1	I.	Introduction
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3		
4	Q_1.	Please state your name.
5		
6	A_1.	Steve Brown.
7		
8	Q_2.	Where do you work?
9		
10	A_2.	I work in the Office of the Attorney
11		General.
12		
13	Q_3.	What is your job title?
14		T been been the December in the
15 16	A_3.	I have been the Economist in the
16 17		Consumer Advocate and Protection
1 / 18		Division since 1995. A statement of my
10 19		credentials appears later.
20	TT On	pinions
	11. Op	211120110
21 22	Q 4.	Please give your opinions on what the jus
23	<b>∠_</b> ₹∙	and reasonable rates are for Tennessee's
24		ratepayers receiving natural-gas
25		distribution service from Atmos.

Tennessee's ratepayers must provide a reasonable equity return to the providers of natural-gas distribution services, but such a return must be based on verified information, and the return must be free from the influence of capital-gains speculation.

In my opinion Tennessee's ratepayers are obliged to fund Atmos's investments through a return to equity motivated by wealth-creation through dividends rather than wealth-creation through capital-gains speculation. Tennesseeans should bear an overall capital cost of 6.6%, and no more.

The capital-cost components are 8% to equity, 5.52% to long term debt, and 5.09% to short term debt. These capital costs apply to a capital structure composed of 44.3% equity, 43.1% long term debt, and 12.6% short term debt, which sum to 100%.

The costs and capital structure are shown in my Schedule 1. If Tennessee's ratepayers have to fund Atmos at a rate more than 6.6%, the increase represents profit achieved through capital-gains speculation rather than profit through dividend payments. Such an increase is not necessary because Atmos is a low-risk company.

The capital cost embodies verified data 1 2 from the United States Securities And 3 Exchange Commission. In my opinion the 4 best forecast of future financial performance is past performance. Atmos has 5 publicly declared that it has no 6 7 obligation or duty to update forecasts of 8 future financial performance, whether such performance relates to Tennessee or any 9 10 state where Atmos operates.

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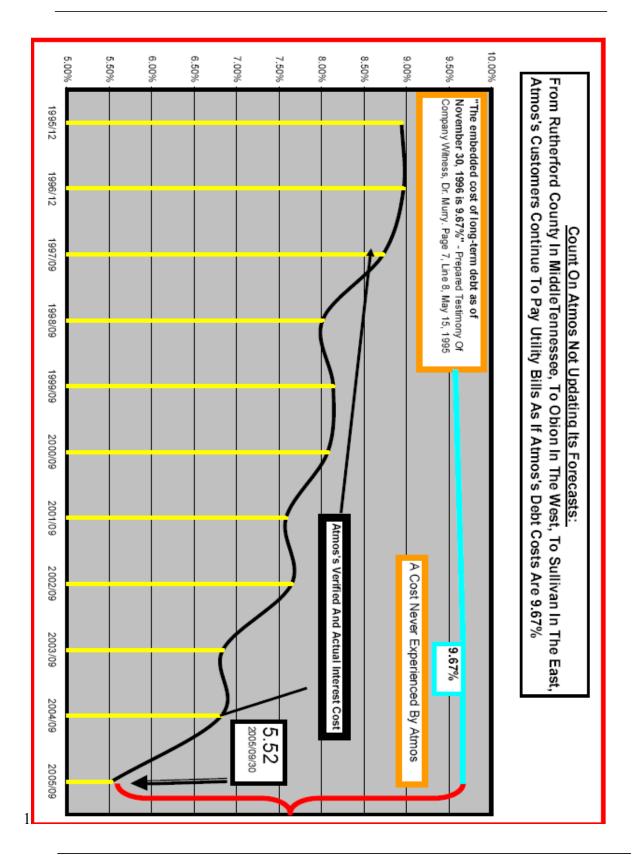
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My Schedule 2 places into the record the fair-warning that Atmos gives to investors and consumers. Having issued its warning, Atmos is to be taken at its word. Thus my opinion on just and reasonable rates is based on verified information. Otherwise, Tennessee's ratepayers have no protection from arbitrary financial predictions. In the marketplace a competitive environment protects consumers from having to pay wayward prices for services because competition gives consumers a choice of suppliers. Atmos is a monopoly, facing no competition from any other natural-gas distributor. Thus Atmos's financial forecasts are not a reasonable basis for setting prices to ratepayers in Tennessee. In the past Atmos made good on its warning, never updating its bills to consumers to account for the company's declining interest costs, which are shown in the next page of my testimony.



