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1	PARTICIPATING:
2	LESLIE J. PAUGH, FPSC Division of Legal
3	Services.
4	JOE JENKINS, TOM BALLINGER, JUDY HARLOW and
5	DAVE WHEELER, FPSC Division of Electric & Gas.
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PROCEEDINGS

CHAIRMAN JOHNSON: Item 26 is a panel, Clark Garcia and Johnson.

commissioner CLARK: Madam Chairman, I apologize, but I still find this a difficult case to get through and I have trouble with the first recommendation, the first issue. We didn't grant their motion for reconsideration because we couldn't exactly figure out what it was.

MS. PAUGH: That's correct, Commissioner.

COMMISSIONER CLARK: But we do think there needs to be some change to the Order.

Ms. PAUGH: That's also correct.

COMMISSIONER CLARK: And that's what you've done in Attachment A.

MS. PAUGH: That's correct. That's legislative format of the Order that we issued to hopefully clearly show what we propose the changes should be.

COMMISSIONER CLARK: I'm not sure what we're accomplishing here.

MS. PAUGH: Well, perhaps a summary would aid you with that.

Florida Power and Light's Motion for Reconsideration did not clearly refer to a Commission error or inadvertence, and for that reason we felt we had to deny it because we could not specifically respond to it. It would be just speculation on our part. However, during the oral argument Florida Power and Light identified an issue we looked at much more closely and realized that there may be inconsistencies within the Order that we issued that needed to be corrected.

Those inconsistencies went directly to the possible perception that we were determining how broker matches would be made because of the language that related to our preference for incremental system production cost. Does that help?

COMMISSIONER CLARK: I'm with you so far.

MS. PAUGH: All right. So what the changes do, where some language was mandatory that these matches shall be made based on incremental system production cost, we changed the "shalls" to "shoulds." We also took out the ordering paragraph that mandated incremental system production cost. By using that, that was not our intent, but it could be perceived as the Commission setting the price of broker sales, and, clearly, that is not within our jurisdiction. That's FERC jurisdiction.

COMMISSIONER CLARK: And as I understand it

each utility then goes to FERC to determine what their 2 wholesale prices should be? MS. PAUGH: That's correct. 3 COMMISSIONER CLARK: Even on the broker 4 5 system. 6 MS. PAUGH: That's correct. 7 COMMISSIONER CLARK: And then they will have to make the case -- some of them included the transmission cost and some of them didn't, right? MS. PAUGH: I believe they all included the 10 transmission cost. 11 Pursuant to FERC Order 888 they had to go 12 back to FERC with their transmission tariffs and 13 revise them in accordance with the FERC order. 14 15 we have jurisdiction over is the retail treatment of the revenues. 16 17 COMMISSIONER CLARK: Got you. MS. HARLOW: Commissioner Clark, you're 18 correct. Some of the utilities had a separate charge 19 20 for transmission, whereas some of them earmarked dollars that were already within their original quote. 21 22 So in a sense their quote remains the same, both prior

COMMISSIONER CLARK: Okay. We take the

to and after FERC Order 888, and then other utilities

had an additional charge.

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position that FERC sets the transmission price and they also set the broker price. 2 3 MS. PAUGH: That's correct. COMMISSIONER CLARK: What we're concerned 4 5 with is how they account for those revenues. MS. PAUGH: That's correct. 6 7 COMMISSIONER CLARK: So my question is when they separate out the transmission, how are we going to account for the revenues that come from the transmission charge? Is that retail or is that 10 wholesale? 11 MS. PAUGH: Well, traditionally that has --12 all the revenues from broker sales have gone to the 13 retail jurisdiction because those were considered 14 nonseparated sales. They are short-term sales and the 15 16 revenues go through the fuel clause. 17 COMMISSIONER CLARK: Right. MS. PAUGH: But that sort of approaches on 18 Florida Power's Motion for Reconsideration and I don't 19 know that you want to go there just now. 20 COMMISSIONER CLARK: Okay. So with Power & 21 Light we're just acknowledging that we don't get to 22 23 set prices for wholesale.

COMMISSIONER CLARK: Okay. So the issue

MS. PAUGH: That's correct.

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is -- has to be decided with respect to the Issue 2.

I move Staff on Issue 1.

COMMISSIONER GARCIA: Second.

