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**DIRECT TESTIMONY OF CHARLES K. LEWIS  
BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION  
ON BEHALF OF  
SOUTHERN STATES UTILITIES, INC.  
AND  
DELTONA UTILITIES, INC.  
DOCKET NO. 920199-WS**

DOCUMENT NUMBER-DATE  
08057 JUL 22 1992  
FPSC-RECORDS/REPORTING

**I. INTRODUCTION**

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**Q. PLEASE STATE YOUR NAME AND BUSINESS AND ADDRESS.**

**A. My name is Charles K. Lewis. My business address is 1000 Color Place, Apopka, Florida 32703.**

**Q. BY WHOM ARE YOU EMPLOYED?**

**A. I am employed by Southern States Utilities, Inc. and Deltona Utilities, Inc.**

**Q. WHAT IS YOUR POSITION WITH SOUTHERN STATES UTILITIES, INC. AND DELTONA UTILITIES, INC.?**

**A. I serve as Director of Rates for Southern States Utilities, Inc. and Deltona Utilities, Inc. These companies were legally merged on July 15, 1992, and hereinafter I will refer to them collectively as "Southern States" or the "Company."**

**Q. WHAT IS YOUR EDUCATIONAL BACKGROUND?**

**A. I received an Associates Degree in Accounting from Jackson Community College in 1972. In 1975, I received a Bachelors Degree from Michigan State University in the field of Economics/Political Science, and a Masters in Political Science from Michigan State University in 1978. In addition, I have**

1 attended a number of schools, seminars,  
2 conferences, workshops and short courses on  
3 utility rate making, cost of service, rate  
4 design, and return on investment sponsored by  
5 various professional associations,  
6 universities, and accounting firms.

7 **Q. HOW LONG HAVE YOU BEEN EMPLOYED IN THE UTILITY**  
8 **INDUSTRY AND WHAT POSITIONS HAVE YOU HELD?**

9 A. Over the past 14 years, I have held various  
10 positions in a supervisory capacity within the  
11 Rates and Revenue Requirements areas at  
12 Consumers Power Company, Northeast Utilities,  
13 Seminole Electric Cooperative, Inc., and  
14 Southern States.

15 **Q. TO WHAT TRADE AND/OR PROFESSIONAL**  
16 **ORGANIZATIONS DO YOU BELONG?**

17 A. I am a member of the American Water Works  
18 Association and the Florida Chapter of the  
19 National Association of Water Companies.

20 **Q. HAVE YOU PREVIOUSLY TESTIFIED BEFORE A PUBLIC**  
21 **UTILITIES COMMISSION?**

22 A. Yes. I have submitted testimony and/or  
23 testified before the Michigan Public Service  
24 Commission, the Connecticut Department of  
25 Public Utility Control, the Massachusetts

1 Public Utility Department, the Florida Public  
2 Service Commission, the Polk County Utilities  
3 Board, the Hillsborough Board of County  
4 Commissioners and the Sarasota County hearing  
5 examiners.

6 Q. WHAT ARE YOUR RESPONSIBILITIES AS DIRECTOR OF  
7 RATES.

8 A. As Director of Rates, I am primarily  
9 responsible for the determination of the  
10 Company's revenue requirements.

11 Q. PLEASE OUTLINE THE SCOPE OF YOUR TESTIMONY IN  
12 THIS PROCEEDING.

13 A. I will testify with respect to the Company's  
14 Cost of Service and sponsor the following  
15 documents filed in this case:

16 Volume II - Water Minimum Filing Requirements

17 Book 1 of 11 Schedules A & B: Rate Base and  
18 Income for Amelia Island  
19 through Dol Ray Manor

20 Book 2 of 11 Schedules A & B: Rate Base and  
21 income for Druid Hills through  
22 Holiday Haven

23 Book 3 of 11 Schedules A & B: Rate Base and  
24 Income for Holiday Heights  
25 through Marco Shores

1 Book 4 of 11 Schedules A & B: Rate Base and  
2 Income for Marion Oaks through  
3 Point O' Woods  
4 Book 5 of 11 Schedules A & B: Rate Base and  
5 Income for Stone Mountain  
6 through Zephyr Shores  
7 Volume III - Wastewater Minimum Filing Requirements  
8 Book 1 of 6 Schedules A & B: Rate Base and  
9 Income for Amelia Island  
10 through Florida Central  
11 Commerce Park  
12 Book 2 of 6 Schedules A & B: Rate Base and  
13 Income for Fox Run through Park  
14 Manor  
15 Book 3 of 6 Schedules A & B: Rate Base and  
16 Income for Point O' Woods  
17 through Zephyr Shores