Atmos has not lowered its rates in over 11 years, but it has, like all natural-gas distributors, raised its dividends to stockholders. However, my research for this case has led me to discover that only 37% of publicly-traded companies pay dividends to their stock holders. The other companies rely on capital-gains to reward their stockholders. Thus, Atmos's need for an equity return must be judged according to its need to maintain stockholders' dividend payments, not according to Atmos's desire to offer capital-gains to its stockholders. In fact, the Federal Reserve Board's transcript from its Open Market Committee Meeting of March 22, 1994 says in part at page 40: "Everything we know about markets is that abnormal rates of return, especially those built on capital gains, cannot persist." Therefore, I pared away economic data dominated by capital-gains speculation until the data was reduced to a reliable core for Tennessee's ratepayers.

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Setting just and reasonable rates requires the selection of companies comparable to the company whose rates are in question. The "comparable companies" method for ratesetting is a long-standing regulatory principle which has the effect of preventing the arbitrary determination of equity costs.

Unique or arbitrary conditions that may affect Atmos's financial behavior are avoided when the opinions are founded on the behavior of the comparables. The use of "comparables" for regulatory-decision making is akin to judging behavior according to rules rather than judging behavior according to the identity of the company. Although nothing in rate-setting is absolute and inflexible, the "comparable companies" method is a tried-and-true measure for arriving at just and reasonable rates.

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I have chosen 10 companies to form a comparable group. They are AGL Resources, KeySpan, LaClede Group, New Jersey Resources, NICOR, Northwest Natural Gas Company, Peoples Energy Corporation, Piedmont, Southwest Gas Corporation, and WGL Holdings. These are the same companies I chose in CAPD's show-cause filing of September 15, 2005 regarding Atmos. These are also the companies which the Tennessee Regulatory Authority accepted as forming a comparable group in Docket 04-00034 to assess the proposed rates of Chattanooga Gas, a subsidiary of AGL Resources. However, in this docket AGL Resources is in the comparable group and Atmos is the company whose rates are being assessed.

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My Schedule 3, pages 1 to 10, displays the capital structures for each company for each fiscal year from 2003 to 2005. More specifically, the capital structure is taken from each comparable company's SEC form 10-K for each comparable company's most recent fiscal year. Each form 10-K has the benefit of being audited. I use the SEC's data as a means of building in accountability and objectivity into the capital structure, and limiting the capital structure to data verified by auditors who are independent of the company. Also, the three-year period generally matches the Authority's ratecase guidelines calling for three years of historical data.

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My Schedule 4 displays a short-term debt cost of 5.09%. Short-term debt cost is determined directly by the Federal Reserve Board. In January 2002 short-term debt cost dropped below 2%, moved to a minimum of 1% a year later, and did not return to 2% again until November 2004, when the Reserve Board appeared to change course by raising interest rates. The cost of 5.09% in my Schedule 4 is reasonable given the change in the Board's policy.

My Schedule 5 displays Atmos's current cost of long-term debt cost of 5.52%. Data at the top of the schedule ties directly to the long-term debt displayed in a portion of Atmos's SEC 10-K filing, which is shown in the bottom half of Schedule 5.

1 2

 My Schedule 6 displays one method I employed to determine the appropriate equity return. I used the traditional Discounted Cash Flow (DCF) method, where equity cost is the sum of a dividend yield and dividend growth. The DCF analysis suggests a reasonable equity return of 8%, which is close to the top of the range, shown on the schedule in the lower right, under the column named "Range Of Suggested DCF Equity Returns To The Stock Holder."

In my opinion the DCF is a sound model, not easily construed to give results far from the mainstream. Dividends and dividend yields are well tracked by web sites, newspapers, newsletters, and other forms of the popular press. In my opinion the public availability of the inputs and the ease with which they can be applied explain why the model appears in every rate case and in every jurisdiction.

