## MAY, ADAM, GERDES & THOMPSON LLP

503 SOUTH PIERRE STREET P.O. BOX 160

PIERRE, SOUTH DAKOTA 57501-0160

SINCE 1881 www.magt.com

Celebrating 125 Years

November 29, 2006

OF COUNSEL WARREN W. MAY THOMAS C. ADAM

GLENN W. MARTENS 1881-1963 KARL GOLDSMITH 1885-1966

> TELEPHONE 605 224-8803

TELECOPIER 605 224-6289 E-MAIL dag@magt.com

17 7 3 200

SOUTH DANJEA PUBLIC UTILITIES COMMISSION

### HAND DELIVERED

DAVID A. GERDES

BRENT A. WILBUR

TIMOTHY M. ENGEL

MICHAEL F. SHAW NEIL FULTON

BRETT KOENECKE

CHRISTINA L. FISCHER

BRITTANY L. NOVOTNY

CHARLES M. THOMPSON

ROBERT B. ANDERSON

Patricia Van Gerpen
Executive Director
Public Utilities Commission
500 East Capitol Avenue
Pierre, South Dakota 57501

RE: NORTHWESTERN/BBI TRANSACTION

Docket GE06-001 Our file: 0230

Dear Patty:

Enclosed are original and 10 copies of Applicants' Reply Brief on Jurisdiction with Certificate of Service. Please file the enclosure. With a copy of this letter I am sending copies of the enclosure to counsel of record by both first class mail and electronic means where possible.

Yours truly,

MAY, ADAM, GERDES & THOMPSON LLP

**BRETT KOENECKE** 

BK:mw

Enclosures

cc/enc: Tom Knapp

Service List

# BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF SOUTH DAKOTA

PETENED

MOV 2 9 2006

IN THE MATTER OF THE MERGER	)	docket no. geo6-0500TH dakota public Utilities commission
BETWEEN NORTHWESTERN	)	
CORPORATION AND BBI GLACIER	)	APPLICANTS' REPLY
CORP., A SUBSIDIARY OF	)	BRIEF ON JURISDICTION
BABCOCK & BROWN	)	
INFRASTRUCTURE LIMITED	)	

NorthWestern Corporation ("NorthWestern") and Babcock & Brown Infrastructure Limited ("BBIL") (together, the "Applicants") file this reply brief in response to the brief of Intervenors Heartland Consumers Power District ("Heartland") and South Dakota Power Co. ("SDPC") (together, the "Intervenors") on the question of jurisdiction. The reference to "Intervenors" in this brief is limited to those specified. None of the other intervenors in this docket has filed a brief.

#### SUMMARY OF ARGUMENT

Intervenors have completely misinterpreted NorthWestern's basic argument (with which Staff agrees): the purpose and context of Chapter 49-34A require that gross <u>regulated</u> revenues are the measure. Under that standard, gross in state revenues are no more than 14.82 percent. Applicants believe the analysis ends here.

That said, for the most part, Intervenors have ignored the extensive legal precedent cited by Applicants for these propositions:

- 1. While better reasoned authority holds that "gross revenue" establishes a broad and inclusive measure for the calculation of revenue, the courts readily recognize that this broad view is dependent upon limiting context and language within the statutory framework being examined.
- 2. The courts have not had the slightest bit of reluctance to enforce limiting terms, such as ". . receiving more than twenty-five percent of . . . gross revenue [from operations] in this state . . .," to allocate revenue to effect a statutory standard.

Intervenors have also ignored the most recent and relevant twelve month set of calculations raised by Commission Staff. Two parallel avenues of revenue analysis have come into play, one dealing with year-end December 31, 2005, and the other dealing with the 12 months ending June 30, 2006. As recited in Applicants' initial brief, in each 12-month period dealing with gross regulated and unregulated revenues, three calculations were produced. Of the six figures produced, only one figure (from December 31, 2005) exceeded the 25 percent threshold. Under the authority cited by

both applicants and staff this percentage is an inappropriate measure, and in any event, the comparable figure for the 12 months ending June 30, 2006, does not reach 25 percent. Intervenors chose not to comment on this. Based on this analysis, even consideration of Nebraska unregulated revenue does not implicate the statute.

In any event, under a plain reading of the statute, there is no way that it can be read to require the inclusion of Nebraska revenues. And thus the 25 percent threshold cannot be reached.

#### ARGUMENT AND AUTHORITIES

At the outset, it should be noted that a typographical error exists on page 2 of Intervenors' brief. NorthWestern emerged from bankruptcy in November of 2004, not 1994. (Bird depo at 24.)

