1	PARTICIPATING:
2	RALPH JAEGER and LILA JABER, FPSC Division
3	of Legal Services.
4	CHUCK HILL, MARSHALL WILLIS, JOANN CHASE and
5	TROY RENDELL, FPSC Division of Water & Wastewater.
6	DAVID SMITH and MARY ANNE HELTON, FPSC
7	Division of Appeals.
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PROCEEDINGS

CHAIRMAN JOHNSON: Item 28.

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MR. JAEGER: Commissioners, Item No. 28 is

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Staff's recommendation concerning Florida Water

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Services' motion to establish mechanism to hold it

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harmless should the Commission-approved rate structure

Staff is recommending that the automatic

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be reversed.

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9 stay provisions of 25-22.062(3)(a) were triggered by

the cross appeals of OPC and Citrus County, but no

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Show Cause proceedings should be initiated for Florida

Water's apparent violation of the automatic stay.

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Also, Staff is recommending that Paragraphs 10 through

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12 of the motion to establish a mechanism should be

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treated as a motion to vacate the automatic stay and

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the stay should be vacated provided the utility

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provides a corporate undertaking in the amount of

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\$967,560 within ten days of the date of the order.

19 20 Finally, Staff recommends that the Commission dismiss

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jurisdiction.

the motion to establish a mechanism for lack of

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One thing Staff did want you to know, there

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has been some question as to whether the 5.8 million

bond that's currently in effect is sufficient to

protect all of these revenues. And we've done some

preliminary analysis, but at this point Staff is not 2 willing to say that the \$967,560 corporate undertaking is not required. 3 COMMISSIONER DEASON: I'm sorry, I didn't 4 5 catch the last. MR. JAEGER: Staff is recommending that a 6 7 corporate undertaking in the amount of \$967,560 be a condition of the vacation of the stay. And there's 8 9 some question of whether the 5.8 million bond is 10 already sufficient, but at this point in time we still 11 think to err on the side of caution, that we need the additional corporate undertaking. COMMISSIONER DEASON: And what is that 13 14 corporate undertaking going to ensure? There was an acquisition, a 15 MR. JAEGER: negative acquisition adjustment that OPC has raised on appeal in the amount of about \$3.8 million, I believe; 17 and that equates to about a \$500,000 annual revenue 18 change and that would protect that for about 20 months 19 that we expect this appeal to run. 20 COMMISSIONER DEASON: So it's to protect a 21

commissioner deason: So it's to protect a
revenue requirement issue.

MR. JAEGER: A revenue requirement issue.

commissioner DEASON: We don't have any protection for a rate structure issue, do we?

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MR. JAEGER: A rate structure? No, sir, we do not. We're in the same situation that we found ourselves, pretty much, in 920199.

situation, but at least in the previous one there was a motion filed to vacate the stay and that was adequately addressed and debated. I disagreed with it, but the Commission made a decision and the decision was to vacate it. Here we have had, basically, the effect of having the stay vacated with no action by this Commission for the past year. Am I reading that correctly?

MR. JAEGER: They have continued to charge the cap band rate structure for the past year, and it was not until we got this motion to establish mechanism that Paragraphs 10 through 12 -- basically, the Staff believes is a request to vacate.

that I have is that we're potentially going to find ourselves in the same situation that we've already experienced. And this time around we're going to be put in that same boat, and, at least, we didn't even make the decision to get in the boat; we're being placed in the boat by the action of someone else. And what I understand Staff saying is we don't have any

choice, no recourse.

would do it except to go back and say they charge stand-alone rates for everybody. I don't know.

difficulty you get when you have the potential to have a refund or surcharge on a rate structure issue, which I think is beyond me how -- but, of course, I won't get into that debate. But I just see where this is going to be another one of those extremely difficult situations, and I don't know the way out of it either. I even thought about that perhaps we could fine the Company in the amount of the potential refund and surcharges and suspend it, but those monies go to the state; they don't go to customers. I don't know of any recourse we have.

It seems to me that if we're overturned at the court, we're going to be in the exact same position again of trying to determine whether we're going to refund and surcharge different classes of customers, different groups of customers depending upon their location and which cap band they are in.

Am I addressing the issue correctly? That is the issue.

MS. CHASE: Right, Commissioner. I think we

completely agree with what you're saying. The dilemma is that if you try to have the Utility through a bond, or whatever, guarantee that, the money is not coming from the Utility, according to the last court decision we had; it would be coming from the other customers. So there really isn't a mechanism that we know of that would protect that.

the decision -- at the time the appeal were filed, which according to Staff that's when the stay should have taken effect, okay, legally; is that correct? It was an automatic stay; is that correct?

MR. JAEGER: It was an automatic stay. In our opinion the 25-22.061(3)(a) is an automatic stay.

COMMISSIONER DEASON: What rates would the Company would have had to have charged if they had not gotten the stay vacated?

MR. JAEGER: If they had not gotten the stay vacated, then they should have gone back to the interim modified stand-alone that they had.

commissioner deason: Okay. They chose to implement the new rate structure, and that rate structure is under appeal now. And we would anticipate that if we lose, we're going to be faced with the same issue of refunds and surcharges.

