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December 10, 2020

# VIA ELECTRONIC FILING

Hon. Kenneth C. Hill, Chairman c/o Ectory Lawless, Docket Room Manager Tennessee Public Utility Commission 502 Deaderick Street, 4<sup>th</sup> Floor Nashville, TN 37243 TPUC.DocketRoom@tn.gov

RE: Rulemaking Proceeding to Promulgate Rules for the Evaluation of Utility Acquisitions, TPUC Docket No. 20-00025

Dear Chairman Hill:

Please find attached for filing *Tennessee-American Water Company's Response to Notice of Informal Technical Workshop to Explore Standards for Utility Acquisitions* in the above-captioned docket.

As required, one (1) hard copy will be mailed to your office. Should you have any questions concerning this filing, or require additional information, please do not hesitate to contact me.

Very truly yours,

BUTLER SNOW LL

Melvin I/Malone

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Attachments

cc: Elaine Chambers, TAWC

# BEFORE THE TENNESSEE PUBLIC UTILITY COMMISSION NASHVILLE, TENNESSEE

RULEMAKING PROCEEDING TO	)	
PROMULGATE RULES FOR THE	)	<b>DOCKET NO. 20-00025</b>
EVALUATION OF UTILITY	)	
ACQUISITIONS	)	

# TENNESSEE-AMERICAN WATER COMPANY'S RESPONSE TO NOTICE OF INFORMAL TECHNICAL WORKSHOP TO EXPLORE STANDARDS FOR UTILITY ACQUISITIONS

Tennessee-American Water Company ("Tennessee-American" or the "Company") files this Response to the Notice of Informal Technical Workshop to Explore Standards for Utility Acquisitions issued in this matter by the Tennessee Public Utility Commission ("TPUC" or the "Commission") on November 30, 2020. Tennessee-American commends the Commission's continued exploration of this important matter and appreciates the opportunity to submit this Response and to participate in the informal technical workshop.<sup>1</sup>

# I. Introduction

The Commission's Notice invites the submission of further "[w]ritten proposals, comments on proposals already filed, documentation, computations, analysis, examples, and other helpful information for discussion during the workshop by Friday, December 11, 2020." In addition, when scheduling the informal workshop, the Commission staff requested Tennessee-American to "provide copies of available filings and computations in Excel format related to proposed utility

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<sup>&</sup>lt;sup>1</sup> Tennessee-American submitted written comments and proposed revisions to the Commission's proposed rules on July 8, 2020 (original filing) and July 20, 2020 (substitute filing). In the interest of efficiency and ease of administrative burden, the Company incorporates by reference its July 20, 2020 Comments.

acquisitions in other jurisdictions depicting the 'reproduction cost new less depreciation' (RCNLD) methodology for valuing acquired utility assets." Tennessee-American accordingly submits herewith a sample RCNLD analysis for discussion at the workshop (attached as  $\underline{\mathbf{Exhibit}}$   $\underline{\mathbf{A}}$ ) and an example of an RCNLD calculation filed in support of an acquisition in another jurisdiction (attached as  $\underline{\mathbf{Exhibit}}$   $\underline{\mathbf{C}}$ ).

These materials, and the examples of the average embedded cost methodology submitted by Atmos Energy on December 9, 2020, underscore the importance of permitting utilities the opportunity to support transactions with valuation methodologies that reflect the current value of utility assets. As noted in Tennessee-American's July 20, 2020 Comments, the proposed rules would create a presumption that the addition to the acquiring utility's rate base will be limited to the "net book value." Net book value is defined as original cost less depreciation and less contributions in aid of construction ("CIAC") – the proposed rules thus incorrectly assume that decades-old original costs represent current value absent any consideration of the actual value of contributed property. This means that an acquiring utility that agrees to compensate a selling utility for the actual value of its assets, will likely be unable to recover a substantial portion of that amount in rates. As a result, potential buyers will be dissuaded from offering compensatory prices for utility systems when such an acquisition would serve both the potential seller's existing customers' interests and the public interest. When circumstances warrant the consolidation of Tennessee's smaller water and wastewater systems and the ongoing investment in those systems necessary to ensure the continued provision of safe, adequate and affordable water service to the citizens of

<sup>2</sup> Tennessee-American does not have this document in Excel format.

<sup>&</sup>lt;sup>3</sup> Tennessee-American Comments at 4.

Tennessee, the presumption that rate base additions will be limited to net book value will discourage those needed investments.

Therefore, while Tennessee-American continues to encourage inclusion of the RCNLD valuation methodology in the Commission's rules, it is essential that in any event the Commission *not* limit additions to the acquiring utility's rate base to net book value. If the Commission is not prepared to incorporate RCNLD and other alternative methodologies into its rules for water and wastewater utilities at this time, Tennessee-American respectfully submits that neither should it incorporate net book value and exclude even the consideration of alternative methodologies. It would be better for the citizens of Tennessee for the Commission to evaluate proposed valuations methodologies in the context of individual proposed acquisitions than to adopt a rule that would discourage the acquisitions needed to consolidate and improve Tennessee's water and wastewater infrastructure.

As set forth in its July 20, 2020 Comments and suggested revisions to the Commission's proposed rules, and as outlined at the July 22, 2020 hearing, Tennessee-American has proposed to replace the proposed rules' "net book value" default ceiling for the valuation of the selling utility's ratemaking rate base with the selling utility's assets' "reproduction cost new less depreciation" ("RCNLD"). Tennessee-American has asserted that the rules should provide that the addition of the acquiring utility's rate base shall be established at the lesser of the negotiated sale price or the RCNLD of the acquired assets. Upon consideration of the comments submitted in this matter by Atmos Energy, Tennessee-American believes the rules should provide that the acquiring utility's rate base should be established at the lesser of the negotiated sale price, the RCNLD of the acquired assets, or the acquiring utility's average embedded cost.

# **II.** Overview of Reproduction Cost New Less Depreciation Methodology

Reproduction cost new less depreciation, or RCNLD, is a calculation of the cost to construct, at current prices, an exact duplicate or replica of the utility assets, without regard to the original sources of funding for those assets, using the same materials, construction standards, design, layout, and quality, net of depreciation. The RCNLD methodology uses the "Handy-Whitman Index of Public Utility Construction Costs" ("Handy-Whitman Index") to derive the current reproduction costs of utility assets. The Handy-Whitman Index is a generally accepted, authoritative publication that is widely recognized in the utility industry as a measure of the value of utility facilities. The Handy-Whitman Index has been published continuously since 1924, and its index numbers are used in the building construction, electric utility construction, gas utility construction, and water utility construction industries. The Handy-Whitman Index provides an index number for each vintage of each asset in a utility system. The index numbers are developed from wage rates and prices prevailing on January 1 and July 1 of each year for each of six geographic regions in the continental United States. In a RCNLD valuation, the index numbers are used to produce a factor that is then used to adjust the original cost of the asset in question to current cost. There are two important aspects of the RCNLD methodology as proposed by

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<sup>&</sup>lt;sup>4</sup> See, e.g., Indiana Michigan Power Co., No. 44075, 2013 WL 653036, 303 P.U.R.4th 384 (Ind. U.R.C. Feb. 13, 2013) (referring to the Handy-Whitman Index as a "recognized . . . cost ind[ex]" used in "accepted methodologies" for "property valuation"), on reconsideration, No. 44075, 2013 WL 1180842 (Ind. U.R.C. Mar. 14, 2013), and aff'd sub nom. Indiana Office of Util. Consumer Counselor v. Indiana Michigan Power Co., 7 N.E.3d 1025 (Ind. Ct. App. 2014); Order Instituting Rulemaking on the Comm'n's Own Motion to Develop Rules & Procedures to Ensure That Inv'r-Owned Water Utils. Will Not Recover Unreasonable Return on Invs. Financed by Contamination Proceeds, No. D. 10-12-058, 2010 WL 5650693 (Cal. P.U.C. Dec. 16, 2010) ("The Handy-Whitman index is a widely recognized publication which reflects the costs of different types of utility construction."); • N. Shore Gas Co. the Peoples Gas Light & Coke Co., No. 09-0166, 2010 WL 2375848, at \*4 n.1 (III. Commerce Comm'n June 2, 2010) ("The Commission has approved the use of the Handy-Whitman Index to trend original cost dollars as a means of establishing valuation for rate-making purposes in numerous cases. Furthermore, the Index is widely recognized in the utility industry as a measure of the value of utility facilities." (quoting N. Illinois Water Corp., 1982 WL 914957 at 5 (Order, Jan. 6, 1982))); Re Great Falls Gas Co., No. 4693, 1959 WL 116959, 29 P.U.R.3d 237 (Mont. D.P.S.R. June 19, 1959) ("Applicant's trended original cost valuation was computed by applying cost indices to the original cost of various items of plant. Indices were taken from the Handy-Whitman Index of Public Utility Construction Costs, long recognized as an authoritative publication on cost trends.").

