I. Meeting Packet



State of Florida Public Service Commission INTERNAL AFFAIRS AGENDA Tuesday, July 30, 2013

Immediately following Commission Conference Betty Easley Conference Center, Room 140

- 1. Revised Memorandum of Understanding between the Florida Public Service Commission and the Florida Department of Environmental Protection. Approval is sought. (Attachment 1)
- 2. Executive Director's Report. (No Attachment)
- 3. Other Matters. (No Attachment)

BB/css

Attachment 1

State of Florida



Hublic Serbice Commission

CAPITAL CIRCLE OFFICE CENTER • 2540 SHUMARD OAK BOULEVARD TALLAHASSEE, FLORIDA 32399-0850

-M-E-M-O-R-A-N-D-U-M-

DATE: TO:	July 19, 2013 Braulio L. Baez, Executive Director
FROM:	Gregory L. Shafer, Chief of Conservation & Forecasting, Division of Economics Patricia B. Daniel, Chief of Economic Impact & Rate Design, Division of Economics R Rhonda Hicks, Chief of Consumer Assistance, Office of Consumer Assistance and Outreach R Chief Stanley D. Rieger, Utilities System/Engineering Specialist, Division of Engineering Specialist, D
RE:	 Revised Memorandum of Understanding Between the Public Service Commission and the Department of Environmental Protection Critical Information: Please place on the July 30, 2013, Internal Affairs. Briefing and Approval of the Draft Memorandum of Understanding is sought. There is no critical date.

In August 2012, the Division of Economics, at the direction of the Deputy Executive Director, began a review of the Public Service Commission's (Commission or PSC) existing Memoranda of Understanding (MOU or Memorandum) with the Department of Environmental Protection (DEP) and the Water Management Districts¹ (WMDs). In addition, staff also reviewed the "Joint Statement of Commitment for the Development and Implementation of a Statewide Comprehensive Water Conservation Program for Public Water Supply" (Joint Statement) to which the PSC; DEP; the five WMDs; the Utility Council of the American Water Works Association, Florida Section; the Utility Council of the Florida Water Environment Association; and the Florida Rural Water Association are signatories. The purpose of the review was to determine whether the documents require revision or updating or whether the documents should be dissolved. Staff is seeking approval of Attachment A, Draft Memorandum of Understanding with the Department of Environmental Protection. The staff is also providing an update of the status of the MOU between the PSC and the five WMDs, and the Joint Statement.

PSC/DEP MOU

¹ The five Water Management Districts are South Florida, St. Johns River, Southwest Florida, Northwest Florida, and Suwannee River.

Memorandum July 19, 2013

The original MOU between the PSC and the DEP was entered into on November 20, 1992, and was revised effective September 13, 2001 (Attachment B). The stated purpose was to formally establish policies and procedures to be followed by each agency to promote and encourage water conservation and reuse, and to promote and encourage safe and efficient water supply and wastewater management services. Those policies and procedures remain relevant and largely unchanged today.

Based on input from the Division of Engineering, the Division of Economics, and General Counsel, PSC staff believes that it is appropriate to continue the PSC/DEP MOU with some revisions and updates. The separate water, wastewater, and reuse sections currently have nearly identical duties and responsibilities noted under each and have been consolidated to eliminate redundancy. In addition, generic program descriptions of PSC and DEP duties and responsibilities have been more precisely captured by referencing the appropriate statutes and rules. PSC staff provided its suggested revisions to the Memorandum to technical staff at DEP for their review and input. DEP staff reviewed the document and generally agreed with PSC staff's suggestions and added further edits. The bulk of the revisions are organizational and stylistic in nature and are intended to make the document more precise and readable.

One major addition proposed by DEP staff relates to a recommendation of the legislatively created Study Committee on Investor-Owned Water and Wastewater Utility Systems (Committee). The 2012 Legislature created the Committee which was charged with making recommendations to address several specific issues identified in the statute, as well as other issues as time permitted. The Committee issued its final report on February 15, 2013. The Committee's report included a recommendation for the PSC and DEP to coordinate an exchange of information relating to complaints from customers of investor-owned utilities under PSC jurisdiction. Specifically, the nature of the complaints to be exchanged are those concerning quality of service matters, especially complaints relating to color, taste, odor, noise, aerosol drift, or nuisance lighting. These characteristics are referred to generally as secondary standards. The Committee learned that DEP does not typically take action on secondary standard violations in the absence of a significant number of customer complaints. The Committee was concerned that DEP may not always be aware of service quality complaints received by the Commission, and therefore, recommended that the Commission and DEP begin sharing customer complaint information relating to quality of service matters.

One other addition to the existing MOU is an agreement that the PSC inform DEP whenever new utilities are certificated by the PSC or when utilities are no longer under PSC jurisdiction. In addition, the PSC will inform DEP whenever a county asserts jurisdiction or gives jurisdiction back to the PSC along with a list of affected utilities. The MOU language is not specific in regard to the timing and method of updates but staff of both agencies are working on the best way to provide the necessary information in a timely manner, but is not overly burdensome to staff.

Procedurally, the DEP and the PSC are on parallel tracks for approval and sign-off of the revised Memorandum. DEP staff has provided the proposed Memorandum to Secretary Vinyard for approval and, as of this writing, has not received final sign-off. PSC staff is seeking

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Commission approval of the attached proposed Memorandum as well as editorial privilege regarding any non-substantive changes that may be required due to the parallel nature of the approval process.

PSC/WMDs MOU

The existing MOU between the PSC and the five WMDs has not been revised or updated since June 27, 1991. The purpose of the MOU was to formalize policies and procedures to be followed by each agency to promote and encourage water conservation and reuse. PSC staff has recently reached out to each of the Water Management Districts to identify the appropriate contact persons and to let them know that the PSC is reviewing the document with the intention of revising and updating or potentially dissolving the MOU. No substantive exchanges have yet taken place between PSC staff and staff of the WMDs. PSC staff does not anticipate any change in its current procedures in the event that the WMDs believe the Memorandum is no longer necessary. PSC staff is still considering the need to continue the MOU. Currently, PSC staff assigned to water and wastewater rate cases contact the relevant WMD to determine the utility's status regarding its Consumptive Use Permit (CUP) and determine whether conservation rates are necessary. The assigned staff also inform the WMD of the time and location of customer meetings. In addition, if a hearing is conducted in a case the WMD will be informed of the date, time, and location of the hearing. In the occasional circumstance of a reuse requirement, the PSC staff will provide a financial analysis of the project to the affected WMD, DEP, and the utility. Staff expects these activities to continue regardless of the existence of a formal MOU.