18 Q. WERE THESE DOCUMENTS PREPARED BY YOU OR UNDER  
19 YOUR SUPERVISION?

20 A. Yes, they were.

21 II. FPSC JURISDICTIONAL OVERVIEW

22 Q. PLEASE DESCRIBE THE SYSTEMS YOU HAVE FILED IN  
23 THIS CASE.

24 A. The Company has included 90 water and 37  
25 wastewater systems in this filing as

1 identified in Volume I, Book 1 of 4 of the  
2 Minimum Filing Requirements ("MFRs") which  
3 previously have been identified as Exhibit \_\_\_\_  
4 (FLL-1). The combined 127 systems represent  
5 all systems currently operated by Southern  
6 States, except for the two Marco Island  
7 systems and the two Lehigh Utilities, Inc.  
8 ("Lehigh") systems, which are under Florida  
9 Public Service Commission ("Commission")  
10 jurisdiction. Applications for rate increases  
11 for the Marco Island and Lehigh systems  
12 currently are being processed with the  
13 Commission.

14 **Q. WHAT TEST YEAR HAS BEEN USED AS A BASIS FOR**  
15 **DETERMINING COSTS IN THIS FILING?**

16 **A.** The Company requested and the Commission  
17 approved the use of a historical test year  
18 ended December 31, 1991. The proposed final  
19 rates are based on actual 1991 costs adjusted  
20 for certain pro forma adjustments reflecting  
21 known and certain events.

22 **Q. BASED ON THE TEST YEAR ENDED DECEMBER 31,**  
23 **1991, WHAT RETURN WILL SOUTHERN STATES EARN**  
24 **UNDER PRESENT RATES ON THE 127 JURISDICTIONAL**  
25 **WATER AND WASTEWATER SYSTEMS FILED IN THIS**

1           **RATE CASE?**

2           A.   The overall jurisdictional rate of return for  
3           the combined water and wastewater systems  
4           filed in this case under present rates would  
5           be 2.54%, which is equivalent to a -8.32%  
6           return on equity. Individually, the rates of  
7           return for water and wastewater would be 3.07%  
8           and 1.74%, respectively. These rates of  
9           return equate to negative returns on equity of  
10          -7.07% (water) and -10.18% (wastewater). A  
11          negative return on equity indicates that  
12          present revenues are severely deficient, that  
13          no return is available for investors, and that  
14          the Company is not able to fully cover  
15          interest costs on debt.

16          **Q.   WHAT INCREASE IN REVENUES IS THE COMPANY**  
17          **PROPOSING?**

18          A.   The Company is proposing an overall increase  
19          in sales revenues of \$8,665,518 (or a 43.58%  
20          increase) as shown in Volume I, Book 1 of 4,  
21          page 8 of the MFRs. The proposed increase for  
22          water and wastewater is \$5,064,353 (40.16%)  
23          and \$3,601,165 (49.53%), respectively. The  
24          overall jurisdictional revenue requirement for  
25          the water and wastewater systems filed in this

