COMMONWEALTH OF KENTUCKY

BEFORE THE PUBLIC SERVICE COMMISSION

In the Matter of:

AN INVESTIGATION INTO WOOD CREEK)
WATER DISTRICT'S PROPOSED)
TERMINATION OF WHOLESALE WATER) CASE NO. 2006-0018
SERVICE TO THE CITY OF LIVINGSTON FOR)
NONPAYMENT OF BILLS)

ORDER

Wood Creek Water District ("Wood Creek"), a water district organized pursuant to KRS Chapter 74, owns and operates facilities that distribute and furnish water to approximately 5,002 customers in Laurel County, Kentucky.¹ It is a utility subject to the Commission's jurisdiction. KRS 278.010(3)(d); KRS 278.040.

The city of Livingston, Kentucky ("Livingston") owns and operates water distribution facilities that provide water service to approximately 195² retail customers and wholesale water service to Eastern Rockcastle Water Association.³ By virtue of its provision of wholesale water service to Eastern Rockcastle Water Association, it is a

¹ Annual Report of Wood Creek Water District to the Kentucky Public Service Commission for the Calendar Year Ending December 31, 2005 at 5 and 27.

Water Resource Development Commission, <u>Water Resource Development: A Strategic Plan</u>, Appendix B (Cumberland Valley Area Development District Summary) at 47 (found at http://kia.ky.gov/NR/rdonlyres/8154A1B9-3E51-428A-9B2D-B1F2DA8072CF/0/cvadd.pdf.pdf) (Oct. 1999).

³ Annual Report of Eastern Rockcastle Water Association to the Kentucky Public Service Commission for the Calendar Year Ending December 31, 2005 at 23.

utility subject to Commission jurisdiction. See Simpson County Water District v. City of Franklin, 872 S.W.2d 460 (Ky. 1994).

The Commission has jurisdiction over Wood Creek's rates and service, KRS 278.040(2), and the rates and quality of water service that Livingston provides to Eastern Rockcastle Water Association. Simpson County Water District. It may, upon complaint or its own motion, investigate any regulation, measurement, practice or act affecting or relating to the service of . . . [a] utility." KRS 278.260(1).

Commission Staff has advised the Commission of the following:⁴

- 1. Livingston purchases water from Wood Creek for resale to its retail and wholesale customers.
- 2. In calendar year 2005, Wood Creek sold approximately 18,066,000 gallons of water to Livingston.
- 3. Since on or before January 1, 2004, Livingston has repeatedly failed to make timely payment of its bills for water service.
- 4. On at least 3 occasions since January 1, 2004, Wood Creek has threatened to discontinue water service for non-payment.
- 5. As of May 1, 2006, Livingston had an outstanding balance of \$13,809.88 on its account with Wood Creek. Based upon its water usage for Calendar Year 2005, Livingston's average monthly bill for water service is \$1,866.82.
- 6. Livingston has, on at least one occasion, presented a check for payment to Wood Creek that the payor bank refused to honor due to insufficient funds.
- 7. On April 28, 2006, Wood Creek advised Livingston in writing that Livingston was \$17,009.88 in arrears on its account and that unless it made full payment of this amount

⁴ Commission Staff's report to the Commission is set forth in the affidavit found at Appendix A to this Order.

by May 5, 2006, Wood Creek would terminate water service to Livingston on that date.

- 8. Wood Creek's termination of water service to Livingston would leave Livingston without a supply of water. Livingston lacks its own water treatment facilities and purchases its total water requirements from Wood Creek.
- 9. Wood Creek's termination of water service would render Livingston without an adequate means of providing fire protection and thus significantly increase the risk of damage or injury in the event of a fire in the city's service area.
- 10. Wood Creek's termination of water service would render Livingston without an adequate means of providing sanitary sewer service to its residents and lead to potential public health problems resulting from this lack of sanitary sewer service.
- 11. Wood Creek's termination of water service would effectively terminate water service to approximately 33 Eastern Rockcastle Water Association customers who are located in the Sand Hill area.