Tennessee-American. First, the Handy-Whitman Index numbers are not simply inflation factors — they are based on the actual current costs of the labor, materials and equipment used to build and maintain utility systems. This allows the buying and selling utilities to determinate the current value of utility assets. Second, if an asset of the utility to be acquired is fully depreciated, its RCNLD value is zero; this means that there is no "double recovery" when a fully-depreciated asset is replaced after the acquisition.

# **III. Sample RCNLD Analysis**

To illustrate the RCNLD methodology, Tennessee-American has prepared a RCNLD valuation of a hypothetical water system (attached as **Exhibit A**). Dr. Christina Chard, who appeared on behalf of the Company and described the RCNLD method at the July 22, 2020 hearing held in this matter, will be available to discuss this analysis at the informal technical workshop.

As illustrated by the example, valuing utility assets using the RCNLD methodology entails the following steps:

- 1. The system assets are organized by utility plant account number (Column A) and vintage (Column C).
- 2. The depreciation rate (Column D) is applied to the original cost (per books) of each asset (Column E) to produce current depreciation (Column F), which is applied to the asset's vintage to produce its accumulated depreciation (Column G).
- 3. Accumulated depreciation (Column G) is then subtracted from the original cost (per books) of each asset (Column E) to produce the depreciated original cost (DOC) value (Column H).
- 4. The depreciated original cost (DOC) value (Column H) is then multiplied by the reproduction cost new factor (RCN Factor) (Column I) derived from the Handy-Whitman Index numbers for that asset and vintage to yield the reproduction cost new less depreciation (RCNLD) for that asset (Column J).
- 5. The reproduction costs of the assets are then summed to produce the RCNLD valuation of the system in the example, \$6,001,770.

# IV. RCNLD In Other Jurisdictions

West Virginia has expressly authorized the use of the RCNLD methodology as a standalone method for valuing utility assets for voluntary acquisitions. West Virginia's 2020 Senate Bill 551<sup>5</sup> was passed in March of 2020, with an effective date 90 days later, in June of 2020 (attached as Exhibit B). To Tennessee-American's knowledge, no applications for utility valuation have been filed pursuant to the West Virginia legislation in the six months since it went into effect. The RCNLD valuation methodology is also *one* of the methodologies authorized in jurisdictions that permit "fair market value" valuations. Attached as **Exhibit C** is an RCNLD valuation (referred to as a "trended original cost study" in the document) that was included in a fair market value appraisal filed in support of a Pennsylvania water system acquisition. <sup>6</sup> Tennessee-American has found that, in fair market value jurisdictions, parties seeking approval of the sale of water and wastewater assets tend to utilize *replacement* cost methodology, or a combination of replacement cost and reproduction cost methodologies, as the cost component of their valuations. Replacement cost methodology calculates the current value of the assets based on how the assets would be constructed as of the valuation date, using technology and equipment at that time. Reproduction cost methodology calculates the cost to build the assets as they currently exist, including the technology and equipment that are currently in service. The RCNLD methodology proposed by Tennessee-American incorporates *reproduction* cost methodology.

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<sup>&</sup>lt;sup>5</sup> Codified at W. Va. Code Ann. § 24-2-4g(b)(1)-(2) (2020).

<sup>&</sup>lt;sup>6</sup> In re: Application and related filings of Pennsylvania-American Water Company under Sections 507, 1102(a), and 1329 of the Pennsylvania Public Utility Code, 66 Pa. C.S. §§ 507, 1102(a), 1329, for approval of its acquisition of water system assets of Steelton Borough Authority, Docket No. A-2019-3006880 (Pa. Pub. Util. Comm'n), Application Appendix 5.02 (the complete fair market value report is available at <a href="https://www.puc.pa.gov/pcdocs/1612801.pdf">https://www.puc.pa.gov/pcdocs/1612801.pdf</a>). Tennessee-American does not have the RCNLD schedules of this document in Excel format.

# V. The Commission Should Authorize the Use of RCNLD and Other Methodologies To Determine Rate Base Additions

As discussed in Tennessee-American's July 20, 2020 Comments, and as recognized by the United States Environmental Protection Agency and the Tennessee Department of Environment and Conservation, Tennessee's water and wastewater infrastructure will require investment of more than \$10 billion over the next two decades. In many circumstances, the investment required to meet increasing water quality standards can only be achieved through the consolidation of smaller water and wastewater systems. Tennessee-American's suggested revisions to the Commission's proposed rules, in particular the replacement of the net book value standard for determining rate base additions with RCNLD or another valuation methodology more reflective of current value, will support the necessary consolidation of small water and wastewater systems and investment in Tennessee infrastructure by providing appropriate compensation to the owners of selling utilities, while controlling the costs to be passed through to the customers of both the selling and the acquiring utilities.

Conversely, if the Commission creates a presumption that additions to the acquiring utility's rate base are limited to net book value (defined as original cost less depreciation and less unamortized CIAC), it will discourage consolidation and investment. The net book value measure rests on the erroneous assumption that the costs of assets decades ago are representative of the costs of assets today. Net book value also ignores the actual value of unamortized CIAC. For these reasons, selling utilities are very often unwilling or unable to sell their systems at net book value. On the other hand, without reasonable assurance that they will have the opportunity to recover the actual value of the acquired assets in rates, utilities will be unwilling or unable to offer a price that

<sup>&</sup>lt;sup>7</sup> See Tennessee-American Comments at 2 & nn. 1-2.

<sup>&</sup>lt;sup>8</sup> See id. at 3-4 & nn. 3-6.

accurately reflects the value of the selling utility's assets. As discussed above and in Tennessee-American's July 20, 2020 Comments, the Commission should adopt policies that encourage consolidation of Tennessee's smaller water and wastewater systems which, lacking economies of scale, struggle to maintain deteriorating infrastructure and to meet ever-increasing water quality standards. It should also adopt policies that encourage ongoing private investment in those systems. Adoption of net book value as the presumptively correct measure of water and wastewater systems' value for ratemaking purposes would *discourage* such consolidation and investment, thus depriving Tennessee of a critical source of funding to meet the challenges posed by aging infrastructure and increased water quality obligations.

The Company recognizes that the Commission may hesitate to adopt a methodology with which it is unfamiliar. If the Commission is not yet ready to incorporate RCNLD or other methodologies into its rules at this time, it should also refrain from imposing net book value as the presumptive method for determining additions to the acquiring utility's rate base. If rules are to be adopted, they should allow utilities to utilize, and the Commission to consider, more reasonable valuation methods, such as RCNLD or the average embedded cost methodology proposed by Atmos Energy, on a case-by-case basis. There is no need to adopt a valuation rule that would limit the Commission's discretion at this time, particularly when doing so would discourage needed investment in and consolidation of Tennessee's water and wastewater systems.

# VI. Conclusion

As noted in Tennessee-American's July 20, 2020 comments, the Commission has taken an important first step to facilitating consolidation of small utility systems through acquisitions. An essential further step is for the Commission to ensure that any rule for the evaluation of utility acquisitions recognizes industry constraints, market realities, Tennessee's ever-increasing need for

significant infrastructure improvements, and customer interests. Respectfully, Tennessee-

American does not believe that the published rules, without material changes such as those

proposed in its Comments, would serve the public interest. We hope that the informal workshop,

together with the comments on file and the hearing held on July 22, 2020, will assist the

Commission in ensuring that its rules support the consolidation of smaller water and wastewater

systems by supporting compensatory pricing for utility system acquisitions and affording the

acquiring utility the opportunity to recover the costs of acquisition, while ensuring that rates paid

by customers of both the selling and acquiring utilities are just and reasonable.

Tennessee-American appreciates the opportunity to submit this Response and respectfully

requests that the Commission incorporate the revisions attached to the Company's July 20, 2020

substitute comments into its proposed rules or, in the alternative, refrain from adopting rules that

will discourage the consolidation of smaller water and wastewater systems by investor-owned

utilities.

