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1	BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION	
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3	In the Matter o	DOCKET NO. 100085-WU
4	APPLICATION FOR CERTIFICATE TO OPERATE WATER UTILITY IN LAKE COUNTY BY BLACK BEAR RESERVE	
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6	WATER CORPORATI	ON/
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13	PROCEEDINGS:	COMMISSION CONFERENCE AGENDA
14	11100	ITEM NO. 8
15	COMMISSIONERS	CHAIRMAN ART GRAHAM
16	intituting.	COMMISSIONER LISA POLAK EDGAR COMMISSIONER RONALD A. BRISÉ
		COMMISSIONER EDUARDO E. BALBIS
17		COMMISSIONER JULIE I. BROWN
18	DATE:	Tuesday, October 4, 2011
19	PLACE:	Betty Easley Conference Center Room 148
20		4075 Esplanade Way
21	DEDODMED DV	Tallahassee, Florida
22	REPORTED BY:	JANE FAUROT, RPR Official FPSC Reporter
23		(850) 413-6732
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FLORIDA PUBLIC SERVICE COMMISSION CLERK

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CHAIRMAN GRAHAM: Item Number 6 was on Move Item Number 7 was deferred. So we are at Item Number 8.

MS. BRADY: Commissioners, I'm Pat Brady with Commission staff. Item Number 8 is --

CHAIRMAN GRAHAM: Ms. Brady, just a minute.

MS. BRADY: I'm sorry.

(Pause.)

CHAIRMAN GRAHAM: Ms. Brady.

MS. BRADY: Item Number 8 is an application for a water certificate in Lake County by Black Bear Reserve Water Corporation. It includes a joint motion requesting Commission approval of a stipulation and settlement agreement appended to the recommendation as Attachment A. Staff is recommending that the joint motion be approved, and that Black Bear be granted an original water certificate and rates and charges. to address the Commission is Marsha Rule for the utility, and --

MR. REILLY: Steve Reilly with the Office of Public Counsel.

MS. BRADY: Staff is prepared to answer any questions that you may have at this time.

CHAIRMAN GRAHAM: Thank you.

Public Counsel.

MR. REILLY: I was going to defer for counsel to make an argument on several issues. I was only going to speak to Issue 3, after she makes her argument.

CHAIRMAN GRAHAM: Okay.

MS. RULE: Thank you. Good morning, Mr.

Chairman and Commissioners. I'm Marsha Rule of the law firm Rutledge, Ecenia, and Purnell, and I am very proud to be here today representing the Black Bear Reserve Water Corporation. With me today is Ms. Deb Spicer (phonetic), she is a homeowner, and Wayne Smith, and Rick Don, and they are members of the board of directors of the water company.

This is the company's first appearance before you, and I'd like to tell you a little bit about their history, and then also let you know why the homeowners are here with me today.

Black Bear Reserve Water Corporation is located in Lake County, Florida. It's near Eustis. It's is wholly owned by the Black Bear Reserve Homeowners Association, and it provides water to about 300 customers. Up until 2009, both the homeowners association and the water corporation were controlled by the developer. There were a

series of problems with the developer after which the homeowners held a recall election and took over control in about late 2009.

And as the people here can tell you, when they took over they found a huge can of worms.

There was no money in the homeowners association bank accounts. No record of where their dues had gone. No money in the water company accounts. No account books; no record of what had been done with the money paid into either association. No billing records; no bank records; no operating manuals; no computers. And the new board of director also found out that some of the people who were receiving water service weren't members of the homeowners association, and that meant that they were subject to your jurisdiction.

These folks are truly remarkable. They started from scratch. They dug right in, and they started running a water company themselves. They worked hard from the very beginning to do the right thing by the company and by the other homeowners. They stepped up to get regulated. They learned the water business. They set up account books. They started billing customers. They worked with the Department of Environmental Protection to bring the

wells into compliance. They spent countless hours trying to trace funds and assets, and they applied for certification.

They didn't have any books and records, so the Commission did an original cost study, and in the process they adopted the NARUC Uniform System of Accounts. They put together a draft tariff. They did without pay, without legal counsel, and on top of their other jobs and responsibilities. And thanks to their hard work, and a lot of hard work from staff for which we are very grateful, the company is now here before you for certification.

And these homeowners are asking for your help on two issues. First, we are asking that you deny staff's recommendation on Issue 3. Although the company was not certificated in 2010, this year staff asked them to pay the 2010 regulatory assessment fee, and they did. We are asking for a refund, or at the very least that those funds be credited against the 2011 regulatory assessment fee that will be due. And we are also asking that you set the starting date for payment of the regulatory assessment fee beginning today.

