PROPOSED NEW AND AMENDED RULES

FOR WATER AND WASTEWATER

DOCKET NUMBER 911082-WS

COMMENTS OF

PATTI DANIEL

ON BEHALF OF THE STAFF

- 1 | Q. WOULD YOU PLEASE STATE YOUR NAME AND ADDRESS?
- 2 A. Patti Daniel, 101 E. Gaines Street, Tallahassee, Florida 32399-0850.
- 3 Q. BY WHOM ARE YOU EMPLOYED?
- 4 A. The Florida Public Service Commission.
- 5 Q. HOW LONG HAVE YOU BEEN SO EMPLOYED?
- 6 A. Since April, 1984.

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- 7 Q. WHAT IS THE PURPOSE OF YOUR COMMENTS?
- 8 A. The purpose of my comments is to give staff's position on the proposed9 water and wastewater rules.
- 10 Q. WHAT IS THE PURPOSE OF THE AMENDMENTS TO RULE 25-30.025, F.A.C.?
- The purpose of this amendment is to clarify within the definition of 11 Α. "official date of filing" that the MFRs must be filed and accepted as 12 13 complete by the Director of the Division of Water and Wastewater in 14 order to establish the official date of filing. The applicant will then 15 be notified that the date has been established. This is consistent with 16 Section 367.083, F.S., which contains the time frames within which the 17 commission must nofify an applicant of deficiencies. The proposed rule also removes the requirement that the commission be notified that the 18 date has been established. 19
 - Q. WHAT IS THE PURPOSE OF THE AMENDMENTS TO RULE 25-30.030, F.A.C.?
 - A. The proposed changes to this rule are designed to provide significant cost savings to both the commission and the industry, while maintaining the effectiveness of noticing for certification cases. The current rule contains sections on applicability of the rule, the style, content, and frequency of the notice, and the appropriate recipients.

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The first change will result in cost savings to the commission. One of the reasons a utility is required to give notice of its application for an original certificate, amendment, or transfer is to notify other surrounding utilities and municipalities who may be affected. The current rule specifies that the utilities in a four mile radius should be noticed. In order to provide that information, the Bureau of Certification maintains a database of all water and wastewater utilities certificated by the commission, with the authorized Section, Township, and Range coordinates for each. The database is updated with each new certificate, amendment, or transfer. The proposed change would eliminate the need for this datebase by requiring that all certificated utilities and each municipality within the county be noticed. portion of a proposed territory is within one mile of a county boundary, the utility will also be required to notice all of the certificated utilities within the bordering county. While this will require more noticing to surrounding utilities and municipalities than is currently required, other more costly noticing is reduced in subsequent portions of the proposed rule. I believe that the cost savings to the commission in this area and the other proposed savings to the utilities in other areas of the noticing rule, justify the elimination of the four mile list database and the change in the noticing requirement. This will not affect the maintenance of the commission's directory of water and wastewater utilities.

In the notice content portion of the rule, a requirement is added to include the date the notice is given. This will clarify when the 30 day protest period begins.

The proposed rule removes the requirement that notices be mailed by certified mail and allows the use of regular mail. This will provide cost savings to the utility.

A clarification is made that the county to be noticed is the county in which the system or territory proposed to be served is located.

The requirment to notice the appropriate offices of the Department of Environmental Regulation and the water management districts was added to the rule. The amendment codifies the currently policy for noticing these entities.

The most significant industry cost savings in this rule will be the proposed reduction from three newspaper notices to one. Because of the number of individual notices required, staff recommends that this reduction will not jeopardize the intent of the noticing requirement.

The current rule does not require that a copy of the actual notice be filed, only an affidavit that the noticing was completed. A requirement is added to include a copy of the notice and a list of the entities noticed with the affidavit which is filed to confirm compliance with the noticing requirements. The rule requires that the affidavit be filed no later than 15 days after the application. This allows the utility time to obtain documentation from the newspaper that the publishing had been completed.

