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| 1 | BEFORE THE | | | | | |
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| 2 | FLORIDA PUBLIC SERVICE COMMISSION | | | | | |
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| 4 | In the Matter of: | : | | | | |
| 5 | | | DOCKET NO. | 20250038-0 | 1S | |
| 6 | Petition for an acquisition adjustment for a non-viable utility, by CSWR-Florida Utility Operating Company, LLC. | | | | | |
| 7 | | | DOCKET NO. | / | VS | |
| 8 | Dotition for an | aquisition | | | | |
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| 10 | | | Docket No. | / | VS | |
| 11 | Petition for an a | acquisition a | | | | |
| 12 | Petition for an acquisition adjustment for a non-viable utility, by CSWR-Florida Utility Operating Company, LLC. | | | | | |
| 13 | | | Docket No. | / | IS | |
| 14 | Application for | narozeo in t | | | | |
| 15 16 | Application for increase in water and wastewater rates in Brevard, Citrus, Duval, Highlands, Marion, and Volusia Counties by CSWR-Florida Utility Operating Company. | | | | | |
| | | | ig company. | / | | |
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| 19 | PROCEEDINGS: | COMMISSION ITEM NO. 2 | CONFERENCE | AGENDA | | |
| 20 | COMMISSIONERS | | | | | |
| 21 | PARTICIPATING: | CHAIRMAN MI | IKE LA ROSA ER ART GRAHA | м | | |
| 22 | | COMMISSION | ER GARY F. C ER ANDREW GI | LARK | | |
| 23 | | COMMISSION | ER GABRIELLA | PASSIDOMO | SMITH | |
| 24 | DATE: | Tuesday, Ju | une 3, 2025 | | | |
| 25 | | | | | | |

| 1 | PLACE: | Betty Easley Conference Center Room 148 |
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| 2 | | 4075 Esplanade Way Tallahassee, Florida |
| 3 4 | REPORTED BY: | DEBRA R. KRICK Court Reporter and Notary |
| 5 | | Public in and for the State of Florida at Large |
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| 7 | | PREMIER REPORTING TALLAHASSEE, FLORIDA |
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| 1 | PROCEEDINGS |
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| 2 | CHAIRMAN LA ROSA: All right, Commissioners, |
| 3 | we have Item No. 2 before us and I will go ahead |
| 4 | and recognize Mr. Dose. You can start us off with |
| 5 | a summary. |
| 6 | MR. DOSE: Thank you. Good morning, Chairman |
| 7 | and Commissioners. Daniel Dose on behalf of the |
| 8 | Office of General Counsel. |
| 9 | Item 2 is staff's recommendation on OPC's |
| 10 | motion to dismiss CSWR's request for acquisition |
| 11 | adjustments with prejudice, alternative motion for |
| 12 | summary final organization and motion to hold |
| 13 | CSWR's rate case in abeyance. |
| 14 | Staff recommends that the Commission grant |
| 15 | OPC's motion to dismiss. However, the motion |
| 16 | should not be granted with prejudice. If the |
| 17 | Commission approves staff's recommendation to grant |
| 18 | OPC's motion to dismiss, then OPC's alternative |
| 19 | motion for summary final order would become moot. |
| 20 | If however, the Commission denies OPC's motion to |
| 21 | dismiss, staff recommends that the Commission deny |
| 22 | OPC's motion for summary final order. If the |
| 23 | Commission approves staff's recommendation to grant |
| 24 | OPC's motion to dismiss, then OPC's request to hold |
| 25 | CSWR's rate case in abeyance is moot. If, however, |

1 the Commission denies OPC's motion to dismiss, then 2 OPC's motion to dismiss -- then OPC's motion for 3 abeyance should be denied. 4 CSWR has requested oral argument. Counsel for 5 CSWR and OPC are present to answer questions. 6 Staff is available for any questions as well. 7 Thank you. 8 CHAIRMAN LA ROSA: Great. Thank you. Commissioners, are there any questions or 9 10 discussion, or maybe I should state it this way. 11 Let's take each issue up individually as you see 12 the parties have approached and have requested oral 13 arguments, is there opposition to allow the oral 14 arguments? 15 Seeing none. Let's go ahead and hear from the 16 matters. If we could keep it to five minutes. Ι 17 am sure there will be questions. 18 Let's start with CSWR. 19 MS. CLARK: Can we split the difference? Ι 20 think I got it down to seven. 21 CHAIRMAN LA ROSA: Okay. Let's have seven 22 Let's hear the seven-minute version. minutes. 23 MS. CLARK: Before that, Mr. Chairman, I would 24 like to pass out an -- owe well, pass out a 25 document, and what you will see on the document is

1 it this is exhibits from the petition that we 2 filed. 3 CHAIRMAN LA ROSA: Okay. MS. CLARK: And then listed on the front is 4 5 the listing of significant changed facts that was 6 also in the petition. 7 CHAIRMAN LA ROSA: Is there enough copies 8 for --9 I have enough -- I have 10 copies. MS. CLARK: 10 I couldn't carry any more. But it is, it can be 11 looked on-line --12 CHAIRMAN LA ROSA: Okay. MS. CLARK: -- the exhibits are attached to 13 14 our petition, and the listing is in our response to 15 Public Counsel's motion. 16 CHAIRMAN LA ROSA: Yeah, I am just going to 17 run that by staff. Staff, is this adequate? I am 18 not asking for context, I just am asking to --19 MS. CRAWFORD: If I follow correctly, these 20 are documents that are largely already in the 21 docket file --22 CHAIRMAN LA ROSA: Okay. 23 MS. CRAWFORD: -- so I --24 MS. CLARK: That's correct. 25 CHAIRMAN LA ROSA: Yep. All right. You may

continue. Thank you.

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MS. CLARK: Thank you, Mr. Chairman and Commissioners. I am Susan Clark with the Radey Law Firm, and with me today is Mr. Josiah Cox, who is President and CEO of Central States Water Resources.

7 We support the staff's recommendation with 8 regard to denying Public Counsel's alternative 9 motion for summary judgment and the motion to hold 10 the rate case in abeyance. However, we disagree 11 with staff's recommendation on the motion to 12 The motion to dismiss should be denied in dismiss. 13 its entirety.

