

**STATE OF MISSOURI
PUBLIC SERVICE COMMISSION**

At a session of the Public Service
Commission held at its office in
Jefferson City on the 17th day of
December, 2025.

In the Matter of the Application of Confluence)
Rivers Utility Operating Company, Inc., for a)
Certificate of Convenience and Necessity to)
Provide Water Service in an Area of Pulaski)
County, Missouri (Leon Travis Blevins a/k/a)
Travis Blevins and Patricia Blevins, d/b/a Misty)
Mountain PWS a/k/a Misty Water Works, Charity)
PWS, and Rolling Hills PWS))

Case No. WA-2026-0054

**ORDER AUTHORIZING WATER SYSTEMS ACQUISITION AND
GRANTING CERTIFICATE OF CONVENIENCE AND NECESSITY**

Issue Date: December 17, 2025

Effective Date: January 16, 2026

Procedural History

On August 21, 2024, the Commission issued its *Report and Order* in Case No. WC-2023-0353, a complaint case filed by the Staff of the Commission (Staff). The Commission determined Leon Travis Blevins a/k/a Travis Blevins and Patricia Blevins, d/b/a Misty Mountain PWS a/k/a Misty Water Works, Charity PWS, and Rolling Hills PWS (Blevins) was operating a water corporation and public utility providing water for gain without certification where such certification is required by Missouri statute. The order also determined that, due to Blevins being unable to provide safe and adequate water service, it was necessary for the Commission to direct its General Counsel to petition the circuit court to appoint a receiver to take control of the Blevins' water systems. Because Mr. Blevins had stated that he intended to begin disconnecting customers for nonpayment, the General Counsel filed a *Verified Petition of Injunction* in the Circuit Court

of Pulaski County, Missouri, on October 16, 2024 (Case No. 24PU-CV1695). The Circuit Court subsequently issued an *Order Granting Injunction* against the Blevins on December 2, 2024.

The General Counsel also filed a *Petition to Attach the Assets of a Non-Compliant Water System and to Appoint a Receiver* (Petition) in the Circuit Court of Pulaski County, Missouri, on October 17, 2024 (Case No. 24PU-CV01704). Mr. Blevins' response to the Petition indicated that he had agreed to sell certain assets to Central States Water Resources, Inc. (CSWR). This receivership case remains pending.

On December 16, 2024, CSWR entered into an *Agreement for Sale of Utility System* (Agreement) with Blevins. Paragraph 18 of the Agreement stated that CSWR would assign its rights under the Agreement to one of its subsidiaries, Confluence Rivers Utility Operating Company, Inc. (Confluence Rivers). After the execution of this binding agreement, representatives of Confluence Rivers have been unable to contact Blevins and have received no responses to their inquiries and requests for information in regard to certain historical information relating to billing and expenses for various items during Blevins' ownership. Accordingly, some of the information called for by Commission Rule 20 CSR 4240-50.060 is not available to Confluence Rivers and not provided in its application.

On August 29, 2025, Confluence Rivers filed the above-referenced application (Application). The Application requests Commission authority to acquire the Rolling Hills and Charity water systems assets of the currently unregulated systems of Blevins located in Pulaski County, Missouri. The Application also requests a certificate of convenience and necessity (CCN) to install, acquire, build, construct, own, operate, control, manage,

and maintain the systems and provide service to the public. Confluence Rivers also requests waiver of the Commission's rule requiring 60 days' notice prior to filing an application¹ and a waiver of portions of the previously mentioned CCN filing requirements due to its inability to obtain information from Blevins.

On September 2, 2025, the Commission issued its *Order Directing Notice, Setting Deadline for Intervention, and Directing Staff Recommendation* in this matter. No applications to intervene were received. On October 20, 2025, Staff filed its *Staff Recommendation*, in which it recommended the Commission approve Confluence Rivers' acquisition of the Blevins' water systems assets and grant the CCN, subject to certain conditions. No parties objected to Confluence Rivers' application or Staff's recommendation.

To assure Blevins received notice of the Application and had an opportunity to intervene, on November 10, 2025, the Commission issued its *Order Directing Confluence Rivers to File Documentation, Directing Data Center to Send Documents, and Setting a Deadline to Intervene*. Neither Mr. Blevins nor Ms. Blevins applied to intervene by the deadline set by the Commission.