Staff agrees that this is within your discretion, but recommends against our request. In

making your decision, we are asking that you keep a couple of different things in mind, and these things are important to the homeowners. First is Mr. Smith can confirm, staff made it very clear that the company could not change its rates pending certification. So in 2011 when staff told the company to go ahead and pay the 2010 fees, it had no way to recoup these costs at that time. And further, as the staff recommendation shows in Issue 2, the company's annual report indicates a net loss.

The majority of the homeowners who receive service are members of the homeowners association, but some are not. So if the homeowners association has to step in and contribute funds to make up the operating deficit, then the customers who are members of the homeowners association will end up subsidizing those people who are not members, and we believe that is not only unfair, but it goes against your general principle of pushing the costs on to a cost-causer.

We are also asking you to deny part of staff's recommendation in Issue 6. And as staff explains, in many cases the developer installed backflow preventers on the company's side of the meter instead of the customer's side, even though

the backflow preventers belong to the customers. We don't know why that was done, but that is the way it is.

We think the most reasonable thing to do in this situation is leave them where they are right now, but if they need to be repaired or replaced in the future, they should be moved to the customer's side of the meter at that time by the customer's selected contractor.

But because this removal work is going to be done on the customer's side of the meter -- I'm sorry, on the company's side of the meter, and because the company is responsible for maintaining the integrity of its system, the company proposes a \$16 premises visit charge to cover the costs of having a company representative go out before the contractor backfills the work site. This is the same amount that the company charges for other premises visits and staff has agreed that that is a reasonable amount. But staff recommends against a charge for two reasons.

First, they state it was the original developer who put the backflow preventers on the customer's side of the meter, not the customers.

Well, that is certainly true. They also say that

inspecting work on the company's lines is a normal cost of business, but we'd like you to consider how unique this situation is. The Black Bear Reserve Water Corporation doesn't have any employees and it will have to pay its contractor/operator to go out and inspect this work. And the company isn't making any money, so it can't afford this expense out of pocket, and it's not really fair to ask the homeowners association to subsidize it.

And as you make your decision, please keep in mind this isn't a charge put in place by some executive somewhere, this is a charge that the homeowners themselves are proposing through their board of directors to cover their costs. They think it's fair, and they are asking you to approve it.

And, finally, we want to once more thank staff. They have helped all along the line. This has been a little bit of a rocky road. We're glad to be near the end of it. And Ms. Spicer would like to address you briefly, and Mr. Smith and Mr. Don are here to answer any questions you may have.

Thank you.

MS. SPICER: All I would like to say is that this represents over seven years of the homeowners' efforts to try to get these issues resolved. We have

tried individually; we have tried as a homeowners association. We had roadblocks along the way in many ways, shapes, and forms, and we have paid what would be exorbitant amounts of long-term legal fees already to get us to the table today.

And, again, we appreciate the staff's help. They guided us when even they had roadblocks put in their way. But because of all that we have done and all that we have had to pay and, in fact, we have some more financial obligations in front of us until we get the backflows taken care of throughout the 350 or some homes, we just ask that you please apply the 2010 RAFs toward 2011 and help us with just a little bit of relief for the water company. Thank you.

MR. REILLY: Very briefly, we just wanted to make a few comments in support of the request to apply the 2010 RAFs to the 2011 year. I would just point out that staff has worked for years and years and years with the old ownership group trying to get this certificate issue resolved unsuccessfully. It has only been until this new group took over that progress was made, and through their good faith efforts working with your staff finally sorted out this long, longstanding black water problem. So I would just urge the

Commission to provide a tangible thank you to this new group to help them establish themselves as a utility, to give them this little bit of help. And I think they have kind of earned it with their good-faith effort in sorting out this longstanding problem. Thank you.

CHAIRMAN GRAHAM: Ms. Rule, do you know what the RAF rates are used for?

MS. RULE: They are used for regulation.

CHAIRMAN GRAHAM: They are used for regulation?

MS. RULE: To cover regulatory costs. But then, again, we have also paid an application fee that is meant to cover the cost of application and all the work done during that time, also.

CHAIRMAN GRAHAM: Well, earlier you said that it is not fair for the homeowners to have to cover the cost that the nonhomeowners have to cover. So do you think in the same venue that it is fair for the other water and wastewater utilities to have to cover the costs of your water and wastewater?

