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Case No.: WR-2023-0006

SURREBUTTAL TESTIMONY

OF

GEOFF MARKE

Submitted on Behalf of the Office of the Public Counsel

CONFLUENCE RIVERS UTILITY OPERATING COMPANY, INC.

CASE NO. WR-2023-0006

July 21, 2023

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I.	INTR	ODU	CTION
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- A. Geoff Marke, PhD, Chief Economist, Office of the Public Counsel (OPC or Public Counsel),P.O. Box 2230, Jefferson City, Missouri 65102.
- Q. Are you the same Dr. Marke that filed direct and rebuttal testimony in WR-2023-0006?
- A. I am.

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Q. What is the purpose of your surrebuttal testimony?

- A. I am responding to the direct testimony of other parties' witnesses on select topics. The following is a list of those topics and witnesses:
 - Customer Experience
 - Confluence Rivers witness Josiah Cox
 - Late Fees
 - o Confluence Rivers witness Brent Thies

I will also be updating my testimony on my recommended cost disallowance related to AMI meter investments and summarizing my recommendations across the topics I have filed in this case to date.

Finally, my silence regarding any issue should not be construed as an endorsement of, agreement with, or consent to any party's filed position.

II. CUSTOMER EXPERIENCE

Q. What was Confluence's response to your direct testimony?

A. There really was no response to my testimony. Mr. Cox took issue with my characterization of his business model and Mr. Thies responded to my recommendation regarding the elimination of late fees.

Q. What items did Confluence not respond to from your direct testimony?

A. The Company was silent on my recommendations related to: cost disallowances for AMI investments, my recommendation to incorporate budget billing, and did not respond to any of my recommendations related to instituting a corporate governance framework or competitive RFP process.

Q. Do you maintain those positions?

A. I do, and I will restate them again at the conclusion of my testimony.

Q. What was Mr. Cox's response to your characterization of CSWR as a "We Buy Ugly Homes" model?

A. Mr. Cox responded with several pages of testimony claiming effectivity that "I don't get it."

He claimed that I don't get all of the good service that CSWR has done for various water and waste systems in Missouri that, in some cases, were neglected and in violation of health and environmental standards. He then spends five pages of testimony responding (largely negatively) to select public comments that were raised in the public hearings for these cases from Confluence customers.

Q. What is your response to Mr. Cox's rebuttal that "you don't get it?"

A. Instead of responding to my legitimate concern that his Company is overly focused on acquisitions at the expense of maintaining operations of its existing systems, Mr. Cox doubled down by highlighting CSWR's many recent and planned investments in other states as a reason why he should be excused from keeping a timesheet. I personally would not have resorted to self-congratulatory testimony in rebuttal, especially considering the volume of testimony by

subject matter experts and the public at large who have taken issue with Mr. Cox's inflated salary and unreasonable demands for pronounced profit margins, but that was a calculated decision Mr. Cox and his legal counsel elected to pursue.

To be clear, Confluence buys ugly and/or small systems and pays marked up costs to third and fourth-party contractors to run them. My rebuttal testimony spoke at length about the observed and documented shortcomings in Confluence's contract-base operating model and I will not repeat those issues here again, but I continue to have serious concerns about the long term viability of this Company. Putting aside the imprudent, excessive costs in farming out all utility services to contractors, there are legitimate heightened risks in service quality, system security, customer safety, and Company reputation if this model is maintained and/or exacerbated by the Company's insistence on prioritizing acquisitions of new systems (that have no geographic relationship to achieving economies of scale) at the expense of maintaining and efficiently operating the systems it already owns.

So, in a way, I do agree with Mr. Cox.

I don't get "it."