NorthWestern relies upon the discussion and authorities set forth in its initial brief. We also note that Commission Staff has independently arrived at essentially the same conclusion. NorthWestern submits that Intervenors have either ignored or failed to successfully refute its previously advocated conclusions.

At page 7 of its brief, NorthWestern posits its fundamental position, that ". . . the statute clearly relates to gross regulated revenue in this state." Under that test the percentage is less than 15 percent. Intervenors have misinterpreted this issue, arguing that it requires introducing an omitted word into

the statute. To the contrary, as stated in the Moore case cited later in this brief, the "manifest intent" of this statute must be ". . . derived from the statute as a whole, as well as other enactments relating to the same subject." Moore, infra., brief, p.6. NorthWestern discussed this analysis in its initial brief. The long standing interpretation of the application of the gross receipts tax (which was first adopted with Chapter 49-34A) to regulated revenues by the Commission furnishes ample reason to apply SDCL 49-34A-38.1 to regulated revenues.

After discussing NorthWestern's calculation of its revenues in pages 3 through 6 of its brief, Intervenors conclude that "... using NorthWestern's own methodology and numbers, the only issue is whether to use the second calculation, which includes Nebraska gas revenues, or the third, which does not." While NorthWestern does not agree that Intervenors have described the "only issue," it does acknowledge that Intervenors have stated the determinative issue in this proceeding if the Commission chooses to go beyond regulated revenues. More important from NorthWestern's perspective, however, the discussion by Intervenors shows that they do not seriously disagree with NorthWestern's revenue calculations and the methodology by which NorthWestern arrives at the several percentages.

As stated in NorthWestern's initial brief, six computations have been made, only one of which exceeds the 25 percent threshold. Computations using revenues for the year ended December 31, 2005, with 12 months ended June 30, 2006, in parenthesis, show:

- A. The gross regulated revenue in the state was 14.72 (14.82) percent of gross regulated revenue;
- B. The gross regulated revenue combined with unregulated revenue in this state was 20.84 (19.78) percent; and
- C. The gross regulated revenue combined with in-state and out-of-state unregulated revenue was 25.23 (23.84) percent.

Thus, only one computation, and one not based on the most recent figures, results in a percentage over 25 percent. More important, the one computation resulting in more than 25 percent includes out-of-state unregulated revenue which, as explained in Applicants' initial brief, does not comport with the requirement that revenues from operations in this state be considered under the statute.

Intervenors simply ignored the most recent figures, notwithstanding that the most recent figures are most indicative of the company's current condition.

Intervenors argue that Nebraska unregulated revenue must be counted because ". . . unlike its Montana-based revenue, NorthWestern has itself treated Nebraska and South Dakota revenue the same." (Brief, page 7.) In point of fact, NorthWestern has not treated the revenue from both states as one. Neither the FERC, nor the SEC, nor the Commission requires such a breakdown as routine regulatory or reporting requirement. NorthWestern's accounting system, various ad hoc reports to regulatory agencies can be constructed and certain reoccurring reports are "mapped" from pro forma accounts (each of which has a discrete designator). In this process, before Montana Power was acquired, South Dakota and Nebraska unrequlated gas sales were accounted for together under a particular system designator (NEC) but could be broken out as needed individually. When Montana power was acquired, it was simply added as a separate system designator (MTU)<sup>1</sup>.

Intervenors next argue that the statute does not "require" the exclusion of Nebraska revenues. To the contrary, the statute is clear in stating that it is only gross revenue generated in South Dakota that applies to the benchmark. The line of cases cited in

<sup>&</sup>lt;sup>1</sup>See NorthWestern Controller Kendall Kliewer deposition, pp. 13, 21-24 and 43-49, attached.

Applicants' brief clearly requires the purpose and context of the statute to be taken into consideration in interpreting the statute. Similarly, the South Dakota Supreme Court has spoken on the subject:

Each statute must be construed according to its manifest intent as derived from the statute as a whole, as well as other enactments relating to the same subject. Words used by the legislature are presumed to convey their ordinary, popular meaning, unless the context or the legislature's apparent intention justifies departure. conflicting statutes appear, it responsibility οf the court to give reasonable construction to both, and to give effect, if possible to all provisions under consideration, construing them to be harmonious and workable.

Moore vs. Michelin Tire Co. Inc., 1999 SD 152, ¶ 16, 603 NW2d 513, 518. In the context of this proceeding, it is clear that "gross revenue in this state" means something specific. The "manifest intent" of the statute is clear and speaks to revenue from operations in this state.

