more than 60.00 percent of their total operating income from regulated operations; and

<sup>&</sup>lt;sup>27</sup> Direct Testimony of Gregory Shimansky.

<sup>&</sup>lt;sup>28</sup> S&P Global Ratings, American Water Works Co. Inc., February 6, 2023.

Moody's Investors Service, accessed March 21, 2023. Moody's last rating change for American Water Works Company, Inc was as of April 1, 2019. (<a href="https://www.moodys.com/research/Moodys-downgrades-American-Water-and-American-Water-Capital-Corp-to--PR">https://www.moodys.com/research/Moodys-downgrades-American-Water-and-American-Water-Capital-Corp-to--PR</a> 397640)

• were not parties to a merger or transformative transaction during the analytical periods relied on.

#### 3 Q. Did you consider any additional companies for inclusion in your proxy group?

- 4 A. Yes. I also considered the group of 36 companies that Value Line classifies as "Electric
- 5 Utilities". In determining which electric utilities would qualify for inclusion in my proxy
- group, I started by relying on the criteria used to screen the water and natural gas utilities.
- 7 I then applied two additional screening criteria to only include electric utilities that would
- 8 be considered risk comparable to INAWC:
  - have owned generation comprising less than 10 percent of the company's MWh sales to ultimate customers to ensure that the electric utilities included did not own a substantial amount of generation and therefore had operations that were primarily transmission and distribution; and
  - own water and wastewater operations.

#### 14 Q. Did you include American Water in your proxy group?

- 15 A. No. Consistent with my general practice of excluding the subject company, or its parent
- holding company, from the proxy group, I have excluded American Water from my proxy
- 17 group for INAWC.

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#### 18 Q. What is the composition of your proxy group?

19 A. The screening criteria discussed above resulted in a proxy group consisting of the companies in Figure 6.

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Figure 6: Proxy Group

Company	Ticker
Atmos Energy Corporation	ATO
New Jersey Resources Corporation	NJR
NiSource Inc.	NI
Northwest Natural Gas Company	NWN
ONE Gas, Inc.	OGS
Spire, Inc.	SR
Eversource Energy	ES
American States Water Company	AWR
California Water Service Group	CWT
Middlesex Water Company	MSEX
SJW Group	SJW
Essential Utilities, Inc.	WTRG

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3 Q. Why did you include electric utilities and natural gas distribution companies in the

4 proxy group?

- Value Line currently classifies only seven companies as water utilities. Therefore, the universe of water utilities is already small before a set of screening criteria are applied.

  Additionally, there has been a recent trend towards consolidation in the utility industry, which reduces the number of available proxy companies. Because there are a small number of companies that are available for inclusion in the proxy group, I also considered electric utilities and natural gas distribution companies that meet the screening criteria.
- Q. Are electric utilities and natural gas distribution companies reasonably comparable to water utilities to be included in a proxy group used to estimate the cost of equity for a water utility?

Chediak, Mark, et al. "Utility M&A Is So Hot Not Even Berkshire's Billions Won a Bid." Bloomberg.com, Bloomberg, 3 Jan. 2018, www.bloomberg.com/news/articles/2018-01-03/utility-m-a-is-so-hot-not-even-berkshire-s-billions-won-a-bid.

A. Yes, I believe that it is reasonable to rely on a combined proxy group. As noted above, due to consolidation in the water utility industry, there is only a small group of water companies that can be included in the proxy group. In addition, the screening criteria relied on for my proxy group require that a company derive more than 60 percent of their operating income from regulated operations. Therefore, the electric utilities and natural gas distribution companies included in my proxy group generate a large portion of their operating income from regulated operations similar to INAWC and the water utilities that will be included in the proxy group. As a result, I believe that it is appropriate to include electric utilities and natural gas distribution companies in my proxy group.

- 10 Q. Have other regulators considered the inclusion of other utility industry segments in 11 the proxy group used to estimate the cost of equity for a water utility?
  - A. Yes. The Massachusetts Department of Public Utilities ("MDPU"), the Florida Public Service Commission ("FPUC"), the Kentucky Public Service Commission ("KYPSC"), and the Illinois Commerce Commission ("ICC") have considered the results of a proxy group that includes natural gas companies when determining the authorized ROE for water and wastewater utilities. In Docket No. 17-90, the MDPU determined that the use of a natural gas utility proxy group was appropriate for the purpose of demonstrating the comparability of the investment risk of the proxy group to Aquarion Water Company.<sup>31</sup>

In Docket No. 20180006-WS, the FPUC modified the methodology used to estimate the ROE for water and wastewater utilities in Florida to include a combined proxy group of

Massachusetts Department of Public Utilities, Docket No. 17-90, Petition of Aquarion Water Company of Massachusetts, Inc., pursuant to G.L. c. 164, § 94, and G.L. c. 165, § 2, for Approval of a General Rate Increase as set forth in M.D.P.U. No. 3., October 31, 2018, p. 286-287.

natural gas and water utilities.<sup>32</sup> The FPUC has previously relied on a natural gas only proxy group to estimate the ROE for water and wastewater utilities;<sup>33</sup> however, to increase the size of the proxy group, the FPUC decided to rely on a combined proxy group. Specifically, the FPUC noted:

The leverage formula methodology shall be modified to include a combined proxy group of natural gas and WAW utilities as proxy companies in calculating the leverage formula. We find that the selected natural gas utilities and WAW utilities that derive at least 50 percent of their revenue from regulated rates. These utilities have market power and are influenced significantly by economic regulation. In Attachment 1, the returns calculated using the proxy group are adjusted to reflect the risks faced by Florida WAW utilities. The updated index consists of five natural gas companies and seven WAW companies that derive at least 50 percent of their total revenue from regulated operations. These companies have a median Standard and Poor's bond rating of "A".<sup>34</sup>

In Case No. 2018-00358 for Kentucky-American Water Company ("Kentucky American"), the KYPSC noted that the authorized ROE for Kentucky-American was within the range of DCF and CAPM results produced by Kentucky-American and the Attorney General.<sup>35</sup> To develop the DCF and CAPM models, Kentucky-American and the Attorney General relied on two proxy groups: (1) a water only proxy group; and (2) a combined proxy group which included natural gas utilities.<sup>36</sup> Therefore, the KYPSC has

Docket No. 20180006-WS, In re. Water and wastewater industry annual reestablishment of authorized range of return on common equity for water and wastewater utilities pursuant to Section 367.081(4)(f),F.S., Order No. PSC-2018-0327-PAA-WS, at 7.

Docket No. 170006-WS, In re. Water and wastewater industry annual reestablishment of authorized range of return on common equity for water and wastewater utilities pursuant to Section 367.081(4)(f),F.S., Order No. PSC-17-0249-PAA-WS, at 2.

Docket No. 20180006-WS, In re. Water and wastewater industry annual reestablishment of authorized range of return on common equity for water and wastewater utilities pursuant to Section 367.081(4)(f),F.S., Order No. PSC-2018-0327-PAA-WS, at 8.

<sup>&</sup>lt;sup>35</sup> Case No. 2018-00358, In the matter of: Electronic Application of Kentucky-American Water Company for an Adjustment of Rates, Order, June 27, 2019, at 66.

<sup>&</sup>lt;sup>36</sup> *Id.*, at 55-56.

- 1 also considered, when determining the authorized ROE for a water company, ROE results
- 2 based on a proxy group that includes both natural gas and water utilities.
- Finally, in Case No. 22-0210, for Illinois-American Water Company, the ICC agreed that
- 4 a proxy group of water and public utility companies was a reasonable sample upon which
- 5 to apply the various COE estimation models.<sup>37</sup>

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#### VII. COST OF EQUITY ESTIMATION

- 7 Q. Please briefly discuss the ROE in the context of the regulated rate of return.
- A. The ROE is the cost of common equity capital in the utility's capital structure for ratemaking purposes. The overall rate of return for a regulated utility is the weighted average cost of capital, in which the cost rates of the individual sources of capital are weighted by their respective book values. While the costs of debt and preferred stock can be directly observed, the cost of equity is market-based and, therefore, must be estimated based on observable market data.

#### 14 Q. How is the required cost of equity determined?

15 A. The required cost of equity is estimated by using analytical techniques that rely on market16 based data to quantify investor expectations regarding equity returns, adjusted for certain
17 incremental costs and risks. Informed judgment is then applied to determine where the
18 company's cost of equity falls within the range of results produced by multiple analytical
19 techniques. The key consideration in determining the cost of equity is to ensure that the

<sup>37</sup> Illinois Commerce Commission, Illinois-American Water Company Proposed Rate increases for Water and Sewer Service (tariffs filed February 10, 2022), Docket No. 22-0210, Order, December 15, 2022, at 102.

- methodologies employed reasonably reflect investors' views of the financial markets in general, as well as the subject company (in the context of the proxy group), in particular.
- 3 Q. What methods did you use to estimate INAWC's cost of equity?
- A. I considered the results of the Constant Growth DCF model, the CAPM, and the ECAPM.

  As discussed in more detail below, a reasonable ROE estimate considers alternative methodologies, observable market data, and the reasonableness of their individual and collective results.

#### VII.A. Importance of Multiple Analytical Approaches

#### Q. Is it important to use more than one analytical approach?

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Yes. Because the cost of equity is not directly observable, it must be estimated based on both quantitative and qualitative information. When faced with the task of estimating the cost of equity, analysts and investors are inclined to gather and evaluate as much relevant data as reasonably can be analyzed. Several models have been developed to estimate the cost of equity, and I use multiple approaches to estimate the cost of equity. As a practical matter, however, all of the models available for estimating the cost of equity are subject to limiting assumptions or other methodological constraints. Consequently, many well-regarded finance texts recommend using multiple approaches when estimating the cost of equity. For example, Copeland, Koller, and Murrin<sup>38</sup> suggest using the CAPM and

Tom Copeland, Tim Koller and Jack Murrin, Valuation: Measuring and Managing the Value of Companies, 3rd Ed. (New York: McKinsey & Company, Inc., 2000), at 214.

- 1 Arbitrage Pricing Theory model, while Brigham and Gapenski<sup>39</sup> recommend the CAPM,
- 2 DCF, and Bond Yield Plus Risk Premium approaches.

### 3 Q. Do current market conditions support the reliance on more than one analytical

4 approach?

A.

Yes. As I discussed above, interest rates have increased substantially over the past year and are expected to remain elevated over at least the next year from the lows seen during the COVID-19 pandemic. The benefit of using multiple models is that each model relies on different assumptions, certain of which may better reflect current and projected market conditions at different times. As discussed previously, the CAPM and the ECAPM analyses offer some balance through the use of projected interest rates since the effect of changes in interest rates, particularly the recent increase in interest rates, may not be captured as well in the DCF model at this time. Therefore, it is important to use multiple analytical approaches to ensure that the cost of equity results reflect market conditions that are expected during the period that the Company's rates will be in effect.