Staff will bring a recommendation regarding the PSC/WMDs MOU to a future Internal Affairs.

Joint Statement

The "Joint Statement of Commitment for the Development and Implementation of a Statewide Comprehensive Water Conservation Program for Public Water Supply" was developed as part of the ongoing work on Governor Bush's Drought Action Plan - Water Conservation Initiative. The Joint Statement, executed in 2003, was an agreement for the signatories (DEP, WMDs, PSC, Utility Organizations and others) to develop a work plan for implementing a comprehensive statewide water conservation program for public water supply utilities.

Subsequently, in 2004, the legislature enacted Section 373.227, Florida Statutes, taking much of its language from the Joint Statement, directed the DEP in cooperation with the WMDs and other stakeholders (the signatories to the Joint Statement, plus some additional stakeholders) to develop the statewide conservation program. The work plan was completed and resulted in the establishment of the Conserve Florida Water Conservation Clearinghouse, operated by the University of Florida under a contract with DEP. Initially, the work products of the Clearinghouse were reviewed by the signatories and stakeholders, but that task is now performed by the DEP contract manager, with input from the three WMDs (South Florida, Southwest Florida, and St. Johns River) that continue to fund the Clearinghouse. Although there was no

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formal disbanding of the Joint Statement work group, its task is complete and there have been no meetings of the signatories and stakeholders in recent years.

Staff has been informed by DEP staff that for PSC purposes, the Joint Statement of Commitment is considered no longer in effect.

Cc: Curt Kiser Chuck Hill Lisa Harvey

Attachment A

Draft Proposed

Memorandum of Understanding Florida Public Service Commission and

Florida Department of Environmental Protection

FINAL DRAFT revised 7-8-2013

Memorandum of Understanding

Florida Department of Environmental Protection

and

Florida Public Service Commission

The Florida Department of Environmental Protection (DEP) and the Florida Public Service Commission (PSC) recognize that water conservation and water reuse are key elements of Florida's long-term water management strategy. It is our joint goal and high priority to ensure that Florida's water and wastewater utilities provide safe and efficient treatment of water and wastewater while encouraging water conservation and reuse of reclaimed water. This memorandum of understanding (MOU) formally establishes the policies and procedures to be followed by the DEP and PSC to promote and encourage water conservation and reuse, and safe water supply and wastewater management services.

BACKGROUND

Drinking Water Program

The Federal Safe Drinking Water Act requires certain monitoring, testing, treatment, and reporting to ensure the quality of potable waters. The Florida Safe Drinking Water Act, contained in Chapter 403, Florida Statutes (F.S.), outlines the basic requirements for Florida's drinking water program. Chapters 62-550, 62-555, 62-560, 62-602, and 62-699, Florida Administrative Code (F.A.C.), contain specific requirements governing drinking water systems in Florida.

Domestic Wastewater Program

The Federal Clean Water Act and the Florida Water Pollution Control Act requires effective treatment and management of wastewater to protect the nation's ground water and surface water resources. Florida's wastewater management and environmental control programs are contained in Chapter 403, F.S. Specific regulations governing domestic wastewater management are contained in Chapters 62-528, 62-600, 62-601, 62-602, 62-604, 62-610, 62-611, 62-620, 62-625, 62-640, 62-650, and 62-699, F.A.C.

Water Reuse Program

The encouragement and promotion of water conservation and reuse of reclaimed water are established as state objectives in Sections 403.064(1) and 373.250, F.S.

The DEP, in association with the PSC, the water management districts (WMDs), and other state agencies, has developed and implemented a comprehensive reuse program designed to meet

ATTACHMENT A

those objectives. The water reuse program policies and requirements are set forth in Chapters 62-4, 62-302, and 62-610, F.A.C, and Chapter 90-262, Laws of Florida.

Economic Regulation

A county may by resolution, pursuant to Section 367.171, F.S., designate the PSC as the economic regulator of investor-owned water and wastewater utilities.² For those utilities subject to its jurisdiction, the PSC establishes authorized rates and rates of return for investor-owned water and wastewater utilities pursuant to Chapter 367, F.S., and Chapter 25-30, F.A.C.

COMMON OBJECTIVES

The common objectives, as they relate to drinking water systems and domestic wastewater systems subject to regulation by the DEP and the PSC, are as follows:

- 1. To monitor drinking water treatment and distribution systems to ensure that safe and reliable water is produced and delivered in accordance with applicable rules and drinking water standards.
- 2. To monitor domestic wastewater systems to ensure the safe and efficient collection, treatment, and reuse or disposal of wastewater and biosolids.
- 3. To encourage and promote water conservation and the reuse of reclaimed water.
- 4. To foster water conservation and to encourage the use of conservation-promoting rate structures and consumer education programs.
- 5. To promote the continued economic viability of utility systems through rates that are fair, just, and reasonable.

PSC RESPONSIBILITIES

The following is a general description of the roles and responsibilities of the PSC related to drinking water systems, water conservation, domestic wastewater systems, and water reuse. The PSC's jurisdiction is limited to economic regulation of investor-owned utilities and is effective in only some Florida counties. The PSC will offer assistance to the extent allowed by law and agency workload. The PSC agrees to implement policies and procedures necessary to administer the following duties:

² As of June 1, 2013, the PSC regulated investor-owned water and wastewater utilities in 37 Florida counties.

