1	BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION		
2		T	OCKET NO. 030106-SU
3	In the Matter o		OCKET NO. 030100-50
4	APPLICATION FOR STAI		
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11	ELECTRONIC VERSIONS OF THIS TRANSCRIPT ARE A CONVENIENCE COPY ONLY AND ARE NOT		
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15	PROCEEDINGS:	AGENDA CONFERENCE	
16		ITEM NO. 8	
17	BEFORE:	CHAIRMAN LISA POLAK EDGAR	
18		COMMISSIONER MATTHEW M. CARTER, II COMMISSIONER KATRINA J. MCMURRIAN	
19			
20	DATE:	Tuesday, April 24, 20	07
21	PLACE:	Betty Easley Conference Room 148	ce Center
22		4075 Esplanade Way Tallahassee, Florida	
23	REPORTED BY:	JANE FAUROT, RPR	
24		Official Commission Re (850)413-6732	eporter
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FLORIDA PUBLIC SERVICE COMMISSION | APR 30 5

1	APPEARANCES:
2	MARTIN S. FRIEDMAN, ESQUIRE, and KEVIN CHERRY,
3	appearing on behalf of the Environmental Protection System
4	of Pine Island, Inc.
5	JENNIFER BRUBAKER, ESQUIRE, SAM MERTA, and TROY
6	RENDELL, appearing on behalf of the Commission Staff.
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## PROCEEDINGS

CHAIRMAN EDGAR: And we will move on to our next and final item, which is Item 8. We will give our staff and other interested parties a moment to shift seats and get their documents settled.

(Pause.)

MS. MERTA: Commissioners, Sam Merta with Commission Staff.

Item 8 is staff's recommendation on the true-up of interconnection costs of environmental protection systems of Pine Island, Inc. Staff is recommending a refund and a prospective rate decrease.

Mr. Kevin Cherry, President of the Utility, and
Mr. Martin Friedman representing the utility are here to
address the Commission. And staff is available for questions.

CHAIRMAN EDGAR: Thank you.

Mr. Friedman.

MR. FRIEDMAN: Thank you very much. I'm Martin Friedman of the law firm of Rose, Sundstrom, and Bentley. We represent the Environmental Protection System of Pine Island.

Back in November 16th of '04, which is the point at which the utility realized that it was not going to get the work done within the time that had been anticipated. We wrote on behalf of Environmental Protection Systems to the Commission advising that EPS, Environmental Protection Systems, is willing

to subject the revenues to a potential for refund, but only after a true-up of the actual construction costs versus the anticipated costs in the order.

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So what we had contemplated and agreed to do was a true-up when the work was done. And, in fact, we are willing to accept the true-up. The final true-up that the staff calculated was 4.77 percent. The adjustment needs to be 4.77 percent. In other words, the construction costs were not as great as anticipated, and the ultimate true-up is that the utility should refund 4.77 percent of the revenue collected during that time period, and also prospectively reduce rates by 4.77 percent. And if that were the staff recommendation, then we would all be at lunch today.

What the staff has gone further to do is, no, we are not having a true-up, we are going to have a bunch of mini true-ups. And so they picked little time frames and said we are going to true-up November 15th, '03 to August 4, '04; then we are going to true-up August 5, '04 to December 31, '04; and then we are going to true-up January 1, '05 to date.

And our position is that doing multiple true-ups isn't what was intended. It certainly wasn't intended when I wrote the letter saying we would agree to do this. What we intended, at the end of the project when it was done, we would true-up. And as we sit here today, the utility is willing to accept the ultimate true-up of 4.77 percent. I have Mr. Cherry

here because I wanted him to address for you particularly some of the complications in running a small wastewater system in trying to accomplish what the order ordered him to accomplish, and what ultimately was the benefit, which is an interconnection with Lee County. It was not as simple a process as we had anticipated, and I'm going to ask Mr. Cherry to explain that to you and then we will answer whatever questions you may have.

MR. CHERRY: Good afternoon. First, a little background on the interconnect. The plant that I had before I interconnected with Lee County was in an environmentally sensitive area. The plant itself was approximately 100 feet from a canal, and the retention pond, the effluent pond was surrounded by a canal which bordered an aquatic preserve.

