#### BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Proposed amendment of Rule 25-30.140, F.A.C., Depreciation.

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DOCKET NO. 030715-WS ORDER NO. PSC-03-1075-NOR-WS ISSUED: September 29, 2003

The following Commissioners participated in the disposition of this matter:

LILA A. JABER, Chairman J. TERRY DEASON BRAULIO L. BAEZ RUDOLPH "RUDY" BRADLEY CHARLES M. DAVIDSON

#### NOTICE OF RULEMAKING

NOTICE is hereby given that the Florida Public Service Commission, pursuant to Section 120.54, Florida Statutes, has initiated rulemaking to amend Rule 25-30.140, Florida Administrative Code, relating to depreciation.

The attached Notice of Rulemaking will appear in the October 3, 2003 edition of the Florida Administrative Weekly.

If timely requested, a hearing will be held at a time and place to be announced in a future notice.

Written requests for hearing and written comments or suggestions on the rule must be received by the Director, Division of the Commission Clerk and Administrative Services, Florida Public Service Commission, 2540 Shumard Oak Blvd., Tallahassee, FL 32399-0862, no later than October 24, 2003.

> DOCUMENT NUMBER-DATE 09312 SEP 29 & FPSO-COM NOSION CUST 4

By ORDER of the Florida Public Service Commission, this <u>29th</u> day of <u>September</u>, <u>2003</u>.

BLANCA S. BAYÓ, Director Division of the Commission Clerk and Administrative Services

# (SEAL)

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ORDER NO. PSC-03-1075-NOR-WS DOCKET NO. 030715-WS PAGE 3 NOTICE OF PROPOSED RULEMAKING FLORIDA PUBLIC SERVICE COMMISSION DOCKET NO. 030715-WS RULE TITLE: RULE NO.: Depreciation 25-30.140

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PURPOSE AND EFFECT: The purpose of the rule is to clarify how to determine the appropriate amount of depreciation expense, to add definitions and new accounts to conform with the National Association of Regulatory Commissions (NARUC) Uniform System of Accounts (USOA).

SUMMARY: Definitions are added to clarify the meaning of terms that are used to analyze depreciation in order to assure both capital recovery and reasonable rates. New accounts are added to provide for depreciation of investment in new types of equipment and to bring the list of accounts into accord with the current NARUC Uniform System of Accounts (USOA) that Rule 25-30.115 requires the utilities to follow. Specific directions for computing depreciation expense are included to clearly show the appropriate method for calculating depreciation expense for a monthly period. Any person who wishes to provide information regarding a statement of estimated regulatory costs, or to provide a proposal for a lower

cost regulatory alternative must do so in writing within 21 days of this notice.

SPECIFIC AUTHORITY: 350.127(2), 367.121(1), F.S.

LAW IMPLEMENTED: 350.115, 367.081(2), 367.121(1), F.S.

WRITTEN COMMENTS OR SUGGESTIONS ON THE PROPOSED RULE MAY BE SUBMITTED TO THE FPSC, DIVISION OF THE COMMISSION CLERK AND ADMINISTRATIVE SERVICES, WITHIN 21 DAYS OF THE DATE OF THIS NOTICE FOR INCLUSION IN THE RECORD OF THE PROCEEDING.

IF REQUESTED WITHIN 21 DAYS OF THE DATE OF THIS NOTICE, A HEARING WILL BE SCHEDULED AND ANNOUNCED IN THE FAW.

THE PERSON TO BE CONTACTED REGARDING THE PROPOSED RULE IS: Christiana T. Moore, Florida Public Service Commission, 2540 Shumard Oak Blvd., Tallahassee, Florida 32399-0862, (850) 413-6245. THE FULL TEXT OF THE PROPOSED RULE IS:

25-30.140 Depreciation.

(1) - (d) No change.

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(e) Average Service Life Depreciation Rate -- The depreciation rate based on the expected average service to be experienced by the investment or account in question.

A.S.L. Rate = 100% - Average Net Salvage %

Average Service Life

(e)(f) Average Service Life - The period of economic service life that can be reasonably expected from the plant type in question. It is measured by the period of time the subject plant and its associated investment is included on the company's books as in service to the public. The average service life will typically be less than the potential physical life due to factors such as governmental requirements, growth or adverse operating conditions.

