$\textit{DOCKET NO.:}\ 971179\text{-SU}$  - Disposition of CIAC gross-up funds collected by North Fort Myers Utility, Inc. in Lee County.

WITNESS: Direct Testimony of Christine G. Romig, Appearing on Behalf of Staff

DATE FILED: January 31, 2000

AFA .	
APP .	<del> </del>
CAF	
CMU	
CTR	
EAG	
LEG	
MAS	3 700
OPC	
RRR	And in colony 2 of the second
SEC	
	,
WAN	
oth	

## DIRECT TESTIMONY OF CHRISTINE G. ROMIG

- 2 Q. Would you please state your name and business address?
- A. My name is Christine G. Romig and my business address is 2540 Shumard Oak Boulevard. Tallahassee. Florida 32399-0850.
- 5 | Q. By whom are you employed?

1

16

17

- 6 A. The Florida Public Service Commission (Commission).
- 7 | Q. When did you commence employment with the Commission?
- 8 A. I have been employed by the Commission since July 3, 1978.
- 9 Q. Would you state your educational background and experience?
- A. I received a Bachelor of Business Administration Degree with a major in Accounting from Florida Atlantic University in June 1978. I met the requirements as a Certified Public Accountant in October 1980. I began employment with the Miami Field Office of the Commission as a Public Utilities Auditor with the Division of Auditing and Financial Analysis on July 3, 1978.

  On May 1, 1980, I transferred to the Orlando District Office of the
  - Commission and assumed the position of Public Utilities Audit Supervisor of that office. I remained in that position until my marriage and relocation to Tallahassee on July 1, 1985, when I transferred to the Special Assistance
- 19 Bureau in the Water and Wastewater Division of the Commission's Tallahassee
- 20 Office as a Regulatory Analyst. On November 26, 1991, I transferred to the
- 21 | Tax Section of the Financial Analysis Bureau in the Division of Auditing and
- 22 | Finance in Tallahassee, where I hold the position of Regulatory Analyst.
- Q. Would you explain your general responsibilities in your current position.
- 25 A. My general responsibilities include, but are not limited to.

participation in the following:

- Reviewing and analyzing tax assignments delegated to me by my supervisor.
- 2. Reviewing and analyzing financial information and tax returns filed with or made available to the Commission for regulatory proceedings or surveillance purposes, including water and wastewater contributions-in-aid-of-construction (CIAC) gross-up matters.
- 3. Writing cross-examination questions and preparing deposition questions for hearings involving tax issues for regulatory proceedings.
- 4. Preparing expert testimony and exhibits and testifying as needed on controversial issues involving tax issues for regulatory proceedings. including water and wastewater CIAC gross-up matters.
- 5. Making recommendations to the Commission regarding tax issues in rate cases, surveillance reports, rule proceedings and investigations in all industries, including water and wastewater CIAC gross-up matters,
- 6. Advising Commission Staff on tax matters in Commission matters.
- 7. Performing research in tax areas to determine the impact of laws and regulations on the ratemaking process and other regulatory matters.
- 8. Regarding legislation, attending meetings and hearings as

an observer, assistant or participant. 1 2 9. Drafting, analyzing and interpreting proposed legislation. 3 rules and regulations for potential impact on the ratemaking 4 process and other regulatory matters. Conducting training sessions on tax matters for Commission 5 10. Staff. 6 7 Responding to customer inquiries and complaints. 11 Representing the Commission, as assigned. 8 12. Have you testified in any other cases before this Commission? 9 0. 10 Α. No Do you have exhibits that are attached to your testimony? 11 0. 12 Α. No. What is the purpose of your testimony in this proceeding? 13 Q. I will testify on several topics, as follows: 14 Α. The taxability of pre-June 13, 1996 installment 15 1. 16 arrangement CIAC. 2. Whether a variance is or was necessary for continued 17 collection of the gross-up portion of the installment 18 19 payments. The appropriateness of using the Annual Report that 3. 20 is filed with the Commission as a basis 21 determining above-the-line taxable income for CIAC 22 23 gross-up dispositions and if using the Annual Report as a basis for the dispositions constitutes a change 24 25 in Commission policy.

