JOINT HOUSE-SENATE APPROPRIATIONS SUBCOMMITTEE ON NATURAL RESOURCES AND BUSINESS REGULATIONS - MINUTES March 1, 1983

The meeting was called to order by VICE-CHAIRMAN SMITH at 8:15 a.m. in Room 132 of the Capitol Building, Helena, Montana.

ROLL CALL: SMITH, HEMSTAD, STOBIE, BOYLAN, LANE - Present MANUEL - Excused Staff Present: DICK GILBERT, LFA; CAROLYN DOERING OBPP; and PATTI SCOTT, SECRETARY

<u>PUBLIC SERVICE COMMISSION</u> (EXHIBIT A) (Tape #69 did not record to Side A-604. Cord was pulled out.)

BILL OPITZ, Executive Director of PSC, gave the Committee a copy of the fees charged by all states for Identification Stamps. If funds must be generated for the PSC, he suggested raising these fees may help. The Committee took no action on this suggestion.

Contracted Services

SENATOR BOYLAN MOVED TO NOT ALLOW THE \$11,000 IN LEGISLATIVE AUDIT FEES. MOTION FAILED WITH ONLY SENATOR BOYLAN VOTING YES.

There was considerable discussion on the charges for these audits. The Committee felt that they were high, but audits must be done.

Personal Services

REPRESENTATIVE HEMSTAD MOVED TO APPROVE 44 FTE'S. MOTION PASSED WITH REPRESENTATIVE STOBLE VOTING NO.

REPRESENTATIVE HEMSTAD MOVED TO APPROVE \$1,141,965-FY84 and \$1,140,300-FY85 FOR PERSONAL SERVICES. MOTION PASSED WITH REP-RESENTATIVE STOBLE VOTING NO.

Operating Budget

SENATOR BOYLAN asked why the PSC could not share space in another State-owned building. MR. OPITZ stated he had looked into it, but could not find adequate space.

SENATOR LANE MOVED TO APPROVE \$305,212-FY84 and \$313,203-FY85. MO-TION PASSED WITH REPRESENTATIVE STOBLE VOTING NO.

Total Funding

REPRESENTATIVE HEMSTAD MOVED TO APPROVE THE TOTAL PROGRAM AT \$1,459,667-FY84 and \$1,466,523-FY85. MOTION PASSED WITH REPRESENTATIVE STOBLE VOTING NO.

Page two JOINT HOUSE-SENATE APPROPRIATIONS SUBCOMMITTEE ON NATURAL RESOURCES AND BUSINESS REGULATION - MINUTES March 1, 1983

MODIFICATIONS FOR PSC (EXHIBIT D)

DICK GILBERT provided EXHIBIT B, which showed the modified requests already approved for elected officials by other subcommittees.

PSC's total modified request is for \$1,336,000. Of the \$2 million the elected officials have to work with, \$1,020,462-FY84 and \$608,284-FY85 had already been approved which is just \$400,000 short of the \$2 million. VICE-CHAIRMAN SMITH stated the PSC modifications should be considered by the full Committee. SENATOR BOYLAN agreed. REPRESENTATIVE HEMSTAD felt it was this Committee's responsibility to approve or disapprove these modifications. The rest of the Committee agreed.

The total modified request is for \$1,336,000. \$930,000 of this was a direct result of recommendations by the Legislative Auditor. Modified funding breakdown:

FY84 - \$684,000 General Fund 24,026 Other FY85 - \$652,000 General Fund

19,000 Other

1. Exempt Employees

REPRESENTATIVE HEMSTAD MOVED TO DENY THIS REQUEST. MOTION PASSED UNANIMOUSLY.

2. <u>Computer Capabilities</u> (Tape #69, Side A-604 and Side B-001 to 288)

There was considerable discussion on the subject. This request was partially based on the recommendations of the Legislative Auditor. SCOT SEACAT. Legislative Auditor's office, was present to explain the Auditor's position. The Audit report basically reflected the PSC was doing a good job with what they had to work with. The major point, however, was the fact the PSC had no data base, nor the technical capabilities to deal with the complex rate requests. The have no ability to verify what the utilities tell them. The Audit report did not specifically recommend these four FTE in this modification, but did recommend auditors which are included in another recommendation.

