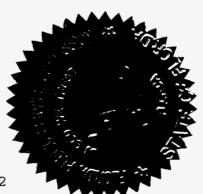
BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In the Matter of :
Joint petition for :
determination of need for :
an electrical power plant :
in Volusia County by the :
Utilities Commission, City of :
New Smyrna Beach, Florida, and:
Duke Energy New Smyrna Beach :
Power Company, Ltd., L.L.P. :

DOCKET NO. 981042-EM



VOLUME 12

Pages 1544 through 1594

HEARING

PROCEEDINGS:

BEFORE: CHAIRMAN JULIA A. JOHNSON

COMMISSIONER J. TERRY DEASON COMMISSIONER SUSAN F. CLARK

COMMISSIONER JOE GARCIA

COMMISSIONER E. LEON JACOBS

DATE: Friday, December 11, 1998

TIME: Concluded at 6:10 p.m.

LOCATION: Betty Easley Conference Center

Room 148

4075 Esplanade Way Tallahassee, Florida

REPORTED BY: JANE FAUROT, RPR

NOTARY PUBLIC IN AND FOR

THE STATE OF FLORIDA AT LARGE

APPEARANCES: (As heretofore noted.)

DOCUMENT NUMBER-DATE

14704 DEC 30 8

FPSC-RECORDS/REPORTING

I N D E X

WITNESSES

NAME	PAGE
WILLIAM D. STEINMEIER	
Continued Direct Testimony	1546
Cross Examination by Mr. Wright	1548
Cross Examination by Mr. Moyle	1579
Redirect Examination by Mr. Butler	1590

EXHIBITS - VOLUME 12

NUMBER					PAGE
37	Deposition	of	Mr.	Steinmeier	1590

1	PROCEEDINGS
2	(Transcript follows in sequence from Volume 12.)
3	WILLIAM D. STEINMEOER
4	continues his testimony under oath from Volume 12:
5	CONTINUED DIRECT TESTIMONY
6	A Second, it is my opinion that granting this join
7	petition would be harmful to many Florida utility customers
8	and to existing utilities. It could result in unnecessary
9	duplication of facilities. It could displace off-system
10	sales and wholesale sales which currently flow back to the
11	benefit of utility customers. And it could complicate the
12	utility's planning process as to generation and transmission
13	expansion.
14	Third, siting merchant plants without a showing
15	of utility-specific need would also unfairly discriminate
16	against utilities and increase the risk associated with
17	future utility generation investments.
18	Finally, I would observe that this is a need
19	determination docket on an expedited time schedule. It is
20	not a generic investigation into electric industry
21	restructuring. In my opinion it would be a serious mistake
22	to make a major change in power plant siting policy in the
23	State of Florida in a siting docket based on concerns and
24	issues related to the appropriate market structure of the
25	electric industry in Florida which cannot be fully developed

- 1 and considered in this docket.
- 2 For all of these reasons I would encourage the
- 3 Commission to reject this petition in this case. Only by
- 4 doing so I think can the Commission preserve its proper role
- 5 in regulating the siting of new power plants in Florida.
- 6 That concludes my summary.
- 7 MR. BUTLER: Thank you. I would tender Mr.
- 8 Steinmeier for cross examination.
- 9 COMMISSIONER GARCIA: Mr. Steinmeier, let me ask
- 10 you while they look for the questions they are going to ask
- 11 you, tell me about discriminating against incumbent
- 12 utilities. How does granting this petition discriminate
- 13 against incumbent utilities?
- 14 THE WITNESS: Very simply, Commissioner, insofar
- 15 as the standards for getting a need determination by a
- 16 utility would be different from those required of a merchant
- 17 power plant. What is proposed in this case is that a
- 18 merchant plant simply be able to come forward and say we are
- 19 a merchant plant, therefore we don't need to make a
- 20 utility-specific showing of reliability need, of need for
- 21 reliable electricity at a reasonable cost, of most
- 22 cost-effective alternative, of conservation efforts. While
- 23 a utility coming to you with a need determination petition
- 24 would still need to meet all of those standards that are
- 25 included in the siting act.