RESPECTFULLY SUBMITTED,

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# **EXHIBIT A**

#### **Tennessee American Water Company**

Reproduction Cost New Less Depreciation (RCNLD) Calculation Example As of 6/30/2020

6/30/2020

[A] [B] [C] [D] [E] [F] [G] [H] [I] [J]

							Accum	nulated		Ī		I .
						Current		ciation	С	OC Value		RCNLD Value
Acct #	Asset Description	Date Acquired	Depreciation Rate	Per Books	D	epreciation		/2020		5/30/2020	RCN Factor	06/30/2020
							,	,		,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,,		20,20,202
Land & Righ	ts:											
303000	Land & Rights	7/1/1960		\$ 600	\$	-	\$	-	\$	600	1.000	\$ 600
303200	Land & Rights	7/1/1960		5,461		-		-		5,461	1.000	5,461
303200	Land & Rights	6/30/1996		28,631		-		-		28,631	1.000	28,631
303200	Land & Rights	1/1/2004		12,336		-		-		12,336	1.000	12,336
303400	Land & Rights	1/1/2004		19,426		-		-		19,426	1.000	19,426
303400	Land & Rights	10/20/2011		59,000		-		-		59,000	1.000	59,000
	Total Land & Rights			\$ 125,454	\$	-	\$	-	\$	125,454		\$ 125,454
Structure &	Improvements:											
304200	Booster Station	6/30/1989	2.65%	947		25		778		168	2.713	457
304200	Pumping Station	1/1/2004	2.65%	71,340		1,891		31,206		40,134	1.708	68,540
304200	Filter rehab at water treatment plant	4/25/2005	2.65%	57,546		1,525		23,167		34,379	1.605	55,175
304300	WTP Building	6/30/1983	2.65%	1,544,891		40,940	1,	515,887		29,004	3.490	101,232
304300	Invensys transmitters for loss of head gauges - plant	2/3/2003	2.65%	3,218		85		1,485		1,733	1.825	3,162
304400	Masonry Block building and main amp breaker box	6/30/1996	2.65%	8,553		227		5,443		3,109	2.240	6,965
304400	Check valve and shut off valve	2/21/2001	2.65%	3,749		99		1,924		1,825	1.902	3,471
304400	Gate valve	7/16/2001	2.65%	2,138		57		1,075		1,063	1.902	2,023
304400	Block walls/Electrical Panel	10/20/2011	2.65%	26,616		705		6,137		20,479	1.231	25,214
	Total Structure & Improvements			\$ 1,718,998	\$	45,553	\$ 1,	587,104	\$	131,894		\$ 266,238
Pumping Eq	uipment:											
311000	Pump #1Floway Verticle Turbine /Type LKH	7/1/1976	2.65%	589,857		15,631		688,202		-	7.897	-
311000	Pumping Equipment	6/30/1983	2.65%	79,200		2,099		77,713		1,487	5.070	7,539
311000	Pump lagoon	9/1/1993	2.65%	4,550		121		3,237		1,313	3.560	4,674
311000	10HP Electric Motor/ground pump 230-230	6/30/1996	2.65%	11,316		300		7,202		4,114	3.053	12,562
311000	Mud pump @ WTP	5/1/2001	2.65%	2,927		78		1,488		1,440	2.607	3,753
311000	Water pump @ Crossroads booster station	1/4/2003	2.65%	3,728		99		1,729		1,999	2.530	5,059
311000	Raw water pump (spare)	6/2/2003	2.65%	6,164		163		2,792		3,372	2.530	8,533
311000	Pumping Station 3450, 20HP	1/1/2004	2.65%	39,216		1,039		17,154		22,062	2.402	52,995
311000	Pump Station Automation	6/1/2004	2.65%	16,000		424		6,822		9,178	2.402	22,046
311000	175 GPM Pumps and centrifugal controllers	10/20/2011	2.65%	15,000		398		3,459		11,541	1.827	21,087
311000	Pumping Equipment	4/10/2013	2.65%	7,068		187		1,354		5,714	1.644	9,391
	Total Pumping Equipment			\$ 775,026	\$	20,538	\$	811,151	\$	62,220		\$ 147,638
	ment Equipment:											
320000	Water Treatment Equipment	6/30/1983	2.65%	141,100		3,739		138,451		2,649	3.759	9,956
320000	Water Treatment Equipment	6/30/1999	2.65%	2,400		64		1,337		1,063	2.322	2,469
320000	Water Treatment Equipment	1/29/2001	2.65%	299		8		154		145	2.172	315
320000	Water Treatment Equipment	10/2/2001	2.65%	1,954		52		971		983	2.172	2,134
320000	Water Treatment Equipment	11/16/2001	2.65%	6,618		175		3,268		3,350	2.172	7,276

# **Tennessee American Water Company**

Reproduction Cost New Less Depreciation (RCNLD) Calculation Example As of 6/30/2020

6/30/2020

[A]	[B]	[C]	[D]	[E]	[F]	[G]	[H]	[1]	[1]
						Accumulated			
					Current	Depreciation	DOC Value		RCNLD Value
Acct #	Asset Description	Date Acquired	Depreciation Rate	Per Books	Depreciation	06/30/2020	06/30/2020	RCN Factor	06/30/2020
320000	Water Treatment Equipment	12/5/2001	2.65%	1,728	46	851	877	2.172	1,905
320000	Water Treatment Equipment	1/15/2002	2.65%	997	26	488	509	2.104	1,071
320000	Water Treatment Equipment	4/5/2002	2.65%	8	0	4	4	2.104	9
320000	Water Treatment Equipment	6/10/2002	2.65%	2,423	64	1,160	1,263	2.104	2,657
	Total Water Treatment Equipment			\$ 157,526	\$ 4,174	\$ 146,683	\$ 10,843		\$ 27,791
Distribution	Reservoir & Standpipes:								
330000	Distribution Reservoir & Standpipes	6/30/1996	2.65%	44,000	1,166	28,003	15,997	3.331	53,281
330000	Distribution Reservoir & Standpipes	6/30/2000	2.65%	47,826	1,267	25,365	22,461	3.096	69,546
330000	Distribution Reservoir & Standpipes	1/1/2004	2.65%	142,916	3,787	62,516	80,400	2.714	218,230
330000	Distribution Reservoir & Standpipes	3/15/2004	2.65%	5,300	140	2,290	3,010	2.714	8,170
	Total Distribution Reservoir & Standpipes			\$ 240,042	\$ 6,361	\$ 118,174	\$ 121,868		\$ 349,226

# **Tennessee American Water Company**

Reproduction Cost New Less Depreciation (RCNLD) Calculation Example As of 6/30/2020

6/30/2020

[A]	[B]	[C]	[D]	[E]	[F]	[G]	[H]	[1]	[1]
						Accumulated	ĺ		1
					Current	Depreciation	DOC Value		RCNLD Value
Acct #	Asset Description	Date Acquired	Depreciation Rate	Per Books	Depreciation	06/30/2020	06/30/2020	RCN Factor	06/30/2020
_									
	n & Distribution Mains:	-1.1							
331100	Transmission & Distribution Mains	6/1/1958	1.23%	420,084	5,167	320,993	99,091	13.444	1,332,218
331100	Transmission & Distribution Mains	7/1/1960	1.23%	390	5	288	102	12.456	1,271
331100	Transmission & Distribution Mains	5/30/1976	1.23%	1,400	17	760	640	4.010	2,568
331100	Transmission & Distribution Mains	6/30/1976	1.23%	2,548	31	1,380	1,168	4.010	4,684
331100	Transmission & Distribution Mains	6/30/1977	1.23%	713	9	377	336	3.861	1,296
331100	Transmission & Distribution Mains	6/30/1980	1.23%	207	3	102	105	3.159	332
331100	Transmission & Distribution Mains	6/30/1983	1.23%	236	3	108	129	2.762	355
331100	Transmission & Distribution Mains	6/30/1996	1.23%	21,777	268	6,433	15,344	1.976	30,324
331100	Transmission & Distribution Mains	4/5/2002	1.23%	3,496	43	785	2,711	1.648	4,469
331100	Transmission & Distribution Mains	6/14/2010	1.23%	110,364	1,357	13,645	96,719	1.152	111,410
331210	Transmission & Distribution Mains	12/1/1975	1.23%	612	8	336	276	4.170	1,152
331210	Transmission & Distribution Mains	6/30/1978	1.23%	4,070	50	2,104	1,966	3.690	7,255
331210	Transmission & Distribution Mains	6/30/1979	1.23%	480	6	242	238	3.418	813
331210	Transmission & Distribution Mains	6/30/1982	1.23%	1,099	14	514	585	3.044	1,781
331210	Transmission & Distribution Mains	6/30/1984	1.23%	4,108	51	1,820	2,288	2.799	6,403
331210	Transmission & Distribution Mains	6/30/1988	1.23%	9,216	113	3,630	5,586	3.262	18,224
331210	Transmission & Distribution Mains	3/31/1994	1.23%	23,011	283	7,435	15,576	2.183	34,006
331210	Transmission & Distribution Mains	6/30/1996	1.23%	369,784	4,548	109,235	260,549	1.976	514,923
331210	Transmission & Distribution Mains	7/10/1996	1.23%	2,750	34	811	1,939	1.976	3,831
331210	Transmission & Distribution Mains	5/2/1997	1.23%	43,570	536	12,421	31,149	1.931	60,136
331210	Transmission & Distribution Mains	12/9/1997	1.23%	1,478	18	410	1,068	1.931	2,061
331210	Transmission & Distribution Mains	9/30/1999	1.23%	463,890	5,706	118,478	345,412	1.904	657,698
331210	Transmission & Distribution Mains	3/9/2000	1.23%	29,656	365	7,413	22,243	1.805	40,152
331210	Transmission & Distribution Mains	4/5/2002	1.23%	553,148	6,804	124,163	428,985	1.648	707,053
331210	Transmission & Distribution Mains	7/1/2005	1.23%	32,320	398	5,966	26,354	1.443	38,026
331210	Transmission & Distribution Mains	6/14/2010	1.23%	391,290	4,813	48,379	342,911	1.418	486,111
331210	Transmission & Distribution Mains	7/1/2012	1.23%	403,715	4,966	39,739	363,976	1.292	470,293
331350	Transmission & Distribution Mains	9/30/1999	1.23%	14,747	181	3,766	10,980	1.904	20,907
331350	Transmission & Distribution Mains	4/5/2002	1.23%	3,164	39	710	2,454	1.648	4,044
	Total Transmission & Distribution Mains			\$ 2,913,324	\$ 35,834	\$ 832,447	\$ 2,080,877		\$ 4,563,795
Services:									
334000	Services	3/31/1994	1.68%	318	5	140	178	2.353	418
333000	Services	6/30/1996	1.68%	4,388	74	1,770	2,618	2.199	5,757
333000	Services	5/2/1997	1.68%	6,482	109	2,524	3,958	2.186	8,651
333000	Services	12/9/1997	1.68%	432	7	164	268	2.186	586
333000	Services	9/30/1999	1.68%	39,009	655	13,608	25,401	2.114	53,693
333000	Services	3/9/2000	1.68%	35,083	589	11,978	23,104	2.029	46,872
333000	Services	4/5/2002	1.68%	9,756	164	2,991	6,765	1.961	13,267
333000	Services	1/1/2004	1.68%	31,048	522	8,610	22,438	1.820	40,828
		, ,		- ,,		-,	,		, 1

