### BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI

In the Matter of the Application of	)	
Missouri-American Water Company	)	
for the Approval of an Agreement with	)	G N W 0 0000 0001
MLM Properties, Inc., a Corporation,	)	Case No. WO-2008-0301
of a Water and/or Sanitary Sewer	)	
Service Agreement	)	

### STAFF RECOMMENDATION

**COMES NOW** the Staff of the Missouri Public Service Commission and, for its Staff Recommendation, states to the Missouri Public Service Commission as follows.

On March 11, 2008, Missouri-American Water Company filed its Application for the Approval of Agreement in this case. On April 3, the Commission ordered the Staff to file, by April 23, a recommendation or, in the alternative, a status report stating when it plans to file its recommendation. On April 23, the Staff filed a Status Report, in which it stated that it intended to file its recommendation by April 30, 2008.

The Staff has reviewed the subject agreement, and believes that Rule 10 of the Company's sewer tariff does not require that the agreement be submitted to the Commission for approval, as the Company supposes. The Staff therefore recommends that the Commission take no action to either approve or disapprove the agreement.

The Staff also believes that, although the agreement does comply with the provisions of Rule 11 of the Company's water tariff, it does not fully comply with the provisions of Rule 11 of the Company's sewer tariff. Specifically, the Staff believes that Rule 11 of the Company's sewer tariff does not authorize the Company to require a developer to reimburse the Company

for the direct costs associated with supervision, engineering, permits, and bookkeeping, in the situations where the subject sewer extension is constructed by the developer.

The Staff believes, however, that even though Rule 11 of the Company's sewer tariff does not authorize the Company to collect such fees from the developer, it is nonetheless reasonable for the Company to do so. Accordingly, the Staff believes the Commission should grant Missouri-American a variance to allow it to require developers to pay such fees.

The Staff notes that, in its Application in this case, Missouri-American did not ask the Commission to grant a variance from the provisions of Rule 11. Missouri-American did, however, ask for "such further relief as is consistent with this application." The Staff believes that granting a variance would be consistent with Missouri-American's Application, and that it would be pointless to require the Company to file a new pleading to request a variance in these circumstances.

WHEREFORE, the Staff submits this Staff Recommendation for the Commission's consideration, and requests that the Commission grant Missouri-American a variance from Rule 11 of the sewer tariff for its Warren County service area, permitting the Company to proceed using the Agreement with MLM.

Respectfully submitted,

### /s/ Keith R. Krueger

Keith R. Krueger Deputy General Counsel Missouri Bar No. 23857

Attorney for the Staff of the Missouri Public Service Commission P. O. Box 360
Jefferson City, MO 65102
(573) 751-4140 (Telephone)
(573) 751-9285 (Fax)
keith.krueger@psc.mo.gov

### **Certificate of Service**

I hereby certify that copies of the foregoing have been mailed or hand-delivered, transmitted by facsimile or e-mailed to all counsel of record on this 1<sup>st</sup> day of May 2008.

/s/ Keith R. Krueger

# MO PSC Case No. WO-2008-0301 OFFICIAL CASE FILE MEMORANDUM May 1, 2008

Staff Recommendation Regarding Extension Agreement

### MEMORANDUM

TO: Missouri Public Service Commission Official Case File

Case No. WO-2008-0301

Missouri-American Water Company (Incline Village – MLM Properties)

FROM: James Merciel – Water & Sewer Department

/s/ James Busch 5/1/2008

Manager – Water and Sewer Dept. Date

/s/ Keith R. Krueger 5/1/2008

General Counsel's Office Date

SUBJECT: Recommendation Regarding Extension Agreement

DATE: May 1, 2008

### **BACKGROUND**

On March 11, 2008, Missouri-American Water Company ("MAWC" or "Company") filed its *Application for the Approval of Agreement* ("Application") with the Commission, seeking the Commission's approval of a Water and/or Sanitary Sewer Service Agreement ("Agreement") it entered with MLM Properties, Inc. ("MLM"). MLM is a developer constructing homes within MAWC's service area in Warren County.

