1	FLORT	BEFORE THE DA PUBLIC SERVICE COMMISSION	
2	1 201122		
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5	In the Mat	tter of DOCKET NO. 980214-WS	
6	Application for		
7	increase in Duva and Nassau Count United Water Flo	ies by :	
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10	PROCEEDINGS:	AGENDA CONFERENCE	
11		ITEM NO. 45	
12	BEFORE:	CHAIRMAN JOE GARCIA COMMISSIONER J. TERRY DEASON COMMISSIONER SUSAN F. CLARK	
13			
14		COMMISSIONER JULIA L. JOHNSON COMMISSIONER E. LEON JACOBS, JR.	
15		COMMISSIONER E. LEON DACOBS, DR.	
16	DATE:	Tuesday, February 16, 1999	
17	TIME:	Commenced at 9:30 a.m.	
18	PLACE: Betty Easley Conference Center	Betty Easley Conference Center Room 148	
19		4075 Esplanade Way Tallahassee, Florida	
20		Tallanassee, Florida	
21	REPORTED BY:	H. RUTHE POTAMI, CSR, RPR Official Commission Reporter	
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		DOCUMENT NUMBER - DATE	

1	PARTICIPATING:
2	JAMES ADE, United Water Florida.
3	JOHN GUASTELLA, Guastella Associates.
4	ANN CAUSSEAUX, FPSC Division of Auditing &
5	Financial Analysis.
6	BARRY DAVIS, TRISH MERCHANT and BOB CROUCH,
7	FPSC Division of Water & Wastewater.
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PROCEEDINGS

MR. DAVIS: Item 45 is proposed agency action rate case of United Water Florida. This item has been deferred twice already, and the utility has presented the additional information to us.

There are utility personnel here ready to speak as well as Water Management District people who are available to answer questions on the reuse issue, as well as the Ponte Vedra Golf Course has a representative that can answer questions on the reuse issue.

CHAIRMAN GARCIA: Are the utility persons here to answer questions or to make a presentation? You're on. No. If The light is off, you're on.

MR. ADE: The light is off, I'm on.

CHAIRMAN GARCIA: Mr. Talbot has promised me that we're going to fix that before the end of my tenure as chairman, so we're on a limited time clock.

MR. DAVIS: Chairman Garcia, we have some people here to speak.

CHAIRMAN GARCIA: Okay. All right. Well, Commissioners, then, we might as well as hear from the company, and then unless Staff wants to -- and then Staff can respond to any questions that the company may pose.

MR. ADE: Mr. Chairman, I am Jim Ade of the 1 law firm of Martin, Ade, Birchfield and Mickler and 2 here representing United Water Florida. We also have 3 with us Mr. Walton Hill, who is the vice-president for 4 regulatory management -- regulatory matters for United 5 Water's management and services company; Mr. John 6 Guastella, who is the president of Guastella 7 Associates; Mr. Gary Mosley, who is the vice-president 8 and general manager of United Water Florida; and 9 Mr. Scott Schildberg, who is a lawyer in our office. 10 This docket has 36 issues in it and we 11 really only want to address a group of three issues 12 that really involve one issue primarily, which are 13 Issues 3, 5, and 6, which Mr. Guastella is going to 14 address; and when he's finished I then would like to 15 address Issue 12, which is the investment tax credit. 16 CHAIRMAN GARCIA: 3, 5, 6 and 12, then are 17 going to be --18 MR. ADE: 3, 5, 6 in one group because 19 they're related, and then 12 separately. 20 CHAIRMAN GARCIA: Okay. 21 MR. ADE: And Mr. Guastella, do you want to 22 go? 23

CHAIRMAN GARCIA: Mr. Guastella, I would

just caution you that we are going to take a lunch

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break at 12:30. That isn't for you to soak up the 30 minutes, but there are some citizens that we have to -- that are here that want to speak on another docket, so if you can be brief, we would appreciate that greatly.

MR. GUASTELLA: Commissioners, I'm dealing with the used and useful adjustments just as a broad issue where I think it's important to recognize that United Water Florida is not a developer related utility. It's very significant because its cost of providing service has to be recovered through the utility operations, and there's no related developer business to absorb any cost, nor is there an issue regarding the risk of the success of the development in terms of growth.

And I also would like to address the issue in terms of what the Public Service Commission allowed this company in the last case and some of the policy at least in the last case it established for this company, with respect to used and useful adjustments.