- 1 case is \$28.5 million.
- 2 **Q. WHAT RATES OF RETURN DO THE PROPOSED INCREASES**  
3 **PRODUCE?**
- 4 **A.** As shown in Volume I, Book 1 of 4, page 8, the  
5 Company's proposed increase would produce an  
6 overall rate of return of 11.57% for combined  
7 water and wastewater service. The proposed  
8 increase for water (approximately \$5.1  
9 million) would produce an 11.88% rate of  
10 return and the proposed increase for  
11 wastewater (approximately \$3.6 million) would  
12 produce an 11.11% rate of return.
- 13 **Q. HAS THE COMPANY DETERMINED ITS REQUIRED RETURN**  
14 **ON EQUITY BASED ON THE COMMISSION'S LEVERAGE**  
15 **GRAPH FORMULA APPROACH?**
- 16 **A.** Yes. The Company is requesting an overall  
17 jurisdictional return on equity of 12.83%  
18 based on the Commission's leverage graph  
19 formula approach. The capital structure  
20 proposed by the Company is shown in Volume I,  
21 Book 1 of 4, Schedule E, page 138 of the MFRs.
- 22 **Q. WOULD YOU PLEASE EXPLAIN WHY THE COMPANY HAS**  
23 **PROPOSED DIFFERENT RATES OF RETURN FOR WATER**  
24 **AND WASTEWATER OPERATIONS?**
- 25 **A.** The proposed rate design is explained by Mr.



1 Joseph P. Cresse and Ms. Helena Loucks. The  
2 proposed rate design results in a moderate  
3 revenue shift of approximately \$178,000 from  
4 wastewater to water. This produces a slightly  
5 higher rate of return for water operations  
6 than wastewater operations. A jurisdictional  
7 summary of required revenues is shown in  
8 Volume I, Book 1 of 4, pages 25 through 25-  
9 15. A comparison of the Company's proposed  
10 and required increases is provided in Volume  
11 I, Book 1 of 4, page 25-16. This information  
12 is discussed by Mr. Cresse and Ms. Loucks.

13 **III. RATE BASE**

14 **(a) Overview**

- 15 **Q. WOULD YOU GENERALLY DESCRIBE THE DEVELOPMENT**  
16 **OF RATE BASE IN THIS FILING.**
- 17 **A. The Company developed rate base information**  
18 **according to the Commission's MFRs. The**  
19 **amounts shown for rate base are average**  
20 **balances based on a simple average of the**  
21 **beginning and ending test year balances.**  
22 **Working capital was determined according to**  
23 **Commission precedent using the 1/8 of**  
24 **Operation and Maintenance ("O&M") expense**  
25 **methodology. Volume I, Book 1, page 9**

1 provides a jurisdictional summary of rate base  
2 and pages 26 through 82 and 203 through 247  
3 provide a system by system summary of water  
4 and wastewater rate base, respectively. The  
5 detailed development of water rate base is  
6 shown in Volume II, Books 1 through 6,  
7 Schedule A and wastewater rate base is  
8 detailed in Volume III, Books 1 through 3,  
9 Schedule A.

10 Q. WHAT IS THE TOTAL RATE BASE REQUESTED IN THIS  
11 FILING?

12 A. The total rate base for the 127 systems filed  
13 in this case is \$57.1 million, consisting of  
14 \$34.2 million of water rate base and \$22.9  
15 million of wastewater rate base.

16 (b) Adjustments to Rate Base

17 Q. HAS THE COMPANY MADE ANY ADJUSTMENTS TO PER  
18 BOOK RATE BASE FOR PURPOSES OF FINAL RATES?

19 A. Yes, it has. Pro forma adjustments have been  
20 made which reduce total jurisdictional water  
21 rate base by (\$468,370) and increase  
22 wastewater rate base by \$6,651,470. These  
23 adjustments are summarized in Volume I, Book  
24 1 of 4, pages 43 and 216.

25 Q. WOULD YOU PLEASE DESCRIBE THESE ADJUSTMENTS?

- 1       A.    Yes, I will.
- 2           •    Water plant in service was reduced by  
3               (\$378,900) and sewer plant in service was  
4               reduced by (\$214,815) to reflect the  
5               elimination of organizational costs  
6               booked to account 301/351.  
7               Organizational costs were at issue in our  
8               last rate case and have been removed from  
9               this case. As Mr. Forrest Ludsen will  
10              explain, these and other costs were  
11              removed in an attempt to produce as non-  
12              controversial a filing as possible due to  
13              our urgent need for rate relief.
- 14          •    Water plant in service was increased by  
15               \$11,590 and sewer plant in service was  
16               increased by \$21,403 to reflect the  
17               transfer of plant booked as Plant Held  
18               for Future Use to Plant in Service for  
19               ratemaking purposes. The adjustment was  
20               made to reflect plant actually in service  
21               during the test year prior to determining  
22               non-used & useful plant.
- 23          •    Land & Land Rights for water were reduced  
24               by (\$1,241,591) and for wastewater by  
25               (\$436,501) to reflect the original cost

1 of land when first devoted to public  
2 service. This adjustment reflects the  
3 results of land appraisals performed for  
4 the Company in 1991 by independent  
5 professional land appraisers.

