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2	FLOR	FLORIDA PUBLIC SERVICE COMMISSION			
3	In the Matter	In the Matter of:			
4		DOCKET NO.: 120246-WS	13 MI		
5	DOCKET NO.: 120246-WS REVISION TO RULE 25-30.335, CUSTOMER BILLING, REVISION TO RULE 25-30.350, BACKBILLING, ADOPTION OF RULE 25-30.352, UNAUTHORIZED USE, F.A.C.				
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10	PROCEEDINGS:	RULEMAKING WORKSHOP			
11	TAKEN AT THE INSTANCE OF:	The Staff of the Florida			
12		Public Service Commission			
13	DATE:	Thursday, February 28, 2013			
14	TIME:	Commenced at 1:30 p.m. Concluded at 2:29 p.m.			
15	PLACE:	Betty Easley Conference Center Room 148 4075 Esplanade Way			
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17		Tallahassee, Florida			
18	REPORTED BY:	Official FPSC Reporter			
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1	APPEARANCES
2	FOR THE FPSC:
3	CINDY MILLER, ESQUIRE; PATTI DANIEL; BILL
4	McNULTY; and SHANNON HUDSON, Commission Staff.
5	PATRICIA CHRISTENSEN and STEVE REILLY,
6	ESQUIRES, and DENISE VANDIVER, Office of Public Counsel.
7	CARL SMITH, U.S. Water Services Corporation.
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## PROCEEDINGS

MS. MILLER: Let's go ahead and get started. Welcome. Pursuant to notice issued, this time, date, and place were set for a staff workshop in Docket Number 120246 on revisions to Rule 25-30.335, customer billing; to Rule 25-30.350, backbilling; and on new Rule 25-30.351, unauthorized use.

I'm Cindy Miller with the Office of General Counsel, and with me are Patti Daniel, Shannon Hudson, and Bill McNulty of the Division of Economics.

We're glad to see you here today. We're trying to bring this rulemaking in for a good landing and place a recommendation on agenda in the near future; however, we continue to see some concerns.

Patti Daniel is going to provide a walk-through of the rules, and we will then welcome your comments and input. In addition, we have a list of questions at the back to discuss with you.

We have a court reporter who is transcribing this workshop. We ask that when you speak, you state your name each time and who you represent.

We've opened this for a telephone call-in number, and so far we have not heard anyone on the telephone. And if we do have anyone on the telephone, please go ahead and state your name.

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(No response.)

Okay. We've left some materials over here: Copies of the rule packet; and some comments that were filed, I think, yesterday or the day before. And we're ready for Patti to please do a walk-through of the rules.

MS. DANIEL: Good afternoon. I think we've made a lot of progress on these rules. I know that there was a workshop last year, and a good discussion took place during that workshop. Comments were filed. We've taken those into consideration. We've had an informal meeting. We've gotten e-mails and other discussion going about these rules. And as Cindy said, I think we're very, very close. There are perhaps a couple of areas where there's still some concerns, but I think those are manageable. So I'm hoping that we can go to Agenda, as Cindy said, in the very near future with something that everyone will feel comfortable with.

But having been said, before we go through and discuss the rule provisions, I wanted to just start by giving you all a sense of where I think we are. So I'm going to quickly run down through the proposed changes and, to the extent that I can, tell you what I think is probably solid at this point and the areas that I think we probably still need maybe a little bit of discussion

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So with that, I'm going to start with Rule 25-30.335, the customer billing. And in the first section that was added -- in (2)(a) we are now having the word "estimated" show prominently on the bill, and that makes that language more consistent with both the electric and gas industry. And I think that was one of the goals.

In part (b), this is something that is unique to the water industry. And in part (b) we are looking at estimated issues, estimated meter reading issues that are subject to the utility's control. And that particular provision is unique, as I said, to the water industry.

The -- in this rule in part (b), the second part of that, we are suggesting that a customer not receive an estimated bill more than four times in any 12-month period. In the other industries, they take a little bit different approach. It says, "An actual meter reading must be taken at least once every six months." So those are differences, but I'm not hearing anybody indicate that that is a particular problem.

In part (c), there's some material there on the corner, and hopefully everyone has picked it up. I've read that provision (c) a number of times. There

are some just how it should be written issues and there are some substantive issues that need to be discussed with that provision.

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I took the two sentences that currently exist and rewrote them into one sentence, and we'll discuss it in a little bit. But I hope you have a copy of that. I tried to stick to the essence of what's there now. And then as we begin our dialogue, we'll talk about how we might need to change that if there are concerns with respect to that.

There is a nuance in this one that is different than the electric and gas industry. And that is in addition to giving the utility contact information on these explanations of estimated bills, we're also going to include the Commission's toll-free complaint line number. And I think everybody is satisfied with that. There is a question about how much it would cost to get that information out there, but I think generally it's, it's a good condition.

Part (d) of that rule, I'm, I'm a little concerned about. It is requiring three years of detail on the number, frequency, and causes of estimated bills. And as I read through this rule in its entirety, there is a provision (7) at the bottom of .335 that requires the utility to maintain customer account records for two

years. So when we come back to having a discussion about these provisions, I'm particularly interested in, in understanding better what we gain from provision (d). I know there are some fine points there, but I want to really talk substantively about why provision (7) of that rule doesn't accomplish pretty much what we need. What, what is lacking there?