On March 12, 2006, the Commission issued its <u>Order and Notice</u> adding MLM as a party to the case, setting April 1, 2008 as the date by which any party may file to intervene in this case, and requiring that notice of the Application be sent to legislators, county officials, and newspapers serving the affected area. No parties submitted applications to intervene by the established deadline, nor have any parties submitted applications since the deadline passed.

On April 3, 2008, the Commission issued its **Order Directing Filing** in which it ordered the Commission Staff ("Staff") to file a recommendation by April 23, 2008, or alternatively to file a status report stating when it expects to file a recommendation. This Memorandum is intended to comply with the Commission's order to the Staff to file such recommendation.

### DESCRIPTION OF THE SERVICE AREA, AND THE AGREEMENT

MAWC's Warren County service area is located north of Foristell, MO. MAWC presently has approximately 400 customers in this area. MAWC acquired the water and sewer systems from Warren County Water and Sewer Co., Inc. ("WCWS"), a regulated utility that was in receivership, in Case No. WM-2004-0122. MAWC expanded its Warren County service area in Case No. WA-2008-0012. The history of these water and sewer systems includes transfers of

MO PSC Case No. WO-2008-0301 Official Case File Memorandum May 1, 2008 – Page 2 of 5 Pages

assets in Commission Case Nos. WM-93-109 and WA-96-449, and the original certifications of water and sewer corporations owned and operated by the original developers of Incline Village subdivision, begun in the mid 1980s, in Case Nos. SA-82-259 and WA-82-260.

Although MAWC now operates its water and sewer systems in Warren County along with a number of other water systems it owns, both large and small, MAWC's predecessors were, in many ways, typical small water and sewer utilities with issues pertaining to system operations, plant expansions needed for growth, and finances. MAWC adopted WCWS's water and sewer Schedules of Rates, Rules and Regulations (tariffs) for its Warren County service area, and it has since made a few approved modifications to the tariff. Among the modifications are the inclusion of a "Capacity Charge" in the sewer tariff, in the amount of \$1,500 for a single-family residence, which is for the purpose of providing some of the capital funding necessary for plant capacity. This Capacity Charge is shown in Attachment 1 hereto.

According to the Agreement, MLM intends to construct 30 homes, which are to be connected to the water and sewer systems in this phase of its development plan. Besides this proposed development by MLM, MAWC is experiencing growth in this area. In its 2007 annual report MAWC shows that it placed an additional 35 water meters in service in Warren County during that calendar year.

### **STAFF'S FINDINGS & CONCLUSIONS**

### Rule 10 of the Company's Sewer Tariff:

The Staff believes that the Agreement is substantially the same as other such agreements for water and sewer pipeline extension agreements that MAWC enters into with other developers and individual customers on a routine and frequent basis throughout its various Missouri service areas. Normally, the Commission does not need to approve specific extension agreements. In its Application, however, MAWC states that Rule 10 of its sewer tariff (included herein as Attachment 2) requires that this Agreement, in particular, needs approval of the Commission.

The Staff does not agree that Rule 10 in the Company's sewer tariff requires the Agreement to be approved, because the provisions of Rule 10 do not exist in this situation. Specifically, the sewer service that MAWC is expected to provide does not involve any customer that will discharge an abnormally high strength or high volume of waste; it will not involve any construction of treatment facilities, pipelines, or other facilities that are not addressed elsewhere in the tariff in rules and charges; and the activities proposed by the Agreement will not result in any unusual impact upon existing or future customers.