"It" being how this is a good deal for customers now. I see an endless loop of existing customers trapped in a proposed accounting model (single tariff pricing) where they will continue to pay double (or triple) digit rate increases to subsidize somebody else's water and/or waste system that has no relationship to their cost of service. All the while, those same customers will continue to be at the whim of over-priced contractors and a Company president that admonishes them in public testimony for not being grateful enough while simultaneously demanding that his existing customers pay for everybody else

But if praise and recognition is what Mr. Cox and CSWR want for its past infusion of capital into the select troubled systems they acquired, I will extend that acknowledgment, again. Customers of truly distressed systems are clearly better off with water and/or sewer services

than an alternative scenario where nothing was done. That acknowledgment does not constitute a free pass for the Company's post-acquisition operational mismanagement.

Nor should it cloud this Commission's objective review of the facts before it.

CSWR has shown a real talent for seeking out systems no one wants to deal with and making a profit by taking advantage of the profit opportunity of an overly generous fair market valuation legislation. However, that is not the issue here. Acquiring systems is a very different skill set then running them. Based on the evidence in this case and the feedback from Confluence's captive customer base, the Company has not justified the rate relief it seeks.

Q. What is your response to Mr. Cox's rebuttal to select local public hearing comments?

A. I am frankly surprised he elected to include it in rebuttal, but since he did, I believe it would be beneficial for the Commission for me to level-set the public comments in relation to other cases recently filed. Let's start first by looking at the EFIS public comments and examine whether Confluence's public feedback is at all unusual relative to every other utility in the state.

As the Commission is well aware, customers can call, mail, or email either the PSC or the OPC and have their comments recorded in EFIS for the Commission's reference. It has been my experience that high profile, high contentious rate cases can see as many as half a percentage point (0.05%) of the overall customer population take the time to exercise this feature.

Table 1 is a summary of recent rate cases that includes the number of accounts tied to that utility, the number of public comments filed in the Commission's EFIS database and the percentage of overall customers that represented.

Table 1: Filed public EFIS comments for recent rate cases compared to total customer accounts

Utility	Case Number(s)	# of Accounts	# of EFIS Comments	% of Customers who Filed Comments
Confluence Rivers	WR-2023-0006	4,400 to 4,600	215	4.9% to 4.7%
Missouri American Water	WR-2022-0303	490,000	114	0.023%
Ameren Missouri	ER-2022-0337	1,295,411	61	0.005%
Evergy Metro	ER-2022-0129	294,458	195	0.07%
Evergy West	ER-2022-0130	332,132	33	0.01%
Spire	GR-2022-0179	1,196,545	650	0.05%
Liberty	ER-2021-0312	157,395	72	0.05%
(Empire Electric)				

There is literally an order of magnitude difference between Confluence and *any* other utility that has come before this Commission in the past two years.

For example, two of the utilities that met or exceeded the ½ percentage point of filed comments relative to overall customer accounts were Evergy Metro and Liberty Electric. Both of those utilities were plagued with poor customer experience comments (e.g. faulty billing software and prolonged estimated bills). Spire also managed to elicit a ½ percentage point of filed comments, but this was largely due to the fact that the utility immediately filed another rate case after it concluded its previous one to retry the issues that it had lost and this case was on the heels of community-wide backlash against Spire for needlessly panicking the St. Louis community by claiming that they might not have gas service for the winter over its STL Pipeline and subsequent FERC rulings.

Confluence's EFIS comment relative to its customer <u>base represents approximately 5% of its</u> <u>total customers</u>. This makes it an extreme outlier in terms of customers who desperately want

the Commission take notice of the type of service they are receiving. It should be noted, that these comments are almost entirely negative in nature.¹

Consider for a moment that Missouri American Water who was in with a rate case earlier this year received approximately half the number of EFIS comments compared to Confluence despite having half-a-million more customers (490,000 customers compared to 4,600 customers).

Q. That demonstrates a significant departure from *any* other utility in Missouri. What about the content of the comments? What picture do they paint?

