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BEFORE THE
FLORIDA PUBLIC SERVICE COMMISSION

In the Matter of:

DOCKET NO. UNDOCKETED

IN RE: EXAMINE REGULATORY POLICIES
AND PRACTICES IN THE WATER AND WASTEWATER
INDUSTRIES IN FLORIDA.

PROCEEDINGS: COMMISSION WORKSHOP

COMMISSION STAFF

PARTICIPATING: DOUGLAS SUNSHINE
MARK CICCHETTI
BART FLETCHER

PROCEEDINGS: COMMISSION WORKSHOP

DATE: Thursday, April 13, 2023

TIME: Commenced: 9:30 a.m.
Concluded: 11:20 a.m.

PLACE: Betty Easley Conference Center
Room 148
4075 Esplanade Way
Tallahassee, Florida

REPORTED BY: DEBRA R. KRICK
Court Reporter

PREMIER REPORTING
112 W. 5TH AVENUE
TALLAHASSEE, FLORIDA
(850) 894-0828

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A P P E A R A N C E S

MARTY FRIEDMAN
Florida Community Water Systems, U.S.Water,
and Sunshine Water Services

SUSAN CLARK
AARON SILAS
Central States Water Systems

TROY RENDELL
U.S.Water Services Corporation

JARED DEASON
Sunshine Water Services

CHARLES REHWINKEL

PATRICIA CHRISTENSEN

MARSHALL WILLIS
Office of Public Counsel

PSC STAFF:

DOUGLAS SUNSHINE
MARK CICCHETTI
BART FLETCHER

1 P R O C E E D I N G S

2 MR. SUNSHINE: Good morning. Pursuant to
3 notice, this time and place has been set for a
4 staff rule development workshop to take input from
5 interested persons -- persons on updating and
6 clarifying Rule 25-30.0371, Florida Administrative
7 Code, Acquisition Adjustments.

8 I am Douglas Sunshine with the Office of
9 General Counsel. Also here on behalf of staff are
10 Mark Cicchetti and Bart Fletcher.

11 All materials for today's workshops --
12 workshop are posted on the Commission's website
13 under the rule development tab.

14 Before we begin, I would like to noted note
15 that we have elected to have a court reporter
16 present for this workshop, and the transcript will
17 be published once received. Additionally, the
18 video recording will be available for viewing on
19 the Commission website by clicking the Watch Live
20 and Archived PSC Events heading on the home page,
21 and then navigating to or entering a search query
22 for Undocketed WAW industries workshop on the
23 subsequent page.

24 You may contact the Commission or reach out to
25 me directly if you have any difficulty finding the

1 video recording of this workshop.

2 As there is a court reporter, please use a
3 microphone and introduce yourself before speaking
4 for the benefit of those listening to the workshop
5 on-line. Also, please be mindful not to talk over
6 anyone as it prevents a proper transcription from
7 being made.

8 At this point, does anyone have any
9 preliminary matters -- preliminary matters or
10 questions before we begin?

11 Okay. Seeing none. Mark, I will hand it off
12 to you.

13 MR. CICCHETTI: Good morning, everyone. We
14 certainly appreciate all of you being here this
15 morning to deal with this important issue,
16 particularly since you also had to deal with the
17 rain. You know, they say if it rains on your
18 wedding day, it's good luck. Hopefully raining on
19 the day of a acquisition adjustment workshop means
20 we are going to have a productive meeting and
21 produce a good product for the citizens of the
22 state of Florida.

23 We are going to have some very brief staff
24 introductory comments, and then what we are going
25 to do is go through, section by section, the

1 proposed rule. And today we will start from the
2 left and go to the right, and also ask if anyone
3 else would like to make some comments, and then go
4 to the next section.

5 MR. FRIEDMAN: Mark, this is Marty Friedman.
6 I have some general -- before we go through
7 line-by-line specific comments, I do have some just
8 general comments about the rule I would to make
9 that I don't -- I think should be made probably
10 before we go through the rule section by section --

11 MR. CICCHETTI: Okay, but --

12 MR. FRIEDMAN: -- when you think is
13 appropriate to do that?

14 MR. CICCHETTI: Yeah. Let us just finish up
15 these brief introductory comments and we will do --
16 let everyone have some introductory comments, and
17 then we will get to the section by section.

18 MR. FRIEDMAN: Thank you.

19 MR. CICCHETTI: Thank you, Marty.

20 The only one thing that I want to point out
21 before we get to something that's in this section
22 by section has to do with the cumulative present
23 value of revenue requirements analysis. I just
24 want to say that is just an example that we are
25 putting out there right now. Nobody is required to

1 use that, and I just wanted to put that out there
2 before we got to the introductory comments.

3 Bart would also like to say something before
4 we start.

5 MR. FLETCHER: Yes. Good morning.

6 Just a follow-up on some of the comments at
7 the last general workshop, I wanted to make a few
8 comments prior to going over this rule.

9 I am reminded something that Dr. Jamison
10 mentioned at the recent PURC, is, you know, that he
11 was asked to do an analysis, just do the analysis
12 and report the results. So I kind of -- looking at
13 some of the NAWC, slide 15 that was available
14 on-line, comparing the consolidation with
15 Pennsylvania versus, I wanted to look at their
16 results versus Florida.

17 If you remember on that slide, it gave the
18 number of utilities in 1983 being 333 utilities,
19 and in 2022, it went down to 55. So that was a 278
20 utility reduction, or 83-and-a-half percent.

21 So I started looking at Florida, looking at
22 the database that we had going back to '83, using
23 our master commission directory, and then also
24 looking at our current count of annual reports
25 required in 2022 based on our ROE database that we

1 have. So in '83, it was 634 utility that Florida
2 had jurisdiction over. It went down to 140 -- 14.
3 That's a 520 reduction in utilities, or 82 percent.

4 I will note that I am not sure how it's done
5 in Pennsylvania, whether they have the same
6 structure here where the counties are -- rescind or
7 give jurisdiction to the PSC there, but I will note
8 here, out of 67 counties, in '83 we had -- the
9 Commission had jurisdiction over 30 counties. In
10 2022, it went up to 38.

11 So just looking at some more information based
12 on my research of transfers that occurred after the
13 acquisition adjustment rule became effective
14 August 1st, 2002, to the present. There have been
15 84 transfers of an IOU to a governmental utility
16 authority; 85 transfers from an IOU to another IOU;
17 30 TMODs, or transfer majority organizational
18 control; two transfers from an exempt entity to an
19 IOU; and seven transfers from IOU to an exempt
20 entity.

21 Now, under the policy presently codified in 20
22 -- Rule 25-30.0371, acquisitions have continually
23 occurred. To illustrate the consolidation results
24 of jurisdictional water and wastewater utilities,
25 there were 201 annual reports required to be filed

1 in 2003, and 114 in 2022. Which represents a 48.28
2 percent reduction since the acquisition adjustment
3 rule became effective.

4 With that said, I would note that there are
5 factors other than transfers to governmental
6 utility authorities or exempt entities that affect
7 the number of water and wastewater annual reports
8 filed with the Commission, such as original
9 certificates and in the county giving and
10 rescinding jurisdiction over investor-owned water
11 and wastewater utilities.

12 And also there could be factors like just
13 consolidation that was experienced with Sunshine
14 Water's predecessor, Utilities Inc. of Florida. In
15 2016 when they had the rate case for rate
16 consolidation, there were 11 revenue requirements
17 for water, 14 for wastewater. That was a total of
18 25 revenue requirements. And after the rate
19 consolidation was approved, it went to two, one for
20 water and wastewater. And prior to that corporate
21 reorganization, collapsing about 11 or 12 affiliate
22 companies down to one company, Utilities Inc. of
23 Florida.

24 So those are my opening comments just to
25 reflect what results have been under the present

1 rule.

2 MR. CICCHETTI: Okay. Thank you, Bart.

3 Marty.

4 MR. FRIEDMAN: Thank you. Marty Friedman on
5 behalf of Sunshine Water Services.

6 Sunshine Water Services believes that the
7 acquisition adjustment rule should identify broadly
8 applicable considerations, but not be overly
9 prescriptive, quantitatively or cookie-cutter.
10 Every acquisition is unique and brings forth a
11 distinct set of facts and evidence. Therefore,
12 allowing each acquisition to be assessed on a
13 case-by-case basis according to a well-defined list
14 of considerations makes for sound policy and
15 affords the Commission sufficient description --
16 discretion in each situation.

17 Setting formulistic, quantitative or strictly
18 objective measures or timelines as the determining
19 criteria would unnecessarily restrict the relevant
20 practical considerations for an acquisition and,
21 thus, limit the Commission's ability to make a
22 reasonable determination based upon the evidence
23 applicable to its specific set of facts.

24 The company believes that its modifications --
25 and we have submitted to the staff our suggested

1 changes. If anybody needs a copy, I have got -- I
2 think I have distributed most of them, but I have
3 got other copies if somebody is interested in one.

4 We believe that our modifications to the
5 proposed rule allow for a broadly applicable method
6 for acquisition adjustment approval. Importantly,
7 to does so while maintaining focus on customer
8 benefit and appropriate prioritization of
9 non-viable systems.

10 The definition of the proposed rule for
11 non-viable utility largely mirrors to the
12 definition from Missouri. However, the Missouri
13 code uses a customer count threshold as an
14 overreaching factor foregoing embedding other
15 criteria. This means that the smaller utilities
16 that have current violations are deemed non-viable
17 regardless of their potential to provide safe and
18 adequate service in the future.

19 In addition to primary water quality
20 standards, the Commission should also consider
21 secondary water quality standards as required or
22 ordered by the Commission. Secondary water quality
23 standards have been a major issue in most rate
24 cases of recent, more so than primary, because the
25 standard of secondary most of the time is whether

1 the consumer adequately likes their water smell or
2 taste.

3 This proposed rule retains the current
4 considerations for the Commission in approving an
5 acquisition adjustment; however, they are tied, in
6 this case, only to non-viable utilities and not
7 appear to apply to viable utilities.

8 We see no reason that these considerations
9 should not be relevant for an analysis of any
10 acquisition whether the seller is viable or not.
11 Even if the system does not meet a standard or
12 criteria for a, quote, non-viable status, the
13 acquiring utility may be able to demonstrate that
14 it can provide benefits such as cost efficiencies,
15 capital access, compliance with regu-- reliability
16 improvements, the seller may be viable but
17 unwilling or unable to make certain improvements
18 that support long-term adequate service.

19 Sellers may also not have the resources or
20 administrative support to offer enhanced customer
21 services, such as prompt service orders, call
22 center responses, alternative payment options and
23 access to customer assistance programs. These
24 possibilities are generally accounted for in
25 acquisition approval standards as the enhanced

1 managerial operation or technical capabilities of
2 the acquirer, and should be considered by the
3 Commission in relevant to proposed transfers.

4 It's also not common for the Commission to set
5 separate criteria for non-viable and viable
6 systems. Instead, states normally apply relative
7 factors and include viability of the system just as
8 one consideration.

9 For example, Kentucky, Indiana, Texas, Oregon
10 and Iowa were states that set broad criteria, but
11 identify troubled, small, distressed or non-viable
12 status as an additional consideration for the
13 approval of an acquisition adjustment.

14 MR. CICCHETTI: Marty, it seems like you are
15 going through section by section rather than just
16 giving some brief introductory comments.

17 MR. FRIEDMAN: All right. Well, I can -- I
18 can -- we will deal with the rest of these as we go
19 through. Let me -- okay, I will wait and do the
20 rest of them as we go through them.