6 • Sugar Mill Woods' sewer rate base was  
7 increased by \$229,485 to reflect a zero  
8 rate base. Absent this adjustment, the  
9 rate base would be negative. The Company  
10 should not be assessed a negative rate  
11 base since to do so would remove any  
12 incentive to operate the system. The  
13 adjustment also is consistent with the  
14 Commission Staff's recommended treatment  
15 in Docket No. 900329-WS. Finally, I have  
16 been advised by counsel that the Florida  
17 courts have recognized that it would be  
18 unlawful and unwise to remove a utility's  
19 incentive to operate a system by  
20 depriving it of the opportunity to  
21 produce earnings from such operations.

22 • Water accumulated depreciation was  
23 reduced by \$116,612 and sewer accumulated  
24 depreciation was reduced by \$46,197 to  
25 reflect the adjustment referred to above

1                   concerning organization costs.

2           •       Water and sewer accumulated depreciation  
3                   were increased by (\$94,680) and  
4                   (\$32,745), respectively, to reflect the  
5                   shortened useful life of one of the  
6                   Company's software packages. The reserve  
7                   was adjusted because the Company believed  
8                   that previously it had been understated.  
9                   For this reason, there was no  
10                  corresponding adjustment to Plant in  
11                  Service or depreciation expense in the  
12                  rate filing.

13          •       CIAC was reduced at Sugar Mill Woods by  
14                  \$1,065,198 and \$4,785,078 for water and  
15                  sewer, respectively. CIAC was reduced at  
16                  Burnt Store by \$3,175,231 for sewer.  
17                  These adjustments were made to remove  
18                  pre-paid CIAC which is non-used and  
19                  useful.       The non-used and useful  
20                  adjustment to CIAC reflects CIAC  
21                  collected prior to 1987 from lot owners  
22                  who have not built their homes as of yet.  
23                  This adjustment eliminates the double  
24                  whammy effect of a non-used and useful  
25                  adjustment and CIAC offset for these



1 in Volume II, Book 1, Schedule B and the  
2 development of sewer income is shown in Volume  
3 III, Book 1, Schedule B.

4 **Q. WHAT IS THE TOTAL JURISDICTIONAL NET OPERATING**  
5 **INCOME REQUESTED IN THIS FILING?**

6 **A.** The total jurisdictional net operating income  
7 under present rates is \$1.4 million (\$1.0  
8 million for water and \$ .4 million for sewer).  
9 The Company is requesting total jurisdictional  
10 net operating income of \$6.6 million (\$4.1  
11 million for water and \$2.5 million for sewer).

12 **(b) Adjustments to Income**

13 **Q. HAS THE COMPANY MADE ANY ADJUSTMENTS TO PER**  
14 **BOOK INCOME FOR RATEMAKING PURPOSES?**

15 **A.** Yes, we have. The Company has made pro forma  
16 adjustments to water and sewer revenue and  
17 expenses as shown in Volume I, Book 1, pages  
18 125 through 132 and 280 through 285,  
19 respectively. The net effect of the pro forma  
20 adjustments on revenues and expenses is a  
21 reduction of present income for water of  
22 (\$565,208) and an increase of present income  
23 for sewer of \$74,741, or a net reduction to  
24 present income of (\$490,468).