14 The staff's recommendation with regard to the 15 motion to dismiss is in error regarding the issue 16 of changed circumstances and public interest. Ιn 17 fact, our petitions do show that circumstances have 18 changed since the Commission's decision denying the 19 adjustments in each of these cases. The petitions 20 further make the case that it is the public 21 interest to grant acquisition adjustments. 2.2 Commissioners we now know what we did not know 23 at the time of the transfers, and at the time of 24 each transfer, we requested that a decision on the 25 adjustment be deferred to the rate case. As we

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premier-reporting.com Reported by: Debbie Krick said at that time, CSWR would have to own and
 operate that system to really be able to identify
 problems with the system. That has been the
 reality.

5 We now know the extent of problems, and as a 6 result of the new rule, we now know the types of 7 information that you all want to justify an 8 acquisition adjustment.

9 The document I passed out are, in fact, 10 exhibits that we attached to our petition, and I 11 would like you -- to draw your attention to the 12 number one tab, which is Exhibit 13 attached to our 13 petition. As you can see, the plant was quite 14 literally falling apart, so I invite you to look at 15 those.

16 The changed circumstances and public interest 17 favors for you to consider this matter on the 18 merits, not through a motion to dismiss. The rule 19 was revised to encourage acquisitions and 20 consolidations of systems, especially those in need 21 of rehabilitation, like the systems in these three 2.2 cases. 23 Customers of these troubled systems that are 24 in financial distress and unable to provide the 25 service needed need to be acquired by companies

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like CSWR. Hearing these cases and granting the
 adjustment when the standards are met furthers that
 public interest.

4 Commissioners, we are not asking for a 5 reconsideration or a do-over of the past denials. 6 Administrative finality relates to agencies trying 7 to revisit past decisions. It does not prohibit 8 any applicant or petitioner from applying for a 9 license, permit or acquisition adjustment just 10 because it was denied once. In fact, this 11 commission has recognized this principle in the 12 past when you allowed Public Counsel to raise the 13 issue of a negative adjustment in cases subsequent 14 to decisions of not imposing a negative adjustment. 15 Just like Public Counsel has done in the past, we 16 are asking for a decision under the new rule on the 17 facts as they are today.

18 A key element of administrative finality is 19 If an agency makes a decision, and then reliance. 20 someone takes an action in reliance on that 21 decision, it would be unfair to that person to go 22 back and change its mind. Contrary to staff's 23 assertion at page 10, no action has been taken in 24 reliance of the denials of the positive acquisition 25 adjustment. Customers continue to pay the same

rates after the denial as they did before. This is
the same thing that would have happened if a
positive acquisition adjustment had been given.
That is the opposite of an action in reliance.
Nothing changed.

6 It would be fundamentally unfair to deny CSWR 7 the opportunity to present the Commission with the 8 considerable body of evidence it has accumulated to 9 support its current request, especially given the 10 fact that you allowed Public Counsel to do the same 11 thing in the past.

12 Granting CSWR's request based on a new rule, 13 which, Commissioners, for those of you who went to 14 law school, it is a procedural rule, not a 15 substantive rule, which makes the principle of 16 retroactive different.

17 The new version of the rule allows petitions 18 to be filed within three years, which we have done. 19 The rule recognizes the facts relating to the 20 condition of the plant and the impact on customers 21 take time to fully develop and may change due to 2.2 the transfer. And the Florida Supreme Court has 23 stated that a statute or rule, quote, does not 24 operate retrospectively merely because it is 25 applied to a case arising from conduct antedating

the statute's enactment, and that's Love versus State case.

3 The current Commissioners do not attach new 4 consequences to a completed event, but rather, 5 apply the current procedural rule to the petitions 6 properly brought before you. The new version of the acquisition adjustment rule altered the 7 8 procedure and standards for evaluating the addition 9 of an adjustment, which is -- the rate base 10 adjustment, which is a component of rate setting. 11 The new version of the rule permits the filing 12 within three years, provides the means by which a 13 request is made and that is the petition, and the 14 method by which you all review that petition. 15 In conclusion, the Commission should deny the motion to dismiss on the same basis staff 16 17 recommended denial of the alternative motion for 18 summary final order. Your staff acknowledged that 19 the petition asserted changed circumstances that 20 warrant consideration of a positive adjustment. 21 And as such, my quote, a material fact exists such 22 that a summary final order is inappropriate. By 23 the same token, the motion to dismiss is

24 inappropriate, because the standard of review for a 25 motion to dismiss is that all facts alleged must be

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taken as true.

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2 Commissioners, we ask that you deny all the 3 motions and set the matter for hearing. Thank you. 4 CHAIRMAN LA ROSA: Thank you. 5 Office of Public Counsel. 6 MR. WATROUS: Good commoner, Commissioners. 7 My name is Austin Watrous, and I am appearing on behalf of the Florida Office of Public Counsel. 8 9 Under Chapter 350, Florida Statutes, the 10 Public Counsel can take any position he or she 11 deems to be in the public interest, whether 12 consistent or inconsistent with previous decisions. 13 With this legislative grant of authority, Public 14 Counsel filed an omnibus motion consisting of a 15 motion to dismiss with prejudice, or, in the 16 alternative, motion for summary final order and to 17 hold Docket No. 20250052 in abeyance. 18 The Commission previously denied CSWR's 19 request for these acquisition adjustments on these 20 same exact systems in 2022. The 2022 request went 21 through a PAA process. There were consummating 22 orders issued, and no party had protested or

23 appealed this commission's decision.

As set forth in OPC's motion to dismiss, we believe administrative finality has attached to the

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1 prior decisions, and no circumstances exist to 2 warrant disturbing the final decisions of this 3 In the alternative, OPC requests the commission. 4 Commission to grant OPC's motion for summary final 5 The standard for motion of summary final order. 6 order is that any party may move for this motion 7 whenever there is no genuine issue as to any 8 material fact.

9 As previously mentioned, these prior decisions 10 went through the PAA process, consummating orders 11 were issued, and there was no protest or appeal by 12 any of the parties. As staff has noted, there are 13 no material facts or changes. We believe that the 14 doctrine of administrative finality has and this 15 commission should grant the motion to dismiss. 16 Thank you. 17 CHAIRMAN LA ROSA: Thank you. 18 Commissioners, questions of the parties? 19 Commissioner Clark. 20 COMMISSIONER CLARK: I think I have a couple 21 of questions, and they may be more for staff. Т 2.2 realize this is a very technical legal argument, in 23 my opinion, and it gets beyond my ability, but I 24 don't want to undermine the whole administrative 25 finality thing. I understand that. But I also

have a belief that when something is in the public interest, it's something that should be considered.