## Q. Has the Commission also recognized the benefits of using more than one model to estimate the cost of equity?

17 A. Yes. In a recent decision for Duke Energy Indiana, LLC, the Commission explained that:

[t]he Commission is also mindful that "the cost of common equity cannot be precisely calculated and estimating it requires the use of judgment." Indiana-American Water Co., Cause No. 44022, p. 35 (June 6, 2012). Due to this lack of precision, the use of multiple methods is desirable, in part, because no one method will produce reasonable results under all conditions and in all circumstances. The Commission is also mindful of the strengths and weaknesses of the various models typically used to estimate a utility's

Eugene Brigham, Louis Gapenski, Financial Management: Theory and Practice, 7th Ed. (Orlando: Dryden Press, 1994), at 341.

cost of common equity, and we find that with appropriate and reasonable inputs, models such as the DCF and other methods can produce reasonable estimates of a utility's cost of common equity. Consistent with the standards in *Hope* and *Bluefield*, as well as under Indiana law, DEI's authorized return on equity should be reasonable given the totality of the circumstances.<sup>40</sup>

#### VII.B. Constant Growth DCF Model

7 Q. Please describe the DCF approach.

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A. The DCF approach is based on the theory that a stock's current price represents the present value of all expected future cash flows. In its most general form, the DCF model is expressed as follows:

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$$P_0 = \frac{D_1}{(1+k)} + \frac{D_2}{(1+k)^2} + \dots + \frac{D_{\infty}}{(1+k)^{\infty}}$$
 [1]

Where P<sub>0</sub> represents the current stock price, D1...D∞ are all expected future dividends, and k is the discount rate, or required ROE. Equation [1] is a standard present value calculation that can be simplified and rearranged into the following form:

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$$k = \frac{D_0(1+g)}{P_0} + g$$
 [2]

- Equation [2] is often referred to as the Constant Growth DCF model in which the first term is the expected dividend yield and the second term is the expected long-term growth rate.
- 18 Q. What assumptions are required for the Constant Growth DCF model?
- 19 A. The Constant Growth DCF model requires the following four assumptions: (1) a constant 20 growth rate for earnings and dividends; (2) a stable dividend payout ratio; (3) a constant 21 price-to-earnings ratio; and (4) a discount rate greater than the expected growth rate. To

Duke Energy Indiana, LLC, Cause No. 45253, Order of the Commission issued June 29, 2020, at 57-58.

- the extent that any of these assumptions are not objectively valid, considered judgment
- 2 and/or specific adjustments should be applied to the results.
- 3 Q. What market data do you use to calculate the dividend yield in your Constant Growth
- 4 DCF model?
- 5 A. The dividend yield in my Constant Growth DCF model is based on the proxy group
- 6 companies' current annualized dividend and average closing stock prices over the 30-, 90-,
- 7 and 180-trading days ended January 31, 2023.
- 8 Q. Why do you use 30-, 90-, and 180-day averaging periods?
- 9 A. I use an average of recent trading days to calculate the term P<sub>0</sub> in the DCF model to reflect
- 10 current market data while also ensuring that the result of the model is not skewed by
- anomalous events that may affect stock prices on any given trading day.
- 12 Q. Did you make any adjustments to the dividend yield to account for periodic growth
- in dividends?
- 14 A. Yes, I did. Because utility companies tend to increase their quarterly dividends at different
- times throughout the year, it is reasonable to assume that dividend increases will be evenly
- distributed over calendar quarters. Given that assumption, it is reasonable to apply one-
- half of the expected annual dividend growth rate for purposes of calculating the expected
- dividend yield component of the DCF model. This adjustment ensures that the expected
- first-year dividend yield is, on average, representative of the coming twelve-month period,
- and does not overstate the aggregated dividends to be paid during that time.
- 21 Q. Why is it important to select appropriate measures of long-term growth in applying
- 22 the DCF model?

A. In its Constant Growth form, the DCF model (*i.e.*, Equation [2]) assumes a single growth estimate in perpetuity. To reduce the long-term growth rate to a single measure, one must assume that the payout ratio remains constant and that earnings per share, dividends per share and book value per share all grow at the same constant rate. Over the long run, however, dividend growth can only be sustained by earnings growth. Therefore, it is important to consider a variety of sources in arriving at a singular long-term earnings growth rate for the Constant Growth DCF model.

### 8 Q. Which sources of long-term earnings growth rates did you use?

9 A. My Constant Growth DCF model incorporates three sources of long-term earnings growth
10 rates: (1) Zacks Investment Research; (2) Yahoo! Finance; and (3) *Value Line Investment*11 *Survey* ("*Value Line*").

# 12 Q. How did you calculate the range of results for the Constant Growth DCF Model?

A. I calculated a low-end result for my DCF model using the minimum growth rate of the three sources (*i.e.*, the lowest of the Zacks, Yahoo Finance, and *Value Line* projected earnings growth rates) for each of the proxy group companies. I used a similar approach to calculate a high-end result, using the maximum growth rate of the three sources for each proxy group company. The mean results were calculated using the average growth rate from all three sources for each proxy group company.

# Q. What were the results of your DCF analyses?

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A. Figure 7 summarizes the results of my DCF analyses. As shown in Figure 7, the mean and median DCF results using the average growth rates range from 9.65 percent to 9.97 percent, and the mean and median results using the maximum growth rates range from 10.76 percent

to 11.04 percent. While I also summarize the DCF results using the minimum growth rates, given the expected underperformance of utility stocks going forward and thus the likelihood that the DCF model is understating the cost of equity, I do not believe it is appropriate to consider these DCF results at this time.

Figure 7: Summary of Constant Growth DCF Results

	Minimum Growth Rate	Average Growth Rate	Maximum Growth Rate
<b>Constant Growth DCF</b>			
Mean Results:			
30-Day Average	8.55%	9.65%	10.94%
90-Day Average	8.65%	9.76%	11.04%
180-Day Average	8.62%	9.72%	11.01%
Average	8.61%	9.71%	10.99%
Median Results:			
30-Day Average	8.50%	9.86%	10.76%
90-Day Average	8.62%	9.97%	10.87%
180-Day Average	8.60%	9.88%	10.77%
Average	8.57%	9.90%	10.80%

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### Q. What are your conclusions about the results of the DCF models?

As discussed previously, one primary assumption of the DCF models is a constant price-to-earnings ratio. That assumption is heavily influenced by the market price of utility stocks. Since utility stocks are expected to underperform the broader market over the near-term as interest rates remain elevated and yields on long-term government bonds exceed utility dividend yields, it is important to consider the results of the DCF models with caution. Therefore, while I have given weight to the results of the Constant Growth DCF model, my recommendation also gives weight to the results of other cost of equity estimation models.

#### VII.C. CAPM Analysis

### 2 Q. Please briefly describe the CAPM.

- A. The CAPM is a risk premium approach that estimates the cost of equity for a given security
  as a function of a risk-free return plus a risk premium to compensate investors for the nondiversifiable or "systematic" risk of that security. Systematic risk is the risk inherent in the
  entire market or market segment—which cannot be diversified away using a portfolio of
  assets. Unsystematic risk is the risk of a specific company that can, theoretically, be
  mitigated through portfolio diversification.
- 9 The CAPM is defined by four components, each of which must theoretically be a forward-10 looking estimate:

11 
$$K_e = r_f + \beta(r_m - r_f)$$
 [3]

Where:

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13 Ke = the required market ROE;

 $\beta$  = beta coefficient of an individual security;

rf = the risk-free rate of return; and

 $r_m$  = the required return on the market.

In this specification, the term  $(r_m-r_f)$  represents the market risk premium. According to the theory underlying the CAPM, because unsystematic risk can be diversified away, investors should only be concerned with systematic or non-diversifiable risk. Non-diversifiable risk is measured by beta, which is defined as:

$$\beta = \frac{Covariance(r_e, r_m)}{Variance(r_m)} [4]$$

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The variance of the market return (*i.e.*, Variance (r<sub>m</sub>)) is a measure of the uncertainty of the general market, and the Covariance between the return on a specific security and the general market (*i.e.*, Covariance (r<sub>e</sub>, r<sub>m</sub>)) reflects the extent to which the return on that security will respond to a given change in the general market return. Thus, beta represents the risk of the security relative to the general market.

### 6 Q. What risk-free rate did you use in your CAPM analysis?

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A. I relied on three sources for my estimate of the risk-free rate: (1) the current 30-day average yield on 30-year U.S. Treasury bonds, which is 3.71 percent;<sup>41</sup> (2) the average projected 30-year U.S. Treasury bond yield for the second quarter of 2023 through the second quarter of 2024, which is 3.82 percent;<sup>42</sup> and (3) the average projected 30-year U.S. Treasury bond yield for 2024 through 2028, which is 3.90 percent.<sup>43</sup>

# 12 Q. What Beta coefficients did you use in your CAPM analyses?

As shown in Attachment AEB-4, I used the average Beta coefficients for the proxy group companies as reported by Bloomberg and *Value Line*. The beta coefficients reported by Bloomberg are calculated using ten years of weekly returns relative to the S&P 500 Index.

Value Line's calculation of the beta coefficients is based on five years of weekly returns relative to the New York Stock Exchange Composite Index ("NYSE"). Additionally, as shown on Attachment AEB-4 and Attachment AEB-5, I also considered an additional CAPM analysis that relies on the long-term average utility beta coefficient for the

<sup>&</sup>lt;sup>41</sup> Bloomberg Professional as of January 31, 2023.

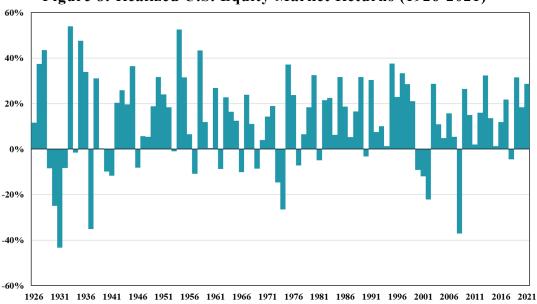
<sup>&</sup>lt;sup>42</sup> Blue Chip Financial Forecasts, Vol. 41, No. 12, December 2, 2022, at 2.

<sup>&</sup>lt;sup>43</sup> Blue Chip Financial Forecasts, Vol. 41, No. 6, June 1, 2022, at 14.