There's no way to avoid that. If that's what --1 2 MR. JAEGER: There may have been a way, as 3 you say, when they first did the appeal -- like we did in AFPI charges, where you maybe gave them the higher of each -- either the modified stand-alone, but now 5 that we've gone this full year and some odd months, 6 7 Staff did not see a way out of this predicament. 8 COMMISSIONER CLARK: Well, one of the reasons you don't see a way out of it is it's no 9 longer under our control. 10 MR. JAEGER: It's not under our control now. 11 COMMISSIONER CLARK: But even if we had 12 done -- it seems to me if they had -- if the stay had 13 gone into effect and the interim stand-alone rates had 14 gone into effect and they were supposedly -- if they 15 had collected less than the revenue requirement they 16 are allowed, we would have been in the same boat. 17 MS. CHASE: It would have been just a 18 19 surcharge then. 20 MR. JAEGER: Yes. COMMISSIONER CLARK: What GTE tells us is we 21 would have had to surcharge. 22 The interim modified MR. JAEGER: Yes. 23 stand-alone did not give them their revenue

requirement, and so they would have been collecting

less than they were entitled to.

increased the revenue requirement using that same rate structure? Would that have alleviated the possibility of having a refund and surcharge, not based upon revenue requirements, but based upon rate structure; that is different customers paying different rates and being a subsidy between customers?

mr. RENDELL: There would still be a problem, because all of the service areas under interim were not under the modified stand-alone. They were some stand-alone rates. And if the final rates ultimately were cap band, you would still see a refund surcharge situation, so there's a mixture under interim.

and this goes to the difficulty of this court's decision about having refunds on a rate structure issue. It seems to me that not only for water and wastewater, but for any company we regulate, electric or whatever, what we have to do is say, "What are all of the conceivable rate structures out there? All right. If there's going to be a rate structure issue, charge everybody the highest rate under their rate structure to avoid surcharges." And that's the only

way to eliminate it.

MS. CHASE: The concern with that is -
COMMISSIONER CLARK: And it's compounded by
the fact that even if it isn't a rate structure issue,
if you have an appeal you have to find out what
they've appealed and allow the maximum of that issue.

electric case, there's different cost of service studies, and some -- industrial may have one rate and residential another in this cost of service study and in another one it could be just the opposite. What's the highest rate under any conceivable cost of service study that's out there and have those be the interim rates to avoid surcharging one customer class to give money to another customer class. That is --

MR. HILL: Bizarre.

commissioner deason: Exactly. I would agree with that terminology. It's just frustrating.

commissioner clark: I think at this point even if we wanted to invoke that remedy, I don't think we can.

commissioner deason: Well, one of the suggestions was to take this to the court and have it brought back to us. Maybe that would show the difficulty and -- to the court of doing this, because

the only way to eliminate on a going-forward basis is to get jurisdiction back and impose the highest rate on every customer out there for the interim purposes to avoid a surcharge situation. And, of course, that would not be very easy to do either. How do you explain that to customers? That may be easier to explain, though, than surcharging customers for past consumption, which I still think is retroactive ratemaking, but I know the court defines it differently. And I'm talking about a revenue requirements issue, because I think the court was very clear, the Supreme Court of Florida was very clear in the GTE case. But when it comes to rate structure, I just don't see where it's the same thing. It's just extremely difficult.

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And I still have difficulty reconciling the fact that we're in this situation because the Company, deciding that -- and I'm not putting any blame on them, but the fact remains that there should have been a stay, and the stay was not activated or recognized or whatever. And they implemented these rates which are now under appeal, and that's already been a year that we're going to have -- and how much longer do we think we're going to have these rates collected before there's going to be an ultimate outcome of the appeal?

It could be another year.

thing. I think something ought to be filed with the Court indicating that this decision needs to be expedited because of that potential -- if they are going to say that we have to deal with surcharge and do a refund, they need to know -- an expedited opinion would be helpful.

MS. JABER: Commissioners, you need to know that oral argument for this case has been scheduled for next week.

COMMISSIONER CLARK: February 10. You can file things at any time.

MS. JABER: We'll pass it on to appeals and let them know.

commissioner clark: And it probably should be brought up in oral argument. Is there any clue who is assigned to this case?

MS. JABER: The panel, you mean?

COMMISSIONER CLARK: Yes, who is on the

21 | panel?

MS. JABER: I have no idea. I'll check with David.

24 CHAIRMAN JOHNSON: Can it be brought up in that context?

COMMISSIONER CLARK: Probably have to file something. You're right.

that we're denying here is a request from the Company to try to minimize exposure to both the Company and the ratepayers, and Staff is saying that we can't do that because we don't have jurisdiction anymore.

Jurisdiction is with the court. Would there be any merit in trying to get back jurisdiction to try to do something on a going-forward basis to minimize that exposure? Explain that to the court and maybe they'll understand some of the difficulties we're having to deal with some of the decisions they're making and handing back to us.

MR. JAEGER: I think -- you know, we've got that 15 months or so that we already -- water under the bridge, that we're going to have to do something with that no matter what. And so we could try on a going-forward basis to do what you all were talking about, the higher -- but we're still going to have that problem with what we already have. With oral argument next week, and if we do get the expedited decision, we're really doing a lot of work for three or four months, and we don't know if it's even going to be necessary at all.

MR. RENDELL: That was one concern. The other concern is, since oral argument is next week, if we were to go back to, say, stand-alone or -- you know, we'd have to look at the merits of going to modified stand-alone or stand-alone. The customers see a rate change this month and then they are going to see another rate change after the oral argument comes out, and they had a year's worth under one rate structure it's going to be too much confusion on the customer's part. So that's one of the things we also look at.

commissioner deason: I agree. It's difficult, it's frustrating, it's confusing to customers. On the other hand, if we get overturned by the court, then what we're potentially going to have, they're going to have their rates changed and then there's going to be some increment on some customers bills, there's going to be a surcharge to pay to other customers to fund their refund. That's going to be confusing too.

