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	FLORIDA	BEFORE THE PUBLIC SERVICE COMMISSION
2	In the Matter of:	
3		DOCKET NO. 20210122-WS
4	Duran and amondanast	
5	Proposed amendment Rule 25-30.4345, F	.A.C., Notice
6	of Requests for New Service Availabili	
7	Policies and Notice Allowance for Fund	
8	Invested (AFDI) Chamendment of Rule	arges and proposed
	General Information	n and Instructions
9	_	and Wastewater Utilities for a Limited Proceeding.
10		/
11	PROCEEDINGS:	RULE HEARING
12	COMMISSIONERS	
13	PARTICIPATING:	CHAIRMAN ANDREW GILES FAY
14		COMMISSIONER ART GRAHAM COMMISSIONER GARY F. CLARK
15		COMMISSIONER MIKE LA ROSA COMMISSIONER GABRIELLA PASSIDOMO
16	DATE:	Thursday, January 20, 2022
17	TIME:	Commenced: 9:30 a.m.
	TIME.	Concluded: 10:28 a.m.
18	PLACE:	Betty Easley Conference Center
19		Room 148 4075 Esplanade Way
20		Tallahassee, Florida
21	REPORTED BY:	DANA W. REEVES
22		Court Reporter
23		PREMIER REPORTING
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25		

1	APPEARANCES:
2	MARY WESSLING, CHARLES J. REHWINKEL, ESQUIRES,
3	OFFICE OF PUBLIC COUNSEL, c/o The Florida Legislature,
4	111 West Madison Street, Room 812, Tallahassee, Florida
5	32399-1400, appearing on behalf of the Citizens of the
6	State of Florida (OPC).
7	JARED DEASON, 200 Weathersfield Avenue,
8	Altamonte Springs, Florida 32714, appearing on behalf of
9	Sunshine Water Services.
10	KATHRYN G.W. COWDERY, ESQUIRE, FPSC General
11	Counsel's Office, 2540 Shumard Oak Boulevard,
12	Tallahassee, Florida 32399-0850, appearing on behalf of
13	the Florida Public Service Commission Staff.
14	KEITH HETRICK, ESQUIRE, General Counsel; MARY
15	ANNE HELTON, ESQUIRE, Deputy General Counsel, Florida
16	Public Service Commission, 2540 Shumard Oak Boulevard,
17	Tallahassee, Florida 32399-0850, Advisor to the Florida
18	Public Service Commission.
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1	PROCEEDINGS
2	CHAIRMAN FAY: Good morning, everyone. It is
3	9:30. I will now call this hearing to order.
4	Ms. Cowdery, would you please read the notice?
5	MS. COWDERY: Good morning. A notice
6	published in the December 14th, 2021 edition of the
7	Florida Administrative Register, this time and
8	place was set for a rule hearing in Docket No.
9	20210122-WS, as more fully set out in the notice.
10	CHAIRMAN FAY: Thank you. Next we will move
11	to appearances. OPC is throwing me off this
12	morning, you're over here, and not over there. So
13	go ahead.
14	MS. WESSLING: All right. Thank you and good
15	morning, Commissioners. This is Ali Wessling with
16	the Office of Public Council. I also have Gina
17	Price here, and together we're going to be making a
18	presentation. We also have Marshall Willis and
19	Charles Rehwinkel. Thank you.
20	CHAIRMAN FAY: Alrighty. Thank you. Sunshine
21	Water Services. Turn your mic on.
22	MR. DEASON: Is that good? Yeah, there we go.
23	CHAIRMAN FAY: We can hear you.
24	MR. DEASON: Yeah. Jared Deason representing
25	Sunshine Water Services, akr, formerly known as

1	Utilities, Inc. of Florida.
2	CHAIRMAN FAY: Thank you. Next we'll move to
3	staff.
4	MS. COWDERY: Kathryn Cowdery for staff.
5	MS. HELTON: And Mary Anne Helton is here as
6	your advisor, along with your General Counsel,
7	Keith Hetrick.
8	CHAIRMAN FAY: All right. Great. Thank you.
9	I think we got everybody.
10	Next, Ms. Cowdery, are there any preliminary
11	matters that we need to address?
12	MS. COWDERY: As a preliminary matter, staff
13	wants to give an overview of the purpose of this
14	rule hearing. Rules 25-30.4345 and 2530.445 were
15	proposed by the Commission in the October 14th,
16	2021 edition of the Florida Administrative
17	Register. The Joint Administrative Procedures
18	Committee filed comments on paragraph 2C, the
19	proposed rule 25-30.4345, and the Office of Public
20	Counsel timely filed a petition for a rule hearing
21	on proposed Rule 25-30.445.
22	The purpose of this rule hearing is for the
23	Commission to decide whether to make changes to
24	paragraph 2C of proposed Rule 25-30.4345, based on
25	the comments of the Joint Administrative Procedures

Committee, and whether to make changes to proposed

Rule 25-30.445, paragraph 6A, as suggested by the

Office of Public Council. As required by

section -- by chapter 120, staff is available to

respond to questions or comments that may be raised

regarding the rules during the course of the

hearing.

CHAIRMAN FAY: Thank you, Ms. Cowdery. So what we'll probably do, Commissioners, is first we'll take up Rule 25-30.4345. And I guess if you could, Ms. Cowdery, could you give us a brief summary of the comments from JAPC and then staff's proposed changes.