(f) (e) Average Service Life Depreciation Rate - The depreciation rate based on the expected average service to be experienced by the investment or account in question.

A.S.L. Rate = 100% - Average Net Salvage %

### Average Service Life

(g) - (h) No change.

(i) Continuing Property Record (CPR) - A perpetual collection of records required by the NARUC Uniform System of Accounts showing the detailed original costs, quantities, and locations of plant in service. Generally, a CPR should contain 1) an inventory of property record units which can be readily checked for proof of physical existence, 2) the association of costs with such property record units to ensure accurate accounting for retirements, and 3) the dates of installation and removal of plant to provide data for use in connection with depreciation studies.

(j) (i) renumbered to (j) No change.

(k) Depreciation Accounting - The process of charging the book cost of depreciable property, adjusted for net salvage, to operations over the associated useful life.

(1) Depreciation Expense - The periodic charge to expense to allocate the original cost of a depreciable group of assets over the life of those assets.

(m) Depreciable Group - A homogeneous grouping of assets expected to experience similar life and salvage patterns. Unless otherwise ordered by the Commission, depreciable groups are the accounts defined in the NARUC Uniform System of Accounts adopted by Rule 25-30.115.

Water	Wastewater
Source of Supply	Collection Plant
(Accounts 304 to <u>311, 309</u> and 339)	(Accounts 354 <u>, 355,</u> and 360 to <u>367</u> <del>364</del> )
Fumping Plant	Pumping Plant
<del>(Accounts 304, 310, 311)</del>	(Accounts 354, <u>355,</u> 370, 371)
Water Treatment Plant	Treatment & Disposal Plant
(Accounts 304, <u>310, 311,</u> 320 <u>, and 339</u> )	(Accounts 354 and 380 to 389)
	Reclaimed Water Treatment Plant
Transmission & Distribution Plant	<u>(Accounts 354, 355, 371, 374, 380, 381, 389)</u>
(Accounts 304 310, 311, and 330 to 339)	
4	Reclaimed Water Distribution

(n) (j) Function - defined as follows:

General Plant	<u>Plant</u>
(Accounts 304 and 340 to 348)	<u>(Accounts 354, 355, 366, 367, 371, 375, 389)</u>
	General Plant
	(Accounts 354 and 390 to 398)
(o) Group Depreciation - An ac	counting procedure under which

depreciation charges are accrued on the basis of the original cost of all property included in each depreciable group. Under the group concept, no attempt is made to keep track of the accumulated provision for depreciation applicable to individual assets of property, in view of the many items making up a utility system. The group approach recognizes that some assets within the group may live longer or shorter than the average life of the group but the group is expected to live the average service life. Every item in the group is assumed to be fully depreciated at retirement.

(p) (k) - (1) renumbered to (p) - (q) No change.

(r)(m) Original Cost - The cost of acquiring an asset and placing it into service for first utility use. This includes the direct costs of acquiring the asset and the cost of labor, materials, and associated costs of installation to prepare the asset for first utility use. The cost is used in the computation of depreciation expense. In the event that an asset is acquired that is already in public service, the original historic cost of the

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asset should be recorded in plant in service, and the historic accumulated depreciation should be charged to the accumulated depreciation account. In the event the historic cost of an asset that is already in utility service cannot be determined, an independent engineer's evaluation based on an original cost study may be used. Original Cost - As applied to utility plant, the cost of such property to the person first devoting it to public service.

(s) (n) (n) - (q) renumbered to (s) - (v) No change.

(w)(r) Reserve - The accumulated provision for depreciation. The accumulated depreciation reserve is the net of depreciation accruals (expenses) and retired investment with related gross salvage and cost of removal as well as any appropriate adjustments or transfers.

(x) (s) Reserve Activity Data - Annual depreciation expense, retirements, transfers or adjustments, gross salvage realized, cost of removal, and end of year balance for the accumulated provision for depreciation.

(y) (t) (t) - (u) renumbered to (y) - (z) No change.

(aa) Straight-Line Method - A depreciation method by which the service value of a depreciable group is charged to depreciation expense (or a clearing account) and credited to the accumulated

provision for depreciation account through equal annual charges over the service life of the group.