The Staff's used and useful adjustments applies solely to the Blacks Ford wastewater treatment plant and the related effluent disposal site and land; and there are no other used and useful adjustments being made by Staff.

With respect to the Blacks Ford wastewater treatment plant and the effluent disposal site land, the effluent disposal site land adjustment is really geared to whatever Staff did with respect to the Blacks Ford wastewater treatment plant. So we're basically dealing with a very narrow used and useful issue, namely the Blacks Ford wastewater treatment plant.

Staff's entire adjustment relates to how it calculated its margin reserve, and I'd like to point out two areas where we think the margin reserve is improperly applied.

One is Staff used committed capacity as opposed to the actual growth projections upon which the company had to expand its plant and meet demands consistent with DEP regulations. The growth demands are projected at a million gallons by the year 2001.

The committed capacity was at the time of Staff's analysis about 488,000 gallons. It is now about 650,000 gallons, and by the time the year 2,001 comes when the actual demands are indeed at the million gallons as projected and for which the plant was built, the committed capacity, or the approved capacity, will have caught up to the actual capacity.

So I think it was inappropriate to use

committed capacity. It's not the basis for which the plants are designed or the money is spent.

The other item with margin reserve is the period that Staff uses. In the last case the commission, in considering one of the water and wastewater treatment plants, Ponce de Leon treatment plant, used a five-year margin reserve in its calculation for the wastewater treatment plants. In this case even if the year and a half or two that Staff uses were used but the actual growth were used for the demands instead of the committed or approved capacity, it would still reach 100% used and useful.

I think at least in some other cases Staff has used or the commission has recognized at least three years for water and wastewater treatment plants. So we -- the company's position is that you really should be using a period for margin reserve larger than a year and a half or two years.

Which brings me to just a couple of other issues that won't take very long at all. In the Commission's last decision for this company, it recognized with respect to the Ponce de Leon water and wastewater treatment plant that even though the ratio of demands to capacity was only at about 12%, calculations showed -- that the Commission had made --

showed that it would not cost any less to serve just the existing customers. In other words, the company had to spend as much money to serve existing customers despite the fact that at that time the ratio of demand to capacity was a small percentage.

The same is true here, particularly with respect to the effluent disposal site. They just could not have spent any less money to serve existing customers, and even not another customer comes on line, the amount of money that was spent had to be spent.

Another adjustment the Commission considered in the last case when considering used and useful was it really didn't have a significant impact. The adjustment for a particular isolated plant out of this entire system didn't have a significant impact. Here we're talking about a used and useful adjustment of something less than 3%. In other words, 97% of all of United Water's facilities are, according to Staff, 100% used and useful.

When you reach that kind of a percentage, in my opinion, it's very difficult to say then that this plant isn't, for rate setting purposes, considered 100% used and useful. In other words, it doesn't have that much of a rate impact on customers, although it

would on return.

election form.

And then to finish up, it's important that this is not a developer related business, because if the rates don't reflect the covering of the cost, there's not some related business that's going to absorb this, nor should absorb this, because of some risk. This is directly affecting the ability of the company to attract capital. And I don't think it's reasonable to expect the stockholders to subsidize this growth when the utility could not avoid but to spend the money for Blacks Ford's treatment plant.

MR. ADE: Mr. Chairman, Commissioners, to address Issue 12, which is the cost rate that should be used for the unamortized investment tax credits, we've sort of found ourselves here in a situation where we've sort of elevated form over substance. And the position that the Staff has taken in the Staff recommendation is that the only way to prove that a utility company elected an option to election for the investment tax credit is to produce a copy of the

The election form was probably filed in 1972 or 1973, and we just simply haven't been able to put our hands on that form that's some 20-something years

old. However, there are more than one way -- there is more than one way to prove any fact, and we believe in this case we have certainly provided to the Staff and to the Commission plenty of information upon which the Commission can determine that the company is an Option 2 company.

I don't think we need to bog down
particularly in the details of the distinctions
between an Option 1 company and an Option 2 company.

I think we can simply suffice it to say that it has to
do with the way that you calculate the unamortized
investment tax credit that was taken. Investment tax
credit of course, was repealed in 1986, so you just
don't see much of this anymore; and all this occurred
because of elections that were made prior to that
period of time.

But in Order No. 10531, which was a 1981 docket which involved a rate case for, I'm going to call it United Water Florida -- it was actually a predecessor company of United -- actually it was the same company, a different name for United Water Florida -- the Commission acknowledged that United Water Florida was an Option 2 election company by utilizing the overcost of capital for the cost in determining the investment tax credits in calculating

the cost of capital.