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And just for point of interest, in provision subsection (8) of that rule, we had intended to delete subsection (8) of .335 because we are adding Rule 25-30.351 as a new rule. And I think everybody is on board with that, but what we forgot to do is to delete it from this rule. It's -- in the electric and gas industry, they both have rules that provide conditions for unauthorized use. And that's what we were trying to do in the water industry, is have a unique rule that provides information with regard to unauthorized use, and so we just pulled it out of this existing rule. So that, that's what we need to talk about on that rule.

In 25-30.350, which is underbillings and overbillings, the new provision (b) there is, again, unique to the water industry. I think we've talked that one through, and it seems to be a good compromise. As far as I know, the comments that we've heard, everyone seems to be satisfied with that. There was a concern

about particularly utilities with inclining block rates, how they would be billed, and this is suggesting that we would assume uniform usage during the billing period. And I think I like that, and I'm not aware of any particular problems with that.

In part (2) of that rule, these follow what's in the electric and gas industry. We did receive a comment on provision (3), a concern about in the event of an overbilling, the customer may elect to receive the funds as a credit to future billings or as a one-time payment. And there was one comment that was received about if the one-time payment is a very minimal amount, having to cut a check for that. So we want to talk maybe a little bit about whether there is a remedy for that.

And then, as I said, we've added Rule 25-30.351, which the language previously existed. So that's kind of my understanding of where we need to go with this discussion.

In the notice that we did of the rulemaking workshop, there are some questions on the last page of that notice. And I wanted to kind of use those questions to guide us through this discussion, at least as a starting point, if we can.

If you don't have them, the first question is:

What are the initial and ongoing costs associated with each of the four proposed provisions in Rule 25-30.335(2)? I'm not going to just ask you all to give me a discussion of that until we get to each particular subsection. And as we go through the subsections, if we could come back to that question each time.

If we could just start then with question two: Should small systems, as defined in Rule 25-30.110(4), F.A.C., be exempt from the proposed provisions of subsection (b) and (c) of the rule? And I wanted to see if anyone had any comments or thoughts on that suggestion.

MS. CHRISTENSEN: Good afternoon. Patty Christensen with the Office of Public Counsel. And with me are my colleagues Steve Reilly and Denise Vandiver.

I think from our perspective we would not be in favor of exempting the small utilities. Essentially our thought is that the purpose of having billing and doing actual billing is so that you get the accurate revenues and the customers are paying the right price for the service that they're receiving. And this is like a core, fundamental responsibility of providing water service. And Steve might be able to speak to this in more detail, but, you know, I think the smaller utilities are the ones most likely to end up trying to

do estimated bills, and that's a practice that we would like to be discouraging.

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We want the customers to get the correct bill and get the -- billed for their actual usage. We want the company to be receiving the revenues based on the actual, you know, service that was rendered. And we think that's ultimately the goal that, you know, should be overriding the rule is you do actual meter readings. And I think that's, in the electric and the gas industry, that's kind of the standard that they have underlying the rule is you do actual meter readings unless there's a reason that you cannot.

So I think from our perspective all of the utility -- water utilities should be required to provide actual meter readings to their customers on a monthly basis.

MS. DANIEL: Thank you.

MR. REILLY: I agree with Patty. I mean, it is more imperative for them to get the billing right because of such few customers.

MS. DANIEL: Okay. All right. Mr. Smith, did you want to weigh in on that? You're good. You're good. All right.

You know, we wanted to pose it as a question, and I'm, I'm satisfied with that explanation. It makes

complete sense to me.

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So, should the proposed subsection (c) be revised to reflect the provisions in the electric and gas industry to inform customers of the reason for the estimation after the third consecutive estimated bill? Let me open that up.

In provision (c), we're -- right now the verbiage is: After a second estimated bill, the customer would be given a written explanation. Is there any desire to look at a different frequency on that?

MS. CHRISTENSEN: Patty Christensen again with the Office of Public Counsel.

I think when we provided our original comments, we had originally included consecutive language in there, but then we also had it limited by four, you know, the four-month period or such, within a four-month period. And we could go back to that language.

I know -- I read some of the comments that were emailed in that there was a particular comment that thought that a 12-month time frame may be a little bit long for trying to recall if there was another estimated bill in that period.

I think our office is willing to compromise or suggest some change in the language down to a six-month

period -- in other words, the second estimated bill within a six-month period -- which is a much shorter time frame. And if you read section (b) and section (c) together, you would see that if, you know, if you have two estimated bills but they're six months apart, it's probably an occasional issue. In other words, it's somebody parked the car on top of the meter or something that's a random occurrence. It's not a billing practice, and it's not a problem that the customer needs to be made aware of that needs to be taken care of.

And, you know, we don't mind having some wiggle room, so to speak, or some flexibility in allowing them to use some estimated billing. But, you know, the other reason for not including the word "consecutive," and I think we discussed this in a previous informal meeting, maybe not the workshop, is if -- you could have the situation where you had an estimated bill, actual bill, estimated bill, actual bill, estimated bill, actual bill, that kind of a practice where it wouldn't be benefiting the customers. They wouldn't really be getting actual bills on a monthly basis. It would be a different type of billing practice, you know.

And like we said prior, we think actual billing on a monthly basis should be the goal. And if

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that is the goal, then you don't want to have the wording of this bill allow for that type of practice. And that's what we would be -- why we'd be suggesting we wouldn't put in the word "consecutive," but I think moving it down to six months would, would allow for some additional flexibility.