(bb) Unit Depreciation - An accounting procedure under which the original cost, depreciation expense, and accumulated provision for depreciation, and all associated activity are maintained for each individual asset. Service life and salvage parameters are estimated for each individual asset with a depreciation rate designed to recover each asset's original cost over its related life. If the asset lives longer than its expected life, depreciation expense stops accruing when the asset is fully recovered. If the asset retires earlier than its expected service life, the associated unrecovered amount is immediately written-off as a loss.

(cc) Unrecovered Amount - Original cost less the accumulated provision for depreciation less expected net salvage.

(2) The average service life and salvage components for each class of utility are as follows:

	Account Description	Large Utility (Class A & B)	Small Utility (Class C)	Small Utility Function Composite <sup>3</sup>	Net Salvage %4
1.	<u>İntangible Plant</u>				
<u>351</u>	<u>Qrganization</u>	40	<u>40</u>		

(a) Water System Guideline Average Service Lives

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<u>352 Franchise Cost</u>	<u>40<sup>5</sup></u>	<u>40</u> <sup>5</sup>	
2.+. Source of Supply			28
304 <sup>1</sup> Structures & Improvements	321	27	
Wood Frame	28	25	
Masonry	30	27	
Reinforced Concrete	40	37	
Steel <u>Building(tanks or sheds)</u>	40	35	
<u>Tanks or Sheds</u>	<u>25</u>	<u>20</u>	
Fiberglass	20	18	
305 Collecting and Impounding Reservoirs	50	40	
306 Lake, River and Other Intakes	40	40	
307 Wells and Springs	<del>30</del>	<del>27</del>	
Drilled & Cased Well	<u>30</u>	<u>27</u>	
(Floridan or Non-Corrosive)			
Shallow Well	20	18	
(Sand Aquifer or Corrosive Water)			
308 Infiltration Galleries			
and Tunnels	40	N/A	
309 Supply Mains	35	32	
310 Power Generation Equip.	<u>20</u>	<u>17</u>	
311 Pumping Equipment	<u>201</u>	<u>17</u> <sup>1</sup>	
<u>Pumping Equip. Electric</u>	<u>20</u>	<u>15</u>	
Pumping Equip. Chemical	<u>8</u>	<u>6</u>	
<u>339 Other Miscellaneous Equip.</u>	<u>18</u>	<u>15</u>	
2.3. Water Treatment Plant			21
2. Pumping Plant			<del>20</del>

304 Structures and Improvements (see "Source of Supply" for subcategory lives)	321	271	
310 Power Generation <u>Equipment</u>	20	17	
311 Pumping Equipment	201	171	
Pumping Equipment-Electric	<u>20</u>	<u>15</u>	
Electric Pumping Equip.	<del>20</del>	<del>15</del>	
Pumping Equipment-Chemical	<u>8</u>	<u>6</u>	
320 Water Treatment Equip.	221	17 <sup>1</sup>	
Chlorination Equip.	10	7	
Membrane Elements	5	5	
Other Mechanical Equip.	25	20	
<u>339 Other Miscellaneous Equip.</u>	<u>18</u>	<u>15</u>	
<u>3.4.</u> Transmission & Distribution Plant			36
304 Structures & Improvements (See "Source of Supply" for subcategory lives)	321	271	
310 Power Generation Equip.	20	<u>17</u>	
<u>311 Pumping Equipment</u>	<u>201</u>	<u>17</u> <sup>1</sup>	
Pumping Equipment-Electric	<u>20</u>	<u>15</u>	
Pumping Equipment-Chemical	<u>8</u>	<u>6</u>	
330 Distribution Reservoirs & Stand Pipes	371	33 <sup>1</sup>	
Steel Pneumatic Tank	35	30	
Concrete Ground Storage Reservoir	40	37	
331 Transmission & Distribution			
Mains	4 3 <sup>1</sup>	381	
Galvanized Steel Pipe & Fittings	35	33	
Black Steel Pipe	20	18	
Plastic Pipe <sup>2</sup>	45	40	