MS. COWDERY: Yes. Rule 25-30.4345 is the noticing rule for applications for service availability charges or policies and for allowances for funds prudently invested charges. Subsection 2 has the noticing requirements. Paragraph A requires that upon filing the applications, the utility must publish a notice of application in newspaper of general circulation in the service area covered by the application. Subsection -- I mean paragraph B requires that the utility must mail or hand-deliver a notice of application to all persons in the service areas included in the

1	application that have filed a written request for
2	service or who have been provided a written
3	estimate for service within the 12 calendar months
4	preceding the application that's being filed.
5	Subsection 2C, which is subject of JAPC's
6	comments states, Commission may require such other
7	notice as it finds reasonably necessary. But
8	JAPC's underlying concern is that that language, as
9	written, gives the Commission unbridled discretion
10	because it lacks specific criteria. Staff
11	CHAIRMAN FAY: Go ahead, Ms. Cowdery.
12	MS. COWDERY: Staff recommends that the
13	Commission change the proposed rules to delete that
14	paragraph C. This paragraph has been looked at by
15	staff, technical staff, and it's unnecessary
16	because staff believes that the noticing
17	requirements in A and B take care of everything.
18	And, to staff's knowledge, no other type of
19	noticing has been or is required by the Commission,
20	and there is no need for any additional noticing
21	requirements.
22	CHAIRMAN FAY: Thank you for the summary. I
23	guess before moving on, I just want to make sure
24	there are no interested paries who want to speak on
25	this rule. Seeing not, Ms. Cowdery, you just gave

1	a good summary of it, but just to clarify, your
2	recommendation would be to accept basically
3	accept striking that language from based on
4	JAPC's letter?
5	MS. COWDERY: That is correct. And I think
6	we've got a and a copy of the deletion in your
7	notebooks, Commission, we would be strike
8	striking 2C, which states the Commission may
9	require such other notice as it finds reasonably
10	necessary.
11	CHAIRMAN FAY: Great. Thank you. And I had a
12	question for you, one real brief, just that the
13	entire rule is looked at, at JAPC, even if we don't
14	change the language, is that why this came up?
15	MS. COWDERY: That is correct. That was not
16	something that, you know, staff was looking at when
17	we sent it over and they found that that was
18	language that we should take some action on.
19	CHAIRMAN FAY: Great. Thank you. I
20	appreciate the summary. I think we probably can
21	move forward, if there are no other matters, we
22	probably can move forward with a bench decision
23	today, but I would allow for, I guess, questions,
24	discussion and/or a motion by go ahead.
25	Commissioner La Rosa.

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	1	COMMISSIONER LA ROSA: Thank you, Chairman. I
	2	understand the change. I understand the request. I
	3	would motion to accept the comments as changed.
	4	CHAIRMAN FAY: I have a motion. Second?
	5	COMMISSIONER CLARK: Second.
	6	CHAIRMAN FAY: Motion and a second. All that
	7	approve, say aye.
	8	(Chorus of ayes.)
	9	CHAIRMAN FAY: With that, the motion passes.
	10	Thank you, Ms. Cowdery.
	11	We will now move on to Rule 25-30.445. Just
	12	give us a second to switch staff.
	13	All right. Great. Thank you. So we have OPC
	14	and Sunshine Water up here. What I'm going to do
	15	is the rule hearing is going to be a little
	16	different from a normal hearing structure, but I'll
	17	allow those parties to present their information on
	18	the potential rule changes, and then, of course,
	19	allow questions by Commissioners and also
	20	discussion at that time.
	21	So, with that, what I'll do is I'll start
	22	first with OPC. I am I will allow a little
	23	leeway as far as time goes, but please just make
	24	sure you stay on point, and I know you have
	25	multiple of you up here. So feel free to, you

1 know, adapt accordingly however you'd like to 2 present.

MS. WESSLING: Thank you, Chairman. And good morning, Commissioners. Thank you for allowing the Office of Public Counsel to participate in a rule hearing regarding Rule 25-30.445, specifically subsection 6A. We have requested this opportunity to be heard because -- between OPC's multiple discussions with staff, the staff recommendation, staff's comments during the agenda conference in October, and OPC's own research, OPC has yet to be convinced of the need for this change across all of the classes of utilities. The nature of limited proceedings is that they provide a way for utilities to make necessary upgrades or to address unexpected material costs for which earnings do not reasonably provide recovery in between the filing The original rule cap, the of full rate cases. number of permissible projects at four, presumably to preserve that truly limited streamlined nature of the proceedings. OPC's witness will testify that it appears only nine limited proceedings have been filed in the last 10 years, so it does appear that this type of proceeding has been used There's no evidence that the existing sparingly.

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limitation has created a hardship for the utilities or the customers.

Staff has requested an increase to the project cap from four to six in order to conserve staff resources, and OPC does support this goal. In the spirit of compromise and considering the staff's declared workload concerns, we would simply ask that the Commission tailor the proposed rule so that it accomplishes staff's goal of reducing the number of staff-assisted rate cases, but also addresses two consumer concerns.

The first of those concerns is that only two of those nine limited proceedings in the last 10 years involved a Class A utility. There's simply no need to increase the number of allowable projects for Class A or non-staff-assisted rate-case-eligible utilities. The more projects that are allowed, the more opportunity for complications and for potentially overlooking the overall earnings position of a utility, which seems to erode the goal of limited proceedings, especially, like we said, it doesn't appear to be a need, there's only been two in the last 10 years.

The second concern is that raising the number of allowable projects for non-SARC eligible

utilities and limited proceedings, could encourage
some of those utilities to add projects that may
not necessarily need to be added in between rate
cases in order to reach that full 30 percent
increase, again, without the comprehensive
earnings-based determination of genuine need.

OPC fears that some utilities may start to see that 30 percent increase as more of a target than as a limit, while ignoring any offsets. Given this threat, and the lack of the need for the change across the board for all utilities, OPC asks that you weigh our witness' testimony carefully, consider the points that we've made and the reasonable compromise that we have put forth in our proposed language and that you limit this proposed rule change accordingly.

Now, OPC's technical witness, Gina Price, will present some additional testimony on this issue.

MS. PRICE: Good morning, Commissioners.

Sorry. I would like to thank you for allowing OPC the opportunity to express our concerns over staff's proposed rule change. Commissioners, OPC initially opposed the rule change because it appeared that no analysis had been conducted to support the change, and it was not clear if there

1 was even a need for the change. Staff's 2. recommendation dated September 30th, 2021, stated 3 in part that expanding the number of projects to six will continue to allow efficient processing of 4 5 limited proceedings, and may serve to reduce the number of staff-assisted rate cases that require a 6 7 significant commission staff time. Thus, OPC 8 understood that the focus of this proposed rule 9 change was on -- was entirely on conserving staff 10 resources dedicated to SARC's. Having carefully 11 listened to staff's concerns and reasoning, OPC 12 accepts that for SARC-eligible utilities, the 13 limited proceeding offers the opportunity to 14 provide utilities with a more expeditious process to obtain rate relief and minimize rate case 15 16 The OPC believes that the data available expense. 17 supports this. 18 Using the OPC site search function, OPC

Using the OPC site search function, OPC performed an analysis of the docket activity from 2012 to 2021 to identify and assess the type and frequency of rate-related water and wastewater dockets filed with the PSC. Based on those results, we did not observe significant evidence that indicated a need to increase the number of projects permitted and the limited proceedings for

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larger utilities. Our analysis revealed that over
the last 10 years, 50 SARCs were filed for Class B
and C utilities collectively, averaging five SARCs
annually, which does not overtly indicate excessive
SARC activity that would cause an imbalance between
the SARC workload and staff resources.