And if you read (b) and then (c) together, I think that would cover essentially our concerns that somebody was using estimated billing as a billing practice as opposed to an occasional incident to either things that are outside their control or, you know, just the occasional estimated reading for just circumstances, I guess is the best way to put it.

Did anybody else have anything else to add? **MR. SMITH:** Hi. This is Carl Smith with U.S. Water.

I guess a little bit from my standpoint, I think the reason the changes of the rules are to ensure that an owner is billing a customer properly. It's not because of the, typically the car over the meter or something that just happens day to day.

I would contend that if you've got one customer with two estimated bills in six months, that customer needs attention. So I would -- if you're looking at it from a perspective of making sure the

owner is doing what they're supposed to do in order to bill a customer properly -- two, two estimates in a 12-month period, quite frankly, that can be very normal. Two in a six-month period of time -- I think if you're going to address something to a customer, it should be done in that, maybe that period of time because there's something going on there. The parking of a car, you know, if you let it go a year before you start addressing that, it becomes more of a habit.

My, my comment, I think, on a lot of this -and I somewhat, shall I say, disagree with the theory of small versus large. I think the aspect of this, these rules -- I would contend, with the owners that I see day-to-day basis, also being one, an estimated bill is not a good situation. It costs a lot of money other than if you did it correctly the first time. You may have some curbing out there, whatever that is. But the majority of the time, especially the smaller ones -this, this business is very capital intensive, very O&M intensive. It's a cash flow issue. They want the bills correct. Trust me on that.

So estimates, sooner or later you have to spend money to correct that. And when you spend that money, you're not getting it back in that rate just from those monies from those customers.

So from my end of the business, good meter 1 reads, good bills are an efficient way to maintain your 2 O&M, keep it as low as you want. So I would contend if 3 you're looking at, say, bills that are on, that are done 4 properly and that the customer is getting billed 5 properly, you're getting the revenue properly, then I 6 7 would say if you got two of them in a six-month period, that's when you need to address it with the customer. 8 9 You keep that going, there's an issue there. Sooner or later you've got to go collect a lot more money than if 10 you do if you catch it right up front. That's my 11 12 suggestion on it. MS. DANIEL: So you would be okay with 13 changing that to a second estimated bill in a six-month 14 period? 15 MR. SMITH: Yes. 16 17 MS. DANIEL: Okay. 18 MR. SMITH: I said all that to say yes. MS. CHRISTENSEN: It seems like we have some 19 2.0 consensus. 21 MS. DANIEL: And the rewrite that I suggested, 22 that I handed to you all, if I just change the 12 to a six? 23 24 MS. CHRISTENSEN: I think we are fine with 25 that language, if we change the 12 to a six. FLORIDA PUBLIC SERVICE COMMISSION

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MS. DANIEL: Okay. 1 2 MS. CHRISTENSEN: I think that gets us to the purpose that we needed to be. 3 I know -- I'm not sure. Was it this one or 4 the other one about where the billing information needed 5 to be? I thought -- I'm not seeing it right now. 6 7 MS. DANIEL: Well, that's what I took out. was beginning to be a problem --8 9 MS. CHRISTENSEN: Okay. MS. DANIEL: -- to figure out how to say 10 whether the information should be in or on or with. 11 There were way too many ways for that to happen. So the 12 utility shall provide the customer an -- excuse me --13 upon issuance of a second estimated bill. So, to me, 14 when that estimated bill is issued, the utility needs to 15 provide that customer with a written explanation, and it 16 leaves it flexible in terms of whether it's on the bill, 17 with the bill, or in a, in a separate letter. 18 MS. CHRISTENSEN: And that's fine with us. 19 2.0 just want the customer to receive the written explanation. Because if it is the car on the meter or 21 22 if it's the dog in the backyard or something, the customer needs to know what the problem is and why 23 24 they're getting estimated bills so they can correct it.

I think it also provides some documentation

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that would help the utility. Because if they have one customer with a lot of estimated bills and that's the reason, well, then we're not going to look at the utility and go, oh, it's your fault. We're going to look at the utility and go, you know, you've made your best efforts to try and get this customer to come on in an accurate billing. So that's -- I think we're okay with the flexibility. And having removed that language, I can see why it's easier to deal with it that way.

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MR. SMITH: Yeah. I would agree. The one thing is keep in mind that a lot of these customers, a lot of these owners, the smaller ones use postcards, even some of the larger ones. It is cheaper. So they're going to have to make that effort to, to get that communication out to the customer as well.

MS. CHRISTENSEN: Yeah. And I think we had discussed that earlier. We do realize that some of the smaller ones use postcard billing as opposed to some other type. So, you know, if they need to do a separate letter to the customer or some other written method that they can leave with the customer at their home, I think that's probably a reasonable thing to do.

MS. DANIEL: Along those same lines, and just briefly backing up to subsection (a) of that same rule, we did get a comment about someone not understanding

that the bill statement shall prominently show the word "estimated." They were unclear that the interpretation of "show" might be that it's either preprinted on the bill or postcard, it could be stamped or handwritten or -- there was a concern about that.

I'm not sure how -- you could add a lot more words to that rule to clear up the various different scenarios. But similar to what I've rewritten in (c), I would, I would prefer to leave the word "show" as it is and not try to articulate all the various ways that you might show that. So --

MS. CHRISTENSEN: And I think the Office of Public Counsel is comfortable with that. Our concern is that on the bill the customer has the word "estimated" on there so that they know that this is an estimated bill. So if they have a question, they'll contact the utility and there's dialogue that can take place: Why am I getting an estimated bill? If the word "estimated" isn't anywhere on there, then, you know, they think they're getting -- or they may think they're getting billed for actual usage.