REPRESENTATIVE STOBLE asked why the four people were needed. MR. OPITZ stated there is help required in getting the system going.

Page three JOINT HOUSE-SENATE APPROPRIATIONS SUBCOMMITTEE ON NATURAL RESOURCES AND BUSINESS REGULATION - MINUTES March 1, 1983

REPRESENTATIVE HEMSTAD noted that the Auditor's recommendation did not even come out until November, 1982. The request is for half a million dollars, and suggested more study should be done.

REPRESENTATIVE HEMSTAD MOVED TO CONCUR WITH THE LFA RECOM-MENDATIONS ON THIS, SPECIFICALLY: JULY 1983-JANUARY 1984 -REVIEW SPECIFIC FUNCTIONS THAT COULD BENEFIT FROM AUTOMA-TION AND BEGIN RECRUITING SYSTEMS ANALYST; JANUARY 1984-JANUARY 1985 - WITH SYSTEM ANALYST HIRED, DEVELOP DATA PRO-CESSING PACKAGES, DETERMINE DATA REQUIREMENTS AND AVAIL-ABILITY; JANUARY 1985-BEGIN DATA COLLECTION AND ENTRY, DE-VELOP COST FIGURES FOR SUCCEEDING IMPLEMENT STEPS FOR THE LEGISLATURE'S 1985-1987 APPROPRIATIONS. TOTAL COST -\$17,980-FY84 and \$50,660-FY85.

REPRESENTATIVE STOBLE MADE A SUBSTITUTE MOTION TO DENY THIS MODIFICATION. MOTION PASSED WITH REPRESENTATIVE STOBLE, SENATOR LANE AND VICE-CHAIRMAN SMITH VOTING YES. REPRESEN-TATIVE HEMSTAD AND SENATOR BOYLAN VOTED NO.

REPRESENTATIVE STOBIE felt further study was a waste of money.

VICE-CHAIRMAN SMITH felt the PSC should come up with an over-all plan to phase the computerization in, spreading out the costs. MR. GILBERT stated the LFA recommendation was a modest approach to identifying what was needed. REP-RESENTATIVE STOBIE stated the Legislative Auditor has already done this.

REPRESENTATIVE HEMSTAD believes the PSC will someday need this computer function. She felt the Legislature should appropriate the \$68,000 to further study it.

With the modification denied, VICE-CHAIRMAN SMITH stated the PSC could come before the full Committee, if they so choose.

3. Audit Function (Tape #69, Side B-288)

REPRESENTATIVE STOBIE MOVED TO DENY THIS MODIFICATION. SENATOR BOYLAN MADE A SUBSTITUTE MOTION TO APPROVE TWO AUDITORS AND ADJUST THE FUNDING ACCORDINGLY. MOTION PASSED WITH SENATOR BOYLAN, REPRESENTATIVE HEMSTAD AND SENATOR LANE VOTING YES. REPRESENTATIVE STOBIE AND SEN-ATOR SMITH VOTED NO. Page four JOINT HOUSE-SENATE APPROPRIATIONS SUBCOMMITTEE ON NATURAL RESOURCES AND BUSINESS REGULATION - MINUTES March 1, 1983

4. Lawyer

There are four lawyers on staff. VICE-CHAIRMAN SMITH feels the PSC is understaffed as far as attorneys, as they have a tremendous amount of legal work. REPRESEN-TATIVE HEMSTAD felt with de-regulation of Natural Gas coming, there is no need to "staff up."

REPRESENTATIVE HEMSTAD MOVED TO DENY THE REQUEST. MO-TION FAILED WITH SENATORS BOYLAN AND LANE, AND VICE-CHAIRMAN SMITH VOTING NO. REPRESENTATIVES STOBLE AND HEMSTAD VOTED YES.

SENATOR BOYLAN MOVED TO ACCEPT THE LAWYER MODIFICATION. MOTION PASSED WITH REPRESENTATIVES STOBLE AND HEMSTAD VOTING NO.