21 MR. CICCHETTI: Okay. Yeah. We are going to
22 do them section by section. I don't mean to cut
23 you off, I just thought you were going to just give
24 some brief introductory comments.

25 MR. FRIEDMAN: Well, that was. I was going to

1 briefly describe the sections, but I can do it in
2 detail when we go through it if you would like.

3 MR. CICCHETTI: Okay. Thank you.

4 Does anyone else have -- would like to make
5 brief introductory comments?

6 Susan.

7 MS. CLARK: I will introduce myself. I am
8 Susan Clark with the Radey Law Firm, and with me is
9 Aaron Silas, who is the Director of Regulatory
10 Operations for Central States Water Resources. We
11 are here to comment on the rule.

12 I would just say, in response to Marty's
13 comments, we have looked over what he has
14 suggested, and we find much to be in agreement
15 with. We would only say that we -- we do work in
16 Missouri, and we have seen, you know, the notion of
17 viable and non-viable categories --
18 catheterizations work, but, you know, we are open
19 to whatever makes sense, and we are happy to
20 participate in this rulemaking.

21 I would also like to take the opportunity to
22 thank the staff, particularly you, Mr. Sunshine.
23 You have been very helpful to us when we've had
24 inquiries. You have told us where to get things on
25 the website, and it's very much appreciated, so

1 thank you.

2 MR. CICCHETTI: Troy, before we start, we do
3 have copies of Sunshine's comments. They are on
4 the side table there by the front of the side
5 table, and also of the notice and the attachments
6 to the notice.

7 Troy.

8 MR. RENDELL: I will be brief. Tory Rendell
9 with U.S. Water Services.

10 First of all, I applaud the staff's efforts to
11 examine this rule in an attempt to make it better
12 and easier to -- to use. I always keep the phrase,
13 you know, keep it simple, you know, and not
14 overcomplicate things.

15 I too have read Sunshine Water's comments, and
16 I am in agreement with them, and I support their --
17 their comments. I think it makes it a little -- a
18 little less complicated. Also, I don't want to see
19 the Commission going to a hearing on what's viable
20 and not viable. I mean, that's just a tough issue
21 to go to hearing on.

22 So overall, I do support, you know, Sunshine's
23 efforts, and I appreciate the opportunity.

24 MR. DETERDING: Good morning. F. Marshall
25 Deterding here from the law firm of Sundstrom &

1 Mindlin. I just wanted to make a few comments on
2 one specific area, the Commission is considering
3 action on.

4 I was unable to attend the last meeting, and
5 I'm probably going to have to leave this one early,
6 but I have listened to the recording and reviewed
7 most of the documents that the other entities have
8 offered from the industry, and I agree with both of
9 those. So I just wanted to touch base on one
10 issue, and that is the subject of the negative
11 acquisition adjustments, which I don't think got a
12 great deal of discussion at the last meeting.

13 I noticed that the Sunshine proposal does
14 leave intact what the original version of that
15 subsection (5) is, and I am in agreement with that.

16 I agree with the comments of several of the
17 folks at the last meeting that systems being
18 acquired and under net book value often involve
19 systems with operational and financial stress
20 issues, but I disagree that those are the only such
21 acquisitions that occur under net book value.
22 There may be any number of circumstances that place
23 the owner of these systems in a situation where
24 they are willing to accept less than net book value
25 for those systems, and those circumstance can often

1 be nothing more than the inability of the owners to
2 obtain capital for some other need, and therefore,
3 a desire to dump a utility company that they own.

4 Secondly, the most likely to be impacted by
5 the current rule on negative acquisition adjustment
6 is whether -- whether troubled systems or not are
7 very small ones, mom and pops. The negative
8 acquisition adjustment recognized in rate setting
9 serves no purpose other than to penalize these
10 small systems, their cash strapped owners and
11 potential buyers, and to provide a windfall to the
12 ratepayers. The simple threat of such recognition
13 substantially reduces the likelihood that a small
14 system in need of capital improvement, or just in
15 need of more professional consolidated management
16 will find a willing buyer.

17 It also ensures that once recognized, the
18 imposition of a negative acquisition adjustment
19 will cause the utility system to be operated at
20 even thinner margins than the already razor thin
21 ones that small capitially intensive water and
22 wastewater systems operate at.

23 Then they will, for the rest of the life of
24 the utility assets, bear the burden of this
25 reduction and investment, which makes them less

1 attractive for acquisition and the consolidation
2 that the Commission has expressed an interest in
3 seeing, as well as teetering on the edge of
4 insolvency as a stand-alone system.

5 I have heard comments at the first workshop
6 about the importance of adherence to original cross
7 principles unless there are very good reasons for
8 departure from it, yet the same people who caution
9 you and champion the existing rule on negative
10 acquisition adjustments fail to note that it
11 clearly strays from the original cost principle,
12 with no sound basis for such a departure.

13 The Public Counsel has cautioned you that the
14 current rule was implemented after much negotiation
15 give and take. I submit to you that there was
16 little or no participation by the mom and pops who
17 are primarily affected by that rule in developing
18 it.

19 In any case, the fact that certain parties
20 were able to get this punitive rule in place
21 decades ago does not, in itself, present you with a
22 reason to keep this unprecedented counterproductive
23 rule. No other state has ever seen fit to enact
24 such a rule or policy.

25 If one goal of the Commission is to -- the

1 promotion of consolidation of systems, then I think
2 that no rule or policy that has done more to
3 discourage that result than the negative
4 acquisition adjustment and the threat of imposition
5 of that rule.

6 I urge the Commission staff to do away with
7 the current rule, and to replace it with something
8 that recog-- that says that recognition of a
9 negative acquisition adjustment in rate setting
10 will not occur going forward.

11 Thank you, and I appreciate everything staff
12 has done on this, and all the issues that you are
13 covering.

14 MR. CICCHETTI: Thank you, Marty.
15 Office of Public Counsel.

16 MS. CHRISTENSEN: Good morning, Mr. Cicchetti.
17 Patty Christensen with the Office of Public
18 Counsel. With me is Charles Rehwinkel, Deputy
19 Public Counsel, Marshall Willis, one of our
20 accountants, Danijela Janjic and Ali Wessling, also
21 attorneys with the Office of Public Counsel.

22 We have drafted our changes to the proposed
23 rule. We can hand those out. I think it might
24 facilitate going through section by section and
25 make it easier for all the parties. We can do that

1 now if you would like.

2 We have not had the opportunity to review
3 Sunshine's comments or the proposals from Marty.
4 We can try and take a look at those as we go
5 section by section and offer our comments as best
6 we can. They may need additional thought from our
7 office to really give a full feedback on them.

8 I am not sure how far we are off as parties as
9 to what we are trying to accomplish regarding the
10 positive acquisition adjustment and potential
11 changes to the rule for that.

12 I will say this: Regarding the negative
13 acquisition adjustment, as Mr. Deterding said,
14 there was very little comment on that, and we stand
15 by the previously adopted rule and would not
16 advocate for any changes to the rule. That was
17 negotiated, albeit a while ago, I am sure this
18 Commission staff has memories of, you know, the
19 types of litigation that occurred when negative
20 acquisition adjustments in the rule had not been
21 clearly defined. We don't want to have to go back
22 to additional those days, you know, and we think
23 that the rule works, and has worked for over 10
24 years without really -- and essentially took away
25 the litigious aspects related to negative

1 acquisition adjustments. And I am sure this
2 commission is well aware that the Commission, even
3 prior to the rule adoption, had a long history of
4 making adjustments for negative acquisition.

5 So our comments today are primarily focused on
6 trying to address the positive acquisition
7 adjustment; making it clear; making it, contrary to
8 what Marty said, making it objective, quantifiable,
9 so that there is not a whole lot of undue
10 subjectivity to make it clear to all the parties
11 from the rule what's expected when they come in and
12 request a positive acquisition adjustment, and make
13 it clear for all parties what the expectations will
14 be. And that's the spirit in which we made our
15 comments and we can address the specifics as we go
16 through each section of the rule.

17 MR. CICCHETTI: Thank you, Patty.

18 I think this is a good time to mention that
19 what staff has in mind is we are going to take into
20 consideration everything that we hear at this
21 workshop, and the postworkshop comments, and we
22 anticipate another meeting, another workshop where
23 a new rule that reflects all that we have been
24 learning at some future date, so please be on the
25 lookout for that.

1 Now, is there anyone that's not at the front
2 table that would like to make introductory
3 comments?

4 Seeing none, we can start going through
5 section by section. And what I intend to do is,
6 each section, give you some idea of what staff was
7 thinking when they came up with this proposed rule,
8 and then we will go one by one and hear all the
9 parties' comments.

10 One other thing before we get to that. If
11 there is anything that's missing out of this
12 proposed rule, please do not hesitate to let us
13 know, or provide it in your post-hearing comments.

14 Okay. Section 1 has to do with the
15 definitions. And we thought it was important to
16 add some definitions, particularly if we were going
17 to get away from the criteria of extraordinary
18 circumstances.

19 And what we've proposed is with regard to what
20 a positive acquisition adjustment is, and what a
21 negative acquisition adjustment is, pretty much the
22 standard of what's already existing. And then we
23 wanted to introduce the concepts of viable and
24 non-viable.

25 And we did see in the comments and in what was

1 presented at the last workshop, that other states
2 have followed this procedure. And we thought it
3 was very useful, because we think, to a great
4 extent, with certain other changes that were made,
5 that non-viable is pretty much what is currently on
6 the books.

7 Most of the time, extraordinary circumstances
8 meant a troubled system, and so we wanted to define
9 a troubled system, or a non-viable system, so that
10 there wouldn't be any confusion about the
11 difference between a viable and a non-viable
12 system. And I do want to say that we thought some
13 of the contributions that Sunshine contributed in
14 coming up with a definition were very good, and we
15 will take those into consideration.

16 But we were looking specifically at
17 Connecticut, and what we've added for a non-viable
18 utility, that it's in violation of statutory or
19 regulatory primary water quality standards that
20 affect the quality of service provided. And as you
21 -- you can see all these. I don't think I need to
22 read them to you, but I would like to hear folks'
23 comments with regard to the definition of the
24 non-viable system.

25 MR. FRIEDMAN: Yeah, this is Marty Friedman.

1 As you can tell by our analysis, the
2 definition of non-viable is something we need to
3 work on, but it -- it's -- we don't think there is
4 a differentiation when it comes to an acquisition
5 adjustment, but having a good definition of
6 non-viable is important.

7 On that section you were talking about, I am
8 curious as to why you limit it to primary water
9 quality standards and not include secondary water
10 quality standards, since the Commissioners are --
11 certainly stress secondary water quality in every
12 -- in every situation, and then the rule requires
13 that you -- that you do that. So secondary is very
14 important in Florida, and it's -- to ignore that, I
15 think is not appropriate.

16 MR. CICCHETTI: Well, that's a good point.
17 And after we hear from everyone else, we can see if
18 we need to consider secondary water quality
19 standards with regard to a system being non-viable.

20 MR. FRIEDMAN: Thank you.

21 MR. DEASON: Yeah, I just have a few comments.

22 I just want to, you know, echo Marty's
23 comments about the secondary water quality
24 standards. That kind of hits home with me with my
25 company.

1 Just as an example, in Lake County, we have a
2 system in Pembroke, and they've had secondary water
3 quality issues with iron for a long time. And
4 that's something that we are going to address, and
5 we are going to -- I think we finally were able to
6 investigate the issue and come up with a --
7 something that is going to require a lot of capital
8 improvement. We think it's something that's going
9 to resolve the issue. And it's only going to serve
10 about 1,200 customers. That's it. And we have
11 over 70,000 in the state. And -- but the capital,
12 not counting the increased O&M, just the capital
13 improvements are \$9 million for just a secondary
14 water quality issue.