Finally, the rule is amended to clarify that applications for transfers to governmental authorities and name changes do not have to

be noticed. This is current commission policy. Transfers to governmental authorities are granted as a matter of right pursuant to Section 367.071(4)(a), F.S. A new rule establishing filing requirements for an application for a name change will require that customers be noticed with the next regular billing, advising them of the name change.

Q. WHAT IS THE PURPOSE OF THE AMENDMENTS TO RULE 25-30.032, F.A.C.?

A. In the applicability section of the rule, the two new proposed applications for name changes and for expedited applications for acquisition of existing small systems are added.

The requirment for number of copies of the application to be filed is reduced from fifteen to 12 copies. This will result in cost savings to the industry and the extra copies are not needed.

The proposed rule clarifies that the official filing date will not be established until the utility has completed the noticing requirements. This is current commission policy.

- Q. WHAT IS THE PURPOSE OF THE AMENDMENTS TO RULE 25-30.033, F.A.C.?
- A. Three new sections are being proposed as additions to this rule on applications for original certificates. Each of these proposals is intended to put the utility on notice of certain requirements at the time it applies for a certificate. The goal is to try to assure a viable utility from the outset and to establish as close to compensatory rates as is possible.

One new requirement is that the base facility charge rate structure be used for metered service unless some other structure can be justified. In light of the commission's participation in the state's

 water conservation program, this is a very important step. It is rare for a utility to request flat rates for water or wastewater service, although occassionally a wastewater only utility does. For a brand new utility, this provision should not be a problem to implement in setting This provision has been commission policy for many initial rates. The way the rule is worded, it does give the applicant an years. opportunity to justify why some other structure should be used.

The rule also provides that the return on common equity be set using the current equity leverage formula, unless good reason is shown to use something else. This has also been commission policy for many years. For a brand new utility, with no historical financial information, this is intended as a practical solution to what would otherwise be a very complex issue to justify.

Another new provision in this rule provides for when and how an allowance for funds used during construction rate (AFUDC) should be authorized in original certificate cases. These provisions are consistent with current commission policy. Pursuant to Rule 25-30.116, F.A.C., a utility may only accrue interest on construction projects under very narrow conditions. That rule also prescribes how the rate is to be established. The proposed rule adopts by reference the type of projects elicible and how the discounted monthly rate is to be calculated. The rate will be based on the utility's projected weighted cost of capital since there will be no historical financial information. The effective date will be the date of certification so that the rate can apply to the initial construction.

Other proposed changes to this rule include a qualification on the required statement as to the consistency with a local comprehensive plan. The statement will be "to the best of the applicant's knowledge" and as of the time the application is filed. The utilities requested this amendment to give some assurance that they will not be held as experts on comp plans. The regional planning council is one of the entities noticed in these types of applications, as well as the local municipalities and the county. These entities are probably in the best position to determine whether a proposed utility is consistent with an approved comp plan. Although, certainly before an applicant goes to the time and expense of designing a system and filing an application, it should be aware of whether its proposed service is consistent.

A change is also proposed to the requirement for a showing of the proposed financing to include an explanation of how the funding will occur. Currently, the rule only requires the applicant to identify who will provide the funding. A commission goal is to verify, to the extent possible, the financial viability of a new utility. This new requirement will aid in that review by providing the commission with documentation as to how much debt and equity is anticipated and how the utility plans to obtain the funds. It should be noted that the proposed rule does not require the applicant to provide any type of guarantee that the owners will support the utility in the early years. I am aware that other states have rules which require new utilities to obtain bonds or letters of credit. We have looked at this, but I believe that it would be very time consuming and difficult for the commission to have

to monitor and maintain such guarantees. I believe that the commission has the discretion to look at the documentation provided by the applicant, and if it appears that there is a serious question as to the long term financial viability of the utility, it can and should deny the application.

Q. WHAT IS THE PURPOSE OF THE AMENDMENTS TO RULE 25-30.034, F.A.C.?

A. Two additions are being proposed for applications for certificate for existing utilities already charging for service. One is a requirement for a schedule showing the number of existing and projected customers. This is information that staff must currently obtain after the application is filed in order to fully understand the size of the utility. This requirement will allow staff to get that information up front, saving everyone time in the long run.

