

JOHN A. DELANEY
GENERAL COUNSEL

OFFICE OF GENERAL COUNSEL CITY OF JACKSONVILLE

1300 CITY HALL 220 EAST BAY STREET JACKSONVILLE, FLORIDA 32202

March 19, 1992

TEL (904) 630-1700 FAX (904) 630-1731



Mr. Steve C. Tribble, Director Division of Records and Reporting Florida Public Service Commission 101 East Gaines Street Tallahassee, FL 32399-0850

Re: Territorial Dispute Between Okefenoke Rural Electrical Membership Corporation, and the Jacksonville Electric Authority of the City of Jacksonville, in Duval County; FPSC Docket No. 911141-EU

Dear Mr. Tribble:

Enclosed for filing in the above docket on behalf of Jacksonville Electric Authority are the original and fifteen (15) copies of Sheldon R. Ferdman's Rebuttal Testimony and Exhibits.

Thank you for your assistance.

ACK	Yours truly,
AFA	
APP	8/20
C^F	BRUCE PAGE
	Assistant General Counsel
CMU BP:yi	
CTR Enclosure	
EAG	TIFICATE OF SERVICE
" / R. / rerdman's Rebuttal	Carothers & Proctor Washington Square Building 227 S. Calhoun Street P. 0. Box 391
	Tallahassee, FL 32302

DOCUMENT NUMBER-DATE
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FPSC-RECORDS/REPORTING

1		JACKSONVILLE ELECTRIC AUTHORITY
2		DOCKET NO. 911141-EU
3		MARCH 20, 1992
4		BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION
5		PREPARED REBUTTAL TESTIMONY OF
6		SHELDON R. FERDMAN
7	Q:	Please state your name and business address.
8	A:	My name is Sheldon Ferdman and my business address
9		is 21 West Church Street, Jacksonville, Florida
10		32202.
11	Q:	Have you previously testified in this Docket?
12	A:	Yes, I have.
13	Q:	What is the purpose of your rebuttal testimony?
14	A:	The purpose of my rebuttal testimony is to address
15		the direct testimony filed by Mr. Emory Middleton
16		in this Docket.
17	Q:	Please address the points you would like to rebut
18		in Mr. Middleton's testimony.
19	A:	I will address the Power Sales Agreement
20		("Agreement") between JEA and Seminole Electric
21		Cooperative, Inc. ("Seminole"), Exhibit - (EM-5).
22	Q:	What role did you play in the negotiations of this
23		Agreement?
24	A:	I was JEA's lead negotiator on this Agreement.
25	Q:	What was the purpose of this Agreement?

_	A.	AS Mr. Middleton indicated on page 13 of direct
2		testimony, OREMC needed a source of energy in the
3		Cedar Point area to provide for system integrity
4		and reliability.
5	Q:	What are the circumstances that led to this
6		Agreement?
7	A:	Upon OREMC's determination that it needed to
8		improve its service reliability in this area OREMC
9		proposed two alternatives to JEA for achieving the
10		necessary reliability improvement. The first
11		option was for OREMC to build a 138,000 volt
12		transmission line and a substation into the Cedar
13		Point area and to have Seminole utilize JEA's
14		transmission system to deliver power to OREMC at
15		that point. The second option was for JEA to
16		provide OREMC, through its supplier Seminole, with
17		a wholesale delivery point in the same area and
18		thereby purchase the power from JEA. JEA selected
19		the second option. As I understand, this was
20		OREMC's preferred option also since it had the
21		lower capital cost and could be accomplished much
22		quicker than the building of a transmission line
23		and a substation.
24	Q:	If JEA has had an ongoing interest in purchasing
25		OREMC's customers and facilities in the City, why