15 So on a stand-alone basis, a 1,200-customer
16 system would not be able to spend the cap -- or
17 typically have not going to have the capital to
18 spend just to address a secondary water quality
19 issues. But since I'm consolidated, we are a
20 larger utility, we can spread that over a much,
21 much larger customer base to make it something that
22 can be done, versus something that cannot be done.

23 So I would just, you know, encourage you to
24 consider secondary water quality issues, because
25 just looking at Pembroke, my ROE is lower than it

1 should be because of that secondary water quality
2 issue. And that's something that the Commission
3 takes seriously, and I think it definitely should
4 be included.

5 Also, another thing you want to look at is a
6 situation of systems that either zero or negative
7 rate base. In my experience, when I investigate
8 those as for potential acquisitions, the only way
9 you can get to that little of a rate base is if you
10 have completely neglected any capital improvements
11 over the life of your utility. So every one I have
12 seen, they are in dire need of capital
13 improvements. They need to be made. It is past
14 due in that sense.

15 So I think you definitely need to include
16 those situations, and include those in the
17 definition as well.

18 MR. CICCHETTI: There are a number of cases
19 we've had regarding the secondary water quality
20 standards, the utility was directed to get with the
21 customers to explain what it might cost to correct
22 that secondary water quality standard's problem,
23 and in a number of instances, the customers decided
24 that they didn't want to have to bear that cost.

25 You talk about a \$9 million investment in

1 order to improve a secondary problem. Do you think
2 that should be incorporated into the rule as a
3 definition of non-viable, or is it just something
4 that the Commission should take into consideration?

5 MR. DEASON: I think it's something they
6 should take into consideration. Absolutely. I
7 would like to see it in the definition, because
8 even in spite of us doing what the Commission
9 ordered us to do, talk with the customers, saying,
10 here's an option, here's what it would cost, and
11 the customers decided not to, in spite of that, the
12 Commission still decided to lower our ROE in those
13 instances.

14 So basically we are put in a position where we
15 -- we are basically being told indirectly, you need
16 to address this issue. It has to be done, or else
17 you are still going to continue to be punished in
18 the future. And that's what we intend to do.

19 So if they are going to take it that
20 seriously, I think it needs to be included in the
21 definition.

22 MR. FRIEDMAN: And to reiterate that, since
23 that was one of the systems in Pembroke, that -- if
24 that were a stand-alone utility, even though it met
25 all primary standards, you had customers that were

1 -- that were very dissatisfied with the water. And
2 as was pointed out, we got a ding on the ROE
3 because of that.

4 That system, if it were a stand-alone, it
5 would not be able to afford to do the improvements
6 to bring that system to be where the customers will
7 be happy with it. That system would be non-viable
8 if it were a stand-alone system. And that's the
9 kind of system that you want to look at and say,
10 well, you know, it's well run, you know, it's well
11 managed, but it needs an infusion of capital that
12 doesn't justify spending and so you have either got
13 a bunch of -- and that's the one we did where we
14 actually had a customer meeting with the HOA and we
15 explained what if cost, and they just didn't want
16 to go -- they didn't want us to go forward with it.

17 But you have got to include secondary here as
18 a -- as a factor in determining whether a utility
19 is non-viable or not, because you have stressed --
20 the Commission stresses secondary standards so much
21 that you just can't ignore it.

22 MR. CICCHETTI: Susan.

23 MS. CLARK: Excuse me, I was going to address
24 your draft, and then maybe if we turn to Marty's,
25 we can address those as well.

1 One thing I noticed was you do not have a
2 definition of viable. Was that intentional? Was
3 it -- you know, if -- you are either -- if you are
4 not non-viable, you are viable.

5 MR. CICCHETTI: Yeah. That's correct.

6 MS. CLARK: In section D, and this appears
7 twice, you have the phrase "in violation of", and
8 my question is do you require an actual citation
9 from the regular -- regulating entity, or would it
10 include the instances where the utility is in
11 violation of the standard but there has been no
12 citation issued?

13 And we ask that question because it's not
14 unusual for an acquiring utility to find, when they
15 inspect the plant, that the utility being acquired
16 is operating in violation of requirements but just
17 hasn't been cited yet.

18 The other thing we had a question about was
19 you have those criteria, the first three criteria
20 (d)(1), (2) and (3), and we were wondering what is
21 -- what is sort of -- why do you have one and two
22 when three is sort of a catchall?

23 MR. CICCHETTI: That's a good point, and we've
24 thought about that, and perhaps we can just go to
25 three as the catchall.

1 MS. CLARK: Okay. But some of this may be
2 cured by what Sunshine has suggested, but you have
3 answered that question for us.

4 What information or evidence would you require
5 to show that the utility is not reasonably expected
6 to furnish and maintain safe and adequate services
7 and facilities in the future?

8 MR. CICCHETTI: Bart.

9 MR. FLETCHER: Just off the first impression
10 is, is if there is duration of noncompliance that's
11 cited in the earlier subsections, that would come
12 to mind. And if you see communication from the
13 utility and maybe DEP or the Health Department,
14 where there is lack of communication continual,
15 stuff of that nature comes to my mind.

16 MR. CICCHETTI: I think it would be on a
17 case-by-case basis, and the Commission would have
18 to determine whether or not it was considered
19 non-viable. That would be part of the process.

20 MS. CLARK: But then the question is what
21 evidence are you looking for?

22 Mark, I am not trying to put you on the spot.
23 I am just suggesting that maybe we want to look at
24 fleshing that out a little bit.

25 MR. FLETCHER: Okay. I think we can -- like

1 going through this process, we will take the
2 comments under advisement as far as further
3 refinements of the rule.

4 MS. CLARK: Okay. And that's an area we could
5 address.

6 I think my next question is on subsection (2),
7 so we will wait on that.

8 MR. CICCHETTI: Troy.

9 MR. RENDELL: I echo the comments of Sunshine.
10 I, too, have had utilities that got dinged on ROE
11 because of secondary standards, in spite of the
12 fact the utility invested millions of dollars to
13 address through either forced restoration or iron
14 filter removal. And secondary standards are -- can
15 be a tricky issue in rate cases, where the utility
16 is doing the right thing but, you know, customers
17 still aren't happy. So I do echo the -- Sunshine's
18 comments on the secondary.

19 And I do support many of the proposed changes
20 they have here that actually adds and enhances,
21 such as, you know, inability to make the repairs,
22 or historical inability to put investment into the
23 utility, which would lead to a negative rate base
24 potentially, so I just -- that's it.

25 MR. CICCHETTI: Thank you, Troy.

1 Public Counsel.

2 MS. CHRISTENSEN: Hi, this is Patty
3 Christensen with the Office of Public Counsel.

4 We provided our comments. As you can see in
5 section (1)(b), we had additional language that we
6 added for the definition of positive acquisition
7 adjustment, adding the language "full or partial
8 amount of the purchase price that is greater".

9 That was to be consistent with some of the
10 other changes that we are proposing throughout the
11 rule to bring in the idea that a positive
12 acquisition adjustment may either be granted in
13 full or part, or requested in full or part into the
14 definitions section.

15 We also had some concerns, I think that were
16 echoed by Ms. Clark, regarding what type of
17 evidence needed to be provided. We put in some
18 language that I think gives a descriptive of the
19 type of evidence that we think would need to be
20 provided.

21 We haven't looked at the factors that some of
22 the other utilities have provided in the comments,
23 but we will as we go through and think about those
24 and possibly provide response comments on our
25 opinion on those.

1 And we will certainly consider whether or not
2 secondary water quality standards should be
3 included when evaluating whether or not a system is
4 non-viable. We will take that into consideration
5 as well as some of the other factors that have been
6 addressed, and we can provide our comments then.

7 I mean, we -- we do recognize that there have
8 been some valid concerns laid out by the companies
9 that if they are going to be -- have their ROEs
10 adjusted for secondary water quality, that maybe
11 that would be an appropriate factor. So we will
12 consider that and we will provide our thoughts on
13 that in the reply comments.

14 Thank you.

15 MR. CICHETTI: Thank you, Patty. And looking
16 at what you have proposed here, I think it could be
17 very helpful. And for those on Granicus, I will
18 just read it.

19 It states: Based on the purchaser's,
20 purchaser's submission of competent, substantial
21 evidence that constitute -- that constitutes a
22 demonstrable, verifiable and quantifiable showing
23 that the utility is not reasonably expected to
24 furnish and maintain safe and adequate service
25 facilities over the next five years.

1 MS. CHRISTENSEN: We had some additional
2 tweaks to that language. After "showing", we were
3 going to take out "that the utility is". And after
4 the word "five years", I think -- I think that was
5 -- we struck through your language "in the future".

6 So the sentence would read: Based on the
7 purchaser's submission of competent, substantial
8 evidence that constitutes a demonstrable,
9 verifiable and quantifiable showing, not reasonably
10 expected to furnish and maintain safe and adequate
11 service and facilities over the next five years.

12 MR. CICCHETTI: Thank you. And with regard to
13 -- oh, Susan.

14 MS. CLARK: I just would make it clear that I
15 think that goes to the quality of the evidence, not
16 the factors you would consider. So I kind of think
17 it's out of place, and I would further comment that
18 it implies the Commission doesn't do this in every
19 instance. That, you know, the standard for you all
20 in an administrative hearing is competent,
21 substantial evidence.

22 MR. CICCHETTI: Okay. And just to get to the
23 point of viable versus non-viable, we wanted to
24 make clear that with a non-viable system, there is
25 going to be a lot of qualitative evidence that the

1 Commission needs to take into consideration. There
2 might be some demonstrable quantitative, if the
3 utility is insolvent or unable to pay its debts, et
4 cetera.

5 With a viable system, we think it's important,
6 given the nature of what we are dealing with, the
7 cost of the investment devoted to the public
8 service, that there be a quantifiable benefit for a
9 viable system, so that we don't have the type of
10 things that we are concerned about happening if
11 rate base is being set at greater than net book
12 value.

13 For example, if the market value statute
14 actually gets implemented, at this point, it says
15 that the Commission will determine whether or not
16 that's in the public interest. And how would you
17 determine that if you are not going to look at
18 something along the lines of here's what we expect
19 rates to be if this system is not acquired, and
20 here's what we expect rates to be if the system is
21 going to be acquired.

22 We think there needs be a quantification of
23 that benefit to the best of -- of our ability to
24 provide those estimates, so that we don't get into
25 a situation where the customers are going to pay

1 substantially more simply because a system was
2 purchased and the name was changed.

3 And so that was our idea between delineating
4 between non-viable and viable, and what would be
5 required to show if a viable system is being
6 purchased.

7 And with that, I think we can go to -- unless
8 somebody wants to make some comments.

9 MR. FRIEDMAN: Mark, I was just goes to go say
10 if you are creating that bright line between viable
11 and non-viable makes it extremely important that we
12 get the definition of non-viable correct.

13 MR. CICCHETTI: Agreed.

14 MR. REHWINKEL: Mark.

15 MR. CICCHETTI: Yes.

16 MR. REHWINKEL: I just want to just make a
17 general comment from the Public Counsel's office.

18 What we put forward to you with our
19 suggestions are suggestions. The spirit that we
20 have approached this is to try to come and work
21 constructively to find a solution that meets the
22 reasonable concerns that the industry has raised,
23 and that the Commission has enveloped in this
24 process. So I think today, what we are not going
25 to do is to get into a kind of a counter response

1 to each thing that's brought up.