Nevertheless, the OPC can envision that some efficiencies could be achieved if there was an increase in projects allowed and limited proceedings for SARC-eligible companies.

In response to staff's recommendation, OPC presented to the Commission proposed language as a compromise to the rule change that restricts the six-project limit to SARC-eligible utilities.

Commissioners, I'd like to take a moment to read our alternative language, which says, a limited proceeding will not be allowed if the utilities filing includes more than four separate projects for which recovery is sought, unless utility is eligible for staff assistance pursuant to Section 361.0814, the Florida Statutes.

Utilities eligible for staff assistance pursuant to section 367.0814 of the Florida Statutes shall be limited to six separate projects under this section.

1	I'd like to continue to briefly conclude my
2	statement. With the SARC-eligible companies, OPC's
3	intervention in a rate case or a limited proceeding
4	is usually cost-prohibitive, as either approach
5	increases the rate case expense that the customers
6	ultimately pay in their rates. Accordingly, we
7	believe that a reasonable optimal solution can be
8	found in order to achieve staff's desired
9	processing efficiencies. Under OPC's proposed
10	alternative language, SARC-eligible companies could
11	receive the assistance needed for rate relief in a
12	limited proceeding and perhaps forestall a more
13	expensive rate case. With the large companies
14	where rate case expenses less likely to make OPC's
15	intervention in a full revenue requirement case
16	cost prohibitive, limited proceedings are more
17	likely to be opportunities for piecemeal
18	ratemaking, which essentially circumvents the full
19	and thorough review of the requested revenue
20	increase, including any offsets that may reduce the
21	requested increase. For the large companies, OPC
22	submits that a full rate case process is likely to
23	be a more appropriate path that provides for a full
24	review, which is not available in a limited
25	proceeding.

1	Based on our analysis, there have only been 20
2	rate cases over the last 10 years of which eight
3	were for Class A companies and 12 for Class B.
4	Again, the data does not indicate excessive rate
5	case activities for large or the larger
6	utilities that would call for increasing the
7	project limit in a limited proceeding as a solution
8	to alleviate a possible excessive or congested rate
9	case workload at the SARC level.
10	This proposed rule change may be a solution to
11	a SARC staffing resource issue. However, with
12	large utilities, the proposed expansion of the
13	limited preceding project cap could permit rate
14	increases without a full evaluation of all factors
15	that potentially affect or minimize the rate impact
16	on customers. Thank you.
17	CHAIRMAN FAY: Thank you for that summary. We
18	will now move on to Mr. Deason of Sunshine Water
19	Services. Mr. Deason, you're recognized.
20	MR. DEASON: Thank you, Chairman. Thanks for
21	hearing me out today. Once again, I'm Jared Deason
22	with Sunshine Water Services. Just give you a
23	little background about me. I'm actually an
24	economist by trade. So whenever I see something
25	like this that staff proposes, I kind of looked at

it from two perspectives. I ask myself one question first. Number one, does it make the process more efficient? And, number two, are there cost savings to be achieved? And I think with this recommendation, staff is achieving both of those.

And let me give you a scenario. Let's say a Class A utility is wanting to do six projects, wanting to get recovery of those and just look at those and address those issues. Under the current format, is there a path available do that? yeah, there is. Under the current format, they However, they have to do it under two separate limited proceedings. That ain't very He's talking about two docket numbers, efficient. two different sets of customer service hearings, two different recommendations, two different agenda conferences, just -- it creates a mess there. the same time, you want to achieve cost savings. Under that scenario, you're going to have two different filing fees and all the costs associated with the two different customer service hearings. In my company's case, it'd be several different customer hearings -- customer service hearings for just one limited proceeding. That would double. You'd have to look at to the cost associated with

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1 coming to two different agenda conferences to 2. address staff recommendation, and I could go on, 3 but it's just -- would be twice as expensive. Under this scenario, it would be -- you'd be 4 5 able to cut that cost in half by being able to expand the number of projects that could be 6 7 I think another point -- way to look at examined. 8 it is the difference between a limited proceeding And I know they brought it 9 and a full rate case. 10 up and it seemed like every time I want a rate 11 adjustment, OPC wants me to do a full rate case. Ι 12 There's a lot of moving parts can understand that. 13 However, they're also there. I get that. 14 extremely expensive, especially compared to a 15 limited proceeding. Limited proceeding I could 16 probably do 40 -- \$50,000, as long as my attorney 17 didn't have to get too heavily involved. 18 that's very economical compared to a full rate 19 My last rate case cost my customers, through 20 rate case expense, approximately \$750,000. That's 21 a big difference. The one before that was 22 approximately \$1.2 million. Those are very 23 material amounts of money that get embedded in

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rates that have to be recouped from customers.