And I think, you know, that if, you know, you do an actual meter reading a month or two later, that's when you end up with maybe a higher bill. And the customer is like, why am I getting this, you know, huge

bill? And that's one of the things we're hoping to avoid with this, so that the customer is aware, hey, I'm getting an estimate. They haven't really read my meter. Either come out and read it or call them and say, well, why did you have to do an estimate? And hopefully that dialogue will help for more accurate monthly billing.

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MR. SMITH: The one thing I wanted to ask with regard to the notification to the customer, a lot of utilities -- we use them, others do -- we have door hangers that have various, they have open blanks where if we're out there and there are issues, we make it one of the mandatory things with our meter readers that they fill out that door hanger. And most of the time it's call the office, and they have a number -- the number is always on there. But we explain "couldn't do a meter reading." Sometimes if we're having issues on an estimate, we call because we want the customer there to show them what the situation is.

So I guess the question would be is if our meter reader is out there, let's say it's an estimated, it's been the second time, we do it on the first time if we can't for some reason get that read, we will leave a door hanger to call the office -- the car situation, some of these kind of things. So I guess the question is does that fulfill the obligation of notifying the

customer?

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**MS. DANIEL:** And would you be able to include the Commission's toll-free number?

MR. SMITH: Pardon me?

**MS. DANIEL:** Would you be able to include the Commission's toll-free number on that door hanger?

MR. SMITH: Yeah. There's many lines on there. It's just an added thing that we would have them do. Because that's what -- a lot of them use that as a practice.

MS. CHRISTENSEN: I think if it's written and it contains a detailed explanation of why they were doing a estimated read and then the bill that comes because of that estimated read has the word "estimated" stamped on it, I think that that might be satisfactory.

One of our concerns with door hangers, and I'm sure it's probably an issue for you guys, is sometimes people don't go in their front door. They go in the garage all the time. They complain that they didn't see it. And, you know, it's not necessarily a bad way to do it, but some people don't actually see it. And then when they don't see it, then they get all riled up because they haven't seen it, you know. And I think you may end up having to indicate, you know, door hanger left or something with explanation. I think you may end

up having to include some sort of minor explanation on the bill anyway.

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**MR. SMITH:** It, it goes back to that postcard situation again.

MS. CHRISTENSEN: Well, and that's what I'm saying. If you do a postcard and it has the word "estimated" on it, you, you know, you may want to add the addition of, you know, "door hanger left at meter read" or something that they, so that they know that they've seen something. You know, the explanation doesn't necessarily have to be a paragraph long. But I think if the customer, those things are occurring, I think it hopefully will facilitate a dialogue between the customer and the company.

We realize there will be some customers that no matter what the utility does, they will ignore them. And they're, you know -- and to, and to be fair to the customers, there are some utilities out there that will do whatever they want. You know, for the good utilities this should not be really problematic, and I wouldn't see a problem with the door hanger issue. But we do have that caveat that sometimes it doesn't actually get to the customer. Even though it's written notice and I think it probably would comply with the rule because it's written -- and as long as it has an explanation and

it has the Commission's number on it, I think it probably would comply with that. It just might be more difficult to verify at some later date that you've done that. You know, just like I think probably an email instead of a written letter would be sufficient too. If you had your customers' email address and send an email with the same information would comply too because that would be a written communication.

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So I think there's probably a lot of flexibility. And, you know, we also probably need the utilities to be thinking of ways, well, how would we demonstrate that? And I think we're going to talk about it later in the rule about how you keep those records available. But if you have a way to do it, it's written, it contains the information, it contains the Commission's 800 number, and it's a reasonable way to provide communication to the customer, that they'll reasonably get it, then I think it probably would comply and that would be something that would be satisfactory.

MR. REILLY: I would add something on the door hangers. Having attended countless customer meetings, I've experienced a lot of finger pointing with the door hanger. "We gave it to you." "No, you didn't." "The dog ate it." "It blew off." I can't tell you the number -- you've been to as many meetings as I have,

Patti -- and there's, there is that strange -- and you 1 2 don't know who, who's telling what, you know, and you're sitting there not knowing who to believe. But the 3 reliability of that maybe is not as certain. 4 And the paper trail, really to protect the 5 company somehow, is to have it in that normal either 6 7 billed with the bill somehow, then you know that they got it. And if they took it and threw it in their 8 9 trash, then that's another thing. But the paper hanger, the door hanger is --10 MS. DANIEL: Let me ask a question. 11 12 Mr. Smith, does -- do your meter readers, if they do leave a door hanger, do they document that 13 someway in their log book or --14 Yeah. Usually what ends up 15 MR. SMITH: happening is on those kind of situations if they're 16 going to leave it, they usually, at the end of the day, 17 annotate that and it gets in our system. 18 Now, again, you're talking about people -- and 19 2.0 I keep coming back to the postcard. There's only so much room on a postcard, if you look at them. But with 21 22 us, we annotate that in our CIS system because it's a So the fact that when eventually the customer 23 CYA. calls in, we've got the date, time, knocked on the door. 24 25 We don't just put them on the door. If the door doesn't

work, then we hook it on to the -- we have tape and we put it on the garage door.