MR. RENDELL: I agree, it's a difficult situation. We also looked at would it be precedent setting, as you mentioned earlier, in any other case that has a rate structure change? Would we have to go and calculate various rate structures and then pick

the highest of all of the different rate structures?

And that's something we'd have to consider in all
future rate cases.

MS. JABER: Commissioners, when we started drafting this recommendation, we mapped out all of the different scenarios, and asking the court to give us jurisdiction back to deal with Florida Water's motion was one of the things we thoroughly reviewed and discussed.

I think that we do not share the Utility's view that the rate structure decision in this case is exactly like the rate structure decision in the last case. There was more evidence to support the cap band rate structure. There was that finding that the court said in Citrus County we needed to make. So we made the decision to let this appeal go forward with what the order had in it for all of the reasons that Mr. Rendell is telling you, the precedent setting. We knew the oral argument was to be scheduled. It's still my opinion this is the way to go.

commissioner DEASON: Commissioner Clark, what were you suggesting that to somehow advise the court some way to put them on notice of the difficulties?

COMMISSIONER CLARK: Yeah. And I don't

know, it just seems to me that it would be important to let them know that the case should be expedited, particularly if they are going to order us to do refunds and surcharges. But I don't know if we should even mention that. I don't know how it plays into the other case that will certainly go up.

And, Lila, with all due respect, I understand that the first one had issues of notices and testimony, but that ain't what the court decided. They just completely put that aside and said, "We decided on this issue. And the issue they decided on, one could argue -- I mean, I'm sure the argument is going to be that it applies to everything but stand-alone.

COMMISSIONER JACOBS: Let me ask a question.
Maybe --

commissioner clark: Let go back, though, for a minute. How would you -- my suggestion was that you somehow alert the court of the need to expedite these decisions. And it may just be the notion that the rate structure has been -- or even the revenue requirement has been questioned. And I guess maybe it's a general notice to them that when they do have our cases involving revenue requirements or rate setting, that delays have the impact of making -- you

know, refunds aren't a problem because they are collecting it. But if there has to be any change in the rates to recover past charges, that those past charges add up and customers who aren't there will not -- you know, we would not be able to get the revenues from them.

commissioner deason: That's certainly going to be an issue in the other appeal.

COMMISSIONER CLARK: Yeah.

COMMISSIONER DEASON: In the previous case.

We've got to realize we've got appeals from the previous case as well as this case.

we have a lot of cases in the hopper that have to deal with current law and current court decisions. But if this is, indeed, going to be a problem in the future, perhaps a legislative change to say that in the future when we're dealing with cases of revenue requirement, that, no, there's not going to be these surcharges in that.

Again, we have cases that decisions have already been made. There are things in the court, and we can't do anything about that except deal with those decisions. But cases are filed every day, and it seems to me that if we have new laws, and new cases

filed under the new law, that we would not face this dilemma; just a suggestion.

COMMISSIONER DEASON: I'm sure Dr. Bane can handle that one.

COMMISSIONER JACOBS: A couple of questions.

One is kind of help me to understand. From what I'm understanding it's arguable whether they should have adhered to a stay. Certainly, a reasonable interpretation is that they could have adhered to a stay when the appeal was filed, correct?

MR. JAEGER: That's correct.

commissioner Jacobs: As a result of proceeding, there is now some risk of loss. To whom is the question that will be resolved by the outcome of the appeal. Is it not unreasonable that by implementing this decision which reasonable minds could argue should not have been done, that some risk of loss should be passed back to the Company.

MR. JAEGER: There's a whole assumption of the risk argument in that 920199 docket, and we actually tried to nail them down at the agenda conference saying, "Well, you realize that if you do this you assume the risk." And I think the Court -- I need help in that from Lila, I think, on exactly what did happen in 920199. But the court said the Company

did not assume the risk by vacating the stay. Of course, in this case they did not do it properly.

COMMISSIONER DEASON: We did not vacate the stay.

MR. JAEGER: They did not do it properly.

That is correct.

distinction. In the previous case there was a request to vacate the stay. The Commission considered that. The Commission vacated the stay. And the Court said that there was no assumption of risk by the Company to make all of the customers whole just their request to have the stay vacate was granted. The facts are a little different here. We never even were confronted with the question of vacating the stay. And whether that would have any bearing on the court's final decision, I don't know. But the circumstances are different this time.

MS. JABER: That's correct.

commissioner Jacobs: And I don't know if we could resolve that. Really, we can't do anything about that until such time as we're faced with a decision about what to do about the Court decision.

But I pose that as a -- I think you're right. I think there is a distinction here.

thought -- I mean, I started thinking about maybe we should fine the Company and suspend it, waiting the outcome. But fines go to the state; they can't go from one customer class to another customer class. Even though the Company did something that potentially they perhaps could be fined for, it wouldn't help the individuals we're trying to help by taking that action.

MS. JABER: Commissioner, Mr. Jaeger identified the Show Cause issue as a potential issue and then decided against it because we recognize there is an apparent rule violation, but we don't know what Show Causing the Utility would accomplish.

COMMISSIONER GARCIA: In theory, couldn't we fine the Company, and then if they reimburse the citizens, we remove the fine?

MS. JABER: You could Show Cause them.