2 We are putting this out here for you to
3 consider. There is some good language that
4 Sunshine has put out here for you to consider. We
5 would expect that you are going to consider all
6 this, and maybe take some of this, and take some of
7 that, and take some of what you think and put
8 another product out.

9 So we look forward to that. And I think it
10 would be -- we think this is a very constructive
11 process that you are doing, and we look forward to
12 making it work.

13 MR. CICCHETTI: Thank you, Charles.

14 All right. On to section 2.

15 MR. HETRICK: Mark, I had one question.

16 I just wanted to get a reaction on OPC's, the
17 non-viable utility, number three, over the next
18 five years versus in the future. I mean, I -- I
19 don't know what in the future means. I know that's
20 our language, but what do you think about five
21 years, any of the parties?

22 MR. FRIEDMAN: I -- this is Marty Friedman.

23 I mean, five years is, I think, an arbitrary
24 number and doesn't provide the flexibility for a
25 particular circumstance that it may be because of

1 certain issues, supply chain issues, lots of issues
2 to be able to make -- improve on the quality of
3 service. So I don't think there should be a
4 definitive five-year cutoff, if it's five years and
5 one month, too bad, you are out.

6 So I think there needs to be the flexibility
7 to let the utility show you why that time period
8 that they are picking makes sense and benefits the
9 customers.

10 MS. CLARK: We would agree with Marty's
11 comments.

12 MR. CICCHETTI: And, Keith, from the staff's
13 perspective, the reason we threw in five years in
14 in instances where we did was it's our belief that
15 if you can't show that purchasing the system, and
16 you are going to show benefits to the customers, if
17 that can't be done in five years, I really question
18 whether it can be done at all.

19 And also, given the severe consequences of
20 setting rate base above net book value without a
21 justification, you start running into
22 intergenerational problems. Do we want people
23 paying a much higher rate today so that someone 30
24 years from now is going to get the benefit and we
25 are going to show in this analysis that over a

1 30-year period it will work out?

2 So that -- that was our thinking in limiting
3 our analysis to a five-year period. It doesn't
4 necessarily have to be etched in stone. We could
5 draft it so that the Commission has -- has, you
6 know, discretion if they want to go a little
7 longer, or a little shorter, whatever, but that was
8 our idea between a five-year, rather than come to
9 the Commission and say, we can make this work for
10 the customers. This is going to be to the
11 customers benefit for us to acquire the system. If
12 you can't show that it's going to benefit the
13 customers within five years, then you are --

14 MR. FRIEDMAN: Well, maybe put in a section,
15 Mark, that says, you know -- which I have seen in
16 some other -- some other rules -- that says five
17 years, or such longer period of time as the utility
18 can show.

19 I mean, if these things would have happened
20 when -- during COVID, and supply chain -- and
21 utilities are still having supply chain issues,
22 particularly like meters. You know, that's beyond
23 their control, and it may -- things may take longer
24 to show improvement over time. And who knows
25 what's going to happen in the next year and the

1 year after. Maybe things will be back like they
2 were during the COVID situation.

3 So I think you need to -- if you are going to
4 put five years, I think you need to provide
5 flexibility if the utility can show that it's a
6 longer period of time.

7 MR. FLETCHER: That -- that's a good comment.
8 And like I say, we will take all of this
9 information in. As you well know, the 25-30.433
10 provision that has that for nonrecurring expense,
11 five years unless a longer or shorter period is
12 required, we can take that under advisement for
13 this subsection as well.

14 And like Mark mentioned earlier, some of the
15 other comments, is sometimes you have a unique
16 situation where you have to look at things on a
17 case-by-case basis where you need that flexibility.

18 MR. FRIEDMAN: Right.

19 MR. REHWINKEL: Yeah, you are not going to
20 hear me say his often. I agree with Marty. In
21 response to Keith's question, I think that concept
22 has a place in here.

23 MR. CICCHETTI: Well, how about within five
24 years, or whatever period -- or whatever period at
25 the Commission's discretion, whatever period of

1 time the Commission would say is appropriate?

2 MR. REHWINKEL: I would say -- I was going to
3 suggest unless a different period is demonstrated
4 by the purchaser, something like that. I think the
5 burden is on them.

6 MS. CHRISTENSEN: And -- and it needs to be
7 somewhat specific, because otherwise would you run
8 into JAPC problems.

9 MR. CICCHETTI: All right. We will work with
10 that.

11 All right. Section 2 is where we say: For a
12 non-viable system, a partial -- a full or partial
13 positive acquisition adjustment will be allowed for
14 non-viable system if it is demonstrated that
15 customers will benefit if a full or partial
16 positive acquisition is allowed.

17 In determining whether customers benefit, the
18 Commission will consider evidence provided to the
19 Commission, and then the rest is as -- as it
20 currently exists.

21 So as I mentioned earlier, to a great extent,
22 this is for non-viable systems what the Commission
23 currently has on the books. Although, we did
24 adjust some other parts of the rule. For example,
25 the negative acquisition adjustments, et cetera,

1 that changes the rule. But in terms of positive
2 acquisition adjustment, this is what we have for
3 non-viable system.

4 Marty.

5 MR. FRIEDMAN: And this was my problem with --
6 with the original. I mean, these are all the right
7 things to consider. It's just historically, it's
8 impossible for a utility to meet any of these, as
9 you can tell, because they haven't had a positive
10 acquisition adjustment granted in 30 years.

11 So obviously, the standard that the Commission
12 is looking at to say, yes, we are going to meet
13 these criteria, is so high that it's impossible.
14 And so I don't know if it's necessarily, boy, you
15 got the right words there, but having somebody look
16 at it with the flexibility to realize that we've
17 got -- you know, there are situations that meet
18 these standards.

19 And obviously, they don't, because they've
20 never granted one. So it's a -- I don't know that
21 that does anything for the positive acquisition
22 adjustment even for a non-viable utility.

23 MR. CICCHETTI: Well, what about this, I would
24 agree with you for a viable system, but for a
25 non-viable system, there is not a lot of people

1 running around paying much over book value for
2 them. Most of the non-viable systems are just we
3 need to get into a -- the hands of a good operator.

4 MR. FRIEDMAN: So no -- no -- no sale that has
5 taken place in the last 25 years has been of a
6 non-viable utility?

7 MR. CICCHETTI: Well, I don't know. I am not
8 sure I can recall a non-viable utility where it was
9 purchased at above book value, is there?

10 MR. FLETCHER: We will have to take it under
11 advisement at this point. I can't recall. And,
12 you know, I am not prepared at this meeting to come
13 up with every scenario past, so we will take your
14 comments under advisement.

15 MR. FRIEDMAN: Yeah, but that's my point, as I
16 mentioned at the outset, is that these need -- they
17 need to provide flexibility and not some, you know,
18 cookie-cutter, it's here it is. It's a, you know,
19 put in the numbers and it spews out the result.
20 You have got to have the flexibility to be able to
21 show this unique transaction and why we are going
22 to do things, you know, better, faster, cheaper.

23 And that doesn't necessarily mean non-viable.
24 I mean, I am sure a lot of the utilities that
25 Central States purchased, you know, they -- they

1 apparently weren't able to meet that prior
2 standard, but you are going to get a lot more
3 professional running of these systems. You are
4 going to have -- you are probably going to have
5 better customer service. You are going to have
6 payment options. You are going to have on-line
7 payment options, you know, there are a lot of
8 things that companies like that, and like Sunshine
9 Utilities can provide, that aren't being provided
10 by a company even though it is, quote, viable. And
11 I think you need to consider -- to be able to
12 provide the flexibility to be able to consider
13 those types of issues.

14 MR. CICCHETTI: And my understanding is
15 Central States all -- they purchased all viable
16 systems, what we considered viable systems. But I
17 thought a major part of having this workshop was
18 for an instance where we could -- it could be shown
19 that having -- allowing an acquisition adjustment
20 could still be in everyone's best interest based on
21 the circumstances. And with the extraordinary
22 circumstances criteria, that kind of excluded the
23 situation where one viable utility can buy another
24 viable utility, increase the economies of scale,
25 increase efficiencies, and so forth. And the

1 current rule doesn't really allow for that. And we
2 were trying to expand the rule, as well as make
3 some other changes to the rule to allow for that.

4 And I think that's getting to the point that
5 you are making, there hasn't been a positive
6 acquisition adjustment allowed in 35 years. And
7 that's what we are trying to -- to address here by
8 going with the availability for a viable system.

9 MR. FRIEDMAN: And I hope that it -- in the
10 application of the rules, I hope that comes to
11 fruition, because I am not so sure that just by
12 eliminating the word "extraordinary circumstances"
13 that really does anything. Because the old rule
14 says "extraordinary circumstances" and then it
15 defined what extraordinary circumstances were, and
16 they were the exactly the same things you have
17 here.

18 So all you have done is said, we have got the
19 same criteria, we are just not going to call them
20 extraordinary circumstances. Now, if that's going
21 to give for a more flexible application of the
22 rule, I am all for it.

23 MR. CICCHETTI: Susan.

24 MS. CLARK: Excuse me, Susan Clark.

25 A couple of maybe questions, and then

1 comments. I am looking at the introductory
2 paragraph in section 2. I am just wondering if
3 line 23, should it read: A full or positive --
4 full or partial positive acquisition adjustment
5 will be allowed. Should you have for the
6 acquisition of a non-viable system? Because that
7 may be implicit, but I think that's what you are
8 talking about.

9 MR. CICCHETTI: Yes.

10 MS. CLARK: And the other thing is, it goes on
11 to say: If it is demonstrated that customers will
12 benefit if a full or partial positive acquisition.
13 I think what you are looking at is if the customers
14 will benefit from the acquisition. It's not -- I
15 mean, I think you could argue in no case would they
16 benefit if it's -- it's tied to the acquisition,
17 not the adjustment.

18 MR. CICCHETTI: Thank you.

19 MS. CLARK: The other thing is -- let me see
20 if I have it right -- is it intended that each one
21 of the -- we -- we counted five criteria. Is it
22 intended that all of the criteria have to be met?
23 Because you have at the end: And whether the
24 purchase price was made in an arm's-length
25 transaction.

1 We were thinking that the first ones were
2 alternatives. If you could show this, perhaps
3 that's the only thing you should show -- could
4 show, would you get an acquisition adjustment for
5 that?

6 MR. CICCHETTI: I think so, because it says:
7 Will consider -- the Commission will consider.

8 MS. BRUCE: Yeah, I think it's just a matter
9 of reworking it. And it would be my understanding
10 that, number one, it has to be part of an
11 arm's-length transaction. Then if you can meet
12 these other things, one of the other things, you
13 can get -- but, you know, the starting point is
14 arm's-length.

15 MR. CICCHETTI: Because you brought up the
16 term arm's-length, one of the -- and we didn't go
17 to -- we didn't make any changes here. But one of
18 the things that we discussed was we are concerned
19 that it's really not an arm's-length transaction.
20 Because you always think of an arms length
21 transaction -- I know what the definition in the
22 dictionary is, but you always think of it as one
23 side trying to get the highest price and the other
24 side trying to get the lowest price.

25 But if you are in the situation where -- and I

1 am just playing devil's advocate -- of, you know, a
2 utility wanting to make an investment to increase
3 rate base because they like the safety of that kind
4 of investment, are you in a situation where both
5 parties are really trying to get the highest price?
6 And I know, like in the market statute rule, it
7 talks about -- what's the word I am looking for --
8 you have to get a appraisal, but we didn't get into
9 any detail about that.