Also, an addition is proposed, in cases where the applicant requests more territory than it is already serving, to require the applicant to identify the need for service and whether that service will be consistent with the local comp plan. This information will provide the commission with documentation to support the applicant's request for territory beyond what it is already serving. This is consistent with the commission's goal of coordinating with other agencies in regulating water and wastewater utilities. The requirement for statements of the need for service and consistency with the local comp plan already exists in applications for original certificates pursuant to Rule 25-30.033, F.A.C.

25 Q. WHAT IS THE PURPOSE OF THE AMENDMENTS TO RULE 25-30.035, F.A.C.?

- A. As with the prior rule, a requirement is proposed to obtain a schedule showing the number of existing and proposed customers. This information is currently obtained by staff after the application is file to give the commission a better understanding of the size of the utility applying for a certificate. This requirement will allow staff to get that information up front.
- Q. WHAT IS THE PURPOSE OF THE AMENDMENTS TO RULE 25-30.036, F.A.C.?

a.

A new style of application is proposed to allow an existing, certificated utility the opportunity to expand its territory with a limited filing, if the proposed territory is small. The goal is to accommodate emergency situations where a well or septic tank has failed, or where the utility receives a request for service by one or a very few customers and the cost of the typical amendment filing makes it not cost effective for the utility. The proposed territory must include a maximum of 25 ERCs and there must not be an existing system in the proposed territory that is willing and capable of serving.

We occasionally see situations were a utility is reluctant to apply for an amendment when a single customer requests service outside the utility's existing territory, because the existing amendment process is costly and time consuming. The existing filing requirements make it difficult for a utility to accommodate someone whose well or septic tank has gone bad and needs to connect to an existing system quickly. The goal of this rule is to expedite the utility's application in these types of situations. It will save the utility time and money because of the limited filing requirements.

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The applicant for this type of amendment will not be required to file those portions of the typical amendment filing requirements related to financial and technical ability, consistency with the local comp plan, a system map, effluent disposal, existing and proposed capacity, description of customers, and impact on rates and charges. For a small amendment, this type of information is not critical to the commission's assessment of the application.

The utility will be required to file information that is necessary to properly document the proposed amendment, such as evidence of land ownership, a legal description of the proposed territory, a territory map, a tariff reflecting the proposed territory, and an affidavit that it has tariffs and annual reports on file. The utility will also be required to provide notice pursuant to Rule 25-30.030, F.A.C. If no objection is received, the application will be considered approved.

Changes to the existing amendment filing requirements include removing the need for a statement to identify other utilities that could potentially provide service and a qualification (which was also added to original certificate applications) that the statement regarding consistency with the local comp plan is "to the best of the applicant's knowledge, at the time of the application". Two additional requirements include the statutory requirements of information regarding the most recent order setting rates and charges and an affidavit that the utility has tariffs and annual reports on file.

- Q. WHAT IS THE PURPOSE OF THE PROPOSED RULE 25-30.0371, F.A.C.?
 - This new rule was developed to codify existing commission policy related

to the definition of net book value and establishing certain criteria for allowing an acquisition adjustment. The importance of a rule to define the commission's policy on acquisition adjustments was highlighted in the 1993 legislative session when two bills were drafted which would have defined when an acquisition adjustment would be allowed.

The definition of net book value for transfer purposes is very straight forward. It does not include used and useful adjustments or a working capital allowance. A feature of the proposed rule would require the commission to consider the condition of the assets purchased in determining net book value. This is not currently considered in setting rate base. In order to accomplish this, amendments are proposed to Rule 25-30.037 and .038, F.A.C., to require the buyer to describe the condition of the system. An asset may be removed from rate base if it is deteriorated or obsolete. This is intended to bring the net book value determination closer to a true picture of the value of the assets.