A. A troubling one.

Customers objected to the requested rate relief amount and expressed a variety of concerns ranging from non-existent customer communication, low water pressure, water quality concerns, improper maintenance and restoration, frequent boil advisories that are not adequately communicated to customers, an almost universal aversion to consolidation of tariffs (it's clear that customers want fairness by pricing service under the premise of cost causation) and other concerns. Examples of several select comments within EFIS are as follows:

Emily Hamm

I have noticed a drastic decrease in our water pressure over the last few months. The well house is the first house from the main street is has not been properly maintained. The roof is missing a multitude of shingles. There are vines/weeds growing out of the gutters/downspouts. The surrounding area goes several weeks without being properly maintained/mowed.²

Cynthia Martin

Since Confluence has taken over, our water pressure has decreased significantly. Not to mention that the subdivision has had three boil orders since October – October 21st through the 28th, January 9th through the 16th and February 27th through March 2nd. Boil orders that the residents aren't notified about in a timely fashion – if at all.

¹ I was only able to identify two comments that could be characterize as somewhat positive and even then it was from the same family.

² See GM-1.

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30 31 32 Late in August of 2022, contractors for Confluence Rivers came to our house to put in the new meter for the water. As you can see by the attached email, I reached out to Confluence immediately after the digging as the property was NOT put back the way it was required and, in fact, was left as a mess. The yard was completely dug up, uneven and there were dirt clots surrounding the meter. To this day, the ground is still uneven and I'm not sure grass will grow there again. . . .

Approving this rate increase will reinforce to Confluence that how they treat their customers doesn't matter.3

Bill and Linda Logan

We have been disappointed in one of the "improvements' mentioned, that of a chlorinator. There is an offensive odor and taste of bleach/chlorine in our drinking water. We have contacted the main Confluence office and spoken to Charlie, the local maintenance person. There has been no decrease in the odor nor taste noted.⁴

Ann Kelly and Brad Bryan

Our community raised concerns in 2020 when we tried to purchase the utility company. We were concerned about lack of control and exorbitant price increases. Our 2020 concerns appear to be well founded as the proposed rate increases are 144% for water and 338% for sewer. . . .

We have very little investment in our community other than a new fence, tree removal and a chlorinator. They may be spending money in other service areas, but we should not have to fund the rest of the state. . . .

Last week I contacted Confluence with a question on how often our water is tested, they were unable to answer this question? I walked away feeling unsatisfied, unsafe and did not feel like they are committed to providing information or responsive to their customers.⁵

Mark and Kelly Culver

While we know that some residents have received new septic tank systems, we have not. They actually brought out a new septic tank last year and dropped it off in our driveway, where it sat for several weeks. They then came and picked it up. We've

³ See GM-2.

⁴ See GM-3.

See GM-4.

called about this, asking if our tank is going to be replaced, and we've been told that the work is on hold indefinitely, and no new tanks are being installed.⁶

Diane Eidson

During this same question-and-answer session, a Confluence Rivers' representative stated that they used "consolidated tariff pricing" to determine the price increase. They are increasing our rates so that we can help pay for the other 68 systems that they have already purchased in Missouri. Shouldn't the price that we pay for service be used to sustain the Cedar Glen property only? Why should we be required to pay for other systems they have purchased that are in varying states of disrepair?⁷

Eric J. Gibson

- 1. Poor quality, inconsistent water: Be it color, smell or sediment (dirt, rust flakes, hair, etc) present in our water supply, myself and many of our neighbors have experienced on many occasions water we do not feel safe consuming. A community Facebook page allows neighbors to share the issues they're having and it's quite frequent. The discoloration is so bad at times that folks' concrete and siding has been stained, clothes are getting ruined in the washing machine. To date, Confluence never really addresses them; they'll indicate to neighbors who have reported issues that they're doing what's required by law, etc. to provide a safe drinking water (interestingly enough, over the winter we received noticed that they had missed a mandatory testing for a period of time we were notified by later as it indicated they were "required by law" to tell us not really something that boosts our faith in the company).
 - a. Some of the pics folks share on the Facebook page are straight up nasty. Full system water filters being clogged up due to the amount of sediment and other trash present in the water.
 - b. Many folks are having appliances (THOUSANDS OF DOLLARS) go out less than 2 and 3 years of being here; why isn't Confluence Rivers installing a better filtration system? We don't care about state standards... we care about getting a quality product that aligns with the astronomical cost we're paying for their services/product compared to many other rural water providers.
- 2. <u>Pressure issues</u> sometimes the pressure is high enough that I can't help but wonder if it's hard on our water line. Some neighbors have had leaks with their water infrastructure could this be the issue? I find it odd that my neighbor often has poor

⁶ See GM-5.