Asbestos - Cement	40	35	
Cast Iron or Ductile Iron	40	35	
Valves & Valve Boxes	25	20	
Fire Mains	33	30	
333 Services <sup>2</sup>	40	35	
334 Meters and Meter Installation	20	17	
335 Hydrants	45	40	
<u>336 Backflow Prevention Devices</u>	<u>15</u>	<u>10</u>	
339 Other Plant and Miscellaneous Equipment	25	20	
4.5. General Rlant			
304 Structures & Improvements	40 <sup>1</sup>	351	
Wood Building	<u>35</u>	<u>30</u>	
Reinforced Concrete Bldg.	45	40	
Masonry Building	40	35	
Reinforced Concrete Bldg.	<u>40</u>	37	
Wood Building	<del>35</del>	30	
Steel Building	40	35	
Tanks or Sheds	25	20	
340 Office Furniture & Equip.	15	15	
Computers	6	6	
341 Transportation Equipment	6	6	10
342 Stores Equipment	18	N/A	14(com- posite of 342-348)
343 Tools, Shop & Garage Equip.	16	15	
344 Laboratory Equip.	15	N/A	
345 Power Operated Equip.	12	10	5
346 Communication Equip.	10	N/A	10
347 Miscellaneous Equip.	15	N/A	

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348 Other Tangible Plant	10	10	

(b) Wastewater System Guideline Average Services Lives

Account Description	Large Utility (Class A & B)	Small Utility (Class C)	Small Utility Function Composite <sup>3</sup>	Net Salvage %4
<u>1. Intangible Plant</u>				
351 Organization	<u>40</u>	<u>40</u>		
352 Franchise Cost	<u>40<sup>5</sup></u>	<u>40</u> <sup>5</sup>		
2.1. Collection System			35	
354 Structures & Improvements	321	271		
Above Grade				
Wood	<u>28</u>	25		
Reinforced Concrete Bldg.	<del>38</del>	<del>35</del>		
Masonry	30	27		
Reinforced ConcreteFrame	<u>38</u> <del>28</del>	<u>35</u> <del>25</del>		
Steel	25	22		
Below Grade				
Concrete	35	32		
Steel	22	20		
Lift Stations	25	22		
355 Power Generation Equipment	<u>20</u>	17		
360 Collection Sewers-Force <sup>2</sup>	30 <sup>1</sup>	27 <sup>1</sup>		
361 Collection Sewers-Gravity <sup>2</sup>	45	40		
Manholes	30	27		
362 Special Collecting Structures	40	37		
363 Services to Customers <sup>2</sup>	38	35		
364 Flow Measuring Devices	5	5		
365 Flow Measuring Installations	38	35		

389 Other Miscellaneous Equip.	<u>18</u>	15	
<u>3.2.</u> Pumping Plant			18
354 Structures & Improvements	321	27 <sup>1</sup>	
355 Power Generating Equipment	20	17	
370 Receiving Wells	30	25	
Pumping Equip.	<del>N/A</del>	<del>15</del>	
371 Pumping Equipment	<u>18</u>	<u>15</u>	
<del>371</del> Pumping Equip.	<del>18</del>	<del>N/A</del>	
<u>Pumping Equipment -Electric</u>	<u>18</u>	15	
<u> Pumping Equipment - Chemical</u>	<u>7</u>	<u>5</u>	
389 Other Miscellaneous Equip.	<u>18</u>	15	
4.3. Treatment and Disposal Plant			18
354 Structures & Improvements (see "Collection System" for subcategory lives)	321	271	
355 Power Generating Equipment	20	<u>17</u>	
371 Pumping Equipment	<u>18<sup>1</sup></u>	<u>151</u>	
<u> Pumping Equipment - Electric</u>	<u>18</u>	<u>15</u>	
<u>Pumping Equipment - Chemical</u>	<u>7</u>	<u>5</u>	
380 Treatment & Disposal Equip.	181	15 <sup>1</sup>	
Blowers, Motors, Pumps, Electric Controls	15	12	
Chlorination Equipment	10	7	
Other Mechanical Equipment	23	18	
381 Plant Sewers	35	32	
382 Outfall Sewer Lines	30	30	
389 Other Plant and Miscellaneous Equipment	18	15	
5. Reclaimed Water Treatment Plant			<u>21</u>
<u>354 Structures &amp; Improvements</u> (see "Collection System" for subcategory lives)	<u>321</u>	<u>27</u> 1	