3 I supported this when it came up in 2023. Ι 4 felt, at that time, it was in the public interest 5 that we at least look at a positive acquisition 6 adjustment, and my opinion has not changed. Ι 7 think there was pretty clear evidence there was 8 some economies of scale. There was certainly some 9 efficiency, and there were definitely customer 10 benefits that were associated with this 11 acquisition.

12 I think the whole intent of our rule change 13 was for us to encourage some of these bigger, more 14 financially able companies to take a look at 15 systems that were in distress, and to be able to 16 provide some incentives for these companies to 17 become consolidated and to reach those efficiencies 18 and economies of scale. So I think there was a lot 19 of merit.

Now, I am not sure about how we proceed. My question for staff is that if we were to deny the motion to dismiss and establish this and set the hearing, is it at that point where the public interest is determined, or do we have to determine the public interest prior to making the denial?

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1 MR. DOSE: The public interest would have to 2 be determined prior to making the denial to upset 3 administrative finality. 4 COMMISSIONER CLARK: That's if you believe 5 that it upsets administrative finality, would that be a fair statement? 6 7 MS. CRAWFORD: That's correct. Jennifer 8 Crawford for legal. 9 One of the things I think that's important to 10 be clear on, acquisition adjustments are tied to a 11 transfer. The transfer at issue for these three 12 applications, as you mentioned, occurred in 2023. 13 Acquisition adjustments were requested at that time 14 and were denied at that time. 15 Unlike -- I have to disagree with Ms. Clark. 16 I do not believe the Commission has a history or a 17 policy of allowing a second look at acquisition 18 adjustments. The only times it has done so is when 19 there has been a showing to -- sufficient to 20 disturb administrative finality. So when you look 21 at the Jasmine Lakes, this is page 11 of the staff 2.2 rec, the Commission allowed a second look at 23 acquisition adjustments based on a public interest 24 showing. And for Wedgefield, the Commission 25 allowed a second look at acquisition adjustments

1 because a change of circumstances was demonstrated. 2 I think in order to permit a second go at 3 acquisition adjustments for these prior transfers, 4 yes, I do think you have to address administrative 5 finality. That's the staff position. Would it be fair for us 6 COMMISSIONER CLARK: 7 to explore this with Mr. Cox today at this level as 8 to what is the intent if they do not get positive 9 acquisition adjustments? 10 That's certainly a fair MS. CRAWFORD: 11 question for the company. 12 COMMISSIONER CLARK: Then I will pose that to 13 I mean, I realize that the investments Mr. Cox. 14 that you are proposing to make in these utilities 15 is going to be substantial. What do you see as 16 your long-term strategy if you do not -- you are 17 not able to get a positive acquisition adjustment? 18 Yeah, and I appreciate, MR. COX: 19 Commissioner, the question. 20 I guess I would start with, you know, 21 obviously I am not an attorney either, and I think 22 the facts of this case as originally presented, you 23 know, we obviously disagreed about the history of 24 noncompliance, which we presented very clearly. 25 But I think in terms of material facts that have

changed, since we have taken over those systems, what we said was true about them, about the condition of the infrastructure, is proven to be true.

5 We had a -- in the North Peninsula system that 6 has, you know, five years administrative orders, 7 warnings, all that, we had a concrete wall fail. I 8 mean, it's completely collapsed from the lack of 9 reinvestment stabilization for years and years.

In the Sunshine system, we had one of the 10 11 water tanks explode, right. So think about how bad 12 that is, one of the first times we have ever seen 13 that in the entire country. And that just pointed 14 to 20 years of no investment in these systems, and 15 the walls were worn thin. We realized that the 16 previous owner was scrapping old tanks and bolting, 17 you know, welded, you know, pieces on. All these 18 systems, I mean, millions of dollars of negative, 19 you know, property plant and equipment values. So 20 all the things point to what you all were going for 21 in the rulemaking we did before.

I mean, one of the reasons why we needed three years is because we knew these situations existed, and unfortunately -- and I understand for OPC and the public staff, you know, they are dealing with

what, you know, electric, gas, you know, they
affect way more customers than water and sewer.
You know, one of the things we joke about all the
time, water and sewer is kind of the wicked
redheaded stepchild in the regulated world, because
there is so few of us comparatively.

But I think that when you hear things, like, hey, a wastewater plant was violating its, you know, fecal coliform limits. What that means is pathogens are going into the drinking water aquifers, or going into the surrounding, you know, water bodies, and those are the things that we observed.

And catastrophic failure, I think, absolutely proves that these systems warranted, you know, especially under the new rule, a look at, you know, we deserve a positive acquisition adjustment.

In terms of your question about the business 18 19 model. You know, we have said this over and over 20 These are -- you know, all these again. 21 transactions are done at arm's-length. You know, 22 these systems, even though they are not reinvesting 23 any money, they are producing income for the 24 I mean, you have got a president who is owners. 25 making money, his wife is the secretary, his son is

driving a truck, like, they are not going to give
them away for zero dollars, right. And these
systems radically needed new owners and new
investment, and we have started the reinvestment
process.

6 But I would go to your point, if we can't get 7 some recognition of these acquisition adjustments, 8 we can't keep investing in the state, because the 9 state -- this is the owners that we need to buy 10 Now, we are using fair market value in these from. 11 other dockets, so there is other mechanisms, but 12 this is really key for us, I mean, and I think that 13 we have proven -- I mean, we have given you a 14 thousand pages in, you know, in our -- in this 15 docket of evidence, right, stuff that we did not 16 have before, that was not considered before. So I 17 think the record, if we are allowed to show the 18 record, is very clear, that these systems were in 19 complete distress. They were failed.

And I believe the reason why you change the rule is because you had a rule that was not -never got used in 20 years, right. So these systems were rotting in the ground. You had, you know, a process, procedure that did not work, and now you proposed something that does work, and this

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is definitely in the public interest.