10 But what are your thoughts about the term
11 arm's-length transaction? Do we really have in --
12 in the instances that we are concerned about, about
13 one party trying to get the highest price and the
14 other party trying to get the lowest price, is
15 there any concern about that?

16 MS. CLARK: Well, I guess that's what you have
17 in any negotiation, buyers and seller. I don't --
18 the point being that you have different entities
19 with different interests.

20 MR. SAYLER: Yeah, this is Aaron Silas,
21 Central States. I want to add to that as well.

22 I mean, our business practice is to always
23 start at \$1, right? I mean, if -- if a positive
24 acquisition adjustment is at risk, I don't think
25 you necessarily have two parties trying to get a

1 higher price, right? If -- if there is risk
2 involved, I would say that you have one side of the
3 party that's always looking for the lowest -- the
4 lowest possible price.

5 So just kind of from that perspective, I would
6 say it is arm's-length, but -- but I agree, putting
7 maybe some definitions around that could -- could
8 be helpful.

9 MR. CICCHETTI: Thank you.

10 All right. Troy, do you have some -- anything
11 on section 2?

12 MR. RENDELL: Just briefly.

13 You have in there anticipated rate reduction,
14 but if you think about how did it get non-viable.
15 It wasn't making investments. It's in trouble with
16 the regulatory agency. It has insufficient cash.
17 It's almost insolvent. In that case, if someone
18 does purchase it and have to make investment, or
19 have, you know, hire someone else, then you are
20 going to have a rate increase, but I do recognize
21 you have or rate stability over the long-term, so
22 that might take care of it.

23 But if it truly was insolvent, and a viable
24 utility buys it and makes the necessary investment,
25 you know, it just makes sense that they are going

1 to have to increase rates because, in the past,
2 they didn't have sufficient revenues to cover the
3 costs in the first place.

4 MR. CICCHETTI: Thank you.

5 MS. CHRISTENSEN: Patty Christensen, OPC.

6 Our changes, we've -- we've made some
7 substantial suggestions. One was the addition of
8 the cumulative present value of revenue
9 requirements type of analysis under this rule, and
10 Mr. Willis can explain, I think in a little bit
11 better detail, why our thoughts were to include
12 that in this section of the rule.

13 And then just regarding the section below
14 that, which is the factors that the Commission
15 would consider. Again, our -- our interest is in
16 providing demonstrable, verifiable, quantifiable
17 showing of these factors, and that's -- that's kind
18 of the thrust of our concerns.

19 We do take into consideration Ms. Clark's
20 comment regarding whether this should be an and,
21 all of these five factors, or an or. If -- if the
22 Commission were to consider something less than
23 five of those, I think there may be some room for
24 adding a majority of these factors, or something,
25 will consider the majority of these factors and

1 whether to grant it. Because, you know, I think if
2 it's just one of the factors, it may be we would
3 have a question whether that would be sufficient to
4 grant a positive acquisition adjustment.

5 I think Mr. Rendell's comment that, likely,
6 with a distressed system, you are going to have to
7 invest money, which is going to inevitably lead to
8 some sort of rate increase, is -- is something that
9 needs to be of concern when you are already adding
10 a positive acquisition adjustment on top of the
11 rate base.

12 And I -- when you look at our factors, we did
13 add -- you had rate reduction. We added, or at
14 least five years of rate stability with that kind
15 of concept in mind. That, you know, rate stability
16 -- not that the rates wouldn't necessarily
17 increase, but there wouldn't -- there wouldn't be
18 rate shock to address these issues, I think was the
19 concept we had in the idea of rate stability.

20 I don't know if that's something that needs to
21 be more defined, or if that's something that we
22 could just leave with rate stability, but that was
23 kind of the thought process in there.

24 And I am going to leave this to Mr. Willis to
25 discuss the CPVRR.

1 MR. WILLIS: Let me just explain a little bit
2 why we think it's a the more important that the
3 CPVRR analysis in the first part instead of second
4 part for non-viable, and that's because the
5 Commission is going to need to know exactly what
6 this transaction is going to cost. And that's
7 where the CPVRR analysis would come in. I mean,
8 that would include the positive acquisition
9 adjustment.

10 If you have got a company coming in to
11 purchase a non-viable system, I think it would be
12 imperative for all parties to know exactly what
13 this is going to cost customers for the Commission
14 to make that decision. And that's what that
15 analysis would actually provide.

16 And I think the one thing you might want to
17 consider in the language we provided, we just moved
18 your language up, but you would have to take out
19 the word "positive" in front of that, because you
20 are not going to have a positive CPVRR analysis.
21 What you are going to have is a CPVRR analysis
22 that's actually going to list out for the next five
23 years basically what it's going to take to bring
24 this system into compliance with the positive
25 acquisition adjustment. And with that in hand, the

1 Commission would be able to make a much more
2 objective decision in the very front end on whether
3 this is the appropriate thing that needs to be done
4 for this system.

5 And that's why we thought it was more
6 imperative that you move it to this section instead
7 of having it for a viable system.

8 MR. CICCHETTI: Okay. And I think when we
9 were talking about a positive CPVRR, we just meant
10 good, not necessarily, you know, we think --

11 MR. WILLIS: There is a lot of --

12 MR. CICCHETTI: -- savings are going to be
13 negative --

14 MR. WILLIS: -- around positive --

15 MR. CICCHETTI: -- yeah. Good point. We need
16 to clarify that so it's not -- not confusing.

17 All right. I guess we can move to the next
18 section.

19 MR. HETRICK: Before we do, I haven't heard
20 any kind of reaction to OPC's proposal from the
21 other side. I know you are seeing it, but just
22 that general notion for these non-viable systems,
23 what -- what's your reaction's to OPC's approach?

24 MR. DEASON: I just had a question as far as
25 the CPVRR, as far as the different scenarios you

1 are going to look at.

2 So my assumption is you are going to look at
3 it from the scenario as that the transaction
4 doesn't happen. The company is just going to keep
5 on keeping on. They are still going to be
6 noncompliant. They are not going to invest the
7 capital, and what would the rates be in the future?

8 Another scenario is if -- what would it be if
9 it was acquired and there is a positive acquisition
10 adjustment, what would the rates be?

11 But what would be -- a third scenario, would
12 you look at as if what if the viable wanted to
13 become viable, and then go and spend who knows how
14 much capital and how much rate shock it's going to
15 be under that scenario, and then compare that
16 scenario with a positive acquisition adjustment and
17 see if the customers are going to benefit, because
18 I don't know if it's really laid out to look at it
19 from that standpoint the way it's written right
20 now.

21 MR. CICHETTI: Got you. Your third
22 alternative is what we are shooting for.

23 MR. DEASON: Okay.

24 MR. CICHETTI: Anyone else?

25 MR. SILAS: Yeah. This is Aaron Silas,

1 Central States Water Resources again.

2 I think that I heard it mentioned at kind of
3 the beginning of this workshop, which is for the
4 non-viable utilities in particular, there is a lot
5 of qualitative data that goes along with that,
6 right? And I think that kind of what Susan
7 mentioned the earlier, which is we've seen this
8 non-viable versus viable work in a lot of other
9 states, is that -- that qualitative data? And I
10 think that putting this CPVRR portion in with the
11 non-viable status forces that quantifiable data
12 rather than kind of relying on the qualitative.

13 So we've seen the qualitative work very well
14 in a lot of the states that we operate in,
15 Missouri, Arizona, et cetera, so that's kind of my
16 -- my thought there about putting it in this
17 section, as OPC has kind of requested.

18 MR. CICCHETTI: Thank you, Aaron.

19 MR. HETRICK: And I apologize, I have to ask
20 the question.

21 If -- the way I understood Marty's proposal is
22 that it -- it attempts to collapse non-viable,
23 viable, we are not really making that distinction,
24 and then you have another qualification built into
25 yours.

1 If -- if -- would that still be appropriate if
2 there was some reason to have? And how would we
3 integrate a CPVRR analysis if it was appropriate in
4 viable systems if we were to collapse your
5 approach, Marty, to use your approach? I am trying
6 to wrap my head around how that would work.
7 Because there seems to be some value in the CPVRR,
8 at least maybe agreement, I am not sure, but for
9 viable systems.

10 MR. FRIEDMAN: You know, maybe if it's
11 something, we don't think so. I mean, I don't -- I
12 don't like anything that's just you plug in the
13 numbers -- and then that's kind of like used and
14 useful, you know, you plug in the numbers and it
15 says what it says. But that rule says but, and
16 there is always -- you know, you can always say, in
17 spite of the fact that these are what the numbers
18 say, here's why we think that used and useful
19 should be a different number, and you need to have
20 the same flexibility in this.

21 It seemed to me is that when you looked at the
22 positive acquisition adjustment for a viable
23 utility, you are just going to put these numbers in
24 a spreadsheet, and it's going to spew out
25 something, and all that is is numbers. It's got

1 nothing to do with the other elements of being able
2 to run a utility. Are you going to have better
3 customer service? Are you going to have better
4 relationships with your customers? Are you going
5 to provide your customers with ability to pay
6 on-line to track their -- their -- their usage in
7 realtime?

8 I mean, these things don't spew out of a
9 spreadsheet. And so the problem with -- with the
10 viable, as I read the -- your proposed rule, is you
11 are just going to -- it's going to be a number, and
12 there is no alternative. The number is going to
13 say what to the number says, and everything else be
14 damned.

15 And I -- I think the Commission has got to
16 have the flexibility in a viable situation to look
17 at those non-numbers time of criteria and apply
18 those. That's why the criteria in the -- for
19 non-viable, you know, being able to look at whether
20 you got operational, managerial and financial
21 resources that you don't have. That doesn't --
22 that may not show up in a simple spreadsheet.

23 MR. CICCHETTI: So, Marty, would putting some
24 flexibility around the CPVRR analysis, would that
25 satisfy you? Because it would seem kind of hard

1 for the Commission to not quantify these things,
2 and it would sort of, I think, kind of be analogous
3 to in a rate case saying, well, we think we are
4 going to save some money over here, and we think we
5 are going to save money over here, and then we
6 think there is where our rate increase should be X,
7 rather than actually putting the numbers down on
8 paper and then doing a calculation, and then, for
9 example, they could say, well, you know, we think
10 the risk is a little higher so we will give them a
11 little more on the return on equity. It appears
12 they have some discretion, but you do have to
13 actually get some quantification of what you are
14 talking about.

15 MR. FRIEDMAN: If you are going to use that as
16 a one of several criteria, then, sure. If you are
17 going to use it as the only criteria, no.

18 MR. CICCHETTI: Okay. Thank you.

19 So that brings us to the --

20 MR. REHWINKEL: Mark.

21 MR. CICCHETTI: Yes, Charles.

22 MR. REHWINKEL: You know, and I think that,
23 again, we're not -- I think we are seeing the
24 issue, and we are trying to be supportive, and I
25 think Marty has raised a good point. We would just

1 -- we've put some language out here that you are
2 going to kind of jumble out there, even the
3 qualitative data, we would just like to suggest it
4 should be verifiable. That's one of the words that
5 we put out there. Just not like aphoristic kind of
6 things, oh, it's going to be better. You would
7 want to see testimony or evidence that's put
8 forward that says that these qualitative factors
9 will exist. They are not just possibilities, but
10 they will exist, such that when you get down five
11 years from now, or in the next rate case, you can
12 look back and say, okay, they said this, this and
13 this, did this, this and this happen? Because
14 that's what the Commission ultimately does.

15 And so they've raised a good point that there
16 are other factors than just a bottom line number.
17 So we -- we are supportive of that, as long as you
18 kind of button it down.