So, by encouraging utilities, all utilities,

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1	not just B's and C's, but A utilities to offer the
2	opportunity to encourage them to take advantage of
3	a limited proceeding and hopefully lengthen out the
4	time in between full rate cases, there's
5	substantial cost savings to be achieved. So the
6	way I view it, I think staff is making good
7	recommendation by expanding it from four to six
8	projects. I think there's significant efficiency
9	to be achieved, there's significant cost savings to
10	be achieved, and that benefits everybody through
11	these efficiencies, not just PSC staff. It
12	benefits the utility as well as our customers.
13	So I fully support staff's recommendation in
14	moving the projects from four to six, but I want it
15	to be applied to all utilities, not just B's and
16	C's, but also A's, as well, so they can achieve
17	those efficiencies, as well. Thanks.
18	CHAIRMAN FAY: Thank you, Mr. Deason. Just to
19	make sure there's no other persons to speak on
20	this?
21	That being the case, Commissioners, I'd like
22	to open up to be available for questions and
23	discussion, but first I was just going to have
24	staff, Ms. Cowdery or Ms. Brown, just opine a
25	little bit on the comments that we heard here and
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1	write some sort of formal comment or
2	recommendation.
3	MS. COWDERY: Mr. Chairman, could staff have a
4	brief, like five-minute break, just to confer about
5	what we've heard before we address the Commission
6	with our thoughts?
7	CHAIRMAN FAY: Sure. No problem. We'll break
8	for five minutes and we will be back at 9:55.
9	COMMISSIONER CLARK: Mr. Chairman go ahead.
10	(Brief recess.)
11	CHAIRMAN FAY: All right. Thank you for that
12	time, Commissioners. We are back. Ms. Cowdery,
13	would you like to address the Commission now?
14	MS. COWDERY: Yes, Mr. Chairman. Staff has
15	conferred about the comments we've just heard and
16	they staff recommends that the Commission should
17	not make the changes to paragraph 6A to the
18	proposed Rule 25-30.445. And Mr. Todd Brown will
19	address staff's rationale in more detail.
20	CHAIRMAN FAY: Okay. Great. Go ahead, Mr.
21	Brown.
22	MR. BROWN: Good morning, Commissioners.
23	First of all, there's a couple things that OPC
24	mentioned that I just want to make comments on.
25	Staff did not intend in our language and the

1 recommendation to certainly limit a recommendation 2. on the proposed rule to SARCs only. We think that 3 the six projects is a good move. It's an efficient 4 It certainly doesn't mean to limit it only 5 It should be applied as a rule, I think to SARCs. as our language demonstrated to both the SARCs, 6 7 that would typically be some of the C's and smaller 8 B's, as well as to the A's -- A Class utilities. 9 Having said that, we also -- OPC claims

Having said that, we also -- OPC claims staff's workload is not sufficient to support this type of change, and I think it's important to note that staff's -- staff's workload doesn't -- isn't just comprised of SARCs and limited proceedings.

There's numerous other activities staff is involved in. And so to -- I think just hone in on two specific types of rate cases is a little disingenuous, to be honest with you.

Besides that, the rule is designed to capture, or at least the proposed rule is designed to capture, certain economies of scale that may be — that the utilities may be able to capture by doing more than four projects. We've had instances in the past, some with OPC, some with other intervenors, where a utility has filed the appropriate number of projects and somewhere during

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1	the course of the rate case, there's the or
2	limited proceeding, there has been discussion or
3	I don't know what the appro agitation over the
4	number of projects, and there's been some pretty
5	lengthy discussions, some of them have been pulled
6	out. And having a couple of additional projects
7	available, if that did come up again, we would have
8	space to pull those out and still continue on with
9	the limited proceeding, instead of the utility
10	having to file an additional limited proceeding,
11	like Mr. Deason referenced, or for the utility to
12	have to pull the limited proceeding and go to a
13	full-blown rate case.
14	CHAIRMAN FAY: Thank you for that feedback.
15	Commissioners, I'll turn to you for either
16	questions or comments. Commissioner Clark.
17	COMMISSIONER CLARK: Just had a couple
18	questions regarding the number of projects and how
19	you define projects. It seems like we're hung up
20	on something kind of simple here, four versus six.
21	But if you had four projects that were a million
22	dollars each, versus six projects that were \$50,000
23	per project, wouldn't you be better off with a
24	larger number of projects at a smaller price and
25	have less impact on the consumers? My question is,
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1	could we not consider that if the number of
2	projects to allow six projects, as long as they
3	did not exceed X percentage of your fiscal year
4	work plan, or something to that extent, to caveat
5	that with a dollar value instead of just getting
6	hung up on four and six?
7	MR. BROWN: We do have guardrails in place
8	within the rule. Of course, there's the seven-year
9	requirement that they have been in for a rate case.
10	So the Commission can take a complete look at the
11	utility and its earnings through audits and
12	everything.
13	COMMISSIONER CLARK: You have your 30-percent
14	increase.
15	MR. BROWN: That's the other
16	COMMISSIONER CLARK: not relative to the
17	to numbers of projects that we're proposing here.
18	MR. BROWN: Right. I mean, that's the
19	ultimate level, though. That's the cap on what,
20	you know, the rate increase could be. Whatever the
21	number of projects, whether it be two or whether
22	you just remove the number of projects completely,
23	and just leave it open-ended, that 30 percent is
24	going to remain there as a cap on the increase in
25	the rate case.

1 I would love to hear the COMMISSIONER CLARK: 2. other two sides on what I'm asking. 3 CHAIRMAN FAY: Sure. If we could, we'll go to 4 OPC first to respond and then Mr. Deason. 5 Commissioner Clark -- I've yet MR. REHWINKEL: to transition -- but, Chairman Fay, if I could 6 7 and -- the reason we're here today is because the 8 limited proceeding statute, I think first came --9 first came in electrics and applied to the water 10 company, they're very similar. They weren't 11 intended to narrowly limit the scope of the 12 And our reason for being here today is proceeding. 13 longer term than just this rule. It's about 14 Mission Creek. And we're concerned -- regardless 15 of the revenues that are attached to each of the 16 projects, the more projects you get in, the more 17 complicated, as Ms. Wessling said, the case 18 becomes, the less limited it becomes. 19 We heard staff say at the agenda that they 20 even considered eight projects. That's why we're 21 here today. At some point, it's not limited 22 anymore, regardless of the quardrails that may be 23 So I think Commissioner Clark is on to there. 24 something in terms of the -- you could be 25 hitting -- you could be chasing the wrong thing by