The Staff states that the language of MAWC's Rule 10 is identical to that in the Water and Sewer Department's example tariff for small sewer utilities, which has been and continues to be used for a number of regulated sewer utilities. For many of the small sewer utilities that have little or

MO PSC Case No. WO-2008-0301 Official Case File Memorandum May 1, 2008 – Page 3 of 5 Pages

no customer growth and little or no investment in utility plant (rate base), the addition of a "large" commercial or industrial customer without such a tariff rule could require substantial investment in treatment, pipelines, and pumping facilities, potentially with a large impact upon existing customers. As outlined above, MAWC's predecessors in interest were such small utilities, so Rule 10 was desirable for them. The Staff believes it is not important to include this rule in MAWC's tariff, though, since MAWC regularly deals with customer growth, and strategically expands plant with a combination of investor funds and the Capacity Charge paid by new customers.

The Staff believes that approval of the Agreement is not needed in order for MAWC to comply with sewer tariff Rule 10.

### Rule 11 of the Company's Sewer Tariff:

However, the Staff believes that the Agreement fails to fully comply with the provisions of MAWC's sewer Rule 11, commonly referred to as the "extension rule," which is included herein as Attachment 3

The Agreement provides for MLM to undertake engineering design, obtain permits, undertake construction of the facilities within its new development, and pay to MAWC a "Developer Fee" equal to 5% of the construction cost. (See Pages 7 and 10 of the Agreement.) Rule 11 of the Company's sewer tariff contains two sections, one of which (Section A – see Tariff Sheet No. 31 in Attachment 3) provides that the Company will construct the facilities at the cost of the party requesting the extension, and which includes overhead and engineering expenses. (See the second sentence of Paragraph A1.) The other section (Section B – see Tariff Sheet No. 34 in Attachment 3) covers the situation where the party requesting the extension, in this case, MLM, undertakes the construction; but this section is silent with regard to engineering and overhead expenses incurred by the Company.

Generally, smaller companies do not have overhead and engineering expenses to the same extent as large utilities such as MAWC, and thus often do not need to recover these expenses from developers. One reason is that the small companies tend to rely more heavily on the design engineers and construction contractors for the technical details. Another factor is that many small utility owners are familiar with the activities within the service areas, since in many cases they live in their own small service areas, and thus do not need to spend a lot of extra time following the construction activities. Consequently, the absence of overhead and engineering expenses in the extension rules may be appropriate for small companies such as MAWC's predecessor, but yet recovery of these expenses may be reasonable and necessary for MAWC, in order that existing customers do not subsidize part of the cost of extensions.

MO PSC Case No. WO-2008-0301 Official Case File Memorandum May 1, 2008 – Page 4 of 5 Pages

### **Rule 11 of the Company's Water Tariff:**

The Staff does not believe that the issue discussed just above applies to the water part of the Agreement, because Rule 11 of the Company's water tariff consists of a single section. This section gives the developer an option to undertake the construction, but requires the developer to pay the engineering and overhead expenses, regardless of whether that option is exercised.

### Variance:

Although the Staff believes that the Agreement does not meet the provisions of Rule 11 of the Company's sewer tariff, the Staff does not believe that the Agreement is necessarily unreasonable. The Staff therefore recommends that the Commission grant MAWC a variance from its currently approved sewer tariff Rule 11, in order that it may proceed in providing service to MLM and the new customers who will eventually be connected in the development.

The Staff would, in addition, suggest that MAWC consider updating its sewer extension rule applicable to its Warren County service area in the near future, so that it is consistent with the way MAWC normally conducts its business with respect to new developments. After such updating, the Company's agreements commonly entered into with developers and individual customers would be consistent with the tariff.

### **ADDITIONAL MATTERS**

The Company has no delinquencies with regard to filing its annual reports and paying annual assessments. Jim Merciel conducted a review of the Commission's Administration Division annual assessments records covering fiscal year 2000 through fiscal year 2008, and a review of the Commission's Electronic Filing and Information System (EFIS) annual report records covering calendar years 2002 through 2007.

The Company does not have any compliance-related issues involving the Missouri Department of Natural Resources. Also, the Company is presently in good standing with the Missouri Secretary of State.