Discussion

Certificate of Convenience and Necessity

Confluence Rivers is a "water corporation" and a "public utility," as those terms are defined in Section 386.020, RSMo (Supp. 2023), and is subject to the jurisdiction of the Commission. Confluence Rivers provides water service to approximately 6,400 connections in various service areas in Missouri.

¹ Commission Rule 20 CSR 4240-4.017(1).

The Rolling Hills water system serves 17 connections in a residential subdivision approximately seven miles west of Waynesville, Missouri. The Charity water system serves 18 connections in a residential subdivision approximately seven miles northeast of St. Robert, Missouri.

The Commission may grant a water corporation a CCN to operate after determining that the construction and operation are “necessary or convenient for the public service.”² The Commission articulated criteria (known as the Tartan criteria) to be used when evaluating applications for utility certificates of convenience and necessity in *In Re Intercon Gas, Inc.*³

The *Intercon* case combined the standards used in several similar certificate cases, and set forth the following criteria: (1) there must be a need for the service; (2) the applicant must be qualified to provide the proposed service; (3) the applicant must have the financial ability to provide the service; (4) the applicant's proposal must be economically feasible; and (5) the service must promote the public interest.

There is both a current and a future need for the service, as the customers of the Rolling Hills and Charity water systems have both a desire and need for service. There is also a need for updates to the systems proposed by Confluence Rivers to ensure safe and adequate service. Confluence Rivers is qualified to provide the service, as it already provides water service to approximately 6,500 Missouri customers.

Confluence Rivers does not anticipate the need for external financing for this acquisition and has demonstrated by its past conduct over many years that it has adequate finances to operate the utility systems it owns, to acquire or construct new

² Section 393.170.3, RSMo. (Supp. 2023).

³ 30 Mo P.S.C. (N.S.) 554, 561 (1991).

systems, and to expand or upgrade its existing systems. Thus, Confluence Rivers has the financial ability to provide the service.

The proposal is economically feasible in that Confluence Rivers has demonstrated over the years that it has the financial, technical, and operational resources to acquire and improve water systems. It is proposing to initially adopt the current rates billed to the customers of the Rolling Hills and Charity water systems, but those rates will be evaluated as part of its next general rate case.

Finally, Staff notes that the customers of these water systems have endured inadequate service and potentially hazardous health situations for multiple years. Given the improvements proposed by Confluence Rivers, Staff concludes that granting the CCN with certain conditions will promote the public interest.

Based on the application and Staff's recommendations, the Commission concludes that the factors for granting a CCN to Confluence Rivers have been satisfied and that with the conditions recommended by Staff it is necessary or convenient for the public service for Confluence Rivers to provide water service to the customers of the Rolling Hills and Charity water systems. Thus, the Commission will grant Confluence Rivers a CCN to provide water service within the proposed service areas, subject to the conditions recommended by Staff.

The Commission need not hold a hearing if, after proper notice and opportunity to intervene, no party requests such a hearing.⁴ No party or individual has requested a hearing, so the Commission need not hold a hearing to grant a CCN in this matter.

Waiver of 60-Day Notice Rule

⁴ *State ex rel. Rex Deffenderfer Enterprises, Inc. v. Public Service Commission*, 776 S.W.2d 494 (Mo. App. W.D. 1989).

Confluence Rivers' application asks the Commission to waive the 60-day notice requirement in 20 CSR 4240-4.017(1). Confluence Rivers has filed a verified declaration that it has had no communication with the Office of the Commission within the 150 days prior to filing the application regarding any substantive issue likely to be in this case. The Commission finds good cause exists to waive the notice requirement of Commission Rule 20 CSR 4240-4.017(1) and will grant the waiver.

Waiver of Certain Filing Requirements

In the case of an application for a CCN by a water utility where service is currently provided by an existing water utility, Commission Rule 20 CSR 4240-50.060(3)(A)10 requires that the application contain financial statements, general ledgers, invoices, and billing registers for the seller's water system, if available, for the previous five years. Confluence Rivers' application states that its representatives have been unable to contact Blevins and have received no responses to their inquiries and requests for such information. Therefore, the Commission finds good cause to waive that requirement of the Commission Rule.