1	the number of projects when they could have and
2	there's a there's an infinite number of
3	possibilities of whether a project is small or
4	large, just the number of projects. So I don't
5	know how to put a control on that because you can't
6	foresee the future. Sometimes the issue is that
7	it's a capital project that might be a large
8	number, but there may be a revenue requirement
9	associated with an expense that's considered a
10	project, that's even a bigger number. And these
11	are ongoing, recurring things.
12	So I don't know exactly how to rein that in.
13	The bottom line is here, we're here to avoid
14	Mission Creek in the A's. I mean, our real goal is
15	to leave the A's alone and B's and C's and be done
16	more efficiently, because this office can't really
17	effectively intervene in B's and C rate cases as
18	the rate case expense is just going to dwarf any
19	gain we could get on behalf of the customer.
20	I don't know if I answered your question,
21	Commissioner Clark, but I think it would be very
22	difficult. Your point is a good one, but our point
23	is, is sometimes it's the number of projects that
24	can make the case not be limited.
25	CHAIRMAN FAY: Thank you. Mr. Deason, if you
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1 could address the question of revenue requirement 2. instead of a number component on there that's 3 raised by Commissioner Clark. 4 MR. DEASON: As far as the revenue 5 requirement, yeah. As far as the rule, I'm not aware of any situation where, you know, companies 6 7 have achieved 30 percent in a limited proceeding. 8 I know with my company, we've done a couple of

those things in the past that's been substantive, or as far as the projects that we addressed. far as the limited nature of it, I think, you know, there's a lot of moving pieces that you can look at in a rate case, not just capital projects. look at capital, you look at your O&M expenses, you look at your taxes, you look at your capital structure, you look at your ROE, return on equity, which is the appropriate amount of -- I mean, there's a list about a mile long of everything you can look at. Okay. That's why the process is very long and very expensive.

The purpose of a limited proceeding is to look at -- in this case, we're looking at just one component, just a few, only six capital projects, and how that would impact that rate. You're not going to look at all those other moving pieces.

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1	You're limited to that. So you still are within
2	the mission, or you're just looking at capital, a
3	few capital projects, and nothing on none of
4	those other long list of moving pieces either.
5	Okay. You're excluding them. So you are within
6	the mission, even if you move from four to six.
7	You're not moving beyond that.
8	In the case of my company, you know, we have a
9	lot of projects, you know, at any given time. You
10	know, we're talking about 50 different projects at
11	one time of things we do, a lot of them small, some
12	of them very big, you know, and some of them as
13	high as 10 to 12 million dollars a piece right now.
14	So and that's what I think this is. If you
15	can have the opportunity to carve out some of those
16	larger components, some of the larger projects that
17	come up that need to be addressed and address them
18	solely so that you can reduce rate case expense
19	from having to go to a full-blown rate case, that's
20	an efficiency. That's something that's going to
21	benefit the utility and the customers. So I still
22	support the six projects that staff is
23	recommending.
24	CHAIRMAN FAY: Great. Thank you.
25	COMMISSIONER CLARK: And I'd love staff to

1 answer -- to respond to that, as well.

MR. BROWN: I guess what I'm struggling with

is I don't know how that -- you know, we're

basically coming up with a hard and fast like

revenue number, as far as a cap. I just -- I don't

know what that -- what that looks like in the

process.

COMMISSIONER CLARK: So am I off base by saying that if the utility comes in for a limited proceeding and they've got four projects, and each of those four projects in, maybe in a Class A's case was \$2 million per project, that is a substantial amount of revenue requirement associated with those capital expenditures, versus a -- the same company that came in with six projects that were \$100,000 each. That's what I'm trying to ask is, okay, it's not about the number of projects that's going to have the impact on the It's about the amount of money that is being spent. So is there a way that that can be associated back to say, okay, let's make it a percentage of your capital outlay budget for the If it exceeds 10 percent -- if your entire year. six projects exceeds 10 percent of your capital outlay budget for the year, you know, that's --

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1	you're not allowed to come in for a limited
2	proceeding that's going to have a rate impact, or
3	should be considered under a full-blown rate case.
4	I'm just throwing looking for I don't
5	get the hangup on the four to six I get Mission
6	Creek, Mr. Rehwinkel. I don't disagree with you
7	there. Four to six, in a primarily class B, C
8	utilities, that's small stuff. Just thoughts.
9	CHAIRMAN FAY: Do you want to comment? Go
10	ahead.
11	MS. COWDERY: Yes, I have one comment on that.
12	The way the rule is written in subsection six is
13	that those are those are factors that will mean
14	you cannot have a limited proceeding. However, it
15	is up to the Commission when you get an application
16	to determine if you're going to allow it. So there
17	could be reasons that you don't allow it if it
18	doesn't meet
19	COMMISSIONER CLARK: Yeah, but there's not an
20	allowance where we could accept it if it doesn't
21	meet these requirements, as a limited proceeding.
22	If it's outside of these parameters, the Commission
23	doesn't have the authority to say, okay, we're
24	going with a limited proceeding anyway.
25	MS. COWDERY: That is true.

1	COMMISSIONER CLARK: Okay.
2	CHAIRMAN FAY: Thank you, Ms. Cowdery. Great.
3	Go ahead.
4	COMMISSIONER GRAHAM: Thank you, Mr.
5	Chairman sorry about that. Commissioner Clark
6	asked start of his question was, what's the
7	definition of a project.
8	MR. BROWN: I don't believe there's a I
9	don't believe there's a clear definition of what a
10	project is here. And I think we've had that come
11	up in other proceedings here, not necessarily a
12	limited proceeding, but I think that is is the
13	big unknown, you know, what constitutes a project?
14	COMMISSIONER GRAHAM: So what's to stop the
15	utility from basically combining three projects and
16	calling it one project?
17	MR. BROWN: Nothing essentially other than,
18	you know, staff's review or the OPC review and them
19	coming back to us and saying, hey, we believe, you
20	know, this is this is not a subproject of the
21	main project. I mean, I think it would literally
22	be up to staff, OPC, potentially you as
23	Commissioners, to make that determination.
24	COMMISSIONER GRAHAM: So and let's back up.
25	You said it's up to three different people. So any