MS. RULE: We don't believe that's the case,
Mr. Chairman. We believe that the fees we paid in
order to come in and ask for certification paid for the
stated price for staff to work through these issues
with us.

CHAIRMAN GRAHAM: But staff also worked last 1 2 year on these things, and they worked the year before that, and the year before that, and you talked about 3 how well the job that the staff did. But now you are saying that now that they did all this work, we don't 5 6 want to pay you for that work that was done. MS. RULE: No, sir, I'm not. I'm saying we 7 believe we paid in our certification fees. 8 sometimes certification is easy, sometimes 9 certification is hard. It's an average rate, and they 10 11 paid it. CHAIRMAN GRAHAM: Okay. Thank you for your 12 opinion. 13 Commissioner Brown. 14 COMMISSIONER BROWN: Thank you, Mr. Chairman, 15 16 and thank you for kicking that off. With regard to Issue 3, staff, I had a 17 question on how the Commission has previously 18 19 treated RAFs for utilities that are jurisdictional and then later get certification, certificated. 20 21 MS. CRAWFORD: Jennifer Crawford for legal I will be happy to take a stab at that. 22 We do have a rule that specifies, it's 23

Rule 25.30-120, F.A.C, and it does provide in

Subsection 2 that it is the obligation to remit

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regulatory assessment fees for any year for any utility subject to the Commission's jurisdiction on or before December 31st of that year, whether or not the utility has actually applied for or been issued a certificate.

Just in the fullness of making sure I was comfortable with where I was on this issue, I did some research and looked at a number of certificates for utilities in existence, which this is an example of that kind of case. In looking back, RAFs have generally been assessed contemporaneous with either the filing of the application or on or about that time. I will say that has not been an exact science for the Commission, but it is generally contemporaneous with when the application actually comes in. And that tends to run about a year prior to the certificate actually being brought forward to the Commission for its decision.

I believe that that is where we are in this case. And although I appreciate the arguments put forward by counsel for Black Bear, I do think in order to be more consistent with what the Commission has done that it would be appropriate to have those 2010 RAFs assessed and paid for.

COMMISSIONER BROWN: Thank you, Ms. Crawford.

And technically, though, Black Bear was jurisdictional, though, in 2009, correct, when staff -
MS. CRAWFORD: That's correct.

COMMISSIONER BROWN: So staff was being lenient, or considering balancing the annual report financial condition of the utility in its recommendation for assessing a 2010 --

MS. CRAWFORD: Yes. We do try to keep in find that it is a process, and generally we want the RAFs to coincide with the bulk of our regulatory efforts.

COMMISSIONER BROWN: Thank you.

I have a question about Issue 6, unless any other Commission has a question on 3. Ms. Rule, you stated your argument about the backflow preventers. Can you go into that in a little more detail on why you don't agree with staff's recommendation?

MS. RULE: We are proposing a \$16 premise visit charge that would apply whenever a homeowner moves the backflow preventer from the company's side of the meter to the customer's side of the meter, and that would occur when it needs replacement or repair.

Because that work is being done on the company's side of the lines -- the homeowners have really worked hard

to try and put together the best price for this to happen. They have negotiated with a contractor to come in and do this at a cheap price, because they are homeowners, they are going to be paying this.

But they understand, too, that the work is being done on lines that belong to the company and that the company has an obligation to maintain the integrity of those lines. The operator should go in and take a look before somebody else does this work or before it's completed, and that is what the premise visit charge would be for.

COMMISSIONER BROWN: Staff, do you have an opinion on that?

MS. BRADY: Just two thoughts, Commissioner. In this tariff provision discussion about the backflow prevention assemblies, there is going to be a requirement that the customer notify the utility in advance of the time and place that this work is going to be performed. Also, there is a requirement that staff believes it is appropriate for the utility to have an opportunity to review the credentials and approve the entity performing this work on its lines.

The presumption is this is not emergency work. The presumption is, in most cases, that the utility probably has the leeway to schedule it in

conjunction with other work that it is performing at the utility. We understand there is a cost involved, but we just think it's inappropriate in this particular instance when the customer was initially at fault and is doing the work at their

cost to also pay to have the utility present.

CHAIRMAN GRAHAM: You know, this is -- Issue 6 is kind of interesting. I guess my question is philosophically I don't have a problem with the \$16 cost, and this is unique because the homeowners also own the utility company itself. I guess the question I have, before I go down this path, is are we going to create any problems in the future with somebody else where you don't have the homeownership that owns the utility, and, you know, it's a complete disconnect, and they try to come up with this kind of cost, and we have set a precedent here. Is that going to be an issue in the future? I guess it's more of a legal question than anything else.