THE COMMISSION ORDERS THAT:

1. Confluence Rivers is granted authority to acquire the Rolling Hills and Charity water systems of Blevins, as described in its application.
2. Confluence Rivers is granted a certificate of convenience and necessity to install, acquire, build, construct, own, operate, control, manage, and maintain water service for the Rolling Hills and Charity water systems specified in its application, subject to the following conditions and requirements:
 - a. Confluence Rivers shall adopt the existing rates of the Rolling Hills and Charity water systems;

- b. Confluence Rivers shall submit tariff sheets, to become effective before closing on the assets, to include service area maps, service area legal descriptions, and rates and charges to be included in its tariff P.S.C. MO No. 30;
- c. Confluence Rivers shall notify the Commission of closing on the assets within five (5) days after such closing;
- d. If closing on the water systems' assets does not take place within thirty (30) days following the effective date of this order, Confluence Rivers shall submit a status report within five (5) days after this thirty (30) day period regarding the status of closing, and additional status reports within five (5) days after each additional thirty (30) day period, until closing takes place, or until Confluence Rivers determines that the transfer of the assets will not occur;
- e. If Confluence determines that a transfer of the assets will not occur, Confluence Rivers shall notify the Commission of such no later than the date of the next status report, as addressed above, and Confluence Rivers shall submit tariff sheets as appropriate that would cancel service area maps and legal descriptions applicable to each system's service areas in its tariff, and rate and charges sheets applicable to customers in each system's service areas in the tariff;
- f. Confluence Rivers shall keep its financial books and records for plant-in-service and operating expenses in accordance with the NARUC Uniform System of Accounts;
- g. Confluence Rivers shall adopt the depreciation rates ordered in Case No. WR-2024-0006;
- h. Confluence Rivers shall provide training to its call center personnel regarding rates and rules applicable to the acquired water systems' customers;
- i. Confluence Rivers shall distribute to the acquired water systems' customers an informational brochure detailing the rights and responsibilities of the utility and its customers, consistent with the requirements of Commission Rule 20 CSR 4240-13, within thirty (30) days of closing on the assets;
- j. Confluence Rivers shall provide to the Customer Experience Department (CXD) Staff an example of its actual communication with acquired water systems' customers regarding its acquisition and

operations of the water systems and how customers may reach Confluence Rivers, within ten (10) days after closing on the assets;

- k. Confluence Rivers shall include the acquired water systems' customers in its established monthly reporting to the CXD Staff on customer service and billing issues, on an ongoing basis, after closing on the assets;
- l. Confluence Rivers shall provide the CXD Staff a sample of five (5) billing statements from the first three (3) month's billing for the acquired water systems within ten (10) days of the billings; and
- m. Confluence Rivers shall file notice in this case outlining completion of the above-recommended training, customer communications, notifications and billing within ten (10) days after such communications and notifications.

3. The Commission makes no finding that would preclude it from considering the ratemaking treatment to be afforded any matters in any later proceeding.

4. The 60-day notice requirement of Commission Rule 20 CSR 4240-4.017(1) is waived.

5. The application requirements of Commission Rule 20 CSR 4240-50.060(3)(A)10 are waived.

6. This order shall become effective on January 16, 2026.

BY THE COMMISSION



A handwritten signature in black ink that reads "Nancy Dippell".

Nancy Dippell
Secretary

Hahn, Ch., Coleman, Kolkmeier,
and Mitchell CC., concur.

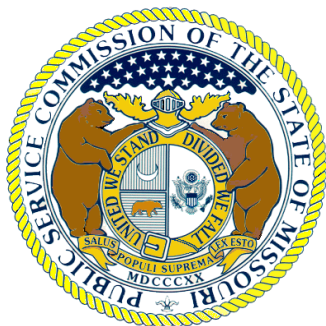
Seyer, Regulatory Law Judge

STATE OF MISSOURI

OFFICE OF THE PUBLIC SERVICE COMMISSION

I have compared the preceding copy with the original on file in this office and I do hereby certify the same to be a true copy therefrom and the whole thereof.

WITNESS my hand and seal of the Public Service Commission, at Jefferson City, Missouri, this 17th day of December 2025.



Nancy Dippell

Nancy Dippell
Secretary

MISSOURI PUBLIC SERVICE COMMISSION

December 17, 2025

File/Case No. WA-2026-0054

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Enclosed find a certified copy of an Order or Notice issued in the above-referenced matter(s).

Sincerely,



**Nancy Dippell
Secretary**

Recipients listed above with a valid e-mail address will receive electronic service. Recipients without a valid e-mail address will receive paper service.