CHAIRMAN JOHNSON: Is there a second on

Issue 1? Show it approved without objection.

Now the tough one, Issue 2.

MS. PAUGH: Commissioners, with respect to

Issue 2, Florida Power Corporation filed a Motion for

Reconsideration that challenges that portion of our

Order that rejects their argument that transmission

revenues should be separated. In other words, our

Order said specifically transmission revenues will not

be separated in the retail and wholesale

jurisdictions.

There is a primary and alternative recommendation. The primary recommendation is that Florida Power Corporation has met the burden for establishing a basis for reconsideration in that there is -- primary staff's conclusion is that there was insufficient evidence to determine if there was inadvertence or not. In other words, the record is not fully developed on this point.

Alternative staff's recommendation is essentially that the question regarding the separation of transmission revenues has been asked and answered

and they are simply rearguing their case.

COMMISSIONER CLARK: Mr. Ballinger, are you the alternative?

MR. BALLINGER: Yes, ma'am.

not being -- I'm not real comfortable and I'm not sure
I understand what's the best way to approach this.
And I'm perfectly happy going to another hearing. I
realize that I'm batting a thousand here. I keep
suggesting we go to hearing. But maybe this would
take a morning or something. But I'm still not
comfortable as to -- how do we accomplish what FERC
wants to do but make sure the appropriate revenues get
allocated?

MR. BALLINGER: I think I've got the answer for you.

COMMISSIONER CLARK: Oh. All right.

MR. BALLINGER: Alternate staff is saying we understand Florida Power's argument. We understood it the first time. It makes a lot of logic and sense, and quite frankly, it makes sense to me on a going forward basis, possibly for other wholesale transactions. However, that did not outweigh our concern of keeping the gains on broker sales the same before and after FERC 888. When we saw the four

utilities come in with four different methods of implementing 888, FERC hasn't decided yet on any of these tariffs before them of broker sales, we decided the best overall policy was try to keep the gains -- in other words the profits, which the companies keep 20% of -- the same before and after so there wasn't a gaming of the system because of this administerial change. That's our overriding goal.

So why I think Florida Power makes a pretty valid argument that maybe there should be a separation, I don't think it overcomes the goal of keeping the gains the same just because of a reclassification of revenues that previously were going to the retail ratepayers.

may have no choice. And I realize this is a real case of revenues being shifted from the retail section to the wholesale section. But that's one of the results of Order 888, that you have to separately charge for transmission.

MR. BALLINGER: Exactly. And Florida Power is not separately charging. They are taking those same dollars and just calling them transmission now, where other utilities added a separate transmission charge and collected it separately. And that plays

if you can reclassify the existing production as part of it being transmission.

MR. WHEELER: On the primary side, if I could respond to that, I think the primary staff took the position that once you cross that Rubicon of saying some of these revenues are transmission, which clearly FERC has said you must earmark. At that point you have to separate them based upon how FERC requires them to credit those revenues when they set wholesale rates.

So true, they haven't called part of these revenues transmission in the past, but I think everyone agrees you need a transmission system in order to make these sales, so that some piece of these revenues, however you want to earmark them, are required to be called transmission revenues and, therefore, it makes sense to separate those revenues based on the wholesale retail proportion of supporting the transmission system through their rates.

FERC to come out for the order, will that decide it?

MR. BALLINGER: I don't think so because I think we still have jurisdiction over cost recovery.

MS. PAUGH: I agree with that response.

MR. BALLINGER: And I think that's why the

order as written now is suggestive that you keep the broker based on production cost. Because that's how we're going to do cost recovery, or we think cost recovery should be done.

CHAIRMAN JOHNSON: What do we expect to gain from the hearing? I mean, what additional -- I guess Tom is saying there is nothing else that he needs. But what are you looking for on the primary side? What can we expect to learn that will help us make a decision in this regard?

ws. PAUGH: For starters, we don't have any evidence regarding what effect a jurisdictional separation of transmission revenues would have on the other utilities. And we only have a little bit of evidence with respect to how it would affect Florida Power Corporation. We don't know anything in terms of this policy decision's effect on all of the other utilities.

CHAIRMAN JOHNSON: This would be a policy shift then?