19 MR. CICHETTI: Okay. Thank you, Charles.

20 Well, I think we've discussed the positive
21 acquisition analysis pretty much, but this is what
22 we have. And I just want to say -- I know I am
23 repeating myself, but we thought one of the real
24 shortcomings of the real acquisition adjustment
25 rule is the fact if it can be shown that an

1 acquisition adjustment can still allowed and still
2 be in everyone's best interest, why not allow that
3 to happen? And we thought that the current rule,
4 as it stands, wouldn't allow that to happen. So we
5 thought it was important, if we are going to try to
6 get that to happen, that the Commission have good
7 evidence and -- and quantification of that, given
8 the best knowledge at the time. Given our best
9 estimates of what we think it's going to be for the
10 existing system, and what the -- what it would be
11 for if that existing system was purchased.

12 Now, we know this example that we have given
13 is not comprehensive. We can easily adjust that.
14 For example, let's say a utility is going to need a
15 certain amount of investment. They need a new well
16 in year three. Well, that could be incorporated
17 into that type of analysis easy enough. You could
18 just add that investment in that year and say, the
19 existing utility would probably have to pay this
20 for that, and then the cost of capital associated,
21 that would be this, and then the taxes would be
22 this, and then you would get your CPVRR result.

23 But that's the whole idea behind having that
24 CPVRR. I know there are certain utilities in that
25 state that wouldn't think twice about doing that

1 kind of analysis in order to provide that kind of
2 evidence, and we're just trying to get that here so
3 we can get the acquisition adjustment rule to be
4 able to better serve the citizens of the state of
5 Florida, and better serve all the stakeholders, the
6 customers as well as the IOUs.

7 And with that, I would be happy to hear
8 comments. We will start again with Marty,
9 anything?

10 MR. FRIEDMAN: I think -- I think I -- I think
11 that, as I mentioned before, using that as one
12 criteria is fine.

13 MR. CICCHETTI: Susan.

14 MR. DEASON: Is it okay if I just say a couple
15 of words? Yeah, I just want to echo what Marty
16 said.

17 I think, just in general, when it comes to --
18 we just warrant assurances that when you are
19 looking at a viable system, that it's not just a
20 pure quantitative exercise. It's both quantitative
21 and qualitative, you know. I think it's important
22 to treat, whether you are viable or non-viable, it
23 needs to be both criteria need to be met.

24 On top of that, and just going by what talking
25 about before, you know, looking at the different

1 scenarios, multiple scenarios, the three scenarios
2 I have said before, whether it's just status quo,
3 making improvements on your own versus being
4 acquired by a consolidated entity and the
5 improvements you get from there. So you would be
6 looking at it from different angles to get the best
7 information available to make your decision.

8 MR. CICCHETTI: And what we were thinking also
9 is that hopefully this would be a tool that a
10 company might say, well, why -- why would we pay
11 that much for this if this is going to be the
12 outcome? It's something that sort of forces you to
13 really think about the numbers hard.

14 Not that I am saying you don't, but just from
15 being able to put that on paper and say, from the
16 Commission's perspective, this is what it's going
17 to look like, maybe we shouldn't pay that much, or
18 maybe we could even pay a little more based on the
19 analysis.

20 Okay, Susan.

21 MS. CLARK: Susan Clark.

22 I -- I think Marty makes some good points, and
23 we will leave it at that.

24 MR. CICCHETTI: Aaron? Nope?

25 Troy.

1 MR. RENDELL: I also agree. I was wondering
2 if, like, towards the end of the workshop, you
3 could take a minute or two just to kind of explain
4 the model? I haven't had time to digest it and --
5 but, you know, that would be -- that would be
6 helpful.

7 MR. CICCHETTI: All right. This is what was
8 -- this is what the results would be. And I can't
9 -- I have a good -- we do have --

10 In the discount rate, if you look in the upper
11 right-hand corner, we are talking about the
12 discount rate, the weighted average cost of
13 capital. That would be your marginal cost of
14 capital. So basically you are looking at investor
15 sources of funds.

16 And the start date, the acquisition date are
17 self-explanatory.

18 And then we are going to look at the things
19 that go into a revenue requirement. It's
20 essentially a revenue requirement analysis. And
21 there is two ways of looking at this. One is to
22 say, well, we can just do it on an incremental
23 basis and get the difference between what we think
24 their cost would be if they are not acquired and
25 what our costs going to be if they are acquired.

1 And you would hope to end up with savings from
2 that, which would be a negative number.

3 Or you could also run the model, or create a
4 model that would also look at what happens if you
5 are just going to run a system on its own, or if
6 you are going to fold it into a bigger system. And
7 if you are folding it into a bigger system, you
8 want to know that not only is this going to be
9 beneficial for the customers that are being
10 acquired, but also for the customers of the
11 acquiring company.

12 And everything else, I think, is -- is pretty
13 self-explanatory. We have the -- on the second
14 page here shows all the formulas. And as far as
15 the revenue requirement calculation, you have your
16 O&M expense; your depreciation and amortization,
17 including any additional investment that's going to
18 need to be made; taxes other than income; your
19 interest expense; your return on equity; your
20 income tax. And then it's just going to be a
21 comparison between, you know, the total revenue
22 requirement and what you expect you might get to
23 collect from your customers and derive a total
24 savings or costs. And then, of course, you know,
25 qualitative factors, if that's the way we draft it,

1 they would be considered also.

2 But again, we are not saying people have to
3 use this model, but whatever model is used, we are
4 going to want total transparency. We are going to
5 say, what were your assumptions? And what -- what
6 is the, you know, the actual model that you used,
7 and so forth, so that, you know, we could advise
8 the Commission one way or the other.

9 MR. RENDELL: Well, I think the way it's
10 written you are required to use the model.

11 MR. CICCHETTI: Right here in this -- in
12 this -- no, I don't think we say it in this. You
13 need to do a cumulative present value of the
14 revenue requirements analysis, but you don't need
15 to do this specific model You need to do something
16 that's going to show the Commission what it's going
17 for cost, and whether or not that's beneficial or
18 not. This -- this was put in as a form, and I
19 think we have said it's an example of what you can
20 do.

21 All right. Any further comments?

22 MS. CHRISTENSEN: Yes, Patty Christensen with
23 OPC.

24 As you can see, we added additional comments
25 under the viable utility positive acquisition

1 adjustment under number three.

2 We did take out the CPVRR analysis language
3 here, although not necessarily opposed to having a
4 CPVRR analysis done. Our focus was on whether or
5 not the positive acquisition adjustment is
6 projected to provide benefit synergies and cost
7 savings equal to or greater than the revenue
8 requirement, including the requested positive
9 acquisition adjustment, which I think brings it
10 more in line with what you will see in other
11 industries, is that it looks at it in a number of
12 factors. And one of those factors before the
13 Commission will consider a positive acquisition
14 adjustment, is that it will result in lower revenue
15 requirement for customers going forward.

16 So the customers basically are held harmless
17 by the acquiring of the system by another entity,
18 and so that the benefits are flowing through to the
19 customer base, and that's what we were trying to
20 capture here.

21 MR. CICCHETTI: Okay. This morning is the
22 first time I have seen it, or that we've seen it.
23 So we will definitely look at it and take that into
24 consideration.

25 MR. WILLIS: Yeah, Mark, the way you explained

1 it, that's -- that -- we have no problem with
2 leaving that in there, the CPVRR analysis, because
3 when you are looking at the stand-alone versus what
4 it would be if it was consolidated or merged, and
5 you are going to look at the factors between the
6 two and whether or not there are cost savings that
7 way, it does the same thing we talked about.

8 MR. SUNBACK: Mark, if I can -- for those
9 people that are viewing on-line, the CPVRR
10 spreadsheet is accessible under our rule
11 development tab.

12 MS. CHRISTENSEN: Okay. That -- that was
13 going to be our next question, is where we could
14 get a copy of that so we can take a -- a closer
15 look at the formulas, and take a look at the
16 factors that the Commission is considering in that,
17 if we need to comment on it in our reply comments
18 or postworkshop comments.

19 MR. CICCHETTI: Okay. If there is no further
20 discussion on the CPVRR, we can go on to --

21 MR. HETRICK: Mark, if -- I have one more
22 question while we are still on CPVRR.

23 Marty, you mentioned the need to maintain
24 qualitative data as an option. I think OPC
25 acknowledged that provided that it's verifiable. I

1 am interested in the notion -- it's sometimes
2 easier said than done -- verifiable qualitative
3 information sounds very reasonable, but I am
4 interested from you all's perspective, Troy, Susan
5 and Marty, and even OPC for that matter, what --
6 what might verifiable qualitative information look
7 like? What does that mean? What is verifiable?
8 What is that term? When you think about that term
9 in terms of qualitative, how do you understand that
10 term?

11 MR. FRIEDMAN: I think that OPC suggested that
12 because it's an impossible standard to meet. I
13 don't think that you can meet qualitative, viable
14 and whatever that other word is. I don't think
15 those are standards. I think you need to show by
16 the -- by the preponderance of evidence that you
17 are going to provide these benefits, A, B, C, D.
18 You are either going to provide them by the
19 evidence or not.

20 I don't know what those other terms, viable --
21 I mean, you know, demonstrable, I think those are
22 just things to add to make it more difficult to get
23 a positive acquisition adjustment.

24 MR. HETRICK: Yeah. I think, you know, part
25 of the discussion here, Charles and everyone, is to

1 kind of flush out, you know, what -- what everyone
2 perceives these things to be so that in these words
3 so that we, you know, can think about this and have
4 a discussion.

5 MS. CHRISTENSEN: Well, let us -- I guess, let
6 us give you some examples of what we might consider
7 verifiable.

8 You have a system that has issues with water
9 quality standards. You can obviously get
10 information from the Department of Environmental
11 Protection. That's verifiable, anybody can go look
12 that up. Complaints within the Commission's
13 system, you can look at the number of complaints.
14 We frequently do a lot of these kinds of analysis
15 on water quality when we put on rate cases to
16 determine whether or not the quality of service
17 that's being provided.

18 You can look at the number of complaints
19 regarding billing, or the billing system say, you
20 know, we've only had 467 complaints or whatever.
21 Or you can put on evidence that this company has
22 150 billing complaints. Our company, we are the
23 acquiring company, if it's another utility, we've
24 only had one in the system. That's quantifiable,
25 qualitative kind of analysis that can be put on

1 that has some numeric value as well as qualitative
2 analysis.

3 You know, if they are going to provide -- I
4 think Marty Friedman had argued about, well, you
5 can put in better customer service treatise and
6 customer service things. You can put on testimony
7 that the utility we are going to acquire doesn't
8 have any customer service. We have a customer
9 service system. We handle, you know, 1,000 calls a
10 month. You know, we are able to answer it within,
11 you know, five seconds.

12 We are not suggesting that it has to be an
13 overwhelming amount, but there has to be some sort
14 of evidence that they are putting on that these
15 qualitative services that they are going to provide
16 are, in fact, going to provide better, faster,
17 service. And they've done it when they talk about
18 managerial technical skills. They come in and say,
19 well, we have billing services. We have a billing
20 service. Well, what is that? What -- how is that
21 handled?

22 I think what we are talking about is details,
23 things that can be asked, you know, you can, you
24 know, go and look at an independent third site, or,
25 you know, you can give us information about how

1 your billing system runs. Those kind of things are
2 what we are looking for. Something that can be put
3 into evidence that's solid. Not, well, we think we
4 are going to reduce -- we are going to improve
5 customer billing. Just saying it isn't sufficient.