Commission policy is codified in requiring the utility to show extraordinary circumstances in order to justify an acquisition adjustment, either positive or negative. In the last five years, the commission has allowed 2 positive acquisition adjustments and no negative adjustments. It is a commission goal to encourage the acquisition of small, nonviable systems by larger utilities, particularly if the small system is poorly run or in need of major plant improvements. One way to accomplish that is to allow positive acquisition adjustments and to disallow negative acquisition adjustments

if it can be shown that the customers will benefit in the long run. Generally, a utility will only request an acquisition adjustment if it is seeking a positive adjustment as a result of paying more for a system than the net book value would indicate. A utility would probably pay more than net book value for a system if there is growth potential that will provide a good revenue stream in the future.

There is merit to allowing a positive acquisition adjustment when the buyer implements its existing, lower rates through a limited proceeding or in cases where the utility is in an extremely run down condition. In these cases, the customers will benefit from the new ownership.

If a utility pays less than book value, it is not required to justify why a negative acquisition is inappropriate. Rate base in this case would remain at the net book value and the buyer will earn a return on a rate base that is higher than the purchase price. Often a large utility will only buy a small existing system under this condition because of the cost associated with acquiring the system and the additional improvements that will have to be made. On one hand, if the customers will see better service or lower rates, this is a good idea. On the other hand, there may be no benefits. Staff has considered, and in the 1993 legislative session a bill was drafted, that would have required the negative acquisition adjustment be split between the customers and stockholders. There may be certain cases where "splitting the baby" would be the best alternative.

The new rule also provides that the commission will set rate base

if requested by the acquiring utility. The statute provides that the commission <u>may</u> set rate base. In situations that would require an original cost study because there is no original cost information, the commission often waits until the utility applies for a rate case to set rate base. An acquiring utility would likely request that rate base be determined if an acquisition adjustment would affect the final sales price. Some utility sales are conditioned on the commission's established rate base.

The new rule also provides that rate base may be established based on competent substantial evidence in the absence of original cost documentation. This will allow the commission to use tax returns or an original cost study to estimate plant in service and CIAC.

The bottom line is that when looking at a utility transfer, the commission should look at the current condition of the utility assets and customer service and the anticipated changes that may result from the new owner, either through the investment of additional capital to upgrade the system or through better management and customer service. If the customers will enjoy better service or lower, more stable rates as a result of a new owner, that should be taken into account when setting rate base and considering an acquisition adjustment.

Q. DO YOU HAVE ANY OTHER COMMENTS?

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Yes. In the proposed amendments to Rule 25-30.030, F.A.C., the requirement for the utility to provide a description of the territory to be included in its amendment application is removed. This was initially removed because of the proposal to eliminate the four mile

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However, it should be noted that one of the single most frustrating filing requirements for most utilities is a proper legal description. Because of the way the Division maintains maps of approved service territories, the legal descriptions must not only be in section. township, and range format, it must not rely on street names, plat book references, lot numbers, and other points of reference that do not exist on the maps used by the Division. While our application package contains a separate instruction sheet which clearly outlines this information, utilities are often required to renotice because the legal description is improper. This is both frustrating and costly. recommend that a requirement be added to Rule 25-30.030, F.A.C. for the utility to provide its proposed legal description that will be used in its application at the time it requests the list of utilities for noticing. Staff will then have an opportunity to work with the utility to ensure that it has a proper legal description which it begins noticing, which will save everyone time and money.

The utilities are required to notice several governmental entities in paragraph (5) of the rule. Staff has always maintained and provided that information to the utilities even though the utility may have that information. I recommend that those entities be added to the list of entities the utilities will obtain from the commission prior to noticing to ensure that the utility has correct mailing addresses and does not omit any of them. PD 1 contains language to require the legal description at the time the noticing list is requested and adds the other entities to that list to be obtained.

In Rule 25-30.033, F.A.C., I have noticed an oversight that needs to be corrected to be consistent with our proposed change to the new noticing requirements. The rule refers to utilities in a four mile radius. PD 2 contains language to correct that reference.

Rule 25-30.033, F.A.C., should be modified to be consistent with the language which is referenced in Rule 25-30.437(7), F.A.C., regarding the applicant's opportunity to provide justification for use of a rate structure other that the base facility charge rate structure. Exhibit No. 2 contains language to require that the structure be "adequately supported by the applicant" rather than "supported by the record of the proceeding". The latter implies a record developed in a hearing process rather than simply including justification in the application.