MS. PAUGH: Quite possibly yes. There are other orders of the Commission that may come into play and be revised as a result of this. And that's -- an issue identification meeting would be able to nail that down, just the extent to which other orders may

that the broker sales are based on being able to compare apples to apples. That you're looking at the same costs for each utility. I don't understand why their methodology is different except that maybe to do it one way benefits one company and to do it another way doesn't benefit them. And it strikes me if FERC figures it out, they will make it uniform.

MR. BALLINGER: Well, they may or may not.

I don't know. We hope that they would see the wisdom.

I think that's why we suggested that the purpose of the broker system -- now, remember this is limited to broker sales only -- was to mimic an economic dispatch of the state. And, therefore, it should only be production cost involved. Now, you have other tranactions going on off broker all the time. That's a different story.

and why there's an incentive involved and all of these type of things is centered around economic dispatch of the state. And that's why it probably should be uniform, not have gaming of the system, and it should be based on production cost. FERC may totally ignore that. I don't know.

COMMISSIONER CLARK: If you took the transmission system and just made it a whole separate

charge, whether you do pancake rates or whatever, then you would have accomplished that, because then everyone would have bid into the pool at their production cost, and you'd have to figure out what your transmission costs are.

MR. BALLINGER: That's what Staff
recommended the first go around saying that we thought
the correct methodology was what Gulf had, which was
keep the production costs the same and then have a
transmission adder, and add it on. And that goes into
the broker and everybody matches up that way. We
thought that was the correct way. It would keep the
broker and the gains on the broker the same as they
were before 888. Puts everybody on the same field.

COMMISSIONER CLARK: And what happened?

MR. BALLINGER: We don't know. FERC hasn't ruled yet. All we can do is suggest to FERC this is how it should be done, but we don't have the authority to set the actual transaction price.

COMMISSIONER CLARK: Assuming they do that, will we then be able to say all right, here are your transmission costs then we think it's, say, \$100,000 and we think 25% of that is attributed to broker sales and we include that generation in the rate base, therefore, that amount of transmission has to be

could --

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COMMISSIONER CLARK: Mr. Bohrmann, sure if it's okay with the Chair.

MR. BOHRMANN: If I could make one comment.

The money being transferred from the retail to the wholesale side is only due to the result of the numbers that are specific to Florida Power. If the transmission separation factor was higher than a generation factor, money would be shifting in the opposite direction.

COMMISSIONER CLARK: But it's because it's 75/25 as opposed to 95/5?

MR. BOHRMANN: Yes. If the numbers were different, there would be shifting in the opposite direction.

MR. WHEELER: If I could say something. I think you have to understand that -- we are getting confused between, I think, base rate type revenues and adjustment clause revenues.

Prior to 888 all of these broker sales revenues were flowing through the clause through fuel. And in the fuel clause a separation is done de facto between retail and wholesale because you include retail and wholesale kilowatt hours in coming up with a levelized fuel adjustment factor.

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What's changed is that now you're saying these revenues are not all energy related generation revenues. Now we're saying some of these are transmission revenues which would never really address how you would credit those through an adjustment clause mechanism.

When you talk about flowing them through retail operating revenues above the line, that bypasses the whole clause question completely. Those revenues would go, in effect, to the company to reduce -- or would contribute to their earnings or contribute to the bottom line income of the company.

What Power Corp is saying in their petition is "We agree. We're going to continue to flow these monies through the clause. We're not going to treat them as additions to operating revenue," which is what some of the other companies have proposed. But they are saying, "We have to make a refinement. Now that we've decided some of these are transmission revenues, we can't treat them as energy-related generation revenues and separate them on that 95/25. Now we have to use a transmission separation factor," which in their particular case, happens to be 75/25.

COMMISSIONER CLARK: Yeah. But that means that only -- how much is it -- it means that 75 goes

to retail and 25 goes to wholesale, where before it would be 95 goes to retail --

MR. WHEELER: Yes. I agree that the retail ratepayers are a little bit worse off under Power Corp's proposal. I'm not disputing that.

what FERC has done, and there's not much that we can do about it. We raised that issue to them, I think, when we commented on 888 but now it's out and --

MR. WHEELER: Well, again, the perspective I come from is once you say some of these revenues are transmission, however you make that determination, it's appropriate to reflect the fact that your wholesale, your firm, all requirements wholesale customers are supporting 25% of the transmission system through their rates, therefore, they should receive the benefit of that crediting of 25% of revenues.