1 one of those three can throw a flag and say, no, 2. this is not one project, I think it's three? 3 MR. BROWN: Typically it'd be an intervener or 4 OPC that would throw the flag. Staff could. 5 think staff has historically taken a pretty broad -- broad approach to looking at projects. 6 7 And what's included under a subproject, just 8 because I think we typically look for efficiencies that may be there when combining more than one 9 10 project at the same time. But, to answer your 11 question, I don't think there's a clear definition 12 of projects, and there's really nothing other than 13 the, you know, Commission staff from reviewing it 14 and a few other people that would prevent them from 15 including multiple projects under one. 16 COMMISSIONER GRAHAM: And just briefly tell 17 us, if there's any pushback after a limited 18 proceeding, I mean, what's the recourse? you basically throw the flag and say, we're going 19 20 to go into a full-blown rate case or we're going to 21 oppose this project and this project? 22 MR. BROWN: Well, depending on the number of 23 projects initially filed with the Commission, I 24 mean, if there is pushback on an item that's listed 25 as a subproject or whatever, we could, you know,

1	split that off. You know, if there's room if we
2	haven't reached that limit of four we can just, you
3	know, set it aside and take it up as its own
4	project. You know, if we have three projects and
5	one of them gets if there's a sub project that
6	gets kicked out, that could be our fourth project
7	and we move forward. If we've already got the four
8	projects, then I think the recourse would be the
9	utility could probably come back with another
10	limited proceeding, or they could pull the limited
11	proceeding and come back with a rate case.
12	COMMISSIONER GRAHAM: Thank you.
13	CHAIRMAN FAY: Any other questions or
14	comments? Commissioner Passidomo.
15	COMMISSIONER PASSIDOMO: I have a question for
16	OPC. I just kind of want to get an understanding
17	of your concerns and the harm customers might face
18	for, you know, Class A utility customers first
19	with, you know, increasing the project
20	CHAIRMAN FAY: You're recognized.
21	MR. REHWINKEL: Thank you, Mr. Chairman.
22	Thank you, Commissioner Passidomo. As I alluded
23	to, B's and C's because of their size, they're kind
24	of off limits for us to intervene and have a rate
25	case filed. So we fully understand the

1 efficiencies. And after review of everything, we 2. can see that the staff was not off the mark on 3 But a class A case, like Peoples has 4 4 million dollars in revenue. Thirty percent of that 5 could be done in a limited proceeding, if you had the projects -- and projects can include expenses. 6 7 They don't have to all be capital. If you had four 8 or five or six projects that total 1.2 million dollars, you'd be within the scope of a limited 9 10 proceeding under this rule. You could have it. Ι 11 agree with Commissioner Clark. You could have two 12 projects that got you to 1.2 million, or you could 13 have five or six that got you to 1.2 million. 14 But the problem we have is that the customers 15 of a company the size of Peoples have an 16 opportunity to have all of the debits and credits 17 Debits are the ones that considered together. 18 create upward pressure on rates and credits are the 19 ones that put downward pressure on rates. 20 like ROE, tax saving, efficiencies, 21 computerization, those things get into the class 22 So we think the customers of those utilities 23 have an opportunity to have all of the factors 24 considered. When you start mining out specific 25 projects and do a limited proceeding, you're

cannibalizing the opportunity to have everything considered in the rate case and you're -- in a limited proceeding, you're starting to minimize the opportunity we have to represent the customers on an efficient basis. Efficiency for us is about rate case expense. If we think we can knock out \$150,000 and that there's \$200,000 of rate case expense, that's amortized over four years. So that's \$50,000 of expense to go after \$150,000 of un-warranted costs or to bring in ignored offset. Those kind of things -- if you do it in a limited proceeding, they start to erode at our ability to look at everything.

I don't know if I make sense to you about that, but that's what we're -- that's what we think the Mission Creek gets into is starting to erode a last opportunity to have a full revenue requirement rate case if things are piecemealed into limited proceedings. That's the heart of what we're after.

And if I haven't made it clear, we said

SARC-eligible would be what we would want to limit

it to. We're willing to say B's and C's. This is

an efficient way to do B's and C's. But for A's,

we think that we ought to leave A's as limited, as

a little bit more limited, and have them looked at

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1	comprehensively.
2	CHAIRMAN FAY: Follow-up?
3	COMMISSIONER PASSIDOMO: Okay. Yeah. Just
4	one I made this might be more directed to the
5	staff thinking. Did you consider, you know, even
6	having if we even need, you know, a limit on the
7	number of projects when we have these other the
8	30-percent cap and the seven-year provision as
9	other safeguards?
10	CHAIRMAN FAY: Mr. Brown.
11	MR. BROWN: We did not look at it, like,
12	removing the number of projects. We did not look
13	at that. We thought it was probably a bridge too
14	far. I mean, we our discussions, I think we
15	started at eight and worked our way down to six,
16	thinking that that may even be a bridge too far,
17	but it was better than trying to propose eight to
18	move forward. So I'm not we didn't think about,
19	like, moving limits on the number of projects at
20	all.
21	And I do if I can take just a moment,
22	Commissioner, I just wanted to respond to something
23	that Mr. Rehwinkel said. When staff's making
24	adjustments and looking at these projects during
25	the course of a limited proceeding, there's a lot

1	of corresponding adjustments that take place.
2	Especially like with a capital project, there's
3	going to be adjustments to depreciation. We do
4	typically make adjustments to property taxes to
5	reflect any of the changes that are taking place.
6	There's going to be retirements. There's a lot of
7	offsets and other adjustments that take place. So
8	it's not just staff, you know, increasing this
9	increasing different things across the board.
10	There are other adjustments that do take take
11	place, and I thought that that was important to
12	reference.
13	And, also, I mean, as far as rate case expense
14	goes, if these utilities are forced to go into a
15	full-blown rate case, there's no savings to the
16	customers from missing that opportunity to go to a
17	limited proceeding. Mr. Deason referenced the fact
18	some of their rate case expense numbers from their
19	last couple of rate cases versus a limited
20	proceeding, and those numbers grow exponentially
21	when you go to a rate case.
22	CHAIRMAN FAY: Thank you, Mr. Brown. Any
23	other comments? Commissioner Clark.
24	COMMISSIONER CLARK: Yeah, I guess I'm going
25	to keep riding this horse until I see some sunlight

1	somewhere. I still want to go back and talk about
2	dollar-value thresholds as opposed to project
3	numbers. And I would ask I think Mr. Rehwinkel
4	made a valid point. You do have as an addition
5	to capital outlay, you have expense that can be
6	included in projects. But is there a dollar value
7	threshold that we can determine that was a
8	percentage of some number I keep going back to
9	capital outlay work plan or something of that
10	nature, that we could establish for A, B and C
11	utilities, that would get us to a point this
12	project number to me is just arbitrary. I means,
13	it's just arbitrary. Let's pick 12, let's pick 45,
14	let's pick two. There's nothing scientific about
15	it. We're talking about impacts to rates, and that
16	comes back to dollars. I would much rather I
17	don't want to drag the process out, but seems to
18	make more sense if we could come up with a dollar
19	value threshold and assign here, we would probably
20	be on to something. Just a thought, Mr. Chairman.
21	CHAIRMAN FAY: Commissioner Clark, I
22	appreciate that. I think if staff wants to address
23	that, they it sounds like they have previously
24	addressed that. But there is no number, I guess,
25	that you would comfortable with?