The applicability statement in Rule 25-30.036, F.A.C., relating to amendments should also say "or proposes to delete a portion of its service territory". In addition, in the limited amendment, there is no requirement that the applicant provide a statement regarding whether the proposed territory only includes a maximum of 25 ERCs, it is currently only a condition that must exist. It would also be good information to have a description of the type of customers to be served in order to evaluate the number of ERCs that may exist in the proposed territory. That condition also is not clear that it is intended to mean that a maximum of 25 ERCs could be served at the time the territory is fully occupied. A filing requirement should be added to include a statement of the maximum number of ERCs and a description of the anticipated customers. Another filing requirement should be added to provide a

deadline for filing the application, such as within 45 days of the completion of the noticing requirements. PD 3 contains language to clarify the applicability statement, to clarify the maximum 25 ERC limitation, to add a requirement to file a statement regarding the 25 ERCs, and to add a deadline for filing the application for a limited amendment.

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In Rule 25-30.0371, F.A.C., which contains the definition of rate base, I recommend that paragraph (3) be removed. This requirement says that if the utility requests it, rate base will be set. Currently, Section 367.071(5), F.S., provides that the commission may set rate base in a transfer. I believe that it is inappropriate to bind the commission beyond this. The problem that the proposed rule was designed to correct is when rate base has never been set for a utility and the original books and records cannot be obtained. In those cases, if the proposed rule is allowed, the commission will be in a position of doing an original cost study in order to set rate base or set rate base at zero or somewhere in between. This is a very time consuming and expensive process and it puts the commission in the position of having to defend the results. If a utility truly desires to have rate base set, certainly the commission will accommodate it under the existing rules and statutes. If the situation requires an original cost study, it should be the utility's burden to perform the work. I recommend that paragraph (3) be removed and remaining paragraph be renumbered.

There are other areas of concern related to acquisition adjustments which are not covered by the existing proposed rule. For

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example, should the cost of acquiring a utility be included in rate There are often substantial legal, administrative, and engineering costs incurred when a utility is purchased. customers will benefit from the acquisition, there may be merit to allowing these costs in rate base. This would provide an added incentive to utilities to acquire existing small systems. One of the draft bills in the 1993 session would have allowed acquisition expenses in excess of the acquisition price to be capitalized, but only when the acquisition price exceeds the rate base. In the past these costs were viewed as a cost of doing business and were not allowed in rate base. However, from the buyer's point of view, the costs related to investigating and negotiating the purchase of a utility are just as real as the actual contract price. There has been one case in recent years where the acquistion costs were included in the purchase price in considering whether to grant an acquistion adjustment (Jacksonville Suburban/Atlantic - Docket No. 921077-WS) I recommend that the portion of the proposed rule that addresses acquisition adjustments be amended to include a provision that the commission should look at prudently incurred acquisition costs in determining the purchase price of a utility. Those acquisition costs should include, not only the prudently incurred legal and administrative costs and filing fees associated with the acquisition, but also any terms of the sale that are effectively acquisition costs, such as free connections to the utility for future customers. This provision will not limit the commission's decision as to whether to grant or deny an acquisition adjustment. It will merely

define what is included in the purchase price that will be compared to net book value in determining the amount of a potential acquisition adjustment. PD 4 contains language to add prudent acquisition costs to what is considered in looking at a purchase price.

Q. DO YOU HAVE ANY RESPONSES TO OPC'S COMMENTS?

A. Yes. OPC proposed a change to Rule 25-30.0371(1), F.A.C., to require that construction work in progress will not be included in rate base. I believe that if construction work in progress exists at the time of transfer, the commission should recognize it in rate base. Since rate base which is established at the time of transfer is not used to set rates, the customers are not harmed by this and it serves to properly document the assets acquired in the transfer. Similarly, the commission does not make used and useful adjustments or include an allowance for working capital in rate base established at the time of transfer.