And DEP was kind to me when I went in to get my permit, my five-year permit. They said, well, we will give you one more permit, Kevin, but you have got to do something within five years. And this is what lead us on the path to connecting with the regional system. And thank God it was in place. And thank you for finding that it was the best cost alternative, because to go out and build a plant today would be astronomical.

I thought that, you know, once we went in and got the rate case established that I would have time to go out and procure financing, because the utility basically had no money.

And so it was my intention to fund the improvements with land sales. And I was surprised after you folks had passed the resolution giving us permission to connect that I got a letter basically saying, okay, you guys have got to connect now. And I'm thinking to myself how can I connect now? I've got to go build a lift station, I've got to go refurbish a lift station, I have got to get funds to do all this stuff. I'm not going to be able to do it.

So I called up the Commission and talked to Mr. Troy Rendell, and, you know, explained the situation to him, and said, you know, I really can't hook up now. I don't really have the infrastructure to do it. Do you want me to start charging these rates now? And he said, yes, we want you to charge the rates. And my response to him was, well, would you please check and make sure that you want me to charge these rates before I send the letter out to these people, because as you know how people get when these -- especially in manufactured housing subdivisions.

So he called me back a couple of days later. In fact, I believe I asked him if he would check with his boss, Marshall, and he said, yes, Kevin, by all means we want you to start billing these people even though the infrastructure is not in place and you are not connected. I said, well, what do you want me to do with the money? He said keep it. So that is what I did. I started to, you know, send the bills out. And I

started to look for contractors to build the main component, which is a big wet well where the pumps are installed to pump up to the regional plant. And this happened in 2004, or about January is when I started go out and actually look for contractors.

Well, as you are all aware during that time period in 2004 we were going through an economic boom, and I went to four or five different contractors and gave them plans. And after a couple of months, basically they came to the decision they didn't want to build a lousy lift station on Pine Island for 100 grand. They were doing bigger and better things.

Fortunately, somebody turned me onto a contractor who was just getting in the business, and I hired him sometime around March, I think. And he didn't really begin construction until maybe around April or May. I tried to get him to sign a contract with me guaranteeing he would be done by the date which I had told you folks. After I told him I couldn't get it done right away, there was an agreement made, you know, that I would get it done, I think, by August 9th.

In hindsight, I never should have agreed to that. I don't do this very often, and I thought, you know, well, nine months or whatever it was, was going to be more than adequate time to get all of this stuff done. Anyway, getting back to the contractor. He finally showed up and started doing the work, and he wouldn't sign a contract penalizing him for

not getting it done by the 9th. The work was going along pretty well. We were in the wet season. It is a 17-foot deep wet well, as I stated before, it's 100 feet from a canal. Water everywhere.

He got the wet well in pretty good shape, but then the manholes that were surrounding the area, they were old, started caving in on him. He had a problem with the fact that he was working 17 feet below the ground and there was water coming in. It took him weeks, I think, to put in like 20 feet of pipe. Then, of course, we got hit with Hurricane Charley, and that put him back. So we had a problem that summer.

Finally, sometime around that fall he got done. And I thought, okay, we are finally going to hook up. To my surprise, my engineer had forgotten to procure a DEP permit for this project. And so we had a wet well in the ground ready to start pumping, but we had no DEP permit. So we had to go back and get the DEP permit.

After that, we got the DEP permit, the next step was to go to the county and get them to accept the lines. And I had talked with a gentleman several years before when I was negotiating the contract, and just in conversation, he's the engineer for the county, one of the engineers, and I said, you know, once I get my plant up and running, are you folks going to allow me to hook in before I actually have the lines tested. And his answer to me was, yes, you know, so long as you get it

tested shortly thereafter. So I was taking him at his word.

That was wrong. Because the man who was actually in charge of the project said no way am I going let you hook up until you have proved to me that you don't have any infiltration, although pretty everybody knew that we didn't have much.

So I had to go out and get the guys to test the lines and to TV the lines. Well, that took forever to get that done. We finally got that done, and I think it was probably around the summer of 2005. And we finally got actually shipping sewage out to the county. We had a couple of other things that we had to do. One of them was to remove the old plant. I had a problem procuring -- well, I had a contractor, I got him initially, but unfortunately he died in a boating accident. So I had to run out and get another guy. He did get the plant out probably in a couple of months. I did that, and we're talking, I think, of 2005 now.