- 1 companies in my proxy group, which is calculated as an average of the *Value Line* beta 2 coefficients for the companies in my proxy group from 2013 through 2022.
- 3 Q. How did you estimate the Market Risk Premium in the CAPM?
- 4 I estimated the market risk premium as the difference between the implied expected equity A. 5 market return and the risk-free rate. As shown in Attachment AEB-6, the expected market 6 return is calculated using the Constant Growth DCF model discussed earlier in my 7 testimony for the companies in the S&P 500 Index. Based on an estimated market 8 capitalization-weighted dividend yield of 1.75 percent and a weighted long-term earnings 9 growth rate of 10.65 percent, the estimated required market return for the S&P 500 Index 10 as of January 31, 2023 is 12.50 percent. Based on the three risk-free rates considered, the 11 implied market risk premia ranges from 8.60 percent to 8.79 percent.
- 12 Q. How does the current expected market return compare to observed historical market returns?
- As shown in Figure 8, given the range of annual equity returns that have been observed over the past century, a current expected market return of 12.50 percent is not unreasonable.

  As shown, in 50 out of the past 96 years (or roughly 52 percent of observations), the realized equity market return was at least 12.50 percent or greater.





Did you consider another form of the CAPM in your analysis? Q.

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Yes. I have also considered the results of an ECAPM in estimating the cost of equity for INAWC. 45 The ECAPM calculates the product of the adjusted beta coefficient and the market risk premium and applies a weight of 75.00 percent to that result. The model then applies a 25.00 percent weight to the market risk premium without any effect from the beta coefficient. The results of the two calculations are summed, along with the risk-free rate, to produce the ECAPM result, as noted in Equation [5] below:

10 
$$k_{\rm e} = r_{\rm f} + 0.75\beta(r_{\rm m} - r_{\rm f}) + 0.25(r_{\rm m} - r_{\rm f})$$
 [5]

11 Where:

12  $k_{\rm e} =$  the required market ROE

 $k_e$  = the required market ROE

 $\beta$  = Adjusted Beta coefficient of an individual security

 $r_f$  = the risk-free rate of return

 $r_m$  = the required return on the market as a whole

<sup>&</sup>lt;sup>44</sup> Depicts total annual returns on large company stocks, as reported in the 2022 Kroll SBBI Yearbook.

<sup>&</sup>lt;sup>45</sup> See, e.g., Roger A. Morin, New Regulatory Finance, Public Utilities Reports, Inc., 2006, at 189.

In essence, the empirical form of the CAPM addresses the tendency of the "traditional" CAPM to underestimate the cost of equity for companies with low beta coefficients such as regulated utilities. In that regard, the ECAPM is not redundant to the use of adjusted betas in the traditional CAPM; rather, it recognizes the results of academic research indicating that the risk-return relationship is different (in essence, flatter) than estimated by the CAPM, and that the CAPM underestimates the "alpha," or the constant return term. <sup>46</sup> As with the CAPM, my application of the ECAPM uses the forward-looking market risk premium estimates, the three yields on 30-year Treasury securities noted earlier as the risk-free rate, and the current Bloomberg and *Value Line* and long-term *Value Line* beta coefficients.

# Q. What are the results of your CAPM analyses?

A. As shown in Figure 9 (*see* also Attachment AEB-4), my traditional CAPM analyses produce a range of returns from 10.19 percent to 10.88 percent. The ECAPM analysis results range from 10.77 percent to 11.29 percent.

Figure 9: CAPM Results

	Current 30-day Average 30- Year Treasury Bond Yield	Near-Term Forecast 30- Year Treasury Yield	Longer-Term Forecast 30- Year Treasury Yield
CAPM:			
Current Value Line Beta	10.85%	10.87%	10.88%
Current Bloomberg Beta	10.47%	10.49%	10.51%
Long-term Avg. Beta	10.19%	10.22%	10.24%
ECAPM:			
Current Value Line Beta	11.26%	11.28%	11.29%
Current Bloomberg Beta	10.98%	10.99%	11.01%

<sup>&</sup>lt;sup>46</sup> *Id.*, at 191.

of expected (or required) returns, thereby diluting equity share value.

Are flotation costs part of the utility's invested costs or part of the utility's expenses?

Flotation costs are part of the invested costs of the utility, which are properly reflected on

the balance sheet under "paid in capital." They are not current expenses, and, therefore,

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#### Bulkley - 44

are not reflected on the income statement. Rather, like investments in rate base or the issuance costs of long-term debt, flotation costs are incurred over time. As a result, the great majority of a utility's flotation cost is incurred prior to the test year but remains part of the cost structure that exists during the test year and beyond, and as such, should be recognized for ratemaking purposes. Therefore, it is irrelevant whether an issuance occurs during the test year or is planned for the test year because failure to allow recovery of past flotation costs may deny INAWC the opportunity to earn its authorized rate of return in the future.

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- 9 Q. Please provide an example of why a flotation cost adjustment is necessary to compensate investors for the capital they have invested?
- As shown in Schedule AEB-7 in American Water's most recent stock issuance, the offering 11 A. 12 price was \$135.5 per share of common stock. After paying flotation costs associated with 13 the equity issuance, which include fees paid to underwriters and attorneys, among others, 14 American Water's net proceeds are only \$133.40 per share invested. American Water 15 invests that \$133.4 per share in plant used to serve its customers, which becomes part of 16 rate base. Absent a flotation cost adjustment, the investor will thereafter earn a return on 17 only the \$133.4 per share invested in rate base, even though the contribution was \$135.5. 18 Making a small flotation cost adjustment gives the investor a reasonable opportunity to 19 earn the authorized return, rather than the lower return that results when the authorized 20 return is applied to an amount less than what the investor contributed.
- Q. Is the need to consider flotation costs eliminated because INAWC is a wholly-owned subsidiary of American Water?

No. Although INAWC is a wholly-owned subsidiary of American Water, it is appropriate to consider flotation costs because wholly-owned subsidiaries receive equity capital from their parent and provide returns on the capital that roll up to the parent, which is designated to attract and raise capital based upon the returns of those subsidiaries. To deny recovery of issuance costs associated with the capital that is invested in the subsidiaries ultimately penalizes the investors that fund the utility operations and inhibits the utility's ability to obtain new equity capital at a reasonable cost. This is important for INAWC because, as I will discuss in more detail below, the Company is planning significant capital expenditures in the near term.

A.

# Q. Is the need to consider flotation costs recognized by the academic and financial communities?

A. Yes. The need to reimburse shareholders for the lost returns associated with equity issuance costs is recognized by the academic and financial communities in the same spirit that investors are reimbursed for the costs of issuing debt. This treatment is consistent with the philosophy of a fair rate of return. According to Dr. Shannon Pratt:

Flotation costs occur when new issues of stock or debt are sold to the public. The firm usually incurs several kinds of flotation or transaction costs, which reduce the actual proceeds received by the firm. Some of these are direct out-of-pocket outlays, such as fees paid to underwriters, legal expenses, and prospectus preparation costs. Because of this reduction in proceeds, the firm's required returns on these proceeds equate to a higher return to compensate for the additional costs. Flotation costs can be accounted for either by amortizing the cost, thus reducing the cash flow to discount, or by incorporating the cost into the cost of capital. Because flotation costs are not typically applied to operating cash flow, one must incorporate them into the cost of capital.<sup>47</sup>

<sup>&</sup>lt;sup>47</sup> Shannon P. Pratt, Cost of Capital Estimation and Applications, Second Edition, at 220-221.

### Q. How did you calculate the flotation costs for INAWC?

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A. My flotation cost calculation is based on the costs incurred by American Water in the company's most recent equity offering as of March 3, 2023. That flotation cost percentage is then applied to the DCF analysis to estimate impact on ROE. As shown in Attachment AEB-7, based on the flotation costs incurred in the most recent American Water issuance, the impact on the proxy group's cost of equity amounts to 4 basis points (i.e., 0.4 percent) based on the median and 4 basis points (i.e., 0.4 percent) based on the mean.

# 8 Q. Do your final results include an adjustment for flotation cost recovery?

9 A. No. While the final ROE results do not incorporate an explicit adjustment for flotation costs, the estimated effect of flotation cost on ROE is considered in identifying a recommended ROE within the range of ROE estimates from the various models.

# VIII.B. Capital Expenditures

#### Q. How is INAWC's risk profile affected by its substantial capital expenditure program?

A. INAWC projects that the Company will spend approximately \$802 million on capital investments for the period from 2023-2028, which includes approximately \$507 million of net capital investment through 2025. This includes significant investment to replace aging infrastructure necessary to continue to meet the needs of its customers and to comply with various regulations.<sup>48</sup>

<sup>&</sup>lt;sup>48</sup> Data provided by INAWC.

From a credit perspective, the additional pressure on cash flows associated with high levels of capital expenditures exerts corresponding pressure on credit metrics and, therefore, credit ratings. An S&P report explains:

[T]here is little doubt that the U.S. electric industry needs to make record capital expenditures to comply with the proposed carbon pollution rules over the next several years, while maintaining safety standards and grid stability. We believe the higher capital spending and subsequent rise in debt levels could strain these companies' financial measures, resulting in an almost consistent negative discretionary cash flow throughout this higher construction period. To meet the higher capital spending requirements, companies will require ongoing and steady access to the capital markets, necessitating that the industry maintains its high credit quality. We expect that utilities will continue to effectively manage their regulatory risk by using various creative means to recover their costs and to finance their necessary higher spending.<sup>49</sup>

While this S&P report refers to electric utilities, the same applies to water utilities. In an August 2016 report, S&P explained the importance of regulatory support for large capital projects:

When applicable, a jurisdiction's willingness to support large capital projects with cash during construction is an important aspect of our analysis. This is especially true when the project represents a major addition to rate base and entails long lead times and technological risks that make it susceptible to construction delays. Broad support for all capital spending is the most credit-sustaining. Support for only specific types of capital spending, such as specific environmental projects or system integrity plans, is less so, but still favorable for creditors. Allowance of a cash return on construction work-in-progress or similar ratemaking methods historically were extraordinary measures for use in unusual circumstances, but when construction costs are rising, cash flow support could be crucial to maintain credit quality through the spending program. Even more favorable are those jurisdictions that present an opportunity for a higher return on capital projects as an incentive to investors.<sup>50</sup>

<sup>&</sup>lt;sup>49</sup> S&P, Ratings Direct, "U.S. Regulated Electric Utilities' Annual Capital Spending is Poised to Eclipse \$100 Billion," July 2014.

<sup>&</sup>lt;sup>50</sup> S&P Global Ratings, "Assessing U.S. Investor-Owned Utility Regulatory Environments," August 10, 2016, at 7.