355 Power Generating Equipment	20	17	
371 Pumping Equipment	<u>18<sup>1</sup></u>	<u>15</u> <sup>1</sup>	
Pumping Equipment-Electric	18	15	
Pumping Equipment-Chemical	<u>7</u>	<u>5</u>	
374 Reuse Distribution			
Reservoirs	<u>371</u>	<u>33</u> 1	
Steel Pneumatic Tank	<u>35</u>	<u>30</u>	
<u>Concrete Ground Storage</u> <u>Reservoir</u>	<u>40</u>	<u>37</u>	
<u>380 Treatment &amp; Disposal Equip.</u>	<u>18<sup>1</sup></u>	<u>15</u> 1	
<u>Blowers, Motors, Pumps,</u> Electric Controls	<u>15</u>	<u>12</u>	
Chlorination Equipment	<u>10</u>	7	
Other Mechanical Equipment	23	18	
<u>381 Plant Sewers</u>	<u>35</u>	<u>32</u>	
<u>389 Other Plant and Miscellaneous</u> Equipment	<u>18</u>	<u>15</u>	
6. Reclaimed Water Distribution Plant			<u>36</u>
<u>354 Structures &amp; Improvements</u> (see "Collection System" for subcategory lives	<u>321</u>	<u>27</u> <sup>1</sup>	
355 Power Generating Equipment	<u>20</u>	<u>17</u>	
<u>366 Reuse Services</u>	<u>40</u>	<u>35</u>	
<u>367 Reuse Meters and Meter</u> <u>Installation</u>	<u>20</u>	<u>17</u>	
<u>371 Pumping Equipment</u>	<u>18<sup>1</sup></u>	<u>15</u> 1	
Pumping Equipment-Electric	<u>18</u>	<u>15</u>	
Pumping Equipment-Chemical	7	<u>_5</u>	
<u>375 Reuse Transmission &amp; Distribution</u> System	<u>431</u>	<u>38</u> 1	
<u>Plastic Pipe<sup>2</sup></u>	<u>45</u>	40	
<u>Valves &amp; Valve Boxes</u>	<u>25</u>	<u>20</u>	

<u>Fire Mains</u>	<u>33</u>	30	
<u>389 Other Plant and Miscellaneous</u> Equipment	<u>18</u>	<u>15</u>	
<u>7.</u> 4. General Plant			
354 Structures & Improvements	401	351	
Wood Building	35	30	
Masonry Building	40	35	
Reinforced Concrete Bldg.	45	40	
Steel Building	40	35	
Tanks or Sheds	25	20	
390 Office Furniture & Equip.	15	15	
Computers	6	6	
391 Transportation Equipment	6	6	10
392 Stores Equipment	18	N/A	14(comp- osite of 392-398)
393 Tools, Shop & Garage Equip.	16	15	
394 Laboratory Equipment	15	N/A	
395 Power Operated Equipment	12	10	 5
396 Communication Equipment	10	N/A	 10
397 Miscellaneous Equipment	15	N/A	
398 Other Tangible Plant	10	10	

(c) For the purposes of paragraphs (2)(a) and (b), the following apply:

1. - 4. No change.

5. <sup>5</sup>Franchise costs shall be amortized over a period of 40 years unless a specific time period is designated in the utility franchise agreement.

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(3) (a) Average service life depreciation rates based on quideline lives and salvages shall be used in any Commission proceeding in which depreciation rates are addressed, except for those utilities using depreciation rates in accordance with the requirements listed in Subsections (6) and (7) of this rule. Except as listed in Subsections (5) and (6) of this rule average service life depreciation rates based on the guideline lives and salvages shall be used in any proceeding before this Commission that involves the setting of rates. A utility shall also implement the applicable guideline rates for any new plant to be placed in service.

(b) A utility may implement applicable guideline rates without specific approval by the Commission. Guideline rates, if implemented for any account, must be implemented for all accounts. If a utility implements applicable guideline rates outside of a rate proceeding, the utility shall provide written notification to the Director of Economic Regulation within 30 days of such implementation.

(c) If guideline depreciation rates have been implemented, the rates shall not be changed unless approved by the Commission.

(4) (a) All Class A and B utilities shall maintain depreciation rates and reserve activity <u>data</u> by account as prescribed by this Commission.

(b) No change.

(5) <u>Computation of depreciation expense.</u> Regulatory book <u>depreciation expense shall be computed on a monthly basis in</u> <u>conformity with group depreciation accounting procedures.</u>

(6)(a)(5)(a) (5)(a) renumbered to (6)(a) No change.