Based upon the above, the Commission finds that an investigation should be initiated to consider the reasonableness of Wood Creek's proposed termination of water service. The Commission further finds that, as the proposed termination raises serious questions about the adequacy and reliability of Livingston's supply of water to Eastern Rockcastle Water Association and Livingston's management of this supply, this proceeding should also examine those subjects.

The Commission further finds that the Attorney General ("AG");⁵ the Kentucky Rural Water Association ("KRWA"),⁶ Division of Water, Department for Environmental Protection, Environment and Public Protection Cabinet;⁷ and Eastern Rockcastle Water Association have a significant interest in this proceeding and their presence in this proceeding will likely lead to presentation of issues or development of facts that will assist the Commission in fully considering the matter without unduly complicating or disrupting this proceeding and should therefore be made parties to this proceeding.

Wherefore, the Commission on its own motion HEREBY ORDERS that:

- 1. An investigation into Wood Creek's proposed termination of water service to Livingston and Livingston's alleged failure to manage and maintain an adequate and reliable supply of water to Eastern Rockcastle County Water Association is established.
- 2. Wood Creek shall refrain from any action to discontinue or terminate Livingston's water service during the pendency of this proceeding without the Commission's approval.

⁵ The Attorney General is authorized to appear before rate-making and regulatory bodies to represent and be heard on behalf of consumer interests and to be made a real party in interest in any quasi-judicial proceeding before such bodies. <u>See</u> KRS 367.150(8).

⁶ Livingston is a member of the KRWA. The KRWA has advised Commission Staff that it has conducted a limited review of Livingston's rates and management.

⁷ The Division of Water is responsible for enforcement of the Commonwealth's water quality laws. The termination of water service to Livingston will affect significantly the quality of water delivered to Livingston's customers and, by its effects on the operation of Livingston's sewage treatment facilities, the quality of the Commonwealth's waters of in general.

- 3. Wood Creek and Livingston shall appear before the Commission on May 22, 2006 at 1:30 p.m., Eastern Daylight Time, in Hearing Room 1 of the Commission's offices at 211 Sower Boulevard, Frankfort, Kentucky, for the purpose of presenting evidence and argument on the proposed termination of water service, to include Livingston's alleged history of non-payment, Wood Creek's efforts to collect past due amounts, Livingston's present ability to make payment, the reasonableness of the proposed termination, the public health and safety effects resulting from the proposed termination, and feasible alternatives to the proposed termination.
- 4. Livingston shall further present evidence and argument at this hearing on the present management and condition of its water distribution system and the adequacy and reliability of its current water service to Eastern Rockcastle Water Association.
- 5. The AG; KRWA; Eastern Rockcastle Water Association; and Division of Water, Department for Environmental Protection, Environment and Public Protection Cabinet are granted full intervention status in this proceeding.
- 6. All documents that any party files with the Commission shall be served upon all other parties.
- 7. Service of any document or pleading shall be made in accordance with Administrative Regulation 807 KAR 5:001, Section 3(7), and Kentucky Civil Rule 5.02.
- 8. At the scheduled hearing in this matter, Wood Creek and Livingston shall be represented by legal counsel licensed to practice law in the Commonwealth of Kentucky.

Done at Frankfort, Kentucky, this 4th day of May, 2006.

By the Commission

Executive Director

APPENDIX A

APPENDIX TO AN ORDER OF THE KENTUCKY PUBLIC SERVICE COMMISSION IN CASE NO. 2006-00184 Dated May 4, 2006

AFFIDAVIT

Virginia Smith, being duly sworn, states:

- 1. I hold the position of Director, Consumer Services Division, Public Service Commission of Kentucky. I have served in that position since October 1, 2000. I have been employed with the Public Service Commission since December 1, 1988.
- 2. On May 2, 2006, Robert Amato, Deputy Executive Director, Public Service Commission requested that I contact Wood Creek Water District ("Wood Creek") and inquire about the status of a dispute between the water district and the City of Livingston, Kentucky ("Livingston"). Wood Creek provides wholesale water service to Livingston.
- 3. On May 2, 2006, I spoke by telephone with Eula Dalton, Wood Creek's Office Manager. Ms. Dalton informed me that Wood Creek had sent a notice to Livingston on April 28, 2006 advising that Livingston's water service would be discontinued on May 5, 2006 if Livingston did not pay its outstanding balance of \$17,009.88 She stated that Livingston had been delinquent in its account since June 2005. She further noted that in February 2006 Livingston had presented the water district with a check for \$3,500 that was subsequently dishonored for insufficient funds. Ms. Dalton subsequently sent to me by facsimile the notices of discontinuance, an account history, recent bills, and the minutes of a recent meeting of Wood Creek's Board of Commissioners in which the delinquent account was discussed. These documents are attached as Exhibit A.
- 4. On May 4, 2006, Commission Staff held an informal conference with representatives of Wood Creek, the Division of Water, the Attorney General's Office, and Kentucky Rural Water Association ("KRWA") to discuss the pending discontinuance of service. I attended this conference. During the conference, Wood Creek and KRWA officials stated:
 - a. Livingston purchases water from Wood Creek for resale to its retail and wholesale customers.
 - b. In calendar year 2005, Wood Creek sold approximately 18,066,000 gallons of water to Livingston.
 - c. Since on or before January 1, 2004, Livingston has repeatedly failed to make timely payment of its bills for water service.
 - d. On at least 3 occasions since January 1, 2004, Wood Creek has threatened to discontinue water service for non-payment.

- e. As of May 1, 2006, Livingston had an outstanding balance of \$13,809.88 on its account with Wood Creek. Based upon its water usage for Calendar Year 2005, Livingston's average monthly bill for water service is \$1,866.82.
- f. Livingston has, on at least one occasion, presented a check for payment to Wood Creek that the payor bank refused to honor due to insufficient funds.
- g. On April 28, 2006, Wood Creek advised Livingston in writing that Livingston was \$17,009.88 in arrears on its account and that unless it made full payment of this amount by May 5, 2006, Wood Creek would terminate water service to Livingston on that date.
- h. Livingston lacks its own water treatment facilities and purchases its total water requirements from Wood Creek.
- i. Wood Creek's termination of water service would render Livingston without any means of providing fire protection
- j. Livingston owns and operates a sewage collection and treatment system. The termination of water service would prevent this system from operating and could pose potential public health problems resulting from this lack of sanitary sewer service.
- k. Livingston provides wholesale water service to Eastern Rockcastle County Water Association. Wood Creek's termination of water service to Livingston would effectively terminate water service to approximately 33 Eastern Rockcastle Water Association customers who are located in the Sand Hill area. While water flows could possibly be diverted to permit service to Eastern Rockcastle, Wood Creek has no control over Livingston's valves and has not formed any vendor-customer relationship with Eastern Rockcastle County Water District.
- I. KRWA has performed a limited cost-of-service study on Livingston's operations and has been advising Livingston as to possible operational and management changes.
- 5. Wood Creek representatives provided a schedule of amounts billed to and payments received from Livingston since January 2004. This statement is attached as Exhibit B.

AFFIANT STATES NOTHING FURTHER.

Virg**i**nia Smith

COMMONWEALTH OF KENTUCKY)) SS
COUNTY OF FRANKLIN)
SUBSCRIBED and sworn to be 2006.	fore me by Virginia Smith this 4th day of May, MOTARY PUBLIC Kentucky-At-Large My Commission expires 7-19-06

FROM : WOOD CREEK

FAX NO. :606-878-9425

May. 02 2006 03:35PM P2

Exhibit A

May 2, 2006

Ginny Smith Public Service Commission

Dear Ginny,

As you can see from the billing attached, we feel that we have be patient in working with the City of Livingston for payment on their account. We received several payments from them in February, but check number 2840 for \$3,500.00 was returned to us by the bank for nsf. We also received a check 02/28/06 for \$1,200.00 which we called the bank and was told that check was not good so we did not use it. These past due accounts have been going on for quite some time. In the minutes of the board meeting held March 13th states that the board suggested that Mr. McHargue the mayor of Livingston borrow the money to pay for his past due account. Also the District has not charged them the 10% late charge on their account.