- 1 COMMISSIONER GARCIA: So would you suggest that
- 2 if we were to grant this that then we look at our rules
- 3 again and sort of remove the bid rule and things of that
- 4 nature so that our incumbent utilities would be able to
- 5 compete better?
- 6 THE WITNESS: In my opinion you would need to
- 7 take a look at that whole issue, yes. I'm not ready to make
- 8 a specific recommendation as to the bid rule, but it seems
- 9 to me that you would want to carefully evaluate whether
- 10 everybody should be on the same footing or whether there is
- 11 an inherent discrimination in allowing siting of power
- 12 plants in one circumstance without the same level of showing
- 13 that it is in another.
- 14 COMMISSIONER GARCIA: Thank you.
- 15 CHAIRMAN JOHNSON: Mr. Wright.
- 16 MR. WRIGHT: Thank you, Madam Chairman.
- 17 CROSS EXAMINATION
- 18 BY MR. WRIGHT:
- 19 Q Mr. Steinmeier, I understood you to say in your
- 20 summary that it is your understanding or belief that as a
- 21 matter of policy a determination of need may only be given
- 22 for a power plant where that power plant is required for
- 23 reliability purposes. Was that your testimony?
- 24 A Yes, sir.
- 25 Q Are you familiar with the criteria in Section

- 1 403.519 that the Commission is to take into account in
- 2 evaluating need determination applications?
- 3 A Yes, I am.
- 4 Q And what are those criteria, please?
- A Those criteria are that the Commission consider
- 6 the need for system reliability and integrity, the need for
- 7 reliable electricity at a reasonable cost, consider whether
- 8 the proposed plant is the most cost-effective alternative to
- 9 meet that need, and also that the Commission consider
- 10 conservation efforts that have been taken or could be taken
- 11 that might mitigate the need for the proposed plant. The
- 12 Commission, of course, might also consider other factors
- 13 within its jurisdiction.
- 14 Q Now, we discussed this at your deposition. Will
- 15 you still agree with me that none of those factors is
- 16 superior to any other?
- 17 A I reread that deposition and I expected you to
- 18 ask this question. I would have been disappointed if you
- 19 hadn't. On two out of three occasions to the best of my
- 20 recollection when it came up I focused on reliability. I
- 21 believe that the first and most fundamental point of the
- 22 criteria are to establish that there is a reliability need
- 23 for the electricity. All of the criteria have to be
- 24 considered, certainly.
- COMMISSIONER GARCIA: Sir, let me ask you, what

- 1 do you mean by reliability need? Is it reliability -- is it
- 2 the reliability that the utility, the incumbent utility will
- 3 be able to meet its needs, the future needs of its
- 4 customers, is that what you mean?
- 5 THE WITNESS: Essentially, Commissioner, yes.
- 6 COMMISSIONER GARCIA: And you don't think that
- 7 the need of New Smyrna qualifies as a need that is being
- 8 met?
- 9 THE WITNESS: As to the City of New Smyrna Beach?
- 10 COMMISSIONER GARCIA: Yes.
- 11 THE WITNESS: The need for 30 megawatts in my
- 12 mind falls substantially short of demonstrating a need for
- 13 building a 514 megawatt plant. But what is sought to be
- 14 sited here is a 514 megawatt plant, and there is a
- 15 utility-specific showing of need for reliability purposes
- only as to 30 megawatts. In my view that is inadequate to
- 17 site that large of a plant.
- 18 COMMISSIONER GARCIA: Okay.
- 19 BY MR. WRIGHT:
- 20 O Are you aware of need determination -- well, let
- 21 me ask you, how many need determination cases did you --
- 22 Florida Public Service Commission need determination cases
- 23 did you review in preparing for your testimony, Mr.
- 24 Steinmeier?
- 25 A Probably 10 or 12.