MS. CRAWFORD: I will be happy to take a stab, although I think it's as much a policy question as a legal one. I don't know that there is really a rule or statute that addresses the situation squarely. I have to concur with Ms. Brady. This is the sort of thing, while I understand the utility wants to ensure

that the integrity of its system is maintained, there are provisions built in in this case to afford the utility the opportunity to ensure the credentials of the person doing the work are sufficient. And, again, where this is not typically going to be an emergency type situation, it should be able to coincide with the existing utility work.

I would have some concerns about approving this charge and it's potential as precedent in other cases where you don't have that kind of intimate relationship where the customers are also essentially the utility, and what costs that might impose on a customer who does not have that kind of relationship with its regulated utility.

CHAIRMAN GRAHAM: Commissioner Balbis.

COMMISSIONER BALBIS: Thank you, Mr.

Chairman.

And I want to focus on Issue 6, as well.

First of all, just out of curiosity, and, Mr.

Walden, you and I talked about this during our

briefing. But I recall, and it might have been a

year or two ago that DEP was proposing to change the

rules on backflow prevention devices, and

specifically the use of RPZs versus dual or

double-check assemblies, and the dual check not

being required to be tested, which is a much cheaper device. Do you know if DEP has ever formally taken a position on that or changed the rule?

MR. WALDEN: We don't have any update on that, Commissioner, as to what DEP's preference is going to be. The rule is -- there's no proposal to change it that we were able to discern, so we just have the rule that is in place now.

COMMISSIONER BALBIS: Okay. Because I know there was a lot of discussion, I believe, in Palm Beach County where a lot of bare backflow prevention devices are dual check assemblies that don't require testing are much, much cheaper, and I don't know if that is something that DEP does clarify that. If the homeowners association should look at that as something that, again, doesn't require the annual testing and is much cheaper to install.

Specifically towards the \$16 charge, this work is being done on the customer's side of the meter, correct?

MS. RULE: No, sir, it's being done on the company's side.

COMMISSIONER BALBIS: On the company's side.

MS. RULE: Removing the backflow from the company's side of the meter. It shouldn't have been

there, the developer put it there, and that's what -
COMMISSIONER BALBIS: And you are putting it
on the customer's side, correct?

MS. RULE: Moving it to the customer's side. The premise visit charge would be only for inspecting the work done on the company's side. And to address a concern that several of you have raised about, and staff has raised about, well, you should be able to do this work when you are out there anyway, that's not always the case. There is not that much work to be done on lines. We don't have employees who can go out there anyway. They are not in the area. And the most problem occurs in the winter when the things freeze and break and people need somebody out there immediately. So it really is not something you can schedule as a normal course of business, typically.

MR. WALDEN: Commissioner, it's our understanding that the backflow prevention device will be moved when the device is defective, if it needs to be repaired or replaced. But if it is just being tested, I don't believe the devices are being moved.

MS. RULE: That's correct, yes. There is no premise visit for the testing. The testing is done every year. The homeowners association and water company have negotiated an excellent price for that.

work is done on the customer's side of the meter, it usually triggers some sort of building permit from either the local municipality or the county. Would that work require such a permit? And I guess where I'm going with that is usually -- and then if it does trigger a permit, then the inspection of that work is usually done by whoever issued the permit. So are we having a duplication of inspection services in that case?

MR. WALDEN: My experience has been that it varies from county-to-county as to whether or not a permit is required for the kind of work we're talking about. But a licensed plumber is generally required to do a -- well, to relocate for a backflow prevention device from one side of the meter to the other.

Depending upon the county, a homeowner may be able to do it himself if he has those skills, but the permits vary from county-to-county. I don't know that the law is different, but the enforcement is different. But my major point that I'm trying to make is if the backflow prevention device is to be moved, pretty much a licensed plumber would do that work.

COMMISSIONER BALBIS: Okay. And, again, my concern is are we duplicating inspections? If it does

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trigger a building permit, most permitting agencies do require an inspection and a closeout of that work.

MR. WALDEN: That's correct.

COMMISSIONER BALBIS: So in this case, if we are allowing the utility to recover a premise visit charge, that is unusual because it is on the customer's side of the meter, are we duplicating those costs?