1 Q. Does INAWC have a mechanism for timely recovery of infrastructure replacements	nacements:
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- 2 Yes. INAWC has a Distribution System Improvement Charge ("DSIC") that allows the A. 3 Company to recover costs associated with replacing aging infrastructure as well as to 4 recover a return on and return of costs to replace customer-owned lead service lines. 5 Additionally, the Company has a Service Enhancement Improvement Charge ("SEI") that 6 allows INAWC to recover 80 percent of the depreciation, property taxes and pretax return 7 on eligible investments that are considered "service enhancement improvements" with the remaining 20 percent deferred for recovery in a future rate proceeding. While some portion 8 9 of INAWC's capital program is expected to be recovered through the DSIC and SEI, there 10 is additional capital investment planned beyond that, which can be recovered through the 11 surcharges that would not be included in rates until the rate proceeding following the in-12 service date of the investment.
- Q. Do the proxy group companies also have the ability to recover capital investments through a capital tracking mechanism?
- 15 A. Yes. As shown in Attachment AEB-8 approximately 82 percent of the companies in the
  16 proxy group have implemented infrastructure replacement recovery mechanisms.
  17 Consequently, the presence of the DSIC and SEI while positive regulatory mechanisms, do
  18 not reduce the Company's risk vis-à-vis that of the proxy group.
- Q. What are your conclusions regarding the effect of INAWC's capital spending
   program on its risk profile and cost of capital?
- A. The Company's capital expenditure requirements as a percentage of net utility plant are significant and will continue over the next few years. Additionally, similar to a number of

the operating subsidiaries of the proxy group, INAWC does have a capital tracking mechanism to recover some of the Company's projected capital expenditures.

#### IX. CAPITAL STRUCTURE

- 4 Q. Is the capital structure of the Company an important consideration in the determination of the appropriate ROE?
- 6 Yes, it is. The equity ratio is the primary indicator of financial risk for a regulated utility Α. 7 such as INAWC. Assuming other factors equal, a higher debt ratio increases the risk to 8 equity investors. For debt holders, higher debt ratios result in a greater portion of the 9 available cash flow being required to meet debt service, thereby increasing the risk 10 associated with the payments on debt. The result of increased risk is a higher interest rate. 11 The incremental risk of a higher debt ratio is more significant for common equity shareholders, whose claim on the cash flow of the Company is secondary to debt holders. 12 13 Therefore, the greater the debt service requirement, the less cash flow is available for 14 common equity holders. To the extent the equity ratio is reduced, it is necessary to increase 15 the authorized ROE to compensate investors for the greater financial risk associated with 16 a lower equity ratio.

# Q. What is the INAWC's proposed capital structure?

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A. As Company Witness Nicholas Furia discusses in his Direct Testimony, as of April 30, 2025, INAWC is projecting a rate-making capital structure composed of 56.16 percent common equity and 43.85 percent long-term debt, excluding adjustments for zero cost capital items.

- 1 Q. Have you conducted any analysis to determine a reasonable equity ratio for INAWC?
- 2 A. Yes, I reviewed the capital structures of the proxy companies.
- 3 Q. Why is it appropriate to consider the equity ratio for the proxy companies?
- 4 The determination of the ROE is based on the expected return for a proxy group of A. 5 companies that are comparable in risk to INAWC. The equity ratio is a measure of the 6 financial risk of the company, and the authorized ROE is the return to compensate investors 7 for that risk. If the Commission is going to rely on the ROE estimates for the proxy 8 companies to establish the authorized ROE for INAWC, it is important that the financial 9 risk of INAWC be similar to the financial risk of the proxy group. This is accomplished 10 when the equity ratio of the subject company (in this case INAWC) is within the range 11 established by the proxy group.
- 12 Q. How did you conduct your analysis of the proxy group capital structures?
- 13 A. Specifically, I calculated the mean proportions of common equity and long-term debt over
  14 the past three years for each of the companies in the proxy group at the operating subsidiary
  15 level. Attachment AEB-9 summarizes the actual capital structures of the operating
  16 subsidiaries. As shown, the average equity ratios for the operating subsidiaries of the proxy
  17 group range from 48.73 percent to 61.47 percent, with a mean of 56.09 percent. INAWC's
  18 proposed equity ratio of 56.15 percent is well within the equity ratio range established by
  19 the utility operating subsidiaries of the proxy group.
- 20 Q. Are there other factors to be considered in setting the Company's capital structure?
- 21 A. Yes, namely the challenges that the credit rating agencies have highlighted as placing pressure on the outlook for utilities in 2023.

For example, Moody's recently revised its 2023 outlook for the regulated gas and electric utilities sector to "negative" based on ongoing challenges of inflation, increasing interest rates and higher natural gas prices. Moody's noted that these challenges increase the pressure on customer affordability, and thus face heightened public scrutiny and the ability of utilities to promptly recover their costs. Moody's concluded that regulated utilities' financial metrics are already under pressure with little cushion, and that sustained capital spending is likely as utilities continue progress towards emissions reductions and net-zero goals. Moody's noted that the outlook could return to stable if regulatory support remains intact, natural gas prices are at a level where utilities are able to recover their fuel and purchased power costs without delay beyond 12 months, overall inflation moderates, interest rates stabilize and/or utilities' aggregate funds from operations-to-debt ratio remains between 14% and 15%.<sup>51</sup>

Fitch Ratings ("Fitch") also highlights similar factors identified by Moody's as challenging utilities' outlook for 2023, stating that the sector faces mounting cost pressures due to "elevated commodity prices, inflationary headwinds and rising interest costs," and that some offsets in managing these headwinds include "higher authorized ROEs and the use of tools such as securitization of under-recovered fuel balances." 52

Likewise, S&P also continues to maintain a negative outlook for the utility industry, noting that downgrades have outpaced upgrades for the third consecutive year in 2022 with a

Moody's Investors Service, Outlook. "2023 outlook negative due to higher natural gas prices, inflation and rising interest rates." November 10, 2022; Moody's Investors Service. Outlook, Sector In-Depth. "Inflation, high natural gas prices complicate prospects for supportive rate increases." November 11, 2022.

<sup>&</sup>lt;sup>52</sup> Fitch Ratings. "North American Utilities, Power & Gas Outlook 2023." December 7, 2022, at 1-2.

median investor-owned utility credit rating of "BBB+".<sup>53</sup> Further, S&P expects the industry to have negative discretionary cash flow as a result of significant capital spending and consistent dividends.<sup>54</sup> Therefore, the utility industry will need ongoing access to capital markets to fund the capital expenditures. However, S&P notes that inflation, rising interests rates and decreasing equity prices may "hamper" consistent access to capital markets and result in additional pressure on cash flows.<sup>55</sup> Moreover, S&P indicates that if inflation risks persist over the near-term and customer bills increase, regulatory credit support could decrease resulting in weaker financial metrics for the industry:

Over the past decade the industry's financial measures have weakened from a combination of rising capital spending, regulatory lag, and lower authorized return on equity (ROE). The industry's return on capital was about 6% a decade ago and today is closer to 4%. More recently, we have seen instances where not only is the authorized ROE lowered but also the equity ratio is lowered. These results have weakened the industry's financial measures, pressuring credit quality. Under our base case of moderating inflationary risks during 2023, we expect the industry's credit measures to generally remain flat. However, if inflationary risks persist, it may further pressure the customer bill, potentially decreasing the level of regulatory credit support, weakening the industry's financial performance.<sup>56</sup>

The credit ratings agencies' continued concerns over the negative effects of inflation and increased capital expenditures underscore the importance of maintaining adequate cash flow metrics for the industry as a whole, and INAWC in particular in the context of this proceeding.

<sup>53</sup> S&P Global Ratings. Industry Top Trends, "North American Regulated Utilities: The industry's outlook remains negative." January 23, 2023.

<sup>&</sup>lt;sup>54</sup> *Id*.

<sup>&</sup>lt;sup>55</sup> *Id*.

<sup>&</sup>lt;sup>56</sup> *Id*.

# 1 Q. What is your conclusion with regard to INAWC's projected capital structure?

A. Considering the actual capital structures of the proxy group operating companies, I believe that INAWC's proposed common equity ratio of 56.15 percent is reasonable. The projected equity ratio is well within the range established by the capital structures of the utility operating subsidiaries of the proxy companies.

#### X. CONCLUSION AND RECOMMENDATIONS

#### Q. What is your conclusion regarding a fair ROE for INAWC?

Based on the various quantitative analyses summarized in Figure 10 and the qualitative analyses presented in my Direct Testimony, a reasonable range of ROE results for INAWC is from 10.00 percent to 11.00 percent. Within that range, I believe that an ROE of 10.60 percent is reasonable and appropriate. The recommended ROE takes into consideration the current conditions in capital markets including the high interest rates, and elevated inflationary pressures, both of which increase the cost of capital as well as the need to recover flotation costs and the relative business and financial risk of INAWC as compared to the proxy group. This ROE would enable the Company to attract capital at reasonable terms under a variety of economic and financial market conditions, while continuing to provide safe, reliable and affordable water and wastewater service to customers in Indiana.

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	Minimum Growth Rate	Average Growth Rate	Maximum Growth Rate
Constant Growth DCF			
Mean Results:			
30-Day Average	8.55%	9.65%	10.94%
90-Day Average	8.65%	9.76%	11.04%
180-Day Average	8.62%	9.72%	11.01%
Average	8.61%	9.71%	10.99%
Median Results:			
30-Day Average	8.50%	9.86%	10.76%
90-Day Average	8.62%	9.97%	10.87%
180-Day Average	8.60%	9.88%	10.77%
Average	8.57%	9.90%	10.80%
	Current 30-day Average 30-Year Treasury Bond Yield	Near-Term Forecast 30-Year Treasury Yield	Longer-Term Forecast 30-Year Treasury Yield
CAPM:			
Current Value Line Beta	10.85%	10.87%	10.88%
Current Bloomberg Beta	10.47%	10.49%	10.51%
Long-term Avg. Beta	10.19%	10.22%	10.24%
ECAPM:			
Current Value Line Beta	11.26%	11.28%	11.29%
Current Bloomberg Beta	10.98%	10.99%	11.01%
Long-term Avg. Beta	10.77%	10.79%	10.81%

# 2 Q. What is your conclusion regarding INAWC's projected capital structure?

- 3 A. My conclusion is that INAWC's projected rate-making capital structure consisting of 56.15
- 4 percent common equity and 43.85 percent long-term debt is reasonable as compared to the
- 5 proxy group companies and should be used for setting rates in this case.

#### XI. FAIR VALUE RATE BASE

- 2 Q. What is the purpose of this section of your testimony?
- 3 A. In this section of my testimony, I summarize the analysis I developed to estimate the fair
- 4 value of INAWC's rate base.