6 I think what we are looking for is how.
7 Specifics. How are you going to improve customer
8 billing? Well, we are going to put in this billing
9 system, and it's going to provide bills on a
10 monthly service, and we always provide timely
11 bills, and here is how we've done it in the past.

12 MR. REHWINKEL: Keith, I think the word that
13 we have seen was anticipated, and that seemed
14 highly just subjective, and we were trying to come
15 up with somewhat more objective concepts. We are
16 not wed to any of these.

17 Verifiable, the definition of that is capable
18 of being verified. And I think that's what we are
19 looking at, is it something that if -- if the
20 Commission relies on it today and they look back
21 and say, did that happen?

22 Anticipated, expected, we just thought those
23 were too general. So we are trying to move the
24 ball, give you some concepts to look at. So that's
25 -- that's the spirit in which we put that out

1 there.

2 MR. HETRICK: That's helpful, and I know
3 Susan.

4 MS. CLARK: My first point would be I don't
5 think it's a standard of proof, evidentiary
6 standard, and I don't think it belongs in this
7 rule. If it does, it belongs in every other rule
8 you have, where you list factors. And it's really
9 an administrative procedure thing, you know, that
10 you have to meet the quality of competent,
11 substantial evidence when you make decisions to
12 support your decision. So it really has no -- it
13 shouldn't be in here. It -- it isn't a factor.
14 It's the quality of the evidence.

15 And I think a lot of what your -- I agree with
16 merit. I think it's probably an impossible
17 standard, but you have in here the fact that if
18 they don't materialize later, you are going to go
19 back and look at and adjust it. So I think that's
20 sort of the failsafe that they are looking for,
21 that it actually has to happen.

22 And I -- you know, the Commission oftentimes
23 will say, you know, ratemaking is forward-looking,
24 and we believe these things are going to happen.
25 We believe you are going to need the X number of

1 customers, or X number of employees, and then you
2 go back and verify that, and it sort of plays into
3 what you would do the next time. So I -- I don't
4 think it needs to be in here.

5 MR. HETRICK: When you say it doesn't need,
6 you mean the word -- use of the word and --

7 MS. CLARK: I don't think you should put in
8 here the standard of proof.

9 MR. HETRICK: Right. Gotcha.

10 MR. CICCHETTI: Anything else?

11 MR. RENDELL: Yeah, I agree. The difficulty
12 comes when the utility -- previous utility owner
13 was either falsifying documents to the regulator
14 and the regulator had no clue what was going on. A
15 lot in Florida is you are self-reporting. So when
16 something happens, you are supposed to report it to
17 DEP.

18 For instance, we purchased a utility recently
19 that was out of compliance on both nutrient removal
20 and their filter was out of service, but it wasn't
21 reported to DEP. So it's difficult to have
22 verification documents that, you know, this is
23 going wrong.

24 You know, oftentimes, after we purchase it, we
25 follow the rules and we issue boil water notices if

1 there is a break. And, you know, the customers are
2 surprised, saying, we never had one of these
3 before, so the owner wasn't following the rules.

4 So there are difficult circumstances that you
5 can't really provide quant -- you know, verifiable
6 evidence, but you don't know until you get in
7 there. But, you know, there are -- there are other
8 issues that, you know, we could look at, but I
9 agree with -- with Susan on that.

10 MR. CICCHETTI: Okay. I think we can move on
11 to sections 4 and 5. And the big change that we
12 are proposing in section 4 is to say that -- to
13 make it clear that an application for a full or
14 partial acquisition adjustment can be made at the
15 time of transfer of ownership, or at any time
16 within three years of the date of the order
17 approving the transfer of ownership.

18 And our thinking there was -- had to do with
19 the data getting stale. If you are not going to
20 get an acquisition adjustment at the time of the
21 transfer, if you start looking at data six or seven
22 years later, and you say, well, the acquired --
23 acquired utility would have been paying this, or
24 this would have been the price for that.

25 It seems to me that waiting until the next

1 rate case could be an awful long time. So we
2 thought it was reasonable that within -- we wanted
3 to address some of the concerns, and say if it's
4 not going to be at the time of the transfer, then
5 what would be a reasonable period after that? We
6 came up with three years. I know CSWR had said,
7 you know, we need some time to run the system so we
8 can get an idea of -- of what's actually happening
9 here, and I think three years would be a reasonable
10 period of time to do that.

11 So that's -- that was our thinking, and now we
12 would like to hear what you are thinking.

13 MR. FRIEDMAN: Thank you. Marty Friedman.

14 As long as it's not a bright line three years,
15 and you have got some flexibility, because there
16 are going to be circumstances that you are not
17 going to be able to verify the improvements that
18 you are making within that three-year period, or
19 for any number of reasons. So if you are going to
20 put three years, don't make it a bright line, you
21 know, three years and one day, you are out.

22 MR. CICCHETTI: Jared.

23 MR. DEASON: Yeah, I just agree with Marty,
24 you know, especially if your -- if that three years
25 coincides with rate cases. Lately, you know, we

1 haven't been having rate cases every three years.
2 Usually, it's been about every four or every five
3 years. So a little bit of flexibility would be
4 appreciated in that.

5 MR. CICCHETTI: Susan.

6 MS. CLARK: We agree with those comments.

7 One thing we wanted to make sure was that you
8 can make it in a subsequent rate case. It doesn't
9 have to be a separate ask. It doesn't have a
10 separate proceeding that you are coming in and
11 asking for an acquisition adjustment. It can be
12 part of the rate case.

13 MR. CICCHETTI: Yes, but are you okay with the
14 three years?

15 MS. CLARK: I think Marty is correct, that,
16 you know, as long as it isn't a bright line, if you
17 can show reasons to go beyond that three-year
18 period. It's not unreasonable, Mark.

19 MR. CICCHETTI: With a rule -- rule -- rule
20 waiver, would that satisfy the situation?

21 MS. CLARK: Mark, that's cumbersome, very
22 cumbersome. And it's a very high standard to meet.

23 Aaron would like to comment on the time
24 period.

25 MR. CICCHETTI: Okay.

1 MR. SILAS: Yeah, I would just like to say
2 first of all, thank you for, obviously, the
3 consideration of kind of some of our comments that
4 we made in our acquisition proceedings.

5 I think that, you know, from our perspective,
6 a lot of these systems that we have acquired have
7 been non-viable, and I think that giving the
8 company enough time, kind of what was said before
9 about, you know, not reporting the right things to
10 DEP, seems to be, from very closely working DEP,
11 and have discovered a significant lack of
12 investment in some of the assets that we could not
13 have found out if you were not actually running and
14 operating the system.

15 So I think that, you know, making the
16 application within three years with that kind of
17 demonstrative evidence of -- of the state of the
18 system and the state of the assets makes a lot of
19 sense. I agree with Marty that it's not a
20 catchall, where there might be some things that --
21 that come out after that. But I think that three
22 years is a -- obviously a great improvement over at
23 the time of -- of acquisition, so we appreciate the
24 consideration.

25 MR. FRIEDMAN: And then, Mark, let me --

1 because that brought up another question about the
2 interpretation of that, whether that says -- it
3 says the acquisition adjustment can be made at any
4 time. Now, does that mean the granting of the
5 order or the filing of an application? Because
6 those two things are very different, particularly
7 if it did it in conjunction with a rate case that's
8 going to last for, you know, eight or nine months.

9 MR. CICCHETTI: We were thinking the filing.

10 MR. FRIEDMAN: So you are talking about filing
11 for it not --

12 MR. CICCHETTI: Within three years, yeah.

13 MR. FRIEDMAN: -- not actually getting it?

14 MR. CICCHETTI: Right.

15 MR. FRIEDMAN: Yeah. It seems like four years
16 -- I just wonder why you picked three as a default,
17 since four years is kind of -- the general theory
18 has always been the utilities file rate cases every
19 four years, which is why they amortize rate case
20 expense every four years. So, you know, that's
21 kind of the default time period. I just wonder how
22 three came in instead of four? But, although if
23 you got the flexibility to do a longer period, then
24 it doesn't matter what period you have there.

25 MR. CICCHETTI: Good point.

1 Okay, Troy.

2 MR. RENDELL: My only comment is the way it's
3 written, it almost -- I just want to caution. It
4 looks like you are forcing the utility to come in
5 for a rate case in three years. And I bring that
6 point up because if you look at the original rule,
7 and there is a section about amortization and
8 negative acquisition adjustment over a seven-year
9 period, and if you don't come in for a rate case it
10 will not being recognized for earnings surveillance
11 for overearnings. And that was a compromise that
12 was made with staff and OPC at the time. So that
13 was to encourage utilities to stay out of a rate
14 case for seven years. So I just don't want it to
15 look like you have to come in in three years for a
16 rate case.

17 MR. CICCHETTI: Our thinking was you could do
18 the acquisition adjustment filing, and then rates
19 would be increased at your next rate case.

20 MR. RENDELL: Okay. So you don't have to have
21 a rate case. You can ask for a positive -- okay.
22 I got you.

23 MR. CICCHETTI: That was our thinking.

24 Patty.

25 MS. CHRISTENSEN: Yes. Our comments were --

1 you know, we are still of the position that we
2 believe that an acquisition adjustment -- a
3 positive acquisition adjustment, the reasons and
4 rationale should be known at the time of transfer.
5 We will certainly take into consideration the
6 comments that others have made today and will
7 address those in our comments.

8 MR. CICCHETTI: Thank you.

9 And then section 5, we gave a lot of thought
10 to this. And what -- the conclusion we reached was
11 most negative acquisition adjustments are
12 associated with non-viable systems, or troubled
13 systems. And we wanted to provide as much
14 incentive for those systems to be taken on by a
15 viable system as possible, and so, you know,
16 considering the fact that no other state has
17 negative acquisition adjustments, we thought that
18 it would be good, and this would be a good time to
19 make that change to our rule, and we would like to
20 hear your comments.

21 Marty.

22 MR. FRIEDMAN: We support that position
23 wholeheartedly.

24 MR. DEASON: Yes. I just echo what Marty
25 said. Yeah, I think, overall, it comes down to you

1 have to incentivize viable larger systems to take
2 over the small non-viable systems. And doing away
3 with a negative acquisition adjustment would go
4 along way in accomplishing that goal.

5 MS. CLARK: Susan Clark.

6 Yes, we agree it would be well to do away with
7 negative acquisition adjustments.

8 MR. CICCHETTI: Troy.

9 MR. RENDELL: I would say I also agree. It
10 does get away from the original cost theory. But
11 speaking from experience, from one that has several
12 utilities with negative acquisition adjustment, one
13 with a very large negative acquisition adjustment,
14 what it does is disincentivizes investment. So if
15 the negative acquisition adjustments, to the extent
16 that you are not going to get a return on needed
17 capital, like, for instance, the system I am
18 talking about is The Woods, where it was purchased,
19 I think, for \$10, but it was one that it has its
20 problems, but we had to put in iron filtration for
21 removal, which was very costly, but the negative
22 acquisition adjustment, you know, it can be a dis
23 -- disincentive to make investments.

24 MR. CICCHETTI: Patty.

25 MS. CHRISTENSEN: Yeah. I think we addressed

1 our comments regarding the negative acquisition
2 adjustment at the beginning of the workshop, and we
3 will address anything else further brought up today
4 in comments.

5 Thank you.

6 MR. CICCHETTI: Okay. Thank you.

7 And I think any change to section 6 -- well,
8 we removed the language that is associated with a
9 negative acquisition adjustment, and I think
10 everything else is just to make it consistent with
11 other parts of the rule.