- 3 -

4. Whether it is appropriate to offset CIAC gross-up overcollections with legal fees in this instance.

2

3

5

12

13

14

15

16

17

18

19

20

21

- Q. What is the purpose of your testimony regarding the taxability of pre-June 13. 1996 installment arrangement CIAC?
- A. The purpose of my testimony regarding the taxability of pre-June 13.

  1996 installment arrangement CIAC is to address whether or not the entire amount of the installment arrangements constituted CIAC and therefore taxable income at the time the installment arrangements were entered into.
- 9 Q. Before addressing the substance of your testimony, please provide a 10 brief history of the background surrounding the taxability versus 11 nontaxability of CIAC.
  - A. Prior to the enactment of the 1986 Tax Reform Act (effective January 1. 1987) CIAC reduced the basis of the depreciable property for federal tax purposes. CIAC was not reportable as income for tax purposes. As of January 1. 1987, Section 118(b) of the Internal Revenue Code was repealed, changing the tax treatment of CIAC. This change caused CIAC to be treated as gross income and to become taxable for federal income tax purposes. In 1996, the Small Business Job Protection Act again changed the tax treatment of water and wastewater CIAC. This law provided that CIAC collected by water and wastewater utilities would be nontaxable. The provision for the nontaxability of water and wastewater CIAC was made retroactive to June 12, 1996.
- Q. Why is this change in the law significant to North Fort Myers Utility.

  23 Inc.?
- A. Under certain conditions, North Fort Myers Utility, Inc. (NFMU) had Commission tariff authority that allowed prospective individual customers the

- 4 -

option of paying the CIAC in one lump sum or paying the CIAC in monthly installments over a seven year period at 10% interest. In some instances. installment arrangements were made during the time period that the rules of the Tax Reform Act of 1986 were in effect. During that period, CIAC was taxable. Some installment payments related to those arrangements were made during the time the water and wastewater CIAC was taxable (under the Tax Reform Act of 1986) while other payments were made during the time water and wastewater CIAC was nontaxable (under the 1996 Small Business Job Protection Act). Therefore, at issue, is whether or not the entire amount of the pre-June 13, 1996 installment arrangements constituted CIAC and therefore was taxable income at the time the installment arrangements were entered into. In other words, I will discuss when installment arrangement CIAC is taxable and reportable as income on NFMU's federal tax returns. The issue is whether the CIAC is reportable as income and taxable in the year the installment arrangements are made or whether the cash payments are taxable in the year received.

2

3

4

5

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

Q. Please state your opinion on the taxability of the installment arrangement CIAC.

A. I believe that the installment arrangement CIAC is fully taxable in the year of the installment arrangement. Therefore, the corollary is that the funds received by NFMU following June 12, 1996 that were payments relating to installment arrangements made during the period January 1, 1987 through June 12, 1996 are fully taxable and became taxable when the installment arrangements were made. In other words, the payments are installment loan payments, not payments of CIAC or CIAC gross-up. From the moment they were

- 5 -

reduced to installment arrangements, the future payments under those arrangements no longer have the character of new CIAC or new gross-up. As such, the continued collection of these installment payments does not represent continued collection of CIAC or CIAC gross-up funds.

Q. What is the basis for your opinion?

- A. NFMU is an accrual taxpayer for book and for tax purposes. As such, it is required to report revenues and expenses on an accrual basis for book and for tax purposes. As an accrual taxpayer, NFMU is required to report the revenues and expenses when the Internal Revenue Service "tests" are met. CIAC is income and the Code makes no exception. CIAC was taxable income up to June 12, 1996 and all lump sum payments and installment arrangements entered into prior to the time when CIAC was taxable should have been reported as income on its books and on its tax returns. Further, and most importantly, at the time the installment arrangements were made, the CIAC was recorded as CIAC (a credit entry) and the offsetting debit was to cash, a customer/loan receivable or a combination of the two. Therefore, the collection from the customer was not collection of CIAC, but rather it was collection of a customer/loan receivable.
  - Q. What evidence are you relying upon in support of your opinion?
  - A. First, Internal Revenue Code, Section 451(a), General Rule for Taxable Year of Inclusion, states that "[t]he amount of any item of gross income shall be included in the gross income for the taxable year in which received by the taxpayer, unless, under the method of accounting used in computing taxable income, such amount is to be properly accounted for as of a different period."