- 5 Q. Why is the fair value relevant in this proceeding?
- 6 A. Indiana Code § 8-1-2-6, discusses the valuation of public utility property.
- The commission shall value all property of every public utility actually used and useful for the convenience of the public at its fair value, giving such consideration as it deems appropriate in each case to all bases of valuation which may be presented or which the commission is authorized to consider by the following provisions of this section. As one of the elements in such valuation the commission shall give weight to the reasonable cost of bringing the property to its then state of efficiency. . . .
- 14 Q. Please summarize the methodology that you relied on to develop the fair value of
- 15 **INAWC's assets.**
- 16 A. The methodology that I relied on is generally consistent with the methodology that has
  17 been used by the Commission to establish the fair value of INAWC's assets in prior rate
  18 proceedings (the "IURC Methodology"). The IURC Methodology begins with the Fair
  19 Value Rate Base ("FVRB") that was established in the last rate proceeding. The historical
  20 FVRB is trended to current dollars using an inflation index, CPI-U, to establish the current
- value of the FVRB from the prior case.
- 22 Q. How was the historical fair value determined?
- A. Cause No. 45142, which was INAWC's prior rate proceeding, resulted in a settlement on
- June 26, 2019 that did not specify a fair value rate base. Therefore, I relied on the fair

value rate base that was estimated as of the conclusion of the test year in Cause No. 44450 of \$1,222,819,707.<sup>57</sup>

### Q. How did you escalate the historical FVRB to the end of the test period?

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The fair value rate base that was established by the Company based on Cause No. 44450 was based on a test year ended January 28, 2015. In the current rate proceeding, INAWC is relying on a future test year, with a three-step implementation of new rates. The first period will be based on a rate base ending July 31, 2023. The second step is projected as of April 30, 2024 and the third period is projected as of April 30, 2025. I escalated the fair value rate base from January 28, 2015 to the end of each of the projected periods using the average inflation factor for the period from January 2015 through the end of each of the periods referenced previously. This methodology is consistent with the methodology that was relied upon by the IURC in Cause No. 44022, the most recent fair value determination made by the IURC for the Company. For the valuation as of July 31, 2023, the average inflation was determined for the period from 2015-2023. This average includes historical inflation for the period from 2015-2022 and projected inflation for 2023. The source of historical inflation was the Bureau of Labor Statistics. For the 2015-2022 period, the historical inflation rate was 3.0 percent. Projected inflation rates are based on data from Blue Chip Economic Indicators averaging 3.1 percent over the forecast period.<sup>58</sup> The resulting average annual inflation factor that was applied to the FVRB that was estimated in Cause No. 44450 was 3.01 percent. The inflation factors for each of the subsequent

<sup>&</sup>lt;sup>57</sup> INAWC Cause No. 45142, Bulkley Direct Testimony Attachment AEB-13.

<sup>&</sup>lt;sup>58</sup> Blue Chip Economic Indicators, Vol. 41, No. 12, December 2, 2022, at 2.

periods was estimated using the same methodology, relying on historical data beginning in 2015 through the forecast period. As of April 30, 2024, the inflation factor relied upon was 2.96 percent. As of April 30, 2025, the inflation factor relied upon was 2.88 percent. Figure 11 below summarizes the FVRB adjusted to the price levels as of each of the relevant measurement dates for the three-step rate implementations proposed in this Cause.

Figure 11: Net Investor Supplied Plant Additions since Cause No. 44450

Date	Fair Value Rate Base adjusted to corresponding price level
July 31, 2023	\$1,573,926,347
April 30, 2024	\$1,601,831,200
April 30, 2025	\$1,636,446,992

# 7 Q. How are net investor supplied additions calculated?

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Net investor supplied additions used in the fair value analysis are the difference between the original cost rate base in Cause No. 44450 and the pro forma net investor supplied additions through the periods ending July 31, 2023, April 30, 2024 and April 30, 2025. Net investor supplied capital additions are calculated as Net Utility Plant in Service less Contributions in Aid of Construction ("CIAC") and less Customer Advances for Construction ("CAFC").

# Q. What value was used for net investor supplied capital?

15 A. Net investor supplied capital additions were calculated by the Company as included in my 16 workpapers. Figure 12 below summarized the Net Investor Supplied Plant Additions for

- each of the relevant measurement periods for the three-step rate implementation proposed
- 2 in this Cause.

Figure 12: Net Investor Supplied Plant Additions since Cause No. 44450

Date	Net Investor Supplied Plant Additions
July 31, 2023	\$798,437,097
April 30, 2024	\$872,270,630
April 30, 2025	\$1,030,818,974

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- 5 Q. What is the resulting FVRB?
- 6 A. The resulting FVRB is summarized in Figure 13 below.

7 Figure 13: Fair Value Rate Base

Date	Fair Value Rate Base
July 31, 2023	\$2,372,363,444
April 30, 2024	\$2,474,101,830
April 30, 2025	\$2,667,265,966

I compared the FVRB for each of the periods to a reproduction cost new less depreciation ("RCNLD") study that was prepared by the Company using the Handy-Whitman Index and which is in my workpapers. After comparing to the RCNLD, the IURC Methodology

continues to be a reasonable method for determining fair value.

### Q. Did you also calculate the return on the FV increment?

- A. Yes, I did. As shown in Attachment AEB-10, I calculated the return on FVRB using the approaches that were applied in INAWC's 2011 rate case.<sup>59</sup> Recognizing that the FVRB includes inflation, each of these approaches makes an adjustment to the Weighted Average Cost of Capital ("WACC") to remove inflation from the FVRB where inflation has been applied.
  - Methodology #1: Removes inflation from the debt component of the capital structure. The inflation rate that is used in this calculation is based on the historical inflation over the period from 2015 through 2022 and takes into consideration the projected inflation as of each of the relevant measurement dates for the three-step rate implementation proposed in this Cause: July 31, 2023, April 30, 2024 and April 30, 2025. The resulting inflation factors are as shown in Figure 14 below:

Figure 14: Methodology #1- WACC (inflation adjusted debt only)

Date	Inflation Rate	WACC less
		inflation adjusted
		debt
July 31, 2023	3.01%	5.66%
April 30, 2024	2.96%	5.66%
April 30, 2025	2.88%	5.80%

Methodology #2: Removes the full amount of inflation from the WACC. The inflation used in this calculation is consistent with the inflation factor used in Methodology #1.
 The resulting inflation adjusted WACC for each of the relevant measurement dates for the three-step rate implementation proposed in this Cause Figure 15 below:

Indiana-American Water Company, Inc., Cause No. 44022, Order issued by the Commission dated June 6, 2012, at 11.

Figure 15: Methodology #2- WACC (full inflation adjustment)

WACC less
inflation
3.76%
3.79%
4.00%

• Methodology #3: I relied on the rate of return of 4.897 percent that was established by the Commission in Cause No. 44022. This return was applied to the fair value rate base that is inflated to each of the relevant measurement dates for the three-step rate implementation proposed in this Cause. Consistent with each of the other methodologies, the full WACC is applied to the net investor supplied plant additions because these investments are based on original cost and therefore do not include an inflation factor.

#### Q. How is inflation included in the FVRB?

A.

As discussed previously, inflation is applied to the previously determined FVRB to trend the costs from the last determination to the end of the test period in the current rate proceeding. The current FVRB is the sum of the trended historical FVRB, which includes inflation and net investor supplied capital that has been added since the last rate case. While the trended historical FVRB includes inflation, the second component, net investor supplied capital, is not a trended cost and therefore does not include inflation. Since the investor supplied capital has been contributed since 2015, the fact that inflation is not applied to the investor supplied capital likely understates the fair value rate base.

### Q. Should the fair value rate of return be applied to the entire FVRB?

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- 2 No. The three methodologies for estimating the fair value return above are all adjustment A. 3 methodologies that have been relied on by the IURC to recognize inflation that exists in 4 the FVRB. However, as mentioned previously, there are two components to the FVRB. 5 The first component of the fair value rate base is the fair value rate base as estimated in 6 Cause No. 44450. That component is escalated by inflation. The second component is net 7 investor supplied capital since the last rate proceeding. This portion of the FVRB is the actual investments made since the last rate proceeding and therefore does not include 8 9 inflation.
  - Therefore, in order to establish the Fair Value Operating Income, it is appropriate to apply the fair value rate of return, which removes inflation, to escalated FVRB. It is not appropriate to apply an inflation adjusted WACC to the net investor supplied capital additions because this portion of the FVRB is not inflation adjusted. I relied on the three methodologies for estimating the fair value return, discussed previously, and applied those estimates of the Fair Value Return to the trended fair value rate base.
- Q. Please explain how you applied each of the estimates of the fair value return that you discussed previously in order to estimate the fair value operating income for each of the relevant measurement dates for the three-step rate implementation proposed in this Cause: July 31, 2023, April 30, 2024 and April 30, 2025.
- A. As shown in Attachment AEB-10, I calculated the fair value operating income using each of the estimates of fair value return discussed previously. In developing the fair value return, I applied the fair value return to the fair value from the prior case, adjusted to the

price level for the corresponding measurement date.<sup>60</sup> In addition, the Fair Value operating income includes a return on net investor supplied capital. Because the net investor supplied capital has not been inflated, I calculated the return on this increment using the original cost rate base return.

### Q. What is the fair value increment that results from applying these methodologies?

A. Attachment AEB-10 compares the operating income from the fair value rate base to the operating income derived by applying the original cost return to the original cost rate base for each period, ending July 31, 2023, April 30, 2024 and April 30, 2025. The fair value increment for each period is shown in Attachment AEB-10 and summarized in Figure 16, Figure 17 and Figure 18 below.

Figure 16: Methodology #1 Fair Value Increment

Date	Fair Value	Original Cost	Fair Value
	Operating	Operating	Increment
	Income	Income	
July 31, 2023	\$143,138,423	\$109,155,057	\$33,861,953
April 30, 2024	\$149,541,913	\$113,868,236	\$35,673,678
April 30, 2025	\$165,834,271	\$126,844,142	\$38,990,129

60 See Attachment AEB-10, line 16.

Figure 17: Methodology #2 Fair Value Increment

Date	Fair Value	Original Cost	Fair Value
	Operating	Operating	Increment
	Income	Income	
July 31, 2023	\$113,216,334	\$109,155,057	\$3,939,864
April 30, 2024	\$119,587,670	\$113,868,236	\$5,719,434
April 30, 2025	\$136,348,471	\$126,844,142	\$9,504,330

A.

Figure 18: Methodology #3 Fair Value Increment

Date	Fair Value	Original Cost	Fair Value
	Operating	Operating	Increment
	Income	Income	
July 31, 2023	\$131,129,365	109,155,057	\$21,852,895
April 30, 2024	\$137,319,941	113,868,236	\$23,451,706
April 30, 2025	\$151,057,155	126,844,142	\$24,213,013

# 4 Q. Is INAWC proposing the fair value increment as calculated using any of these methodologies be included in its revenue requirement?