I got that done. I'm trying to think. We had one other thing which was a problem. Oh, we had the lift station. I had to refurbish a lift station. And I had been contacting contractors and there two down there which basically did that type of work. One guy, who is the primary guy down there that does the refurbishment, he came out and he had a bunch of questions for me, and so I gave him some answers. Anyway, a long story short, he stood me up probably six or seven times over the next four or five months. I guess apparently he

didn't want the work.

I tried bidding it out to the original contractor who did the large lift station. He was like \$32,000 above what was allocated in your order. Another man did give me a contract. When I called one of the local suppliers, he said I wouldn't let that guy touch my lift station. He's lousy. So I didn't think that was very good, so I kind of backed away from him. Anyway, I ended up doing it myself, or what I could of it myself. And, I finally -- I just got that done. In fact, I still have some things that need to be finished up.

What it basically boiled down to is we were, you know, didn't have really the funds to do a lot of this work. I couldn't get a loan. I mean, you go to a bank and you tell them you want to get a loan for a sewer plant and they just look at you like you're crazy. If you look at the financials, I guess, you know, they are probably right. So I was having a hard time getting the money.

So we were taking the money that was, I guess, you would call it an overage or what have you, and we are applying it to the actual work that was being done. We weren't taking, you know, and going to Acapulco on the weekends or anything like that, we were actually taking the money and buying down what we had to do.

So I guess, in conclusion, I want you to understand that we made a good effort. Probably could have done better in

some respects, but we really tried. We are a small utility.

And, you know, unless you have any questions --

CHAIRMAN EDGAR: Thank you, Mr. Cherry.

Commissioners, questions at this point?

Mr. Rendell.

MR. RENDELL: Commissioners, I will try to be brief.

This has been a long rate case. It is four years in the making. They filed back in January of 2003. They indicated to staff they would begin the interconnection in November of '04 and it would be completed approximately in seven months. So the order basically directed the utility to complete these interconnections by August of 2004. Hindsight is 20/20 in that staff has learned a lot through this rate case in that we relied on the statements from the utility, and at that point in time we approved the rates on the good faith that they would go forward and have the interconnection.

We have learned now that we should done a two-phase rate increase. We should have had the rates prior to the interconnect and the rates after. I had numerous conversations with Mr. Cherry over these past three years. When it became evident to staff that the interconnection would not occur as planned in '04, staff became very concerned that the ratepayers were paying these rates for costs that weren't there. They paid throughout 2004 for costs that simply have not been expended.

So I indicated to Mr. Cherry that we were going to coming to the Commission and recommend that the rates immediately be reduced back in 2004. That resulted in the letter that was submitted in November of '04 giving us jurisdiction of those revenues. That was the result of many conversations with Mr. Cherry indicating that the costs actually were more. That they were going to be substantially more and that actually it would end up in a rate increase.

And so what I indicated to the owner was it wouldn't benefit anyone, the customers, the utility, anyone involved to have the rates go down and then immediately go back up. So I agreed to a true-up. I agreed to that, yes, we would look at the costs, and if the costs actually were more, which may result in a rate increase, we would go back to the period of time and calculate the revenues during that period of time where there were no costs in '04, and we would determine the amount and then we would reduce that refund amount by the amount to ensure that the rates actually wouldn't go up.

Basically, we would credit those in CIAC so that there would be rate stability for the customers. That was the agreement. That was the agreement prior to them submitting the letter giving us jurisdiction of the revenues. So that is what we have done. We have got the actual costs. You know, as I indicated four years have gone by. It is time to go ahead and get a final decision on this rate case. But we have looked at

the actual costs, and although some of the capital costs that the utility incurred have gone up, the major savings occurred in the connection costs. They originally came in with a contract during the rate case with higher connection costs to the city. Well, we have determined and we have contacted the city and they have actually lowered their connection costs, which was a benefit to the customers so that the interconnection costs were substantially less.