Thanking you in advance for your help, please let me know if you need anything else.

Eula Dalton Office Manager WOOD CREEK WATER DISTRICT

WOOD CREEK WATER DISTRICT

1670 Hai Rogers Parkway East P.O. Box 726 London, Kentucky 40743-0726

April 28, 2006

City of Livingston

Gentleman:

As of today April 28, 2006 the bills for water received for the months of November thru March totaling \$13,555.17 are past due. Your current bill is for \$3,454.71 making the total amount due on your account \$17,009.88 These bills will have to paid in full by the 5th of this May or we will be forced to terminate service.

Bal.		•
November	-	\$1,363.46
December	-	\$1,757.82
January	-	\$3,578.37
February	-	\$3,275.61
March	-	\$3,564.91
Ret'd Ck Chg	-	\$15.00
April	***	\$3,454,71

\$17,009.88

Yours very truly,

Donta Evans, Superintendent

Donta Evan, Ed

Wood Creek Water District 1670 Daniel Boone Parkway P. O. Box 726 London, KY 40743

April 28, 2006

City of Livingston c/o City Hall Livingston, KY 40445

Gentlemen:

The billing for the month of April is as follows:

Date read:

3-31-06

4-28-06

Gallons

Previous reading

Present reading

Purchased

Amount

Master Meter

33,727,200

35,216,300

1,489,100

\$3,454.71

13,555.17

Past due - Please
Pay in Juel
Bal. Morember 1,363.44
Wellenber 1,757-82
Dewary 3,578.37
February 3,275.61
March 3.564.91

Roth Ct. Chg. 15.00

13,555.17

Sincerely,

Eula Daiton

Wood Creek Water District

WOOD CREEK WATER DISTRICT

1670 Hal Rogers Parkway East P.O. Box 726 London, Kentucky 40743-0726

BOARD OF COMMISSIONERS MEETING MARCH 13, 2006

The Commissioners of the Wood Creek Water District were called to order at the Water District Office 03/13/06 at 3:00 P.M.

Present were Commissioners Glenn Williams, Carl Keller and Earl Bailey. Also present was Mayor Curt McHargue, City of Livingston, Joe Burns, Donta Evans, Jay Williams, Dewayne Lewis and Eula Dalton.

Copies of the minutes of the meeting 02/13/06 were distributed to the board and the reading aloud was dispensed with. Motion was made by Earl Bailey and seconded by Carl Keller to accept the minutes as read. Motion carried with each commissioner voting aye.

Motion was made by Carl Keller and seconded by Earl Bailey approving payment of February accounts, list of all payments attached hereto. Motion carried with each commissioner voting aye.

OLD BUSINESS

- 1. Floating Docks Supt. Evans reported to the board that Randy Schott was still working on getting prices from dealers for factory materials that could be used in building floating docks that would meet dock specifications and should have them by the next board meeting.
- 2. Micro-Comm Maintenance Agreement

Motions were made last month to accept the Micro-Comm maintenance agreement provided that East Laurel and West Laurel were willing to pay their part. Both East Laurel and West Laurel made motions at their monthly meeting to pay their share. The decision of the board was to sign the contract.

NEW BUSINESS

1. Joe Burns - City of Livingston Past Due Account

Joe Burns with Kentucky Rural Water Association who is doing a cost of service study for the city

WOOD CREEK WATER DISTRICT

1670 Hal Rogers Parkway East P.O. Box 726 London, Kentucky 40743-0726

BOARD OF COMMISSIONERS MEETING MARCH 13, 2006 PAGE 2

of Livingston and Mayor Curt McHargue ask the board if some kind of payment agreement could be made for the past due accounts that total \$10,590.26. The board's suggestion to the Mayor was that he should borrow the money and pay his past due account.