25 **Q. WOULD YOU PLEASE DESCRIBE THE ADJUSTMENTS MADE**

1 BY THE COMPANY.

2 A. First, water and sewer adjusted test year  
3 present revenues were increased by \$506,081  
4 and \$603,779, respectively. This increase  
5 represents the annualized revenue effect of  
6 the interim rates under stay in Docket No.  
7 900329-WS. A second adjustment to test year  
8 revenues was made to reflect new miscellaneous  
9 service charges for certain systems which were  
10 approved by the Commission in the consolidated  
11 Southern States Utilities, Inc./Deltona  
12 Utilities, Inc. tariff. Under the  
13 consolidated tariff, all systems have  
14 miscellaneous service charges consistent with  
15 Staff Advisory Bulletin No. 13. The  
16 adjustment to water and sewer income to  
17 reflect these new miscellaneous service  
18 charges are an increase to water of \$109,021  
19 (\$106,721 + \$2,300 reclassified from sewer)  
20 and decrease to sewer of \$2,300 (reclassified  
21 to water).

22 The net effect of these two adjustments  
23 to income is an increase of \$1,216,581.

24 Q. PLEASE DESCRIBE THE ADJUSTMENTS MADE TO  
25 RECLASSIFIED PENSIONS AND BENEFITS TO BE



1                   **CONSISTENT WITH NARUC ACCOUNTING METHODS.**

2       A.    The    1991    Southern    States    Utilities,  
3            Inc./Deltona    Utilities,    Inc.    books    lumped  
4            fringe    benefits,    workers'    compensation    and  
5            payroll    taxes    all    in    accounts    604/704.    These  
6            expenses    were    reclassified    for    ratemaking  
7            purposes    into    accounts    consistent    with    NARUC  
8            accounting.    Payroll    taxes    were    reclassified  
9            out    of    account    604/704    (fringe    benefits)    into  
10           account    408.110/.112    (payroll    taxes),    as    shown  
11           on    Schedule    B-15    Taxes    Other    Than    Income  
12           Taxes.    These    adjustments    were    required    for  
13           the    following    reasons:    (1)    to    achieve  
14           consistency    with    NARUC    accounting,    (2)    to  
15           provide    the    Commission    with    the    true    amount    of  
16           benefit    costs    for    utilization    in    the    benchmark  
17           guideline    analysis    and    (3)    to    provide    a  
18           uniform    amount    of    pension    and    benefits    costs  
19           on    a    Company-wide    basis    (rather    than    the  
20           deceptive    fluctuating    benefit    costs    which  
21           appear    on    the    Company's    books).    The  
22           methodology    used    to    make    these    adjustments    was  
23           to    determine    the    total    Company    costs    for  
24           benefits,    workers'    compensation    and    payroll  
25           taxes.    The    amounts    were    divided    by    our

1           Company-wide payroll to determine the total  
2           percentage of payroll applicable to each of  
3           these categories of expense. The result was  
4           a uniform cost factor for each category of  
5           expense which could be applied on a system by  
6           system basis to the system-specific labor  
7           included for ratemaking. The cost factors  
8           that resulted from this calculation were  
9           19.04% for fringe benefits, 3.36% for workers'  
10          compensation and 8.63% for payroll taxes.  
11          These adjustments resulted in the reduction to  
12          water and sewer O&M of \$442,296 and an  
13          increase in payroll taxes of \$460,470. The  
14          difference represents the amount that was  
15          underapplied on the books.

16          **Q. PLEASE EXPLAIN THE OTHER ADJUSTMENTS TO**  
17          **OPERATING EXPENSES REFLECTED ON SCHEDULE B-1**  
18          **FOR WATER AND SCHEDULE B-2 FOR SEWER.**

19          **A.** The first adjustment reflects the four year  
20          amortization of rate case expenses of \$329,196  
21          (water) and \$113,854 (sewer). The Company  
22          provided detailed support for this adjustment  
23          in the supplemental information provided in  
24          Appendix N of Exhibit \_\_\_\_ (FLL-2).

25                 The second adjustment adds back and

1 reallocates the administrative and general  
2 ("A&G") expenses previously allocated to  
3 Lehigh during the period October through  
4 December, 1991. The purpose of this  
5 adjustment is to permit us to allocate a full  
6 twelve months of A&G costs rather than only  
7 three months. The impact of this adjustment  
8 was \$70,082 (water) and \$24,238 (sewer). As  
9 explained by Mr. Forrest L. Ludsen, A&G  
10 expenses of Southern States and Lehigh were  
11 pooled and reallocated to each water and sewer  
12 system based on the number of customers  
13 served.