I was going to say I think CHAIRMAN GRAHAM: if there is an inspection, it's done by the local municipality. That is only going to happen on the customer's side of the meter. They are not going to go back and inspect what was going on on the utility's side of the meter. So I think their fear is that someone is going to take out this backflow device. They want to make sure that the integrity of that line is reset so they don't have any problems down the road. Of course, you know, most of these plumbers are all bonded, and they have the ability, I take it, to write off on -- who approves the plumber? Is it the homeowner that approves the plumber, but they have to meet the criteria of the utility companies? How does that work?

MS. BRADY: The customer is responsible for identifying a certified individual to do the work.

They then notify the utility of the work that is being

The utility can -- has the ability to 1 performed. 2 actually sign off on whether or not they believe those 3 credentials of that individual is qualified. 4 assume they can deny that particular individual to do 5 the work. 6 CHAIRMAN GRAHAM: So there is a mechanism for the homeowner -- the utility has to sign off on the 7

homeowner getting this done?

MS. BRADY: That's my understanding, yes.

CHAIRMAN GRAHAM: Is that correct, Ms. Rule?

MS. RULE: Yes, sir.

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CHAIRMAN GRAHAM: Okay.

MS. RULE: And to answer another question, there is no inspection required. There is no building permit or anything like that.

CHAIRMAN GRAHAM: Well, this is one of those issues we can debate back and forth. For me personally, I think I will default towards staff on this one, because I don't want for this -- this is a unique situation, and if there was a way to separate this from other situations, that may be a different story, but I don't want for this to hamstring us further down the line when things may not be -- may not be set up this clearly.

Commissioner Brisé.

1 COMMISSIONER BRISÉ: Thank you, Mr. Chairman.

I think I would agree with staff's recommendation on 6 for the simple reason that if it were a different company, we would treat it completely differently. And I understand the dynamic of the customers owning and all of that. That's all well and good, but the initial developer made the mistake, and so, therefore, if you buy-out or buy-out the interests of a company, then you own that mistake.

And so with that, if we move forward to the customers now, they shouldn't have to pay an additional fee to cover that mistake as a customer. Now, if they want to pay it as an owner, that's absolutely fine with me because that is a decision that you made when you decided to purchase. But as an individual customer, that is a different perspective, and I think with that, I think we keep our position clean and clear with respect to potential precedent or anything else that could result as a result of our decision here today.

CHAIRMAN GRAHAM: So was that a motion to move staff recommendation on Item Number 8?

COMMISSIONER BRISÉ: Number 6.

CHAIRMAN GRAHAM: We are on Item 8, the

FLORIDA PUBLIC SERVICE COMMISSION

1 entirety.

COMMISSIONER BRISÉ: I mean, the whole thing.

I didn't know if there was discussion on 3, as well.

But, yes, if we are ready to entertain a motion, then I would move that we move staff recommendation on all issues with respect to Item 8.

CHAIRMAN GRAHAM: It has been moved and seconded. Any further discussion on all the issues on Item Number 8?

Commissioner Balbis.

commissioner Balbis: I just want to comment on Issue 3. And I understand the homeowners position on that, but staff has been working on this issue since, I believe it was 2007 or 2008, and, you know, theoretically we could have asked to recover all the costs incurred since then. But I think that it is a good compromise in going with staff's recommendation on 2010 issues. So with that, I will support the motion.

CHAIRMAN GRAHAM: Commissioner Brown.

COMMISSIONER BROWN: Thank you, Mr. Chairman.

I did want to express gratitude toward staff, because you have incurred a lot of work hours and effort into it for years and years and years.

And I know that the utility expressed gratitude, but we also express that gratitude. And I'm happy that

we are coming to this resolution here. With that, I support the motion. CHAIRMAN GRAHAM: Okay. All in favor of moving staff recommendation on Item Number 8 say aye. (Vote taken.) CHAIRMAN GRAHAM: Any opposed? By your action you have approved staff recommendation on Item Number 8.

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1	STATE OF FLORIDA)		
2	: CERTIFICATE OF REPORTER		
3	COUNTY OF LEON)		
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5	I, JANE FAUROT, RPR, Chief, Hearing Reporter Services Section, FPSC Division of Commission Clerk, do hereby certify that the foregoing proceeding was heard at the time and place herein stated.		
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7	IT IS FURTHER CERTIFIED that I stenographically reported the said proceedings; that the		
8	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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10	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		
11			
12	financially interested in the action.		
13	DATED THIS 7th day of October , 2011.		
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16	JANE FAUROT, RPR Official FPSC Hearings Reporter		
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