CALIFORNIA PUBLIC UTILITIES COMMISSION Water Division

STANDARD PRACTICE FOR

PROCESSING INFORMAL

GENERAL RATE CASES

OF SMALL WATER AND SEWER UTILITIES

(CLASS B, C, AND D)

Standard Practice U-9-SM

SAN FRANCISCO, CALIFORNIA March 2024

STANDARD PRACTICE FOR PROCESSING-INFORMAL GENERAL RATE CASES

OF SMALL WATER AND SEWER UTILITIES

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A – PURPOSE AND SCOPE

- 1. The purpose of this standard practice is to provide the utility and the staff engineer or analyst with the steps and schedule to follow when processing an advice letter General Rate Case¹ (GRC) for Class B, C and D (small) water and sewer utilities.
- 2. While many of the steps in this Standard Practice are required by the Public Utilities Code (Code), General Orders (G.O.) the Commission's Rules of Practice and Procedure (Rules), or Commission Decisions or Resolutions, staff should apply common sense and practicality in processing small water utility rate requests. A small company's lack of time, money, or staff can be a major deterrent to responding to the Commission's requirements. Consequently, staff is expected to exercise discretion in directing actions to be taken by the utility. Staff must maintain a courteous and business-like relationship with all entities involved in a GRC. In all cases, if there is any doubt about what action to take, staff should consult with their supervisor.

B – HISTORY

3. In May of 1968, the Commission authorized the 350 small water utilities with annual gross revenues of \$25,000 or less to file General Rate Cases (GRCs) by advice letter. Prior to that time, even the smallest water company had to file a formal application. Later, Resolution W-3045, November 17, 1982, relieved the 260 Class D utilities from even having to file an advice letter for a GRC.² The latest authority to use the

¹ A Class A water or sewer system utility has more than 10,000 service connections. A Class B has 2,001 to 10,000 connections. A Class C has 501 to 2,000, and a Class D has 500 service connections or less.

² "IT IS ORDERED that the Regulatory Lag Plan authorized by Resolution No. M-4705, dated April 24,

advice letter process for GRCs was provided by Commission Decision 92-03-093, March 31, 1992, Ordering Paragraph 9, which states (emphasis in the original):

"9. General Order 96-B³ shall be amended to permit advice letter rate filings by all Class B water utilities, as well as by Class C and Class D water utilities, regardless of projected annual earnings. General Order 96-A, Section VI., third paragraph, is amended to add an additional sentence as follows:

"Any utility or district of a utility may request authority for a general rate increase by an advice letter filing if the projected annual operating revenues, including the requested increase, are no greater than \$750,000. The revenue limitation does not apply to Class B, Class C, or Class D water utilities. This revenue limitation does not apply to the exchange telephone utilities."

While General Order-96 B provides advice letter authority for Class B, C and D utilities to request changes in general rates, in some instances where the utility's request involves significant rate increases, or unique issues, a utility may file a formal application. Such filings are usually reserved for Class B utilities.

C – FILING AN INFORMAL GENERAL RATE CASE OR CONSUMER PRICE INDEX INCREASE

4. A Class D Water Utility will file the Class D Workpapers and Standard Data Request (see Appendix A). A Class B or C Water Utility will file the Class B and C Workpapers (see Standard Practice U-46-W). Each filing may include an advice letter requesting an interim rate increase based on the Consumer Price Index (CPI) increase that will be adjusted up or down to the subsequently adopted just and reasonable revenue requirement. This advice letter shall identify that it complies with Resolution (Res.) No. 4540, June 16, 2005, which authorizes "cost of living or cash flow rate increases" for small water and sewer utilities.

D - REVIEW

5. After the Advice Letter (AL) is accepted by the Water Division (WD), the draft AL and associated workpapers will be assigned to a supervisor who will assign the GRC to a staff analyst or engineer (staff). If the utility has requested a CPI increase, staff may review and approve it subject to refund and eventual rates retroactive to the date of approval per G.O. 96-B, Rule 7.3.1. For utility GRC filings with a future test year, the rates shall be made effective on the first day of the test year, subject to refund.

1979, is revised to 1. Eliminate the requirement for the filing of a draft advice letter and summary of earnings for Class D water utilities. 2. That a simplified summary of revenues, expenses and rate base be substituted for the advice letter and summary of earnings now required."