The unregulated sale of natural gas in Nebraska, delivered in Nebraska, under the authorities cited in the initial brief clearly is not revenue generated from South Dakota operations<sup>2</sup>. At page 9 of their brief, Intervenors suggest that NorthWestern has provided

<sup>&</sup>lt;sup>2</sup>NorthWestern's first data production under the first scheduling order included the Nebraska gas supply contract dated July 24, 1997, establishing the Nebraska points of delivery of unregulated sales, identified as: "The pdf file is the contract between NEC (now NSC) and the utility for the nonregulated Nebraska revenues generated. Paragraph I.A details the delivery points in Nebraska."

no authority for the proposition that gross revenue relates only to regulated revenue. In doing so, they ignore the <u>Arkansas Power</u> case cited in our brief. That case clearly concluded that unregulated revenue should not be a part of gross revenue, thus confining the inquiry to regulated revenue.

Intervenors go on to criticize the authorities cited by Applicants at pages 8 through 12 of the brief, concluding that a different statutory test for allocation of revenues was at work in However, the statutory test involved in South the cited cases. Dakota is ". . . receiving more than 25 percent of . . . gross revenue in this state . . . . " SDCL § 49-34A-38.1. The context of the statute within the framework of Chapter 49-34A clearly refers to the receipt of revenue for operations in the state of South That is the statutory test which must be implemented by the Commission. The authorities cited by Applicants simply show that the courts give full recognition of limiting language such as The reason for the limitation to in-state revenue is manifest: a South Dakota Commission has no more business regulating the business aspects of a Nebraska regulated utility, than has a Nebraska Commission in regulating a South Dakota regulated utility.

#### CONCLUSION

Intervenors conclude that ". . . because revenue from the sale of natural gas in Nebraska is revenue to a South Dakota corporation, it is revenue received in this state . . . . " Such a conclusion flies not only in the face of the applicable statute, but in the face of the established authority cited in Applicants' Revenue from Montana operations finds its way to the bottom line at NorthWestern. No one would consider including that revenue for consideration under the statute. For all the reasons cited in their initial brief, Applicants request that the Commission conclude that it has no jurisdiction to consider approval of the transaction.

Dated this 29th day of November, 2006.

#### NORTHWESTERN CORPORATION

MAY, ADAM, GERDES & THOMPSON LLP

BY: /s/David A. Gerdes

DAVID A. GERDES

Attorneys for NorthWestern Corporation

503 South Pierre Street

P.O. Box 160

Pierre, SD 57501-0160

Telephone: (605) 224-8803

Telefax: (605)224-6289

BABCOCK & BROWN INFRASTRUCTURE LIMITED

MAY, ADAM, GERDES & THOMPSON LLP

BRETT KOENECKE

Attorneys for Babcock & Brown

Infrastructure Limited 503 South Pierre Street

P.O. Box 160

Pierre, SD 57501-0160

Telephone: (605)224-8803

Telefax: (605)224-6289

THOMAS J. KNAPP
Vice President, General
Counsel
and Corporate Secretary
NorthWestern Corporation
125 South Dakota Avenue
Sioux Falls, SD 57104

PATRICK CORCORAN
Vice President, Government and
Regulatory Affairs
NorthWestern Corporation
40 East Broadway
Butte, MT 59701

PAM BONRUD Director Regulatory Affairs - SD/NE 125 South Dakota Avenue Sioux Falls, SD 57104 MICHAEL GARLAND
Babcock & Brown LP
2 Harrison Street, 6<sup>th</sup> Floor
San Francisco, CA 94105

NANCY ZAJAC
Babock & Brown LP
1 Dag Hammarskjold Plaza
885 Second Avenue
New York, NY 10017

#### CERTIFICATE OF SERVICE

Brett Koenecke of May, Adam, Gerdes & Thompson LLP hereby certifies that on the 29<sup>th</sup> day of November, 2006, he mailed by United States mail, first class postage thereon prepaid, a true and correct copy of the foregoing in the above-captioned action to the following at their last known addresses, to-wit:

Kara Van Bockern, Staff Attorney Public Utilities Commission 500 East Capitol Avenue Pierre, South Dakota 57501

Dave Jacobson, Staff Analyst Public Utilities Commission 500 East Capitol Avenue Pierre, South Dakota 57501

Bob Knadle, Staff Analyst Public Utilities Commission 500 East Capitol Avenue Pierre, South Dakota 57501 Mrg Simon, Manager State Governmental Relations Missouri River Energy Services P.O. Box 88920 Sioux Falls, SD 57109-8920

Thomas J. Heller, CEO Missouri River Energy Services P.O. Box 88920 Sioux Falls, SD 57109-8920

David P. Yaffe
Van Ness Feldman
1050 Thomas Jefferson Street NW, 7<sup>th</sup> Floor
Washington, DC 20007