2. Dock Application - Robert & Linda Partin

Motion was made by Glenn Williams and seconded by Earl Bailey to accept the dock application for Robert and Linda Partin based upon the recommendation of Randy Schott. Motion carried with each commissioner voting aye.

3. Resolution - Move Sewer Construction Account to BB & T Bank

Motion was made by Glenn Williams and seconded by Earl Bailey to adopt and pass a resolution giving the Superintendent/Office Manager the authority to move the money in the Wood Creek Wastewater Construction Account from Cumberland Valley National Bank to BB&T Bank where they can get a higher interest rate on their money. Motion carried with each commissioner voting aye. See copy of attached resolution.

4. Resolution - To Deposit 3 1/2 Million from KRWFC into Bank With Higher Interest Rate

Motion was made by Glenn Williams and seconded by Earl Bailey to adopt and pass a resolution that would give the Superintendent/Office Manager the authority to move the money borrowed on the water plant from the Kentucky Rural Water Finance Corporation (the "KRWFC"), loan in the amount of \$3,594,000 from Regions Bank to a bank with higher interest rate. Motion carried with each commissioner voting aye. See copy of attached resolution.

OTHER BUSINESS

1. Documents Pertaining to Projects

Motion was made by Glenn Williams and seconded by Earl Bailey to adopt and pass a resolution giving Supt. Evans and Office Manager Eula Dalton the authority to sign all documents pertaining to the project in the absent of the board. Motion carried with each commissioner voting aye.

	Inkiale	Date
Prepared By		Ţ
Approved By		

City of Livingston

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City of Livingston

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LARRY G. BRYSON, P.S.C.

318 WEST DIXIE STREET LONDON, KETUCKY40741

(606)878-7123

lgbrvson@alltel.net

(606)864-8418 fax

February 21, 2006

Livingston Water Works P.O. Box 654 Livingston, KY 40445

RE:

Past Due Account

Dear Sirs:

I represent Wood Creek Water District, your account is past due in the total amount of \$10,499.65. Wood Creek Water District received a check from you dated February 9, 2006, in the amount of \$3,500.00 for payment on your account, this check was returned to the Water District due to NON- SUFFICIENT FUNDS in the Livingston Water Works account.

This letter is to notify you that you have 15 days from the date of this letter to settle this account.

Send a cashiers check in the amount of \$10,499.65 to Wood Creek Water District to make the account current. In the event you fail to do so, Wood Creek Water District will discontinue water services.

Very truly yours;

Larry G. Bryson

encl.

Cc: Wood Creek District
Donta Evans

FROM : WOOD CREEK

FAX NO. :606-878-9425

Feb. 21 2005 10:15AM P2

Wood Creek Water District 1870 Daniel Boone Parkway P. O. Box 726 London, KY 40743

January 31, 2006

City of Livingston c/o City Hall Livingston, KY 40445

Gentlemen:

The billing for the month of January is as follows:

Date	read:	

12-30-05

1-31-06

Gallons

Previous reading

Present reading

Purchased

Amount .

Master Meter

29,236,300

30,778,700

1,542,400

\$3.578.37

8,588.41

\$ 11966.18

Past due - Please Pour In Jule ley 15th But August 1,623.47 Sept 1,686.52 Oct. 1,657.14

1,663.46

Dec.

1.757.82

8.388.41

Sincerely,

Eula Dalton

Wood Creek Water District

New Wholisale Rate In Affect

FROM : LODD CREEK

FAX NO. :606-878-9425

Feb. 21 2006 10:15AM P1

CHO. 00.00

WOOD CREEK WATER DISTRICT

CHU 1417 - 122 307.06 18M 3-562-10 2840 2179 .367 - , 3 4-4-7 - 3

0.00

1670 Hal Rogers Parkway East P.O. Box 726 London, Kentucky 40743-0726

1+525-64 any 10090 52 54 11627 AA Que

4:367:13

As of today January 31, 2006 the bills for water received for the months of August thru December totaling \$8,388.41 are past due. These bills will have to paid in full by the 15th of this month or we will be forced to terminate service.