Drinking Water, Domestic Wastewater, and Reuse Systems

- 1. Schedule required public meetings and hearings with regulated utilities and customers to discuss drinking water, wastewater, or reuse system projects and their impact on rates and inform the DEP of such meetings.
- Work with the DEP and WMDs to develop and implement a complaint reporting and tracking system to ensure all regulatory agencies are aware and taking appropriate actions when customer or citizen complaints relating to either drinking water or wastewater systems are made to an agency.
- 3. Review proposed rate structures for investor-owned water utilities within PSC jurisdiction to ensure that the rate structures are designed to promote water conservation.
- 4. Provide assistance to DEP on capacity development programs by working with utilities within PSC jurisdiction and with the DEP to strengthen efforts to ensure that water, wastewater, and reuse systems have sufficient capacity available. The PSC will provide to DEP a list of PSC regulated utilities by county. In addition, the PSC will notify the DEP of changes in regulatory status of current and new utilities under its jurisdiction, as well as changes in counties subject to PSC jurisdiction.
- 5. Monitor abandonment and bankruptcy proceedings for investor-owned water utilities within PSC jurisdiction. Inform the DEP of pending abandonment and bankruptcy cases.
- 6. Provide legal and technical support to the DEP in any related administrative hearings or legal proceedings, if an applicant for a DEP permit challenges the interpretation of Section 367.031, F.S.
- 7. Participate in interagency programs and working groups on subjects of mutual concern to the agencies.
- 8. Work with utilities within PSC jurisdiction and with the DEP to strengthen efforts to ensure proper operation and maintenance and to promote compliance with DEP permit requirements.
- 9. Assist the DEP and WMDs in the review of reuse feasibility studies for both the utility and its customers associated with the mandatory reuse program in Chapter 62-40, F.A.C., and other reuse-related activities of the WMDs in the counties within PSC jurisdiction. The PSC shall complete a timely review which will allow DEP and the WMDs to meet timeframes established by rule.

DEP RESPONSIBILITIES

The following is a general description of the roles and responsibilities of the DEP related to drinking water systems, water conservation, domestic wastewater systems, and water reuse. The DEP agrees to adopt and implement policies and procedures necessary to administer the following duties:

Drinking Water, Domestic Wastewater, and Reuse Systems

- 1. Notify the PSC of impending abandonment or bankruptcy cases involving investorowned water and wastewater utilities and assist the PSC in such cases, as needed.
- Work with the PSC and WMDs to develop and implement a complaint reporting and tracking system' to ensure all regulatory agencies are aware of and taking appropriate actions when customer or citizen complaints relating to either drinking water or wastewater systems are made to an agency.
- 3. Verify the existence of a certificate of authorization from the PSC before issuance of a construction permit for a new domestic wastewater or drinking water system for utilities subject to Section 367.031, F.S.
- 4. Participate in interagency programs and working groups on subjects of mutual concern to the agencies.
- 5. Attend PSC customer meetings, hearings for rate cases, and other proceedings involving investor-owned utilities and provide expert technical testimony when appropriate. This shall be done at the PSC's request, without the need for subpoenas.
- 6. After receipt of a reuse feasibility study required by Section 403.064, F.S., the Antidegradation Policy, or the Indian River Lagoon System and Basin Act, provide a copy of the reuse feasibility study to the PSC. This applies only to feasibility studies produced by investor-owned utilities located within counties regulated by the PSC.
- 7. Make final determinations on the adequacy of reuse feasibility studies. Comments made by the PSC staff on the financial aspects of these reuse feasibility studies will be considered by the DEP.

PROJECT COORDINATION

- 1. The DEP and PSC will each designate a liaison to coordinate communication between the agencies. The DEP Environmental Administrator of the Drinking Water Section will coordinate communications among and between the three DEP programs and the PSC liaison.
- 2. Routine exchange of information between the DEP and the PSC regarding water, wastewater, and reuse systems shall be through the designated liaisons to facilitate efficient exchange of information among relevant agencies.
- 3. The PSC's designated liaison in communication with the DEP's designated liaison will take the lead in the development of a citizen complaint tracking system. Once a mutually agreed upon system has been developed, the DEP and PSC liaisons will implement the recommended protocols of such a tracking system within the respective agencies.

ATTACHMENT A

4. The DEP and PSC liaisons shall communicate as necessary to address and review progress on the drinking water, domestic wastewater, water reuse, and any newly developing water resource utility programs in Florida and will attempt to resolve any issues that may benefit the respective agencies.

AMENDMENTS

This MOU may be amended by mutual agreement of the DEP and PSC. It shall remain in effect until it is dissolved by mutual agreement among the agencies or terminated by an agency after giving 30-days written notice to the other agency.

PREVIOUS MOUs

This MOU supersedes the previous MOUs dated November 20, 1992 and September 13, 2001 between the DEP and the PSC. Upon signature of this MOU, the MOU dated September 13, 2001 will be null and void.

EFFECTIVE DATE AND SIGNATURES

This MOU will become effective after being signed by both parties.

Florida Public Service Commission Department of Environmental Protection

DATE

DATE

Attachment B

Current

Memorandum of Understanding Florida Public Service Commission and

Florida Department of Environmental Protection

Effective September 13, 2001

Memorandum of Understanding

Florida Department of Environmental Protection

and

Florida Public Service Commission

The Florida Department of Environmental Protection (DEP) and the Florida Public Service Commission (PSC) recognize that water conservation and water reuse are key elements of Florida's long-term water management strategy. It is our joint goal and high priority to ensure that Florida's water and wastewater utilities provide safe and efficient treatment and use of water and wastewater. This memorandum of understanding (MOU) formally establishes the policies and procedures to be followed by the DEP and PSC to promote and encourage water conservation and reuse, and safe and efficient water supply and wastewater management services.

BACKGROUND

Drinking Water Program

The Federal Safe Drinking Water Act requires certain monitoring, testing, treatment, and reporting to ensure the quality of potable waters. The Florida Safe Drinking Water Act, contained in Chapter 403, Florida Statute (F.S.), outlines the basic requirements for Florida's drinking water program. Chapters 62-550, 62-555, 62-560, and 62-699, Florida Administrative Code (F.A.C.), contain specific requirements governing drinking water systems in Florida. The PSC's responsibilities for regulation of investor-owned drinking water utilities are outlined in Chapter 367, F.S.

Domestic Wastewater Program

The Federal Clean Water Act and the Florida Water Pollution Control Act requires effective treatment and management of wastewater in order to protect the nation's ground water and surface water resources. Florida's wastewater management and environmental control programs are contained in Chapter 403, F.S. Specific regulations governing domestic wastewater management are contained in Chapters 62-600, 62-601, 62-602, 62-604, 62-610, 62-611, 62-620, 62-625, 62-628, 62-640, 62-650, and 62-699, F.A.C. The PSC's responsibilities for regulation of investor-owned wastewater utilities are outlined in Chapter 367, F.S.