1 Q\_5. What further evidence supports your 2 opinion that 8% is a reasonable equity 3 return?

4

5 In my opinion there is ample evidence. A 5. The return of 8% is well above Atmos's 6 debt cost of 5.52%. My Schedule 7 7 8 substantiates that the natural-gas 9 distributors consider the steady 10 payment of a dividend as a driving 11 force in their behavior. I found 12 nothing to indicate that capital-gains 13 are a motivating financial concern.

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Therefore, my opinion is that the reasonableness of an 8% return should be judged against other dividend-paying companies. To that end I constructed my Schedule 8. It is based on data for over 6000 companies in the Morningstar online-data-base which maintains a five-year history of financial data found in annual SEC Form 10-K reports filed with the Securities and Exchange Commission by companies throughout the United States.

Schedule 8 has eight large data boxes numbered (1) through (8) for eight different sets of companies. Each box number has a description under it, and

5 under the description are five columns

of data for the specific group of

7 companies in the box.

8

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12

15 16 For example, Schedule 8's lower left side displays a box labeled "(5) -

11 NYSE" for the New York Stock Exchange.

Underneath that label is the

description "NYSE - 1980 Companies

With A Market Value Of \$21,680

Billion." Just below the description,

on the left, is a column labeled

17 "Percent of NYSE Companies Paying

Dividends." Beneath the label is the

figure of "58%." To the left of the

20 "58%" figure is the term "Current."

The economic meaning is that just 58%

of the NYSE equity-listed companies

paid dividends to their stockholders

in the Fiscal Year 2005, which most

often ends in December. The rest of

the companies relied on capital gains

27 to reward their shareholders, which

28 means the shareholder gets no reward

29 unless the stock is sold.

To the right of "58%" is the figure of 1 2 "61%" which indicates that the 3 dividend-paying companies accounted 4 for 61% of the market value of the NYSE equity-listed companies Fiscal 5 Year 2005. To the right of "61%" is 6 the figure of "1.89%" which is the 7 8 median dividend yield of the NYSE's 9 dividend-paying companies. To the right of "1.89%" is the figure of "9%" 10 11 which is the median dividend growth of 12 the dividend-paying companies. Finally, to the right of "9%" is the 13 figure of "32%" which is the median 14 15 dividend payout of the dividend-paying 16 companies. Each data box is read in 17 the same way.

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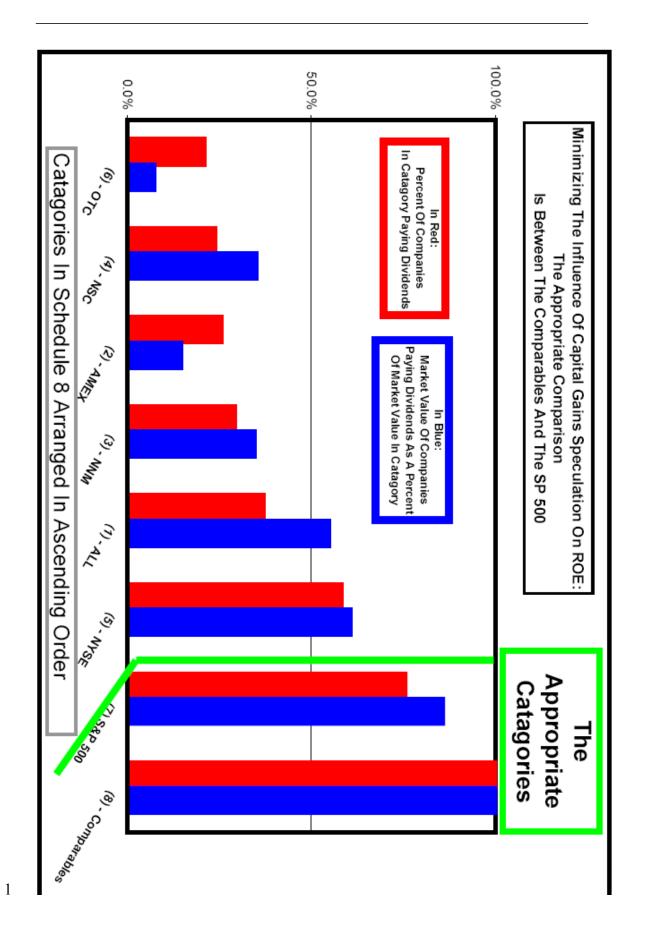
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Many companies do not make dividend payments, and thus are unlike Atmos and the comparable companies. An 8% equity return for Atmos is appropriately evaluated as just and reasonable by looking to a group of companies most like the comparables. That group is the S&P 500 because most of its companies pay dividends, shown as the data in box 7: "(7) - S&P 500." The chart on the next page displays Schedule 8's data and plainly shows the close similarity of the S&P 500 to the comparable group.