William Taylor
Woods Fuller Shultz & Smith
P.O. Box 5027
Sioux Falls, SD 57117-5027

Darla Pollman Rogers
Riter Rogers Wattier & Brown
P.O. Box 280
Pierre SD 57501-0280

Nadia Zakir
Van Ness Feldman
1050 Thomas Jefferson Street NW, 7<sup>th</sup> Floor
Washington, DC 20007

Brett Koenecke

Kendali Kliewer	CondenseIt!	September 27, 2006
	Page 13	Page 15
1 A. No.	1 administration.	
2 Q. So is it fair to say the only reporting you	2 Q. What year was that?	
3 make to any public agency that would separa	· · · · · · · · · · · · · · · · · · ·	-
4 identify South Dakota revenue of Northweste	- 1	is a Nebraska football
5 Corporation or any of its subsidiaries is to	5 fan, by the way.	
6 the South Dakota Public Utilities Commissio		o ask vou a little
7 A. Yes.	7 about Northwestern Corp	- 1
8 Q. Because from my reading of your 10K to the		l I
9 there's no breakout of revenues by state.	9 its reporting, is that Nort	<u> </u>
10 A. Correct.	is actually a Delaware co	- 1
11 Q. Your previous position at Northwestern was	11 familiar with the incorpo	1
12 chief accountant. Is that correct?	12 Northwestern?	radon of
13 A. Yes.	13 A. Yes. I know it is a Dela	ware cornoration
14 Q. Who did you do as the chief accountant?	14 yes.	ware corporation,
15 A. I was hired as chief accountant in November	-	colly-ourned subsidiaries
2002 1 1 1 1 1 1 1 1		-
1	-	•
17 research and oversee the SEC reporting.	both as of today and as of 2005.	December 31 of
18 Q. Did you have any previous position at		ith room and last
19 Northwestern Corporation?	Why don't we start w	-
20 A. No.	20 year, 12-31-05. What w	- (
21 Q. Do you know who your employer actually is		-
22 you an employee of Northwestern Corporation		
23 A. Yes.	23 Services Corporation. It	was a wholly-owned
24 Q. Do you have an employment contract?	24 subsidiary.	
25 A. No.	25 Northwestern Service	
	Page 14	Page 16
1 Q. But you get a check from Northwestern	own wholly-owned subs	idiary called Nekota
2 Corporation?	2 Resources.	
3 A. Yes.	3 Northwestern I hav	
4 Q. To your knowledge are all the employees who		9
5 work in the office in Sioux Falls employees	<b>!</b>	-
6 Northwestern Corporation?	6 a captive insurance subs	idiary that is Risk
7 A. Yes.	7 Partners Assurance.	
8 Q. Can you tell me what you did before you star		1
9 work for Northwestern Corporation?	9 Northwestern Investmen	i i
10 A. Sure. I was a CPA with KPMG in Lincoln,		Growth Corporation, and I
Nebraska. I was a senior manager on the aud	-	when we converted it to
12 side.	12 an LLC.	<u> </u>
13 Q. How long were you there?	Those are, without see	
14 A. I was there right at five years.	those are the only ones the	nat I remember we have
15 Q. Were you employed before starting with KPM		
16 A. I was. I worked for a small local firm in	16 Northwestern Investm	
17 Aurora, Nebraska, for my first two years out		
18 college.	18 Megawatts, I believe. T	1
19 Q. When did you obtain your when did you b	<b>I</b>	
20 a CPA?	20 four subsidiaries within	
21 A. May of 1994.	21 remember the exact legal	
22 Q. Can you just tell me about your education af	ter 22 And Northwestern In	vestments also had, as

23

24

25

24 A. I graduated from the University of Nebraska in

Lincoln with a Bachelor of Science in business

high school?

of 12-31-05, had a subsidiary named Netexit, Inc., which was liquidated and is in the -- the