In other words, in 1981, in the 1981 docket, the Commission did exactly what we're asking the Commission to do now.

So 18 years ago -- or 17 years ago probably, when the order came out, the Commission made exactly the finding we're asking them to make today; and until last year's rate case, until last year's rate order, that had been the position of the Commission and the company since that order had been entered.

And, as a matter of fact, even two years before that in Order 9533, which was a previous United Water rate case, the Commission determined that it agreed with the way that United Water Florida had handled its investment tax credit and the amortization of it and everything that follows.

Now, how did the Commission determine these things in these previous orders if it didn't rely on the election itself? Well, in the 1980 case, the Commission relied on a -- an interrogatory that the Commission propounded to the -- the Staff propounded to the company, and it said and I quote, with just the change of name: Does United Water Utility operate under Option 1, 2 or 3 with regard to the investment

tax credits?

And the answer was: United Water Florida operates under Option 2 with regard to the investment of tax credit.

In the later case, the 1982 case, the Commission relied again on an interrogatory, this time served by public counsel on the company, which says:

Does the company operate under Option 1, 2 or 3 with regard to the investment tax credits?

The answer was: The company operates under Option 2 with regard to the investment tax credit.

So in those two cases the Commission did not require the production of the piece of paper where the election was made. It allowed that proof to be carried by testimony, or sworn testimony, the responses to the interrogatories, the answers to the interrogatories.

Now, what happened in the case a year ago that was different? The Commission in its order said that the company had not carried its burden of proving that it was an Option 2 case. Some of you will remember that there was a reconsideration requested in that case, and on the investment tax case — investment tax credit issue, the Commission said when we talked about those orders, those orders were not in

the record, that case, and, therefore, could not be considered.

So the Commission changed in the last rate case because the previous orders were not there. In this case the previous orders are obviously there.

We've called attention to them. The previous answers to interrogatories that you relied on 18 and 20 years ago were there, are there in this case, and in addition, in our MFRs we provided that under -- again, the MFRs are sworn to -- that United Water Florida is an Option 2 company.

So our current case is entirely different from the last case, because all of the information that the Commission found was not in the last case is, in fact, before you in this case. And the only difference in this case and the two previous cases that held exactly what we are asking the Commission today to hold is that we had the intervening case where we didn't refer to the previous orders.

So I think this case is entirely different from that last case. I think one thing we just need to look at is what is the proof that a company has to provide. Why after 27 years does the manner of proof change? It just doesn't make a lot of sense. The Commission has relied on statements by the company all

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these years. The company has provided sworn statements that says that we've done all of our accounting in accordance with an Option 2 election, and that's what we continue to do.

I think for the Commission today to say, well, you've got to go back and find that piece of paper is just placing an unreasonable burden on the company.

CHAIRMAN GARCIA: Staff?

MR. CROUCH: Commissioners, I think the basic argument in the margin reserve question on Issue 3, the Blacks Ford plant is unique in that it is a new system with virtually no history. Usually for margin reserve we look at the history of the growth for the last five years and either go a linear regression or simple average to figure out what the growth potential is.

There is no growth information on Blacks

Ford. This was a completely new plant built to a

million gallon capacity. It is not in operation yet.

It should be coming in operation soon.

The test year for this case was

December 31st, '99. We knew that there were going to

be roughly -- (gap in tape) -- that shows that by

2001, roughly two years from now, they will be at

488,000-gallon capacity. This is committed. We had nothing else to go on. There was a good possibility they could have a lot more than that, but we went strictly on their committed developer projects plus the flows that were transferred over.

So 488,000 out of a million gallons gave us 49% used and useful. And that was the only thing we had to go on on that. Based on that, like I said, we came up with the 49% used and useful. This was a prudent investment, no argument, but we had nothing else to go on other than their committed developer projects.

CHAIRMAN GARCIA: Okay. Do you want to address any of the other issues brought up by the company?

MS. CAUSSEAUX: In this case, as in the last case in their MFRs they state that the election will be supplied at a later date. That later date obviously has not come.

In essence, there are also -- there's more than one election. They have not been able to produce any.

COMMISSIONER CLARK: Ann, let me just ask you, are you saying the ones he referred to in the 1980 case and 1982 case where they answered the

COMMISSIONER CLARK: We do?