So, we have calculated what we believe the refunds would be. Now, in an abundance of caution we went back and we determined that the refund would be approximately 46 percent, but we wanted to ensure that the earnings of the utility would not be harmed and the utility would still have that opportunity to earn the rate of return. So we have actually analyzed 2004, 2005, and 2006 annual reports, and what we determined is they are overearning. They have overearned substantially over the past three years and they continue to overearn, although we don't have jurisdiction over those entire earnings. So we are limited by the letter that was submitted in November of '04.

So staff's recommendation is in compliance with our agreement with the utility to true-up these costs, and we believe that, you know, that there should be a refund and a reduction of rates.

MR. FRIEDMAN: And as I have mentioned, we agree with that, except we just disagree on the methodology, because the

true-up is supposed to be after the interconnection was done.

You true-up at that time, not intervals in between that time.

CHAIRMAN EDGAR: Commissioner McMurrian.

COMMISSIONER McMURRIAN: I guess that's what my question goes to, and I'm sort of not sure exactly who to direct it to, so I guess I will direct it to both of you.

And, Mr. Cherry, I appreciate your comments to explain kind of what happened, and I think that staff in their recommendation in a couple of places have recognized the mitigating circumstances. In particular in the show cause issue, I think that in similar circumstances they might recommend a show cause issue, but I think they realize all the things you went through that were particular concerns in your case.

But with respect to this mini true-up concept, and I will address this to Mr. Friedman and to staff, you clarified it had a little bit for me, Mr. Friedman, about what your concern was. That you think this is some departure from how it is usually done, and I want you to elaborate on that, and then I want Mr. Rendell to sort of give his input on that, as well.

MR. FRIEDMAN: When I have seen true-ups occur, and I could be wrong, I mean, my memory is not -- I have been doing this 30 years, and so parts of my memory are not great. I did ask one of my partners, Marty Deterding, who has also been doing this almost as long, or probably longer if you include

his time at the staff, you know, had he ever seen a situation where when you do a true-up -- and true-ups are not uncommon as you know. You get to a project, you are estimating what the cost is going to be, you get to the end of the project and you true it up. That is a reasonable regulatory principle to undertake, and that is what we anticipated was going to occur here. When the project is complete, you figure out what it cost versus what was in the rates. You make the appropriate true-up adjustment. I have seen that many, many times.

I have never seen a true-up adjustment where they trued it up for time periods shorter than when the true-up was supposed to occur. And in this particular case the true-up occurs at the time the interconnection is made and all the work is done. I have never seen a case, neither had my partner, where there had been mini true-ups along the way, where you true-up for one year here, and you true-up one year here, and you true-up one year here.

I just have never seen it. I don't think it is a good sound regulatory policy. I think in the end you do a true-up at the point you are supposed to do the true-up.

Period, end of story. You do it and you go home.

COMMISSIONER McMURRIAN: Mr. Friedman, I'll jump in there. I guess it seems to me that staff is attempting to address the overearning situation by period to make sure they are being absolutely fair within each period to make sure they

are not refunding too much or too little in any particular period because of the overearning situation.

MR. FRIEDMAN: Well, I didn't look at the annual reports. I had asked Mr. Cherry about the earnings situation, and, you know, the way he looks at it is do I have any money at the end of the day. And he's telling me, he is asking me how he can go about getting a rate increase, and so I'm obviously surprised when Troy thinks he is making money. And I think that is just a difference in, you know, a small utility viewing the financial wherewithal differently than maybe a strict regulatory analysis is.

He looks at it from he has spent all of this money on good sound building infrastructure, doing work, paying expenses, and at the end of the day he doesn't have money left over. So, you know, I haven't reviewed the overearnings issue. I would suggest to you that every penny that was spent, as Mr. Cherry mentioned, was spent on legitimate either capital improvements to meet the goal of the interconnection or to meet regular operating expenses. He didn't go to Acapulco or anywhere else. It was all legitimately spent money.

And so, you know, the staff trying to do what I guess they figure is the right thing to do, they're -- I am trying to think of a nice way to say this -- they are creating a mechanism that -- they are taking a good principle, which is the true-up principle, and trying to say, but you know we think

they made too much money in these years, so we're going to figure out a different way to get the same result that we think you ought to have. And so that is what they have done. They have subverted the true-up process to try to accomplish what they think was overearnings in those years, which Mr. Rendell acknowledged they can do nothing about, even if he did overearn. And Mr. Cherry will be the first guy to be shocked that he overearned.