2 If we weren't there every single one of those 3 utilities, we have done a massive replacement, a 4 massive emergency order, so we have taken tanks 5 off-line in all of these and had to put emergency 6 tanks in place. We had to do, you know, emergency 7 triage repairs to keep things running, especially 8 storm events. So if we had not acquired these 9 systems, there would have been long periods of 10 cessation of service, basic provision of service to 11 these customers. So I absolutely believe it is in 12 the public interest in order to allow us to buy 13 these systems and recover some part, at least argue 14 to recover some part of this acquisition premium. 15 That's all we are looking for. Give us our chance 16 to present the facts.

17 COMMISSIONER CLARK: Mr. Chairman, I would 18 conclude with that, just a summary of part of what 19 Mr. Cox said, you know, what I am requesting is us 20 to have the opportunity to look at it. There is no 21 decision to be made about the amount of an 22 acquisition adjustment and judgment, or if they are 23 going to get one or not. It's just to allow it to 24 go to hearing for us to make those determines. 25 CHAIRMAN LA ROSA: Yeah, and I don't disagree,

1 frankly. I think with the motion -- with the 2 spirit in which we are trying to, you know, attract 3 those investments into these type of systems, I 4 think this is, you know, this is certainly an 5 example of the public interest, because I think we 6 need to understand more, and agree to your point, is that I think the decision today is just do we 7 8 move forward and do we need to see more? My answer 9 is I think I need to see more and provide -- I 10 appreciate, you know, what you are providing, and I 11 have read through, you know, a good portion of 12 this, but I still have questions, right, and I want 13 to see what else, you know, can be offered. So I 14 tend to agree with you, Commissioner Clark. 15 I just want to address the notion MS. CLARK: 16 of when the public interest test to be 17 demonstrated. I don't think it's correct that it 18 has to be shown here before the motion to dismiss. 19 It is -- in fact, if you look in the Wedgefield 20 case, the motions were denied to allow OPC the 21 opportunity to present evidence to support the

change of the decision, which included finding on the public interest, and that was found after the hearing.

Furthermore, the argument of Public Counsel is

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1 because they are Public Counsel, they can raise the 2 issue at any time subsequently, no matter if the 3 utility had, in fact, relied on not getting a 4 negative acquisition adjustment. 5 It's a mystery to me why you would allow one 6 party, and under the same circumstances you don't 7 allow the other party, at least the opportunity to 8 bring the evidence for you to hear. And that's why 9 we are asking for the motion to dismiss be denied. 10 May I speak about that, please? MS. CRAWFORD: 11 CHAIRMAN LA ROSA: Yes. 12 Or does Public Counsel wish to MS. CRAWFORD: 13 speak to it first? 14 I will defer to staff. MR. WATROUS: 15 Okay. I disagree, again, with MS. CRAWFORD: 16 the characterization that the Commission is picking 17 and choosing parties somehow. We are agnostic to 18 who is asking to disturb a prior decision. Whoever 19 it is who is asking to revisit, to change a prior 20 ruling of the Commission is still faced with the 21 question of administrative finality. 22 And in the Wedgefield case, OPC was allowed to 23 go forward at hearing to argue for a negative 24 acquisition adjustment. We will just acknowledge 25 that case was ultimately resolved through

settlement, but allowing OPC to go forward was
 based on the opportunity to demonstrate change of
 circumstances.

In order to get there, you have to make that preliminary lift. And I disagree that we defer the call as to public interest until after you have gone through the applications. I think you need to determine today what the public interest is in disturbing the prior decision.

10 Ms. Clark, in her opening comments, said the 11 public interest was served by granting the AAs, the 12 acquisition adjustments. We have heard from Mr. 13 Cox that the public interest seems to be 14 encouraging systems to purchase troubled systems. 15 We have that policy in place. We changed the rule 16 to ensure that policy going forward is 17 well-founded, but that's for systems that are 18 transferred from the time of the new rule's effect 19 forward. The rule does not allow you a retroactive 20 application to these prior transfers that have been 21 closed, that were decided by the Commission, and a 22 positive acquisition adjustment was asked for at 23 that time and denied. 24 CHAIRMAN LA ROSA: Have the changes -- have

the circumstances not changed, though? I mean, I

1 hear that, and I understand what he said, and I 2 make those connections, but if I am hearing 3 correctly, some of the things that were said today, 4 some of the things that are in staff's -- reference 5 to staff's recommendation, some of the things that 6 are here in this exhibit, are circumstantial 7 changes that the company did not know until 8 after-the-fact.

9 MS. CRAWFORD: If the Commission decides that 10 is sufficient, then, yes, that would be a change of 11 circumstances. In staff minds, Mr. Cox said what 12 we said then, meaning back in 2023, has been proven 13 to be true.

14 The poor condition of the plants was known at 15 That's why they asked for a positive that time. 16 acquisition adjustment at that time. What we have 17 now is more detail, certainly. We have some more 18 finality about costs, but the circumstances are 19 just as they were two and three years ago. What we 20 have is more detail. We have the costs. So the 21 circumstances, in staff's mind, have not changed. 22 All right. CHAIRMAN LA ROSA: Mr. Cox. 23 MR. COX: So I would beg to differ. I would 24 say two things. One, both staff and the Office of 25 Public Counsel both, you know, on the record, said

1 these systems were not distressed. So the facts 2 presented to this commission were, in fact, you 3 know had particularly changed OPC, where I said, 4 hey, how about the history of administrative orders 5 that these systems have been under. And their 6 response was, oh, all the small utilities are under 7 administrative orders, which is a terrible low bar 8 that all the previous owners were held to. But 9 beyond that, yes, it's worse than what we thought.

10 So it is correct, all the circumstances that 11 we brought and were denied on, you know, turned out 12 to be true, but actually it's materially worse. So 13 that's what we are saying. When we have 14 catastrophic failure in these systems, all three of 15 the systems had to be emergency, like contingency, 16 you know, to kept running, yes, it's materially 17 different. I mean, I had a tank explode. I had a 18 wall collapse. I had wastewater go into a 19 surrounding, you know, water body because of a 20 collapse, you know, structural collapse. You know, 21 we had to tank we had to take off-line altogether, 22 and all of the things point to the public interest, 23 like, I mean, from our perspective -- obviously, I 24 am biased. I think we are doing a great job with 25 these really bad systems that have a track record

of that. If we weren't there, what would have happened?