Mr. Reilly is correct, there are many out there that it is a back and forth situation. But I'll also contend with another company, I for a fact mailed the letters to the customer and the customer said they never got them. You also look at their history; it's not a one-time event.

So I think if we, if we're honest enough to go out and we take that measure and annotate it and do the best we can with those customers. Obviously if it's an apartment complex, door hangers aren't working necessarily maybe anyway. So I think my question was is that there are some people that use those. We use them as an effective tool to call the office on many different things. We noticed no one is home and we see the leak detection device going. So these guys have got these hangers for a lot of things. And Mr. Reilly is correct, there are a lot of times that people miss them, miss the door hangers. So --

MS. DANIEL: Ms. Christensen, would you go on and just let's go right on into part (d) where I was asking -- you know, I know it is a different requirement than subsection (7), which is just keeping two years of customer account records. This is more specific to the

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estimated bill information. You do feel very strongly about that provision?

MS. CHRISTENSEN: Well, I think we do need to keep and maintain those records. Now whether or not we do it for three or two years so that they're maintaining the information for the same length of time, I think I'm ambivalent regarding. I don't think that additional year is make it or break it on that rule.

If that would be -- you know, if they're going to keep the customer information for two years anyway, you know, and maybe that would create some confusion as well as do I have to keep this for three years, and that -- and it would be, just be easier to have this consistent two-year requirement. I think that's something that would be, might be a way to make this a little bit easier to implement.

But I do think we need to keep records and be able to recreate those records regarding estimated billing, especially at the time they come in for a rate case, because ultimately accurate billing is an issue with revenue requirement and making sure that we're getting the right revenue requirement, they're getting billed the right amount, and they're being able to get the right O&M. And if the issue comes down to one of we're having issues in the rate case because we're not

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getting the right revenue, they're having issues with overbilling, backbilling, estimated billing -- and probably Mr. Reilly can speak to this. I know he's aware of some cases where this has been an issue. For most companies this will be a nonissue and we probably will never need to use this provision. But when it is an issue, it can be a fairly serious issue. And I'll let Mr. --

**MR. REILLY:** I keep agreeing with Patty. I don't know what's going on here.

(Laughter.)

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I think the language could be kept like we -but maybe change it from three years to two years to create, you know, harmony, shall we say, between all these provisions. But I'm not exactly sure under (7) what all is included in normal customer account records. It may well -- normal customer account records under (7) may not entail what we're talking about here with the detailing, the number, frequency, and especially causes. I wouldn't expect to see the causes of a, such a problem to be found in the accounting records.

So I think this is more tailored to our problem at hand, and your comment though is well taken to try to harmonize the length. So I would kind of

concur with her that, you know, that might be the solution.

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MS. DANIEL: I, I agree that the number and frequency and causes of the estimated bills is different than what is required in subsection (7). I just was trying to think that through.

I think if you have a, if a company has kept enough information -- it says, "so as to permit reproduction of the customer's bill." Well, that means you've got to have the amount of usage and the rates. That's, that's pretty much what that's requiring. The amount of usage, if it was an estimated bill, then you're not going to have that amount of usage. You're going to have some rounded number or some estimated indicator. What you would be missing is the cause. That, that is the piece, to me, that you'd be missing if you didn't include this subsection. And that is something you feel strongly about. Okay. I just, I just wanted to understand that.

20 Mr. McNulty, will you talk to us about the 21 cost of those provisions?

MR. McNULTY: Well --

**MS. DANIEL:** And we'll wrap up the latter part of the rule after we do that.

MR. MCNULTY: As to the cost of, and I'm just

addressing subsection (2) here, you know, we have already done some cost collection efforts with this, with this rule development workshop, with this rule development. Staff will be preparing a statement of estimated regulatory costs in accordance with Chapter 120.541, *Florida Statutes*. And we've collected cost information by issuing a data request in October of last year, and I should note that only five utilities responded to that data request. Two other utilities provided their responses in January of this year; a data request that was essentially identical to the one issued in October of 2012.

So the final date for collecting cost information -- we're going to talk about comments to be collected -- but I believe comments are going to be collected on March 14th for this workshop, and final comments before we move forward to go to Agenda on, on the matter of these rules.

But, so we would look for maybe getting any cost information available at that time. So I would just encourage all utilities -- I know we don't have a lot of utility participation here today, but anybody who reads the transcript or sees the audio version on our website -- to provide any information they can by March 14th that would have to do with the cost for

complying with the sections that are identified in subsection (2) and throughout the rules that we're doing today.

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In particular, if we're looking at the specific changes to the rule, I have some specific concerns about (2)(c) that we can get into after Patti talks about possible options for that. We can talk about the possible cost impacts of that. The bottom line is we have a cost, we have a -- in the notice of rule development workshop that we've issued for today, today's workshop, and also any possible amendments we might have discussed that we've kind of come to a consensus with today. We're encouraging utilities to respond to and provide us additional cost information, if they haven't done so already, that they provide what they believe would be the cost impacts similar to and in the format of the data request that was already issued.

So that's in essence what I had to say about costs. After we talk a little bit more about (2)(c), we can talk about what some of the cost impacts of that might be.

MS. DANIEL: Mr. Smith, did you want to weigh in on anything more? You've provided some cost estimates. Do you have anything more based on what we've said today?

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MR. SMITH: No. No.

MS. DANIEL: Okay.