5. Ongoing Review (Tape #69, Side B-666)

REPRESENTATIVE HEMSTAD MOVED TO DENY THIS MODIFICATION. MOTION PASSED WITH REPRESENTITIVES HEMSTAD AND STOBLE, AND VICE-CHAIRMAN SMITH VOTING YES. SENATOR BOYLAN AND SENATOR SMITH VOTED NO.

REPRESENTATIVE STOBLE stated the amount of dollars saved to the consumer as a result of this kind of review would be small. SENATOR BOYLAN stated the millions of dollars the utilities request should be considered, and give the PSC more to function with in considering requests.

6. Railroad Inspector (Tape #70, Side A-035)

SENATOR BOYLAN MOVED TO APPROVE THIS REQUEST. MOTION PASSED UNANIMOUSLY.

7. Training

REPRESENTATIVE HEMSTAD MOVED TO DENY THIS REQUEST. MO-TION PASSED UNANIMOUSLY.

8. Expert Witnesses

REPRESENTATIVE HEMSTAD MOVED TO DENY THIS REQUEST. MO-TION PASSED WITH SENATOR LANE VOTING NO. The Committee felt the utilities and Consumer Council both hire expert witnesses. The PSC should make determinations, not hire witnesses. Page five JOINT HOUSE-SENATE APPRORIATIONS SUBCOMMITTEE ON NATURAL RESOUCES AND BUSINESS REGULATION - MINUTES March 1, 1983

9. Radios (Tape #70, Side A-130)

SENATOR LANE MOVED TO APPROVE THE RADIOS. MOTION PASSED UNANIMOUSLY.

10. Clerk Typist

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Mr. Opitz had testified he could accept ,5 FTE. SENATOR BOYLAN MOVED TO APPROVE THE FTE. REPRESENTATIVE HEMSTAD MADE A SUBSTITUTE MOTION TO APPROVE .5 FTE. MOTION PASSED UNANIMOUSLY.

11. National Regulatory Research Institute

REPRESENTATIVE HEMSTAD stated Tom Schneider, Chairman of the PSC, is on the Board of Directors.

REPRESENTATIVE HEMSTAD MOVED TO APPROVE THIS REQUEST. MO-TION PASSED UNANIMOUSLY.

12. Commercial Advertisements

REPRESENATATIVE HEMSTAD does not feel the PSC should be in public relations. To deny this, would not affect legal notices.

REPRESENTATIVE HEMSTAD MOVED TO DENY THIS MODIFICATION. MO-TION PASSED UNANIMOUSLY.

13. Toll Free Number

REPRESENTATIVE HEMSTAD stated the Citizen's Advocate can be utilized, as well as the local representative or senator.

REPRESENTATIVE HEMSTAD MOVED TO DENY THIS MODIFICATION. MO-TION PASSED WITH SENATOR LANE VOTING NO.

Vacancy Savings

REPRESENTATIVE HEMSTAD MOVED 2%. MOTION FAILED WITH ONLY REPRESENTATIVE HEMSTAD VOTING YES.

REPRESENTATIVE HEMSTAD MOVED 1%. MOTION PASSED WITH SENATOR LANE VOTING NO.

The meeting adjourned at 11:00 a.m. (Tape #70, Side A-242)

Apsubcom-Nat-Resommittee DATE 3-1-83 VISITOR'S REGISTER Joint HOUSE \mathtt{BILL}

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IF YOU CARE TO WRITE COMMENTS, ASK SECRETARY FOR LONGER FORM.

WHEN TESTIFYING PLEASE LEAVE PREPARED STATEMENT WITH SECRETARY.

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Elected Officials Approves Modified Request

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Exhibit-B-3-1-83

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ExhibitC 3-1-83

COST OF VEHICLE IDENTIFICATION STAMPS

Thirty-three states other than Montana sell stamps.

Twenty charge \$5.00 or less. Thirteen charge in excess of \$5.00.

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Of the thirteen states charging more then 5.00, nine states charge 10.00 or more.

Montana sold 181,924 stamps in 1982. Montana has sold 158,533 stamps to date in 1983.