It's exactly what as I said before. They were going to discontinuance of the basic provision of service. So, yes, I think it has changed. It is proven, everything we said before has been proven, but there is more, and it's worse than we thought.

CHAIRMAN LA ROSA: Office of Public Counsel.

9 MR. REHWINKEL: Thank you, Mr. Chairman and 10 Commissioners. Charles Rehwinkel, Deputy Public 11 Counsel.

12 The acquisition rule, whether it's today or 13 the prior one, has always stood for whether an 14 incentive -- and I think I heard it from the 15 Commission today -- an incentive needs to be given 16 for a better financed, better equipped entity to 17 take over a struggling system.

18 Back in 2022-'23, whenever these transactions 19 occurred -- were brought to your attention, the 20 company asked, A, for you to grant them the 21 acquisition adjustment, and, B, for you to defer 22 ruling until a later time. They were denied both 23 of those. As Mr. Watrous pointed out, the orders 24 went final. But something really important that I 25 need to make clear on the record occurred. All of

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1 these systems were closed. They closed on them and 2 The incentive can't be put in a time bought them. 3 machine and sent back before and given to them. 4 That incentive opportunity is gone. 5 Whether they do things for other systems in 6 the state down the road has nothing to do with 7 what's before you today, which is these systems 8 here. You have a new rule, and as Ms. Crawford 9 said, that's going to be applied prospectively. 10 But as a matter of law and fact, you cannot go back 11 in time and grant an incentive. 12 They had the orders before them, and I believe 13 the contracts allowed them to get out of the sale 14 if you did not grant the acquisition adjustment. 15 They went ahead and closed. I don't see how you 16 can revisit this. The public interest behind 17 incentives is gone. 18 Commissioner Smith. CHAIRMAN LA ROSA: 19 MS. CLARK: May I? 20 CHAIRMAN LA ROSA: Go ahead, Ms. Clark. 21 MS. CLARK: I think that's wrong. I think 22 there is a need to have the incentive out there to 23 encourage more consolidation of these systems, and 24 you have done that through passing this rule to say 25 to the industry, if you meet these standards, we

are going to look at a positive acquisition adjustment.

3 It is providing an incentive for companies 4 like CSWR to continue to come in and help you with 5 getting these systems to be right, by consolidating 6 them and providing rehabilitative service and the 7 financial wherewithal to do this. So you don't 8 look just at the individual case. You look at the 9 overall public interest in carrying out your policy through applying it in this case, which does have 10 11 changed circumstances, and your rule is not being 12 applied retroactively. It's saying, here are the 13 facts now, and we are going to apply the rule as it 14 exists now.

15 And contrary to what your staff has said, that 16 is not a prohibited retroactive application of the 17 And I would cite you to the Love versus rule. 18 State decision, and also point out that the cases 19 cited by your staff, the first one found that the 20 principle of retroactive application did not apply 21 because it was a procedural rule. That's what the 22 It makes a distinction between a law is. 23 procedural change in the law, which is what this 24 is. 25 You have said, if you want -- if extraordinary

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1 circumstances, as defined in this rule exist, this 2 is the method you make your application, and this 3 is the means by which this commission shall make 4 its decision. 5 CHAIRMAN LA ROSA: Commissioner Smith. 6 COMMISSIONER PASSIDOMO SMITH: Okay. Thank 7 you, Mr. Chair. I think -- I don't know, this is up to your 8 9 discretion. It might be time for us to sort of 10 I think, at this point, we have heard deliberate. 11 as much as we can from the parties here. 12 I appreciate -- I do appreciate some of the 13 comments you made, Ms. Clark. I agree that -- I 14 think that the Commission made a good indication 15 that we do want to incentivize these purchases by 16 amending the rule. That's what the new rule was 17 intended to do. I do respect CSWR's position here, 18 and understand their concerns about chilling 19 effects down the road. 20 As far as the administrative finality portion 21 of it, the way that I am looking at this, is, you 22 know, I have got to overcome to upset 23 administrative finality that change in 24 circumstances. I could be wrong, but -- and it was 25 -- Ms. Crawford said it too. I heard it too. Mr.

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Cox said that they understood that these systems were distressed. They got in. They were confirmed they were distressed. I didn't see a change. I mean, clearly they are -- they might be much worse than before, but I don't see that that's enough to upset administrative finality.

As far as -- what I got hung up on when I was going through all of this was the retroactive ratemaking portion of it. I have serious concerns about -- so, like, when I read Chapter 120.54, it says an agency may not adopt retroactive rules unless expressly authorized by statute to clarify an existing law.

14 So I guess my guestion is for staff, is there 15 anything in the enabling statute of transfers that 16 gives this commission the authority to clarify 17 existing rules or law retroactively? 18 There is not. MR. DOSE: 19 COMMISSIONER PASSIDOMO SMITH: Thank you. 20 That's where I stand. 21 CHAIRMAN LA ROSA: Commissioner Graham. 2.2 Well, I quess I can COMMISSIONER GRAHAM: 23 start off by saying that I am not an attorney, but 24 I do play one on TV.

I have actually been against this from the

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very beginning. I didn't want to encourage the idea of companies coming in and overpaying for water and wastewater utilities, and some of them being in perfectly good order and basically forcing those ratepayers, through no fault of their own, to be paying more for a system that was working perfectly fine beforehand.

And when these things came up initially, I said many times out in public, here in this forum, that if you think this is something that the state of Florida wants, then get the law changed, because the rule we have before us now does not support this, according to the information that I see.

Now, I thought there was no way they were going to get this thing changed, and they did. And I think the three cases that are before us are probably in line with what they are trying to do, saying that these are systems that are falling apart and not functional.

Had they brought one of the other systems before us that I thought was working perfectly fine, and trying to do the positive acquisition adjustment, I would be completely against it, because, again, that goes right into what my fear was, but these three are not that system.

I think the -- not that I believe that there is a public outcry for these changes, but the legislators think there is a public outcry for these changes, because they allow -- they changed the law, and then we changed that rule. So I think that's the change and the public outcry.

And I think, rather than putting up walls, I think we should allow these people to move forward and to have their day in court, and to prove that these systems are what they say they are, and allow them to have that positive acquisition adjustment, if they prove that, and move forward.