1		
2		A major difference between the two
3		groups lies in the dividend yield and
4		dividend growth. The S&P 500 has a
5		dividend yield of only 1.54%, well
6		below the 4.18% yield for the
7		comparable group. On the other hand,
8		S&P 500 has a dividend growth rate of
9		11% but the comparable group has a
10		growth rate of just over 2%. The low
11		growth rate combined with high yield
12		is a sign that the comparable
13		companies are low risk in comparison
14		to the broader group.
15		
16	Q_6.	In your opinion is Morningstar's data
17		accurate and complete?
18		
19	A_6.	Yes. In my opinion the data is
20		accurate and complete.
21		
22		For example, my Schedule 9 is drawn
23		from Morningstar's data and provides
24		another reason to employ the S&P500 as
25		a standard: it has representation from
26		the NYSE and the NASDAQ and the
27		distribution of market values closely
28		matches the distribution of market

values across the various markets.

29

My Schedule 10 shows that a steady 1 2 stream of high returns is not typical in the economy, as shown by the S&P 3 500 and the Dow Jones 30 Industrial 4 Index, both of which use NASDAQ and 5 NYSE companies. 6 7 8 My Schedule 11 displays certain 9 comments at the NASDAQ website 10 regarding the S&P 500 index and the 11 NYSE Composite Index, which I note 12 that Atmos has relied on in the past. 13 14 My Schedule 12 displays betas from the 15 NASDAQ website and further shows that 16 NASDAO uses the S&P 500 to calculate betas, a standard measure of risk. The 17 18 values of the betas, which average 19 only .34, confirm that the comparable 20 group and Atmos are low-risk companies in comparison to the market as a 21 22 whole. According to the beta, the 23 comparable group is only one-third as risky as the broader market, and Atmos 24 is only one-fourth as risky as the 25 26 broader market. 27 28 My Schedule 13 pages 1 to 11 display 29 web pages at NASDAQ, showing the betas 30 for each company in the comparable group and Atmos. 31

NASDAQ's betas are an input in my Risk 1 2 Premium model. 3 4 Q 7. What is the Risk Premium model? 5 6 The model is meant to assure that the A 7. 7 equity return should have a premium 8 over debt cost. Equity investments are 9 riskier than debt because equity 10 investments occasionally lose money, thus equity investors require a risk 11 premium or a higher return than debt. 12 13 For example, equity holders are last 14 in line for the distribution of 15 earnings and also last in line for 16 distribution of liquidation proceeds. In both cases the debt holders are 17 18 paid first. Any funds left are 19 distributed to the equity holders. 20 Therefore, the cost of equity is the 21 debt yield plus a risk premium for the 22 company. 23 24 What is the procedure for deriving the Q 8. 25 cost of equity from this risk premium 26 model? 27 28 The procedure has six steps: A 8. 29 1. Estimate the market's 30

current cost of debt - Kd.