They'll have 20 days to respond, and then we could come back and recommend a fine if the response wasn't persuasive against a Show Cause.

cHAIRMAN JOHNSON: Ms. Jaber, couldn't we just, because these facts are different, if we were faced with an issue of surcharge, again raise the assumption of the risk argument at that point in the

same way that we tried to argue it last time? To me this seems a better case for that kind of an argument. Because they will raise the revenue requirement argument that they are to be made whole. And then we say that in this instance we didn't lift the stay, you just unilaterally acted; therefore, you assumed the risk.

MS. JABER: It's a stronger argument. I can't guess the court anymore.

commissioner clark: Yes, but it will depend on what the interim rates -- if their alternative was leaving the interim rates into effect, if they would have, by doing that, not recovered what they needed here, there would be some balancing there.

commissioner DEASON: If we had been confronted with that issue, we could have debated those things, and perhaps we could have done something --

COMMISSIONER CLARK: Yes.

the interim structure and increased the interim structure, keeping the same basic structure relationship between customer classes and increased it enough to generate the revenues to meet their revenue requirements. But we were not given the opportunity

to debate those kind of questions.

commissioner clark: Right. And we don't have the opportunity to address it now because it's out of our jurisdiction.

commissioner Jacobs: And that takes me to
my next point. If -- well, let me not speculate.

Would not the appropriate action at this point for the Company to ask us to consider be that motion to vacate? Because if you're concerned about potential loss in the event things go of a particular way with the court, then it sounds like to me you want to get out of that situation right now and not belabor that point.

commissioner DEASON: That's an excellent point. Actually, we've not had a piece of paper filed with us asking us specifically to vacate the stay. We've interpreted something to mean that, but we actually have not received it as such.

wr. JAEGER: There's been no such motion to vacate stay, paragraphs 10 through 12 of the motion to establish mechanism, that we've interpreted.

MS. JABER: For whatever it's worth, also,
Commissioners, I don't want to leave agenda today
without telling you this: It doesn't relieve the
Utility of its responsibility, but I do want you to

know that we did not catch the automatic stay problem either. When we received the notice of appeal, we 2 didn't catch it either. 3 COMMISSIONER JACOBS: Have deadlines been 4 5 passed for that? CHAIRMAN JOHNSON: I don't know what you 6 mean by "we didn't catch." 7 MS. JABER: Typically Staff, when we receive 8 notice of appeal one of the things we look for is 9 whether the automatic stay provision kicks in; you 10 11 know, was that notice of appeal filed by a governmental body? And in this case it was. And we 12 didn't contact the Utility either to say --13 CHAIRMAN JOHNSON: It's self-actuating, 14 right? I mean, we don't have to do anything. 15 MS. JABER: We don't have to. 16 17 CHAIRMAN JOHNSON: There's no obligation. There's no obligation, and 18 MS. JABER: that's what I started with. I'm not trying to relieve 19 the Utility from its responsibility, but I wanted you 20 21 all to know that that is something that, you know, typically we do and we didn't. 22 MR. JAEGER: Also, the parties that filed 23 24 the notices of cross-appeal, OPC and Citrus County, although we had like three agendas that addressed

stay, reconsideration and stay, it was never mentioned, and we went around and around on stays and 2 vacation of stays, and it never came up. 3 CHAIRMAN JOHNSON: It's automatic, though, 4 5 right? MR. JAEGER: Yes. 6 MS. JABER: Right. 7 CHAIRMAN JOHNSON: And I appreciate your 8 comments. I don't want us to -- I appreciate the fact 9 that we do that, and that we generally do, and perhaps 10 we didn't do it in this case. But I don't want to 11 leave the impression that we have an obligation and that that's the only way that the automatic stay 13 provisions are effectuated, because they are 14 automatic. 15 No. That's right. 16 MS. JABER: COMMISSIONER CLARK: Let me ask a question. 17 You say it went to agenda on a stay? 18 MS. JABER: AFPI. 19 MR. JAEGER: AFPI, and then we had -- in 20 January of last year, and then also we had another --21 there's other stays requested but --22 COMMISSIONER DEASON: And when that came to 23 us, we took action to try to mitigate the potential 24

for there to be surcharges, did we need not?

MR. JAEGER: That's correct. AFPI -- well, we finally reached -- in the May and June orders, we came around and did AFPI charges where they were protected.

commissioner deason: Basically, they are allowed to charge the higher rates when there were higher rates, were they not.

MR. JAEGER: That's correct.

commissioner deason: I think that's a showing of the Commission's good-faith effort to try to minimize these situations had we been confronted with the question and we weren't. I think sometimes if that has to be argued to the court, maybe that's a point that needs to be made.

commissioner Jacobs: I think that's a very important point. Why today we're looking at this document as opposed to that, that situation you just described?

MS. JABER: And the only thing you need to know in addition to that, and maybe Ms. Chase can correct me if I'm wrong, it's the notice of the cross-appeal that brought the rate structure issues to appeal. When we were dealing with AFPI, that was just after getting the first notice of appeal, which had nothing to do with rate structure.

COMMISSIONER DEASON: And it was the cross-appeal that followed that triggered the rate structure question.

MS. JABER: Right. That's exactly right.

commissioner deason: But a cross-appeal has its own legal standing as well. So in fact, if the appeal had been withdrawn, the cross-appeal would still stand, would it not?

MS. JABER: That's right.

commissioner clark: Well, I guess my question is if you don't treat what they requested as a motion to have this stay lifted, where are we? Should they be filing a new tariff?

MS. JABER: You're asking what rates do they charge, basically.