Water Reuse Program

The encouragement and promotion of water conservation and reuse of reclaimed water are established as state objectives in Sections 403.064(1) and 373.250, F.S.

The DEP, in association with the PSC, the water management districts, and other state agencies, has developed and implemented a comprehensive reuse program designed to meet those objectives. This water reuse program includes:

1. Comprehensive rules governing the reuse of reclaimed water (Chapter 62-610, F.A.C);

2. A mandatory reuse program;

3. The Antidegradation Policy;

4. The Indian River Lagoon System and Basin Act;

5. The APRICOT Act; and

6. Requirements for evaluation of reuse feasibility.

Section 403.064, F.S., requires that after January 1, 1992, all applicants for permits to construct or operate a domestic wastewater treatment facility in a water resource caution area evaluate the costs and benefits of reusing reclaimed water as part of their application for the permit.

The Antidegradation Policy is contained in Chapter 62-4, F.A.C., "Permits," and Chapter 62-302, F.A.C., "Surface Water Quality Standards." These rules require an applicant for a new or expanded discharge to surface waters to demonstrate that the discharge is clearly in the public interest. As part of this public interest test, the applicant must evaluate the feasibility of reuse of reclaimed water. If reuse is economically and technologically reasonable, it will be preferred over the surface water discharge.

The Indian River Lagoon System and Basin Act, which is contained in Chapter 90-262, Laws of Florida, provides increased protection to the Indian River Lagoon System. Section 3 of the Act requires the owner of an existing sewage treatment facility within the Indian River Lagoon Basin to investigate the feasibility of using reclaimed water for beneficial purposes. These reuse feasibility studies were to be completed before July 1, 1992.

OBJECTIVES

The common objectives, as they relate to drinking water systems and domestic wastewater systems subject to regulation by the DEP and the PSC, are as follows:

- 1. To monitor drinking water treatment and distribution systems to ensure that safe and reliable water is produced and delivered in accordance with applicable rules and drinking water standards.
- 2. To monitor domestic wastewater systems to ensure the safe and efficient collection, treatment, and reuse or disposal of wastewater and residuals.
- 3. To encourage and promote water conservation and water reuse.
- 4. To foster conservation and to reduce withdrawals and use of ground water and surface water through employment of conservation-promoting rate structures, reuse of reclaimed water, and consumer education programs.
- 5. To encourage and promote the efficient and effective reuse of reclaimed water.
- 6. To promote the continued economic viability of utility systems.

PSC RESPONSIBILITIES

The following is a general description of the roles and responsibilities of the PSC related to drinking water systems, water conservation, domestic wastewater systems, and water reuse. The PSC's jurisdiction is limited to economic regulation of investor-owned utilities and is effective in only some of the counties in Florida. The PSC will offer assistance to the extent provided by law and agency workload. The PSC agrees to implement policies and procedures necessary to administer the following duties:

Drinking Water Systems

- 1. When appropriate, arrange for joint public meetings with customers to ensure that customers are aware of the need for drinking water system improvement projects, and the potential impacts the projects will have on service rates.
- 2. Inform the DEP of the PSC public meetings with customers and hearings in which drinking water system projects will be discussed.
- 3. Review proposed rate structures for investor-owned water utilities within PSC jurisdiction.

- 4. Provide assistance to DEP on consumer confidence reports and capacity development programs.
- 5. Provide assistance in review of water conservation rate structures within PSC jurisdiction, to ensure that the rate structures are designed to promote water conservation.
- 6. Monitor abandonment and bankruptcy proceedings for investor-owned water utilities within PSC jurisdiction. Inform the DEP of pending abandonment and bankruptcy cases.
- Provide legal and technical support to the DEP in any related administrative hearings or legal proceedings, if an applicant for a DEP permit challenges the interpretation of Section 367.031, F.S.

Domestic Wastewater Systems

- 1. When appropriate, arrange for joint public meetings with customers to ensure that customers are aware of the need for domestic wastewater system improvement projects, and the potential impacts the projects will have on service rates.
- 2. Inform the DEP of the PSC public meetings with customers and hearings in which domestic wastewater projects will be discussed.
- 3. Review proposed rate structures for investor-owned wastewater management utilities within PSC jurisdiction.
- 4. Monitor abandonment and bankruptcy proceedings for investor-owned wastewater utilities within PSC jurisdiction. Inform the DEP of pending abandonment and bankruptcy cases.
- Provide legal and technical support to the DEP in any related administrative hearings or legal proceedings, if an applicant for a DEP permit challenges the interpretation of Section 367.031, F.S.
- 6. Work with utilities within its jurisdiction and with the DEP to strengthen efforts to ensure that wastewater facilities have sufficient capacity available. The DEP has adopted rules requiring utilities to perform timely planning, design, and construction of expanded facilities to ensure that sufficient wastewater treatment, disposal, and reuse capacity is available.
- 7. Work with utilities within its jurisdiction and with the DEP to strengthen efforts to ensure proper operation and maintenance and to promote compliance with DEP permit requirements. The DEP has adopted rules governing proper operation and maintenance of domestic wastewater systems and has initiated a program designed to increase rates of compliance with permit requirements.

DEP/PSC MOU

Water Reuse

- 1. When appropriate, arrange for joint public meetings with customers to ensure that customers are made aware of the need for reuse system improvement projects, and the potential impacts the projects will have on service rates.
- 2. Inform the DEP of the PSC public meetings with customers and hearings in which water reuse will be discussed.
- 3. Provide feasibility analyses of the financial impacts, if any, of reuse projects on both the customers and the domestic wastewater utilities within PSC jurisdiction.
- 4. Within 10 days of receipt of a reuse feasibility study from DEP, review the document for completeness of the financial aspects and notify the DEP whether or not the document is complete and whether or not the PSC will be able to conduct a complete review. If the PSC staff determines that it will be able to review the document, the PSC staff shall provide comments and recommendations to the DEP within 30 days of receipt of the complete document.
- 5. Participate in appropriate DEP hearings in which the feasibility of reuse will be discussed.
- 6. Review proposed rate structures for reuse projects for investor-owned utilities within PSC jurisdiction. As noted in Section 403.064(6), F.S., and pursuant to Chapter 367, F.S., the PSC shall allow utilities that implement reuse projects to recover all prudent costs of such facilities through their rates.
- 7. Assist the water management districts in the review of reuse feasibility studies associated with the mandatory reuse program in Chapter 62-40, F.A.C., and other reuse-related activities of the water management districts in the counties within PSC jurisdiction. A separate MOU between the water management districts and the PSC governs these activities.