STATES SELLING AND COST OF VEHICLE IDENTIFICATION STAMPS

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Alabama Arkansas	\$ 1.00 \$ 5.00 \$ 5.00
California	\$ 5.00
Colorado	\$ 5.00
Connecticut	\$10.00
Illinois	\$ 2.00
Indiana	\$ 3.00
Iowa	\$ 1.00
Kansas	\$10.00
Louisiana	\$10.00
Maine	\$ 8.00
Massachusetts	\$10.00
Minnesota Mini vinci	\$ 5.45
Mississippi Mississippi	\$13.00
Missouri	\$ 5.00
Montana	\$ 5.00
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New Hampshire	\$10.00
New York	\$ 5.00
North Carolina	\$ 1.00 \$ 5.00 \$ 1.00
North Dakota	\$ 5.00
Ohio	\$ 1.00
Oklahoma	\$ 5.00
Oregon	\$10.00
Rhode Island	\$ 7.00
South Carolina	\$ 1.00
South Dakota	\$ 4.00
Tennessee	\$ 5.00
Texas	\$11.00
Utah	\$ 1.00
Virginia	\$10.00
Washington	\$ 3.00
West Virginia	\$ 3.00
Wisconsin	\$ 5.00

LFA Page - Not addressed

Exhibit D 3-1-83

DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

EXEMPT EMPLOYEES 1985 Biennium

Personal Services:	<u>FY84</u>	FY85
Salaries	\$20,000	\$20,000
Employee Benefits	5,560	5,560
Total	\$25,560	\$25,560

Narrative:

The Commission introduced legislation (HB-627) which will provide it with ten exempt staff positions, bringing the number of exemptions in line with all other elected officials. The Commission requests funds to increase salaries in order to attract and retain competent professional staff. In the past, the Commission has lost such people to outside industries and to the Legislative branch of government.

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DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

COMPUTER CAPABILITIES

Budget Mod 1985 Bi	2	
	<u>FY84</u>	FY85
FTE	4.00	4.00
Personal Services:		
Salaries Employee Benefits Total	\$ 84,518 <u>16,904</u> \$101,422	\$ 84,192 <u>16,838</u> \$101,030
Operating Expenses:		
Contracted Services Supplies and Materials Communications Travel Rent Utilities Repairs and Maintenance Other Expenses Total	\$138,675 2,200 2,400 2,500 2,300 636 1,284 -0- \$149,995	\$138,675 2,332 2, 54 4 2, 550 2, 438 800 1,284 -0- \$150, 733
Equipment:	\$ 20,380	-0-
Total Program	\$271,797	\$251 ,753
Funding:		
General Fund	\$271,797 _.	\$251, 76 B

Narrative:

Computer Analytical Assistance (4.00 FTE) - As noted in its recent sunset audit, the Commission has no computer capability to assist in the regulation of Montana's largest industries. It seeks funds to hire two systems analysts and two computer programmers associated with the development and operation of computer systems. This modification would provide the Commission with this much-needed tool, expanding the analytical capabilities of the office and assisting in the timely and efficient processing of rate cases.

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OBPP Pages 145 and 146

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Pages 299 and 300

DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

AUDIT FUNCTION

Budget Modification 1985 Biennium						
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	<u>FY84</u>	FY85				
FTE	4.00	4.00				
Personal Services:						
Salaries Employee Benefits Total	\$ 80,465 16,093 \$ 96,558	\$ 80,156 16,031 \$ 96,187				
Operating Expenses:						
Supplies and Materials Communications Travel Rent Utilities Repairs and Maintenance Total	\$ 1,200 4,800 10,000 2,300 636 <u>260</u> \$ 19,196	\$ 1,272 5,088 10,600 2,438 800 275 \$ 20,473				
Equipment:	\$ 6,036	-0-				
Total Program	\$121,790	\$116,660				
Funding:						
General Fund	\$121,790	\$116,660				

Narrative:

While 39 other states perform audits of utilities, the Commission does not have an audit capability. The PSC is not adequately verifying the supporting figures provided by the utilities to justify rate requests and, as a result, is dependent on information provided by utilities. The present department staff spends a majority of its time analyzing rate requests. Little time is available to verify provided information or to review the actual records of the utilities. While many utilities undergo financial audits through retained CPA firms, and some maintain an internal audit staff, there is still a need for independent financial data verification which meet the needs of the Commission. 🗛 Page - Not Addressed

DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

LAWYER Budget Modification 1985 Biennium

	FY84	FY85
FTE	1.00	1.00
Personal Services:		
Salaries Employee Benefits Total	\$21,872 <u>4,376</u> \$26,248	\$21,795 <u>4,359</u> \$26,154
Operating Expenses:		•
Supplies and Materials Communications Travel/Registration Fees Rent Utilities Total Operating Expenses	600 1,200 2,500 575 159 \$ 5,034	660 1,272 2,515 610 200 \$ 5,257
Equipment:	\$ 1,559	\$ 1,559
Total Program	\$32,841	\$32,970
Funding:		
General Fund	\$32,841	\$32,970

Narrative:

The Commission holds hearings fifteen to twenty days per month. An attorney must attend each hearing. In the past two years, in addition to these day-to-day requirements which have increased substantially, the Legal Division has been required to handle a larger number of lawsuits, which are increasingly complex and time consuming. In addition, because of the activities associated with the AT&T divestiture, one attorney has devoted most of his time to telephone matters. The position is needed to adequately represent the Commission in its administrative hearings and in Court.

OBPP Page - Not Addressed

Fage - Not Addressed

DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

ONGOING REVIEW Budget Modifications 1985 Biennium

	FY84	FY85
FTE	3.00	3.00
Personal Services:		
Salaries Employee Benefits Total	\$54,669 <u>10,934</u> \$65,603	\$54,415 <u>10,883</u> \$65,298
Operating Expenses:		
Supplies and Materials Communications Travel Rent Utilities Repairs and Maintenance Total Operating Expenses	\$ 1,200 4,800 7,500 1,725 636 230 \$16,091	\$ 1,272 5,088 7,950 1,828 800 243 \$17,181
Equipment:	\$ 4,718	-0-
Total Program	\$86,412	\$82,479
Funding:		
General Fund	\$86,412	\$82,479

Narrative:

One of the major responsibilities of the Public Service Commission is to assure the public of adequate utility service at just and reasonable rates. At present, the Commission is not meeting this responsibility because it is not monitoring the financial activity of regulated utilities on a continuing basis. The only time a utility's financial condition is evaluated is when the utility submits a rate change request. As a result, the Commission and its staff are not adequately informed about the utilities' interim financial status between rate cases.

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OBPP Page 146

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DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

RAILROAD INSPECTOR Budget Modification 1985 Biennium		
FTE	$\frac{FY84}{1.00}$	<u>FY85</u> 1.00
Personal Services:		
Salaries Employee Benefits Total	\$21,872 <u>4,376</u> \$26,248	\$21,795 <u>4,359</u> \$26,154
Operating Expenses:		
Contracted Services Supplies and Materials Communications Travel Rent Utilities Repairs and Maintenance Other Expense	-0- 2,500 1,200 5,626 575 159 1,100 -0-	-0- 2,650 1,272 5,964 610 200 1,166 -0-
Total Operating Expenses	\$11,160	\$11,862
Equipment:	\$10,644	-0-
Total Program:	\$48,052	\$38,016
<u>Funding:</u> General Fund Other Funds	\$24,026 \$24,026	\$19,008 \$19,008

Narrative:

Railroad Inspector - The Commission is responsible for enforcing railroad safety statutes. This modification would provide for the funding of one track/rail inspector, with the program receiving 50% of the money from the Federal Railroad Administration and 50% from the State's general fund.