What Power Corp is saying, when we go to FERC, they are going to make us credit 25% to the wholesale rates. And if we can't recover that through our wholesale rates, we're going to be in the hole. We won't be recovering our total.

COMMISSIONER CLARK: If we say 95 goes to retail and they say it's only 75, they are short some

percentage of their revenues just because we can't agree on what the split is.

concerned --

MR. WHEELER: Right. Because FERC -they've said that FERC is going to make them credit 25
whether they are getting it or not.

COMMISSIONER CLARK: Is it if I'm confused I can go to hearing and --

CHAIRMAN JOHNSON: No. I think -COMMISSIONER CLARK: I mean, are you

yesterday and, in fact, I was -- speaking a lot with our attorney, too, and Tom, also, on the alternative position. But it was sufficiently confusing enough to think that perhaps we should open this back up, not knowing where we're going to end up. We may still end up with the suggestion or the alternative recommendation as our suggestion, but, you know, even when -- Ms. Paugh and I, we were talking about what's not in the record, I was convinced that in order to make an educated decision, even if we're going to do a policy shift, that we need to open this up and further explore it. That we didn't do that. It was not our fault, but we didn't have the opportunity to fully explore the issues and the policy ramifications behind

how we should treat these revenues and under what circumstances and even better understanding where FERC 2 may be coming from. 3 I'd like to be further educated before we 4 move forward on this. 5 6 COMMISSIONER CLARK: It may help us -- we may be able to make a further filing in there -- their 7 issues pending before FERC to say this is how we want 8 it to come out. MR. BALLINGER: My only personal opinion, I 10 think you were doing that by this order by saying that 11 12 we think the way to do the broker is production cost and add transmission on top. That's a Commission 13 statement in an order. I don't think you can get a 14 much stronger statement than that. 15 COMMISSIONER CLARK: Then if you do that, 16 though, doesn't it follow it should be a 75/25 split 17 18 and not a 95/5? MR. BALLINGER: No, ma'am. If they added a 19 separate transmission charge on top of the production, 20 maybe. 21 COMMISSIONER CLARK: I thought that's what 22 you just said. 23

MR. BALLINGER: No. What they have done is

taken the -- they've taken the initial production

cost -- I know we threw out some numbers, 20, 30 and a gain of 5, okay, in the hearing. A selling price of 20, a buying price of 30; it should match at 25. So you have a gain of \$5.

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What they've done is taken that gain of \$5, it used to be split 20% or \$1 would go blow the line to stockholders, \$4 would credit back to the ratepayers of the selling utility, okay? What Florida Power has proposed is taking that same \$5, pull out 75 cents, I guess, for transmission; send that to the wholesale side. That leaves four and a quarter left. Then that is split 80/20. So they reduce the gains not only to their stockholders below the line, but to the retail ratepayers as well just because of this ministerial change. That prior to FERC 888 it was all production. After FERC 888, part of it is transmission. That was never the intent of the broker. The broker was to look at production cost and matching it and that's what we're saying, let's keep that whole.

COMMISSIONER CLARK: I guess what maybe we have to realize is the broker system is no longer cost based, at least if FERC has its say-so.

MR. BALLINGER: I'll say this and I'll be quiet. That was one reason we rose the issue of the

20% incentive may be need to be removed. It's no longer a cost based system. It is getting changed as 2 | the industry moves forward. Quite frankly, the broker system now is a wastebasket, if you will, of what they can't sell on the market. They get to 20 minutes before the hour, if they have got some capacity, they throw a broker quote out there and hope they match. It's a last minute, what they can sell. And it may be the hearing needs to be what do we do with the broker system. I don't know. But I understand where you want to go with this to get some more information on the transmission aspect.

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COMMISSIONER GARCIA: Now you're scaring me. MR. BALLINGER: I see an opening, I --

COMMISSIONER CLARK: I think Tom is right. And I think -- I recall Tampa Electric coming in here with their -- although we ultimately decided that they had already cut a deal, that they said it would be separated jurisdictionally or -- that was part of the stipulation they reached. The issue will eventually be out there as to what is the appropriate way to make sure that you have a competitive market. And they took the position that they needed to sell this long term; that they weren't going to be able to sell it on the broker system.