There are several cases pending before the Commission involving MAWC. In Case No. WA-2008-0125, the Company sought a Certificate of Convenience and Necessity to serve an area known as Paradise Valley; the Certificate is approved but we are awaiting construction completion and a tariff filing. In Case No. WC-2008-0160, the Staff filed a formal complaint pertaining to information to be made public in the Company's annual reports; this case is presently scheduled for hearing. In Case No. WO-2008-0167, the Jefferson City Task Force is studying planning needs for the Company's Jefferson City water system; this case is in negotiations between the parties. Case No. WO-2008-0249 is an Infrastructure System Replacement Surcharge (ISRS) filing, which has been approved, with tariff pending. Case Nos.

MO PSC Case No. WO-2008-0301 Official Case File Memorandum May 1, 2008 – Page 5 of 5 Pages

WR-2008-0311 and SR-2008-0312 are pending general rate increase cases. Approval of the MLM Agreement, or a variance, will have no impact upon any of these cases, and none of the cases have any impact upon the MLM Agreement.

### **STAFF'S RECOMMENDATIONS**

Based upon the above, the Staff recommends that the Commission issue an order that: Grants MAWC a variance from its Warren County sewer service area tariff Rule 11, permitting it to proceed using the Agreement with MLM.

### BEFORE THE PUBLIC SERVICE COMMISSION OF THE STATE OF MISSOURI AFFIDAVIT OF JAMES A. MERCIEL, JR.

STATE OF MISSOURI	)	
	) ss	Case No. WO-2008-0301
COUNTY OF CALLAWAY	)	

James A. Merciel, Jr., of lawful age, on his oath states: (1) that he is the Assistant Manager –
Engineering in the Water and Sewer Department of the Missouri Public Service Commission; (2) that he participated in the preparation of the foregoing Recommendation Regarding Extension

Agreement; (3) that he has knowledge of the matters set forth in the foregoing Recommendation

Regarding Extension Agreement; and (4) that the matters set forth in the foregoing

Recommendation Regarding Extension Agreement are true and correct to the best of his knowledge, information and belief.

James A. Merciel, Jr., P.E.
Assistant Manager - Engineering
Water & Sewer Department
Utility Operations Division

Subscribed and sworn to before me this 1st day of May 2008.

Notary Public

SUSAN L. SUNDERMEYER My Commission Expires September 21, 2010 Callaway County Commission #06942086

# MO PSC Case No. WO-2008-0301 OFFICIAL CASE FILE MEMORANDUM May 1, 2008

Attachment 1

(Original)

SHEET NO. 9a

MISSOURI-AMERICAN WATER COMPANY NAME OF ISSUING CORPORATION FOR Incline Village, et al., Foristell, Missouri
COMMUNITY, TOWN, OR CITY

		er Service ule of Rates				
Capacity Charge	e Definition and Purpose:					
responsibi trunk sewe	y Charge is a charge employed to lity of backbone facilities, such a ers providing capacity that is ava city Charge is a charge applied in in Rule 4.	as treatment facilities, lift illable for and caused by t	stations, and major future customers.			
Determination C	of The Capacity Charge:					
Capacity C	priate Capacity Charge shall be of Charges or by the terms of a writt a commercial premise.	determined by the followi ten contract governing the	ng schedule of e rendering of			
Schedule (	Of Capacity Charges:					
(1) Singl	le Family Residence:	\$1,500				
(2) Mobi	ile Home:	\$1,435				
(3) Multi	i-Family Apartment (per unit):	\$1,369				
(4) Com	mercial Premise (per unit):	Capacity Charge is bas multiplication of \$4.0: day, by the estimated consumption, as deter Estimated Daily Water table below:	5 per gallon per water mined from the	:		
Indicates new rate Indicates change DATE OF ISSUE		DATE EFFECTIVE	November 9, 2007 Month day year October 22, 2007 727 Craig Road St. Louis, MO 63141			

