

BEFORE THE TENNESSEE REGULATORY AUTHORITY

NASHVILLE, TENNESSEE

February 19, 2015

IN RE:)	
)	DOCKET NO.
TARIFF FILING OF KING'S CHAPEL)	14-00158
CAPACITY, LLC TO TRUE-UP BONDING)	
COSTS (TARIFF NO. 20140176))	

ORDER GRANTING CONSUMER ADVOCATE'S PETITION TO INTERVENE

This matter is before the Hearing Officer of the Tennessee Regulatory Authority ("Authority" or "TRA") upon a *Petition to Intervene* filed by the Consumer Advocate and Protection Division of the Office of the Tennessee Attorney General ("Consumer Advocate") on February 11, 2015.

BACKGROUND

On December 12, 2014, King's Chapel Capacity, LLC ("King's Chapel") filed in Docket No. 14-00007 a tariff intended to true-up the recovery of its bonding security costs from February 2009 through September 2014.¹ Because Docket No. 14-00007 is a show cause proceeding instituted by the Authority against King's Chapel for failure to comply with utility filing and compliance requirements and refusal to provide information in violation of state statutes and TRA rules, the tariff pages and supporting documentation were promptly moved to the instant docket for technical review and future consideration by the Authority.²

¹ *Tariff Filing of King's Chapel Capacity to True-up Bonding Costs (Tariff No. 20140176)* (December 12, 2014).

² During a regularly scheduled Authority Conference held on January 12, 2015, the voting panel assigned in Docket No. 14-00158, finding that additional information is needed to properly review and evaluate the proposed tariff changes, suspended King's Chapel's proposed tariff for sixty (60) days from its listed effective date of February 1, 2015, and appointed General Counsel or her designee as Hearing Officer to rule on intervention requests and

PETITION TO INTERVENE

In its *Petition to Intervene*, the Consumer Advocate asks that the Authority grant its request to intervene in this proceeding because “consumers’ interests, rights, duties or privileges may be determined or affected by the proceeding.”³ In support of its request, the Consumer Advocate states that it is authorized under Tenn. Code Ann. § 65-4-118 to represent the interests of Tennessee consumers of public utility services in proceedings before the Authority, and that Kings Chapel is a public utility regulated by the TRA that provides wastewater service to consumers in the state of Tennessee.⁴ The Consumer Advocate asserts that the tariff filing, which was filed by King’s Chapel to “true-up” charges for bonding costs passed-through to its customers, “involves the issue of whether refunds should be made to consumers and how much those refunds should be.”⁵ In conclusion, the Consumer Advocate contends that “only by participating in this proceeding can it adequately carry out its statutory duty to represent the interests of Tennessee consumers,” and therefore, that its *Petition to Intervene* should be granted.⁶

FINDINGS & CONCLUSIONS

Under Tenn. Code Ann. § 65-2-107, “All persons having a right under the provisions of the laws applicable to the authority to appear and be heard in contested cases as defined in this chapter shall be deemed parties to such proceedings for the purposes of this chapter. In addition, the authority may upon motion allow any interested person to intervene and become a party to any contested case.” Along with its own statutes and rules, contested case proceedings before

discovery issues, including entering a protective order, if necessary. See TRA Docket No. 14-00158, *Order Suspending Tariff for Sixty (60) Days and Appointing a Hearing Officer* (January 14, 2015).

³ *Petition to Intervene* (February 11, 2015).

⁴ *Id.* at ¶¶ 1 and 2.

⁵ *Id.* at ¶¶ 6 and 7; and, generally ¶¶ 3 - 5.

⁶ *Id.* at ¶ 8.

the Authority are governed by the provisions of Tenn. Code Ann. § 4-5-101, *et seq.*, known as the Tennessee Uniform Administrative Procedures Act (“UAPA”). Tenn. Code Ann. § 4-5-310 establishes the following criteria for considering requests for mandatory and permissive intervention:

- (a) The administrative judge or hearing officer shall grant one (1) or more petitions for intervention if:
 - (1) The petition is submitted in writing to the administrative judge or hearing officer, with copies mailed to all parties named in the notice of the hearing, at least seven (7) days before the hearing;
 - (2) The petition states facts demonstrating that the petitioner's legal rights, duties, privileges, immunities or other legal interest may be determined in the proceeding or that the petitioner qualifies as an intervenor under any provision of law; and
 - (3) The administrative judge or hearing officer determines that the interests of justice and the orderly and prompt conduct of the proceedings shall not be impaired by allowing the intervention.
- (b) The agency may grant one (1) or more petitions for intervention at any time, upon determining that the intervention sought is in the interests of justice and shall not impair the orderly and prompt conduct of the proceedings.⁷

Further, the UAPA provides that a Hearing Officer may, at any time, limit or impose conditions upon or otherwise modify an intervenor’s participation in the proceedings.⁸ Similarly, TRA Rule 1220-01-02-.08 directs that requests for intervention before the Authority are to be made and considered as follows:

- (1) Petitions for intervention shall be granted in accordance with T.C.A. § 4-5-310 and T.C.A. § 65-2-107.
- (2) A petition for intervention shall set forth with particularity those facts that demonstrate that the petitioner's legal rights, duties, privileges, immunities or other legal interests may be determined in the proceeding or that the petitioner qualifies as an intervenor under any provision of

⁷ Tenn. Code Ann. § 4-5-310.