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And so I would suggest to you that if there was an overearnings issue, this is not the way to deal with it. Don't create a precedence for doing something in the future that subverts the process of true-ups.

COMMISSIONER McMURRIAN: All right. One more before Mr. Rendell responds to that. It seems like, though, from what you are -- the point you're making would be perhaps detrimental to your company with respect to that first true-up period.

Because it seems to me, I mean, staff has said, and I think Mr. Rendell mentioned this, that staff calculated a refund of 46.41 percent of revenues collected there, but by doing the overearnings analysis they reduced that to 35.64 percent, I believe. So it seems like to me, and, of course, I believe that it is the staff's role and the Commission's role to try to get the rates in the right place in any situation where we can. But it seems like to me that by doing the overearnings analysis that I think you are taking issue with, it has really

benefitted you with respect to that first mini true-up period.

MR. FRIEDMAN: I don't know, because I don't think that mini true-up periods are sound regulatory policy. I don't know if you have ever done one. Like I said, my experience doesn't show I have ever seen one, my partner, Deterding, hasn't seen one. I would venture to guess that between the two of us, we have been involved in 95 percent of the water and sewer cases that ever come before you.

Now, if Mr. Rendell or somebody else over there says, oh, yeah, we did it in so-and-so, then I will stand corrected.

My memory is not infallible, I have just never seen it happen.

And I think that they are trying to deal with what they perceived as overearnings by subverting what is normally a good sound regulatory principle of true-ups.

COMMISSIONER McMURRIAN: I guess this is where Mr. Rendell comes in.

MR. RENDELL: Commissioners, you are correct. We did a true true-up. I guess double trues. We originally had a recommendation written to refund 46 percent. It wasn't until after we had the rec written that my management wanted us to look at the earnings. We didn't want to put the utility in a posture of earning below the rate of return. So you are correct, it was only after we had done the analysis, we were prepared to write a recommendation that we looked at the earnings, and it was to the benefit of the utility. It did

lower the refund.

The period of time that we were truing up truly was '04. It was the period of time there was no work going on, there were no costs whatsoever. And that was the full understanding that Mr. Cherry and I had during our phone conversation, that staff was going to go down and immediately reduce those rates. That those costs weren't there, we were going to reduce the rates, and then they could come back in when they started spending the money and look at the second phase.

That's how we are processing these cases now. So, that resulted in the letter giving us jurisdiction. And it was through conversations with the president that we would go back and look at that refund amount and allow for any increase in costs. And, therefore, you wouldn't have the rates going up and down and sending mixed price signals to the customer. So, this is a true true-up in every sense of the word.

We looked at actually costs during the periods of time. It gave the benefit to the utility of the intermediate period where they were expending some money, but it wasn't done, and then it had the third period when they actually were. So we had to break it down in those categories.

We believe it is consistent with past Commission practice. We have an order -- we had referenced an order for residential where we have looked at different periods of time.

So it is nothing out of the ordinary, it is just the circumstances were that through no fault of the utility's owner that the interconnection took substantially longer. And we had conversations numerous times over those three years. I got regular updates from what was occurring. I knew that there were delays. But since we had the letter giving us jurisdiction of the revenues, I wasn't as concerned. If we didn't have that letter, we would be here three years ago reducing the rates without a doubt. So this was an agreement to true it up, and we believe we are consistent with how we have dealt with these in the past.

MR. FRIEDMAN: All I can tell you is that wasn't my understanding. I mean, if you look at the letter, it doesn't say -- I mean, what Mr. Rendell is saying is basically we should refund every penny of what was collected in that first period. That's what he said he would have done. Come in here and gotten an immediate reduction of the rates back to some point because none of the work had been done. That's not what this letter says that we agreed to do. We agreed to a true-up when the job was done and subject to refund. And I think that the number is 4.77 percent, and we are ready to reduce the rates and give a refund of 4.77 percent.

CHAIRMAN EDGAR: Commissioner Carter.

COMMISSIONER CARTER: At the risk of alienating my colleagues and everyone else, bear with me.