13 And I don't necessarily look at this as being 14 retroactive, because they are still within that 15 three years. And maybe it was a poor decision that 16 they applied for the positive acquisition 17 adjustment back then in the transfer and not now, 18 three years later, but the big change is that rule, 19 and I think that big rule change is the public 20 input that we are looking for. 21 CHAIRMAN LA ROSA: Commissioners, further 2.2 discussion? 23 Mr. Chairman, I would COMMISSIONER CLARK: 24 just add a final point. 25 I go back to -- I am still kind of hung up on

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1 this whole establishment of public interest prior 2 to determination in a hearing. We are not 3 necessarily guaranteeing a positive acquisition 4 adjustment. We are sending this to hearing to make 5 that determination. And my understanding and 6 assumption is that we still have the right to deny 7 it once we get to that point. This is strictly 8 allowing that opportunity to take place. Ι 9 certainly lean towards letting them have their day 10 in court, as Commissioner Graham said.

11 MS. CRAWFORD: May I offer a clarification? 12 Just so we are clear, I think there are 13 actually two public interest tests we are looking 14 The first is whether to allow the petition to at. 15 proceed in contrary to administrative finality. 16 The second is going to be, if the applications do 17 proceed, a determination will need to be made of 18 public interest at that time as to the sufficiency 19 and adequacy of those applications.

20 So there is one public interest determination, 21 I believe, that needs to be made today, and if the 22 applications are allowed to proceed, there will be 23 one in a future proceeding. 24 CHAIRMAN LA ROSA: Commissioner Fay.

CHAIRMAN LA ROSA: Commissioner Fay.
COMMISSIONER FAY: Thank you, Mr. Chairman.

When I was briefing on this item, I described it as a great law school exam question, right. It's got a number of components to it that are extremely complex.

5 I will -- I won't reiterate some of the debate 6 that we have talked about with the significant 7 change in circumstance and the public interest case 8 law. I think that's pretty much been discussed, 9 and there are difference in opinions on maybe where 10 that lands.

11 I did spend a good bit of time reviewing the 12 retroactivity issue. Commissioner Passidomo Smith 13 mentioned the complexity of that, and the 14 limitation of that, as to what goes into the rule, 15 and I give that a lot of weight. I mean, I think 16 the requirements of putting that expressed language 17 of retroactivity in there are key to apply it that 18 way.

19 I think it's probably a fair debate that it's 20 a procedural rule and not a substantive one. Ιt 21 might be one of those things where you would 22 essentially be bifurcating some procedural 23 component, some substantive component, but it's a 24 pretty significant change to the rule. So I am not 25 sure that I feel really comfortable on the

1 procedural argument side for retroactivity. 2 Although, I can see some of the administrative 3 finality issues being overcome. 4 Mr. Chairman, with that, I would like maybe 5 just ask one follow-up question to our staff just 6 to get clarity on the motion to dismiss component. 7 CHAIRMAN LA ROSA: Go ahead. So if the motion to 8 COMMISSIONER FAY: 9 dismissal is denied and the utility brings forward 10 information to satisfy these components, maybe to 11 argue administrative finality, argue retroactivity, 12 everything that they want to put forward, where we 13 don't have the standard of applying everything to 14 one side of the dismissal component, would there be 15 any component of that that would -- I guess maybe 16 mandate is not the right word, but that would kind 17 of force us to accept those facts? 18 So if we get beyond point, that legal point of 19 allowing them to bring forward this information in 20 a hearing, I want to make sure that I am clear 21 that, you know, depending on the number of 22 Commissioners who feel that is appropriate to go 23 forward, does that require us to put a different 24 lens on at that job to make a decision, or can we 25 still give some weight to our interpretation? For

1 example, you might have somebody vote no here 2 today, but then the utility brings forward 3 information in the hearing process that's 4 persuasive, is that viable, I mean, or will we be 5 sort of limited to the fact that we allowed this to 6 move forward without the most motion to dismissal, 7 and that sort of shuts that door? 8 MS. CRAWFORD: Let me make sure I understand 9 You are saying if the Commission your guestion. 10 denies the motion to dismiss, the applications are 11 allowed to proceed, the facts become clear during 12 the course of those proceedings that dismissal 13 would have been appropriate? 14 COMMISSIONER FAY: No, that satisfied the rule 15 once it moved forward. 16 MS. CRAWFORD: Okav. 17 COMMISSIONER FAY: Yeah, so substantively 18 satisfied the rule. So if you sort of move the 19 arguments aside of administrative finality and 20 retroactivity, if they bring forward that 21 component, if the Commission has decided that they 22 want to hear that, then I just want to be clear, if 23 the utility brings forward information that 24 satisfies that -- those requirements under the new 25 rule, it doesn't seem like we would be foreclosing

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1 our ability to still vote against that. I mean, 2 that's where --3 MS. CRAWFORD: I am clear now. Thank you, 4 yes. 5 The standard for what you are being asked to 6 do today, based on the facts accepted as true, is 7 going to be very different if the applications are 8 allowed to proceed. The Commission will look at 9 those afresh, and will base its decision on the 10 facts that are presented at that time. 11 So what you do today, if you deny the motion 12 to dismiss, will not, in my mind in any way impinge 13 on your ability to look at that information with a 14 fresh, clear eye, and make an appropriate public interest determination at that time. 15 16 COMMISSIONER FAY: Okay. I appreciate that. 17 Yeah. I -- the hurdles for this are going to 18 be really high for me. I am not sure I see an 19 exact path forward, but I also hear my colleagues 20 saying, we would like to see it. We kind of want 21 to go to this next step and see if some of this is 22 validated, and we don't want to foreclose the 23 opportunity to do that. 24 I do agree with Commissioner Passidomo Smith, 25 the retroactivity issue is a hard one to overcome.

1 It really is, but I am not sure foreclosing it at 2 this position is the right addition decision. 3 Dismissal with prejudice, I am not sure I have 4 ever seen that here. Dismissal without prejudice, 5 of course, still allows the utility to come back 6 and file something with clarity. That could be 7 another opportunity for us to see the information, 8 as you have stated, Ms. Crawford, that maybe would 9 justify going forward with this. But I do think 10 it's very challenging to make a determination what 11 the future will hold, and so I appreciate the 12 I knew there would be a lot of it on this. debate. 13 And I think there are two, you know, very 14 substantiated ways to go on this, and I do have a 15 little hesitation foreclosing that opportunity. 16 I will just say for the record on this item, 17 that I think from a policy standpoint, we do need 18 to be going in this direction. I am not sure -- I 19 think unanimously, we have kind of sat up here and 20 said that, that we don't want to see these systems 21 failing without some recovery. Even if I don't 22 support -- even if I support the motion for 23 dismissal today, I just want to be clear, that's 24 not lack of support for this to go forward.