⁸ Tenn. Code Ann. § 4-5-310(c) and (d).

law. Intervention may be denied or delayed for failure to provide such specific facts.

- (3) A petition for intervention shall be filed at least seven (7) days prior to the date of the contested case hearing.⁹

Finally, TRA Rule 1220-1-2-.06 requires any party opposing a motion in a contested case to file and serve a response to the motion within seven (7) days of service of the motion.

Timeliness

Under Tenn. Code Ann. § 4-5-310(a)(1) and TRA Rule 1220-01-02-.08(3), a petition for intervention must be filed at least seven (7) days prior to the date of the contested case hearing. The instant proceeding is not subject to any particular statutory deadline and is yet in its early stages. Discovery has not formally commenced, nor has a hearing date been established. Thus, the Consumer Advocate appears to have been diligent in filing its request to intervene in the usual course. Therefore, the Hearing Officer considers the Consumer Advocate's *Petition to Intervene* timely-filed.

Content & Requisite Showing

Tenn. Code Ann. 4-5-310(a)(2) and TRA Rule 1220-01-02-.08(2) require that a petition to intervene state particular facts that demonstrate a legal right or interest held by the petitioner may be determined in the proceeding or that the petitioner qualifies as an intervenor under any provision of law. Tenn. Code Ann. § 65-4-118(b)(1) provides a general basis for the qualification of the Consumer Advocate as an intervening party to represent the interests of Tennessee public utility consumers, as follows:

The consumer advocate division has the duty and authority to represent the interests of Tennessee consumers of public utilities services. The division may, with the approval of the attorney general and reporter, participate or intervene as a party in any matter or proceeding before the authority or any other administrative, legislative or judicial body and initiate such proceeding, in accordance with the

⁹ Tenn. Comp. R. & Regs. 1220-01-02-.08.

Uniform Administrative Procedures Act, compiled in title 4, chapter 5, and the rules of the authority.¹⁰

Thus, according to the statute, with the approval of the Attorney General and upon satisfaction of the requisite showing for intervention under the UAPA and the TRA's Rules, the Consumer Advocate may be permitted to intervene as a party for the purpose of representing those Tennessee consumers of public utility services that have legal rights or interests that may be determined in proceedings before the TRA. Tenn. Code Ann. § 65-4-118(b)(1) provides for the Consumer Advocate's qualification as an intervenor under law, but in no way confers upon the Consumer Advocate an automatic or absolute right to participate in any particular Authority proceeding.

In the instant proceeding, King's Chapel seeks approval of a tariff that it states is intended to true-up the recovery of its bonding security costs from February 2009 through September 2014.¹¹ As such, a technical review of the tariff encompasses the actual amounts charged by King's Chapel for its security bonding costs, when such charges were made, whether an over-collection has occurred, and whether or to what extent consumers might be entitled to a refund, along with the calculation and possible method of distribution of any such refund. Therefore, as King's Chapel's requests directly implicate the rates and charges that will be paid by the customers that it serves, the Hearing Officer finds that the legal rights or interests held by customers may be determined in this proceeding, and that, under Tenn. Code Ann. § 65-4-118, the Consumer Advocate is qualified to represent those interests before the Authority.

Procedural Due Process

Finally, Tenn. Code Ann. 4-5-310(a)(3) requires that the Hearing Officer grant a petition for intervention only upon determining that "the interests of justice and the orderly and prompt

¹⁰ Tenn. Code Ann. § 65-4-118(b)(1).

¹¹ *Tariff Filing of King's Chapel Capacity to True-up Bonding Costs (Tariff No. 20140176)* (December 12, 2014).

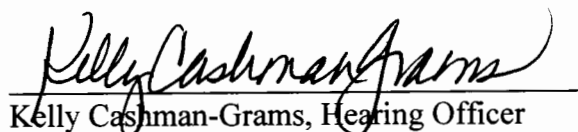
conduct of the proceedings will not be impaired by allowing intervention.” While not determinative, it is noted that the petitioner in this matter, King’s Chapel, has not filed a response or objected to the Consumer Advocate’s request to intervene in this matter. Therefore, given the nature of the proceeding, the promptness of the request to intervene, and lack of opposition thereto, the Hearing Officer finds that the Consumer Advocate’s intervention should not unduly delay or prejudice the administration of these proceedings.

THEREFORE, upon due consideration, the Hearing Officer concludes that the legal rights, duties, privileges, immunities or other legal interest of the consumers and property owners of wastewater services provided by King’s Chapel may be determined in this proceeding and that the Consumer Advocate qualifies under law as an intervenor for the purpose of representing those consumer interests. Further, that the Consumer Advocate’s request to intervene is timely-filed and its intervention should not impair the interests of justice or the orderly and prompt conduct of the proceedings. For these reasons, the Hearing Officer concludes that the Consumer Advocate’s *Petition to Intervene* should be granted.

IT IS THEREFORE ORDERED THAT:

1) The *Petition to Intervene* filed by the Consumer Advocate and Protection Division of the Office of the Attorney General is granted.

2) The Consumer Advocate and Protection Division of the Office of the Attorney General may intervene and participate as a party in this proceeding and, as such, shall receive copies of any notices, orders, or other documents filed herein.


Kelly Cashman-Grams, Hearing Officer