#### **Tennessee American Water Company**

Reproduction Cost New Less Depreciation (RCNLD) Calculation Example As of 6/30/2020

6/30/2020

[A]	[B]	[C]	[D]		[E]	[F]	[G]	[H]	[1]	[1]
Acct #	Asset Description	Date Acquired	Depreciation Rate		Per Books	Current Depreciation	Accumulated Depreciation 06/30/2020	DOC Value 06/30/2020	RCN Factor	RCNLD Value 06/30/2020
333000	Services	7/1/2005	1.68%		5,800	97	1,462	4,338	1.722	7,469
333000	Services	7/1/2003	1.68%		65,765	1,105	8,842	56,923	1.722	67,203
333000	Total Services	7/1/2012	1.00%	\$	198,081				1.101	\$ 244,745
	eter Installations:	6/20/4002	7.000/		2.276	450	F 000		2.255	
334000	Meters & Meter Installations	6/30/1983	7.00%		2,276	159	5,899	-	3.255	-
334000	Meters & Meter Installations	1/1/2004	7.00%		629	44	727	-	2.217	- 20.262
334000	Meters & Meter Installations	6/30/2012	7.00%		38,247	2,677	21,433	16,814	1.211	20,363
334000	Meters & Meter Installations	6/30/2013	7.00%	_	29,194	2,044	14,316	14,878	1.205	17,923
	Total Meters & Meter Installations			\$	70,346	\$ 4,924	\$ 42,375	\$ 31,692		\$ 38,286
11 - 1 1 -										
Hydrants:	II. day day	42/4/4075	4.020/		400	-	227	72	7.600	566
335000	Hydrants	12/1/1975	1.83%		400	7	327	73	7.699	566
335000	Hydrants	12/31/1982	1.83%		1,662	30	1,141	521	4.494	2,340
335000	Hydrants	6/30/1984	1.83%		956	17	630	326	4.078	1,328
335000	Hydrants	3/31/1994	1.83%		2,057	38	989	1,068	2.816	3,008
335000	Hydrants	6/30/1996	1.83%		33,425	612	14,690	18,735	2.634	49,347
335000	Hydrants	5/2/1997	1.83%		2,948	54	1,250	1,697	2.318	3,935
335000	Hydrants	12/9/1997	1.83%		1,490	27	615	875	2.318	2,027
335000	Hydrants	9/30/1999	1.83%		25,897	474	9,841	16,056	2.167	34,799
335000	Hydrants	3/9/2000	1.83%		710	13	264	446	2.093	933
335000	Hydrants	4/5/2002	1.83%		24,280	444	8,109	16,171	1.949	31,513
335000	Hydrants	1/1/2004	1.83%		36,006	659	10,877	25,129	1.882	47,296
335000	Hydrants	7/1/2005	1.83%		2,092	38	575	1,517	1.832	2,780
335000	Hydrants	7/1/2012	1.83%		47,616	871	6,973	40,643	1.445	58,725
	Total Hydrants			\$	179,538	\$ 3,286	\$ 56,280	\$ 123,258		\$ 238,596
			_							
					6,378,335	123,999	3,646,305	2,834,096		6,001,770

Overall RCNLD Factor 2.12

NOTE: RCNLD Factors were selected from the Handy-Whitman Index of Public Utility Costs by property type and region

# **EXHIBIT B**

West's Annotated Code of West Virginia
Chapter 24. Public Service Commission

Article 2. Powers and Duties of Public Service Commission (Refs & Annos)

W. Va. Code, § 24-2-4g

§ 24-2-4g. Establishing the value of utility assets in the context of the acquisition of a utility or utility assets and providing for the combination or allocation of water and wastewater revenue requirements

Effective: June 5, 2020 <u>Currentness</u>

- (a) The Legislature finds that:
- (1) Many West Virginia publicly owned municipal, public service district-owned, and investor-owned water and wastewater utilities face substantial capital investment needs to replace aging utility infrastructure and to maintain compliance with regulatory requirements, and many municipalities that own and operate utility systems are confronted with additional financial challenges arising from diminishing tax bases, the need to repair streets and other municipally owned facilities, and unfunded or underfunded liabilities for pension and other post-employment benefit programs;
- (2) Given these challenges, some of these utilities may be unable to continue to provide acceptable levels of utility service at reasonable rates, and may wish to consider the sale of their utility assets, and this decision will require those utilities to consider the expected valuation of their utility assets, the manner in which the post-acquisition rates of their customers will be established and moderated, and the purposes to which the proceeds of any sale of utility assets by a municipality may be devoted under state law;
- (3) For utilities considering the sale of their utility assets, a valuation of the utility assets that is primarily based on the original cost of those assets less depreciation and less the value of contributed property will: (A) Understate the actual fair value of those assets to an acquiring party; (B) fail to account for potential income that could be generated from those assets; (C) reduce the financial benefit to utilities considering selling those assets; and (D) thereby disincentivize those utilities from selling those assets;
- (4) To assist utilities considering the sale of their utility assets in making informed decisions on whether to sell their utility assets, the commission will permit acquiring and selling parties to negotiate a value for those assets, permit the acquiring party to include the negotiated sale price of the assets in post-acquisition rate base for rate-making purposes, and make its post-acquisition rate-base determination based on the valuation approach specified in this section;
- (5) To assist utilities that provide both water and wastewater utility service in moderating the rate impact of wastewater service investment on wastewater system customers, it is appropriate to authorize the combination of water and wastewater revenue requirements or the allocation of a portion of a wastewater revenue requirement to water customers if such a combination or allocation is just and reasonable and results in water and wastewater rates that are based primarily on the cost of providing service;

