

FLORIDA PUBLIC SERVICE COMMISSION

Fletcher Building
 101 East Gaines Street
 Tallahassee, Florida 32399-0850

M E M O R A N D U M

SEPTEMBER 30, 1993

TO : DIRECTOR OF RECORDS AND REPORTING

FROM : DIVISION OF APPEALS (RULE) *WR*
 DIVISION OF ELECTRIC AND GAS (RUEHL)
 DIVISION OF RESEARCH AND REGULATORY REVIEW (HEWITT) *JBH PR*

RE : DOCKET NO. 930486-EU, PROPOSED AMENDMENT TO RULE 25-6.0345, F.A.C., SAFETY STANDARDS FOR TRANSMISSION AND DISTRIBUTION FACILITIES CONSTRUCTED AFTER 7/1/86.

AGENDA: OCTOBER 12, 1993 - REGULAR AGENDA
 RULE PROPOSAL - PARTIES MAY PARTICIPATE

PANEL: FULL COMMISSION

CRITICAL DATES: NONE

SPECIAL INSTRUCTIONS: I:\PSC\APP\WP\930486.RCM

CASE BACKGROUND

Chapter 366.04(6)(b) grants to the Commission "exclusive jurisdiction to prescribe and enforce safety standards" for electric transmission and distribution systems. The statute also requires the Commission to review and adopt new editions of the National Electrical Safety Code. Rule 25-6.0345 currently requires all public utilities, rural electric cooperatives and municipal electric systems to build their transmission and distribution facilities to the standards of the 1990 code.

The Commission proposed changes to the rule that would require utilities to use the 1993 version of the code. The proposed rule amendment also requires utilities to report all completed electric work orders in the format specified by the rule.

After the rule amendment was proposed, comments were filed by Gulf Power Company, the Florida Electric Cooperatives Association (FECA) and the Florida Municipal Electric Association (FMEA). FECA and FMEA requested a hearing if their requested changes were not made. Staff contacted both FECA and FMEA, and determined that the parties did not want a hearing. This recommendation discusses the parties' comments.

DOCUMENT NUMBER-DATE

10536 SEP 30 93

FILED RECORDS/REPORTING

DISCUSSION OF ISSUE

ISSUE 1: Should the Commission adopt the proposed amendments to Rule 25-6.0345, Florida Administrative Code, Safety Standards for Transmission and Distribution Facilities Constructed after 7/1/86?

RECOMMENDATION: No. The Commission should adopt the rule as revised pursuant to comments filed by Gulf, FECA and FMEA.

STAFF ANALYSIS: The comments received from Gulf, FECA and FMEA were helpful. Staff recommends that the rule be revised in response to the comments. In the attached copy of the proposed rule, the changes recommended by staff are highlighted.

Subsection (2): The proposed rule requires utilities to file a work order report within 15 working days after the end of each calendar quarter. This provision codifies the Commission's current non-rule reporting requirement and adds a filing deadline. FECA and FMEA believe that the period should be lengthened to 60 working days. Staff currently receives the reports within 30 working days after the end of the quarter, and recommends that the rule be revised to require reporting by the end of that time, particularly since staff also recommends that the amount of information required in the report be decreased. There should be no difficulty with compliance since utilities currently are able to provide the reports within that time.

Subsection (2)(c): The proposed rule requires parties to report the following work order information:

- (a) work order number/project/job;
- (b) brief title;
- (c) estimated cost in dollars, rounded to nearest hundred;
- (d) location;
- (e) Kv rating (if below 1 Kv, enter zero);
- (f) contiguous work order in one location (y/n).

Gulf commented that providing the Kv each work order would require substantial software and procedural changes. FMEA believed that the only essential information is the work order and a brief description of the job. FMEA agreed that the cost of the job would provide additional information regarding the size and nature of the work order, but argued that other reporting requirements were

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SEPTEMBER 30, 1993

unnecessary to provide staff with the information it needs to determine which jobs to inspect.