- 1 Q Can you name some of them?
- 2 A Back to the 1989 planning hearings, some of the
- 3 subsequent planning hearing orders, Ark (phonetic) and
- 4 Nassau, Cypress. I could check another document, if you
- 5 would like more precision.
- 6 Q Did you happen to review any of the need
- 7 determination orders with respect to the Stanton units at
- 8 the Orlando Utilities Commission?
- 9 A I don't believe so.
- 10 Q Did you review a need determination order with
- 11 respect to the determination of need for Florida Power
- 12 Corporation's Crystal River 5 coal-fired power plant?
- 13 A No.
- 14 Q Did you review a need determination order with
- 15 respect to Tampa Electric Company's Big Bend 4 coal-fired
- 16 power plant?
- 17 A No.
- 18 Q Did you review a need determination order with
- 19 respect to the St. Johns River Power Park coal-fired units
- 20 of the Jacksonville Electric Authority and your client here,
- 21 Florida Power & Light Company?
- 22 A I believe I have read that one.
- Q Okay. Did you review a need determination order
- 24 with respect to the Palatka units of the Seminole Electric
- 25 Cooperative Incorporated?

- 1 A No, I don't believe.
- 2 Q Did you review a recent order relating to the
- 3 City of Tallahassee's need determination proceeding for its
- 4 Purdham 8 unit?
- 5 A Yes, I did.
- 6 Q How much need did the City of Tallahassee have in
- 7 that case?
- 8 A I don't recall.
- 9 Q Subject to check, would you accept that it
- 10 demonstrated a need for 88 megawatts?
- 11 A Okay.
- 12 Q Have big is the power plant, the Purdham 8 power
- 13 plant that this Commission determined a need for?
- 14 A Well, something like 250 is coming to mind.
- 15 Q Did you review the determination of need
- 16 proceeding order before the Cane Island 3 unit that was
- 17 recently decided by the Commission?
- 18 A Yes, I did.
- 19 Q Okay. Are you aware that in several of the need
- 20 determinations that I just mentioned the Commission
- 21 specifically found that the power plant capacity was not
- 22 needed for reliability purposes during the foreseeable few
- 23 years and that it nonetheless approved them on the basis
- 24 that it would provide economic benefits and fuel
- 25 displacement benefits, specifically oil backout?

- A Well, in my experience it's not at all unusual
- 2 for utilities to build new power plants and then grow into
- 3 the new capacity that is represented by those new units. I
- 4 have certainly had that experience in Missouri. A 30
- 5 megawatt load growing into 514 megawatts of capacity is a
- 6 substantial stretch based on those precedents, however, it
- 7 would seem to me.
- 8 Q Well, I don't believe that you answered my
- 9 question, which was are you aware that in several of those
- 10 orders the Public Service Commission specifically found that
- 11 the plant was not needed in the time sought and in the
- 12 amount sought for reliability purposes, but approved them
- anyway on the basis of economic and oil backout benefits
- 14 that they would provide?
- 15 A Oil backout, you're talking about St. Johns?
- 16 Q That's one of them.
- 17 A Yes, I am aware of that. I think that, again,
- 18 the more recent case is a much closer match in terms of
- 19 capacity and growing into new capacity. The oil backout
- 20 cases, at least there it was clearly identifiable what
- 21 utility would be backing out what capacity and replacing it
- 22 with what.
- Q Are you sure about that?
- 24 A Well, I felt sure until you just asked me that.
- 25 Q I think -- well, let me ask you, do you know

- 1 whether at least one of the orders in the cases I mentioned
- 2 talked about broker sales, enhanced broker sales or
- 3 increased broker sales?
- 4 A I am specifically referring to the St. Johns
- 5 case, which is the one with which I'm personally familiar.
- 6 Q Okay. In your summary, you gave what I would
- 7 call a criticism of the proposed New Smyrna Beach power
- 8 project on the basis that there is no assurance that the
- 9 power would be sold in Florida. Is that an accurate
- 10 characterization of what you said?
- 11 A Yes.
- 12 Q You have been here all four days of this
- 13 wonderful hearing, have you not?
- 14 A Yes, sir.
- 15 Q You were here earlier today, were you not?
- 16 A Yes.
- 17 O Do you agree with Mr. Rib's assessment that if
- 18 this power plant, the New Smyrna Beach power project is
- 19 built, it will run and some of the power will be sold in
- 20 Florida?
- 21 A I imagine that's true.
- 22 COMMISSIONER GARCIA: Commissioner, it would be
- 23 difficult to envision, I think, a power plant like this
- 24 being built selling all of its power to other states,
- 25 wouldn't you agree?