OPC also provided two alternatives to Rule 25-30.0371(2), F.A.C., to which I would like to respond. In the first alternative, they proposed a requirement that a negative acquisition adjustment should be split 20/80 between the customers and stockholders. In the second alternative, they proposed requiring the applicant to prove that a negative acquisition adjustment should not be included in rate base. I believe that neither of these is necessary in this rule. In the last sentence of paragraph (1) of staff's proposed rule the commission shall consider the condition of the utility assets purchased in deciding if an asset should be removed from the rate base. In most cases, if a system is purchased at a discount, it is because of the condition of the

assets. By recognizing and removing from rate base assets which have deteriorated, we are effectively providing for a negative acquisition adjustment through the adjustment to plant in service. This also reflects a truer picture of the assets the acquiring utility is actually purchasing and removes some of the more subjective decision making out of the acquisition adjustment issue. If the acquiring utility simply "made a good deal" and the customers will otherwise remain unaffected, I believe that no harm will be done by allowing the stockholders to recover the benefits.

- Q. DOES THIS CONCLUDE YOUR COMMENTS?
- A. Yes.

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ADDITIONAL RULE REVISIONS RELATED TO NOTICING

Rule 25-30.030(2) Before providing notice in accordance with this section, the utility shall obtain from the Commission a list of the names and addresses of the municipalities, the county or counties, the regional planning council, the office of Public Counsel, the Commission's Director of Records and Reporting, the appropriate regional office of the Department of Environmental Regulation, the appropriate Water Management District, and privately-owned, water utilities, and wastewater utilities that hold a certificate granted by the Public Service Commission and that are located within the county in which the utility or the territory proposed to be served is located within a four mile radius. In addition, if any portion of the proposed territory is within one mile of a county boundary, the utility shall obtain from the Commission a list of names and addresses of the privately-owned utilities located in the bordering counties and holding a certificate granted by the Commission. The utility's request for the list shall include a complete legal description, in township, range and land sections, of the territory to be requested in the application and in the appropriate format.

ADDITIONAL RULE REVISIONS RELATED TO ORIGINAL CERTIFICATES

Rule 25-30.033(1)(e) a statement showing the financial and technical ability of the applicant to provide service, and the need for service in the proposed area. The statement shall identify any other utilities within a 4-mile radius that could potentially provide service, and the steps the applicant took to ascertain whether such service is available;

Rule 25-30.033(2) The base facility and usage rate structure (as defined in Rule 25-30.437(7), F.A.C.) shall be utilized for metered service, unless an alternative rate structure is supported by the record justified by the applicant and authorized by the Commission.

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ADDITIONAL RULE REVISIONS RELATED TO AMENDMENT	ADDITIONAL	RULE	REVISIONS	RELATED	TO	AMENTOMENTO
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Rule 25-30.036 (1) This section applies to any certificated water or wastewater utility that proposes to extend its service territory into an area in which there is no existing water or wastewater system or proposes to delete a portion of its service territory.

- A request for service territory expansion and amendment of an existing certificate or issuance of a new certificate shall be considered approved under the following conditions if no protest is timely filed to the notice of application:
- (a) the utility has provided a written statement of an officer of the utility that the proposed new territory includes a maximum of 25 equivalent residential connections within such territory at the time the territory is at buildout; and
- (b) the utility has provided the written statement of an officer of the utility that, upon investigation, to the best of his or her knowledge:
- 1. there is no other utility in the area of the proposed territory that is willing and capable of providing reasonably adequate service to the new territory; and
- 2. the person(s) or business(es) requesting water or wastewater service have demonstrated to the utility that service is necessary because (1) a private well has been contaminated or gone dry, (2) a septic tank has failed; or (3) service is

otherwise not available.

(c) the utility has filed a completed application consistent with section (2) of this rule within 45 days of the completion of the noticing requirements.

(except applications filed pursuant to section (1) (2) above, shich shall file only (a), (d), (e), (i), (m), (o), (p), (q), and (r) listed below) shall provide the following:

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CON	unis	sion	may con	sider	the	pru	dent]	Ly inc	urred	acqu	isition c	osts.