FECA commented that the rule should require only the work order number. The Association pointed out that Commission staff currently selects a random sample of work orders to inspect. However, reporting only work order numbers limits staff to random inspections and does not allow staff to select larger jobs for review. Staff does not recommend that the rule be limited to reports of work order numbers.

Items (d), (e), and (f) require information that would be helpful to staff, but is not absolutely necessary. Further, staff can obtain this information from utilities if it is necessary to inspect a particular job. Therefore, given the difficulty that some utilities would have in providing the information, staff recommends that these items be deleted. Item (c) allows staff to determine the magnitude of the project, so the cost rounded to the nearest thousand dollars, as suggested by FMEA, would be sufficient, and should be easier for utilities to provide.

Subsection (3)(c): The proposed rule allows utilities to provide their quarterly reports in DBase or compatible format, DOS ASCII text, or a hard copy. The rule specifies the format for each type of filing. FECA commented that it would be unnecessary and redundant to require cooperatives to report their information in a particular format. Particularly since staff has recommended that half of the required information be deleted from the rule, it is not necessary to require the parties to present the remaining information in any particular format. Therefore, the hard copy format should be suggested, but not required. Computer data format should be required.

Attachments:
Rule 25-6.0345, F.A.C.
Comments

DOCKET NO. 930486-EU
SEPTEMBER 30, 1993

25-6.0345 Safety Standards for Construction of New
Transmission and Distribution Facilities ~~Constructed After July 1,~~
~~1986.~~

~~(1) The Commission adopts and incorporates, by reference,~~
~~these standards prescribed in the 1984 edition of the National~~
~~Electrical Safety Code (ANSI C-2) as initial safety standards for~~
~~transmission and distribution facilities of all public electric~~
~~utilities, rural electric cooperatives, and municipal electric~~
~~systems. All utilities shall comply with the standards in these~~
~~provisions.~~

(1)-(3) In compliance with Chapter 366.04(6)(b) F.S., 1991,
the Commission adopts and incorporates by reference has reviewed
the 1993-1990 edition of the National Electrical Safety Code (ANSI
C-2), published August 3, 1992, and as of January 28, 1990, adopts
and incorporates by reference the provisions of that code as the
applicable safety standards for transmission and distribution
facilities subject to the Commission's safety jurisdiction. Each
public electric utility, rural electric cooperative, and municipal
electric system shall comply with the standards in these
provisions. Standards contained in the 1993 1990 edition shall be
applicable to new construction for which a work order number is
assigned design and approval are started on or after the effective
date of this rule January 28, 1990.

(2) Each public electric utility, rural electric cooperative and municipal electric utility shall report all completed electric work orders, whether completed by the utility or one of its contractors, at the end of each quarter of the year. The report shall be filed with the Director of the Commission's Division of Electric and Gas no later than the 30th 15th working day after the last day of the reporting quarter, and shall contain, at a minimum, the following information for each work order:

(a) work order number/project/job;

(b) brief title;

(c) estimated cost in dollars, rounded to nearest thousand hundred;

~~(d) location;~~

~~(e) Kv rating (if below 1 Kv, enter zero);~~

~~(f) contiguous work order in one location (y/n).~~

(3) The quarterly report shall be filed in standard DBase or compatible format, DOS ASCII text, or hard copy, as follows:

(a) DBase Format

	<u>Field Names</u>	<u>Field Type</u>	<u>digits</u>
1.	<u>Workorders</u>	<u>Character</u>	<u>20</u>
2.	<u>Brieftitle</u>	<u>Character</u>	<u>30</u>
3.	<u>Cost</u>	<u>Numeric</u>	<u>8</u>
4.	<u>Location</u>	<u>Character</u>	<u>50</u>

- | | | | |
|----|-------------------|------------------|----------|
| 5. | <u>Kv</u> | <u>Numeric</u> | <u>5</u> |
| 6. | <u>Contiguous</u> | <u>Character</u> | <u>1</u> |
- (b) DOS ASCII Text.