- 1 THE WITNESS: I think that is a less likely
- 2 scenario, yes.
- 3 COMMISSIONER GARCIA: Okay. Thank you.
- 4 THE WITNESS: But I would expect it to sell some
- of its power out-of-state. The problem we have is that
- 6 there is no way, absent a contract with anyone for 94
- 7 percent of the output, there is simply no way to ascertain
- 8 where the power is going or at what price.
- 9 COMMISSIONER GARCIA: Well, I think we have
- 10 established in the record that there is a need for 30
- 11 megawatts. The question is is there any other need, at
- 12 least as you see it, is there any other need, and that need
- 13 can only be furnished through contracts or through needs of
- 14 utilities, right?
- THE WITNESS: It just seems to me, Commissioner,
- 16 as a practical matter that that is the only way you can know
- 17 that when you site a power plant it is, in fact, going to be
- 18 meeting a specific need in Florida for the power.
- 19 COMMISSIONER GARCIA: But if we didn't require
- 20 your client to buy this power, we didn't require them to
- 21 contract with this company, and we didn't include it, as FPC
- 22 has said, within its -- within its planning process, how
- 23 would I -- why would this plant worry you at all?
- 24 THE WITNESS: Several reasons. It would worry
- 25 existing utilities, including FPL, because of the potential

- 1 displacement of off-system sales and of wholesale sales that
- 2 those utilities now make. The gains from those sales flow
- 3 back to the benefit of the customers either entirely or in
- 4 large measure, 80 percent on broker sales to the benefit of
- 5 utility customers through the clauses. It increases the
- 6 complication, at least adds a new variable to the planning
- 7 process for generation and transmission planning.
- 8 COMMISSIONER GARCIA: Tell me how that would
- 9 happen?
- THE WITNESS: That happens, it seems to me, by
- 11 virtue of the fact that the utility has an obligation to
- 12 serve. It has to continue to plan its generation in order
- 13 to assure that it can provide reliable service within the
- 14 appropriate standards and with the reserve margins that are
- 15 determined prudent. It also wants to have a reasonable fuel
- 16 mix. At least I think most utilities do, and I know when I
- 17 was on the Commission we didn't want our companies to have
- 18 all of their eggs in one fuel basket.
- 19 COMMISSIONER GARCIA: Although I would assume
- 20 that in your state they relied a lot on coal, I would
- 21 assume?
- THE WITNESS: Quite substantially, as in 71, 72
- 23 percent coal generation, about 25 percent nuclear, about 2
- 24 percent gas and oil. So if you want to encourage -- and
- 25 that will be changing over the next several years with the

- 1 addition of some natural gas, more natural gas generation.
- 2 So as a utility plans its own capacity additions in order to
- 3 assure that it can meet its obligation to serve, it realizes
- 4 that there are certain trade-offs. If you want fuel
- 5 diversity at all, if that is at least one goal of the
- 6 process, there are some generating facilities with higher
- 7 capacity costs but lower fuel costs, some with lower
- 8 capacity costs that may have higher fuel costs, and they
- 9 have to try to assess which option to choose next.
- 10 Well, how exactly are you to know when a merchant
- 11 plant may become available to you by contract? How are you
- 12 to know what price capacity from that plant may become
- 13 available to you at some point in the future? If a utility
- 14 assumes that it must ignore the merchant plant for its own
- 15 reliability purposes and simply build its next plant as it
- 16 would have, it faces the risk that it builds that plant and
- 17 then there turns out to be quite a bit of capacity from the
- 18 merchant plant available that is economic, and for purely
- 19 economic reasons the utility buys more of that power and
- 20 underutilizes the plant it just bought. Those are the ways,
- 21 it seems to me, that it complicates the planning process.
- 22 And then the potential for duplicative facilities
- 23 if you are siting power plants without a utility-specific
- 24 demonstration that the plant is needed, don't you risk
- 25 having generating capacity that simply not all of which is