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2. Estimate market-wide rate
1
2
             of return for common equity -
3
             R_{m} .
4
             3. Estimate the market-wide
5
             risk-free investment - R<sub>f</sub>.
6
7
8
             4. Take the difference
9
             between steps 2 and 3
10
11
             5. Multiply the difference by
12
             a "Beta" - B_e.
13
14
             6. Add the result of step 5
15
             to the debt cost in step 1.
16
             The result is the estimated
17
             cost of equity from the risk
18
             premium model
19
             K_e = K_d + (B_e) * (R_m - R_f)
20
21
22
23
             My Schedule 14 shows the results:
24
             8.0\% = 5.92\% + 0.332(9.93\% - 3.72\%)
25
26
27
28
             What do you use to estimate Kd, the
   Q_9.
29
             market's current cost of debt?
30
             I use 5.92%, as shown in my Schedule
31
   A 9.
             15. Atmos has said in its most recent
32
33
             SEC 10-K that its bonds are
```

"investment grade," which corresponds 1 2 to "triple A" or "AAA" rating. The rates in Schedule 15 are very recent 3 4 rates from the Federal Reserve Board, 5 and capture the Reserve Board's recent decisions raising interest rates, just 6 as my Schedule 4 does. Even though 7 8 Atmos's long term debt cost is 5.52%, 9 the market's current cost of debt is just that, a market rate and not a 10 11 specific company's cost. 12 13 What do you use to estimate  $R_m$ , Q 10. 14 market-wide rate of return for common 15 equity? 16 My Schedule 16, near the bottom, 17 A 10. displays a figure of 9.93%, the actual 18 historical returns to the S&P500 since 19 1925. This figure is taken from 20 Ibbotson Associates Yearbook- Stocks 21 22 Bonds, Bills and Inflation for 2005, 23 as noted at the bottom of the Schedule. The Ibbotson Associates 24 25 Yearbook for 2005, page 61, describes 26 the index: "The large company stock 27 total return index is based upon the S&P Composite Index. This index is 28 29 readily available, carefully 30 constructed, market-value-weighted 31 benchmark of large company stock 32 performance...Currently, the S&P 33 Composite Index includes 500 of the

largest stocks (in terms of stock 1 2 market value) in the United States." 3 4 Why are you using historical data to Q 11. 5 estimate the risk premium? 6 7 Historical data provides a way to A 11. 8 smooth out the wild fluctuations in 9 the risk premium, which is the difference between the risk-free 10 return and market return to common 11 12 equity. Since return to debt is fairly 13 stable, the fluctuations are caused by 14 the wide swings in the return to 15 equity. For example, if the return to 16 common equity is large in one year, so is the premium, if the return is small 17 the next year, the premium will be 18 19 negative. 20 21 Why are you using the years from 1925 Q 12. 22 through 2004 to measure the risk 23 premium? 24 25 A 12. Ibbotson provides historical 26 information on the risk premium from 27 1925 through 2004, and these years represent the entire term for which 28 29 information is available. Using the 30 entire data avoids any element of 31 subjectivity that may influence the selection of only a portion of the 32 33 data.

1		
2	Q_13.	Why are you using 9.93% as the
3		estimate of the market-wide rate of
4		return to common equity?
5		
6	A_13.	I use that figure because it
7		represents normal performance in the
8		market: 9.93% is the actual annual
9		rate of growth in the value of the S&P
10		500 companies. One dollar invested in
11		the S&P at year end 1925, with
12		dividends reinvested, grew to \$2533.20
13		by year end 2004; this represents a
14		compound annual growth rate of 9.93%.
15		The year-by-year change is shown
16		columns 3 and 6.
17		
18		In my Schedule 16 the figure of 9.93%
19		contrasts with figure of 12.39%, which
20		is an "arithmetic average" of
21		percentage changes, otherwise known as
22		a "fool's gold" calculation.
23		
24	Q_14.	Why is the figure "12.39%" a "fool's
25		gold" calculation?
26		
27	A_14.	The figure is a "fool's gold"
28		calculation because it overstates the
29		true percentage increase when
30		percentage increases are averaged with
31		percentage decreases.
32		