1. Columns shall be the same type and in the same order as listed under Field Names above.

2. A comma (,) shall be placed between data fields.

3. Character data fields shall be placed between quotation marks ("...").

4. Numeric data fields shall be right justified.

5. Blank spaces shall be used to fill the data fields to the indicated number of digits.

(c) Hard Copy.

The following format is preferred, but not required shall be used:

Completed Electrical Work Orders
For PSC Inspection

<u>Work Order Number</u>	<u>Brief Title</u>	<u>Estimated Cost</u>	<u>Location</u>	<u>Kv Rating</u>	<u>Contiguous (y/n)</u>

(4)(2) In its quarterly report, each utility shall identify

all ~~For~~ transmission and distribution facilities subject to the Commission's safety jurisdiction, and shall ~~each utility shall identify such facilities and authoritatively confirm or~~ certify to the Commission that they meet or exceed the applicable standards. Compliance inspections by the Commission shall be made on a random basis or as appropriate.

(5) ~~(4)~~ As soon as practicable, but by the end of the next business day after it learns of the occurrence, each public utility, rural electric cooperative, and municipal electric utility shall (without admitting liability) report to the Commission any accident occurring in connection with any part of its transmission or distribution facilities which:

(a) Involves death or injury requiring hospitalization of non-utility persons; or

(b) Is significant from a safety standpoint in the judgment of the utility even though it is not required by (a).

(6) ~~(5)~~ Each public utility, rural electric cooperative, and municipal electric utility shall (without admitting liability) report each ~~any~~ accident or malfunction, occurring in connection with any part of its transmission or distribution facilities, to the Commission within 30 days after it learns of the occurrence, provided the accident or malfunction:

(a) Involves damage to the property of others in an amount in

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excess of \$5000; or

(b) Causes significant damage in the judgment of the utility to the utility's facilities.

(7) ~~(6)~~ Unless requested by the Commission, reports are not required with respect to personal injury, death, or property damage resulting from vehicles ~~vehicular equipment~~ striking poles or other utility property.

Rulemaking Authority: 350.127(2), F.S.

Law Implemented: 366.04(6), F.S.

History: New 8/13/87, Amended 2/15/90, _____.

DOCKET NO. 930486-EU
SEPTEMBER 30, 1993

M E M O R A N D U M

July 7, 1993

TO: DIVISION OF APPEALS (RULE)

FROM: DIVISION OF RESEARCH AND REGULATORY REVIEW (HEWITT)

SUBJECT: ECONOMIC IMPACT STATEMENT FOR DOCKET NO. 930486; PROPOSED REVISIONS TO RULE 25-6.0345, FAC, SAFETY STANDARDS FOR TRANSMISSION AND DISTRIBUTION FACILITIES

SUMMARY OF THE RULE

The current Rule 25-6.0345, FAC, Safety Standards, defines the safety standards to be used for construction of transmission and distribution facilities and defines the effective date of the safety standards. It also defines the reporting requirements for accidents on transmission and distribution facilities. The purpose of the proposed amendments is to: (1) Adopt the 1993 Edition of the National Electrical Safety Code; (2) define the work order reporting system; (3) define the format for reporting the work orders; and (4) clarify language in the existing rule.

DIRECT COSTS TO THE AGENCY AND OTHER STATE OR LOCAL GOVERNMENT ENTITIES

There should be no significant additional costs or paperwork for the Commission or other state or local government entities since the safety standards are currently being complied with and reports are currently being submitted to the Commission. Some minor clerical work may be required to rearrange the information and submit it in the proposed format.

The Commission would benefit by having required reports filed

in a consistent format which would facilitate analysis.

COSTS AND BENEFITS TO THOSE PARTIES DIRECTLY AFFECTED BY THE RULE

All public utilities are currently required to comply with Commission safety standards. Most utilities comply with the latest edition of the National Electrical Safety Code. By adopting the latest edition by rule revision, any confusion should be eliminated concerning which edition to use in constructing new electric transmission or distribution facilities.

The Commission's Division of Electric and Gas currently has standard operating procedures for filing reports consistent with these rule requirements. However, the format would be codified in the rule and filing in a computer accessible format would be allowed.