- (6) Expanding the permissible uses by a municipality of the proceeds of a sale of utility assets as provided for in § 8-12-17 of this code will also facilitate and encourage a municipality's ability to sell its utility assets, should it choose to do so; and
- (7) The enactment of these regulatory improvements will facilitate the repair and replacement of utility infrastructure by improving access to investment capital and moderating the rate impact to customers of investments in utility infrastructure, and thereby enhancing the state of water and wastewater utility infrastructure assets and the service provided by those assets, all of which are in the best interest of West Virginia and its citizens.
- (b) Value of utility assets; rate-base addition; ancillary approvals. --
- (1) In any case filed pursuant to § 24-2-12 of this code seeking the commission's prior consent and approval of the acquisition by an acquiring utility of the utility assets of a selling utility, the applicants may propose a negotiated sale price for the utility assets that is in accordance with utility asset valuation methodologies, such as depreciated original cost, or reproduction cost new less depreciation, or other industry standard utility asset valuation methods, excluding the use of fair market appraisal valuation methods: *Provided*, That the applicants will present evidence of those asset values in the application: *Provided*, *however*, That the utility asset valuation methodologies and definitions referenced in § 24-2-4g(d) of this code apply solely to cases filed pursuant to chapter 24 of this code.
- (2) If the commission finds that the proposed acquisition, including the negotiated sale price, satisfies the requirements for approval in § 24-2-12 of this code, including a finding that the terms and conditions of the acquisition are reasonable and that neither party thereto is given an undue advantage over the other, and does not adversely affect the public in this state, then the commission will establish the rate based addition at the negotiated sale price, as determined and in accordance with subdivision (1) of this subsection.
- (3) In its order granting, denying, or modifying the relief requested in an application described in subdivision (1) of this subsection, the commission may also approve any rate stabilization plan, tariff change or provision, or surcharge mechanism proposed by the applicants and that the commission finds reasonable in view of the proposed transaction and the acquiring utility's proposed post-acquisition improvements to the utility assets.
- (4) In any application described in subdivision (1) of this subsection, the commission will issue a final order granting, denying, or granting in part and denying in part the relief requested in the application.
- (5) Nothing in this section or § 24-2-12 of this code requires an acquiring utility or a selling utility to obtain the prior consent and approval of the commission to enter into agreements or undertake commitments incident to the negotiation, due diligence, or finalization of an agreement to purchase and sell utility assets, including, without limitation, agreements and commitments relating to:
- (A) The exclusivity of negotiations for a defined period;
- (B) The confidentiality of negotiations and nondisclosure of facts relevant to the negotiations;

- (C) The payment of transaction costs as between the parties, the reimbursement of those costs upon closing of an acquisition of utility assets, or the allocation of costs in the event the acquisition is not consummated;
- (D) The acquiring utility's completion of post-acquisition additions or improvements to the utility assets or its commitments as to post-acquisition rates and charges for utility service; or
- (E) Any other commercial term reasonably necessary to facilitate the negotiation, due diligence, or finalization of the purchase and sale agreement.
- (c) Request for revenue requirement combination or allocation. --
- (1) A single utility that provides both water and wastewater utility services may request a combination of the revenue requirements of the water and wastewater utility services or an allocation of a portion of the wastewater revenue requirement to water customers. Such a request may be made as a separate filing with the commission or as part of a base rate case, a tariff filing, a statutory consent case under § 24-2-12 of this code, or another proceeding before the commission.
- (2) If the commission finds that a combination or allocation requested under subdivision (1) of this subsection: (A) Will enable the acquisition and construction of wastewater infrastructure improvements or compliance with regulatory requirements at a more moderate rate impact for wastewater customers; and (B) will result in a combined water and wastewater rate, or separate water and wastewater rates that are just, reasonable, and based primarily on the cost of providing service, then the commission may authorize the utility to implement the combination or allocation, subject to such modifications as the commission may determine to be appropriate.
- (d) *Definitions*. -- The following words and phrases when used in this section will have the meanings given to them in this section unless the context clearly indicates otherwise:
- (1) "Acquiring utility" means: (A) A water, sewer, or stormwater utility subject to the provisions of this chapter that has entered into an agreement with a selling utility to acquire utility assets of the selling utility; or (B) any person or business entity that has entered into such an agreement and that, upon commission approval of the acquisition of those utility assets, will become a water, sewer, or stormwater utility subject to the provisions of this chapter.
- (2) "Depreciated original cost" means the original cost of utility assets net of accumulated depreciation.
- (3) "Negotiated sale price" means the purchase price of utility assets that the acquiring utility and the selling utility agree upon through voluntary, arm's-length negotiations.
- (4) "Original sources of funding" means all methods used to fund the utility assets, including, but not limited to, loan funding, grant funding, and property otherwise contributed to the utility.
- (5) "Rate-base addition" means the dollar amount of utility rate base associated with the utility assets that the acquiring utility may include in the calculation of its post-acquisition rate base for rate-making purposes.

- (6) "Reproduction cost new less depreciation" means an estimate of the cost to construct, at current prices, an exact duplicate or replica of the utility assets, without regard to the original sources of funding for those assets, using the same materials, construction standards, design, layout, and quality without adjustment for deficiencies, super-adequacies, and obsolescence of those assets, net of depreciation.
- (7) "Selling utility" means a water, sewer, or stormwater utility subject to the provisions of this chapter that has entered into an agreement to sell utility assets to an acquiring utility.
- (8) "Utility assets" or "assets" mean all or substantially all of the tangible and intangible assets of a selling utility that: (A) The selling utility has used in the provision of utility service or held for the future provision of such service; and (B) the acquiring utility will reasonably require to provide utility service after the acquisition to facilitate its plans for the provision of utility service after the acquisition.
- (9) "Utility asset valuation" means industry standard valuation methods of determining the value of utility assets, regardless of original sources of funding.
- (e) This section, together with the amendments to § 8-12-17 of this code, made during the 2020 regular session of the West Virginia Legislature, shall be known and referred to as the Water and Wastewater Investment Facilitation Act.

#### Credits

Acts 2020, S.B. 551, eff. June 5, 2020.

W. Va. Code, § 24-2-4g, WV ST § 24-2-4g Current with legislation of the 2020 Regular Session.

**End of Document** 

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# **EXHIBIT C**





#### INTRODUCTION AND PURPOSE

Dylan W. D'Ascendis, CVA, CRRA, Director at ScottMadden, Inc. (hereinafter "ScottMadden") (Full professional qualifications included in Appendix C to this report) has been retained by Steelton Borough Authority (hereinafter, the "Client") to value the water operations of Steelton Borough Authority (hereinafter the "Authority" or the "Subject Interest") in accordance with Public Utility Code ("66 PA.C.S.") – Valuation of Acquired Water and Wastewater Systems for Ratemaking Purposes as of June 12, 2018. The conclusion of value derived as a result of this engagement is valid only for the stated purpose as of the date of valuation. The valuation report does not reflect a value of the Subject Interest under any other circumstances other than those described in this report; therefore, no other purpose is intended or should be inferred.

For consideration in this transaction is a 100% interest in the Authority, which means that the purchaser of the Subject Interest would be able to control the entity's operations going forward. The Subject Interest is not a marketable interest since it is not publicly traded, and it would be difficult to immediately turn the Subject Interest into cash.

ScottMadden has used fair market value as the standard of value for this engagement. The Internal Revenue Service's Revenue Ruling 59-60 recommends the use of fair market value for valuation of corporate stocks on which market quotations are either unavailable or of such scarcity that they do not reflect the fair market value. Fair market value is defined in Section 25.2512-1 of the U.S. Treasury Regulations (Gift Tax Regulations) as:

The price at which property would change hands between a willing buyer and willing seller, neither being under any compulsion to buy or to sell, and both having reasonable knowledge of relevant facts.

The premise of value is an assumption regarding the most likely set of transactional circumstances that may be applicable to the subject valuation. In lay terms, this explains what is going to happen to the Subject Interest after the transaction. There are any number of variations of premise of value, but two general premises of value are Liquidation (the Subject Interest does not continue operating after the transaction) and Going Concern (the Subject Interest continues operating after the transaction). The premise of value applied in this valuation study is Going Concern as there is no indication that the Subject Interest would cease operations after the transaction.



#### **COMPANY BACKGROUND AND OPERATIONS**

The Subject Interest is the water operations of the Steelton Borough Authority.

The Authority was created by an ordinance of the Steelton Borough Council, incorporated under the Municipality Authorities Act of 1945, being the Act of May 2, 1945, P.L. 382, as amended by the Commonwealth of Pennsylvania. The purpose of the Authority includes those activities of acquiring, holding, constructing, improving, owning and leasing water, water systems or parts thereof. The Authority is overseen by the Board which consists of five members who are appointed by Borough Council. The Authority employed the Borough to manage and operate the water system through a management agreement, in which the Authority owns, and is responsible for, the management of and charges for water services.

The Authority serves approximately 6,300 customers through 2,421 metered service connections in Steelton and Swatara Township. The existing water system consists of the water treatment plant and the storage and distribution system. The water treatment plant obtains all of its water from an intake in the Susquehanna River and typically treats between 1.6 and 2.4 million gallons of raw water per day ("MGD"), with a capacity of 3.0 MGD. The water distribution system consists of approximately 28 miles of pipe, which ranges from 4 to 20 inches in diameter. The Authority has two interconnections with SUEZ Water Pennsylvania Inc., one on S. 19<sup>th</sup> Street and another near the finished water storage tanks.

# **SUMMARY OF VALUATION APPROACHES**

The valuation of the Subject Interest as a Going Concern considers several methods. Each method, at times, may appear more theoretically justified in its use than others. The soundness of a particular method is based on the specific circumstances of each case. We are responsible for selecting the most appropriate approach/method of valuation for this case. The commonly used methods of valuation can be grouped into one of three general approaches: The Cost Approach, the Market Approach, and the Income Approach.