DEP RESPONSIBILITIES

The following is a general description of the roles and responsibilities of the DEP related to drinking water systems, water conservation, domestic wastewater systems, and water reuse. The DEP agrees to adopt and implement policies and procedures necessary to administer the following duties:

Drinking Water Systems

- 1. Review applications for construction of drinking water systems.
- Monitor compliance of drinking water systems with applicable rules and drinking water standards.
- 3. Notify the PSC of impending abandonment or bankruptcy cases involving investor-owned water utilities and assist the PSC in such cases, as needed.
- Verify the existence of a certificate of authorization from the PSC before issuance of a construction permit for a new drinking water system for utilities subject to Chapter 367, F.S.
- 5. Participate in interagency programs and working groups on subjects of mutual concern to the agencies.
- 6. Provide expert technical testimony at PSC customer meetings and hearings for rate cases or other proceedings involving investor-owned utilities. This shall be done at the PSC's request without the need for subpoenas.

Domestic Wastewater Systems

- 1. Administer the federal National Pollutant Discharge Elimination System (NPDES) program.
- 2. Administer the federal Underground Injection Control (UIC) Program.
- 3. Administer the federal Pretreatment Program.
- 4. Review applications for construction and operation of domestic wastewater facilities.
- 5. Monitor compliance of domestic wastewater systems with applicable rules and effluent discharge limitations.
- 6. Monitor water quality in the State's ground waters and surface waters.
- 7. Notify the PSC of impending abandonment or bankruptcy cases involving investor-owned wastewater utilities and assist the PSC in such cases, as needed.
- 8. Verify the existence of a certificate of authorization from the PSC before issuance of a permit for construction of a new domestic wastewater treatment facility for utilities subject to Chapter 367, F.S.

DEP/PSC MOU

ATTACHMENT B

9. Provide expert technical testimony at PSC customer meetings and hearings for rate cases or other proceedings involving investor-owned utilities. This shall be done at the PSC's request without the need for subpoenas.

Water Reuse

- 1. Administer the State's water reuse program.
- 2. Review reuse feasibility studies required by Section 403.064, F.S., the Antidegradation Policy, or the Indian River Lagoon System and Basin Act.
- 3. Within five working days after receipt of a reuse feasibility study required by Section 403.064, F.S., the Antidegradation Policy, or the Indian River Lagoon System and Basin Act, provide a copy of the reuse feasibility study to the PSC. This applies only to feasibility studies produced by investor-owned utilities located within counties regulated by the PSC.
- 4. Make final determinations on the adequacy of reuse feasibility studies. Comments and recommendations made by the PSC on the financial aspects of these reuse feasibility studies will be considered by the DEP.
- 5. Provide expert technical testimony at PSC customer meetings and hearings for rate cases or other proceedings involving investor-owned utilities. This shall be done at the PSC's request without the need for subpoenas.

PROJECT COORDINATION

Drinking Water Program

- 1. The PSC will designate a Drinking Water Project Manager.
- 2. The DEP's Drinking Water Section Administrator will serve as the DEP's Drinking Water Project Manager.
- 3. Exchange of information between the DEP and the PSC shall be through the designated Drinking Water Project Managers. Copies of pertinent correspondence related to drinking water treatment and distribution and water conservation issues shall be sent to the appropriate agency's Drinking Water Project Manager.

Domestic Wastewater Program

1. The PSC will designate a Domestic Wastewater Project Manager.

- 2. The DEP's Domestic Wastewater Section Administrator will serve as the DEP's Domestic Wastewater Project Manager.
- 3. Exchange of information between the DEP and the PSC shall be through the designated Domestic Wastewater Project Managers. Copies of pertinent correspondence related to wastewater management issues shall be sent to the appropriate agency's Domestic Wastewater Project Manager.

Water Reuse Program

- 1. The PSC will designate a Reuse Project Manager.
- 2. The DEP's Reuse Coordinator will serve as the DEP's Reuse Project Manager for purposes of this agreement.
- 3. Reuse feasibility studies to be submitted to the PSC will be submitted over the signature of the DEP Reuse Coordinator or over the signature of one of the six Water Facilities Administrators located in the DEP district offices. All reuse feasibility studies provided to the PSC will be directed to the PSC's Reuse Project Manager.
- The DEP Reuse Coordinator shall be copied on any correspondence between the PSC's Reuse Project Manager and the DEP's Water Facilities Administrators regarding reuse feasibility studies.
- 5. Whenever a potential conflict regarding a specific project is identified, each agency will examine the alternative solutions available and then meet to discuss the issues involved and attempt to reach an agreement before announcing a position. If an agreement cannot be reached after due deliberations, several positions may be advocated. Such disagreements, if any, will not obviate this MOU.
- 6. Exchange of information between the DEP and the PSC shall be through the designated Reuse Project Managers. Copies of pertinent correspondence between an agency and other parties concerning a reuse project shall be sent to the Reuse Project Manager of each agency until project completion.
- 7. The Reuse Coordinating Committee will continue to meet three times each year to discuss issues related to water reuse in Florida and to coordinate activities of the member agencies toward the goal of encouraging and promoting water reuse. DEP's Reuse Coordinator chairs this committee and the PSC, as a member of the committee, will continue to participate in committee activities and will continue to attend committee meetings.
- 8. Representatives of the individual DEP district offices, the appropriate water management districts, and the PSC will meet between two and four times each year to discuss domestic wastewater and water reuse issues. These meetings are designed to promote

DEP/PSC MOU

ATTACHMENT B

communication and coordination among the permitting staffs. The focus is on identification of potential suppliers of reclaimed water (domestic wastewater treatment systems) and potential users of reclaimed water (applicants for consumptive use permits) and to develop strategies for maximizing the use of reclaimed water within the areas served by the individual DEP districts and water management districts.