Second, Treasury Regulation, Section 1.451-1(a), General Rule for

Taxable Year of Inclusion, states that "[g]ains, profits, and income are to be included in gross income for the taxable year in which they are actually or constructively received by the taxpayer unless includible for a different year in accordance with the taxpayer's method of accounting. Under an accrual method of accounting, income is includible in gross income when all the events have occurred which fix the right to receive such income and the amount thereof can be determined with reasonable accuracy."

Third. Treasury Regulation 1.446-1(c)(ii). General Rule for Methods of Accounting. Accrual Method. states that "[g]enerally, under an accrual method. income is to be included for the taxable year when all the events have occurred that fix the right to receive the income and the amount of the income can be determined with reasonable accuracy."

- Q. Have you looked at NFMU's tax returns for the years under question to ascertain whether NFMU identified itself as an accrual taxpayer and reported its income and expenses accordingly?
- 16 A. Yes.

8

9

10

11

12

13

14

- Q. Did your review indicate that NFMU was an accrual taxpayer for those years?
- 19 A. Yes.
- Q. Did you look at NFMU's annual reports to the Commission for the years under question?
- 22 | A. Yes.
- Q. Did your review indicate that NFMU maintained its books and records on an accrual basis for Commission reporting?
- 25 A. Yes.

Is there anything further that you wish to add to the foregoing? 0.

11

2

5

9

10

11

12

13

14

15

16

17

18

Yes. I believe that the "receipt" of CIAC occurs when the entity knows it has a legal right to the money and the amount of money is known. amount to which NFMU is entitled is established by tariff and by the installment arrangements it made with its customers. The receipt of the CIAC by NFMU is a "condition precedent" to the receipt of service, which means CIAC must be paid before a customer will be served. The payment may be in the form of a lump sum or in the form of an installment arrangement. I believe that the utility must have been certain that it had a right to the CIAC or it would not have provided service to those who are paying by installment. As stated previously, Treasury Regulation, Section 1.446-1(c)(a)(ii) provides that, generally, under an accrual method, income is to be included for the taxable year when all the events have occurred which fix the right to receive such income and the amount thereof can be determined with reasonable accuracy. Therefore, I believe that NFMU meets the criteria that requires it to report the CIAC as done in its amended returns because: 1) it is an accrual taxpayer; 2) it had a right to the CIAC; and 3) the amount of the CIAC was known, as it was set by tariff. How has NFMU reported the installment arrangement CIAC on its tax

- 19 returns? 20
- The amended federal income tax returns show that it has reported the 21 installment arrangement CIAC as income in the year the installment 22 23 arrangements were made.
- Is this consistent with what you believe the correct reporting period 24 to be?

1 | A. Yes.

- Q. Do you believe that it was appropriate for NFMU to file amended returns to report the installment arrangement CIAC that had not been reported previously?
- A. Yes. Treasury Regulation, Section 1.451-1(a), General Rule for Taxable Year of Inclusion, states that "[i]f a taxpayer ascertains that an item should have been included in gross income in a prior taxable year, he should if within the period of limitation, file an amended return and pay any additional tax due."

NFMU complied with this regulation by its timely filing of amended returns when it concluded that its taxable income, as reported, was understated due to not including in taxable income, a portion of the installment arrangement CIAC that it had received.

- Q. Does this conclude your testimony on this issue?
- 15 A. Yes.

10

11

12

13

14

16

17

18

19

20

21

22

23

- Q. How did the Commission respond to the enactment of the Small Business Job Protection Act of 1996, the law that provided that CIAC collected by water and wastewater utilities would be nontaxable retroactive to June 12, 1996?
- A. On September 20, 1996, the Commission issued Order No. PSC-96-1180-FOF-WS, in Docket No. 960965-WS. This order revoked the authority of the water and wastewater utilities with CIAC gross-up authority, including that of North Fort Myers Utility, Inc., to collect gross-up on CIAC within 30 days of the date of the order, unless the utility filed "for a variance."
- Q. Did NFMU file a variance with the Commission within the 30-day requirement?