actual legal structure has either been

Vehoan Viicmel	Condenselt!	September 27, 2006
	Page 41	Page 43
1 Corporation show up?		dule. The \$55,290,000 is
2 A. It would show up in that line item, I believ	_	ties out to the number at
3 it's titled Equity and Earnings of Affiliated		
4 Companies or Equity and Earnings of	· -	lifferent piece is what is
5 Subsidiaries. If you were I guess a simp		Nebraska regulated natural
6 example, if this \$154 million, that's only the		
7 revenue. If we were to go down the full in	ı <del>-</del>	NPS was your company code for
8 statement for these subsidiaries, and let's	1	ated revenue of Northwestern
9 just say you had costs of \$150 million and		
10 had net income of \$4 million, for your SEC	10 A. In South Dakota, 1	Nebraska. I'm sorry. We have
purposes you're going to show all those gro	oss 11 completely separa	te codes for Montana. Yes.
and come across. So you'll include that \$1		for Montana revenues? Are
million in revenues, \$150 million in cost o	f 13 they not part of NE	PS?
sales, so you end up with net income of	14 A. They are not part of	of NPS. It's a separate
15 \$4 million.	15 company code. W	Ve call it MPU in our system.
For FERC purposes, you don't show the	16 Q. Is all Montana reg	ulated revenue under that
17 revenues. You don't show the costs. You	show 17 code?	
one line item that says Equity and Earning	s of 18 A. Yes.	
19 Subsidiaries, \$4 million. Then that would	be 19 Q. Looking at the sec	ond page of Exhibit 1, there
20 I don't remember exactly where it's at o	n 20 are three calculation	ons there. Correct?
21 the FERC Form 1 income statement, but it's	s not 21 A. Correct.	
22 included in revenues. It's included in a	22 Q. Could you explain	to me before we get
separate line item. I can go back and look	and 23 there.	
24 tell you exactly where.	24 (A recess wa	as taken)
25 Q. Let's go to the next category of numbers of	a the 25 Q. We were talking a	bout the difference between
	Page 42	Page 44
1 first page of Exhibit 1 identified as NPS	1 SEC and FERC repo	orting. In Response to the
2 Revenue. There you've got FERC IS and SE	EC IS. 2 South Dakota PUC	dated August 24, 2006, in
3 Those numbers are the same, \$214,975,502	2. 3 Paragraph 5 there	was a question from the PUC
4 Correct?	4 about the difference	ce. I just want to ask you
5 A. Yes.	5 about the response	that was actually made there
6 Q. Tell me what those numbers are.	6 in Paragraph 5.	
7 A. FERC IS stands for FERC Income Statement.	, and 7 A. Which question?	
8 SEC Income Statement. So those are the	8 Q. The document date	ed August 24, 2006.
9 revenues that show up in both cases. As I	9 A. Question No. 5.	
10 mentioned earlier, there's no differences in	·	of the response says, "The
South Dakota between SEC purposes and F		EC reporting to FERC reporting
12 purposes.		ed on the direct mapping of
That's what we were trying to show is t		t to the FERC accounts."
14 reconciliation down here, and then as you'		
note right below that, we break it out between		terms. If that doesn't work,
16 South Dakota Electric, South Dakota Gas,		ner chance to explain to me
Nebraska Gas to tie out to \$214,975,000.	what that sentence	says.
118 O So that is not actually total NPS revenue	18 A Okay	

18 Q. So that is not actually total NPS revenue. That's NPS revenue that you attribute to 19 South Dakota.

21 A. The \$214,975,000 is total NPS revenue.

22 Q. It is. 23 A. Yes. Right below that we show what we

attribute to South Dakota. The \$104.3 million 24

is electric, which ties out to the number at

18 A. Okay.

19 Q. What do you mean by "direct mapping"?

20 A. Well, maybe we should start with the accounts

21 or what we have -- we call it the chart of

accounts. Natural chart of accounts is what we 22

23 have for -- what we call a natural chart of

accounts for SEC purposes. That's basically 24

25 you have revenues, cost of sales, and then we

reporting under that method, you are basically on your own to determine how you want to report it in your chart of accounts.

So that's what we say. When we set our SAP, our system is set up using natural -using a natural chart of accounts or an SEC accounting basis. So everything is coded that way. When any invoice is entered into the system, it's coded to an account number that then for revenues would roll into revenues.

Then we actually have to establish -- I

and included in your total revenue reported to 15

SEC. Correct? 16

17 A. Yes.

18 Q. How is that mapped to FERC?

19 A. It's mapped because it has a separate order

that takes it out of revenues for FERC purposes 20 21

and moves it down to equity and earnings of

subsidiary.

23 Q. So the order just carries it to a different

accounting category for FERC purposes. 24

25 A. Right.

15

16

17

18

19

20

21

22

23

24

20

21

revenues.

19 A. Sure. The total grossed-up revenue, which is

the \$1,261,354,865, is basically we start with 20 21

our SEC reported revenue, and then there are a

number of eliminations that are made: 22 23

So you start with \$1,065,000,000. There are a number of eliminations that are made for

24 intercompany sales. So maybe our unregulated

22 Q. Explain for me, if you can, why it makes sense to make that comparison as opposed to comparing 23

higher cost of sales associated with that gross

total South Dakota regulated and unregulated 24

25

revenue as a percentage of total SEC revenue.