Overall Coordination

The designated Drinking Water, Domestic Wastewater, and Reuse Project Managers from the DEP and the PSC shall meet as necessary. The meetings will address and review progress on the drinking water, domestic wastewater, and water reuse programs in Florida and will attempt to resolve any issues that may be identified by the staffs.

AMENDMENTS

This MOU may be amended by mutual agreement of the DEP and PSC. It shall remain in effect until it is dissolved by mutual agreement among the agencies or terminated by an agency after giving 30-days written notice to the other agency.

PREVIOUS MOU

This MOU supersedes the previous MOU dated November 20, 1992 between the DEP and the PSC. Upon signature of this MOU, the MOU dated November 20, 1992 will be null and void.

EFFECTIVE DATE AND SIGNATURES

This MOU will become effective after being signed by both parties.

E. Leon Jacobs, Jr., Chairman Florida Public Service Commission

TEMBER 3 ,2001

David B. Struhs, Secretary Department of Environmental Protection

2001

Date

DEP/PSC MOU

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2001

II. Outside Persons Who Wish to Address the Commission at Internal Affairs

The records reflect that no outside persons addressed the Commission at this Internal Affairs meeting.

III. Supplemental Materials Provided During Internal Affairs

The records reflect that there were no supplemental materials provided to the Commission during this Internal Affairs meeting.

IV. Transcript

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8	FLORIDA PUBLIC SERVICE COMMISSION
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	FLORIDA PUBLIC SERVICE COMMISSION

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1	PROCEEDINGS	
2	CHAIRMAN BRISÉ: Okay. We will call the	
3	Internal Affairs meeting to order. Today is again	
4	July 30th still July 30th, 2013. All right. So	
5	we'll take up Item Number 1.	
6	COMMISSIONER EDGAR: Move it.	
7	(Laughter.)	
8	CHAIRMAN BRISÉ: Is there a second on	
9	that?	
10	COMMISSIONER EDGAR: That was a joke.	
11	CHAIRMAN BRISÉ: Understood.	
12	All right. So we will take up Item Number	
13	1.	
14	MR. SHAFER: Good morning, Commissioners.	
15	Greg Shafer with Commission staff.	
16	This item concerns existing Memorandums of	
17	Understanding with DEP, the Water Management	
18	Districts, and also a document that has not only	
19	those two entities, but signatories from other	
20	industry groups. Commission staff is seeking	
21	approval of the draft revised memorandum with DEP.	
22	That's the primary action item this morning.	
23	Mr. Van Hoofnagle with DEP, head of their	
24	Drinking Water Program, is here to answer any	
25	questions that might come up regarding the MOU.	
	FLORIDA PUBLIC SERVICE COMMISSION	

Staff is also providing a briefing update on the status of the MOU with the Water Management Districts and on the Joint Statement of Commitment for the Development and Implementation of a Comprehensive Statewide Water Conservation Program.

Attachment A is the proposed revision to the existing MOU with DEP. There's one primary or significant change to the MOU from the September 2001 version, and there are also significant changes to the organization and structure of the MOU that we hope serves to consolidate it a bit and avoid redundancy and just generally make it more readable.

The most important difference is the addition of an item that will provide for the exchange of water and wastewater quality complaints, particularly those related to secondary standards such as taste, odor, color, or noise. The inclusion of this item is in response to a Water Study Committee recommendation.

During the, during the committee's life and in its final report it recognized that the Department of Environmental Protection does not actively enforce secondary standards to -- in terms of -- unless there's significant consumer concern

about those types of things. So the committee thought, well, if the Public Service Commission is getting complaints and DEP doesn't know about it, then they ought to work to exchange that information so DEP is fully aware of any secondary complaints that we may receive.

Currently the Consumer Affairs folks, when they receive a water quality complaint, that's not under our jurisdiction, and so what they typically do is to give the caller a phone number at DEP and also to remind them that in certain counties the county health department is the agency of responsibility for the water quality matters. Whether or not that customer ultimately takes the next step and calls DEP, we don't really have a good sense of that. So the idea is that to exchange that information back and forth DEP will be aware of calls that we have received and they can match those calls, those customer names and so forth, to whatever complaints they have received, and that way they'll have a good idea on what the total concern by any particular group of customers is for their utility. So that's, that's the primary addition to the MOU.

In addition, we've been working with DEP

staff to exchange information about those utility companies that we have jurisdiction over and the counties where we have jurisdiction because those things, you know, come in and out over time. And so we've agreed to keep them informed and -- of those kinds of changes.

So that's, that's really the gist of the MOU with DEP. In regard to the MOU with the Water Management Districts, we're really in the beginning phases of trying to get that revised or updated as necessary. We've reached out to the districts and provided them a copy of the MOU for their review. I had a call last week from one district indicating that there was no one there that had ever even realized the, a document existed. It dates back to 1991. So it's entirely possible that there may be some districts that don't feel the need to have it. We don't have a lot of utilities in a couple of the districts and, therefore, our contact is fairly limited.

It's not -- in both the case with, excuse me, DEP and the Water Management Districts, there won't be -- the staff does not intend to change any of its current procedures other than to add the information exchange on the complaints, regardless

of whether there's an MOU in effect or not. Our, our staff on rate cases will take the same steps going forward that they have historically to make themselves aware of the status of any utility.

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The final document is -- I will refer to it as the joint statement for brevity. That was a document that was created during the Governor Bush administration in response to his Drought Action Plan, and the document was executed in 2003.

Subsequently in 2004, the Legislature adopted a provision that assumed much of the language from that joint statement. And then DEP was directed by the legislation to, in cooperation with the Water Management Districts, to develop the statewide conservation program. The plan was completed and resulted in the creation of the Conserve Florida Water Conservation Clearinghouse, which is currently managed for DEP by the University of Florida. DEP staff has informed us that for PSC purposes their interpretation is that the joint statement is no longer in effect. So it's a moot document at this point.

Sorry for the lengthy discussion. If there are any questions --

CHAIRMAN BRISÉ: Thank you, Mr. Shafer.

At this point I think Commissioner Brown has a question for you.

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COMMISSIONER BROWN: Thank you.