- 1 needed in order to meet reliability needs in Florida. Those
- 2 are the reasons I think that utilities are concerned.
- 3 COMMISSIONER GARCIA: Thank you.
- 4 CHAIRMAN JOHNSON: Mr. Wright.
- 5 MR. WRIGHT: Thank you, Madam Chairman.
- 6 BY MR. WRIGHT:
- 7 Q Mr. Steinmeier, at a couple of points in your
- 8 remarks so far you have mentioned wholesale power sales.
- 9 You would agree that benefits flow to the purchasing
- 10 utilities in wholesale power transactions, would you not?
- 11 A That benefits of wholesale sales flow to the
- 12 purchasing utilities?
- 13 Q Yes, and their ratepayers in such transactions,
- 14 do they not?
- 15 A In general?
- 16 Q Yes.
- 17 A Sure. A wholesale purchaser, I assume, strikes a
- 18 deal it likes and buys the power and feels duly blessed.
- 19 Q And you would agree as a general proposition,
- 20 would you not, that the lower the price at which the
- 21 purchasing utility buys the power for its ratepayers'
- 22 benefit, the greater those benefits will be?
- 23 A True.
- Q You just talked some about planning, have you
- 25 ever done work as an electric system planner?

- 1 A No, I have not.
- 2 Q Have you ever conducted a generation expansion
- 3 plan?
- 4 A No.
- 5 Q An integrated resource plan?
- 6 A I was Chairman of the Commission as the Missouri
- 7 Commission developed its integrated resource planning rules,
- 8 and have also read reams and reams of testimony on the
- 9 process of planning a number of power plants on which we
- 10 ruled as to the prudence of the planning process and the
- 11 need for the plant, as well as the construction cost of the
- 12 plant.
- 13 Q Are you familiar with probabilistic analyses
- 14 conducted as part of system planning?
- 15 A Not well enough to define it off the top of my
- 16 head, no.
- 17 O Are you aware that utilities sometimes rely on a
- 18 probabilistic basis on available but uncontracted for
- 19 capacity and energy in their planning processes?
- 20 A I really don't know.
- 21 Q You're not an economist are you, Mr. Steinmeier?
- 22 A No, I'm not.
- 23 Q Do you have any experience in electric
- 24 transmission engineering?
- 25 A No, I don't.

- 1 Q And you're not any kind of an engineer, are you?
- 2 A I'm not any kind of an engineer, no, sir.
- 3 Q Do you know how many electric utilities in
- 4 Florida or in peninsular Florida, if you had that
- 5 information, own no generation facilities at all?
- 6 A I don't know that number, no.
- 7 Q In preparing your testimony, did you conduct any
- 8 studies of merchant plant activity in other states?
- 9 A I conducted no study, as such, no. Of course,
- 10 merchant plant activity is a relatively new phenomenon.
- 11 Q Did you reply on any or consult any studies on
- 12 the effects of merchant plants on wholesale power costs
- where merchant plants exist?
- 14 A No.
- 15 Q Did you make any study of the effects of merchant
- 16 plant construction in other states on utilities and their
- 17 activities?
- 18 A No, I did not. As I suggested a moment ago, the
- 19 phenomenon is sufficiently new that I really don't think
- 20 there is a great deal of information out there as yet as to
- 21 the actual impact of merchant plants, certainly not over any
- 22 long-term.
- 23 Q Have you ever heard of a law firm known as
- 24 McGuire, Woods, Battle, and Boothe (phonetic)?
- 25 A It rings a bell.

```
1 Q Are you aware whether they maintain on the
```