1		would JEA find this option preferable and provide
2		service to OREMC to improve its service
3		reliability in the City?
4	A:	There are several reasons. First, OREMC's
5		customers deserve quality service. Second, the
6		revenues from the sales contributed positively to
7		JEA's overall revenue requirements. But third,
8		and most importantly, by JEA selling to OREMC,
9		OREMC avoided the need to build transmission and a
10		substation within the City and thereby eliminating
11		unnecessary duplication of facilities in the area
12		and further, minimizing OREMC's investment in the
13		City when JEA finally purchased their system.
14	Q:	Would the purchase of OREMC's customers and
15		facilities in the City be inconsistent with the
16		terms of the Agreement?
17	A:	No. There are two significant provisions of the
18		Agreement that are consistent with JEA's ongoing
19		interest in providing electric service to all of
20		the City.
21		The first provision is the term of the Agreement.
22		JEA's obligation is to provide service for a
23		period of ten years "unless terminated by the
24		Cooperative [Seminole] by giving the Authority not
25		less than one (1) year advance notice". In the

event JEA and OREMC agree upon a sale to JEA, 1 transfer would be scheduled to comply with the one 2 3 year notice provision. The second provision is the Retention of Rights, 4 Section 18. This provision states: 5 6 "By entering into this contract, Authority 7 does not waive, and expressly reserves, any 8 rights which it may have, under any and all 9 applicable laws, including but not limited to the Charter and Ordinance Code of the City of 10 11 Jacksonville, to the exclusive right to 12 provide wholesale and/or retail service in 13 Duval County. By entering into this contract, Cooperative 14 15 does not waive, and expressly reserves, any 16 rights which it may have, under any and all 17 applicable laws, to provide wholesale and/or 18 retail service in Duval County." This provision was included in the Agreement upon 19 JEA's request in order to make it clear that 20 providing OREMC with an option for cost effective 21 22 and reliable service in Duval County was not intended to be a waiver by JEA of its rights to 23 24 serve in Duval County. Please summarize your rebuttal testimony. 25 Q:

JEA has cooperated with OREMC in assisting it in 1 A: providing reliable service to their customers in 2 Duval County. By providing OREMC with a wholesale 3 service point in Jacksonville, uneconomic 4 duplication of facilities was avoided. By 5 providing this service, JEA retained all rights to 6 pursue service to all areas within the City and 7 provided for early cancellation by OREMC's 8 wholesale provider, Seminole, in that event. 9 Does that conclude your rebuttal testimony? 10 Q: 11 A: Yes.

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8	A:	My name is Sheldon Ferdman and my business addres
9		is 21 West Church Street, Jacksonville, Florida
10		32202.
11	Q:	Have you previously testified in this Docket?
12	A:	Yes, I have.
13	Q:	What is the purpose of your rebuttal testimony?
14	A:	I will address one point in the direct testimony
15		of Mr. Pete Gibson
16	Q:	Please address that point.
17	A:	In Mr. Gibson's testimony he was asked if OREMC
18		was serving the Holiday Inn on October 1, 1968.
19		Mr. Gibson's answer was that OREMC had entered
20		into a contract on July 3, 1968. This statement
21		did not answer the question posed to Mr. Gibson.
22		Paragraph 5 of the Contract, Exhibit, (RJG-
23		1), entitled Term states "This agreement shall
24		become effective on the date service is first
25		delivered hereunder by the Seller to the

Consumer." According to their records, Holiday 1 Inn did not open for business until February 9, 2 1969. Therefore assuming a normal construction 3 period, it does not appear reasonable that OREMC provided service to the Holiday Inn prior to 5 October 1, 1968. 6 Does that conclude your rebuttal testimony? 7 Q: 8 A: Yes.

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10		32202.
11	Q:	Have you previously testified in this Docket?
12	A:	Yes, I have.
13	Q:	What is the purpose of your rebuttal testimony?
14	A:	The purpose of my rebuttal testimony is to address
15		the direct testimony filed by Mr. Robert C. Dew in
16		this Docket.
17	Q:	Please address the points you would like to rebut
18		in Mr. Dew's testimony.
19	A:	I will address two areas. First, I will correct
20		certain misstatements made by Mr. Dew due to his
21		limited knowledge about the JEA and its rules for
22		electric service. Second, I will comment on Mr.
23		Dew's recommended resolution of this dispute.
24	Q:	Please address the areas of misstatements.
25	A:	The first misstated area relates to the