First off, I wanted to thank our Executive Director for bringing this initiative forward, moving it forward, I think. I'm very excited about it. This is one of the most viable suggestions offered by the Water and Wastewater Study Committee, and I'm happy to see that it's moving through. I think the coordination of the agencies is going to only help the agencies, the customers, and the utilities. So this is going to be great. Van, it's nice to see you here.

And, Greg, if you could, just walk us through the Attachment A on page 9, the additional -- of Attachment A -- the additional responsibilities from the existing, just comparing from the existing. I know we have an Attachment B, which -- and this is really for the folks in the audience and that are tuning in here -- of the existing MOU versus the new MOU, which my understanding is that it's still being negotiated but it looks like we have a draft that is a working draft. If you could highlight on page 9 the additional responsibilities that DEP is undertaking

from the current MOU.

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MR. SHAFER: Okay. I'd be glad to. Actually on page 8 where is lists -- it's PSC responsibilities in terms of water, domestic wastewater, and reuse systems. The two most significant changes are item 2, which addresses the complaint exchange process, and then item 4, which addresses the updating of the PSC jurisdiction and jurisdictional utilities.

COMMISSIONER BROWN: Thank you.

MR. SHAFER: And just as a point of clarification, I mean, our perception is that this is the document that is, you know, it's not a draft -- it's a draft because you haven't approved it, but in our hope it is the final draft.

COMMISSIONER BROWN: And you are seeking approval with editorial responsibility?

MR. SHAFER: Yes. And that would be just for any insignificant changes that, grammatical or if somebody spotted a typo or something to that effect. Any substantial changes, we would have to bring it back to the Commission.

COMMISSIONER BROWN: Thank you. And I think we have to thank Van for really his leadership over there at DEP for really getting this forward

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and being active on the committee. I think your service on the committee really is helping all of us move this forward, so thank you.

MR. SHAFER: And just as a status update from DEP, Mr. Hoofnagle informed me this morning that the memo is in the Secretary's office, and he anticipates that, you know, in the next day or two it will be sign offed on from their perspective as well.

COMMISSIONER BROWN: That's great. Can you also run through page 9, DEP's additional responsibilities, or any modifications from the existing one, if you can highlight those for the audience.

MR. SHAFER: Okay. I think item 2 addresses the complaint exchange process and that's really the primary change. I think most of the other changes between the two documents were in organization and some language changes where some language was removed and specific statutory or rule references were inserted in the document so that it was more precise.

COMMISSIONER BROWN: And item 5 was just further, I guess, enhanced on page 9, attending customer meetings without subpoena?

MR. SHAFER: That in my mind is not new. The language may have been massaged a bit. But we have consistently for, in my memory, had an agreement with DEP that as needed they would provide expert testimony and assist us at customer meetings and such.

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COMMISSIONER BROWN: Thank you. And thank you, guys, for your work. Appreciate it.

CHAIRMAN BRISÉ: Okay. Thank you. Commissioner Graham.

COMMISSIONER GRAHAM: Thank you, Mr. Chairman.

I just want to thank staff and, and DEP for addressing some of these issues. I know that some of the things that came out of the study commission, even though the Legislature didn't pass the bill that they had before them, that we could address some of the issues that we could, that we could take responsibility for and not have to wait for any legislation to come down the pike. I definitely want to thank you for that.

This is on a personal note. It's tiresome back and forth if you don't -- what works easier for me is having a strike-out version so I'm not going back and forth, as Commissioner Brown was just

saying what changed here, what changed here, what was enhanced here, was not enhanced here. So I throw that out for the next time we have this sort of thing. It makes it a lot easier for me.

MR. SHAFER: Understood.

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CHAIRMAN GRAHAM: But I do appreciate the work that you've done and the information that's here.

One of the questions I have is is it necessary to have an MOU with the Water Management Districts? I mean, specifically just because they're all under the Secretary, can't we just have one that's all included in the DEP one and not have to worry about that and we can just have a, a, a standard template that just says Water Management Districts will do this or this is, you know, their position sort of thing?

MR. SHAFER: We attempted to -- well, we had a discussion about that possibility, recognizing that trying to coordinate a document with a large group of folks would be a little bit like herding cats. But DEP did not think that that was appropriate or was under their umbrella, so to speak. And if Mr. Hoofnagle has something to add more coherent than that, then I'd be happy to let

him do that.

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COMMISSIONER GRAHAM: Well, I just know that there was a, there has been a movement to kind of rein in the Water Management Districts more under the umbrella of DEP, and I thought this was a good way of making some of that happen.

CHAIRMAN BRISÉ: All right. I think our General Counsel has something he would like to add.

MR. KISER: Historically Water Management Districts have been independent. They were created separately, they're in the Constitution, and little by little the Legislature has, by statute has required them to do certain things with guidance, et cetera, over them from DEP. However, it's been kicking, dragging, screaming all along the way to get those things done. And so it's, everybody is usually really reluctant to order too much because they are independent, they are appointed obviously by the Governor, and they do have constitutional status. And so outside of some statutory authority that directs that to be done that way, there's always been a hesitation to overstep their bounds as to how much they have, how much control they really have over the districts.

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You know, for years some of the districts

had a different taxing structure that are set up differently. Some of them were designed to be set up by water basins, others were not. So they've always been just a little bit different, they're a real anomaly. There's always a debate almost every year that whenever there's a particular water issue, that maybe those people should be elected from the Water Management District since they have so much authority. And once we kind of point out the politics of that, that if you elect those folks, the first time they realize they are getting more votes in the election for their seat than someone who's in the state senate, for example, that's who they run for next time, and you might not want to encourage that kind of competition. So usually that argument falls by the wayside eventually.

But, Commissioner Graham, there's just always been a real reluctance to push them too far without some sort of statutory authority. And getting budget authority, for example, over them has also been, that's been acquired over the years little by little, by increments, and that's probably one of the reasons why there's a little reluctance to try to do too much from their umbrella status over them since their authority over that is

somewhat limited.

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CHAIRMAN BRISÉ: Thank you, Mr. Kiser. COMMISSIONER GRAHAM: Just, just so I understand though, they are officially under the DEP, they still answer to the Secretary?

MR. KISER: I don't remember exactly where that stands today, but in the past they were not. Organizationally they were put there for some circumstances but not for -- not totally, and so it's kind of piecemeal. And there's been always a lot of talk about getting more control over them, but it's still not -- I think it's -- in the organizational chart you'll see them kind of treated separately.