- 2 internet an electronic document, I guess you would call it,
- 3 that they call the merchant power scoreboard?
- 4 A No.
- 5 O You will agree that merchant plants are allowed
- 6 in some number of states in the United States, will you not?
- 7 A Sure.
- 8 Q Would you also agree that in at least some of
- 9 those states those plants were allowed without any change in
- 10 law before they began being permitted and built?
- 11 A Both situations have occurred, yes. I know that
- 12 in Virginia and Wisconsin within the last year there has
- 13 been new legislation passed because both of those
- 14 commissions have determined that under their existing siting
- 15 laws they could not site merchant plants. Both the Virginia
- 16 and Wisconsin legislatures amended their siting laws, I
- 17 think both earlier this year, within the last year or so.
- 18 Q It was the -- the Wisconsin Public Service
- 19 Commission actually advocated changing the law to facilitate
- 20 the construction and operation of merchant power plants, did
- 21 they not?
- 22 A Yes. I think there was a real confluence of two
- 23 focuses in Wisconsin. The Commission there had set out a
- 24 32-step plan toward retail competition a couple of years
- 25 ago. Probably exactly three years ago. Summer before last

- 1 they had some serious capacity shortages. The original 32
- 2 point plan called for evaluation of merchant plants and the
- 3 possible promotion of merchant plants in Wisconsin. The
- 4 capacity shortages of '97, I think, rather focused the
- 5 political attention on the issue and a bill was passed
- 6 earlier this year.
- 7 Q I just want to make sure, I think that you
- 8 answered my question, but you launched into your explanation
- 9 so quickly that I'm not sure I heard it. Was the answer to
- 10 my question, yes, that the Wisconsin Public Service
- 11 Commission advocated and supported changing the law to
- 12 facilitate the construction of merchant plants there?
- 13 A I apologize for the launch. My literal answer to
- 14 your exact question is I don't know.
- 15 Q Oh, really. You don't know?
- 16 A As to whether the Commission sought the
- 17 legislation?
- 18 Q Yes.
- 19 A I do not know.
- 20 Q Are you aware whether utilities in Wisconsin
- 21 advocated merchant plants and supported the development of
- 22 merchant plants?
- 23 A I suspect that there was some division among
- 24 them, there usually is, but I'm sure that some Wisconsin
- 25 companies supported it at least.

- 1 Q I'm sorry, I missed the last few words of your
- 2 answer, Mr. Steinmeier.
- 3 A I'm sure some Wisconsin utilities at least did.
- 4 Q Okay. Will you agree that there can be wholesale
- 5 competition without there being full retail restructuring?
- 6 A Yes.
- 7 Q In preparing for your testimony, did you review
- 8 Florida Power & Light Company's or FPL Group's annual report
- 9 or 10K form?
- 10 A No, I did not.
- 11 Q You didn't think it was important to review their
- 12 annual report and what they might have to say about
- 13 competition to form your policy considerations in this
- 14 proceeding?
- 15 A No, I did not.
- Q Are you aware of activities of FPL's affiliates
- 17 with respect to merchant plant development and operation in
- 18 other states?
- 19 A Only very vaguely.
- Q When you say very vaguely, what are you aware of?
- 21 A An occasional reference in the trade press.
- 22 Q Have you seen any articles in the trade press
- 23 that indicate that FFL has merchant plants in approximately
- 24 11 states and two foreign countries?
- MR. BUTLER: I would object to the question in