⁷ See GM-6.

pressure while I rarely do (or the pressure is excessive for me but not them). They have reached out, but no explanation was provided.

3. <u>Boil order advisory/notices</u> – for MONTHS the only way we were informed of issues (which happened multiple times a month it seemed for a while) by them placing a very small sign by the road or at the mailboxes. When contacting them I informed them that this was not sufficient and I was "informed" that I was wrong and that emails were always sent out AND a press release was posted on their website/Facebook page stating the advisory/order. FYI – the rude person that informed me of this was wrong; NO ONE in the subdivision was receiving notices of an order/advisory, but amazingly, a short while after I called the second time we did finally start receiving them by email.

TL;DR – the water situation is bad enough that when someone comes around to look at a house or a lot to buy, when they stop and ask how the subdivision is the typical response is "the water sucks and the company managing it sucks." Some folks will go as far to say they'd wish they never moved here. That's a problem and if it's not addressed other problems will arise. 8

Q. What about comments made in the local public hearings?

A Very similar themes were expressed. Select excerpts from customers at the public hearings include the following:

Norman Thrall

But as far as the dirty water, that's an everyday occurrence. One of these letters here is about the smell of sewer in their water, and that person is about a hundred yards away from the wellhouse.⁹

Joseph Maixner

The welcome letter that we received stated that they were going to invest \$470,000 into our facility for a multitude of different things. One of them being a disinfection system for chlorinating. To my knowledge, that would be a high health priority. We're six months in. Even that has not been done yet. On top of that, they have neglected the property that they own around the wellhouse area to the point that I

⁸ See GM-7.

⁹ Camdenton Public Hearing p. 13

had to submit work orders and then threaten to fine them through the HOA to get the grass maintained and the landscaping taken care of.¹⁰

Theresa LaBoube

The water in our area has a lot of pressure problems, and they explained the fix for us here. And I don't know if Confluence is going to take that fix or not because they're also trying to work a deal with Margaritaville to link into their water system and just distribute to us over there. So all that being up in the air is the reason I can't really talk intelligently about that. But the pressure problem is that people on the low end can get good pressure; but by the time you get up on that hill, you can't do dishes and take a bath at the same time. That's that.¹¹

Lisa Hodges

When Confluence Rivers took over in approximately 2020, I have had more water issues than I care to address personally. Water pressure is suspect most of the time. I have at my own expense replaced all kinds of plumbing within my condo, a brand new water heater, shower, valves, the list goes on. And for some reason, and I've had plumbers test for the pressure, no one can figure out why my water pressure is just one day it's okay, next day I barely have any. I can barely -- Well, we have two bathrooms for a reason and two showers, but heaven forbid you would try to use both of them at the same time. And also I am actually unable to even run the shower for ten minutes without it being ice cold. So I'm not sure where all of those problems stem from. From some of the testimony given here tonight that I've heard, it appears that Confluence Rivers has overextended themselves and now they are trying to penalize the paying public by increasing rates by an exorbitant amount.

MR. CLIZER: Really quick. You mentioned concerns regarding water pressure. Did those exist at your residence before the acquisition by Confluence?

MS. HODGES: No, they did not. 12

Wendy Rogers

We have a condo complex and I presume most of the water systems they buy up are subdivisions because in their computer system we are a subdivision and when we try to report things that were going on like septic flowing over the side of the storage tank between buildings, they would say well, we need to know which customer is reporting this because we're going to bill them if we get there and it's not happening. I'm like it's not like this. This is a condo complex. They said no, we see it as a

¹⁰ Ibid. p. 16-17.