³ G.O. 96-A was superseded by G.O. 96-B, adopted in Decision No. 07-01-024 (January 25, 2007).

- 6. WD's Financial Analyst will determine an appropriate rate of return or return on margin⁴ for Class C and D.⁵ (*see*, Resolution W-4524, adopted March 17, 2005). These rates of return and returns on margin are used in developing adopted rates as explained in SP U-3-SM.
- 7. WD staff will:
 - A. Get the latest copy of the latest version of this standard practice.⁶
 - B. Check that annual reports have been filed as required by G.O. 104-A. If the utility is not up to date with its annual reports, or if the reports are clearly in error, staff will inform the utility and GRC processing will be discontinued until they are up to date. Staff needs to apply judgment, since, if there are many years of reports missing or wrong, it could be difficult for the utility to reproduce them. At the very least, the latest annual report must be filed before any additional rate case work is done.
- 8. Staff will then review the calculations on the worksheets and the standard data request items for Class B, C and D filings for accuracy. Completion of this review enables the analyst to determine whether the filing is complete or needs further explanation or additional data. If the filing is not complete, the analyst will send a data request to the utility listing the information needed to make it complete.
- 9. In addition, staff will review or prepare the Public Notice to customers (Notice) (*see* Appendix B).
- 10. Staff will maintain a log of all data requests and correspondence with the utility while processing the GRC request. Data requests made orally should be followed by an email, or the analyst should record the data request conversation including subject matter, date of request, and promised date of receipt.
- 11. If the GRC workpapers are in poor condition or otherwise unusable, staff will confer with the Supervisor about the next steps for processing the GRC including staff preparation of workpapers and other means to develop a proper advice letter filing.

E – NOTICE AND PUBLIC MEETING

12. It is the utility's responsibility to obtain a meeting place for the public meeting that is accessible to persons with disabilities. Once the staff and the utility agree on the date and place, the utility completes and distributes the notice.⁷ The analyst informs the

⁵ https://www.cpuc.ca.gov/about-cpuc/divisions/water-division/wd-memoranda

⁴ Commission ratemaking policy for a Class C and D Water utility involves calculating a utility's revenue using the ROR and ROM method and recommending the ratemaking method resulting in the greater return as authorized by D.92-03-093.

⁶ https://www.cpuc.ca.gov/about-cpuc/divisions/water-division/wd-standard-practices

⁷ A notice in Spanish or appropriate language should be distributed when determined by the staff as appropriate.

Public Advisor (and the Los Angeles Public Advisor's office if the meeting is in Southern California) of the date and time of the meeting.

F – PREPARATION FOR THE FIELD INVESTIGATION

- 13. Staff will do the following in order to finish the field investigation with all of the information needed to complete processing the GRC:
 - A. Review prior Commission decisions, resolutions and the utility's correspondence files. Review the Compliance Monitoring Worksheet of the Compliance Monitoring and Enforcement Program (CMEP) to see if there are any delinquent items, including whether user fees were paid and the Annual Report was filed. The CMEP folder is located in SharePoint.
 - B. Review prior GRC resolutions, workpapers and reports, if available. Compare the amounts authorized in the last GRC with the utility's request. This should help identify potential issues.
 - C. Check with Consumer Affairs Branch for customer complaints.
 - D. Review all protests to the GRC filing and responses by the utility. The utility must provide a response to each protest in accordance with GO 96-B General Rule 7.4.3.
 - E. Use online resources to check for the utility's public contact information. There should be adequate identification so the customers can contact the utility. The analyst will call the company during non-business hours to determine that the answering machine works.
 - F. Contact the regional State Water Resources Control Board (SWRCB), Division of Drinking Water (DDW) representative or the local health department that oversees the utility. Staff should attempt to make an appointment to talk to the DDW or health department representative during the field investigation and will invite them to the public meeting and the system inspection trip.
 - G. Request the service area map from the utility. This map is a requirement of G.O. 103-A. Current maps should also be available in Water Division tariffs.
 - H. Communicate and/or inquire with additional State and Local agencies including, but not limited to, the Local Agency Formation Commission (LAFCO), California Environmental Protection Agency (CalEPA), and California Department of Forestry and Fire Protection (CAL FIRE) to determine any existing violations or compliance issues.
 - I. Contact the utility to make sure it is prepared for the site visit and has its books of accounts in order.
 - J. Inform the utility representative ahead of time that they need to make a presentation on the reasons the utility is seeking a rate increase to present at the public meeting. Staff may optionally request that the utility prepare and bring a

handout for the public meeting that summarizes its request.