- Not addressed

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DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

TRAINING 1985 Biennium

Operating Expense:	<u>FY84</u>	FY85
Other Expenses	\$22,472	\$23,820
Total	\$22,472	\$23 , 820

Narrative:

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Training - Commissioners and staff require periodic training and upgrading in their profession. Specialized schools outside Montana offer many courses which are necessary and valuable in an ever-changing regulatory environment. The Supreme Court has recently ordered that all attorneys in the State obtain continuing legal education credits on a yearly basis. - Not Addressed

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DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

EXPERT WITNESSES Budget Modification 1985 Biennium

Operating Expense:	<u>FY84</u>	FY85
Contracted Services	\$50,000	\$50,000
Total	\$50,000	\$50,0 00

Narrative:

Expert Witnesses - This modification would provide funds to hire consultants in rate proceedings before this Commission and other Federal regulatory agencies. When an issue arises in a proceeding that the Consumer Counsel or other parties cannot address adequately, the Commission must hire expert witnesses to develop a complete evidentiary record. Commission representation is becoming more important as the Federal presence in the State regulatory arena expands. Montana interests could have been better represented in recent hearings before the National Energy Board of Canada, the Interstate Commerce Commission, the Federal Communications Commission, and the Federal Energy Regulatory Commission, had such funds been available to the Commission.

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/page - Not Addressed

DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

RADIOS Budget Modification 1985 Biennium

Operating Expenses:	<u>FY 84</u>	<u>FY85</u>
Equipment	\$7,500	
Total	\$7,500	
Funding:		

General Fund \$7,500

Narrative:

Radios - This modification would provide funds to purchase new highband radios for the cars of the motor carrier enforcement staff once a statewide communication system is established. This sytem will be designed to facilitate communications between all enforcement personnel by State, County or City. Not Addressed

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DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

<u>CLERK TYPI</u> Budget Modifica 1985 Bienniu	ation	4 2 .
	FY84	FY85
FTE	1.00	1.00
Personal Services:		
Salaries Employee Benefits Total	\$10,925 2,185 \$13,110	\$10,883 2,177 \$13,060
Operating Expenses:		
Supplies and Materials Communications Rent Utilities Repairs and Maintenance Total	$ \begin{array}{r} 600\\ 1,200\\ 575\\ 159\\ 100\\ \$ 2,634 \end{array} $	660 1,272 610 200 106 \$2,848
Equipment:	\$ 1,572	-0-
Total	\$17,316	\$15,908
Funding:		
General Fund	\$17,316	\$15,908
Narrative:	**	

Clerk Typist (1.00 FTE) - The Commission is inundated with studies, periodicals and literature of all kinds relevant to the industries it regulates. A secretary is needed to file and index this material so that it can be used by the Commission, its staff and the public for basic research. age - Not Addressed

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DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

NATIONAL REGULATORY RESEARCH INSTITUTE Budget Modification 1985 Biennium

Operating Expenses:	<u>FY 84</u>	FY85
Contracted Services	\$ 5,100	\$ 5,100
Total	\$ 5,100	\$ 5,100
Funding:		
General Fund	\$ 5,100	\$ 5,100

Narrative:

The National Regulatory Research Institute (NRRI) is an organization established at Ohio State University to do basic research for State regulatory commissions. The \$5,100 represents Montana's share of the Institute's budget. Research has been done in the past on matters affecting the electric, natural gas and telecommunications industries.

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DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

COMMERCIAL ADVERTISEMENTS Budget Modification 1985 Biennium

Operating Expense:	FY84	FY85
Communications	\$11,236	\$11,910
Total	\$11,236	\$11,910

Narrative:

Commercial Advertisements - The Commission frequently receives complaints from consumers that they were unaware of the time and place of public hearings. Legal notices do not adequately alert the public to the Commission proceedings. Commercial advertisements are necessary to raise the public awareness of these matters which so critically affect the lives of the general populace.

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age - Not Addressed

DEPARTMENT OF PUBLIC SERVICE REGULATION PUBLIC SERVICE COMMISSION

TOLL FREE NUMBER Budget Modification 1985 Biennium			
Operating Expenses:	FY84	<u>FY85</u>	
Communications	\$8,280	\$9,688	
Total	\$8,280	\$9,688	
Funding:			
General Fund	\$8,280	\$9,688	

Narrative:

🗶 foll Free Number - A large portion of the 1,000 consumer complaints the Commission received each year are from people residing in or near Helena. The Commission requests funds for a toll-free number. Assistance to consumers should be uniformly available to all citizens of Montana, not just those located in the Helena area.