installation of facilities at the Holiday Inn. 1 2 Mr. Dew states that JEA installed a 600 foot trench, primary conduit, and two manholes on the 3 Holiday Inn property. This is incorrect. Pursuant 4 to JEA's underground service rules (See paragraph 5 4.07 to JEA's Response to Interrogatories, 6 Attachment 7), Holiday Inn and/or its contractors 7 8 performed all construction work on the Holiday Inn property. Therefore, all construction shown on 9 Mr. Dew's Exhibit____, (RD-7) was performed by the 10 Holiday Inn except the four span overhead 11 extension (along public right of way and not 12 13 parallel to OREMC's lines) and the setting of the 14 service transformers on Holiday Inn installed 15 concrete pads. Also for clarification, removal of 16 OREMC transformers and the cutting of their cable 17 was not performed by JEA or its contractors. 18 The second misstated area relates to the process for deciding which utility can serve new loads. 19 20 Here, and in the testimony of others, it is stated that it is JEA's policy to serve when it is 21 "practical and economical." Further, Mr. Dew 22 states that this decision is made by city 23 24 electrical inspectors. 25 As I stated in my direct testimony, JEA and OREMC

1		are bound by the City of Jacksonville Ordinance
2		Code. Section 718.102 of the Code states that
3		OREMC cannot serve any new customers or extend its
4		lines in the City without approval of the City
5		Council. In Section 718.103, the Council further
6		delegates to JEA the authority to release
7		customers to OREMC when JEA determines that it is
8		neither practical nor economical for JEA to serve
9		them. Therefore, it is not a policy of JEA to
10		release such customers, it is a requirement of law
11		and JEA is carrying out its responsibilities.
12		Lastly, the recommendation for release is made by
13		JEA engineers, not city electrical inspectors.
14	Q:	Please comment on Mr. Dew's recommendations for
15		resolution.
16	A:	Mr. Dew's recommendation that the FPSC return the
17		Holiday Inn to OREMC and establish a territorial
18		boundary within the City is inconsistent with law.
19		In Mr. Dew's discussion of his interpretation of
20		Chapter 366 of the Florida Statutes regarding
21		resolution, he fails to point out that included in
22		Section 366.04 is the statement:
23		"No provision of this chapter shall be
24		construed or applied to impede, prevent, or

1 prohibit any municipally owned electric utility system from distributing at retail 2 3 electrical energy within its corporate limits, as such corporate limits exist on 4 July 1, 1974; however, existing territorial 5 6 agreements shall not be altered or abridged 7 hereby." Therefore, for a resolution to be consistent with 8 law, the FPSC should allow JEA to continue serving 9 the Holiday Inn and order JEA and OREMC to 10 establish a territorial boundary agreement at, or 11 outside of, the City of Jacksonville's city 12 13 limits. Please summarize your testimony. 14 Q: 15 In Mr. Dew's direct testimony, he makes certain A: 16 misstatements which I have corrected. He misstated work performed by the Holiday Inn on 17 18 their property indicating that JEA had performed that work. He also misstates JEA's requirements 19 to serve when practical and economical as a JEA 20 21 policy when, in point of fact, it is a requirement 22 of law. 23 Lastly, Mr. Dew's recommendations for resolution 24 are inconsistent with Chapter 366 and recommends that the FPSC disregard the laws governing the 25

- 1 FPSC.
- Q: Does that conclude your testimony?
- 3 A: Yes it does.

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11	Q:	Have you previously testified in this Docket?
12	A:	Yes, I have
13	Q:	What is the purpose of your rebuttal testimony?
14	A:	The purpose of my rebuttal testimony is to address
15		the direct testimony filed by Mr. Robert Page in
16		this Docket.
17	Q:	Please address the points you would like to rebut
18		in Mr. Page's testimony.
19	A:	I will clarify two points within Mr. Page's direct
20		testimony. First, testimony related to OREMC's
21		first knowledge of Holiday Inn's desire to
22		disconnect and second, testimony related to
23		discussion between JEA and OREMC prior to JEA
24		serving the Holiday Inn.
25		First, Mr. Page states that it was not until Tuno