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From what I understand on this docket, there

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1 is nobody else that falls into this fact pattern. 2 I mean, if we apply the rule and allow the 3 three-year timeframe to allow for an acquisition 4 adjustment, I don't know if there is anybody else 5 that would even come forward. 6 Going forward, everybody that files after this 7 has been in place, we won't have this debate, and 8 so I think even, you know, not allowing this motion 9 for dismissal today, or allowing it, is not a signal that we are not open to this. 10 11 We changed the rule because we want to see 12 We have changed the rule in part because the this. 13 Legislature made their directive clear. I don't 14 want to hear -- I don't want to be back here 15 hearing about these failing systems when we haven't 16 incentivized them to be acquired in any way. 17 So with that, Mr. Chairman, I think there is 18 parts of this I support, parts that I don't, but I 19 appreciate you allowing us to have the oral 20 arguments and open debate on it, because I really 21 want to get this right. I mean, I really want 22 these companies to be able to have confidence that 23 they can bring these forward and have the process 24 that we set up in rule, and not have the confusion 25 to this. And I think everyone we see after this,

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1 right, that will be the case. This complexity will 2 not occur. So really, the decision we are making 3 on this is this exact utility. And they've made a 4 number of acquisitions. To be fair, it's not a 5 small investment for them. It's a high risk 6 decision, and so I don't negate that, but I do 7 think at least we feel comfort that these 8 individuals are the only ones that fall into this 9 scenario, and once we move forward, it shouldn't be 10 this complex. 11 CHAIRMAN LA ROSA: Understood. 12 Commissioner Smith. 13 COMMISSIONER PASSIDOMO SMITH: Thank you, Mr. 14 Chair. 15 I just have, yeah, a quick -- I just -- I 16 really appreciate Commissioner Fay's sentiment 17 there, and I want to make that clear, you know, 18 as -- you know, I am sorry, the two lawyers on the 19 end here, and we are just pushing you guys. 20 CHAIRMAN LA ROSA: We will just get out of the 21 way. 22 COMMISSIONER PASSIDOMO SMITH: I can't -- you 23 know, just because in this, just this instance, you 24 know, I can't get over the retroactive application 25 about, like, when these were initially filed under

1 the old rule, and now we have the change this new 2 rule, but I hope that that new -- the adoption of 3 that new rule was a clear indication from the 4 Commission, from the State that we want these 5 companies to come in, that we appreciate what CSWR 6 and companies, well-funded companies are doing, and 7 that this is purely a -- for me, it's a Chapter 120 8 thing, and I just can't get past that. That 9 doesn't mean that I don't appreciate what is going 10 on, that hopefully in the future, that incentive 11 will still be there, but -- so I just -- I want to 12 just kind of clarify that. I hope that this is --13 we won't have this issue again, because now the new 14 rule is in effect, and so all new filings we will 15 under -- we will be looking at it from a different 16 perspective. 17 So with that, thanks, Mr. Chair. 18 CHAIRMAN LA ROSA: Thank vou. 19 If there is no further discussion, I think we 20 are ready to call you for a motion. 21 Commissioner Clark. 2.2 COMMISSIONER CLARK: Thank you, Mr. Chairman. 23 I would move to deny staff recommendation and 24 set the item for hearing. 25 This is on Issue 2. CHAIRMAN LA ROSA:

1 COMMISSIONER CLARK: Yes. 2 CHAIRMAN LA ROSA: Hearing a motion, is there 3 a second? 4 COMMISSIONER GRAHAM: You are denying staff on 5 both items in Issue 2? CHAIRMAN LA ROSA: Staff's recommendation 6 7 breaks down the issue into two items. 8 MS. HELTON: I think you would be denying 9 staff on Issue 2 but granting staff's motion on 10 Issue 3. 11 CHAIRMAN LA ROSA: On three. 12 And I think it might be helpful, MS. HELTON: 13 just for purposes of the order, to have a little 14 bit of an understanding with respect to the 15 rationale for the decision, and I think Ms. 16 Crawford might have a couple of suggestions to help 17 if you didn't have something that you wanted to 18 say. 19 MS. CRAWFORD: I think it would be helpful for 20 purposes, like Ms. Helton says, writing the order, 21 if we could get a clear statement about the basis 22 for denying the motion to dismiss, whether you 23 believe there has been a change of circumstances, 24 and if so, what they are. If you believe there is 25 a public interest concern at stake that is

1 sufficient, what that is. And then a statement 2 regarding why the application of the rule is 3 allowed to go forward and is not retroactive in 4 nature. 5 CHAIRMAN LA ROSA: Go ahead, I will take a stab at a few items. 6 7 COMMISSIONER CLARK: Go ahead. 8 CHAIRMAN LA ROSA: So items that have changed, 9 So circumstances that have arisen, staff right. 10 acknowledges three of them in the response, extreme 11 levels of deterioration, works towards 12 environmental compliance, and the former owners 13 insolvency, I know that's very general, but there 14 are specifics of that, and I think there was 15 additional exhibits that were provided today that 16 backs up some of that, which I think is why I 17 certainly want to hear more. 18 When we talk about the retroactive 19 application, the rule in question really clarifies 20 the old acquisition adjustment policy and the new 21 petitions were filed within the three-year window 2.2 of the amended rule. 23 So those are two elements that stood out to 24 me, but I will open it to fellow Commissioners. 25 COMMISSIONER GRAHAM: Was that a motion, Mr.

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1 Chairman? Do you want to give the gavel to me? 2 CHAIRMAN LA ROSA: No, I am just providing 3 context of where I am coming from the decision that 4 I think I am going to make on a motion that we 5 started to work with. Commissioner Clark. 6 7 COMMISSIONER CLARK: And I would be glad to 8 provide context as well, Mr. Chairman. 9 You know, public interest to me should provide 10 That benefit a measurable benefit to customers. 11 may be improved quality of service, and I think 12 that it does include that in this case. I think it improves some -- the economy of scale. 13 It 14 certainly provides some financial stability, making 15 certain that these companies have the funds to be 16 able to fund the capital infrastructure, avoidance 17 of future problems and issues, I think they are all 18 evidence that there is customer benefit. 19 Our obligation as a commission is to protect 20 Florida's utility customers, and I think we were 21 anticipating that when we changed the rules. We 2.2 changed the rules to evaluate these companies in an 23 acquisition mode to determine if it was going to 24 lead to a safer and more reliable service for the 25 customers.