There should be no significant additional costs since utilities are currently required to file reports. Some minor clerical work may be required to rearrange the required information and submit it in the proposed format. Reporting costs may be reduced by allowing more choices in filing the reports. Clarifying rule language should reduce possible misunderstanding of the rule.

REASONABLE ALTERNATIVE METHODS

The alternative of not adopting the latest edition of the National Electrical Safety Code would be to retain the outdated edition. This alternative is not reasonable since the safety standards of utility transmission and distribution construction should be the most current to protect the public. No other reasonable alternatives to adoption of these rule revisions were identified by technical staff.

IMPACT ON SMALL BUSINESSES

No direct impact on small businesses is foreseen as none of the affected utilities qualifies as a small business as defined in Section 288.703(1), Florida Statutes (1991).

IMPACT ON COMPETITION

All public electric utilities are required to adopt the latest rule revisions so no change is expected in the competitive structure of the industry.

IMPACT ON EMPLOYMENT

There should be no significant change in employment since changes in the safety code are incremental and most utilities comply with the latest edition of the safety code. Reporting requirements may increase clerical work slightly in the short term but should be handled by existing staff.

METHODOLOGY

Discussions were held with staff from the Division of Legal Services and the Division of Electric and Gas concerning current practices and expected impacts from the proposed rule revisions. Standard economic analysis was used to assess the expected costs and benefits from the proposed rule revisions.

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**Florida Electric
Cooperatives Association**

P.O. Box 590
Tallahassee, FL 32302
Telephone: (904) 877-6166

Blair

Steve Tribble, Director
Division of Records & Reporting
Florida Public Service Commission
101 E. Gaines Street
Tallahassee, FL 32399

RE: Docket No. 930486-EU

Dear Mr. Tribble:

Please find enclosed the original and 15 copies of Florida Electric Cooperatives Association's comments on proposed changes to Rule 25-6.0345, F.A.C. to be filed in the above referenced docket.

Thank you for your assistance.

Sincerely,

Michelle L. Hershel
Director of Regulatory Services

MLH/hd

Enclosures

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FPSC-RECORDS/REPORTING

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In Re: Amendment to Rule) Docket 930486-EU
25-6.0345, F.A.C., Safety)
Standards for Transmission and)
Distribution Facilities Constructed)
After 7/1/86)

COMMENTS BY THE FLORIDA ELECTRIC
COOPERATIVES ASSOCIATION

On behalf of the 16 electric distribution cooperatives and Seminole Electric Cooperative, Inc. and Alabama Electric Cooperative, Inc., the Florida Electric Cooperatives Association (FECA) offers the following comments on the proposed changes to Rule 25-6.0345, F.A.C. regarding Safety Standards for transmission and distribution facilities constructed after July 1, 1986:

FECA's comments address paragraphs (2) & (3) of the proposed rule. Specifically, we suggest the following changes to paragraph (2):

(2) Each public electric utility, rural electric cooperative and municipal electric utility shall report all completed electric work orders, whether completed by the utility or one of its contractors, at the end of each quarter of the year. The report shall be filed with the Director of the Commission's Division of Electric and Gas no later than the 15th 60th working day after the last day of the reporting quarter, and shall contain, at a minimum, the following information for each work order, the work order number.

- ~~(a) work order number/project/job;~~
- ~~(b) brief title;~~
- ~~(c) estimated cost in dollars, rounded to nearest hundred;~~
- ~~(d) location;~~
- ~~(e) Kv rating (if below 1 Kv, enter zero);~~
- ~~(f) contiguous work order in one location (y/n);~~

To avoid unnecessary time constraints, the filing date should be changed from 15 days to 60 days. Due to the time required to close out jobs, the paperwork cannot be completed, and the information made available to staff within 15 days. In addition,

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FPSC-RECORDS/REPORTING

the cooperatives have other reporting requirements to the Rural Electrification Administration (REA) which must be completed at the same time.