- 9 -

- .IA. No.
- Q. In your opinion, is or was a variance necessary for continued collection of the gross-up portion of the installment payments?
- 4 A. No.

17

18

19

20

21

22

23

24

- 5 | Q. What is the basis for your conclusion?
- Once NFMU began collecting installment payments and they included CIAC 6 Α. gross-up, then the CIAC and the CIAC gross-up was reduced to a receivable. Therefore, the payments were to extinguish the receivable and not "collection" 8 of CIAC," and it would not appear that a variance to continue the collection 9 10 of CIAC gross-up would be required. Also, if the CIAC collected through installment payment is taxable as income, then in order to keep the utility 11 whole as contemplated by Orders Nos. 16971 and 23541, the utility should be 12 allowed to collect the CIAC gross-up that was calculated to be due. However. 13 even if it is ultimately determined that a waiver is required. I believe that, 14 based on the confusion for the need of a variance, such variance should be 15 16 granted.
  - Q. Is it appropriate to classify certain operating expenses reported above the line for annual report purposes as below the line expenses for gross-up refund purposes?
  - A. No. If an expense is appropriately reported as above the line for Annual Report purposes, it should also be reported as above the line for gross-up refund purposes. Likewise, if an expense is appropriately reported below the line for Annual Report purposes, it should also be reported below the line for gross-up refund purposes.

In general, expenses classified as above the line are those prudent

regulated expenses which are ordinary and necessary and used and useful in the provision of utility service. Therefore, if an expense meets these criteria for above the line classification for Annual Report purposes, it would likewise have the same characterization for gross-up refund purposes, and therefore, should be reported above the line.

Q. Should classification of an expense as above the line or below the line, for annual report or gross-up refund purposes, be determined based on whether or not the expense is embedded in the utility's rates?

- A. No. As stated above, in general above the line expenses are those prudent regulated expenses which are ordinary and necessary and used and useful in the provision of utility service. Below the line expenses are generally those expenses which are non-utility related, non-used and useful, or expenses which are specifically disallowed. The above or below the line classification of expenses is made in order to determine whether an expense should be recovered in the utility's rates. In fact, an expense is included in a utility's rates only after it has been determined to be an above the line expense. The nature of an expense determines its above or below the line classification; not whether or not the expense is embedded in the utility's rates. Therefore, an expense does not have to be embedded in a utility's rates in order for it to be classified as above the line.
- Q. Does the fact that the expenses may have generated losses which were subsidized by the stockholders, make a difference in whether the expenses should be classified above the line or below the line?
- A. No. Again, as previously stated, an expense is generally determined to be above or below the line based on whether it meets the criteria for above

- 11 -

the line classification: not based on whether the utility generated operating income or losses. Utilities routinely experience fluctuations both up and down in their annual expenses. However, since rates are set on a prospective basis, it is assumed that even with those expected fluctuations, the rates will continue to allow the utility to recover its prudent utility related expenses and an opportunity to recover a fair return on its used and used Notwithstanding that, sometimes the increase in expenses is investment. greater than the increase in revenues and as a result, the rates do not generate sufficient revenues to allow the utility to recover its prudent costs, and the utility therefore experiences losses. However, the utility has the opportunity to request compensatory rates whenever its revenues fall short of covering its expenses. The utility may or may not seek such relief. Nevertheless, the utility would still be required to report all of its utility related expenses in its Annual Report and not merely those expenses that are embedded in its rates. After all, utility revenues also routinely increase as a result of customer growth and indexes and pass-throughs. However, the utility would not be allowed to report only those revenues that existed during its last rate case. Therefore, even if losses are generated, the expenses would still be classified above the line for Annual Report and gross-up refund purposes if the expenses met the criteria for above the line classification. The effect of not including the expenses above the line would be to shift the above the line losses below the line. This would violate the requirements of Order No. 23541 which clearly states that utilities should offset jurisdictional, above the line net operating losses against CIAC income.