Here is an example of the "fool's 1 2 gold" calculation. If I bought a stock 3 two years ago for \$1000 and the market price declined to \$500, I would have a 4 loss of 50% in that year. If by a 5 miracle the stock climbed back to 6 \$1000 the next year, I would have a 7 8 100% gain even though I have the same amount of money I started with. 9 10 11 If I took that to a bank and asked for 12 a loan on the basis of my percent 13 gain, I think I would be turned down. 14 The average gain over two years is the 15 "arithmetic" mean, which is 25%, i.e., (-50% + 100%)/2. Any historical record 16

averaging percentage losses and

the true gain.

percentage gains to get an average

percent increase always overestimates

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The calculation is accurate only in 1 2 the case where there have always been 3 gains. In this situation the average 4 return and the "fool's gold" calculation are identical. A 5 divergence between the two numbers 6 7 indicates that in some years there were no gains and losses. The greater 8 9 the divergence, the greater the losses in the market. The difference between 10 "9.93%" and "12.39%" in my Schedule 15 11 12 indicates plenty of losses over the 13 years. 14 15 What represents the market-wide risk-Q 15. 16 free investment, R<sub>f</sub>? 17 18 I am using the three-month U.S. A 15. 19 Treasury bills displayed in my 20 Schedule 17. 21 22 What is the market-wide risk free rate Q 16. 23 of return, R<sub>f</sub>, based on three-month 24 bills? 25 The risk free rate is 3.72%, which is 26 A 16. 27 the annual growth rate in the value of 28 the three-month treasury bills from 29 1926 to 2004. Therefore, the time 30 frame of the risk-free rate matches the time frame of the market-wide 31 32 return to common equity. Schedule 16 shows the 79 year history for returns 33

to Treasury bills, and in the entire 1 2 time there is no loss. The "fool's 3 gold" calculation displays an 4 "arithmetic average" of 3.76%. It is slightly higher than the actual rate 5 because there were no gains in several 6 years. The three-month rate is the 7 8 best measure of a riskless rate 9 because it is the shortest-term rate. 10 11 Does the risk premium model require Q 17. 12 that the risk free rate be based on 13 long term debt or on short term debt? 14 15 Neither one is required because the A 17. 16 term of the debt is not material. The 17 critical aspect is that the debt must be risk free. 18 19 20 Why is the three-month treasury bill the Q 18. best measure of a riskless rate? 21 22 23 There are three reasons: A 18. 24 1. The three-month bill is a debt 25 26 instrument. This fits with the 27 risk premium's basic premise: the return to debt is less than the 28 29 equity return and equity return is determined by referencing debt. 30

2. Of all the other debt 1 2 instruments measures that could be 3 used -- long-term corporate bonds, 4 long-term government bonds, and 5 intermediate term government bonds -- the three-month bill provides 6 the lowest rate. This is 7 consistent with the financial 8 9 concept that rates decline as risk 10 declines, and risk declines as the the duration of the note declines. 11 12 3. A three-month bill is free from 13 14 losses but the other debt instruments are not, i.e., they 15 are riskier forms of investment 16 than the three-month bill, which 17 18 is why their rates are higher. Of 19 all the debt instruments, the three-month bill is the safest. 20 21 22 Investors are also absolutely 23 certain of what cash flows will be 24 received and when they will be received. Unlike the other debt 25 26 instruments, the three-month bill carries no risk of default or loss 27 28 of principal. 29 30 Is there a way to use long term bonds Q 19. as a riskless rate? 31

1	A_19.	No. Long term bonds could be used as a
2		riskless rate if the bonds were truly
3		riskless but that is not the case.
4		
5	Q_20.	What is the Consumer Advocate's
6		position on rate design?
7		
8	A_20.	The Consumer Advocate has generally
9		supported across-the-board rate
10		changes. At this time however, the
11		Consumer Advocate has not seen any
12		evidence that would suggest the need
13		to alter the across-the-board
14		approach.
15		
16		
17		
18		
19		
20		This completes my testimony at this time
21		
22	III.	Statement of Credentials and
23		Experience
24		
25	Q 21.	What experience do you have regarding
26	~_	utilities?
27		
28	A 21.	In 1995 I began work as an economist
29	_	in the Consumer Advocate and
30		Protection Division (CAPD) of the
31		Attorney General's Office. I have also
32		appeared as a witness for CAPD in
33		several cases before the Tennessee