Mr. Rendell, if I may, Madam Chairman, speak to
staff. Mr. Friedman's perspective, assuming hypothetically, or
assuming a hypothetical that you performed the analysis based
upon as he describes it versus how he describes what you
actually did, what would the net effect be?

MR. RENDELL: If we just refunded the 4.7 percent?

COMMISSIONER CARTER: Yes. I mean, what would the

COMMISSIONER CARTER: Yes. I mean, what would the impact be on your recommendation in terms of the bottom line, what would the difference be?

MR. RENDELL: We haven't analyzed that. It would just be a substantially less refund, but that would -- the net effect would be that the customers paid for over a year for costs that weren't there. There was a rate increase imposed upon them for costs that never transpired during that period of time. And with all due respect, I didn't have any conversation with Mr. Friedman during this period of time, it was all with the president, because it was a staff-assisted rate case and we were in constant contact with the small utility owner.

So this letter was submitted on behalf of Mr. Cherry through Mr. Friedman's firm. So the conversations were between me and Mr. Cherry and not me and Mr. Friedman on the understanding of how we were going to true-up the costs.

COMMISSIONER CARTER: Commission follow-up.

CHAIRMAN EDGAR: Uh-huh.

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COMMISSIONER CARTER: And based upon your conversation with the president of the company, that this is the process -- based upon your recommendation here is based upon your communication and understanding with the president of the company, is that correct?

MR. RENDELL: Correct.

COMMISSIONER CARTER: Thank you, Madam Chair.

CHAIRMAN EDGAR: I know, Commissioners, we heard in the last item some discussion of a desire on all parts to have the right result, and I know that that is what we have here is a desire on all parts to have the right result and also good regulatory policy and process. So, I guess the question is what is that under the facts that are before us in this particular case?

Commissioner McMurrian.

COMMISSIONER McMURRIAN: Chairman, I hear what Mr. Friedman is saying, and we have heard from the president of the company. It seems to me that staff's analysis here is consistent with refunding the amount of money that was recovered for a project that wasn't done in the time frame, and we understand the reasons and the difficulties that the president had in trying to do that.

But it seems to me that it is consistent with returning the right amount of refund to the customers. I don't see that this is a departure from how we normally would handle

1	things like this. I did hear Mr. Rendell say that maybe we
2	should have done this in a two-phase rate increase, maybe there
3	are better way to go about it. And perhaps to the president of
4	the company, I would even suggest that if you have
5	misunderstanding, or you are concerned about the feedback you
6	are getting from staff, my suggestion would be to go ahead and
7	formalize it to make sure you get the best advice you can about
8	how to move forward and deal with issues like this.
9	But, Commissioners, it doesn't appear to me that this
10	is a departure from how staff usually does refunds in these
11	kind of cases, and I guess I would move the staff
12	recommendation in its entirety if you are ready for a motion.
13	COMMISSIONER CARTER: Second.
14	CHAIRMAN EDGAR: Okay. We have a motion and a
15	second, and I concur, so all in favor say aye.
16	(Unanimous affirmative vote.)
17	CHAIRMAN EDGAR: Opposed?
18	Show it adopted.
19	Thank you. And that concludes our business for the
20	day. We are adjourned.
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1 STATE OF FLORIDA 2 3 CERTIFICATE OF REPORTER COUNTY OF LEON 4 5 I, JANE FAUROT, RPR, Chief, Office of Hearing 6 Reporter Services, FPSC Division of Commission Clerk and Administrative Services, do hereby certify that the foregoing 7 proceeding was heard at the time and place herein stated. IT IS FURTHER CERTIFIED that I stenographically 8 reported the said proceedings; that the same has been transcribed under my direct supervision; and that this 9 transcript constitutes a true transcription of my notes of said proceedings. 10 11 I FURTHER CERTIFY that I am not a relative, employee, attorney or counsel of any of the parties, nor am I a relative or employee of any of the parties' attorney or 12 counsel connected with the action, nor am I financially interested in the action. 13 14 DATED THIS 29th day of April, 2007. 15 16 Official FPSC Hearings Reporter 17 FPSC Office of Commission Clerk (850) 413-673218 19 20 21 22 2.3 24 25