(b) A utility filing for such a revision of depreciation rates shall submit ten copies of the filing to the <u>Director of the</u> <u>Commission Clerk and Administrative Services</u> office of the <u>Commission Clerk</u>.

(c) - 4. No change.

(7)(6)(a) A Class A, B, or C utility may apply for guidelines for a proposal for implementation of remaining life depreciation rates <u>if the under the following-conditions</u>:

(a) A Class A or B utility has maintained both plant activity data by account and accumulated provision for depreciation (reserve) data by account, function or total depreciable plant generally in accord with the Uniform System of Accounts for either at least ten years or since the inception of the utility, whichever is less.

(b) A Class C utility has maintained both plant activity data and accumulated provision for depreciation (reserve) data by account; function or total depreciable plant generally in accord with the Uniform System of Accounts for either at least ten years or since the inception of the utility, whichever is less.

(b) (c) (c) renumbered to (g) No change.

(8) (7) renumbered to (8) No change.

(9) (a) Beginning with the year ending December 31, 2003, all Class A and B utilities shall maintain separate sub-accounts for: (1) each type of Contributions-in-Aid-of-Construction (CIAC) charge collected including, but not limited to, plant capacity, meter installation, main extension or system capacity; (2) contributed plant; (3) contributed lines; and (4) other contributed plant not mentioned previously. Establishing balances for each new subaccount may require an allocation based upon historical balances. Each CIAC sub-account shall be amortized in the same manner that the related contributed plant is depreciated. Separate sub-accounts for accumulated amortization of CIAC shall be maintained to correspond to each sub-account for CIAC.

(b) Beginning with the year ending December 31, 2003, for Class C utilities, where adequate CIAC records are maintained in sub-accounts, by type of charge or contributed plant, CIAC

amortization rates shall be applied separately to each sub-account. Where CIAC records are not kept by sub-account, a composite depreciation rate for total plant, excluding general plant, shall be applied to the entire CIAC account.

(c) Any composite rate used shall be recalculated each year based on the applicable plant balances and depreciation rates.

(8) (a) Contributions in Aid of Construction - Adequate records to account for CIAC must be maintained by the utility. Where adequate records separating CIAC from utility investments are maintained by account, depreciation rates shall be applied separately to contributed and non-contributed plant with the resulting amortization of contributed plant not considered an expense for ratemaking purposes. Where CIAC records are not kept by account, the depreciation rates shall be applied to the entire depreciable plant. The CIAC plant shall then be amortized either by account, function or bottom line depending on availability of supporting information. The amortization rate shall be that of the appropriate account or function where supporting documentation is available to identify the account or function of the related-CIAC plant. Otherwise, the composite plant amortization rate shall be used. The depreciation expense then is the net of depreciation expense for total plant less the amortization of CIAC plant. The

non-CIAC depreciation reserve is the net of depreciation reserve for total plant less the accumulated amortization of CIAC plant. Specific Authority: 350.127(2), 367.121(1), F.S.

Law Implemented: 350.115, 367.081(2), 367.121(1), F.S.

History: New 3/22/84, Formerly 25-10.32, 25-10.032, Amended 11/9/86, 5/8/88, 11/21/95.

NAME OF PERSON ORIGINATING PROPOSED RULE: Pat Lee

NAME OF SUPERVISOR OR PERSONS WHO APPROVED THE PROPOSED RULE:

DATE PROPOSED RULE APPROVED: September 16, 2003

DATE NOTICE OF PROPOSED RULE DEVELOPMENT PUBLISHED IN FAW:

Volume 26, Number 52, December 29, 2000

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If any person decides to appeal any decision of the Commission with respect to any matter considered at the rulemaking hearing, if held, a record of the hearing is necessary. The appellant must ensure that a verbatim record, including testimony and evidence forming the basis of the appeal is made. The Commission usually makes a verbatim record of rulemaking hearings.

Any person requiring some accommodation at this hearing because of a physical impairment should call the Division of the Commission Clerk and Administrative Services at (850) 413-6770 at least 48

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hours prior to the hearing. Any person who is hearing or speech impaired should contact the Florida Public Service Commission by using the Florida Relay Service, which can be reached at: 1-800-955-8771 (TDD).