MS. CHRISTENSEN: Patty Christensen with the Office of Public Counsel. I just wanted to, I guess, give my opinion on this. Although we're not the utility, we have taken a look at some of the responses received from some of the utilities. And essentially what I can gather from the responses of the utilities that have participated, there's a minor cost associated with (2)(c), some programming costs.

I think also with some of the changes we've discussed today and leaving the flexibility in the language of the wording of the rule, allowing for somebody to either hand write or get a stamp would not require programming changes. So that should be a de minimis cost.

I think the other thing we've discussed here today is if they're -- you know, they're already utilizing door hangers, and, and that can be an acceptable form of written communication so long as it meets the criteria of this that includes the Commission's number and an adequate statement of why they're leaving it. That's not an additional cost.

And I think another idea that the utilities could think about which is essentially a de minimis cost

is email. If they don't want to incur the cost of a letter and postage stamp, if they do postcards, you know, if they require that the customers -- or ask that the customers provide an email contact number and they send them an email regarding why they had an estimated bill, then you don't even incur the cost of the postage and you have a written documentation that you sent it. Or even an email once you -- you know, if you do leave a door hanger, an email alert that says, we've left a door, you know, a door hanger with an explanation regarding your estimated bill. Please contact our office.

I mean, all those things can be written and basically zero cost. You know, aside from if they don't already have the email addresses, they may have to incur some additional expense to try and gather that information. But I'm a big believer in, you know, trying to get -- you know, we're in 2013. They probably already have the email addresses for most of their customers, and that's a great way to keep in contact. Probably have web pages too, you know.

**MR. MCNULTY:** I did, just to address that same question, I did hear from -- one utility provided input onto the question of (2)(c). And basically they wanted to sort of communicate that putting an explanation on

their bill was impossible because of, as you read, the 253 character or whatever limitation, and that they would have to get with their software developer to see if it was even possible to do so. But in the event that it was impossible to do so, they would have to send, like, a separate billing. And, again, they did not speak at that time of the availability of having emails for all their customer base. So I'm not sure about whether or not that is something that's possible for them to do or not.

But the cost information that I don't have right now is that if, if that is not a unique circumstance of that particular utility and other utilities have the same concern, then we would have to kind of understand what is the cost impact of having to take an alternative measure such as sending a separate mailing to their customers. And that's information, cost information that I don't have right now that I would like to be able to, if we, if we go the route of taking a broader approach to this, to be able to say it doesn't have to appear on or with the bill, but you simply notify customers with an explanation of the reasons for estimating, having to estimate the bills, that we would have to have some sort of cost information

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statement as complete as possible.

MS. CHRISTENSEN: Yeah. And I, I'm just trying to offer that, you know, what I'm seeing are possibilities that may work for -- or may not work for some of the bigger utilities with their larger customer base. It may. They may be able to do it through a website portal or online billing. You know, there's a lot of options these days that are much more cost-effective than I think we've had in the past.

But one thing that we would be very adamant about continuing is that there be some written notification, whether that's electronic written notification, handwritten written notification, billing insert notification.

I think we're cognizant that flexibility allows for some cost savings and, and would minimize the impact of this rule, and we do realize that that's something, you know, that we're in favor of because whatever cost, additional costs that the company incurs flows right back to customers. So we're also aware that we want to keep these costs as de minimis as possible to the utility so it ultimately is de minimis to the customers. But we would be very, I guess, insistent on wanting some sort of written notification.

MS. DANIEL: The things that you all are

describing right now are -- they're important. They go to how to notify the customer.

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One of the concerns I have is the cost of tracking, and particularly for the larger utilities realizing when they have that second estimated bill. There's got to be some sort of flag in the system. And I'm not sure we have very much information on the, the cost of that notification, that system alert, that would, during that window of time, recognize that there had been a second estimated bill. I think we have a little bit of a hole in our information about how, how much that might cost within the industry.

So to the extent we could get further feedback on that, that might be useful information. I'd hate to have a provision out there that we found out after the fact was cost prohibitive. But we'll see how we, how we do with that.

Let me move on then. (8) we talked about. And I just want to draw your attention to (8) of this rule, subsection (8).

The first sentence in that subsection has been moved to Rule 25-30.351 substantively; it's not verbatim. The language in that new rule is designed to -- it was modeled after the provisions, similar provisions in the electric and gas rules.

But there is a second sentence in subsection (8): "In addition, the utility may assess a fee to defray the cost of restoring service to such a customer provided that the fee is specified in the utility's tariff." And that sentence was inadvertently not included in the new rule.

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I'm not concerned about it not being included. To me what that sentence says is if you have a fee in your tariff that's either a meter tampering or a violation reconnection charge or whatever, you can charge it. And I didn't particularly think we needed a rule to tell the companies that they could do that, but I'd love to hear your feedback on that.

MS. CHRISTENSEN: I don't really have one.

MR. REILLY: I keep agreeing with Patti. This is a different Patti this time. You know, if it's there, they can use it. And if it's not there, they can't do it anyway. It needs to be in their tariff.

MS. DANIEL: That's -- that was my thinking.

20 MR. REILLY: So I think the tariff speaks for 21 itself is what you're saying.

MS. DANIEL: So you're satisfied with the --MR. REILLY: I think that your omitting it was probably efficient.

MS. DANIEL: Good job, staff. Okay. All

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MS. CHRISTENSEN: Get enough Pattys, he'll agree with all of us.