G – FIELD INVESTIGTATION

- 15. During the field investigation, staff will meet with the local health department or DDW field office representative to discuss the water quality history of the utility and any other information filed with the respective agency.
- 16. During the field inspection, staff will conduct the following in addition to completing the Site Inspection Worksheet:
 - A. In the Utility's Office
 - (1) Using the system map, have the company explain how the system operates.
 - (2) Ask to see the utility's copy of its tariff book. It is a requirement of G.O. 96-B that the tariff book be available for public inspection.
 - (3) Ask to see the utility's complaint file. It is a requirement of G.O. 103-A, (I.8.) that the utility maintain a file for two years and a summary list for an additional three years.
 - (4) Ask for a leak map. This is a map showing the system with main leaks marked on it. Some small companies won't have one. It is not a requirement, but it is handy to have as it helps to determine when mains may need replacement.
 - (5) Prior to the field investigation, staff should discuss with the Water Division's Financial Analyst to determine if the utility has a Safe Drinking Water Bond Act (SDWBA) loan, a Drinking Water State Revolving Fund (WSRF) loan, a principal and interest surcharge loan or is collecting facilities fees and whether payments are current.
 - B. Field Investigation
 - (1) Inspect facilities. Determine the condition of the facilities, the type and location of supply sources, the location of any proposed additions, inspect any new construction and any prior ordered or authorized additions (particularly where money has been authorized in rate base), growth potential, current activities, compliance with G.O. 103-A, etc. Verify that any prior ordered or authorized additions have actually been installed.
 - (2) Take pictures of facilities.
 - (3) Take pressure readings, particularly at a high point or at a location distant from the source of water.

- (4) If scheduled, communicate with representatives from DDW, local county environmental health, and local fire chief to discuss information related to the utility such as water quality history or system related issues.
- C. Public Meeting conducted by staff:
 - (1) These meetings are usually held in the evening during the field investigation; however, in some resort or vacation areas the meetings may be scheduled on weekends.
 - (2) WD staff will open the meeting and introduce the utility and any other staff, then explain Commission procedures and the steps for processing of the rate case.
 - (3) The utility may then use its handout or other documents to make a presentation on the reasons for the increase and answer questions.
 - (4) Staff will take notes. Upon return, staff will prepare a summary of the meeting and forward it to the supervisor.
 - (5) If over 50% of the customers protest the proposed rate increase by letter or petition, then the Water Division may consider rejecting the advice letter and refer the GRC request to the ALJ Division, as a formal proceeding.⁸

H – RESOLUTION

- 17. After an investigation consistent with SP U-3-W, staff will prepare a draft resolution for the supervisor's review. Once the supervisor's revisions have been made, staff will forward the Summary of Earnings and authorized rates from the GRC Resolution to the utility for review. If the utility is in agreement, the draft will be prepared for legal review (see next paragraph). If not, the draft will be revised to describe the points of contention and support the staff position.
- 18. Staff will forward the draft resolution and service list to the WD's tariff unit to be prepared for review by the Program Manager, Director, Legal Division, and President's Office, in that respective order. The service list should include the utility, interested parties, and customers who wrote letters or indicated during the public meeting to receive the proposed resolution. Staff will make minor revisions as recommended by reviewers and discuss revisions with the supervisor. Once the final review is completed, the tariff unit will distribute the draft to the service list.

⁸ Memorandum from J. E. Kerr, General Counsel; I. R. Alderson, Chief ALJ; W. R. Ahern, Director, Utilities Division; B. A. Davis, Director, Rev. Req. Division; B. Barkovich, Director, Policy Division to Commissioners J. E. Bryson, President; R. D. Gravelle; L. M. Grimes; V. Calvo; P. C. Grew; June 10, 1982 (for June 15 1982 Conference) Subject: Conversion of Water Utility Advice Letter General Rate Increase Filings to Formal Applications and Rejection of Draft General Rate Increase Filings.