#### **Cost Approach**

The Cost Approach is a valuation method that typically values the underlying assets of a company to derive their market value. Because this method only focuses on the company's underlying assets, it fails to reflect the past and projected profitability of the company, as well as the associated risks inherent in the company's operations. Typically, the analyst would start with the current replacement (or reproduction) cost new of the assets being valued and then deduct for the loss in value caused by physical deterioration, functional obsolescence, and economic obsolescence of those assets to arrive at an indicated market value.



### **Market Approach**

The Market Approach considers comparable transactions of similar utilities in the same general timeframe and general operational area as the company and other market-based data to establish a fair market value. Usually, finding comparable transactions is difficult, if not impossible, since no two companies are identical, nor are they usually timely. In addition, details surrounding utility transactions, particularly private transactions, are incomplete at best. In spite of these challenges, an analyst may be able to pinpoint a relevant multiple of purchase price or transaction value and then apply that multiple to the Subject Interest to derive a value for that Interest. One can also look to the market data of publicly-traded companies comparable in risk to the Subject Interest for an indication of value.

# **Income Approach**

The Income approach provides an indication of value by discounting the expected or future cash flows of a company to a present value. The projected cash flows must account for additional investment and working capital additions and reflect the specific growth potential of the system being valued. The discount rate used to calculate the present value of the company must be derived from market data of similar risk companies. The discount rate must also take into account how the potential acquirer will finance the transaction (e.g. debt, equity, or a combination of debt and equity).

#### APPLICATION OF THE COST APPROACH

#### **Description of Facilities**

# **Steelton Borough Authority**

The description of the Authority's assets is described fully in HRG's "Water System Assessment of Tangible Assets" (attached as Appendix D to this Report), and summarized below:

As mentioned above, the Authority water system is comprised of a water treatment plant and storage and distribution system.

#### **Water Treatment Plant**

Originally constructed in 1973, the capacity of the water treatment plant is 3.0 MGD, but it typically treats between 1.6 and 2.4 MGD. All the raw water comes to the water treatment plant from an intake at the Susquehanna River. The treatment process consists of potassium permanganate for disinfection by-products, alum for coagulation, flash mixing, two up-flow sludge blanket clarifiers for flocculation and sedimentation, four multimedia filters and chlorine disinfection. The existing filtration system was also originally installed in 1973 and has been consistently upgraded over the life of the system, most recently in 2017 (new clearwell, for disinfection by-product removal).



Two vertical turbine raw water pumps convey the water from the raw water pumping station to the up-flow clarifier and rapid mix tank. From there, the water flows by gravity through the treatment process into the clearwell. Two centrifugal finished water pumps convey the water from the clearwell to the distribution system. The treatment process continues until the finished water tanks are filled to their maximum operating levels.

# **Water Distribution System**

The Authority's distribution system consists of a network of water distribution piping including approximately 28 miles of pipe ranging from 4 to 20 inches in diameter, one water booster station, two 2-million-gallon finished water storage tanks, and two interconnections with SUEZ Water Pennsylvania Inc., one on S. 19th Street and one near the finished water tanks. The water mains are either comprised of cast iron (75,659 ft) or ductile iron (69,829 ft) pipe.

#### **Condition of Facilities**

ScottMadden performed a review and analysis of the fixed capital assets as listed by the Client, and an extensive on-site visit of the above ground facilities on March 27, 2018. Based on that review, it was determined that the Steelton system is in good condition commensurate with its age.

### **Trended Original Cost Study**

The first step in arriving at the fair market value of the assets of the Subject Interest using the Cost Approach derives the "reproduction cost new" for the assets that comprise the Authority. In order to arrive at the reproduction cost new for the Authority's assets, ScottMadden began with the original cost of the assets provided by the Client, and used the Handy-Whitman Index to determine the current reproduction value. The Handy-Whitman Index is prepared specifically for electric, gas, and water utilities, and is the only publication of its kind available to the public. The Index has been published continuously since 1924. The Index is comprised of historical index values for various accounts prescribed by the National Association of Regulatory Utility Commissioners (hereinafter "NARUC") Uniform System of Accounts, as well as for construction, material, and labor, by geographic region of the United States.

The trended original cost method consists of the development of adjustment factors from the time when the asset was put into service to the current date. For example, an average distribution main (NARUC account 331) placed into service in 1985 with an original cost of \$100,000 would be trended forward by the ratio of the index value at the current date divided by the index value at the time of installation. The index value of NARUC account 331 in January 2018 is 790.00, and the index value at 1985 when the assets were installed was 254.00, which means the ratio



applied to the original cost of the distribution main would be 3.11.1 This would translate into a current cost for the steel main of \$311,024.2

The next step in deriving the fair market value of the Subject Interest using the Cost Approach is to quantify the amount of physical deterioration, functional obsolescence, and economic obsolescence of the assets. Physical deterioration is caused by use, wear and tear, and the aging process. Functional obsolescence is caused by changes in design or construction to create efficiencies not present in the current asset. Economic obsolescence is a loss in value due to external factors not in the control of the Company such as economic conditions. The most common measure of physical deterioration is the reserve held for depreciation, which is based on the asset's remaining life versus its average useful life. Functional obsolescence is measured by comparing the subject asset to a replacement asset with current technology. We have found no significant functional obsolescence for Authority assets. Economic obsolescence is usually measured by market conditions, which have been supportive towards water in the recent past, as well as prospectively, so ScottMadden does not believe there is significant economic obsolescence present in Authority assets. Since the only applicable measure of loss of value is physical deterioration, the useful lives for each asset were determined and reserves for depreciation were calculated for each Authority asset if original costs were available.

# Indication of Value Using the Cost Approach

Using the Handy-Whitman Index to trend the original cost, less depreciation of the Authority's assets forward, to replacement cost new, less depreciation, ScottMadden arrived at the reproduction cost new minus depreciation value of \$22,243,034.

As stated above, the value derived from the Cost Approach is based solely on the underlying assets of the Subject Interest, which means it does not take into account the expected cash flows of these assets. Additionally, even though the Handy-Whitman Index takes into account the changes in the cost of various factors over time in different regions throughout the country, it cannot take into account intricacies such as terrain (e.g. mountains in Appalachia versus farmland in Pennsylvania) or changes in development and zoning since original installation. All else remaining equal, different terrains or changes in laws will translate into different timeframes to complete the project, which will directly affect costs.

Also mentioned previously, Some of the Authority's assets were combined under one NARUC account number (predominantly the original water treatment plant, and subsequent upgrades in 2010 and 2017), and therefore, ScottMadden had to make its best guess as to what NARUC account was the most appropriate. In addition, some assets did not have original costs assigned, so ScottMadden relied upon the estimation of original cost provided by

scottmadden

<sup>&</sup>lt;sup>1</sup> 790.00 / 254.00 = 3.11.

 $<sup>^{2}</sup>$  (790.00 / 254.00) x \$100,000 = \$311,023.

HRG, the commonly used engineering firm, for this analysis. With this in mind, it is ScottMadden's opinion that the value of Authority assets derived by the Cost Approach may be less accurate than if ScottMadden was provided an asset list with itemized original costs by NARUC account numbers for large projects and actual original costs.

#### APPLICATION OF THE MARKET APPROACH

#### Market-to-Book Multiple Method

The Market Approach is a valuation technique whereby the value of a company is estimated based on pricing relationships associated with market transactions involving similar companies. A common technique to derive a value using market data would be to apply a market-to-book ratio of a comparable risk group to the book value of the Authority's assets. As shown on page 2 of Schedule 2, market-to-book ratios of the water utility proxy group used to derive the weighted average cost of capital (hereinafter "WACC") in the income approach range from 2.46x to 3.93x book value. Using the original cost less depreciation of Authority assets of \$14,100,852,3 indicated values range from \$34,702,197 to \$55,416,349, with a midpoint of \$45,059,273 as shown on page 3 of Schedule 2.

#### **Comparable Sales Method**

ScottMadden also researched transactions involving companies who acquired 100% of a water or sewer interest since 2015. That research returned thirty-one results from around the country, eleven of which were acquisitions in Pennsylvania, which are contained on page 4 of Schedule 2.<sup>4</sup> A common ratio which can be used to determine Steelton's market value is transaction value per customer connection. The purchase price per customer connection ratios for the relevant transactions are also shown on page 4 of Schedule 2. As shown on page 4 of Schedule 2, the nationwide average purchase price to customer connection is 4.37x, while the Pennsylvania average purchase price to customer connection is 6.97x. Given the Authority's 2,421 water connections, indicated values using this approach range from \$10,569,043 to \$16,865,828, with a midpoint of \$13,717,435 for the Authority.