¹¹Ibid. p. 22-23.

¹² Ibid. p. 36-37.

¹³ Ibid. 56-58.

subdivision so you have to give us the person and we're going to bill that person if we get there and it's not still overflowing. So you're scared to call and say something because they're going to bill some innocent person who lives there at the condo and I'm trying to help because septic is flowing over the top of the tank. They threatened in the last week to shut off five customers. Five customers were going to get their water shut off and every single one turned out to be a billing error.¹³

Thomas Bridges

We have filed many complaints about the lagoon. There's been nights where we can smell it inside of our house that it was so strong to the point my wife had called so many times that they told her the next time that they have to come out to check the lagoon that we would be charged for the service call. So that kind of covers the lagoon side of it. . . .

The water quality, just like Jon and Brandy have said, it's destroyed many of our appliances: The dishwasher, water heaters, coffee pots in particular, coffee makers I should say, which doesn't seem like a big expense but, you know, if you're buying a coffee maker every year, then that adds up. 14

Megan Allen

We also do not consume our water. I have a refrigerator with a water filter that I use for myself and my animals. We do cook, of course, with it. That is due to taste and hard water. We have had to replace, as they mentioned, numerous coffee pots, washers, dishwashers, even down to your clothes, the wear and tear on them.¹⁵

Sandra Bender

However, I think Confluence could do a better job of being part of the community that they serve with keeping residents informed of the improvements they're making or future projects that they would want to do. I think people understand those things cost money but when it's asking for such a big increase and they don't have any information ongoing, it is quite a shock.¹⁶

Dion Davidson

I've personally purchased our own water filtration system. We've bought our own water bottles in order to bring in because we can't drink the water. This is all costs

¹⁴ Virtual #1 p. 15-16.

¹⁵ Ibid. p. 19.

¹⁶ Farmington p. 9-11.

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that we have incurred as a resident of the consumer . . . Communication is weak, at best. It really is. 17

What should the Commission note from these comments? Q.

That Confluence is providing suboptimal service to its captive customers and the Commission Α needs to take action. As expressed above by Confluence customer Cynthia Martin:

> "Approving this rate increase will reinforce to Confluence that how they treat their customers doesn't matter."

I agree with Ms. Martin.

Simply put, Confluence has produced a level of frustration from its customers that I have not seen before. Left unchecked this will get worse. CSWR's business model of aggressively purchasing distressed systems in other states, overpaying contractors to run their current systems, and demanding a king's ransom in profit and salaried compensation is neither sustainable nor in the public interest. Both Staff and OPC are almost entirely aligned in our concerns with this Company and have made numerous recommendations to require Confluence to stop acting as an intermediary middleman for private equity partners and third and fourth party contract operators and start acting like a regulated utility that is invested in the long-term sustainability and well-being of its local (Missouri), captive customers. I implore the Commission to heed those recommendations.

LATE FEES II.

- Q. What was the Company's response to your observation that Confluence's late fees varied across tariffs and were in contradiction to what was listed on its website?
- Mr. Thies had no response to those facts. Α
- Does that concern you?
- It is one of an ever growing list of concerns I have for this Company.

¹⁷ Ibid. p. 65-66.

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Q. What was the Company's response to your recommendation to eliminate late fees?

A Mr. Thies dismissed my recommendation and argued that late fees are the norm in other industries and therefore acceptable.

Q. What is your response?

As stated in my direct testimony, the rationale behind late fees is being called into question in many domains and has, at best, questionable empirical support to substantiate their existence. Context matters as well. Late fees may be more acceptable in a competitive market or tied to an obligation that does not result in immediate health and safety concerns. That is not the case here. Confluence customers are captive and cannot chose their provider and water is an essential service whose absence would quickly have a detrimental impact on one's health.

I maintain that late fees are needlessly punitive and regressive in nature. The reality of the situation is that many of Confluence's customers are economically unstable, on fixed incomes, and will struggle at greater levels if any sort of rate increase is granted. They have every incentive to pay their bills or run the risk that their service be disconnected.