1 1991 that OREMC first learned of Holiday Inn's 2 desire to be served by JEA. As indicated in my 3 direct testimony, OREMC has received communication from the Holiday Inn since 1973 regarding their 4 (Holiday Inn's) interest in transferring to JEA. 5 It is only this most recent occurrence that was 6 7 communicated to OREMC in June, 1991. 8 Second, Mr. Page states that there was no discussion between JEA and OREMC prior to JEA's 9 10 service expansion to the Holiday Inn. This is clearly not the case. Mr. Page and I had numerous 11 12 telephone conversations and one meeting in July, 1991 in which JEA's service to the Holiday Inn was 13 discussed. Further, JEA has continually pursued 14 15 the purchase of OREMC's facilities within the City 16 which would include OREMC's facilities serving the 17 Holiday Inn. In fact, it was following a 18 discussion in September, 1991 with Mr. Page about the Holiday Inn that he requested that JEA provide 19 him with an offer to purchase OREMC's facilities 20 21 and customers in Duval County, which includes the 22 Holiday Inn. 23 Copies of the correspondence on this matter are 24 attached as Exhibit ____ (SRF-1R). 25 Please summarize your testimony. Q:

- 1 A: In Mr. Page's testimony he indicates that June 17,
- 2 1991 was OREMC's first knowledge of Holiday Inn's
- desire to be served by JEA. In point of fact,
- 4 Holiday Inn has continually discussed with OREMC
- 5 transferring to JEA since 1973.
- 6 Mr. Page also states that he had no prior
- 7 discussions with JEA prior to JEA's service
- 8 extension to the Holiday Inn. This statement is
- 9 incorrect. Mr. Page and I had numerous
- 10 conversations on this service prior to any
- 11 construction by JEA.
- 12 Q: Does this conclude your testimony?
- 13 A: Yes.

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11	Q:	Have you previously testified in this Docket?
12	A:	Yes, I have.
13	Q:	What is the purpose of your rebuttal testimony?
14	A:	The purpose of my rebuttal testimony is to address
15		the direct testimony filed by Mr. Glenn Wrightson
16		in this Docket.
17	Q:	Please address the points you would like to rebut
18		in Mr. Wrightson's testimony.
19	A:	I will address the issue raised by Mr. Wrightson
20		that OREMC and its members will be economically
21		harmed by JEA serving the Holiday Inn and all
22		other persons in the City, specifically in
23		northern Duval County and his inference that this
24		situation was caused by JEA.
25	0:	Do you agree with the dollar amounts indicated her

1 Mr. Wrightson. 2 It is impossible for JEA to determine the amount A: of any impact to OREMC and their members without 3 having substantially more information about OREMC. 4 At a minimum, this includes their organizational 5 structure, all wholesale power arrangements, an 6 7 inventory of OREMC's facilities in the City, demand and energy data on each OREMC member in the 8 City, demand and energy data and growth rate for 9 all of OREMC's members, and all other obligations 10 and commitments OREMC has which relate to their 11 12 service in the City. 13 Did JEA pursue the Holiday Inn as a customer? 0: No. Holiday Inn contacted JEA in 1991 as they 14 A: have since 1973 about being served by JEA. The 15 difference between the 1991 request and past 16 requests is that, this time, Holiday Inn followed 17 through with effecting a disconnection of service 18 19 from OREMC. As I pointed out in my direct 20 testimony, OREMC provided Holiday Inn with the cost associated with transfer in 1979 but at that 21 22 time, Holiday Inn chose not to transfer. 23 Assuming OREMC did sustain a loss due to the loss Q: 24 of the Holiday Inn, could this loss be 25 attributable to actions taken by JEA?

- 1 A: No.
- 2 Q: Is it JEA's intent that OREMC's members sustain an
- 3 economic loss due to JEA's rights to serve in the
- 4 City.
- 5 A: No. JEA has pursued negotiations with OREMC for
- 6 the purchase of their facilities and customers in
- 7 the City. However, OREMC has refused to negotiate
- 8 as shown in Exhibit___(SRF-1R). On August 15,
- 9 1991, OREMC said they refused to sell and, on
- November 26, 1991, OREMC rejected JEA's offer and
- 11 did not provide JEA with a proposal or even any
- 12 data so that JEA could assess a value for such as
- 13 a transfer.
- 14 Q: Please summarize your testimony.
- 15 A: Mr. Wrightson has illustrated that the loss of
- 16 electric customers by a utility without
- 17 compensation will normally result in a sunk cost
- being absorbed by the remaining customers. OREMC
- 19 has rejected all attempts by JEA to sell their
- 20 facilities and customers in order to protect their
- 21 remaining customers. The economic hardship that
- OREMC may have sustained due to the loss of the
- 23 Holiday Inn was not due to the actions of JEA.
- JEA was complying with the Charter of the City of
- 25 Jacksonville.