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1 And I really think that the decisions that we 2 make, I think they reflect the current law. Ι 3 think they reflect the current conditions that we 4 are under, particularly when it comes to the direct 5 effect that this has on the quality of service that 6 these companies are going to be able to provide. 7 So I think there is no question in my mind. Ι 8 think I argued the same point in 2023, that this 9 was a public interest statement at the time, that 10 there does need to be an evaluation of an 11 acquisition adjustment. 12 I would add that to my motion, if necessary, Mr. Chairman. 13 14 CHAIRMAN LA ROSA: Staff? 15 MS. CRAWFORD: That's sufficient. Thank you. 16 CHAIRMAN LA ROSA: All right. So there is 17 a --18 COMMISSIONER GRAHAM: Second. 19 CHAIRMAN LA ROSA: There you qo. 20 Hearing a motion and hearing a second. 21 All those in favor signify by saying yay. 2.2 (Chorus of yays.) 23 CHAIRMAN LA ROSA: Yav. 24 Opposed no? 25 COMMISSIONER PASSIDOMO SMITH: No.

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1 CHAIRMAN LA ROSA: All right. Show that the 2 motion passes. 3 MR. REHWINKEL: Mr. Chairman. 4 CHAIRMAN LA ROSA: Yes, sir. 5 MR. REHWINKEL: After -- since you voted, can 6 I ask for just a brief opportunity to make a 7 remark? I fully respect your vote. 8 We appreciate your oppor -- you giving us the 9 opportunity to speak. We appreciate our 10 opportunity to work with the company and the work 11 your staff has done. I just wanted to --12 CHAIRMAN LA ROSA: Can you -- do you mind 13 I just want to check with holding just one second? 14 my staff to clean up any housekeeping but again --15 MR. REHWINKEL: Thank, this is kind of 16 housekeeping, but yes. 17 CHAIRMAN LA ROSA: Ms. Crawford, are we okay 18 with that motion, with that vote? Does that leave 19 any other issue within this item open? 20 MS. CRAWFORD: I believe we still need to 21 address Issue 3, I believe -- was that part of it 2.2 as well? 23 MS. HELTON: Yes. 24 MS. CRAWFORD: Okay. Then is the close the 25 docket adequately addressed?

1 These dockets should remain open. My belief 2 is they will be ultimately consolidated in an OEP 3 with the rate case. That doesn't need to be 4 addressed at this time, just to leave these dockets 5 open. 6 CHAIRMAN LA ROSA: So no action is necessary 7 on Issue 3, right? 8 MS. CRAWFORD: It would be best to get a vote 9 on the close the docket, if that's okay. Sorry for 10 the bother. 11 COMMISSIONER CLARK: We don't want to close 12 the docket. 13 CHAIRMAN LA ROSA: We have the recommendation 14 -- I guess I should read that, right? 15 I think you would, Mr. Chairman, MS. HELTON: 16 deny Issue 4, because I think staff had recommended 17 the dockets be closed. 18 Okay. So is there a motion CHAIRMAN LA ROSA: 19 for Issue No. 4? 20 COMMISSIONER CLARK: Mr. Chairman, I move the 21 dockets remain open. 22 COMMISSIONER GRAHAM: Second. 23 CHAIRMAN LA ROSA: Hearing a motion and 24 hearing a second. 25 All those in favor signify by saying yay.

1 (Chorus of yays.) 2 CHAIRMAN LA ROSA: Yay. 3 Opposed no? 4 (No response.) 5 CHAIRMAN LA ROSA: Show that Issue 4 passes as per the motion. 6 7 We are good? Okay. 8 Mr. Rehwinkel. 9 Thank you, Mr. Chairman. MR. REHWINKEL: Ι 10 apologize for jumping the gun on that. 11 CHAIRMAN LA ROSA: No worries. 12 What I was going to say is MR. REHWINKEL: 13 Ms. Clark and I worked with the Commission at a 14 time when there was this legendary Southern States 15 case that was extremely complicated, multiple 16 systems, highly contested issues and complexity 17 that the Commission hasn't seen in decades now. 18 I am not saying this is like that, but they 19 filed a case on Friday, and you have this -- now 20 this acquisition issue coming up. Clocks start. Ι 21 just want to state that we will be asking you and 22 your staff, and we will talk to the company, about 23 a workable framework for dealing with 11 sets of 24 MFRs and these issues, and consolidation, that they 25 are coming to you with.

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| 1 | So I just wanted to state that publicly. I |
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| 2 | fully respect your decision and not questioning |
| 3 | that. It's good to get certainty about how we are |
| 4 | going to proceed, so thank you. |
| 5 | CHAIRMAN LA ROSA: Sure. Thank you. |
| 6 | Ms. Clark. |
| 7 | MS. CLARK: We commit to working with the |
| 8 | Public Counsel on the rate case, and any other |
| 9 | case, as far as making it go smoothly for you all. |
| 10 | I certainly don't want a replay of Southern States, |
| 11 | so |
| 12 | CHAIRMAN LA ROSA: Well, thank you for the |
| 13 | cooperation and much appreciated. |
| 14 | All right. Commissioners, any further |
| 15 | business besides any further business within our |
| 16 | agenda? I know we have a lot of other business. |
| 17 | Okay. Seeing none, thank you all for your |
| 18 | time. Staff, thank you for your help on this. I |
| 19 | know today wasn't an easy day. If no further |
| 20 | business before us, see that this meeting is |
| 21 | adjourned. |
| 22 | Let's have Internal Affairs in 10 minutes I |
| 23 | am sorry. Yes, I am sorry. I'm grabbing the wrong |
| 24 | folder. So the Plant Daniel hearing in 10 minutes. |
| 25 | Plant Daniel hearing in 10 minutes. |

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See that this meeting is adjourned.

(Agenda item concluded.)

| 1 | CERTIFICATE OF REPORTER |
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