- 19. If comments are received, staff will revise the resolution to reflect the comments. The WD's tariff unit will then have the resolution placed on the agenda.
- 20. Resolutions which have been adopted by the Commission may be appealed by filing an Application for Rehearing of Resolution, (See, General order 96-B, General Rule 8) or a Petition for Modification following Rule 16.4 of the Commission's Rules of Practice and Procedure (See, G.O 96-B, General Rule 8.2).

I – FILE

21. Staff will keep all electronic workpapers used in review and processing of the GRC in reasonable order, properly identified and labeled, in the appropriate SharePoint folder and available to all Water Division Staff. If hard copies of the workpapers were prepared, Staff will coordinate with the tariff unit to have them appropriately filed in the tariff room.

APPENDIX A

CALIFORNIA PUBLIC UTILITIES COMMISSION

INFORMAL RATE CHANGE WORKPAPERS For Class D Water Utilities

Workpapers for rate increases (decreases)

| WATER UTILITY NAM | 1E: | |
|------------------------------------|-------------------|--|
| Name of Contact Person: | | |
| ADDRESS OF UTILITY | C: | Vor suite number |
| | City and Zip Code | |
| PHONE NUMBER of Contact Person: | () | |
| Requested: | | |
| Increase (decrease) | dollar amount | (May not be more than Worksheet Page 1, Line 33) |
| | percent | (May not be more than Worksheet Page 1, Line 34) |
| | | |

- INSTRUCTIONS:
- 1. Have your latest annual report available.
- 2. Obtain a copy of your utility's latest GRC resolution or decision. (Water Branch will provide you a copy upon request)
- 3. Collect the information requested on the Standard Data Request Form.
- 4. Complete the entries in column A of page 1, using Schedule F of your latest annual report.
- 5. Do not include SDWBA surcharge funds or PUC reimbursement funds collected under Schedule UF.
- 6. Complete page 2 using adopted quantities from the last GRC and the dollar value of investments made since the last GRC as recorded in your annual reports since the last GRC.
- 7. Using the proposed net revenue from page 2, estimate income tax using page 3
- 8. Complete the remainder of page 1. In choosing a Test Year, use the current calendar year if you file between January and June or the following year if you file between July and December. If any test year estimate differs sharply from the last recorded value, please include an explanation on a separate sheet.

STANDARD DATA REQUEST

This is the standard data request enclosed with the informal rate change workbook. The information requested herein is necessary for the staff to evaluate a rate increase request, so we are requesting it at the outset of the process. Please provide the filled-in forms and the following information if applicable. Call the Water Advisory Branch at (415) 703-1739 if you have any questions.

- 1. Copies of electric bills for the last twelve months;
- 2. Copies of purchased water bills for the last twelve months;

3. Employee salary records (or wage rates and hours worked) and job descriptions for all employees;

4. A copy of the latest liability, auto, and worker's compensation insurance premium bills;

5. A summary of property, payroll, and franchise taxes with copies of the latest tax statements;

- 6. A statement of whether the utility expects to require major changes in operating expense or plant investment due to water quality regulation and what those changes will consist of;
- 7. A statement of needed or completed major repairs; and
- 8. Any changes to rate structures you wish to propose in this rate case.