1	MR. BROWN: Not right off the cuff, not at
2	this moment. I mean, I'm sure that's something
3	that we could go back and try to look at. I don't
4	know what those numbers would look like, though, at
5	this point in time.
6	CHAIRMAN FAY: One second, Commissioner La
7	Rosa, just to make sure we don't have any other
8	questions for staff.
9	Commissioner La Rosa, go ahead.
10	COMMISSIONER LA ROSA: Thank you, Chairman.
11	And just maybe just a kind of a quick follow up to
12	that and I understand where Mr. Clark's going,
13	and I like that. There is an understanding of
14	where to start to analyze come up with that
15	number, right?
16	MR. BROWN: As far as a starting point to come
17	up with those numbers?
18	COMMISSIONER LA ROSA: Right.
19	MR. BROWN: I think we I mean, I think we
20	understand what Commissioner Clark's asking. I
21	mean, I don't have those numbers right now, but I
22	think that's something that if there's a desire to
23	pursue that, I think that's something we'd be more
24	than happy to look at.
25	CHAIRMAN FAY: That comment said,

1	Commissioners, I'm obviously happy to open it up to
2	a motion, but first we would make a decision, if we
3	want to take this up as a bench decision today
4	and I think we've heard a lot of or a lot of
5	comments from both parties. So I'd be inclined to
6	move this forward to allow staff to provide a
7	recommendation to us to make a decision. However,
8	with that said, if it's your prerogative, if you
9	want to move forward today, I'm happy to entertain
10	that discussion.
11	COMMISSIONER CLARK: Mr. Chairman, I would
12	just add, Mr. Deason, I'd really love to hear their
13	what they have from a utility perspective, what
14	they think about
15	CHAIRMAN FAY: On your last question?
16	COMMISSIONER CLARK: Yes.
17	CHAIRMAN FAY: Yeah. Okay. Mr. Deason, go
18	ahead and respond.
19	MR. DEASON: I just want to say I appreciate
20	Commissioner Clark's thoughts on this. I think
21	you've made some valid points about the size of the
22	projects included. I'd like to give you a specific
23	answer on what that should be. All I can say is
24	that, you know, our projects vary from very small
25	to very large. You know, it could be a few

1	thousand, it could be up into 15 million dollars
2	for one individual project. And sometimes these
3	things come up. You know, sometimes it's required
4	by say, FDEP. If or mid-county plant, if it
5	needs to be completely overhauled, we're looking at
6	upwards of 15 million dollars. Okay. That's not a
7	small amount. That can be very easily be taken up.
8	But if they, for example, if the Commission sets
9	the cap at only 10 million dollars for each
10	individual project, well, we would miss that
11	opportunity to have it at that 15. So I can't
12	really say exactly how much because some of these
13	projects are required by DEP and we have to do
14	it. There's no way around it. And I think you'd
15	be a shame to the miss opportunities and the cost
16	savings to do a limited proceeding by inadvertently
17	setting an arbitrary cap for each individual
18	project, because they're all going to be separate.
19	As far as combining projects, I can just give
20	you my experience with my utility. You know, we
21	operate in 10 different counties. And usually,
22	it's very easy to delineate different capital
23	projects. Usually the first thing you start off
24	with is an engineering study. Each individual
25	project's going to have its own separate

1 engineering study. If you were to see a project 2. get submitted and has three separate individuals --3 and three separate individual engineering studies, 4 that's a pretty good indication it's not one 5 project, it's multiple projects. But I think the -- if you look back at some of our last rate 6 7 cases where we did have a lot of pro forma 8 projects, you can see how we can very easily delineate the different projects and that we're not 9 10 combining them into one. And I'm just speaking for 11 the experience of mine, my personal utility.

> As far as -- you know, I do want to address what Charles was saying. You know, I understand -again, I understand, you know, OPC is concerned. They want to look at all the moving pieces. limited proceedings do not look at all the moving I understand his concern. You want to pieces. monitor utility. Nobody wants to see a utility over-earn and be in those situations. I get it. But, you know, the PSC and PSC staff is monitoring the financials of each utility. Every year, I have to file an annual report with this Commission. Every year, that annual report, which has all of our financial information, balance sheet, income statement, has all of our O&M expenses, we lay

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1 everything out, and it's highly scrutinized. 2. if we're ever into -- and I often get calls back on 3 certain numbers in that annual report, if I need to 4 validate some of those, because it is a very 5 extensive annual report. I think the last one I 6 filed was in excess of 400 pages. So it's not a 7 very slim document and it does take a lot -there's a lot of information in there. 8

> But I'm just going to speak from -- as far as the validity of the numbers in there, I can only speak to the last experience I had where staff essentially audited my annual report. If you look at my last rate case that I had a couple of years ago, the MFR's in the annual report, you know, the time frame matched each other. So staff went through a thorough process of making sure -- make sure the MFR's I filed were consistent with the numbers in the annual report. It had to be essentially one in the same. There are few minor discrepancies as far as annualized revenues versus actual revenues, but they had to be consistent with another one for the filing to be considered official. After that, as far as our file, Commission staff went through a very thorough and long auditing process, the MFR's, essentially