MR. BAEZ: Commissioner, to your original question, I think that my conversations with Greg, we've actually prioritized the Water Management Districts that we really do have an interest, you know, the foremost interest in having an MOU with just by sheer numbers of how many regulated utilities we have in their territory and we're kind of going down the, down the list. So clearly there's at least a couple out there that we, that we would pursue first and feverishly to try and get a, to try and get an MOU with -- the others in order.

But I think the General Counsel is right; they're a, they're a tough lot to, to bring all in, and we're going to go at them one at a time by priority.

> **CHAIRMAN BRISÉ:** All right. Thank you. Commissioner Edgar.

COMMISSIONER EDGAR: Thank you, Mr. Chairman.

Briefly a couple of comments. First, very briefly, and then I'll move on. If I were drawing an org chart of the relationship within the umbrella of state government, I would have a dotted line between the Water Management District and DEP. And as probably many of you know, DEP is my second favorite state agency, having worked there for many, many years, and I believe very strongly in their mission and know what a good, dedicated team they have over there.

I want to take the opportunity to thank Secretary Vinyard for his interest in letting his staff work on these issues and help us to update. I know back in the dark ages when I was Chair of the PSC, one of the things I wanted to do, and we did do, is look at the MOUs that we had with various state agencies because many of them had been crafted

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and signed many, many years before. And it's a, it's a harder thing to get that moving than it might seem, so I think this is a great effort.

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I also want to take the opportunity to again thank Commissioner Brown for her work chairing the legislative-created Water and Wastewater Study Commission, a collaborative process. And I know and many of us know that chairing that type of collaborative process and getting consensus is a whole lot more work than maybe it seems when you're just tuning in to the meeting. So thank you for your good work on that.

And I think this is also a great example in recognition that there can be both process and substantive improvements that do not require legislative action but that we can take ownership of and move forward, and I think this is a great example of that.

So I'm pleased. I also would have appreciated the strike and types -- or type and strike since there are many things that are similar. But it's a, it's a good effort, and I'm pleased to know that the discussions have continued and that it looks like we'll be able to get this signed on both ends.

And let me know if you, if you're interested in trying to get a draft moving forward with the Northwest Water Management District and maybe I can make a phone call.

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CHAIRMAN BRISÉ: Commissioner Balbis.

COMMISSIONER BALBIS: Thank you, Mr. Chairman. I wanted to thank staff, as my other Commissioners have done. I think that hopefully this will eliminate whatever gap existed between just focusing on the complaint reporting process. I think that will definitely help out. It's always been frustrating to me and I'm sure other Commissioners during customer meetings when, you know, complaints are logged on issues that are really, you know, DEP issues and with PSC issues. So I'm glad that we've -- we're moving forward with eliminating that gap.

And then I also wanted to indicate I'm very glad to actually put a face to the name Van Hoofnagle. And I, you know, in a previous life you don't know how many times, when trying to negotiate a consent order, that the Palm Beach County Health Department would say, well, we'll see what Van has to say about this. And there was this mysterious man behind the curtain that, that was the guru in

water quality. So I'm glad to, to finally see you. And I may try one more time to argue about microfiltration versus ultrafiltration and maybe weasel that into the consent order, but I think that time has passed.

But I'm glad to see the collaborative effort on this process. I want to thank Commissioner Brown as well. I used to, and I still kind of giggle at the fact that she was tasked with this because I recognize how difficult it was, and she really did a good job with it and brought forward some good recommendations. And I'm in full support of this MOU and am in agreement with the strike-through process.

CHAIRMAN BRISE: Thank you. So I'll chime in as well. I want to say that this is a work, good working product that we have at this point. And obviously we have a few further steps that are ahead of us. So we certainly appreciate the fact or knowledge that it's heading to the Secretary's desk or his office, and at that point hopefully we'll be able to put the knot on it and ensure that we begin this, or continue this process in a more collaborative manner that will ultimately benefit consumers and customers across the state.

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1	I think we're ready to entertain a motion.
2	Commissioner Brown.
3	COMMISSIONER BROWN: Thank you, Mr.
4	Chairman.
5	I would move approval of the attached
6	proposed memorandum attached as Exhibit A or
7	Addendum A, as well as editorial privilege given to
8	staff to make any non-substantive changes that may
9	be required due to the nature of negotiations with
10	DEP.
11	CHAIRMAN BRISÉ: Okay. Is there a second?
12	COMMISSIONER EDGAR: Second.
13	CHAIRMAN BRISÉ: It's been moved and
14	seconded. Further discussion? Okay. Any other
15	comments? Seeing none, all in favor, say aye.
16	(Vote taken.)
17	All right. Thank you.
18	* * * *
19	CHAIRMAN BRISÉ: Moving on to Item Number
20	2, Executive Director's report.
21	MR. BAEZ: Thank you, Mr. Chairman.
22	Commissioners, I have a construction
23	update. The IA room, we can now say with less
24	uncertain uncertainty, we're going to be we're
25	shooting to hold the next, the September 25th IA in

our new IA room. Room 140 is still going to be 1 available for the agency's use until at least 2 3 August 28th. Along those lines as well, if you've seen 4 the train of moving desks and dollies in the lobby, 5 6 that is the Clerk's Office, which is currently 7 moving. And I believe the move will be finished by tomorrow, July 31st. 8 9 And lastly, the mailroom, the mailroom's anticipated move will be by October 1st at this 10 11 point, with more details on that, more definitive 12 details on that to follow. We're looking to phase that in so that there's no actual down time to that 13 14 operation. That's it. 15 CHAIRMAN BRISÉ: All right. Thank you. * * * * * 16 17 CHAIRMAN BRISÉ: Other matters? Okay? If there's nothing else on other matters, then 18 Commissioner Balbis moves we rise. 19 (Internal Affairs adjourned at 10:42 a.m..) 20 21 22 23 24 25

STATE OF FLORIDA) : CERTIFICATE OF REPORTER COUNTY OF LEON)

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I, LINDA BOLES, CRR, RPR, Official Commission 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.

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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 <u>Sta</u> day of <u>August</u>, 2013.

DLES, CRR, RDR

FPSC Official Commission Reporters (850) 413-6734

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