# MO PSC Case No. WO-2008-0301 OFFICIAL CASE FILE MEMORANDUM May 1, 2008

Attachment 2

FORM NO. 13 P.S.C	.MO. No1	Original SHEET No. 31	2
		<del>-2-10-10-50</del> -0	
Cancelling P.	S.C.MO. No	Original SHEET No	
		Revised /	_
WARREN COUNTY WATER A		For INCLINE VILLAGE, et al	
Name of Issuing C	orporation	Community, Town or City	
·		FORISTELL, MO	

RULES AND REGULATIONS GOVERNING RENDERING OF SERVICE JUL 1 3 1998

MO. PUBLIC SERVICE COMM

Rule10 SPECIAL CONTRACT FOR EXCESSIVE CAPACITY

In the event that the Customer to be served proposes to discharge into Company's system an abnormally high volume or strength of Waste as to require an enlargement of Company s existing sewage treatment plant or the construction of a temporary sewage treatment plant, and/or the construction or reconstruction of sewer lines, service shall be provided to such customer under the terms and conditions of a mutually satisfactory contract, in form approved by the Public Service Commission of Missouri, pursuant to which the cost of such improvements will be financed in such a manner as to be fair and reasonable to both parties and so as not to constitute a burden upon the Company or the existing Customers of the Company.

FILED

AUG 22 1998

MISSOURI Public Service Commission

\*Indicates new rate or text

+Indicates change

DATE OF ISSUE TULY 10, 19.98

Month day year

GARY L. SMITH PRESIDENT 1248 MIMOSA CT. FORISTELL, MO 63348

name of officer

# MO PSC Case No. WO-2008-0301 OFFICIAL CASE FILE MEMORANDUM May 1, 2008

Attachment 3

FORM NO. 13 P.S.C.MO. No. 1	Original SHEET No. 31
Cancelling P.S.C.MO, No.	Original SHEET No
WARREN COUNTY WATER AND SEWER CO.	For INCLINE VILLAGE, et al
Name of Issuing Corporation	Community, Town or City FORISTELL, MO RECEIVED

RULES AND REGULATIONS GOVERNING RENDERING OF SERVICE

JUL 1 3 1998

MO. PUBLIC SERVICE COMM

RULE 11 Extension of Collecting Sewers

- A. This rule shall govern the extension of collecting sewers by the Company in areas where there are no collecting sewers in the streets and/or roadways. The Company will extend its collecting sewers along streets or roads within its certified area to serve new customers under the following terms and conditions:
  - 1. Upon receipt of written application for service in compliance with Rule 4, the Company will provide the Applicant(s) an itemized estimate of the cost of the proposed extension. Said estimate shall include the cost of all labor and materials required, including manholes, cleanouts, lift stations, reconstruction of existing sewers (if necessary), and the direct costs associated with supervision, engineering, permits, and bookkeeping. Applicable income tax cost will be added to this estimate calculated at the maximum rate.
  - 2. Applicant(s) shall enter into a contract with the Company for the installation of said extension and shall tender to the Company a contribution in-aid-of construction equal to the amount determined in A.1, plus the appropriate customer connection fee(s). Applicant(s) shall have the option of installing the main extension under the provisions of Rule 12B in Thieuroff entering into said contract.

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Public Service Commission

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DATE OF ISSUE July 10, 1998

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month day year

D BY GARY L. SMITH PRESIDENT 1248 MIMOSA CT. FORISTELL, MO 69348 name of officer title address

FORM NO. 13 P.S.C.MO. No. 1	Original SHEET No. 32
Cancelling P.S.C.MO. No.	Original SHEET No
WARREN COUNTY WATER AND SEWER CO.	For_INCLINE VILLAGE, et al
Name of Issuing Corporation	Community, Town or City FORISTELL, MO RECEIVED