- 1 that it assumes evidence not in the record.
- 2 COMMISSIONER GARCIA: I'm sorry, I can't hear
- 3 what Mr. Butler is saying.
- 4 MR. BUTLER: I'm sorry, I had my microphone off.
- 5 I object to the question as assuming evidence not in the
- 6 record.
- 7 MR. WRIGHT: I asked him whether he was aware of
- 8 that, I didn't say that was or was not a fact.
- 9 BY MR. WRIGHT:
- 10 Q The question is are you aware of that, Mr.
- 11 Steinmeier?
- 12 A No, I'm not.
- 13 Q So you didn't -- you didn't inquire of your
- 14 client about their position on merchant plants in other
- 15 states?
- 16 A No.
- 17 Q And you didn't review any of their documents or
- 18 activities related to merchant plant activities in other
- 19 states?
- 20 A No, I did not.
- 21 Q You didn't think that was relevant to inform your
- 22 policy considerations for the testimony you were going to
- 23 give to this Commission?
- A No, I really didn't. I mean, companies like FP&L
- 25 and Duke are actively engaged -- that doesn't light up

- 1 right, but I think it's on. I was saying that companies
- 2 like FPL and Duke are obviously -- through their holding
- 3 companies are actively engaged in looking for business
- 4 opportunities around the country.
- 5 Q I understand your assumption. My question was
- 6 did you think it was relevant to inquire of FPL and its
- 7 affiliates activities regarding merchant plant development
- 8 in other states. And I think your answer was no, and if
- 9 that is the case, just confirm that and I will go on to the
- 10 next question.
- 11 A That was my answer.
- 12 Q Okay. I want to ask you a couple of questions
- 13 regarding the allocation of risk where power plants are
- 14 constructed. We had a short conversation on this subject in
- 15 your deposition. I want you to assume two parallel
- 16 scenarios; one in which a merchant plant is built and sells
- 17 under contract to a utility for, let's say, three years; and
- 18 another scenario in which a utility builds the identical
- 19 plant and puts it in rate base for the life of the plant.
- 20 Are you with me on my hypothetical?
- 21 A I believe so.
- 22 Q Okay. Who bears the risk of a devaluation in the
- 23 asset value for the merchant plant after the contract
- 24 expires?
- 25 A A devaluation of the merchant power plant, the

- 1 shareholders of the merchant plant.
- Q Okay. And who bears the risk of a devaluation of
- 3 the power plant asset in the utility build scenario?
- A Assuming that the plant has been reviewed by the
- 5 Commission, has been placed in rate base, or that portion of
- 6 it which has been determined as prudent has been included in
- 7 rate base, the customers of the utility company would
- 8 continue to receive power from that plant and would continue
- 9 to pay rates that included the cost of that plant in their
- 10 rates. By the same token, if at the end of the three-year
- 11 contract the cost of replacement power was substantially
- 12 higher than the original contract, of course, the utility
- 13 would have to increase its rates to customers presumably if
- 14 it's only or best option was to sign a new contract for
- 15 higher cost power.
- 16 Q Based on your experience and knowledge of the
- 17 power generation industry in the United States, generation
- 18 costs have been going down for the last six-plus years, have
- 19 they not?
- 20 A Well, I have gotten to watch up close and
- 21 personal as they have gone way up and as they have come down
- 22 over the last 20 years. And, yes. And I apologize. The
- 23 answer to your question is yes, capacity costs have
- 24 generally been coming down because of the commercialization
- 25 and refinement of combined cycle generating technology in

- 1 recent years. Among the factors that none of us knows for
- 2 sure longer term are whether those capacity costs will
- 3 continue to come down, what fuel prices will be very many
- 4 years out, and so forth. There are always factors that over
- 5 a period of several years can change the way that curve
- 6 moves.
- 7 Q Are you aware that combined cycle technology is
- 8 projected to improve in efficiency and also improve in the
- 9 form of lower costs over the next several years?
- MR. BUTLER: Excuse me. I'm going to object
- 11 again to assuming facts not in evidence. And just saying at
- 12 the beginning of it, "are you aware that," doesn't make the
- 13 problem about assuming the facts not in evidence go away.
- 14 MR. WRIGHT: I think it's a fair question, but I
- 15 will be happy to show the witness Florida Power & Light
- 16 Company's ten-year site plan in which they show lower costs
- 17 and better heat rates for their proposed Martin 5 and 6
- 18 units.
- 19 MR. BUTLER: Don't bother, go ahead and ask the
- 20 question.
- 21 MR. WRIGHT: Thank you.
- 22 BY MR. WRIGHT:
- 23 Q The pending question is, I believe, Mr.
- 24 Steinmeier, isn't it your understanding, or are you aware
- 25 that the capital costs of new combined cycle capacity are