No. While each of these methodologies is a reasonable approach to estimating the fair value operating income for INAWC, the Company is not proposing to rely on the fair value increment that results from the methodologies described above. Rather, INAWC is proposing to include only the return on the Indiana Cities acquisition adjustment that has been authorized by the IURC in other proceedings through informed fair value ratemaking. Figure 19 below, and Attachment AEB-10 summarize the return on the Indiana Cities acquisition adjustment.

Figure 19: Return on Indiana Cities Acquisition Adjustment

Date	Indiana Cities Acquisition Adjustment	Return on Indiana Cities Acquisition Adjustment
July 31, 2023	\$4,713,294	\$319,090
April 30, 2024	\$4,401,669	\$297,113
April 30, 2025	\$3,934,233	\$270,675

# 2 Q. Does this conclude your Direct Testimony?

3 A. Yes.

# **VERIFICATION**

I, Ann E. Bulkley, Principal at The Brattle Group, affirm under penalties of perjury that the foregoing representations are true and correct to the best of my knowledge, information and belief.

Ann E. Bulkley

Date: 3/27/22

# ATTACHMENTS AEB-1 THROUGH AEB-12 ARE FILED AS EXCEL DOCUMENTS



# Ann E. Bulkley

**Boston** 

508.981.0866

Ann.Bulkley@brattle.com

With more than 25 years of experience in the energy industry, Ms. Bulkley specializes in regulatory economics for the electric and natural gas sectors, including rate of return, cost of equity, and capital structure issues.

Ms. Bulkley has extensive state and federal regulatory experience, and she has provided expert testimony on the cost of capital in nearly 100 regulatory proceedings before 32 state regulatory commissions and the Federal Energy Regulatory Commission (FERC).

In addition to her regulatory experience, Ms. Bulkley has provided valuation and appraisal services for a variety of purposes, including the sale or acquisition of utility assets, regulated ratemaking, ad valorem tax disputes, and other litigation purposes. In addition, she has experience in the areas of contract and business unit valuation, strategic alliances, market restructuring, and regulatory and litigation support.

Ms. Bulkley is a Certified General Appraiser licensed in the Commonwealth of Massachusetts and the State of New Hampshire.

Prior to joining Brattle, Ms. Bulkley was a Senior Vice President at an economic consultancy and held senior positions at several other consulting firms.

#### AREAS OF EXPERTISE

- Regulatory Economics, Finance & Rates
- Regulatory Investigations & Enforcement
- Tax Controversy & Transfer Pricing
- Electricity Litigation & Regulatory Disputes
- M&A Litigation





#### **EDUCATION**

Boston University

MA in Economics

Simmons College

**BA** in Economics and Finance

#### PROFESSIONAL EXPERIENCE

The Brattle Group (2022–Present)

Principal

Concentric Energy Advisors, Inc. (2002–2021)

Senior Vice President

Vice President

**Assistant Vice President** 

**Project Manager** 

Navigant Consulting, Inc. (1997–2002)

Project Manager

Reed Consulting Group (1995-1997)

Consultant- Project Manager

Cahners Publishing Company (1995)

**Economist** 

#### SELECTED CONSULTING EXPERIENCE & EXPERT TESTIMONY

#### **REGULATORY ANALYSIS AND RATEMAKING**

Have provided a range of advisory services relating to regulatory policy analysis and many aspects of utility ratemaking, with specific services including:

- Cost of capital and return on equity testimony, cost of service and rate design analysis and testimony, development of ratemaking strategies
- Development of merchant function exit strategies





- Analysis and program development to address residual energy supply and/or provider of last resort obligations
- Stranded costs assessment and recovery
   Performance-based ratemaking analysis and design
- Many aspects of traditional utility ratemaking (e.g., rate design, rate base valuation)

#### **COST OF CAPITAL**

Have provided expert testimony on the cost of capital and capital structure in nearly 100 regulatory proceedings before state and federal regulatory commissions in the United States.

#### **RATEMAKING**

Have assisted several clients with analysis to support investor-owned and municipal utility clients in the preparation of rate cases. Sample engagements include:

- Assisted several investor-owned and municipal clients on cost allocation and rate design issues
  including the development of expert testimony supporting recommended rate alternatives.
- Worked with Canadian regulatory staff to establish filing requirements for a rate review of a newly
  regulated electric utility. Along with analyzing and evaluating rate application, attended hearings
  and conducted investigation of rate application for regulatory staff. And prepared, supported, and
  defended recommendations for revenue requirements and rates for the company. Additionally,
  developed rates for gas utility for transportation program and ancillary services.

#### **VALUATION**

Have provided valuation services to utility clients, unregulated generators, and private equity clients for a variety of purposes, including ratemaking, fair value, ad valorem tax, litigation and damages, and acquisition. Appraisal practices are consistent with the national standards established by the Uniform Standards of Professional Appraisal Practice.

Representative projects/clients have included:

- Prepared appraisals of electric utility transmission and distribution assets for ad valorem tax purposes.
- Prepared appraisals of several hydroelectric generating facilities for ad valorem tax purposes.
- Conducted appraisals of fossil fuel generating facilities for ad valorem tax purposes.
- Conducted appraisals of generating assets for the purposes of unwinding sale-leaseback agreements.
- For a confidential utility client, prepared valuation of fossil and nuclear generation assets for financing purposes for regulated utility client.





- Prepared a valuation of a portfolio of generation assets for a large energy utility to be used for strategic planning purposes. Valuation approach included an income approach, a real options analysis, and a risk analysis.
- Assisted clients in the restructuring of NUG contracts through the valuation of the underlying assets.
   Performed analysis to determine the option value of a plant in a competitively priced electricity market following the settlement of the NUG contract.
- Prepared market valuations of several purchase power contracts for large electric utilities in the sale
  of purchase power contracts. Assignment included an assessment of the regional power market,
  analysis of the underlying purchase power contracts, and a traditional discounted cash flow
  valuation approach, as well as a risk analysis. Analyzed bids from potential acquirers using income
  and risk analysis approached. Prepared an assessment of the credit issues and value at risk for the
  selling utility.
- Prepared appraisal of a portfolio of generating facilities for a large electric utility to be used for financing purposes.
- Prepared fair value rate base analyses for Northern Indiana Public Service Company for several electric rate proceedings. Valuation approaches used in this project included income, cost, and comparable sales approaches.
- Prepared an appraisal of a fleet of fossil generating assets for a large electric utility to establish the value of assets transferred from utility property.
- Conducted due diligence on an electric transmission and distribution system as part of a buy-side due diligence team.
- Provided analytical support for and prepared appraisal reports of generation assets to be used in ad valorem tax disputes.
- Provided analytical support and prepared testimony regarding the valuation of electric distribution system assets in five communities in a condemnation proceeding.
- Prepared feasibility reports analyzing the expected net benefits resulting from municipal ownership
  of investor-owned utility operations.
- Prepared independent analyses of proposal for the proposed government condemnation of the investor-owned utilities in Maine and the formation of a public power district.
- Valued purchase power agreements in the transfer of assets to a deregulated electric market.

#### STRATEGIC AND FINANCIAL ADVISORY SERVICES

Have assisted several clients across North America with analytically-based strategic planning, due diligence, and financial advisory services.

Representative projects include:





- Preparation of feasibility studies for bond issuances for municipal and district steam clients.
- Assisted in the development of a generation strategy for an electric utility. Analyzed various NERC regions to identify potential market entry points. Evaluated potential competitors and alliance partners. Assisted in the development of gas and electric price forecasts. Developed a framework for the implementation of a risk management program.
- Assisted clients in identifying potential joint venture opportunities and alliance partners. Contacted
  interviewed and evaluated potential alliance candidates based on company-established criteria for
  several LDCs and marketing companies. Worked with several LDCs and unregulated marketing
  companies to establish alliances to enter into the retail energy market. Prepared testimony in
  support of several merger cases and participated in the regulatory process to obtain approval for
  these mergers.
- Assisted clients in several buy-side due diligence efforts, providing regulatory insight and developing valuation recommendations for acquisitions of both electric and gas properties.

SPONSOR	DATE	CASE/APPLICANT	DOCKET / CASE NO.	SUBJECT
Arizona Corporation Commi	ission			
UNS Electric	11/22	UNS Electric	Docket No. E- 04204A-15-0251	Return on Equity
Tucson Electric Power Company	6/22	Tucson Electric Power Company	Docket No. G- 01933A-22-0107	Return on Equity
Southwest Gas Corporation	12/21	Southwest Gas Corporation	Docket No. G- 01551A-21-0368	Return on Equity
Arizona Public Service Company	10/19	Arizona Public Service Company	Docket No. E- 01345A-19-0236	Return on Equity
Tucson Electric Power Company	04/19	Tucson Electric Power Company	Docket No. E- 01933A-19-0028	Return on Equity
Tucson Electric Power Company	11/15	Tucson Electric Power Company	Docket No. E- 01933A-15-0322	Return on Equity
UNS Electric	05/15	UNS Electric	Docket No. E- 04204A-15-0142	Return on Equity
UNS Electric	12/12	UNS Electric	Docket No. E- 04204A-12-0504	Return on Equity





SPONSOR	DATE	CASE/APPLICANT	DOCKET /CASE NO.	SUBJECT
<b>Arkansas Public Service Con</b>	nmission			
Oklahoma Gas and Electric Co	10/21	Oklahoma Gas and Electric Co	Docket No. D-18-046- FR	Return on Equity
Arkansas Oklahoma Gas Corporation	10/13	Arkansas Oklahoma Gas Corporation	Docket No. 13-078-U	Return on Equity
California Public Utilities Co	mmissio	n		
PacifiCorp, d/b/a Pacific Power	5/22	PacifiCorp, d/b/a Pacific Power	Docket No. A-22-05- 006	Return on Equity
San Jose Water Company	05/21	San Jose Water Company	A2105004	Return on Equity
Colorado Public Utilities Con	mmission			
Public Service Company of Colorado	11/22	Public Service Company of Colorado	Docket No. 22AL- 0530E	Return on Equity
Public Service Company of Colorado	01/22	Public Service Company of Colorado	Docket No. 22AL- 0046G	Return on Equity
Public Service Company of Colorado	07/21	Public Service Company of Colorado	21AL-0317E	Return on Equity
Public Service Company of Colorado	02/20	Public Service Company of Colorado	20AL-0049G	Return on Equity
Public Service Company of Colorado	05/19	Public Service Company of Colorado	19AL-0268E	Return on Equity
Public Service Company of Colorado	01/19	Public Service Company of Colorado	19AL-0063ST	Return on Equity
Atmos Energy Corporation	05/15	Atmos Energy Corporation	Docket No. 15AL- 0299G	Return on Equity
Atmos Energy Corporation	04/14	Atmos Energy Corporation	Docket No. 14AL- 0300G	Return on Equity
Atmos Energy Corporation	05/13	Atmos Energy Corporation	Docket No. 13AL- 0496G	Return on Equity