MR. SMITH: I agree with it. The key component is, is I'm -- when an individual is not doing what they're supposed to do, then they need to pay for that inability to, to meet the requirements. So as long as we have the fees in the tariff for that, then that's, that's good, rather than passing it on to everybody.

MS. DANIEL: So let me see. In Rule 25-30.335 we are going to leave (2)(a) and (2)(b). (2)(c), we're thinking that my proposed revision, but substituting six-month period instead of 12 months. We're going to leave subsection (d), but perhaps change from three years to two years?

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MS. CHRISTENSEN: Yes.

MS. DANIEL: We're going to strike provision (a), which was a just inadvertent omission there. Is that where we are?

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MS. CHRISTENSEN: Uh-huh.

MS. DANIEL: Wow. Good job.

Okay. Rule 25-30.350. As I said, the first new provision (b) is unique to the water industry. I don't recall that we had any concerns about that one. It seems to be manageable.

In subsections (2) and (3), are we good with 1 2 those? MS. CHRISTENSEN: As written? 3 MS. DANIEL: As written. 4 MS. CHRISTENSEN: Yes, we're fine. 5 MS. DANIEL: There's a comma I'm itching to 6 7 take out, but that's a different --MS. CHRISTENSEN: We're fine with it as 8 9 written. 10 MS. MILLER: I think we were going to want to discuss that one-time payment. 11 MS. DANIEL: Oh, I'm sorry. We did get a 12 comment about the one-time payment. Any suggestions on 13 that? 14 MR. REILLY: If, if the dollar amount is de 15 minimis, should the company have to cut a check? 16 17 MS. DANIEL: Thank you. MR. REILLY: And I am sensitive to Mike 18 Smallridge's comments. 19 20 MS. DANIEL: Yes. MR. REILLY: And Patty and I haven't talked 21 22 about this yet. He suggested a five dollar, you know, a dollar threshold, that if the amount of the refund is 23 not more than X amount, it will be a credit on your, on 24 25 your bill as opposed to even having an option of a

check, just because the cost of the check and sending it is equal to the amount of the check, which doesn't seem like a prudent, prudent thing to do.

MS. CHRISTENSEN: Yeah. And I don't -- this is Patty Christensen with the Office of Public Counsel. I don't foresee that being any difficulty to add to the language. It's just whatever the -- you may have an issue of what the appropriate amount is.

MS. DANIEL: And I do.

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MS. CHRISTENSEN: I don't know if it's \$5, \$10. You guys may have an amount in mind. You know, I think most customers would like to have the option. So whatever the amount is, it really should be whatever -the amount should be something that really would be just not cost-effective to be able to give them that option would be our only caveat. Otherwise, I think having an amount that under which it's just, you know, it's silly to write a check is fine.

MR. REILLY: So I would put in the blank that it could be: Or as a one-time payment if the payment is in excess of X amount.

MS. DANIEL: If the payment is in excess of.

MR. REILLY: I mean, that's not maybe the best wording, but, I mean, that's an efficient way of sticking it in there. That's an option: Or as a

one-time payment if the payment is in excess of X 1 dollars. 2 MS. CHRISTENSEN: Or if the -- one-time 3 payment if the -- I quess it would be overbilling amount 4 exceeds could be another way to go. 5 MR. REILLY: "The customer may elect to 6 7 receive the refund as a credit to future billings." So I think the context is it is for overbilling. 8 9 MS. CHRISTENSEN: Future billing? Right. Or 10 11 MR. REILLY: Or as a one-time payment. 12 MS. CHRISTENSEN: One-time payment refund if it's in excess of. Maybe that's the better way to do 13 it. The one-time payment refund is in excess of X 14 dollars, \$10, \$20, whatever the -- y'all have some 15 dollar amount in mind. I don't know what it is, and I 16 17 really don't know what the cost would be. MR. SMITH: Yeah. The only thing I would say 18 is I would rather have the latitude to be able to do the 19 20 credit versus doing -- again, I go back to what's good for the all, for all the customers. And, please, want 21 to establish that, take into account what it takes to 22 actually do that. It's not just the amount. You've got 23 to track it, you've got to go to accounting with it, 24 25 they've got to keep it on the books in case they come

into the Commission or just for good recordkeeping. They also have to send that check, track that check, make sure it cashes through, post it. So it's not a \$2 thing. It's, it's, it's a cost that should be looked at as far as what it takes to do that. And if it exceeds that threshold, okay, we can send them that check. But, in other words, not -- it's not like after \$5 is what I'm saying. It takes more than just the cost of what they owe to track that whole thing.

MS. DANIEL: Throw a number out there.

MR. SMITH: 5,000. No.

(Laughter.)

I mean, you know, it's -- I probably would say it's probably something in the area of anything under \$20, something. I don't know. That's just off the top of my head. I haven't looked through it as far as what that would take. But it's not like some of the charges that are in the tariff, like \$10 for something. I mean, there's other things that go with that.

MS. CHRISTENSEN: Yeah. And I think that's something that we would be fine with. I mean, really, you know, from the customer's perspective it's got to be an amount that if you weren't to receive it back immediately, it would cause you financial hardship. I'm not sure \$20 would be that, that much of a problem.

But, you know, you start getting to \$75, \$100, that might be somebody's budget. So I think \$20 seems to be a reasonable amount.

**MS. DANIEL:** Are there any cost concerns on this one?

MR. MCNULTY: I don't think so because like -this, like many of the other measures we're talking about, is actually kind of reducing the requirements on the utilities relative to what it was before. And that's what, you know, I'm trying to keep an ear to that right now. And I do find it kind of funny that we were actually in staff talking about this and thinking that \$20 might be the amount that we would settle on today.