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1	auditing the annual report, so because the
2	numbers had to be consistent with one another. In
3	that audit process, there was essentially one
4	finding, minor finding associated with annualized
5	revenue. So, essentially, the audit determined the
6	annual report I filed, which had to be consistent
7	with the MFR's were correct.
8	So I think it's safe to say that the number I
9	file in my annual report, which you get to see
10	every year, updated every year, are correct, and
11	you can rely upon those numbers and you can get to
12	see our full financial picture on an annual basis,
13	and you get to see the debits and credits, as Mr.
14	Rehwinkel says. I'm just throwing that out there.
15	CHAIRMAN FAY: Thank you. Does that answer
16	your question, Commissioner Clark?
17	Commissioner, with that said, Commissioner
18	Graham, I'll go to you and then I'm going to check
19	with staff here on what we would do to move forward
20	with the recommendation and how to come back. Go
21	ahead.
22	COMMISSIONER GRAHAM: Thank you, Mr. Chairman.
23	Just because something is defined as a limited
24	procedure let me use a John Moyle analogy,
25	seeing that he's not here. If the limited

1	procedure is what's under the hood of the car,
2	can't the staff always asks to see what's in the
3	trunk? At any time, it doesn't have to necessarily
4	be a part of that case, but at any time if we want
5	to see what's in the trunk, can't we ask to see
6	what's in the trunk?
7	CHAIRMAN FAY: Mr. Brown, you can answer that
8	question.
9	MR. BROWN: Yeah, we can certainly ask the
10	question. Yes, sir.
11	COMMISSIONER GRAHAM: I mean, you made it
12	sound like I mean, we can demand that answer, as
13	well, correct?
14	MR. BROWN: I believe we could.
15	COMMISSIONER GRAHAM: Okay. So just because
16	it's a limited procedure doesn't mean we can't see
17	every single part of the car that we want to see.
18	MR. BROWN: I think staff and the Commission
19	would have every opportunity to see whatever
20	information we needed during the course of that
21	limited proceeding or any other proceeding we may
22	have.
23	COMMISSIONER GRAHAM: I guess, Mr. Chairman
24	I mean, I can just speak for myself. I'm not
25	really comfortable for a bench decision right now.

1	Off of what we the conversations we've had so
2	far, I think there's a couple things that need to
3	be addressed. I mean, one of them and I don't
4	know how much of a task is going to be put on
5	staff, but I'd like to see more of a definition of
6	what a project actually is. I mean, I don't know
7	if it comes down to connectivity. You know, can it
8	be this part of the plant, and this part of the
9	plant can still be considered one project or
10	multiple projects? I think Commissioner Clark
11	threw out a great one there. I think there's
12	plenty of data we have out there and looking at and
13	saying is this something we can come up with
14	some sort of idea, or number, or you know,
15	historically, you know, what projects have looked
16	like. And that's all I have.
17	CHAIRMAN FAY: Great. Thank you. Ms.
18	Cowdery, so I know the original changes to the
19	rule. This was just one component of this change,
20	that we pulled out to have this rule hearing, for
21	purposes of the two rule hearings today. If we
22	were to move forward with the recommendation, you
23	could then take all that information from the
24	interested persons today and comments from the
25	Commission Commissioners and then provide a

1 recommendation, let's say at the March agenda or something. Would that be -- would that be viable? 2. 3 MS. COWDERY: That would be a possibility that 4 we could do that. 5 CHAIRMAN FAY: Great. And just real quick, Mary Anne, will we need a motion to move forward 6 7 with that, or would be able to just go ahead and 8 state that we'll order staff to provide a 9 recommendation for the March agenda? 10 I think you can just ask staff to MS. HELTON: 11 prepare a recommendation. I think the record's 12 clear here that you're not ready to make a bench 13 But if I could ask that you not include decision. 14 the March agenda, because if there's something 15 that -- you know, we have discussions, if it takes 16 a little bit longer to perhaps follow Commissioner 17 Clark's, you know, suggestions, maybe the March is 18 a little bit quick. 19 CHAIRMAN FAY: Okay. That's fine. We can 20 direct staff to provide a recommendation. I'm 21 comfortable with it being as we move forward. 22 think there were a lot of -- personally, a lot of 23 great comments from the Commission today to direct 24 maybe what that initially could look like to 25 address some of the issues that -- that have been

1	raised. And I do recognize, like, this rulemaking
2	is really fun for some people and not for others.
3	And so I I'm having fun today, but I recognize
4	that that might not always be the case. And so I
5	think if we can continue sort of that narrow scope
6	as we looked at, knowing that the course wouldn't
7	be open one part of the rule of some others, and to
8	be raised, I think the comments here really relate
9	specifically to the project numbers. And then, of
10	course, you get the 30 percent cap. But, as
11	Commissioner Clark stated, the final number of what
12	those projects cost and potentially the definition
13	what that project would look like, I think that
14	would be addressed for us and allow the Commission
15	to make an informed decision going forward.
16	So with that, Commissioners, I would direct
17	staff to move forward with that. We don't need a
18	motion on that directive. And, with that, I
19	believe that will that will conclude the rule
20	hearing for today. I would allow about 15 minutes
21	before we'll have internal affairs, and we'll be
22	doing it in this room. So I would say 10:45
23	internal affairs, we'll start the meeting.
24	Thank you.
25	(Proceedings concluded.)
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1	CERTIFICATE OF REPORTER
2	STATE OF FLORIDA )
3	COUNTY OF LEON )
4	I, DANA W. REEVES, Professional Court
5	Reporter, do hereby certify that the foregoing
6	proceeding was heard at the time and place herein
7	stated.
8	IT IS FURTHER CERTIFIED that I
9	stenographically reported the said proceedings; that the
10	same has been transcribed under my direct supervision;
11	and that this transcript constitutes a true
12	transcription of my notes of said proceedings.
13	I FURTHER CERTIFY that I am not a relative,
14	employee, attorney or counsel of any of the parties, nor
15	am I a relative or employee of any of the parties'
16	attorney or counsel connected with the action, nor am I
17	financially interested in the action.
18	DATED THIS 3rd day of February, 2022.
19	Jamoleenes
20	your barren
21	DANA W. REEVES NOTARY PUBLIC
22	COMMISSION #GG970595 EXPIRES MARCH 22, 2024
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