COMMISSIONER CLARK: Yes. If there is a stay, what should they be doing?

MR. JAEGER: I think, if you decide what you decided, I believe, that the automatic stay was triggered, then they must go back to the rates they had before that order was issued. And then it's up to them to request remedy if you don't treat this — they've requested that they be allowed to continue charging the final rates, that that be confirmed, that they be allowed to continue charging the final rates.

	COMMISSIONER CHARR: Inde 5 what they ve
2	requested?
3	MR. JAEGER: That's what they've requested
4	in this motion.
5	MR. RENDELL: And the reason behind that is
6	so we wouldn't impair their final revenue requirement.
7	If you go back to interim it's less than final.
8	COMMISSIONER CLARK: Well, it seems to me
9	that the issue the impact of their implementing the
10	rates while they were supposed to be stayed is
11	something that we may have to confront in the future.
12	And they having requested by this that they it
13	seems to me it's out of our hands and there's nothing
14	we can do one way or the other, and that we will have
15	to make a decision on what impact the failure of
16	bringing it to us for a stay had with respect to any
17	assumption of the risk for a different rate structure.
18	MR. JAEGER: I believe, yes, that we can
19	consider that when we come to that bridge if it comes
20	back.
21	COMMISSIONER JACOBS: Or we can Show Cause
22	them.
23	CHAIRMAN JOHNSON: Commissioners, is there a
24	motion?
25	COMMISSIONER CLARK: I'll move Staff.

CHAIRMAN JOHNSON: Is there a second? 1 COMMISSIONER DEASON: Well, let me back up 2 just a second. So the motion would be to grant a --3 to basically interpret a filing as a request of vacating a stay and grant it? 5 COMMISSIONER JACOBS: That's what 2 says. 6 7 would not do that. COMMISSIONER CLARK: Well, then that was my 8 question. What happens? It seems -- we may not have 9 to vote on 2 the way it is. It just seems like we 10 can't do either. Even if we wanted to lift the stay 11 12 at this point, we couldn't. 13 COMMISSIONER DEASON: So you're saying we 14 can't do anything. COMMISSIONER CLARK: Right. 15 COMMISSIONER DEASON: We are where we are, 16 and the Company finds itself where it is because of 17 the decisions it made, and we can't do anything until 18 the court makes a decision. 19 MR. JAEGER: Under the Florida Rules of 20 Appellate Procedure you have continuing jurisdiction over stays. It's my interpretation of the Rule 310 --22 let me get the rule out. 23 24 COMMISSIONER DEASON: Can they go to the

court and get a stay?

MS. JABER: On the jurisdiction issue with respect to stays, clearly, in the appellate rules of procedure the stay aspect is procedural and you can rule on that. You can address the stay. There is enough in their motion, in the Utility's motion, I think, to interpret their motion as a motion to vacate.

MR. JAEGER: Rule 9.310, it's my interpretation of that rule of appellate procedure that on motion, the lower tribunal or the court may extend the stay imposing lawful conditions or vacate the stay. So I believe we still have continuing jurisdiction to do anything with stays as long as it's under --

commissioner CLARK: And their request here is that they be allowed to implement the final rates under the rate structure --

MR. JAEGER: That it be confirmed that they be allowed to continue charging the final rates.

commissioner clark: And they've not asked us to go to a rate structure that provides for no surcharges if the rate structure is found -- or refunds if the rate structure is -- they haven't asked for that maximum amount of each rate for each class of customer.

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MR. JAEGER: Let me go back. This was filed just before the December 15th special agenda where we had that refund surcharge or no refund, no surcharge. And once they got that decision where it's no refund, no surcharge, you know, they're protected under that decision they think -- and they are protected under the refund surcharge issue also.

COMMISSIONER CLARK: They are not until the court says they are.

MR. JAEGER: Well, I think the first thing we did in 920199, we said refund, no surcharge. came back said, "You can't do that." And that was where they were really -- that's what scared them. Ιf they had to do a refund and no surcharge. But they did do -- in this motion to establish mechanism, they did ask for us to establish a mechanism. They didn't say what it was or how to establish it, to protect both the Utility and the customers.

COMMISSIONER DEASON: Why don't we set that for oral argument and let them come up here and tell us how to get out of this morass, if they've got a solution.

COMMISSIONER CLARK: Yes, as far as I'm concerned they have to propose it.

MS. JABER: But, Commissioners, on that

alone, on establishing a mechanism, that part we think is not within your jurisdiction. We think that to be able to address the motion to establish a mechanism, you've got to ask for the court to give you permission in that regard. The stay is different.

for in the stay? That we lift of the stay and allow them to collect their final rates? And that lessens the exposure, to some extent, because it is a higher revenue requirement. But having not asked us to do it at that point, they didn't give us the opportunity to guard against all contingencies.

establish a mechanism, that's out of your jurisdiction. But then whether or not we can -- if we treat it as a lifting of the stay, I think that's probably safer at this point. I want to emphasis at this point it's a safer process to follow because it has a higher -- it allows for the collection of higher rates. Wait a minute. Because then you wouldn't add to it the notion of failing to -- recover revenue requirements and having to surcharge purely for revenue.

MS. JABER: That's right.