(Laughter.)

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MS. DANIEL: All right. One last rule, 25-30.351. And the comment that we received on this one -- let me remember. What if it was a brand new customer? That was the concern. And I did not have a good fix for how to address that. If you've got a new, brand new customer and they've perhaps fraudulently tapped in and started receiving your water service or wastewater service, I suppose, you don't have the customer's past consumption.

Now, the first part of that says, "the utility shall bill the customer on an estimate of the water or

wastewater service." So -- I'm sorry?

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MS. CHRISTENSEN: We're going to let her address this.

MS. DANIEL: Good. Please.

MS. VANDIVER: Just one concern I would have with the comment that Mr. Smallridge made would be that I would think it would have to be limited to residential bills, not just total average bills for the whole system. I wouldn't want commercial averaged in there or something, unless it's a commercial customer. Maybe you could say like customers or something. I don't, I don't know how to address that, but --

MS. DANIEL: I see a lot of pitfalls trying to put that sentence in there. I'm really concerned for the number of times that it might be used. I wonder if we could default to it would be based on some reasonable estimate would be the interpretation; not to change the words, but the interpretation would be to, if it is a brand new customer, to use some reasonable estimate should this come up in a complaint or whatever.

MS. CHRISTENSEN: I think we could probably live with that. And then if there were some dispute, we could have the dispute over whether or not what they were doing is reasonable. But with the understanding that, you know, you're going to base the average

consumption on like customers that are on your system. And for a lot of them, they're, you know, serving a majority of residential customers and that's not going to be a major issue. But there might be a customer or utility out there that has a commercial customer, a shopping mall or something, where it's -- you know, I think they probably take out that type of meter anyway.

**MS. MILLER:** We would not be using the word "reasonable" in the rule.

**MS. DANIEL:** I'm suggesting that we not change the wording in the rule at all. I'm talking about the interpretation that might follow.

MS. CHRISTENSEN: So "based on the customer's past consumption" would remain what the rule says, or --

MS. DANIEL: Uh-huh.

MS. CHRISTENSEN: And then we would --

MS. DANIEL: And if there is no past consumption, it's simply you would use the rest of the rule based on an estimate. And the just clear reading of the rule, as legal likes to tell us, would be it would have to be an estimate. And on a case-by-case basis, I suppose. If there were a complaint, we could just address it if there was some dispute as to what that reasonable estimate was.

MR. REILLY: It's going to be unusual to get a

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customer who begins stealing service immediately. I 1 mean, I'm sure that customer does exist but, you know, 2 hopefully there's going to be some window of --3 MS. DANIEL: Okay. I'm inclined to leave this 4 rule as it is. 5 MR. REILLY: Especially in a water and 6 7 wastewater situation. MS. DANIEL: Any costs associated with that 8 one that we need to discuss? 9 10 (No response.) MS. MILLER: Excellent. Well, we're ready to 11 discuss next steps. And we would, as Bill mentioned 12 earlier, we would welcome any written comments, if you 13 need to file them. We welcome them by March 14th. 14 15 There's no requirement to file any. If you do, please address them to the Clerk's office in this docket, 16 Docket Number 120246. 17 Our goal is to reach a new draft, and we hope 18 to go to Agenda in late April with a proposal for the 19 2.0 Commissioners to consider. If they vote to propose this group of rules, we'll then be posting this notice in the 21 22 FAR and also a Commission notice, and persons may file comments or a request for hearing within 21 days. 23 So 24 that's kind of where we are in this process. 25 MS. CHRISTENSEN: Are you all planning on

sending out another, I assume, draft with what we've discussed here today, or is this just, you know --MS. DANIEL: File the recommendation. MS. CHRISTENSEN: We'll just file the recommendation based on what we've discussed today. I mean, because I don't foresee OPC filing any additional comments to the comments we've already provided to date, unless there was something that was going to be changed in the rules other than what we've discussed here and kind of generally come up with as a consensus. So I think that's kind of where we're anticipating or how we're anticipating continuing our participation in the process. So --

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MS. MILLER: Thank you. And that's correct. You could still speak at Agenda if there was a need to, if there was concern.

Do we have any other comments or questions? This workshop -- oops. Did I see something?

MS. CHRISTENSEN: No. My goal was to hopefully work it all out here so we won't have to be adding additional comments at Agenda.

**MS. MILLER:** Right. We would like to do that as well. Thank you for your participation, and this workshop is adjourned.

(Proceeding adjourned at 2:29 p.m.)

1	STATE OF FLORIDA )			
2	: CERTIFICATE OF REPORTER COUNTY OF LEON )			
3				
4	I, LINDA BOLES, RPR, CRR, Official Commission			
5	Reporter, do hereby certify that the foregoing proceeding was heard at the time and place herein stated.			
6				
7	IT IS FURTHER CERTIFIED that I stenographically reported the said proceedings; that the same has been transcribed under my direct supervision:			
8	same has been transcribed under my direct supervision; and that this transcript constitutes a true transcription of my notes of said proceedings.			
9	I FURTHER CERTIFY that I am not a relative,			
10	employee, attorney or counsel of any of the parties, nor am I a relative or employee of any of the parties'			
11	attorneys or counsel connected with the action, nor am I financially interested in the action.			
12	DATED THIS 7th day of March,			
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