August

\$1,623,47 \$1,686.52 September October \$1,657.14

November \$1,663.46 \$1,757.82 December

Yours very truly,

Donta Evans, Superintendent

\$8,388.41

3,578.37

11,966.78

Ck # 5766 800.00

ek # 1274 300.00

CL # 2840 3500.00

Ck # 2/29 367.13

Balck Balck

Cumberland Valley Nat'l Bank NOTICE OF RETURNED DEPOSITED ITEMS

(505) 878-7010

Account

The deposited items listed were returned to us and debited to your account.

PAYOR RETURN REASON AMOUNT
LIVINGTON WATER NON-SUFFICIENT FUNDS 3,500.00

Total items charged back to your account:

Please deduct a handling charge of:

WOOD CREEK WATER DISTRICT PO BOX 726 LONDON KY 40743-0725

2840

LIVINGSTON WATER WORKS P.O. BOX 554 LIVINGSTON, KY 40445

73-328/421

Woods Creek Water District

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Exhibit B

WOOD CREEK WATER DISTRICT AMOUNT DUE FROM CITY OF LIVINGSTON

	AMOUNT BILLED	PAYMENTS RECEIVED		BALANCE
Balance due for Jan., Feb.,				
Mar., & April 2004	4,210.59	1,515.21	ck# 2644 5-25-04	2,695.38
(sent cut off letter)		1,485.64	ck# 2646 6-9-04	1,209.74
,		1,209.74	ck# 2657 7-29-04	0.00
May 2004	1,261.08	1,261.08	ck# 2681 9-17-04	0.00
June 2004	1,810.27	1,810.27	ck# 2693 10-22-04	0.00
July 2004	1,715.91	1,715.91	ck# 2707 11-18-04	0.00
August 2004	1,962.18	1,962.18	ck# 2713 11-22-04	0.00
September 2004	2,194.18	2,194.18	ck# 12-27-04	0.00
October 2004	1,676.60			1,676.60
November 2004	2,252.46	2,000.00	ck# 2726 1-17-05	1,929.06
December 2004	2,437.96	1,929.06	VIII	2,437.96
		2,000.00	ck# 2745 3-8-05	437.96
January 2005	2,216.00	1,000.00	ck#2749 3-22-05	1,653.96
February 2005	1,729.18	1,000.00	ck#2753 4-26-05	2,383.14
March 2005	1,829.25	1,300.00	ck#2765 5-23-05	2,912.39
April 2005	1,682.06	1,200.00	6-20-05	3,394.45
,		1,500.00	ck#2778 6-28-05	1,894.45
		500.00	ck# 1224 6-28-05	1,394.45
		1,394.45	ck# 2780 7-5-05	0.00
May 2005	1,947.54	1,947.54	ck#2791 8-11-05	0.00
June 2005	1,858.26			1,858.26
July 2005	1,751.25	2,800.00	ck# 2800 9-16-05	809.51
August 2005	2,623.47	809.51	ck# 2814 10-31-05	2,623.47
September 2005	1,686.52	1,000.00	12-14-05	3,309.99
October 2005	1,657.14	800.00	ck#5766 2-10-06	4,167.13
		300.00	ck# 1274 2-10-06	3,867.13
		3,500.00	ck# 2840 2-10-06	367.13
		367.13	ck#2129 2-15-06	0.00
Check #2840 NSF	3,500.00			3,500.00
NSF check charge	15.00			3,515.00
November 2005	1,663.46			5,178.46
December 2005	1,757.82			6,936.28
				6,936.28
January 2006	3,578.37	3,200.00	cashiers ck. 3-16-06	7,314.65
February 2006	3,275.61	300.00	ck# 2903 3-17-06	10,290.26
March 2006	3,564.91	300.00	4-11-06	13,555.17
April 2006	3,454.71	3,200.00	5-1-06	13,809.88