2

3

4

5

6

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

Q. Has staff changed its policy of determining what should be included

above the line and below the line in gross-up refund computations?

A. No, staff has not changed its policy. As stated above, the classification of expenses to above or below the line operations is determined based on whether the expense meets the criteria for above the line classification; not on whether the expense is embedded in the utility's rates or the utility generated net operating income or losses. Therefore, those cases in which expenses were classified above the line for Annual Report purposes, but below the line for gross-up refund purposes, because the expenses were not embedded in the utility's rates, were processed incorrectly. If an expense meets the criteria for above the line classification for Annual Report purposes, it should likewise be classified as above the line for gross-up refund purposes. Therefore, staff is not changing policy, rather, staff has corrected an incorrect method of allocating the expenses in the gross-up refund computation; i.e., staff has allocated expenses in the gross-up refund computation consistent with the way the expenses were allocated in the Annual Reports.

- Q. Do you believe that staff was inconsistent in applying its policy of determining what should be above the line and below the line in the gross-up refund computation for Gulf Utility?
- A. No. While I was not involved in the processing of the Gulf case, a review of the working file indicates that in 1996. Gulf included officers salary of \$29,856 and chemicals totalling \$29,543 below the line for gross-up refund purposes. The utility included these amounts above the line for Annual Report purposes. However, although these amount were included above the line in Gulf's Annual Report, they had been specifically disallowed by Commission

order. As such, they should have been classified below the line for Annual Report purposes. As previously stated, below the line expenses include amounts that have specifically been disallowed by the Commission. Further, since the utility had not indexed those amounts -- and received improper revenues. I believe their inclusion below the line for gross-up refund purposes was appropriate, and staff was not inconsistent in applying its policy of determining what should be included above the line and below the line in the gross-up refund computation.

- Q. What is the purpose of the gross-up refund analysis, and why is the appropriate allocation of expenses between above the line and below the line operations necessary in performing that analysis?
- A. Order No. 23541 states that as a threshold, a utility should be able to demonstrate the existence of an actual tax liability on a regulated, above the line basis. The order also states that gross-up has a specific purpose payment of the tax liability associated with the collection of CIAC. Order No. 16971 provides that annually following the preparation and filing of the utility's annual Federal and State income tax returns, a determination shall be made as to the actual Federal and State income tax expense that is directly attributable to the inclusion of CIAC income for the tax year. In addition, Orders Nos. 16971 and 23541 provide that gross-up amounts in excess of a utility's actual tax liability resulting from its collection of CIAC should be refunded on a pro rata basis to those persons who contributed the taxes.

In order to determine the above the line tax liability associated with the collection of CIAC and the amount of refund; i.e., taxes collected in excess of the tax liability, if any, it is necessary to perform a gross-up

- 14 -

refund analysis, with the appropriate allocation of expenses between above and below the line operations.

2

3

5

24

- Q. Should North Fort Myers be allowed to offset CIAC gross-up refunds by 50 percent of the legal and accounting fees incurred by the utility?
- A. No. The Commission has considered on several occasions, the question of whether an offset should be allowed pursuant to the orders governing CIAC gross-up. In the following orders, the Commission accepted the utility's settlement proposals that 50 percent of the legal and accounting costs be offset against the refund amount:

10	DOCKET NO.	ORDER NO.	<u>ISSUED</u>	UTILITY NAME
11	961077-SU	PSC-97-0647-F0F-SU	06/06/97	Eagle Ridge Util.
12	961237-SU	PSC-97-0648-F0F-SU	06/06/97	Forest Utilities
13	961152-SU	PSC-97-0656-AS-SU	06/09/97	Hudson Utilities
14	961076-WS	PSC-97-0657-AS-WS	06/09/97	Hydratech Utilities
15	970275-WS	PSC-97-0816-F0F-WS	07/07/97	Hydratech Utilities
	970559-SU	PSC-97-1349-F0F-SU .	10/27/97	Hudson Utilities
16	980076-SU	PSC-98-0316-AS-SU	02/23/98	Hudson Utilities
17	971529-WS	PSC-98-0319-AS-WS	02/23/98	Aloha Utilities
18	971658-SU	PSC-98-0320-AS-SU	02/23/98	Forest Utilities
19	980178-SU	PSC-98-0370-F0F-SU	03/06/98	Eagle Ridge Util.
20	931141-WS	PSC-98-0445-AS-WS	03/30/98	Parkland Utilities
21	980504-WS	PSC-98-0750-AS-WS	06/01/98	Hydratech Utilities
	990744-SU	PSC-99-1748-PAA-SU	09/07/99	Fountain Lakes
22	991576-WS	PSC-99-2370-PAA-WS	12/06/99	Parkland Utilities
23				

In the above cases, the Commission recognized that acceptance of the utility's request would avoid the substantial cost associated with a hearing, which may

have in fact exceeded the amount of the legal and accounting costs to be recovered. It was noted that the actual costs associated with making the refunds were not included in the calculations and would be absorbed by the utility. Further, the Commission considered the utility's request to be a reasonable "middle ground;" therefore, while not adopting the utility's position, the Commission accepted the utilities' request that they be allowed to offset 50 percent of the legal and accounting fees against the refund. Unlike the cases referenced above, this case is proceeding through the hearing process: therefore, I do not believe that an offset would be appropriate.

In addition, it should be noted that Orders Nos. 16971 and 23541 do not provide for the netting of costs incurred with filing gross-up refund reports with the excess gross-up collections refund. Those orders specifically state that "all gross-up amounts in excess of a utility's actual tax liability resulting from its collection of CIAC should be refunded on a pro rata basis to those persons who contributed the taxes."

Therefore. I believe that once the contributors have paid the gross-up taxes on the CIAC, the contributors have fulfilled their obligation under Orders Nos. 16971 and 23541. Further, since those orders also provide that gross-up in excess of the utility's actual tax liability be refunded on a pro rata basis to those persons who contributed the taxes. I believe that once the tax liability is determined, it is the responsibility of the Commission to ensure that excess payments of CIAC taxes are refunded in compliance with those orders. Therefore, I do not believe that a reduction in the amount of refund a contributor is entitled to receive as a result of his overpayment of gross-up taxes is appropriate.

The legal and accounting costs associated with preparing the gross-up reports were incurred to satisfy regulatory requirements; therefore, I do not believe that the contributors should be held responsible for those expenses. I believe that this situation is similar to when a utility files for an increase in service availability charges. The costs of processing the utility's service availability case are borne by the general body of ratepayers, although the charges are set for future customers only. I view the accounting and legal costs incurred in preparing and processing the CIAC gross-up reports as a necessary cost of doing business, and as such. I believe that it is appropriate for the utility to seek recovery of those amounts in a rate proceeding. Because unlike the other cases, this case is in fact proceeding through the hearing process, I do not believe that the utility should be allowed to offset the CIAC gross-up refunds by 50 percent of the legal and accounting fees incurred. Does this conclude your testimony?

- Q.
- Α. Yes.

17

1

2

3

4

5

6

8

10

11

12

13

14

15

16

18

19

20

21 22

23

24

## BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Disposition of CIAC gross-up funds collected by North Fort Myers Utility, Inc. in Lee County.

DOCKET NO. 971179-SU ISSUED: JANUARY 31, 2000

## Certificate of Service

I HEREBY CERTIFY that a true and correct copy of Direct Testimony of Christine G. Romig has been furnished by U.S. Mail this 31st day of January, 2000 to:

F. Marshall Deterding, Esquire Steve Reilly, Esquire Rose, Sundstrom & Bentley, LLP Office of Public Counsel c/o The Florida Legislature Tallahassee, FL 32301

111 W. Madison St., #812 Tallahassee, FL 32399-1400

Ralph R/Jaeger, Senior Attorney

Fla. Bar No.: 326534

FLORIDA PUBLIC SERVICE COMMISSION

2540 Shumard Oak Boulevard

Tallahassee, Florida 32399-0850

(850) 413-6234