COMMISSIONER JACOBS: The more I listen to

this, the more and more I come to the conclusion that 2 this is a part -- this is a record that the Court really should hear. I mean, should have the benefit 3 of, rather. And I'm wondering should we go ahead and ask for a limited remand on this? 5 6 COMMISSIONER CLARK: Let me ask a question. 7 We don't have to -- if we don't allow the lifting of 8 the stay, they can go to the court, right? MR. JAEGER: It's my understanding that if 9 you deny the lifting of the stay, or I think I've seen 10 them go directly to the appellate court, but --11 12 COMMISSIONER CLARK: Maybe we should just say the notion of what to do at this point is fraught 13 with difficulties either way and that you should apply 14 to the court for this. 15 MS. JABER: Commissioners, would you give us 16 ten minutes to consult with Appeals maybe? 17 COMMISSIONER CLARK: It seems to me --18 MS. JABER: I just can't answer your 19 questions. 20 COMMISSIONER CLARK: -- they have the choice 21 of coming to us for a stay or lifting of a stay or 22 going right to the court, don't they? I think they 23 do. 24

MR. JAEGER: As I say, the rule appellate

procedure, 9.310(b) indicates that they would come to us for the lifting of the stay. But I'm just saying I 2 think I have seen where they have gone --3 MS. JABER: They have. They have filed 4 motions for stays in the court. I know in the 199 5 docket, but I'd really rather consult with Mr. Smith. 6 7 COMMISSIONER CLARK: The reason we have a rule on stay is because the Supreme Court kept 8 complaining to us that we didn't, and they wanted us 9 to rule on the stays first, even though we didn't have 10 11 to. CHAIRMAN JOHNSON: We can take a short 12 recess. But, Commissioner Jacobs, did you want them 13 also to report back on -- you said something about a 14 limited remand. 15 I haven't done COMMISSIONER JACOBS: Yes. 16 appeal work, so I don't know the propriety of this at 17 all, but can we ask the court for that? 18 MS. JABER: That I can answer for you. 19 can. We discussed it. It's not our recommendation 20 that you ask for the case back to deal with. 21 COMMISSIONER JACOBS: I'm interested in 22 understanding why, but we can wait until you come 23 24 back.

CHAIRMAN JOHNSON: If you could explain why

when we return. 2 COMMISSIONER GARCIA: Madam Chairman, before 3 you break, I just want to announce I've got a luncheon with an FCC commissioner, so I'm going to probably miss part of internal affairs. I will call in if I 5 have the opportunity, but I just wanted to state that. 7 And I also wanted to ask the clerk's office to bring 8 up the sign-up sheets to my office. I will be there later this afternoon, so I can sign them. The vote 10 sheets. 11 COMMISSIONER CLARK: Do we have anything 12 more on the agenda? 13 CHAIRMAN JOHNSON: We have one more item. 14 Well, we can do --15 COMMISSIONER GARCIA: Can we do that one 16 item? 17 CHAIRMAN JOHNSON: Yes, we're going to break, allow Staff to leave. But we do have Item 31. 18 19 It's a panel of Garcia, Clark and Deason. 29 and 30 20 have been deferred. Let's take a ten-minute break and finish up 21 Item 28. 22 23 (Brief recess.) 24

MR. JAEGER:

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I think we have David Smith and

Mary Anne Helton here from appeals to maybe shed some light on this.

CHAIRMAN JOHNSON: Mr. Smith.

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MR. SMITH: On the issue of what would happen if you denied the stay, the Company could then seek review by motion in the First DCA. There's a provision in the Administrative Procedure Act also. It's kind of an exception to the normal procedure.

commissioner clark: This isn't denying the stay. This is granting the lifting of the stay, right?

MR. SMITH: Right. Whatever action you take on the stay. Whatever action you take on the stay would be reviewable in the First DCA by motion. You asked the question earlier, what is required -- what is required of them in terms of seeking a stay. The Administrative Procedures Act allows an exception to the general rule that you must go to the lower tribunal in administrative proceedings. And that that says that you can go to the court and seek a stay also.

COMMISSIONER CLARK: So it's within their discretion to come to us or go to the court?

MR. SMITH: That's what I understand. But

I'll tell you that the law is generally that the court

would say, "No, you do it." In general, we have asked the court to allow us to rule on the stay before they did, since it's our decision and we have the knowledge and the expertise involved in making that judgment.

commissioner CLARK: I mean, this case is an exception in the sense that it's asking that the stay be lifted. It's 15 months late.

COMMISSIONER DEASON: We have the opportunity to put conditions on a stay, do we not?

MR. SMITH: You can impose any reasonable condition on a stay. That's the law, clearly, even stated in the rule. It's basically up to you to determine in the first instance whether or not a stay should be granted and what kind of conditions you want to impose on it. And if there's someone who wants to challenge that, then they have an opportunity to do that by motion to the appropriate appellate court.

procedural question of maybe a little different character. And that is when we were going through the question of the stay and vacating it or not, the first time around, in the first case, I remember we had attorneys from all of the different parties up here making arguments, and we gave them some dialogue with the Company. And, unsuccessfully, we were trying to

make the point that we felt they were making themselves accountable for those refunds. But I guess my bottom line question is why aren't we having that today? I mean, why is it we don't have the opportunity to have the parties provide us their comments? I know it wasn't noticed as such, so it probably wouldn't be appropriate now. I guess my question is what was different then from now? We had all of the argument then and we're not having any from the parties now.