- 1 Q: Does this conclude your testimony?
- 2 A: Yes.

Exhibit No. (SRF-1R)
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233 WEST DUVAL STREET . P. O. BOX 53015 . JACKSONVILLE, FLORIDA 32201

March 2, 1990

Mr. Emory Middleton General Manager Okefenokee Rural Electric P. O. Box 602 Nahunta, Georgia 31553

Dear Mr. Middleton:

I have received letters from State Representative Betty Holzendorf and Jacksonville Councilman Joe Foreshee requesting that JEA study the feasibility of providing electrical service to those residents in their respective districts that are not currently being serviced by JEA. Preliminary studies indicate that it would be economic and feasible for JEA to acquire Okefenoke Rural Electric Cooperative, Inc.'s electric system facilities and properties located in the City of Jacksonville.

At your earliest convenience, we would like to discuss JEA's purchase of your facilities and the transfer of customers to JEA. We believe such a purchase and transfer will be of significant economic benefit to the customers involved. We further believe JEA's Charter and obligations to the citizens of Jacksonville mandate such a transfer/purchase. We certainly intend to conduct all negotiations in the spirit of good will which has long existed between our two organizations, and with this in mind, I have asked Shel Ferdman, Director, Utility System Contracts Department, to contact your office next week so as to arrange the initial meeting.

Sincerely,

Royce Lyles

Managing Director

RL/yi

Docket No. 911141

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Jacksonville Electric Authority

233 WEST DUVAL STREET . P. O. BOX 53015 . JACKSONVILLE. FLORIDA 32201 July 19, 1990



Mr. Emory Middleton General Manager Okefenokee Rural Electric P. O. Box 602 Nahunta, GA 31553

Dear Mr. Middleton:

This letter will reaffirm the JEA's desire to purchase your electric system facilities and property in Jacksonville which you use to serve the citizens of Jacksonville. This acquisition will satisfy the wishes of those City residents expressed to us by their elected representatives. We believe that it will also provide a more efficient use of existing equipment and will avoid the duplication of facilities.

The JEA is charged with the responsibility, and is authorized by the Legislature, to furnish electricity to all public and private parties throughout the City. The Legislatively adopted Charter of the Consolidated Government of the City of Jacksonville and the applicable municipal ordinances mandate that the JEA provide service to all of Jacksonville's citizens so long as it is practical and economically feasible.

We believe that the time has come for the JEA to provide service to those customers in our City currently served by you. To that end we wish to enter into a purchase agreement which will satisfy and benefit both Okefenokee Rural Electric and JEA. We also believe that a mutually satisfactory transfer is preferable to alternative methods of acquiring those Northside Jacksonville customers. The primary benefit of an agreement to transfer is that we avoid placing the important decisions regarding the transfer in the hands of persons outside of our respective organizations.

The JEA is resolved to provide electric service to the citizens in Northern Duval County and we feel it is to both our benefits to acquire your system facilities and in a fair and equitable manner. Therefore, we urge you to define those conditions which will best serve your interests.

Sincerely,

Royce Lyles

Managing Director



POST OFFICE BOX 602

912-462-5131 800-262-5131

NAHUNTA, GEORGIA 31553

EXMIDIT NO.

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"Owned By Those We Serve"

August 15, 1990



Mr. Royce Lyles Managing Director Jacksonville Electric Authority P. O. Box 53015 Jacksonville, Florida 32201

Dear Mr. Lyles:

This letter is in response to your letter of July 19th to Mr. Middleton. Effective July 1st of this year Mr. Middleton became a consultant to Okefenoke pending his retirement in January and I became manager. Please direct all future correspondence regarding this matter to my attention.

I apologize for the delay in answering your letter to Mr. Middleton but being in a new position I wanted to study the situation and consult with our Board of Directors who met on August 14th before giving you an answer.

Even though this was not your first request to purchase our electrical system in Duval County we studied your proposal before replying.