14 The third adjustment reflects the  
15 estimated annualized Lehigh A&G expenses. The  
16 estimation of Lehigh A&G expenses was  
17 necessary since Lehigh was not acquired until  
18 June 30, 1991. Thus, we did not have twelve  
19 months of experience with Lehigh as part of  
20 our family of utilities. The impact to the  
21 water and sewer systems in this case is  
22 \$125,226 and \$43,310, respectively. These  
23 costs were allocated to the 127 systems based  
24 on customers served.

25 The fourth adjustment reallocates labor

1 to reflect the sale of certain gas operations  
2 in December of 1991. This sale required the  
3 Company to reallocate costs associated with  
4 employees reassigned after the sale or lost to  
5 the Company which purchased the gas  
6 operations. In contemplation of this sale,  
7 the Company had not filled certain authorized  
8 positions during 1991 so that employees who  
9 previously worked in our gas operations could  
10 remain with the Company if they chose to do  
11 so. This adjustment reduced water expenses by  
12 (\$20,650) and increased sewer expenses by  
13 \$1,154.

14 The fifth adjustment was made to reflect  
15 an attrition allowance. This attrition  
16 allowance was made to historic 1991 expenses  
17 after reflecting the adjustments I just  
18 discussed. We used the Commission's 1992 CPI  
19 factor of 3.63% as our attrition factor for  
20 all expenses except those booked to Accounts  
21 601/701 and 603/703. Expenses booked in these  
22 accounts were adjusted by 5.00% which  
23 represents the Company's projected percentage  
24 increase for 1992 salaries. The impact of the  
25 attrition allowance on the water and sewer

1 systems in this case is \$282,934 and \$169,046,  
2 respectively. We believe our request for an  
3 attrition allowance is reasonable since this  
4 case is premised on historic costs which will  
5 be more than one year old before final rates  
6 are determined. Also, the Commission rules  
7 concerning indexing preclude us from obtaining  
8 relief which would otherwise be available to  
9 us (for expenses other than those booked to  
10 Accounts 601/701 and 603/703) but for our  
11 involvement in this proceeding.

12 The sixth and final adjustment relates to  
13 post-retirement benefits expenses (other than  
14 pensions) per FASB 106. Mr. Bruce Gangnon of  
15 Minnesota Power will testify concerning this  
16 adjustment. The impact to the water and sewer  
17 systems in this proceeding is \$679,550 and  
18 \$235,025, respectively.

19 The total impact of these adjustments on  
20 the water and sewer income statements  
21 contained in the MFRs is an increase of  
22 \$1,163,074 and \$447,056, respectively.

23 **Q. PLEASE EXPLAIN ADJUSTMENTS MADE BY THE COMPANY**  
24 **TO DEPRECIATION EXPENSE AND THE AMORTIZATION**  
25 **OF CIAC.**

1       A.    We adjusted depreciation expense and CIAC  
2            amortization to reflect an adjustment for non-  
3            used and useful CIAC explained earlier in my  
4            testimony.  However, I would like to point out  
5            that in 1991, we converted all water and sewer  
6            systems that did not already have Commission  
7            approval to use average life depreciation to  
8            the average life depreciation method.  
9            Associated expenses are reflected in the  
10           income statements as well as in the  
11           depreciation reserve for 1991.  The following  
12           water and sewer systems were converted to  
13           average life depreciation rates in 1991:

14        **WATER:**

15           Kingswood, Oakwood, Apache Shores, Citrus  
16           Springs Utilities, Crystal River Highlands,  
17           Oak Forrest, Pine Ridge Utilities, Point O'  
18           Woods, Rolling Green, Sugar Mill Woods,  
19           Lakeview Villas, Postmaster Village, Marco  
20           Shores Utilities, Spring Hill Utilities, Hobby  
21           Hills, Holiday haven, Imperial Mobile Terrace,  
22           Silver Lake Estates, Sunshine Parkway, Marion  
23           Oaks Utilities, Daetwyler Shores, Holiday  
24           Heights, Lake Conway Park, University Shores,  
25           Westmont, Fountains, Intercession City, Lake

1 Ajay Estates, Tropical Park, Windsong, Palm  
2 Terrace, Zephyr Shores, Deltona Utilities,  
3 Jungle Den, Sugar Mill And Sunny Hills  
4 Utilities.