MR. JAEGER: I think part of it is that there was a motion, and it was to continue with the final rates, and Citrus County and OPC did not respond to that motion -- or to this motion to establish procedure. And so if it had been clear that it was a motion to vacate the stay, then I think maybe they would have come in and --

that raises the question then why are we going -perhaps going out on a limb, so to speak, to some
degree, making an interpretation of something that's
not plainly in front of us in those specific terms to
do something. If we were going to do it that way,
we'd have people here wanting to orally argue and make
their comments and that. I'm just uncomfortable doing

what we're doing. I mean, doing what Staff recommends. I'm sure the recommendation is based upon good, sound legal analysis and your best judgment and all of that, I'm not quibbling about that. I'm uncomfortable making — interpreting something into a motion that's not clearly there. And I say I agree it reasonably can be interpreted that way, but why is it our obligation to do that?

MS. JABER: It wasn't our obligation. We chose to do that, number one, because of the language in the motion. But, number two, because we were trying to minimize the effect in the long run.

Mr. Willis just gave me a thought: If you want to deny that part of Staff's recommendation, there is nothing to prevent the Utility from turning around and filing the motion to vacate a stay that we could bring back to you.

commissioner CLARK: The only thing we really have before us is that motion to establish a mechanism to hold Florida Water harmless; is that right?

MR. JAEGER: Exactly.

commissioner clark: All right. Then I'm going to move Staff on Issue 3, and they can come back to us on it whether or not it acted as a stay and what

we should do. 2 CHAIRMAN JOHNSON: Is there a second on 3 that? A 5 COMMISSIONER DEASON: I'm sorry, you're moving Staff on Issue 3 and what in regard to Issue 2? 6 7 COMMISSIONER CLARK: Nothing. COMMISSIONER DEASON: Oh, just no action. 8 COMMISSIONER CLARK: No action on 1 or 2. 9 10 If they want to come back to us on the issue of 11 lifting the stay or let things stay the way they are, 12 it's really up to them to come and tell us what to do. COMMISSIONER DEASON: What about Issue 1, 13 are we taking any action on that? 14 I don't think we need 15 COMMISSIONER CLARK: Is that before us now? to. MR. JAEGER: I think if you believe that 17 there was an automatic stay, and it's come to your 18 attention now that this utility is charging rates --19 COMMISSIONER CLARK: Has anyone said to us 20 that there was a automatic stay? 21 MR. JAEGER: No one has said there's been an 22 automatic stay. The Utility just indicated that they 23 thought it might be, and then they aren't sure 24

themselves if there was an automatic stay. They say,

"If there was, then please let us continue charging the rates that we were charging, the final rates, confirm that."

commissioner clark: I guess my notion would be to decide Issue 3, because that is before us, and then not decide 1 or 2. They can either come to us or go to the court.

MS. JABER: And what did you want to do about trying to notify the court that we respectfully request an expedited treatment of the appeal?

COMMISSIONER CLARK: I still think that should be done.

MS. JABER: Okay.

commissioner clark: You know, just -- I leave it to the appeals staff to look it over and make a final decision. If they don't think it's the way to go, please let us know. But just, you know, some general indication to the court when we have a case before you that involves a decision on revenue requirements, or rate structure, that the difficulty it imposes the longer the case is pending.

commissioner JACOBS: On Issue 1, I'm very leery to -- now that we really have it before us to walk away from that because a reasonable interpretation of no action is that we acknowledge the

violation of a rule and took no action. 2 COMMISSIONER CLARK: Well, no -- but they 3 didn't ask for the stay to be lifted, did they? 4 MR. JAEGER: The automatic stay would have 5 been invoked in November 26th, 27th with the notices of cross-appeal of Citrus County, and that automatic 6 7 stay has never been asked to be lifted until this past motion, if you interpret it that way. 8 COMMISSIONER CLARK: It wasn't even a 9 request to lift the stay. It was a request to 10 establish a mechanism. We can't do that. It's out of 11 12 our jurisdiction. It's a substantive change. MS. JABER: But you could also rule on Issue 13 14 1 too. COMMISSIONER CLARK: Why? 15 MS. JABER: You could if you wanted to. 16 COMMISSIONER CLARK: Why should we make a 17 decision as to whether it acts as a stay or not? 18 MS. JABER: Because you do have that 19 question remaining as to what rates should be in 20 effect. 21 COMMISSIONER CLARK: Was that in their 22 23 motion to establish a mechanism? MR. JAEGER: They want you to confirm was 24 there an automatic stay; they think there may have 25

been. They don't know. And if there was an automatic stay, they want you to confirm they have this revenue requirement and that they need to continue charging those final rates that they are charging.

critical point that revenue requirement can be achieved with a rate structure, perhaps, that would not impose the necessity of having surcharges on customers to redo or rearrange subsidies or prevent or whatever. We never were given an opportunity to address that, and that's the difficulty I'm having.

MS. JABER: Right. But, Commissioners, my concern to answer your question, is the rule says when as public body or public official appeals an order involving an increase in an utility's or a company's rates, which appeal operates as an automatic stay, the Commission shall vacate the stay upon motion by the Utility. If you don't vacate the stay, that's fine. But what I'm saying is they shouldn't continue to charge the rates they are charging now.

commissioner clark: You also indicated that it wasn't absolutely clear that a cross-appeal acts as an automatic stay. There was language in some rule commentary.

MS. JABER: Commentary.

commissioner clark: I think that should be squarely put before us; that they are asking for us to lift a stay. They believe it might be there and asking us to lift the stay.

important that we hear from the parties. There may be some opposing viewpoints that we're not getting right now. And just put it squarely in front of us, and if there are opposing viewpoints, give opportunity to Public Counsel or whomever may be interested. I don't know. Even the parties to address the question, whether they think there was or was not and what we should do.

commissioner clark: And I would point out they can file that with us or they can file it with the court. And when they file it with the court, they could also ask the court to establish the mechanism because they have the case.