The list of information for each work order should be changed to include only, "the work order" number. Items (b) - (f) should be eliminated because they are either unnecessary, or unavailable. The current inspection system works as follows: A list of completed work order numbers is sent to the PSC each quarter. Staff selects a random sample of these work order numbers to inspect and forwards this list to the cooperative. Engineering personnel of the cooperative provides a copy of the requested work order and a map for driving directions to each job site. The PSC inspector takes this information and inspects each job.

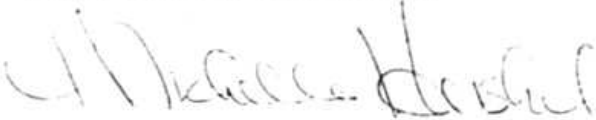
This system appears to work well and at the same time keeps reporting requirements to a minimum. The inclusion of items (b) - (f) simply increase reporting requirements which in turn increase the workload and costs to the cooperatives, but does nothing to enhance the enforcement of safety standards. Simply put, the safety inspection process is not broken so it does not need to be fixed. In addition, this information is not available in many cases or may be available but in different areas of the cooperative.

Paragraph (3) of the proposed rule requires utilities to report their information using a required format. Electric cooperatives file inspection reports with REA which may contain the information staff is requesting, if so, it would be unnecessary and redundant to require the cooperative to redo the report according

to staff's required format. These additional requirements will only increase costs to the cooperatives. The cooperatives would be willing to provide the Commission with readily available information for the PSC staff to put into their own format.

FECA requests that the above changes and comments be incorporated into the proposed rule, if this cannot be done, FECA requests a hearing be held at the designated time and date, 9:30 a.m. on September 20, 1993.

Respectfully Submitted,

A handwritten signature in cursive script, appearing to read "Michelle L. Hershel".

Michelle L. Hershel
Director of Regulatory Services

MOORE, WILLIAMS, BRYANT, PEEBLES & GAUTIER, P.A.

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WILLIAM B. WILLINGHAM

September 9, 1993

Mr. Steve Tribble, Director
Records and Reporting
Florida Public Service Commission
101 East Gaines Street
Tallahassee, Florida 32301

RE: Docket No. 930486-EU
Proposed Rule 25-6.0345, Safety

Dear Mr. Tribble:

Enclosed please find for filing an original and 15 copies of Florida Municipal Electric Association's Comments to Proposed Rule 25-6.0345 in reference to the above-mentioned docket.

Please acknowledge receipt and filing of the above by stamping the duplicate copy of this letter and returning the same to this writer.

Thank you for your assistance in this matter.

Sincerely,

Bill Willingham
William B. Willingham

ACK ✓
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Enclosure
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FPSC RECORDS OF RECORDS

DOCUMENT NUMBER-DATE
09776 SEP-93 016
FPSC-RECORDS/REPORTING

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

FILED
SEP 9 1986

In re: Amendment to Rule 25-
6.0345, F.A.C., Safety Standards
For Transmission And Distribution
Facilities Constructed After 7/1/86.

Docket No. 930486-EU

FLORIDA MUNICIPAL ELECTRIC ASSOCIATION'S
COMMENTS TO PROPOSED RULE 25-6.0345, SAFETY

These comments are filed on behalf of the Florida Municipal Electric Association (FMEA), an association representing thirty-two of Florida's municipally-owned electric systems. FMEA is not opposed to reporting work order information that Staff requires to prescribe and enforce safety standards for transmission and distribution facilities. However, FMEA believes that several of the reporting requirements that proposed Rule 25-6.0345(2) creates are unnecessary. In addition, FMEA believes that a utility should be allotted at least sixty days to prepare and file its quarterly report, as opposed to the fifteen days allotted in the proposed rule.

Information Required

Proposed Rule 25-6.0345(2) requires every electric utility to report work order information, apparently to provide Staff with sufficient information to determine which facilities they should inspect. FMEA is willing to assist Staff in this task, however, FMEA believes the Commission should require utilities to report only the information that is necessary to perform this task. The proposed rule will require utilities to report the work order number, a brief title, the estimated cost, location, Kv rating, and contiguous work orders. FMEA believes that only the work order number, a brief title, and possibly a cost estimate should be required.