5 **SEWER:**

6 Apache Shores, Citrus Springs utilities, Point  
7 O' Woods, Sugar Mill Woods, Marco Island  
8 Utilities, Spring Hill Utilities, Holiday  
9 Haven, Sunshine Parkway, Marion Oaks  
10 Utilities, University Shores, Palm Terrace,  
11 Zephyr Shores, Deltona Utilities, Jungle Den,  
12 Sugar Mill and Sunny Hills Utilities.

13 The final adjustment we are requesting is  
14 to recognize a shortened depreciation life for  
15 R.O. permeators. The reasons for this  
16 adjustment are explained by Mr. Gerald C.  
17 Hartman.

18 **V. SPECIFIC SYSTEM COST**

19 **Q. WHY HAS THE COMPANY ESTABLISHED A MAXIMUM BILL**  
20 **FOR 10,000 GALLONS OF CONSUMPTION?**

21 **A. If the maximum bill is not applied, the**  
22 **revenue requirements for certain systems,**  
23 **based solely on a stand alone cost of service**  
24 **study, would be excessive on a per customer**  
25 **basis.**

1 Q. COULD YOU EXPLAIN WHY THE SYSTEMS WHICH WILL  
2 BENEFIT FROM THE MAXIMUM BILL PROPOSAL HAVE  
3 HIGH REVENUE REQUIREMENTS?

4 A. Generally, those systems which will benefit  
5 from the proposed maximum bill mechanism have  
6 a low customer base and low consumption.  
7 These facts result in virtually no economies  
8 of scale and high rates. Some systems also  
9 have high investment costs to comply with  
10 regulatory requirements, must compensate for  
11 poor water quality from indigenous sources,  
12 use expensive disposal methods necessitated by  
13 environmental conditions, etc.

14 WATER

15 Apache Shores - The customer base is low (161)  
16 with average monthly water consumption of less than  
17 2,000 gallons per customer per month. Even though  
18 the system is not built out, there is zero growth.  
19 There is no economy of scale achieved to reduce the  
20 impact of this system's rate base or O&M costs on  
21 a per customer basis.

22 Burnt Store - The customer base is low (186),  
23 averaging less than 5,000 gallons of consumption  
24 per month. The direct O&M expenses associated with  
25 the R.O. facility providing water to these



1 customers is more costly than costs associated with  
2 operating a conventionally chlorinated water plant.  
3 Even though the system is far from being built out,  
4 growth has been sporadic at best. No economy of  
5 scale is achieved to reduce the impact of the  
6 higher than typical O&M costs for an advanced  
7 operation of this type.

8 **Fountains** - This is a new system with only 8  
9 customers. The average flow also is only 8,000  
10 gallons per month. There is a large rate base  
11 (associated with new plant) with a small number of  
12 customers over which associated costs may be  
13 spread. Thus, even considering economies we can  
14 achieve on the O&M side (by spreading labor costs  
15 of the operator among a number of systems), rates  
16 will remain high on a per customer basis.

17 **Fox Run** - The customer base is low (92) with an  
18 average monthly usage of 8,810 gallons. The system  
19 is 100% used & useful with higher than normal O&M  
20 costs due to the high iron content of the water in  
21 the area. The system is built out, therefore, there  
22 will be no growth to offset additional capital and  
23 O&M costs.

24 **Gospel Island** - The customer base is very low (8)  
25 with an average usage of 5,852 gallons per month.

1       There is zero growth and there is no economy of  
2       scale at this time.

3       **Hermits Cove** - There is a small customer base (178)  
4       with low average usage of 2,850 gallons per month.  
5       We have experienced no growth even though the  
6       system is not built out.

7       **Holiday Haven & Jungle Den** - The customer base is  
8       small (113/116). O&M costs (which include the cost  
9       of water purchased from the City of Astor) are high  
10      on a per customer basis. There is low average  
11      usage of 2,902 and 2,146, respectively, and no  
12      growth because the systems are built out.