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SPONSOR	DATE	CASE/APPLICANT	DOCKET / CASE NO.	SUBJECT		
Connecticut Public Utilities Regulatory Authority						
United Illuminating	09/22	United Illuminating	Docket No. 22-08-08	Return on Equity		
United Illuminating	05/21	United Illuminating	Docket No. 17-12- 03RE11	Return on Equity		
Connecticut Water Company	01/21	Connecticut Water Company	Docket No. 20-12-30	Return on Equity		
Connecticut Natural Gas Corporation	06/18	Connecticut Natural Gas Corporation	Docket No. 18-05-16	Return on Equity		
Yankee Gas Services Co. d/b/a Eversource Energy	06/18	Yankee Gas Services Co. d/b/a Eversource Energy	Docket No. 18-05-10	Return on Equity		
The Southern Connecticut Gas Company	06/17	The Southern Connecticut Gas Company	Docket No. 17-05-42	Return on Equity		
The United Illuminating Company	07/16	The United Illuminating Company	Docket No. 16-06-04	Return on Equity		
Federal Energy Regulatory C	Commissi	on				
Sea Robin Pipeline	12/22	Sea Robin Pipeline	Docket No. RP22	Return on Equity		
Northern Natural Gas Company	07/22	Northern Natural Gas Company	Docket No. RP22	Return on Equity		
Transwestern Pipeline Company, LLC	07/22	Transwestern Pipeline Company, LLC	Docket No. RP22	Return on Equity		
Florida Gas Transmission	02/21	Florida Gas Transmission	Docket No. RP21-441	Return on Equity		
TransCanyon	01/21	TransCanyon	Docket No. ER21- 1065	Return on Equity		
Duke Energy	12/20	Duke Energy	Docket No. EL21-9- 000	Return on Equity		
Wisconsin Electric Power Company	08/20	Wisconsin Electric Power Company	Docket No. EL20-57- 000	Return on Equity		





SPONSOR	DATE	CASE/APPLICANT	DOCKET /CASE NO.	SUBJECT	
Panhandle Eastern Pipe Line Company, LP	10/19	Panhandle Eastern Pipe Line Company, LP	Docket Nos. RP19-78-000 RP19-78-001	Return on Equity	
Panhandle Eastern Pipe Line Company, LP	08/19	Panhandle Eastern Pipe Line Company, LP	Docket Nos. RP19-1523	Return on Equity	
Sea Robin Pipeline Company LLC	11/18	Sea Robin Pipeline Company LLC	Docket# RP19-352- 000	Return on Equity	
Tallgrass Interstate Gas Transmission	10/15	Tallgrass Interstate Gas Transmission	RP16-137	Return on Equity	
Idaho Public Utilities Comm	ission				
Intermountain Gas Co	12/22	Intermountain Gas Co	C-INT-G-22-07	Return on Equity	
PacifiCorp d/b/a Rocky Mountain Power	05/21	PacifiCorp d/b/a Rocky Mountain Power	Case No. PAC-E-21-	Return on Equity	
Illinois Commerce Commiss	ion				
Peoples Gas Light & Coke Company	01/23	Peoples Gas Light & Coke Company	D-23-0069	Return on Equity	
North Shore Gas Company	01/23	North Shore Gas Company	D-23-0068	Return on Equity	
Illinois American Water	02/22	Illinois American Water	Docket No. 22-0210	Return on Equity	
North Shore Gas Company	02/21	North Shore Gas Company	No. 20-0810	Return on Equity	
Indiana Utility Regulatory Commission					
Indiana Michigan Power Co.	07/21	Indiana Michigan Power Co.	IURC Cause No. 45576	Return on Equity	
Indiana Gas Company Inc.	12/20	Indiana Gas Company Inc.	IURC Cause No. 45468	Return on Equity	





SPONSOR	DATE	CASE/APPLICANT	DOCKET/CASE NO.	SUBJECT
Southern Indiana Gas and Electric Company	10/20	Southern Indiana Gas and Electric Company	IURC Cause No. 45447	Return on Equity
Indiana and Michigan American Water Company	09/18	Indiana and Michigan American Water Company	IURC Cause No. 45142	Return on Equity
Indianapolis Power and Light Company	12/17	Indianapolis Power and Light Company	Cause No. 45029	Fair Value
Northern Indiana Public Service Company	09/17	Northern Indiana Public Service Company	Cause No. 44988	Fair Value
Indianapolis Power and Light Company	12/16	Indianapolis Power and Light Company	Cause No.44893	Fair Value
Northern Indiana Public Service Company	10/15	Northern Indiana Public Service Company	Cause No. 44688	Fair Value
Indianapolis Power and Light Company	09/15	Indianapolis Power and Light Company	Cause No. 44576 Cause No. 44602	Fair Value
Kokomo Gas and Fuel Company	09/10	Kokomo Gas and Fuel Company	Cause No. 43942	Fair Value
Northern Indiana Fuel and Light Company, Inc.	09/10	Northern Indiana Fuel and Light Company, Inc.	Cause No. 43943	Fair Value
Iowa Department of Comm	erce Utili	ties Board		
MidAmerican Energy Company	01/22	MidAmerican Energy Company	Docket No. RPU- 2022-0001	Return on Equity
Iowa-American Water Company	08/20	Iowa-American Water Company	Docket No. RPU- 2020-0001	Return on Equity
<b>Kansas Corporation Commi</b>	ssion			
Atmos Energy Corporation	08/15	Atmos Energy Corporation	Docket No. 16- ATMG-079-RTS	Return on Equity





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SPONSOR	DATE	CASE/APPLICANT	DOCKET/CASE NO.	SUBJECT		
Kentucky Public Service Con	nmission					
Kentucky American Water Company	11/18	Kentucky American Water Company	Docket No. 2018- 00358	Return on Equity		
Maine Public Utilities Comm	nission					
Central Maine Power	08/22	Central Maine Power	Docket No. 2022- 00152	Return on Equity		
Central Maine Power	10/18	Central Maine Power	Docket No. 2018-194	Return on Equity		
Maryland Public Service Cor	nmission					
Maryland American Water Company	06/18	Maryland American Water Company	Case No. 9487	Return on Equity		
Massachusetts Appellate Ta	Massachusetts Appellate Tax Board					
Hopkinton LNG Corporation	03/20	Hopkinton LNG Corporation	Docket No.	Valuation of LNG Facility		
FirstLight Hydro Generating Company	06/17	FirstLight Hydro Generating Company	Docket No. F-325471 Docket No. F-325472 Docket No. F-325473 Docket No. F-325474	Valuation of Electric Generation Assets		
Massachusetts Department	of Public	Utilities				
National Grid USA	11/20	Boston Gas Company	DPU 20-120	Return on Equity		
Berkshire Gas Company	05/18	Berkshire Gas Company	DPU 18-40	Return on Equity		
Unitil Corporation	01/04	Fitchburg Gas and Electric	DTE 03-52	Integrated Resource Plan; Gas Demand Forecast		
Michigan Public Service Commission						
Michigan Gas Utilities Corporation	03/21	Michigan Gas Utilities Corporation	Case No. U-20718	Return on Equity		
Wisconsin Electric Power Company	12/11	Wisconsin Electric Power Company	Case No. U-16830	Return on Equity		





SPONSOR	DATE	CASE/APPLICANT	DOCKET /CASE NO.	SUBJECT
Michigan Tax Tribunal	<b>5</b> /112	<b>3.02</b> ,7.11 <b>2.0</b> 7111		
New Covert Generating Co., LLC.	03/18	The Township of New Covert Michigan	MTT Docket No. 000248TT and 16- 001888-TT	Valuation of Electric Generation Assets
Covert Township	07/14	New Covert Generating Co., LLC.	Docket No. 399578	Valuation of Electric Generation Assets
Minnesota Public Utilities C	ommissio	on		
Minnesota Energy Resources Corporation	11/22	Minnesota Energy Resources Corporation	Docket No. G011/GR- 22-504	Return on Equity
CenterPoint Energy Resources	11/21	CenterPoint Energy Resources	D-G-008/GR-21-435	Return on Equity
Allete, Inc. d/b/a Minnesota Power	11/21	Allete, Inc. d/b/a Minnesota Power	D-E-015/GR-21-630	Return on Equity
Otter Tail Power Company	11/20	Otter Tail Power Company	E017/GR-20-719	Return on Equity
Allete, Inc. d/b/a Minnesota Power	11/19	Allete, Inc. d/b/a Minnesota Power	E015/GR-19-442	Return on Equity
CenterPoint Energy Resources Corporation d/b/a CenterPoint Energy Minnesota Gas	10/19	CenterPoint Energy Resources Corporation d/b/a CenterPoint Energy Minnesota Gas	G-008/GR-19-524	Return on Equity
Great Plains Natural Gas Co.	09/19	Great Plains Natural Gas Co.	Docket No. G004/GR- 19-511	Return on Equity
Minnesota Energy Resources Corporation	10/17	Minnesota Energy Resources Corporation	Docket No. G011/GR- 17-563	Return on Equity
Missouri Public Service Commission				





SPONSOR	DATE	CASE/APPLICANT	DOCKET/CASE NO.	SUBJECT
Ameren Missouri	08/22	Ameren Missouri	File No. ER-2022- 0337	Return on Equity
Missouri American Water Company	07/22	Missouri American Water Company	Case No. WR-2022- 0303 Case No. SR-2022- 0304	Return on Equity
Evergy Missouri West	1/22	Evergy Missouri West	File No. ER-2022- 0130	Return on Equity
Evergy Missouri Metro	1/22	Evergy Missouri Metro	File No. ER-2022- 0129	Return on Equity
Ameren Missouri	03/21	Ameren Missouri	Docket No. ER-2021- 0240 Docket No. GR-2021- 0241	Return on Equity
Missouri American Water Company	06/20	Missouri American Water Company	Case No. WR-2020- 0344 Case No. SR-2020- 0345	Return on Equity
Missouri American Water Company	06/17	Missouri American Water Company	Case No. WR-17-0285 Case No. SR-17-0286	Return on Equity
Montana Public Service Co	mmission			
Montana-Dakota Utilities Co.	06/20	Montana-Dakota Utilities Co.	D2022.11.099	Return on Equity
Montana-Dakota Utilities Co.	06/20	Montana-Dakota Utilities Co.	D2020.06.076	Return on Equity
Montana-Dakota Utilities Co.	09/18	Montana-Dakota Utilities Co.	D2018.9.60	Return on Equity
New Hampshire - Board of	Tax and L	and Appeals		