MS. CAUSSEAUX: We do. COMMISSIONER CLARK: What year was that? 2 MS. CAUSSEAUX: It was in the early '80s. 3 COMMISSIONER CLARK: What did that audit 4 base that conclusion on? 5 MS. CAUSSEAUX: It simply made the 6 statement. I don't know what it based the conclusion 7 8 on. 9 COMMISSIONER CLARK: But both those statements came from --10 MS. CAUSSEAUX: Staff. 11 COMMISSIONER CLARK: -- Commission sources. 12 MS. CAUSSEAUX: Yeah. 13 14 COMMISSIONER CLARK: As opposed to company 15 sources. Okay. 16 CHAIRMAN GARCIA: Okay. 17 COMMISSIONER DEASON: I know that you make the election, but doesn't subsequent tax returns 18 reflect the effect of that election that was made 19 20 earlier, and can't that be verified in some way? MS. CAUSSEAUX: Well, the election is 21 22 supposed to be attached to the tax return in the year 23 in which it was made. Now, it appears to Staff, at least, that they could request copies of the 24 25 election -- it would be a cost -- but it appears to me

that they could request copies of the election from 1 the IRS if they can't find them. 2 3 COMMISSIONER DEASON: But I guess my question is, do subsequent years' tax returns reflect 4 5 the effect of the election so you can determine what the election was that was made previously? Or is that 6 not evident? 7 MS. CAUSSEAUX: It would be a ratemaking 8 treatment as opposed to a tax return. 9 COMMISSIONER DEASON: So it's really not 10 part of the tax calculation; it's just how the ITCs 11 are treated for ratemaking purposes? 12 MS. CAUSSEAUX: Right. I mean, you would 13 have any carry-forwards or unused that were realized 14 15 later would be a part of any subsequent return. COMMISSIONER CLARK: What is the 16 significance in terms of expenses or rates if they're 17 found to be an Option 2 as opposed to an Option 1? 18 19 And how long will we have to deal with this problem? MS. CAUSSEAUX: How long would we have to 20 deal with the problem? 21 COMMISSIONER CLARK: Yeah. Won't it go away 22 at some point? 23 2025, maybe. 24 MS. CAUSSEAUX: 25 COMMISSIONER DEASON: It depends upon the

depreciation of the assets.

MS. CAUSSEAUX: Yeah, it depends on the asset depreciation, their lives. So it could be, I would say, the outside would be 2025, because the last credits were in '85.

COMMISSIONER CLARK: Okay.

ms. MERCHANT: Just looking at a rough estimate -- and we don't actually have the revenue calculation for this change -- but -- and there's several different components that changed in the capital structure, but the company's capital structure -- overall rate of return was 8.69. Ours was 8.12.

This would also -- change in the option from 1 to 2 would have an income tax expense effect, which I don't have calculated. It looks like if you just took the differences between their rate of return and our rate of return, it's about a \$450,000 revenue number. That's without taxes or anything. That's the best guess. And I don't know if the company has any more numbers to support that.

COMMISSIONER DEASON: Well, are you saying that we're just capturing one side of the adjustment, that we're not capturing the income tax expense side?

MS. MERCHANT: If you use Option 1, there is

no adjustment. The amortization is below the line. 1 If you use Option 2, you get overall rate of return 2 for the ITCs in the capital structure and income tax 3 expenses reduced by the amortization of the ITCs. 4 So there's -- for the Option 2 there's two 5 components to the ratemaking calculation. Option 1 is 6 just zero costs and no expense. 7 COMMISSIONER DEASON: So under the company's 8 filing, they're recognizing the amortization, the 9 expense portion of the ITC? They're recognizing that? 10 MS. CAUSSEAUX: Yes. Under their filing 11 they are doing that, but there's also the other 12 adjustment which would be the interest synchronization 13 adjustment to the ITCs, and they're not doing that. 14 COMMISSIONER DEASON: So you're saying even 15 16 under their election they're not doing the calculation correctly? 17 MS. CAUSSEAUX: They're not doing it the way 18 this Commission has calculated; where you attribute 19 interest to the debt component of the cost rate to 20 reduce the tax effect. 21 22 COMMISSIONER DEASON: Now under Option 1, we treat it as cost-free capital in the capital 23 structure? 24

MS. CAUSSEAUX: Under Option 1 we treat it

as cost-free capital, and the capital structure, the amortization is below the line. Under Option 2, it's costed at the debt and equity component. Amortization is above the line, and there is an interest synchronization adjustment made which -
COMMISSIONER DEASON: And they have shown

the amortization above the --

MS. CAUSSEAUX: Yes.

COMMISSIONER DEASON: But the net effect of that is there's still -- under Staff's recommendation, there's -- it's a net revenue requirement reduction?