We still do not believe that your proposal will be in the best interest of our members.

I look forward to personally meeting you in the future and our company looks forward to working with your company in serving the citizens of Duval County.

Sincerely,

Robert Page

Manager

RP:dj

Exhibit No. (SRF-1R)
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Jacksonville Electric Authority

21 WEST CHURCH STREET . JACKSONVILLE, FLORIDA 32202



October 2, 1991

Mr. Robert Page, Manager Okefenoke Rural Electric Membership Corporation P. O. Box 602 Nahunta, Georgia 31553

Dear Mr. Page:

Pursuant to your telephone conversation of September 18, 1991, with Mr. Sheldon Ferdman, JEA still desires to purchase from Okefenoke Rural Electric Membership Cooperative (OREMC) its electrical facilities within Duval County for transfer to JEA's electric system.

**

In August, 1989, JEA personnel performed a field survey of OREMC's facilities and, at that time, estimated the value of the facilities to be approximately \$850,000.

This amount is based upon a field survey in which we identified 2.85 miles of three-phase double circuit distribution, average age two years old, 54 miles of three-phase single circuit distribution, average age 22 years old, 52 miles of single and two-phase distribution, average age 22 years old, 391 underground served customers, average age 16.4 years, three (3) voltage regulators, average age two years and other related service facilities.

JEA was only able to appraise the value of the OREMC's physical property in Duval County. If you would please give us feedback on our basis for the value of the service facilities and input on your other costs and values in the north Duval County area, I am certain that we can reach an agreement on this matter.

Sincerely,

Royce Lyles

Managing Director

RL/yi

xc: R. A. Basford

S. R. Ferdman

Bruce Page, Office of General Counsel

OKEFENOKE



Okelenoke Rural

POST OFFICE BOX 602 NAHUNTA, GEORGIA 31553 912-462-5131 800-262-5131

EXMIDIT No. (SRF-1R) Docket No. 911141 Jacksonville Electric Authority Correspondence Page 5 of 6

"Owned By Those We Serve"

November 26, 1991

Mr. Royce Lyles, Managing Director Jacksonville Electric Authority 21 West Church Street Jacksonville, Florida 32202

Dear Mr. Lyles:

Thank you for your letter to me dated October 2, 1991. Upon receipt, your letter was promptly sent by United States Mail to the members of our Board of Directors. At its regular meeting on November 12, 1991, the Board of Directors of Okefenoke Rural Electric Membership Corporation (OREMC) carefully considered your letter and have directed me to respond to you as set forth below.

The OREMC has a long history of providing efficient and reliable electric service to our members/customers in North Duval As you may have gathered from our previous correspondence and communication, the OREMC wants to continue doing so in the future. The JEA's goal to purchase OREMC's facilities and right to serve in North Duval County is inconsistent with OREMC's desire to continue serving its customers. Thus, as a general principal, OREMC is opposed to selling its facilities and right to serve in North Duval County. As a practical matter, the OREMC Board of Directors believes that the \$850,000 value placed on our facilities in Duval County is substantially less than the fair market value of those facilities.

In light of the recent events involving the JEA, OREMC and the Holiday Inn-Jacksonville Airport, the OREMC has retained the services of an attorney, James Harold Thompson, and his firm, Ausly, McMullen, McGehee, Carothers & Proctor of Tallahassee, Florida. The Board of Directors of OREMC has authorized Mr. Thompson to file a Petition for Resolution of a Territorial Dispute before the Florida Public Service Commission. We believe that doing so will help resolve the territorial difference between JEA and OREMC.



Okefenoke Rural Electric Membersi

Exhibit No. (SRF-1R)
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Mr. Royce Lyles, JEA

-2-

November 26, 1991

As a courtesy to you, I have directed Mr. Thompson to send a copy of this Petition to you via United States Mail.

The OREMC has always valued and continues to value its working relationship with the JEA. Together, the JEA and OREMC have efficiently and economically provided electric service to the residents of Duval County for many years. While we have initiated an action before the Florida Public Service Commission, we continue to hope that we can resolve our differences in a mutually agreeable fashion. Please feel free to contact me at your convenience if you wish to discuss this matter further.

Sincerely,

A Fage Robert Page Manager

RP:dj