SPONSOR	DATE	CASE/APPLICANT	DOCKET /CASE NO.	SUBJECT			
Public Service Company of New Hampshire d/b/a Eversource Energy	11/19 12/19	Public Service Company of New Hampshire d/b/a Eversource Energy	Master Docket No. 28873-14-15-16- 17PT	Valuation of Utility Property and Generating Assets			
New Hampshire Public Utili	New Hampshire Public Utilities Commission						
Public Service Company of New Hampshire	05/19	Public Service Company of New Hampshire	DE-19-057	Return on Equity			
New Hampshire-Merrimack	County	Superior Court					
Northern New England Telephone Operations, LLC d/b/a FairPoint Communications, NNE	04/18	Northern New England Telephone Operations, LLC d/b/a FairPoint Communications, NNE	220-2012-CV-1100	Valuation of Utility Property			
New Hampshire-Rockinghai	m Superio	or Court					
Eversource Energy	05/18	Public Service Commission of New Hampshire	218-2016-CV-00899 218-2017-CV-00917	Valuation of Utility Property			
New Jersey Board of Public	Utilities						
New Jersey American Water Company, Inc.	01/22	New Jersey American Water Company, Inc.	WR22010019	Return on Equity			
Public Service Electric and Gas Company	10/20	Public Service Electric and Gas Company	EO18101115	Return on Equity			
New Jersey American Water Company, Inc.	12/19	New Jersey American Water Company, Inc.	WR19121516	Return on Equity			
Public Service Electric and Gas Company	04/19	Public Service Electric and Gas Company	EO18060629 GO18060630	Return on Equity			
Public Service Electric and Gas Company	02/18	Public Service Electric and Gas Company	GR17070776	Return on Equity			
Public Service Electric and Gas Company	01/18	Public Service Electric and Gas Company	ER18010029 GR18010030	Return on Equity			





SPONSOR	DATE	CASE/APPLICANT	DOCKET/CASE NO.	SUBJECT
New Mexico Public Regulati	ion Comn	nission		
Southwestern Public Service Company	07/19	Southwestern Public Service Company	19-00170-UT	Return on Equity
Southwestern Public Service Company	10/17	Southwestern Public Service Company	Case No. 17-00255- UT	Return on Equity
Southwestern Public Service Company	12/16	Southwestern Public Service Company	Case No. 16-00269- UT	Return on Equity
Southwestern Public Service Company	10/15	Southwestern Public Service Company	Case No. 15-00296- UT	Return on Equity
Southwestern Public Service Company	06/15	Southwestern Public Service Company	Case No. 15-00139- UT	Return on Equity
New York State Departmen	t of Publi	c Service		
New York State Electric and Gas Company Rochester Gas and Electric	05/22	New York State Electric and Gas Company Rochester Gas and Electric	22-E-0317 22-G-0318 22-E-0319 22-G-0320	Return on Equity
Corning Natural Gas Corporation	07/21	Corning Natural Gas Corporation	Case No. 21-G-0394	Return on Equity
Central Hudson Gas and Electric Corporation	08/20	Central Hudson Gas and Electric Corporation	Electric 20-E-0428 Gas 20-G-0429	Return on Equity
Niagara Mohawk Power Corporation	07/20	National Grid USA	Case No. 20-E-0380 20-G-0381	Return on Equity
Corning Natural Gas Corporation	02/20	Corning Natural Gas Corporation	Case No. 20-G-0101	Return on Equity
New York State Electric and Gas Company	05/19	New York State Electric and Gas Company	19-E-0378 19-G-0379 19-E-0380	Return on Equity
Rochester Gas and Electric		Rochester Gas and Electric	19-G-0381	





SPONSOR	DATE	CASE/APPLICANT	DOCKET/CASE NO.	SUBJECT
Brooklyn Union Gas Company d/b/a National Grid NY KeySpan Gas East Corporation d/b/a National Grid	04/19	Brooklyn Union Gas Company d/b/a National Grid NY KeySpan Gas East Corporation d/b/a National Grid	19-G-0309 19-G-0310	Return on Equity
Central Hudson Gas and Electric Corporation	07/17	Central Hudson Gas and Electric Corporation	Electric 17-E-0459 Gas 17-G-0460	Return on Equity
Niagara Mohawk Power Corporation	04/17	National Grid USA	Case No. 17-E-0238 17-G-0239	Return on Equity
Corning Natural Gas Corporation	06/16	Corning Natural Gas Corporation	Case No. 16-G-0369	Return on Equity
National Fuel Gas Company	04/16	National Fuel Gas Company	Case No. 16-G-0257	Return on Equity
KeySpan Energy Delivery	01/16	KeySpan Energy Delivery	Case No. 15-G-0058 Case No. 15-G-0059	Return on Equity
New York State Electric and Gas Company Rochester Gas and Electric	05/15	New York State Electric and Gas Company Rochester Gas and Electric	Case No. 15-E-0283 Case No. 15-G-0284 Case No. 15-E-0285 Case No. 15-G-0286	Return on Equity
North Dakota Public Service	Commis	sion		
Montana-Dakota Utilities Co.	05/22	Montana-Dakota Utilities Co.	C-PU-22-194	Return on Equity
Montana-Dakota Utilities Co.	08/20	Montana-Dakota Utilities Co.	C-PU-20-379	Return on Equity
Northern States Power Company	12/12	Northern States Power Company	C-PU-12-813	Return on Equity
Northern States Power Company	12/10	Northern States Power Company	C-PU-10-657	Return on Equity
Oklahoma Corporation Com	mission			





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SPONSOR	DATE	CASE/APPLICANT	DOCKET / CASE NO.	SUBJECT		
Oklahoma Gas & Electric	12/21	Oklahoma Gas & Electric	Cause No. PUD 202100164	Return on Equity		
Arkansas Oklahoma Gas Corporation	01/13	Arkansas Oklahoma Gas Corporation	Cause No. PUD 201200236	Return on Equity		
Oregon Public Service Commission						
PacifiCorp d/b/a Pacific Power & Light	03/22	PacifiCorp d/b/a Pacific Power & Light	Docket No. UE-399	Return on Equity		
PacifiCorp d/b/a Pacific Power & Light	02/20	PacifiCorp d/b/a Pacific Power & Light	Docket No. UE-374	Return on Equity		
Pennsylvania Public Utility	Commissi	on				
American Water Works Company Inc.	04/22	Pennsylvania-American Water Company	Docket No. R-2020- 3031672 (water) Docket No. R-2020- 3031673 (wastewater)	Return on Equity		
American Water Works Company Inc.	04/20	Pennsylvania-American Water Company	Docket No. R-2020- 3019369 (water) Docket No. R-2020- 3019371 (wastewater)	Return on Equity		
American Water Works Company Inc.	04/17	Pennsylvania-American Water Company	Docket No. R-2017- 2595853	Return on Equity		
South Dakota Public Utilities Commission						
MidAmerican Energy Company	05/22	MidAmerican Energy Company	D-NG22-005	Return on Equity		
Northern States Power Company	06/14	Northern States Power Company	Docket No. EL14-058	Return on Equity		
<b>Texas Public Utility Commis</b>	sion					
Entergy Texas, Inc.	07/22	Entergy Texas, Inc.	D-53719	Return on Equity		
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SPONSOR	DATE	CASE/APPLICANT	DOCKET / CASE NO.	SUBJECT			
Southwestern Public	08/19	Southwestern Public	Docket No. D-49831	Return on Equity			
Service Commission		Service Commission					
Southwestern Public	01/14	Southwestern Public	Docket No. 42004	Return on Equity			
Service Company		Service Company					
Utah Public Service Commission							
PacifiCorp d/b/a Rocky	05/20	PacifiCorp d/b/a Rocky	Docket No. 20-035-	Return on			
Mountain Power		Mountain Power	04	Equity			
Virginia State Corporation Commission							
Virginia American Water	11/21	Virginia American Water	Docket No. PUR-	Return on Equity			
Company, Inc.		Company, Inc.	2021-00255				
Virginia American Water	11/18	Virginia American Water	Docket No. PUR-	Return on Equity			
Company, Inc.		Company, Inc.	2018-00175				
Washington Utilities Transportation Commission							
Cascade Natural Gas	06/20	Cascade Natural Gas	Docket No. UG-	Return on Equity			
Corporation		Corporation	200568				
PacifiCorp d/b/a Pacific	12/19	PacifiCorp d/b/a Pacific	Docket No. UE-	Return on Equity			
Power & Light		Power & Light	191024				
Cascade Natural Gas	04/19	Cascade Natural Gas	Docket No. UG-	Return on Equity			
Corporation		Corporation	190210				
West Virginia Public Service Commission							
West Virginia American	04/21	West Virginia American	Case No. 21-02369-	Return on Equity			
Water Company		Water Company	W-42T				
West Virginia American	04/18	West Virginia American	Case No. 18-0573-W-	Return on Equity			
Water Company		Water Company	42T				
			Case No. 18-0576-S-				
			42T				
Wisconsin Public Service Commission							
Wisconsin Electric Power	04/22	Wisconsin Electric	Docket No. 05-UR-	Return on Equity			
Company and Wisconsin		Power Company and	110				
Gas LLC		Wisconsin Gas LLC					





SPONSOR	DATE	CASE/APPLICANT	DOCKET / CASE NO.	SUBJECT			
Wisconsin Public Service Corp.	04/22	Wisconsin Public Service Corp.	6690-UR-127	Return on Equity			
Alliant Energy		Alliant Energy		Return on Equity			
Wisconsin Electric Power Company and Wisconsin Gas LLC	03/19	Wisconsin Electric Power Company and Wisconsin Gas LLC	Docket No. 05-UR- 109	Return on Equity			
Wisconsin Public Service Corp.	03/19	Wisconsin Public Service Corp.	6690-UR-126	Return on Equity			
Wyoming Public Service Commission							
PacifiCorp d/b/a Rocky Mountain Power	03/20	PacifiCorp d/b/a Rocky Mountain Power	Docket No. 20000- 578-ER-20	Return on Equity			
Montana-Dakota Utilities Co.	05/19	Montana-Dakota Utilities Co.	30013-351-GR-19	Return on Equity			

## CERTIFICATIONS/ACCREDITATIONS

Certified General Appraiser, licensed in the Commonwealth of Massachusetts and the State of New Hampshire



Ann E. Bulkley brattle.com | 18