Regulatory Authority (TRA). From 1986 1 2 to 1995 I was employed by the Iowa 3 Utilities Board as Chief of the Bureau 4 of Energy Efficiency, Auditing and Research, and Utility Specialist and 5 State Liaison Officer to the U.S. 6 Nuclear Regulatory Commission. From 7 8 1984 to 1986 I worked for Houston 9 Lighting & Power as Supervisor of Rate Design. From 1982 to 1984 I worked for 10 11 Arizona Electric Power Cooperative as 12 a Rate Analyst. From 1979 to 1982 I 13 worked for Tri-State Generation and Transmission Association as Power 14 15 Requirements Supervisor and Rate 16 Specialist. Since 1979 my work spanned many issues including cost of service 17 18 studies, rate design issues, 19 telecommunications issues and matters 20 related to the disposal of nuclear 21 waste. 22 23 What is your educational background? Q 22. 24 25 A 22. I have an M.S. in Regulatory Economics 26 from the University of Wyoming, an M.A. and Ph.D. in International 27 28 Relations with a specialty in 29 International Economics from the University of Denver, and a B.A. from 30 31 Colorado State University.

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Dr. Brown, have you authored any 1 Q 23. 2 articles relating to your profession? 3 4 Yes, my articles have appeared in A 23. 5 Public Utilities Fortnightly. 6 7 Are you and have you been a member of Q\_24. 8 any professional organizations, Dr. 9 Brown? 10 11 Yes, I am a past member of the NARUC A 24. 12 Staff Committee on Management 13 Analysis, a past trustee of and a 14 member of the Board for the Automatic 15 Meter Reading Association, and a current member of the National 16 Association of Business Economists. 17 18 19 Have you studied mathematics and Q 25. 20 statistics as part of your education? 21 22 Yes. A 25. 23 24 Dr. Brown, do you use mathematics and Q 26. statistics in combination with 25 26 economics as part of your profession? 27 28 A 26. Yes. 29 30 31 32 Where do you work and what is your job Q 27. 33 title?

1 2 I am an Economist in the Consumer A 27. 3 Advocate and Protection Division, 4 Office of the Attorney General. 5 6 What are your responsibilities as an Q 28. 7 Economist? 8 9 I review companies' petitions for rate A 28. 10 changes and follow the economic 11 conditions that affect the companies. 12 13 What experience do you have regarding Q 29. 14 utilities? 15 In 1995 I began work as an economist 16 A 29. in the Consumer Advocate and 17 Protection Division (CAPD) of the 18 19 Attorney General's Office. I have also 20 appeared as a witness for CAPD in several cases before the Tennessee 21 22 Regulatory Authority (TRA). From 1986 23 to 1995 I was employed by the Iowa Utilities Board as Chief of the Bureau 24 25 of Energy Efficiency, Auditing and 26 Research, and Utility Specialist and State Liaison Officer to the U.S. 27 Nuclear Regulatory Commission. From 28 29 1984 to 1986 I worked for Houston 30 Lighting & Power as Supervisor of Rate 31 Design. From 1982 to 1984 I worked for 32 Arizona Electric Power Cooperative as 33 a Rate Analyst. From 1979 to 1982 I

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1		worked for Tri-State Generation and
2		Transmission Association as Power
3		Requirements Supervisor and Rate
4		Specialist. Since 1979 my work spanned
5		many issues including cost of service
6		studies, rate design issues,
7		telecommunications issues and matters
8		related to the disposal of nuclear
9		_
		waste.
10 11	Q_30.	What is your educational background?
12	_	
13	A 30.	I have an M.S. in Regulatory Economics
14	_	from the University of Wyoming, an
15		M.A. and Ph.D. in International
16		Relations with a specialty in
17		International Economics from the
18		University of Denver, and a B.A. from
19		Colorado State University.
20		_
21	Q 31.	Dr. Brown, have you authored any
22	_	articles relating to your profession?
23		
24	A 31.	Yes, my articles have appeared in
25	_	Public Utilities Fortnightly.
26		<b>5 1</b>
27	Q_32.	Are you and have you been a member of
28	~_	any professional organizations, Dr.
29		Brown?
30		
31	A 32.	Yes, I am a past member of the NARUC
32	- <b>_</b> ·	Staff Committee on Management
33		Analysis a past trustee of and a

member of the Board for the Automatic 1 Meter Reading Association, and a 2 3 current member of the National Association of Business Economists. 4 5 6 Have you studied mathematics and Q\_33. 7 statistics as part of your education? 8 9 Yes. A\_33. 10 Dr. Brown, do you use mathematics and 11 Q 34. 12 statistics in combination with economics as part of your profession? 13 14 15 Yes. A\_34. 16