MS. CAUSSEAUX: Yes, I believe there is.
That's the 450,000 --

MS. MERCHANT: That was just a rough estimate. That was just the difference between the two requested rate of returns.

Commissioners, I also wanted to make another point on the used and useful issue. Staff has recommended that the utility receive AFPI on the nonused and useful and that they be allowed to collect guaranteed revenues on that nonused and useful connection. So I just wanted to bring that to your attention.

MR. ADE: Mr. Chairman, may I address some of the questions that have been asked by the

Commissioners?

CHAIRMAN GARCIA: If the Commissioners want to ask you a question, I think they can, but you've been allowed to express your position, and Staff responded to those issues.

Do any of the Commissioners have a question?
(No response.)

There being no questions, no, Mr. Ade. Is there anything else?

Do you want to proceed item by item, or does anybody want to make a motion?

respect to Issue 12, this strikes me, you know, if we have consistently used and relied on their representation that they were Option 2 -- I understand we didn't do it in the last case, and the rationale that Mr. Ade gave was that the previous orders where we did acknowledge they were Option 2 or not in the record. I don't know that there was a reason to do that. But it strikes me that the best evidence is the answer to the interrogatory and not something that we have in house that suggests they were otherwise.

MS. CAUSSEAUX: Well, those interrogatories are also -- unless -- I think he said he had put them in this record also. Those are also dated, but they

are --

commissioner clark: But my question -- I guess maybe I'm not understanding. Would they have changed from an -- could something have occurred between 1981-82 and now to make them not an Option 2?

MS. CAUSSEAUX: No.

COMMISSIONER CLARK: Okay.

MS. CAUSSEAUX: But there wouldn't have been anything to change on the other side of that either.

evidence then in the way of interrogatories which they swore to and said they were an Option 2. They still say they're Option 2. To me that's the best evidence. And to that extent I would -- with respect to 12, I would make my recommendation we would deny Staff to the extent they find them to be an Option 1 and that they would be treated as an Option 2.

CHAIRMAN GARCIA: Is that a motion?

COMMISSIONER CLARK: Okay. I'll move that on 12.

COMMISSIONER DEASON: Is your motion then to approve Staff on all other issues, or did you want to go issue by issue?

COMMISSIONER CLARK: Well, I was only addressing 12. I guess I was still thinking about --

we're in a PAA stage here and, you know, in the spirit of moving this along I'll be willing to second that motion; but I think the burden is squarely with the company, and if this goes to hearing and there's a protest, that an interrogatory response is all well and good, but sometimes there needs to be substantiation of just an interrogatory response, and there needs to be their production of the document or an explanation of why that document cannot be produced.

COMMISSIONER CLARK: Okay.

commissioner deason: And that could have a bearing. So just because we approve this as PAA is not -- I don't think should be taken that it's conclusive that we agree that the company has met their burden of proof.

COMMISSIONER CLARK: Okay.

CHAIRMAN GARCIA: So -- but --

COMMISSIONER CLARK: And I'm willing to move Staff on all other issues.

CHAIRMAN GARCIA: So we have a motion and Commissioner Deason seconds that. We have an amendment to 12 and they move all other issues. There being no objection, show Item 45 approved as amended.

Item No. --UNIDENTIFIED SPEAKER: (Inaudible comments away from microphone.) COMMISSIONER DEASON: Well, I understand that if this issue is protested, I don't want it to be assumed that we've already determined that the company has already met their burden of proof simply because they filed an interrogatory response. COMMISSIONER CLARK: I agree with that. CHAIRMAN GARCIA: Okay. Item 47. (Whereupon other Agenda items were discussed.)

STATE OF FLORIDA) CERTIFICATE OF REPORTER COUNTY OF LEON 2 I, H. RUTHE POTAMI, CSR, RPR, FPSC 3 Commission Reporter, 4 DO HEREBY CERTIFY that the Agenda Conference in Docket No. 980214 was heard by the Florida Public 5 Service Commission at the time and place herein stated; it is further 6 CERTIFIED that I stenographically reported 7 the said proceedings from the audio tape recording of the proceeding, and the same has been transcribed by 8 me; and that this transcript, consisting of 25 pages, constitutes a true transcription of my notes of said 9 proceedings 10 DATED this 22nd day of February, 1999. 11 12 RUTHE POTAMI, CSR, RPR 13 Official Commission Reporter (904) 413-6734 14 15 16 17 18 19 20 21 22

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