| | | Column | А | В | С |
|------|---|---|--------------------|------------------------------------|----------------------------------|
| | | | 19 annual | Is this a typical value? | 19 <u> </u> |
| Line | Acct | Operating Revenue | report | (If no, please attach explanation) | Year Estimate (present rates) |
| 1 | | Unmetered water revenue | | yes no | (present faces) |
| 2 | | Fire protection revenue | | yes□ no□ | |
| 3 | | Irrigation revenue | | yes□ no□ | |
| 4 | | Metered water revenue | | yes□ no□ | |
| 5 | 480 | Other water revenue | | yes□ no□ | |
| 6 | | Total Revenue | | | |
| 7 | | Operating Expenses | | | |
| 8 | 610 | Purchased Water | | yes□ no□ | |
| 9 | 615 | Power | | yes□ no□ | |
| 10 | 618 | Other volume related expenses | | yes□ no□ | |
| 11 | 630 | Employee labor | | yes□ no□ | |
| 12 | 640 | Materials | | yes□ no□ | |
| 13 | 650 | Contract work (excluding water testing) | | yes□ no□ | |
| 14 | | Water testing portion of contract work | | yes□ no□ | |
| 15 | 660 | Transportation expenses | | yes□ no□ | |
| 16 | 664 | Other plant maintenance | | yes□ no□ | |
| 17 | 670 | Office salaries | | yes□ no□ | |
| 18 | 671 | Management salaries | | yes□ no□ | |
| 19 | 674 | Employee pensions & benefits | | yes□ no□ | |
| 20 | 676 | Uncollectibles expense | | yes□ no□ | |
| 21 | 678 | Office services and rentals | | yes□ no□ | |
| 22 | 681 | Office supplies and expenses | | yes□ no□ | |
| 23 | 682 | Professional services | | yes□ no□ | |
| 24 | 684 | Insurance | | yes□ no□ | |
| 25 | 688 | Regulatory Commission expense | | yes□ no□ | |
| 26 | 689 | General expenses | | yes□ no□ | |
| 27 | Tota | al Operating Expenses (sum of Lines 8 thru 26) | | | |
| 28 | 403 | Depreciation expense | | yes□ no□ | |
| 29 | | Taxes other than income taxes | | yes□ no□ | |
| 30 | | | | | |
| 31 | | | | | |
| 32 | | | | | |
| 33 | Total Revenue Requirement (Line 31 + Line 32) | | | | |
| 34 | Net Change in Revenue (Column C, Line 33 minus Column C, Line 6) | | | | |
| 35 | | Percent Change in Revenue (Column C, Line 34 di | ivided by Column C | C, Line 6) | |

| | Column | А | В | С | D | |
|------|---|-------------------------|---------------------------------------|--|---|--|
| line | | | Amount | | | |
| 1 | Last Approved Rate Base | Authorized By | Authorized By Res or Dec | | | |
| 2 | Changes to ratebase b | y Year | | | | |
| 3 | Year | New Plant Investment | Contributed or Advanced Portion | OPTIONAL: Depreciation Accrual * | Net Rate Base Change (Col A-Col B - Col C) | |
| 4 | | | | | | |
| 5 | | | | | | |
| 6 | | | | | | |
| 7 | | | | | | |
| 8 | | | | | | |
| 9 | | | | | | |
| 10 | | | | | | |
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| 13 | | | | | | |
| 14 | | | | | | |
| 15 | | | | | | |
| 16 | | | | | | |
| 17 | | | | | | |
| 18 | Test Year Proposed | | | | | |
| | 19 Test Year Estimated Ratebase (Sum of entries in Column D) | | | | | |
| | 20 Requested Rate of Return (use rate provided in cover letter) | | | | | |
| 21 | Net Income (Line 19, | Col. D multiplied | by Line 20, Col. D |)) | | |

Copy to Page 1, Line 32

* NOTE: The ratebase you are calculating is an approximation. Unless you have accurate records of depreciation accrual since the last GRC, you should enter -0- in Column C. This omission is made to simplify filing. The Commission's staff will calculate actual depreciation reserve and rate base during its investigation.

Facilities Fees. A Facilities Fee is a connection charge for new customers that can be used to build new infrastructure or replace or repair existing infrastructure. Facilities fee revenues are not to be used for O&M expenses and cannot be booked to retained earnings.

Do you want a Facilities Fee? Yes _____ No ____. If so, how much? \$_____.

Income Tax Calculations

(USE EITHER A, B, or C, DEPENDING ON YOUR NET INCOME, PAGE 2, LINE 21)

METHOD A

TO BE USED IF NET INCOME (PAGE 2, LINE 21) IS LESS THAN \$6,630

| 1 Net Income (Page 2, Line 21) | | |
|---|-----|-------------------------------|
| 2 Federal Tax (=Net Income X 0.177) | | |
| 3 State Tax | 800 | |
| 4 Total Tax (= Federal Tax + State Tax) | | Transcribe to Page 1, Line 30 |

OR

METHOD B

TO BE USED IF NET INCOME (PAGE 2, LINE 21) IS BETWEEN \$6,630 and \$38,500

| | Net Income (Page 2, Line 21) | |
|---|----------------------------------|-------------------------------|
| (| Total Tax (= Net Income X 0.291) | Transcribe to Page 1, Line 30 |