#### Indication of Value using the Market Approach

Averaging the midpoints of the market-to-book method and the comparable sales method indicates a value of \$29,388,354 for the Authority assets as shown on page 1 of Schedule 2.

#### APPLICATION OF THE INCOME APPROACH

ScottMadden performed an independent study of the value of the income generated from service to its customers. The Income Approach employed by ScottMadden is based on the "highest and best use" assumption that the assets of Steelton would be "maximally productive" or profitable if owned by similar entities.



From Schedule 1, page 2.

<sup>&</sup>lt;sup>4</sup> Transaction details are provided in Appendix E.

Notes										W	Š	Σ:	M - Turbo Generators		<u> </u>	×	٧.	W1.	≶			W1 - Large treatment plant equipment	W1 - Mains - Average all Types	- Mains - Average	W1 - Mains - Average all Types	w1 - Hydrants Installed	M - Construction Equipment	W1 - Mains - Average all Types	W1 - Mains - Average all Types	W1 - Mains - Average all Types	w1 - Hydrants Installed	M - Construction Equipment	M - Construction Equipment		W1 - Mains - Average all Types	W1 - Mains - Average all Types	W1 - Mains - Avelage all Types	W1 - Mains - Average all Types	W1 - Mains - Average all Types	W1 - Mains - Average all Types	W1 - Mains - Average all Types	W1 - Mains - Average all Types	w1 - Hydrants Installed		M - Construction Equipment	W1 - Mains - Average all Types	w1 - Hydrants Installed	M - Construction Equipment								
Trended Original Cost Less Depreciation				6,695			- 1		Z Z	2,286,			221,016		3,662				3,260			883																									9 69						e	· ·		,
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HW Index Value Present										687	289	202	507	1,146	1 146	797	797	797	797	797	797	/6/																				790	790	790	790	062	062	262	2007	790		280	290	2007		280
HW Index Value Orig										558	630	551	551	000	1 146	462	462	737	758	758	785	/6/																			į	21	21	7 6	2 6	- 10	2 2	212	21	21		21	90	29		34
Net Book Value	~ ~			6,695				- < Z	Y Y	1,857,387	7,028	240,197	240,197	7,00,1	3,662	4,875	4,875	11,344	3,101	12,338	3,209	883				,	,						,	,				. 40	,									,	,						,	,
Accumulated Depreciation			•						, , e es	7		\$ 32,754 \$	32,754 \$	2,004			\$ 2,625 \$			9	82 \$	, 1	40.4	800	235	414	2,263	2,442	3,810	1,221	4,253 5,954	35		132	210	000	1.237	\$ 7,758	1,825	3,362	4,708	242	200	504	104	1116	2.691	5,182	6,303	7,093	3,661	11,825	16,555	1.868		\$ 1,402
Useful Life	<b>≱</b> ₹	Ž	≨∶	₹ ₹	≨	₹	≨ ≥	≨ ≨	₹≸	40	15	25	52	0 6	3 8	40	40	40	40	40	40	9 <del>(</del>	2 5	2 6	2 0	65	65	65	92	40	65	2 6	9	10	65	92	9 2	65	40	65	5	9	9 9	0.0	0 0 0 0	5 €	92 - 2	65	65	65	40	65	<del>2</del> 5	65	40	92
Estimated / Actual Original Cost		5,150	5,253	6,695	8,240	-		- 1	₹ ₹ Ż Ż	2,321,734	9,584	272,951	272,951	0,001	3,662	7.500	7,500	12,264	3,264	12,987	3,291	893	¥ 5	800	235	414	2,263	2,442	3,810	1,221	5 954	33.	49	132	210	999	1.237	7,758	1,825	3,362	4,708	242	200	900	4 6	1116	2.691	5.182	6,303	7,093	3,661	11,825	16,555	1.868	260	1,402
Age	& & ∀ \ ∀ \ X			₩ ₩ <b>X</b> X					₹ ₹ Ž Ž	8	4	8	<del>က</del> (	A 6					2		<del>-</del> •	_		÷ ÷			111									102											8 6					95 \$			72 \$	72 \$
Original Year Installed / Purchase Date	1971	1972	1972	1972	1972	1985	2001	2010 NKA	₹ ₹ 2 Z	2010	2014	2015	2015	2012	2018	2004	2004	2015	2016	2016	2017	2018	1907	1907	1907	1907	1907	1907	1907	1907	1907	1916	1916	1916	1916	1919	1916	1916	1916	1916	1916	1926	1926	1926	1920	1926	1926	1926	1926	1926	1926	1926	9761	1946	1946	1946
Asset	Land and Land Rights	Land and Land Rights	Land and Land Rights	Land and Land Rights	Land and Land Rights	Land and Land Rights	Right-of-way	Easement	Land and Land Rights Land and Land Rights	Structure	Building	Power Generation Equipment	Power Generation Equipment	Pumps	Films	Potassium Permanganate System	Potassium Permanganate System	Non-Ionic Polymer System	Liquid Alum System	Soda Ash System	Non-Ionic Polymer System	Mixer	4" Gate Valve	8" Gate Valve	6" Gate Valve	4" Ductile Iron Pipe	8" Ductile Iron Pipe	6" Ductile Iron Pipe	10" Ductile Iron Pipe	Fire Hydrant Assembly	Excavation And Aggregate Backilli Surface Restoration	8" Gate Valve	4" Gate Valve	6" Gate Valve	4" Ductile Iron Pipe	8" Ductile Iron Pipe 6" Ductile Iron Pipe	12" Gate Valve	12" Ductile Iron Pipe	Fire Hydrant Assembly	Excavation And Aggregate Backfill	Surface Restoration	10" Gate Valve	8" Gate Valve	4. Gate Valve	10 Ductile from Pipe	o sate valve 12" Gate Valve	12 Gate varve 8" Ductile Iron Pipe	4" Ductile Iron Pipe	6" Ductile Iron Pipe	12" Ductile Iron Pipe	Fire Hydrant Assembly	Excavation And Aggregate Backfill	Surface Restoration	4 Gate valve 4" Ductile Iron Pipe	Fire Hydrant Assembly	Excavation And Aggregate Backfill
NARUC Code	303	303	303	303	303	303	303	303	303	304	304	310	310	2 5	. 7	320	320	320	320	320	320	320	25.5	33.	33.1	331	331	331	331	332	354	331	331	331	331	33.4	331	331	335	354	354	331	331	55	55	33.1	33.1	33.1	331	331	335	354	354	331	335	354