CHAIRMAN JOHNSON: So do we leave it up to

-- Commissioner Clark, are you suggesting we leave it

-- Issue 1 in the hands of the parties to ask someone
to address that question, or should we address the
question of whether or not the cross upon our own
motion, address that, at least the legal question in
Issue 1?

1 COMMISSIONER CLARK: I think I'd like the parties -- I think it should be part of -- I'm 2 3 suggesting the Utility should come in and ask to file it as a motion to lift the stay, and they can say, "It's unclear whether or not it acts as an automatic 5 6 stay. If you find that it does, we request that you 7 allow us to charge interim rates." And then parties 8 can respond to that, and we can hear from them at 9 agenda. 10 COMMISSIONER DEASON: And I think parties 11 should be allowed to respond to both. First of all, is there a stay or is there not a stay? If there is a 12 13 stay, should it be lifted? 14 COMMISSIONER CLARK: Right. CHAIRMAN JOHNSON: And if the Company 15 doesn't come forward? 16 COMMISSIONER CLARK: It's up to them to 17 bring it back before us, and they have the option of 18 19 taking it directly to the court. CHAIRMAN JOHNSON: Is everyone satisfied 20 with that? 21 COMMISSIONER DEASON: And approve Staff on 22 23 Issue 3. 24 COMMISSIONER CLARK: Right. I second that. 25 COMMISSIONER DEASON:

1 CHAIRMAN JOHNSON: Okay. Then there's a 2 motion to approve Staff on Issue 3, and as it relates 3 to Issues 1 and 2. Now, you made a statement that --COMMISSIONER CLARK: 4 Take no vote. 5 CHAIRMAN JOHNSON: Just take no vote as to 6 the -- I see the Company's representatives are here, 7 and they've heard the dialogue. But we'll take no vote on Issues 1 and 2. And what about Issue 4? 8 9 Approved? Leave it open? COMMISSIONER CLARK: I think it has to 10 11 remain open. COMMISSIONER JACOBS: I still have some 12 concerns that -- about the rule. I think -- I don't 13 know whether or not we put language in the order 14 indicating -- basically, we've come away today saying 15 16 we're not clear on the existence of a stay at the moment. 17 COMMISSIONER CLARK: And if there was a 18 stay, whether they have made an appropriate request to 19 lifting the stay. 20 COMMISSIONER JACOBS: I'd like to have 21 22 something like that. COMMISSIONER DEASON: Let me ask another 23 question. Would it be more appropriate to wait until

this gets resolved? Do we know what course of action

the Company is going to pursue before we request the court to expedite?

COMMISSIONER CLARK: Yeah.

CHAIRMAN JOHNSON: Okay. Let me be clear. What kind of language do we want to have in the order on this?

commissioner Jacobs: Now you've asked me to go beyond my expertise language.

is that we would deny their Motion to Establish a Mechanism to Hold Florida Water Harmless on the idea that it's outside of our jurisdiction; it's in the appellate court's jurisdiction, and we cannot make that kind of substantive change while the appeal is pending.

With respect to the request -- treating their request -- their motion as a request to vacate the automatic stay, that motion wasn't characterized as such and whether or not there is an automatic stay is not clear. They should refile a motion asking -- briefing the notion of whether or not there is a stay. And if there is a stay, that we should lift it and what those terms should be. And then parties would be allowed to respond, and we'd hear from parties at it on agenda.

1 CHAIRMAN JOHNSON: That's the motion. I do 2 have one question. It struck me in Staff's analysis 3 as to whether or not the provisions of the rule that 4 provide for an automatic stay are in effect, were 5 pretty clear, the analysis was pretty clear, so I wouldn't want to say we aren't sure, but whether or 6 7 not the automatic stay provisions apply or not. COMMISSIONER JACOBS: We'll leave it for 8 argument by the parties. 9 COMMISSIONER CLARK: That's fine. 10 CHAIRMAN JOHNSON: Yes, something like that. 11 Just changing the language to we will allow the 12 parties an opportunity, as opposed to just saying 13 we're not clear. Because I thought your analysis was 14 pretty clear and it was convincing, at least to me. 15 But we do want to hear from the other parties before 16 we make a final decision. That's the motion. 17 All those in favor signify by saying "aye." 18 19 Aye. COMMISSIONER DEASON: 20 Aye. COMMISSIONER CLARK: 21 COMMISSIONER GARCIA: Aye. 22 COMMISSIONER JACOBS: Aye. 23 24 CHAIRMAN JOHNSON: Opposed? Show it then 25 approved unanimously.

1 STATE OF FLORIDA) CERTIFICATE OF REPORTER 2 COUNTY OF LEON 3 I, JOY KELLY, CSR, RPR, Chief, Bureau of Reporting, Official Commission Reporter, 4 DO HEREBY CERTIFY that Item No. 28, Docket 5 No. 950495-WS of the 2-3-98 Agenda Conference was heard by the Florida Public Service Commission at the 6 time and place herein stated; it is further 7 CERTIFIED that I stenographically reported the said proceedings; that the same has been transcribed under my direct supervision; and that this transcript, consisting of 48 pages, constitutes a true transcription of my notes of said proceedings. 10 DATED this 10th day of February, 1998. 11 12 JOY/KELLY, CSR/ RPR 13 Chief, Bureay of Reporting Official Commission Reporter (904) 413-6732 14 15 16 17 18 19 20 21 22 23

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