MR. BALLINGER: Not that they weren't, but under the broker, they could only get so much gains and --

COMMISSIONER CLARK: Right.

MR. BALLINGER: -- that was the distinction there. The broker system was kind of confining.

Because it was set; this is how you price it. It didn't have the flexibility to be able to negotiate a price.

COMMISSIONER CLARK: That's it. That's what it was.

COMMISSIONER GARCIA: I think you have two votes to do it so let's do it. Let's set it for hearing.

COMMISSIONER CLARK: I move Staff on Issue 2.

I do have concerns about how that's set up.

Because I have concerns if we have witnesses on the stand, you know, they'll give their spiel, they'll be cross examined and there's no opportunity for witnesses for competing sides to sort of argue with each other and write things on the blackboard so we can follow what they are doing. I don't know how -- I guess I'm envisioning the hearing has to be more than how we usually do hearings. It almost has to be a

tutorial on what the impacts would be on doing it various ways.

CHAIRMAN JOHNSON: Leslie and I were talking about if we got to this point, what kind of a hearing we would have and we didn't come up with any answers.

commissioner CLARK: You know what it is, it may be that the hearing will be just fine but prior to that I probably need Staff to come in and run through those examples or it -- and maybe it can be the same examples that are used at the hearing for the various parties to take their positions. Maybe that's it.

MR. JENKINS: Commissioner Clark, one way to solve that question is to pit them against each other in the form of a rule, and that way you focus on the uniformity and they will fight among each other and then you can watch and see which is the best.

COMMISSIONER CLARK: It sounds like some sort of athletic contest.

I think we should just set it for hearing.

But I would like Staff, maybe if we could set aside an afternoon and we'll go through -- the way it's being done now and what the impacts are so I can be prepared for the hearing.

MR. BALLINGER: Would you want like an

explanation of the four different methods --2 COMMISSIONER CLARK: -- what it did before and 3 MR. BALLINGER: after? 4 5 COMMISSIONER CLARK: Right. MR. BALLINGER: And we're going to try to 6 7 focus on the transmission separation? COMMISSIONER CLARK: Right. Because that's 8 9 the issue, right? MR. BALLINGER: Okay. I'm just making notes 10 so I know what to prepare. 11 12 COMMISSIONER CLARK: I'm sorry. It seems to me if we conclude that it's not something that can be 13 resolved just by dealing with transmission, that we 14 have to relook at the broker system, then that can be 15 something we decide is another docket, frankly. 16 MR. BALLINGER: May I suggest then I don't 17 know, since -- this may -- let me go back again. 18 This is a motion for reconsideration of a 19 decision. I'm hearing talk now of expanding to 20 another docket. Looking at the broker in general, do 21 you want a delay on this item, on Issue 2, until we 22 have a chance to talk to you and decide what you want 23 to do with it? 24

COMMISSIONER CLARK: No. I'd like --

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1	COMMISSIONER GARCIA: Go for it.
2	COMMISSIONER CLARK: Let's just get this
3	resolved. And it may we'll see what happens after
4	that.
5	MR. BALLINGER: Fine.
6	COMMISSIONER CLARK: There's a motion. Is
7	there a second?
8	COMMISSIONER GARCIA: Second.
9	COMMISSIONER CLARK: Motion and a second.
10	Any further discussion? Seeing none, show it approved
11	unanimously.
12	MS. PAUGH: That's to approve primary, is
13	that correct?
14	CHAIRMAN JOHNSON: Yes. Approve primary.
15	That concludes the agenda conference.
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STATE OF FLORIDA) CERTIFICATE OF REPORTER 2 COUNTY OF LEON 3 I, JOY KELLY, CSR, RPR, Chief, Bureau of Reporting, Official Commission Reporter, 4 DO HEREBY CERTIFY that the agenda item in 5 Docket No. 980001-EU was heard by the Florida Public Service Commission at the time and place herein stated; it is further 7 CERTIFIED that I stenographically reported the said proceedings; that the same has been transcribed under my direct supervision; and that this transcript, consisting of 27 pages, constitutes a true transcription of my notes of said proceedings. DATED this 22nd day of July, 1998. 10 11 12 13 14 15 CSR RPR Chief, Bureau of Reporting 16 (904) 413-6732 17 18 19 20 21 22

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