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ARIZONA CORPORATION COMMISSION

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June 15, 2012

Re: Policy Statement on Income Tax Expense for Tax Pass-Through Entities;
Docket No. W-00000C-06-0149.

Dear Commissioners and interested stakeholders,

Today, my office docketed the attached draft policy statement regarding treatment of income tax expenses for tax pass-through entities. I have placed an item on our upcoming Staff Meeting Agenda to discuss this draft policy statement. I would like to discuss the process for receiving comments on the statement and bringing the statement before the Commission for consideration and possible adoption.

Thank you,

Gary Pierce
Chairman

Arizona Corporation Commission
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Policy Statement on Income Tax Expense for Tax Pass-Through Entities

In several recent rate cases¹ and in one pending rate case,² the Arizona Corporation Commission ("Commission") has been asked to impute income tax expense in the cost of service of so-called tax pass-through entities such as limited liability companies, Subchapter S corporations and partnerships. In each of these proceedings, the applicants presented testimony and evidence to the Commission supporting their request for including income tax expense. On the basis of this testimony and evidence, certain commissioners expressed interest in reconsidering the income tax issue. In a Staff Meeting held January 12, 2011, the commissioners directed Utilities Division Staff to examine the merits of allowing income tax expense for tax pass-through entities in the generic docket captioned *In the Matter of the Commission's Generic Evaluation of the Regulatory Impacts from the Use of Non-traditional Financing Arrangements by Water Utilities and their Affiliates*.³ A workshop was subsequently publicly noticed by Utilities Division Staff and held on March 25, 2011. Various participants in the generic docket made presentations, which were filed with Docket Control, addressing the arguments for and against including income tax expense in the cost of service of tax pass-through entities.

Because some commissioners were interested in reconsidering the question of imputed income tax expense, in early 2011 the Commission began to include an ordering paragraph in its rate case decisions for tax pass-through entities which recognized the possibility that the Commission might change its practice on the issue, and which specified a process for an affected utility to obtain a prospective increase in its revenue requirement through the filing of a petition under A.R.S. § 40-252 in the event the Commission did change its policy on imputed income tax expense. For example, the Commission included the following language in Decision 72177 (February 11, 2011) from the last Sahuarita Water Company rate case:

IT IS FURTHER ORDERED that in the event the Commission alters its policy to allow S-corporation and LLC entities to impute a hypothetical income tax expense for ratemaking purposes, Sahuarita Water Company, LLC may file a motion to amend this Order prospectively, and Sahuarita Water Company, LLC's authorized revenue requirement hereunder, pursuant to A.R.S. § 40-252, to reflect the change in Commission policy.⁴

¹ Sunrise Water Co. (Docket No. W-02069A-08-0406), Farmers Water Co. (Docket No. W-01654A-08-0502), Johnson Utilities, LLC (Docket No. WS-02987A-08-0180) and Sahuarita Water Company, LLC (Docket No. W-03718A-09-0359).

² Pima Utility Company (Docket Nos. W-02199A-11-0329 and W-02199A-11-0330).

³ Docket No. W-00000C-06-0149.

⁴ Pg. 45-46.

There are a number of states which allow income tax expense in the cost of service for tax pass-through entities. For example, in *Suburban Utility Corporation v. Public Utility Commission of Texas*, 652 S.W.2d 358 (1983), the Supreme Court of Texas held that recognition of income tax expense for tax pass-through entities is necessary.

“The income taxes required to be paid by shareholders of a Subchapter S corporation on a utility's income are inescapable business outlays and are directly comparable with similar corporate taxes which would have been imposed if the utility operations had been carried on by a corporation. Their elimination from cost of service is no less capricious than the excising of salaries paid to a utility's employees would be. We therefore hold that Suburban [a Subchapter S corporation] is entitled to a reasonable cost of service allowance for federal income taxes actually paid by its shareholders on Suburban's taxable income or for taxes it would be required to pay as a conventional corporation, whichever is less.”⁵

Based upon the evidence and testimony which has been presented in the recent rate cases before this Commission as well as in the generic docket, we are persuaded that a tax pass-through entity should be allowed to recover income tax expense as a part of its cost of service and that its revenue requirement should be grossed up for the effect of income taxes. We are persuaded that the failure to include income tax expense needlessly discriminates against tax pass-through entities and creates an artificial impediment to investment in utility infrastructure. Neither of these outcomes serves the interests of rate payers. Thus, we will adopt a new policy which allows imputed income tax expense in the cost of service for limited liability companies, Subchapter S corporations and partnerships. While sole proprietorships are not technically tax pass-through entities, the arguments supporting the inclusion of income tax expense for tax pass-through entities are equally applicable in the case of sole proprietorships. Thus, the policy will apply to sole proprietorships as well as tax pass-through entities.

This new policy will be applied in pending and future rate cases. Companies that have been denied recognition of income tax expense in the past may make whatever filings they deem appropriate to address the issue prospectively.

We also desire at this time to provide guidance regarding how income tax expense for tax pass-through entities may be calculated in a fair and balanced way. We agree with the Supreme Court of Texas that the income tax expense for a tax pass-through entity should never be greater than it would be for a stand-alone conventional C Corporation. Accordingly, we propose the tax expense be determined as follows:

⁵ 652 S.W.2d at 364.

1. Identify all taxable persons or entities and all non-taxable entities⁶ (if any) which are owners of the tax pass-through entity. If the tax pass-through entity has an owner which is itself a tax pass-through entity, identify all taxable persons or entities and all non-taxable entities (if any) of such tax pass-through owner. Income tax expense shall be permitted based only upon the effective income tax rates of owners which have actual or potential state and federal income tax liability.
2. Compute the actual effective income tax rate for each owner of the tax pass-through entity based upon such owner's proportionate share of taxable income at the proposed revenue level using applicable statutory federal and state income tax rates.
3. Calculate a weighted average effective income tax rate for the combined ownership of the tax pass-through entity.
4. Use the weighted average effective income tax rate for calculating the income tax allowance.
5. Also, calculate the income tax allowance for the tax pass-through entity as though it were a stand-alone Subchapter C corporation.
6. The authorized income tax allowance for the tax pass-through entity shall be the lower of: (i) the income tax allowance using the weighted average effective tax rate for the combined ownership calculated using steps 1 through 4 above; and (ii) the income tax allowance assuming the tax pass-through entity is a stand-alone Subchapter C corporation calculated using step 5 above.

In rate cases going forward, parties may advocate for their preferred methodology for calculating income tax expense for pass-through entities; the above methodology is meant to serve as a starting point.

⁶ Non-taxable entities are not-for-profit corporations, municipal corporations or other entities which do not have actual or potential state or federal income tax liability.