13      **Lake Ajay** - The customer base is low (35), although  
14      there has been significant growth over the past  
15      four years. Average monthly usage is 9,912  
16      gallons. Once again, there is no economy of scale  
17      at this time to reduce rate base and O&M expenses.

18      **Lakeview Villas** - The customer base is low (13)  
19      with an average monthly usage of only 2,329  
20      gallons. Growth is negative. There is no economy  
21      of scale at this time.

22      **Palisades County Club** - This is a new system with  
23      only 4 customers on line. There is a large rate  
24      base consistent with new plant.

25      **Park Manor** - The small customer base (30) uses an

1 average of 3,660 gallons per month. There is no  
2 economy of scale at this time.

3 **Quail Ridge** - High rate base to customer ratio.  
4 There is no growth. The customer base (11) uses  
5 an average of 6,530 gallons per month. There is no  
6 economy of scale at this time.

7 **Rosemont** - High rate base to customer ratio due to  
8 a large amount of plant in service. The customer  
9 base (47) uses an average of 9,430 gallons per  
10 month, but this usage is offset by negative growth.

11 **Salt Springs** - A large amount of capital additions  
12 have been required in the past 3 years. The  
13 customer base (112) uses an average of 1,848  
14 gallons per month. O&M costs increased in  
15 association with the required capital additions.

16 **Saratoga Harbor** - High rate base to customer ratio.  
17 The customer base (40) uses an average of 3,305  
18 gallons per month. There has been some growth on  
19 this system.

20 **Silver Lake Oaks** - High rate base to customer  
21 ratio. The customer base (26) uses an average of  
22 3,749 gallons per month.

23 **Stone Mountain** - There are only 6 customers. There  
24 is negative growth which offsets the high average  
25 use per customer of 17,151 gallons. There is no

1 economy of scale at this time.

2 **Wootens** - The customer base (17) uses only 2,007  
3 gallons per month on average. There is no economy  
4 of scale at this time. Growth is minimal.

5 **Zephyr Shores** - The customer base (514) has a  
6 positive growth factor, but the average use per  
7 month is only 3,361 gallons.

8 **SEWER**

9 **Apache Shores** - The customer base (112) uses only  
10 an average of 1,297 gallons per month. Growth is  
11 negative. There is no economy of scale.

12 **Beechers Point** - The customer base is low (16) and  
13 average usage is only 3,573 gallons per month.  
14 Growth is minimal. No economy of scale at this  
15 time.

16 **Chuluota** - The customer base (132) uses an average  
17 of 5,713 per month. There is negative growth. We  
18 were required to retire the old sewer plant and  
19 replace it with a new plant.

20 **Holiday Haven** - The customer base (96) has an  
21 average usage of only 2,985 gallons per month.  
22 Growth is minimal. No economy of scale at this  
23 time.

24 **Jungle Den** - There is a fair level of growth.  
25 However, customers (115) use an average of only

1 2,217 gallons per month. No economy of scale at  
2 this time.

3 **Marion Oaks Utilities** - High rate base to customer  
4 ratio. There is growth on this system. The  
5 customer base (1,276) uses an average of 4,445  
6 gallons per month.

7 **Morningview** -The customer base is low (35) and  
8 average usage is 9,065 per month. There is some  
9 growth on this system. However, there is no  
10 economy of scale at this time.

11 **Park Manor** - Park Manor is another system where  
12 economy of scale has not been achieved. There are  
13 only 26 customers using an average of only 3,781  
14 gallons per month.

15 **Point O' Woods** - The customer base (114) uses an  
16 average of only 3,332 gallons per month. There is  
17 excellent growth on this system. However, economy  
18 of scale has not yet been achieved.

19 **Silver Lake Oaks** - There are only 25 customers who  
20 use an average of only 3,912 gallons per month.  
21 There is negative growth at this time.

22 **Sunny Hills** - High rate base to customer ratio.  
23 The customer base (175) uses an average of 4,331  
24 gallons per month. There is negative growth at  
25 this time.

1 Q. DOES THAT CONCLUDE YOUR DIRECT TESTIMONY?

2 A. Yes, it does.

3