RULES AND REGULATIONS GOVERNING RENDERING OF SERVICE

JUL 1 3 1998

MO. PUBLIC SERVICE CUMINI

- RULE 1 Extension of Collecting Sewers (continued)
  - 3. If, as a result of reasonably unforeseen circumstances, the actual cost of the extension exceeds the estimated cost of the extension, the Applicant(s) shall pay the added cost.
  - The cost to an Applicant or Applicants 4. connecting to a sewer that was contributed by other Applicants shall be as follows:
    - For single-family residential Applicants that are applying for service in a platted subdivision, the Company shall divide the actual cost of the extension (including income taxes) by the number of lots abutting said extension to determine the per lot extension cost. When counting lots, corner lots which abut existing mains shall be excluded.
    - For single-family residential (b) Applicants that are applying for service in areas that are unplatted in subdivision lots, the Applicants' cost shall be equal to the total cost of the extension divided by the total length of the extension in feet times 100 feet.
    - For industrial, commercial, or multi-family residential Applicants, the cost will be equal to the amount calculated for a single-family residence in Paragraphs 3a or 3b above multiplied times a water usage factor.

\*indicates new rate or text +Indicates change

MISSOURI Public Service Commission

AUG 22 1998

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FORM 1	10. 13 P.S	.C.MO. 1	No. 1 (Original) SHEET No. 33
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WARREN	COUNTY WATER	AND SEW	· · · · · · · · · · · · · · · · · · ·
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	RULES AN	D REGULA	TIONS GOVERNING RENDERING OF SERVICE JUL 13 1998
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	RULE 11	Exten	sion of Collecting Sewers (continued)
		by di gallo	ater usage factor shall be determined viding the average monthly usage in ns by 7,000 gallons, but shall not be than 1.
	5.		ds of contributions shall be made to cant(s) as follows:
		. ,	Should the actual cost of extension be less than the estimated cost, the Company shall refund the difference as soon as the actual cost has been ascertained.
			After the Company has closed its books for the year in which a contribution was made, it will determine its actual income tax cost associated with each extension and refund any excess income tax costs collected from each Applicant.
		(c)	During the first ten years after the extension is completed, the Company will refund to the Applicants who paid for the extension monies collected from Applicants in accordance with Rule #A 4 above.
		(d)	The sum of all refunds to any Applicant shall not exceed the total contribution, adjusted for taxes associated with the extension, which the Applicant has paid.
		(e)	Each refund shall be distributed to initial Applicant(s) based upon Atta 22 1998
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DATE OF ISSUE July 10, 1998

month day year

DATE EFFECTIVE month day year

GARY L. SMITH PRESIDENT 1248 MIMOSA CT. FORISTELL, MO 63348

name of officer title address

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		percentage of the accontributed by each	tual extension c	ost.
	6.	Extensions made under and remain the proper consideration of its maintenance.	erty of the Comes	
	7.	The Company reserves future extensions to and the attaching of further extensions s Applicant(s) contract extension to addition	this collecting customers to such all not entitle	sewer ch
	8.	The pipe used in make this rule shall be of will be reasonably a area to be served. to size and type of solely to the judgmenth Company desires station larger than provide service to textension, the addit larger size shall be	of a type and sized dequate to supple Such determination pipe shall be less a pipe size or lareasonably required to a lots abutting to pal cost due to the dequarement of the supplementation of the supplemen	e which y the on as ft y. If ift red to said
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Name of Issuing	g Corporation	Community, Town or City
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RULE 11	Extension of Coll	ecting Sewers (continued)
2.	provide that the collecting sewers of all government Company rules and said sewer to the accounting of the construction, and an amount equal t	I enter into a contract The contract shall Applicant construct said to meet the requirements al agencies and the regulations, contribute Company with a detailed actual cost of contribute to the Company to the Company's estimated calculated at the maximum
3.	have the right to	ts representative, shall inspect and test the connecting it to the ing sewers.
4.	Company collectin	extension to existing g sewers shall be made atives of the Company.
5.	ownership and res until Applicant(s	have the right to refuse ponsibility for the sewers has met the contractual wided in Rule 12 B.1.
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