Q. Is there any situation where you would support a late fee?

A Perhaps for sewer-only customers who receive water from a personal well. On this end, I believe Mr. Thies makes a compelling argument. In that unique situation, where a Memorandum of Understanding cannot be entered into with a different water provider (e.g. a municipal system) a late fee may serve as a second best solution to a problem that would otherwise require extraordinary measures to cease service (i.e. a backhoe opening up the ground and cutting off the water line). I would not oppose a minimal late fee in such a situation.

III. METERS

Q. Do you have an update to your AMI disallowance?

A. I do. Based on discovery issued to the Company, the recorded amounts listed in the Company's accounts and discussions with Badger Meters, and the Midwest Meter distributors, I am

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recommending a cost disallowance of \$26,768 for imprudent AMI investment in the Hillcrest and Indian Hills water systems.

Q. How did you come to that recommended dollar amount?

A. The \$26,768 cost disallowance represents ³/₄'s of the sum of the net plant for accounts 346 and 347 (which represent meters and meter installation respectively) multiplied by the OPC's recommended rate of return (as developed by OPC witness David Murray at 7.77%) plus the annual depreciation expense related to those same accounts for the Hillcrest and Indian Hills systems. ¹⁸ These two systems are the only systems to have received AMI investments according to the Company.

Q. Why a ¾ cost disallowance?

- A. Based on my discussion with water meter distributors at Midwest Meter a standard Model 25 5/8 inch x 3/4 inch water meter utilized by Confluence would run approximately \$75.00 and the additional Orion Cellular Water Endpoint that the Company is utilizing would be an additional \$220.
- Q. Can you summarize your recommendations across the three rounds of testimony for ease of reference?
- A. Yes. My testimony specifically recommended the following:
 - \$1,094,426 be disallowed from the revenue requirement for operations;
 - \$22,304 be disallowed from the company's plant accounts for fire hydrants that are no longer used and useful;
 - \$26,768 be disallowed from revenue requirement for AMI meters;
 - That late fees be removed from the Company's tariff for all customers but those that have private well water due to practical limitations inherent in disconnecting a customer;
 - That Confluence Rivers begin offering budget billing to its customers;

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- That Confluence Rivers issue a competitive RFP for a third-party customer opinion survey throughout each of its systems at a cost not to exceed \$100K and recorded below-the-line;
- That the Commission listen to the public's explicit feedback expressed in this
 docket and not move to single tariff pricing in order to preserve the regulatory
 principle of cost causation and not inadvertently enable the Company to further
 distort cost allocation and regulatory transparency for services rendered; and
- Finally, I recommend the Commission strongly take into consideration the extensive public comments and concerns laid out by the OPC and the Commission Staff in setting the Company's return on equity.
- Q. Does this conclude your testimony?
- A. Yes.

BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of Confluence Rivers Utility)	
Operating Company, Inc.'s Request for)	
Authority to Implement a General Rate)	Case No. WR-2023-0006
Increase for Water Service and Sewer Service	ce)	
Provided in Missouri Service Areas)	
	~	

AFFIDAVIT OF GEOFF MARKE

STATE OF MISSOURI)	
)	SS
COUNTY OF COLE)	

Geoff Marke, of lawful age and being first duly sworn, deposes and states:

- 1. My name is Geoff Marke. I am a Chief Economist for the Office of the Public Counsel.
- 2. Attached hereto and made a part hereof for all purposes is my surrebuttal testimony.
- 3. I hereby swear and affirm that my statements contained in the attached testimony are true and correct to the best of my knowledge and belief.

Geoff Marke Chief Economist

Subscribed and sworn to me this 20th day of July 2023.

NOTARY 6

TIFFANY HILDEBRAND My Commission Expires August 8, 2023 Cole County Commission #15637121

Tiffany Hildebrand Notary Public Aldue6

My commission expires August 8, 2023.