12 And section -- in section 7, we wanted to make
13 it clear, because we heard a lot about regulatory
14 certainty. And I did go back in part of our
15 research look at the testimony of former
16 Commissioner Deason in the Vero Beach case. And he
17 had some good points, I thought, in there about
18 regulatory certainty, and the -- a company being
19 concerned about having to justify something 30
20 years later, or continuously, or semi continuously
21 over a 30-year period.

22 And so we thought it would be good to provide
23 some regulatory certainty in this area, and say
24 that if there was going to be a review and
25 modification, that it had to be done within five

1 years. But what we do think that it is absolutely
2 necessary to review the acquisition adjustment and
3 allow positive acquisition adjustment so we can see
4 if these expected savings and expected benefits
5 actually occurred. And we've had instances, or at
6 least an instance in the past where the Commission
7 decided, well, it didn't pan out, so we didn't want
8 to take that discretion away from the Commission,
9 but we wanted to provide some regulatory certainty.

10 So with that, I would like to hear your
11 comments.

12 Marty.

13 MR. FRIEDMAN: Yeah, we certainly agree that
14 we need to have regulatory certainty. Our only
15 comment on this particular section was when it
16 talked about whether the -- the changes
17 materialize. You know, our comment is -- is
18 dealing with whether substantially materialized.
19 You know, for instance, you say there is going to
20 be a five years decrease in rates, and all of a
21 sudden it's only 4.9 percent. Oops. You know, is
22 that going to negate the whole acquisition
23 adjustment because they didn't meet exactly what
24 you had? So I think there has to be some
25 substantiality standard within that criteria.

1 MR. CICCHETTI: Susan -- Jared, did you have
2 something?

3 MR. DEASON: Yeah, I was just going to just
4 elaborate a little bit more.

5 I mean, sometimes things happen beyond the
6 control of the utility, and they are putting forth
7 their best efforts to make those materialize, and
8 maybe they are materializing but not as quickly as
9 possible due to, like, for example, supply chain
10 disruptions that we have experienced in the last
11 few years. That's beyond the control of the
12 utility, but we are still doing the best we can,
13 and we are in the process -- we are still in the
14 process of making them materialize, and we still
15 feel it is. I just want a little bit of
16 flexibility instead of having just a hard and fast
17 five years, everything has to be done in five years
18 or you are taking it all away.

19 So just if there is any way you can work in
20 some of that flexibility, that would be good. But,
21 yes, I do agree you need to have regulatory
22 certainty, and I am definitely onboard with that
23 concept.

24 MR. CICCHETTI: I'm sorry. With flexibility,
25 do you want us to make it six or seven?

1 MR. DEASON: Well, I mean, you can look at it
2 within five years, but I just don't want to be in a
3 situation where everything as has to occur in five
4 years and something -- and it looks like everything
5 is going to occur in five years, but something
6 happens along the way beyond the utility's control,
7 like I said before, a supply chain disruption.

8 Like, for example, we are going to replace all
9 the meters in five years, and, you know, with AMI,
10 for example, but yet we can't get the meters
11 because of supply chain disruptions, and we are
12 only able to get half of them, and only install
13 half of them in that time, would you use that as an
14 excuse to take back all of the positive acquisition
15 adjustment?

16 MR. CICCHETTI: Got you.

17 MR. DEASON: So just have a little bit of
18 understanding that sometimes things happen beyond
19 our control, and don't use that to negate a
20 positive acquisition adjustment is all I am saying.

21 MR. FLETCHER: I would point out that the --
22 in the beginning of the rule, it said maybe. That
23 may be the flexibility already in the language.
24 May be subsequently modified. So at a -- at a
25 point in time, the utility could come forth, give

1 extenuating circumstances, and because it has
2 maybe, I think that does provide flexibility.

3 MR. DEASON: Okay.

4 MS. CLARK: I think Marty and Jared made
5 comments that are worth considering.

6 MR. CICCHETTI: Thank you.

7 Troy.

8 MR. RENDELL: I agree that, you know, I do
9 like to the language that Sunshine has in here,
10 about due to factors beyond the acquiring utility's
11 control.

12 For example, we came in requesting a positive
13 acquisition adjustment for Royal, because we knew
14 we could reduce the chemicals and electrical
15 because of the way that they were operating the
16 plant with their backwashing filters. What we
17 didn't expect was recently our chemical costs went
18 from, like, 600 per cylinder to over \$2,000 per
19 cylinder.

20 So chemical costs are extremely high right
21 now. They have almost doubled in some instance.
22 So that would be a factor beyond the utility's
23 control, that although you are using -- you know,
24 you are not using as much water, the chemical cost
25 itself went up.

1 MR. CICCHETTI: Okay. Patty.

2 MS. CHRISTENSEN: Yes, I think our concern
3 with maintaining the five-year or closer in time
4 look at whether or not those factors are is the
5 availability of the data, and making sure that you
6 can actually take a look and see if those kind of
7 synergies and benefits are materializing.

8 You know, I think these guys have given us
9 exceptional circumstances that may occur, and --
10 and I think the rule, the way it's currently
11 worded, would give that flexibility to the
12 Commission.

13 We have done some wordsmithing to this section
14 consistent with some of the -- our other suggested
15 language changes throughout, but we would be
16 concerned about going too far out in time, because
17 there is other factors beyond stuff that -- beyond
18 factors that are beyond the utility's control. You
19 know, there is -- expenses go up and down, costs
20 increase and decrease in between the time a utility
21 is purchased and the time even five years or 10
22 years out. And the further out in time you go, the
23 harder it is to trace costs back to whether or not
24 you are getting synergies or benefits from the
25 acquisition, or if it's just due to changes and

1 flexibility in costs over time.

2 So that's why we would suggest you need to
3 have it within a reasonable time of the acquisition
4 to actually make that a meaningful analysis.

5 MR. REHWINKEL: Mark.

6 MR. CICCHETTI: Charles.

7 MR. REHWINKEL: We've -- I think we've given
8 you language that's consistent is consistent with
9 the concept that you are putting forward. We -- we
10 suggest the word modified could be either reduced
11 or eliminated. Because you are -- I don't think
12 you are ever going to be increasing the amount. So
13 we put that out there just for clarity.

14 And I think that language about reduced allows
15 for the flexibility that we heard from that it --
16 you might -- you might not take all of it away, you
17 might say 30 percent needs to come off because
18 this, this or this didn't happen, and after you
19 have listened to their evidence.

20 Just looking at your language on the screen,
21 something just occurred to me. On the "any
22 subsequent modification by the Commission will be
23 within five years", you might want to say will be
24 made by a docket that is initiated within five
25 years, because you could have, for whatever

1 reasons, deferrals, delays, whatever, you could
2 kind of filibuster it out where it didn't happen,
3 and I don't think that's what you intended.

4 MR. CICCHETTI: That's a very good point.

5 MR. REHWINKEL: Okay.

6 MR. CICCHETTI: All right. Well, we heard
7 some very good ideas, and very sincere hard work
8 went into all of this, I can tell. We are going to
9 ask that your comments be supplied within three
10 weeks, and that would be May 4th. I would like to
11 hear if you think that's -- that's reasonable. I
12 know last time we had a lot more issues that had to
13 be addressed. Is everybody okay with three weeks
14 and May 4th?

15 Now, I know you are all probably deeply
16 disappointed that this -- this workshop is not
17 going five hours like the last one, but we got it
18 in an hour and 45 minutes, and that's about where I
19 thought it was going to be. I didn't know if we
20 were going to have to burden our court reporter,
21 but I think we made it, so I would like to thank
22 everybody. I hope you don't have to deal with --

23 MR. REHWINKEL: Can I just say, we -- we
24 really appreciate the spirit that you initiated
25 this, and that the utilities have come forward.

1 Their -- their comments are -- are earnest, and
2 they are based on experiences that they've had, and
3 we will work with you and them to try to find a
4 reasonable rule that meets everybody's concerns.

5 We are concerned, of course, about the impact
6 on customers, and we will -- we will make our
7 comments and our suggestions from that point. But
8 I think this process has been constructive, and it
9 has been the way things ought to work. Thanks.

10 MR. CICCHETTI: And we also appreciate all
11 your earnestness in your office, so thank you very
12 much.

13 MR. FRIEDMAN: I want to reciprocate and agree
14 with something that Charles said since he -- and
15 lightning didn't strike us when he agreed with me,
16 so I hope that I have the same luck, but I do echo
17 Charles' thoughts on that as well.

18 I do have one question, are the -- are the
19 changes that we talked about, like you mentioned a
20 minute ago, the workshop addressed a lot of other
21 issues as well. Is there any thoughts on those
22 issues, and whether they are going anywhere, or are
23 you just going to put them in the back burner until
24 this one is done?

25 MR. CICCHETTI: I hadn't thought about that.

1 I know we are going to proceed with all of the
2 things what we addressed in the first workshop one
3 way or the other. I know this is on the -- on the
4 front burner, and so we will probably deal with
5 this first, and get this taken care of, and then we
6 will move on to the other items that we addressed
7 in the first portion.

8 MR. FRIEDMAN: Thank you very much.

9 MR. REHWINKEL: Hey, Mark, can I comment on
10 that just a little bit?

11 MR. CICCHETTI: Certainly.

12 MR. REHWINKEL: Obviously, there is an issue
13 about this cost recovery mechanism that was raised
14 in the initial workshop that I think inclusion of
15 that in any way with this process will certainly, I
16 think, probably dampen if the spirit of moving
17 forward to get a constructive rule, because, I
18 mean, I think we can work something out on this
19 acquisition adjustment issue. So I mean, that's
20 our commitment to work constructively to get there.
21 If it's combined with other stuff, which I consider
22 to be somewhat baggage, I think it would harm that
23 process.

24 MR. SUNBACK: Mark, if I can add, for those
25 that are viewing on-line or remotely, you do not

1 need to have attended or participated in today's
2 staff workshop in order to submit written comments.
3 There will be no limit on written comments, and
4 written comments will be given the same
5 consideration and weight as oral comments.

6 However, we ask that if you have any specific
7 rule language to suggest, or if you have type and
8 strike version of the rule that you would like us
9 to consider, that you include that language in your
10 comments. And those can be filed in the undocketed
11 file with our Clerk's Office.

12 MR. CICCHETTI: And with that, thank you,
13 every --

14 MS. CLARK: Mark, may I have -- when we will
15 we see the transcript? That's been very helpful to
16 me in drafting.

17 MR. CICCHETTI: Two weeks. I just got the
18 signal.

19 MS. CLARK: Could we have four weeks for
20 comments then? I don't know.

21 MR. CICCHETTI: Anyone -- flip opposed four
22 weeks.

23 MS. CLARK: All right. Disregard my request.

24 MR. CICCHETTI: Okay. All right. With that,
25 thank you everyone, and save travels.

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(Proceedings concluded.)

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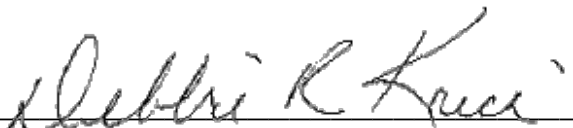
STATE OF FLORIDA)
COUNTY OF LEON)

I, DEBRA KRICK, Court Reporter, do hereby certify that the foregoing proceeding was heard at the time and place herein stated.

IT IS FURTHER CERTIFIED that I stenographically reported the said proceedings; that the same has been transcribed under my direct supervision; and that this transcript constitutes a true transcription of my notes of said proceedings.

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 counsel connected with the action, nor am I financially interested in the action.

DATED this 25th day of April, 2023.


DEBRA R. KRICK
NOTARY PUBLIC
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EXPIRES AUGUST 13, 2024