OR

METHOD C

TO BE USED IF NET INCOME (PAGE 2, LINE 21) IS ABOVE \$38,500

| Net Income (Page 2, Line 21) | |
|----------------------------------|-------------------------------|
| Total Tax (= Net Income X 0.313) | Transcribe to Page 1, Line 30 |

(End of Appendix A)

August , 2004

NOTICE OF PROPOSED RATE INCREASE AND PUBLIC MEETING WITH THE PUBLIC UTILITIES COMMISSION STAFF

The Commission staff will hold a public meeting on _____, ___, 20_ at 7pm at the _____, ____, CA, to explain the increase process and received public input.

If the Commission determines that ______ Water Company is operating in the red on a cash flow basis, or needs a cost of living increase, the Commission may consider authorizing an interim rate increase. This interim increase is subject to refund pending the final resolution of the general rate increase request.

The company proposes to increase rates as follows:

| | Quantity Rate: |
|--|--|
| | Present Rates Proposed Rates |
| | |
| All usage per 100 cu.ft. | \$ \$ |
| Service Charge: Per Meter Per Month | |
| For 5/8x3/4-inch meter For 3/4-inch meter For 1-1nch meter | Present Rates Proposed Rates \$ \$ |
| ror i-men meter | |

The Service Charge is a readiness to serve charge, which is applicable to all metered service and to which is added the utility charge computed at Quantity Rates.

Fire Protection Service:

Monthly Service Charge:

| | Present Rates | Proposed Rates |
|------------------|---------------|----------------|
| For 4-inch meter | \$ \$ | - |
| For 6-inch meter | \$ \$ | _ |

The Commission staff will make a thorough investigation of the utility's request. Following the investigation, the Commission may grant the utility's request in whole or in part, or may deny it. It may also order the utility to charge rates different from those shown in this notice.

The public meeting is informal and affords customers the opportunity to ask questions and express their views. __WC will have representatives there to explain the reasons for the proposed increase. Likewise there will be a Commission Staff representative who will conduct the meeting and explain how the staff will analyze the proposed rates and fee increases.

California law requires the company to show to the Commission's satisfaction that an increase is justified before it may raise its rates. Customers who would like to call the Commission's attention to any problems concerning their water service, or who would like to provide any other information or comments regarding this requested increase should do so at the public meeting and/or should write to the Commission.

There are two ways to respond to this notice. You may send a protest to the CPUC and, if you do, you must send a copy of the protest to the utility, or you can send a response to the CPUC.

Protests and Responses

A protest is a document objecting to the granting in whole or in part of the authority sought in this advice letter filing. A response is a document that does not object to the authority sought, but nevertheless presents information that the party tendering the response believes would be useful to the Commission in acting on the request.

A protest must be mailed within 20 days of the date of this notice. A protest must state the facts constituting the grounds for the protest, the effect that approval of the advice letter might have on the protestant, and the reasons the protestant believes the advice letter or part of it, is not justified. If the protest requests an evidentiary hearing, the protest must state the facts the protestant would present at an evidentiary hearing to support its request for whole or partial denial of the advice letter.

APPENDIX B (cont.)

All protests or responses to this filing should be sent to both of the following addresses and should mention that they pertain to _____ Water Company:

California Public Utilities Commission Division of Water and Audits, Room 3106 Fax: (415) 703-4426 505 Van Ness Avenue San Francisco, CA 94102 E-mail: *water_division @cpuc.ca.gov*

Comments must be sent no later than twenty (20) days after the date of this notice was sent.

And to this utility at:

_____Water Co.

Fax:

If you have not received a reply to your protest from the utility within 5 business days, contact ______. Water Company at (_____)____.

A copy of ______ Water Company filing may be inspected in its business office at: ______, CA _____. By calling ______, you may request a copy to be mailed to you. You will be billed for the copies at \$0.____ per page.

Further information may be obtained from the utility at its business office or from the Commission at the above address.

THE MEETING LOCATION SHALL BE ACCESSIBLE TO PERSONS WITH DISABILITIES

Venue and location must be accessible to the general public and shall be accessible to persons with disabilities.

Staff or the general public may contact the Public Advisor's Office of the Commission for more information on accessibility.

(End of Appendix B)