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09776 SEP-9 017

FPC-RECORDS/REPORTING

Obviously certain information is required for Staff to determine which facilities or jobs should be inspected, however, FMEA requests that Staff only require the information that is necessary to determine which jobs to inspect. FMEA does not dispute that the work order and a brief description of the job are essential reporting requirements. However, with the possible exception of cost, all of the other reporting requirements appear to be unnecessary and pointless. Apparently, Staff needs to be aware of every work order that has been completed in the previous quarter, and approximately what work was involved in completing each work order. FMEA believes that this information can be obtained from the work order and the description reporting requirements. However, if the description is not adequate, it also may be necessary to include a reporting requirement such as cost, rounded to the nearest \$1,000, to provide additional information regarding the size and nature of the work order. FMEA is not opposed to reporting such information if it is essential to Staff's review.

With the exception of the work order number, a brief title, and possibly the cost (or some other measure), FMEA believes that any other reporting requirements are unnecessary for municipally-owned utilities, and will be unduly burdensome. Clearly, municipally-owned utilities should not be required to report location because the work order will be located within close proximity of the City and therefore the general location is known. If a precise location is required for a field inspection, Staff can obtain a print of the work order from the utility, which is the current policy. In addition, Staff can obtain other information at the time the print is requested. FMEA will not object to any reasonable data request from Staff once a job order has been selected for field

inspection, but we object to gathering and reporting information that most likely will not be used.

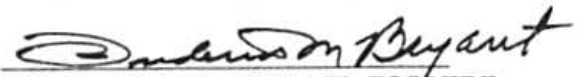
Report Deadline

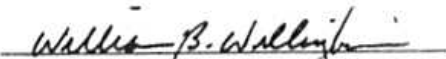
FMEA also objects to the fifteen day filing deadline that proposed Rule 25-6.0345(2) creates. FMEA believes that municipally-owned utilities should be permitted at least sixty days to gather and report work order information. Several utilities presently do not have automated work order tracking systems that can produce the required report. It will be costly for some utilities to implement such a tracking system, especially if the program's only function is to meet the fifteen day deadline. In addition, FMEA is not aware of any time constraints upon the Commission to inspect jobs within specified time periods, and we believe a fifteen day criteria is unnecessary.

WHEREFORE, FMEA respectfully requests a hearing to resolve its concerns with proposed Rule 25-6.0345(2). However, if the reporting deadline is extended to sixty days, and the word "hundred" in subsection (c) is replaced with the word "thousand," and subsections (d), (e) and (f) are deleted from proposed subsection 25-6.0345(2), FMEA will forego its right to request a hearing.

RESPECTFULLY SUBMITTED this 9th day of September, 1993.

FLORIDA MUNICIPAL ELECTRIC
ASSOCIATION


FREDERICK M. BRYANT, ESQUIRE


WILLIAM B. WILLINGHAM, ESQUIRE
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Jack L. Haskins
Manager of Rates and Regulatory Matters
and Assistant Secretary

the southern electric system

September 3, 1993

Mr. Steve Tribble, Director
Division of Records and Reporting
Florida Public Service Commission
101 East Gaines Street
Tallahassee FL 32399-0870

ORIGINAL
FILE COPY

Dear Mr. Tribble:

RE: Comments on Proposed Amendment to Rule 215-6.0345
Docket No. 930486-EU

The proposed amendment to Rule 25-6.0345, F.A.C., Safety Standards for Transmission and Distribution Facilities Constructed after July 1, 1986 will result in some expense and procedural changes for Gulf Power Company if fully implemented. Most of the information and the format changes for that information is now available for the quarterly report of completed work orders. Substantial software and procedural changes would be required to provide the Kv of the job. The proposed change does not indicate if the Kv information requested would be for the design or operating voltage. Gulf Power would prefer not to be required to provide this item of information until other major changes in the Company's work order system are necessary.

Sincerely,

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Jack L. Haskins
lw

cc: S. L. Nurnberger
L. J. Rouillier

eri: Dan

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DOCUMENT NUMBER-DATE

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