Trended Original HW Cost Less Ratio Depreciation Notes	M - Construction E	13.86 \$ 2,391 W1 - Mains - Average all Types	9	53 \$ - W1 - Mains - Average	\$ . W1 - Mains - Average all	53 \$ 2,318 W1 - Mains - Average all	10.53 \$ 2,522 W1 - Mains - Average all Types	Σ Σ	\$ - W1 - Mains - Average all	\$ - W1 - Mains - Average all	- W1 - Mains - Average all	* - W1 - Mains - Average all	cno;cz &	S - W1 - Mains - Average all	\$ 40,323 W1 - Mains - Average all	\$ 144,010 W1 - Mains - Average all	\$ 247,151 W1 - Mains - Average all	5.13 \$ 259,586 W1 - Mains - Average all Types	w1 - Hydrants	3.79 \$ 359,751 M - Construction Equipment	Σ	\$ - W1 - Mains - Average all	\$ - W1 - Mains - Average all	\$ 9,756 W1 - Mains - Average all	18,606	\$ 34,416 W1 - Mains - Average all	\$ - W1 - Mains - Average all	\$ 109,712 W1 - Mains - Average all	\$ 117,148 W1 -	3.10 \$ 166,/90 W1 - IMains - Average all Types	\$ 134,350 M	O- W	- W1 - Mains - Average al	S - W1 - Mains - Average all	\$ 293.646	105,324 w1	\$ 221,813 M -	O .		\$ 25.670 W1 - Mains - Average all	\$ - W1 - Mains - Average all	\$ - W1 - Mains - Average al	\$ 89,173 W1 - Mains - Average all		\$ 833.284 W1 - Mains - Average all	\$ 1,597,653 W1 - Mains - Average all	\$ 344,135 w1 - Hydrants Installed	\$ 860,063 M -	1.26 \$ 295,342 M - Construction Equipment 1.28 \$ 234,039 W1 - Structures and Improvements	\$ 5,585 W1 -	\$ 2,049 W1 -	\$ 2,213 W1 -		\$ 250,686 W1 -	\$ 526,522 W1 -	\$ 3,060 W1 - Structures and Ir	8,958 W1 - Large treatment	13,542
HW Index Value H Present Ra	١.	790		790														067	3	280					0.67				790				790				280	000	0.67	790	200	190	790	0.00	262	290	1,012	280	580 687	750	289	687	/8/	790	790	687	797	JA.
HW Index Value Orig	,	57	3	75	75	75	73	2	154	154	154	154	154	154	154	154	154	154	2	153		255	255	255	255	255	255	255	255	255 296	280		339	330	339	418	336	Š	494	494	494	494	494	494	494	494	647	461	461 536	200	646	646	750	772	772	671	785	00/
Net Book Value		172					325											50,603		94,900				3,149		_		35,413			64,859			- 90			128,498			16.052				112,124	521.066				182.598		1,927		45,380	-	514,526	2,989	8,824	0000
Accumulated Depreciation	1,962	m ₹	1,186		325	880	928	2,272	3,378	4,057	4,161	9,790	0,403		14,354	51,264	87,979	92,405 \$	67.431		375,474	2,033	5,467	3,054		10,772	60,083	34,340	36,668		62,893	178,852		29,219	64.469	53,171	65,743	271,939	2,483		53,599		12,625	25,387	,	226,197	94,292		538,985	720	263	284		3,828	8,039 \$			
Useful	15							15 \$			10 \$							00 a							9 4					40.4							65 \$												40 \$						65 \$			
Estimated / Actual Original Cost	1,962	3,737	742,	237	325	1,100	1,197	2,272	3,378	4,057	4,161	9,790	15,004	21,808	22,214	79,336	136,157	143,008	67.431	268,195	375,474	2,033	5,467	6,203	11,829	21.881	60,083	69,753	74,481	41 638	127,752	178,852	25,828	29,219	190.477	96,674	194,242	271,939	2,483	19.687	53,599	906'65	68,387	137,511	639.043	1,225,236	314,307	838,380	7,1/3,/31	6,000	2,190	2,365	49,059	248,802	522,565	3,113	9,288	
Age (	2.	62 \$	9 6	52 \$	52 \$	25	22 8	25 52 \$	42 \$	42 \$	42 \$	24.2	4 6	4 4	42 \$	42 \$	42 \$	\$ 5	42 \$	42 \$	42 \$	32 \$	32 \$	32 \$	32.5	32 \$	32 \$	32 \$	32 \$	32 8	32 \$	32 \$	22 \$	55 55 55 55 55 55 55 55 55 55 55 55 55	22 \$	22 \$	22 \$	25 \$	2 5	7 7 8				2.7.5					5 6 8 8	) თ	& &	<del>ა</del> დ	÷ +	- v ⇔ e	£	<b>←</b>	÷ ÷	
Original Year Installed / Purchase Date	,	1956	1956	1966	1966	1966	1966	1966	1976	1976	1976	1976	1976	1976	1976	1976	1976	19/6	1976	1976	1976	1986	1986	1986	1986	1986	1986	1986	1986	1986	1986	1986	1996	1996	1996	1996	1996	1996	2006	2006	2006	2006	2006	2006	2006	2006	2006	2006	2008	2015	2015	2015	2015	2017	2017	2017	2017	
Asset		10" Ductile Iron Pipe	Surface Restoration	4" Gate Valve	6" Gate Valve	4" Ductile Iron Pipe	6" Ductile Iron Pipe Excevation And Aggregate Reckfill	Surface Restoration	4" Gate Valve	12" Gate Valve	16" Gate Valve	10" Gate Valve	16 Ductile Iron Pipe 6" Cata Valva	8" Gate Valve	4" Ductile Iron Pipe	12" Ductile Iron Pipe	6" Ductile Iron Pipe	10" Ductile Iron Pipe 8" Ductile Iron Pipe	Fire Hydrant Assembly	Excavation And Aggregate Backfill	Surface Restoration	4" Gate Valve	8" Gate Valve	4" Ductile Iron Pipe	6" Gate Valve 12" Gate Valve	8" Ductile Iron Pipe	16" Gate Valve	12" Ductile Iron Pipe	16" Ductile Iron Pipe	6" Ductile Iron Pipe Fire Hydrant Assembly	Excavation And Aggregate Backfill	Surface Restoration	8" Gate Valve	6" Gate Valve 9" Ductile Iron Bino	6" Ductile Iron Pipe	Fire Hydrant Assembly	Excavation And Aggregate Backfill	Surface Restoration	6" Gate Valve	6" Ductile Iron Pipe	16" Gate Valve	12" Gate Valve	10" Ductile Iron Pipe	16" Ductile Iron Pipe 8" Gata Valva	12" Ductile Iron Pipe	8" Ductile Iron Pipe	Fire Hydrant Assembly	Excavation And Aggregate Backfill	Surface Restoration Other Plant and Miscellaneous Equipment	Meters and Meters Installation	Other Plant and Miscellaneous Equipment	Other Plant and Miscellaneous Equipment	Miscellaneous Equipment	2017 Mulberry/Bessemer Replacement Project	2017 Ugies Water Main Installation Project	Other Plant and Miscellaneous Equipment	Laboratory Equipment	
ARUC	354	331	354	331	331	331	357	354	331	331	331	23				31	<u>ج</u>	5 5	32						331	331	331	331	331	335	354	354	331	331	33.1	335	354	354	33.1	33.1	331	331	33.1	33.1	33.	331	335	354	339	334	339	339	347	331	331	339	344	

	Notes																			The original construction cost of the water	treatment plant, booster station, and	finished water storage tanks built in 1973	cost per component is not known. W-1	Collecting and Impounding Reservoirs																			
	Trended Original Cost Less Depreciation	3,135,859 75,144	5											236,611			126 202	20,23	888	443 568 The		51,381 finish			442																		
ı	Hw Tr Ratio	6.87 \$												8 28.9			8 87 &	5	6.87 \$	87		5.59 \$	20 20		\$ 06.7																		
	HW Index Value H Present Ra	687 687												289			687		687			559			. 062																		
	HW Index Value Orig	0 0 0	2											100			9	2	000	00 01		0 5	100	100	9																		
	Net Book Value	456,456.93 10,938.01 0.101.58	0000									•		34,441.25			18 383 15	2	129.31	82.66	•	9,191.64	8,701.81	, s	55.90		•		•									ı				•	
or Operating Assets	Accumulated Depreciation N	586,873.20 \$ 14,063.16 \$		840.52 \$					2,268.43 \$				2,101.29 \$		181.67 \$		16,807.94 \$			106.28 \$		11,817.83 \$		8,676.47 \$		363.34 \$		363.34 \$		3 060 50 6			2,715.33 \$	735.15 \$					<i>•</i> • •			1,229.29 \$	3,767.36 \$ 1,090.01 \$
9	Useful A Life D	80 80																																									
	Estimated / Actual Us Original Cost L	1,043,330.13 25,001.17	3,362.07	840.52	185.30 2 699 59	23,110.61	294.30	105.37	2,268.43	257.97	525.63	209.52	2,101.29	78,722.86	181.67	4,201.38	16,807.94	1,575.67	420.26	209.52 188.93	420.26	21,009.47	28,280.88	8,676.47	181.67	363.34	363.34	363.34	37,817.25	563,672.11	14,706.64	168.35	2,715.33	735.15	16,955.69	3,027.80	3,027.80	413,410.07				1,229.29	3,767.36 1,090.01
	Esti Age O	4 4 5 5 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8 8		45 8																																		45 \$					45 45 8
	Original Year Installed / Purchase Date	1973 1973 1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973	1973 1973
	Asset	Building Wet Well Wet wicel	wet well	wet well	Wet Well Wet Well	Building	Building	Building	Building	Building	Building Structure	Structure	Structure	Building	Building	Structure	Structure	Structure	Structure	Structure	Structure	Water Intake Structure	Water Intake Line	Water Intake Line	Piping and Appurtenances	Piping and Appurtenances	Piping and Appurtenances	Piping and Appurtenances	Wet Well	Pumps	Pumps	Liquefied Gas Chlorine System	Liquefied Gas Chlorine System	Liquid Alum System	Liquid Alum System Dry Lime System	Dry Lime System	Soda Asn system WTP Equipment	Distribution Reservoirs	Distribution Reservoirs	Distribution Reservoirs	Distribution Reservoirs Distribution Reservoirs	Wet Well	Meters and Meters Installation Other
	NARUC	304	8 8 8 4 8 8	8 8	304	304	304	308	304	304	304	304	304	304	308	304	304	308	304	304	304	306	309	309	309	309	309	309	311	311	311	320	320	320	320	320	320	330	330	330	330	334	334 348

Steetton Borough Authority Calculation of Trended Original Cost Less Depredation of Operating Assets

Original Year Installed / Insta	FOUND OF THE PROPERTY OF THE P
Asset Structure Structure Piping and Appurtenances WTP Equipment Meters Backflow Prevention Devices Other Structure Piping and Appurtenances Piping and Appurtenances Pumps Meters and Meters Installation Other Plant and Miscellaneous Equipment	