- 1 projected to decline and that the heat rates of such
- 2 capacity are projected to improve over at least the next
- 3 seven or eight years?
- 4 A I don't know. And I have heard some concerns
- 5 expressed in some quarters that because of the rapid
- 6 increase in demand for combined cycle units there is some
- 7 upward pressure on capacity costs.
- 8 Q Are you familiar with what are sometimes being
- 9 referred to as either Series H or Series AT combined cycle
- 10 units?
- 11 A No, sir, not by name.
- 12 Q Do you know about Florida Power & Light Company's
- 13 plans to construct new combined cycle facilities at its
- 14 Martin Station, specifically Martin Units 5 and 6?
- 15 A Only most generally, yes. I can't tell you what
- 16 type of unit.
- 17 Q Okay. Do you know whether the cost of those, the
- 18 projected costs of those units is less than the current
- 19 costs of combined cycle capacity?
- 20 A I do not.
- 21 Q Do you know whether the projected heat rate of
- 22 those units is better than, that is lower than the heat
- 23 rates of current combined cycle technology?
- 24 A I do not.
- 25 Q As a matter of policy, would you agree that the

- 1 Florida Public Service Commission may consider the risk
- 2 allocation inherent in power plant and construction and
- 3 operation as a matter within its jurisdiction under the need
- 4 determination statute?
- 5 A I would assume it could do that as an additional
- 6 consideration. That certainly would not subsume the stated
- 7 four criteria that proceed it.
- 8 Q If some merchant plants or a merchant plant
- 9 existed, and it were to submit a bid into a utility's RFP
- 10 process, would that, in your opinion, cause injury to the
- 11 utility's customers, the presence of its participating in
- 12 the RFP process?
- 13 A No, with an explanation. Am I getting better?
- 14 Q You're doing great.
- 15 A No, in and of itself I don't see how that would
- 16 do harm to the utility or its ratepayers. But I would
- 17 harken back to concerns that I have raised previously here
- 18 to Commissioner Garcia, as well as in my testimony about the
- 19 fact that a merchant plant has a number of potential effects
- 20 on existing utilities as I have delineated there, and I
- 21 won't repeat the list.
- 22 Q You are learning. Would you agree that as a
- 23 general proposition the more participants in an RFP process,
- 24 the sharper the pencils of the bidders are likely to be,
- 25 that is probably resulting in a lower price to the

- purchasing utility?
- 2 A Well, certainly that is clearly generally true,
- and I'm not aware of anything that would prevent Duke today
- 4 from participating in a bidding process on a need for new
- 5 capacity by a Florida utility. The difference there is it
- 6 would win a bid and then site a plant and build a plant and
- 7 the Commission would know where the power was going and at
- 8 what price.
- 9 Q Would you think that the presence of built and
- 10 operating merchant plants bidding into an RFP process along
- 11 with bidders of unbuilt plants would generally tend to
- 12 result in lower prices to the purchasing utility as the
- 13 outcome of such a process?
- 14 A I'm sorry, counselor, could you repeat that
- 15 question?
- 16 Q I will try. Do you think that the presence of
- 17 both built and operating merchant plants in and RFP process
- 18 along with bidders proposing to sell power from unbuilt
- 19 plants would tend to result in better, i.e., lower prices to
- 20 the purchasing utility?
- 21 A I don't know. Now I'm sitting here trying to
- 22 figure out what difference it makes in terms of the bidding
- 23 process whether it was built already. I guess I missed in
- 24 your previous question your assumption that the plant was
- 25 built and operating before it was bid on. But my concern

- 1 about building it before there is a bidding process and
- 2 before there is a contract, I've already clearly stated.
- 3 Q Would you agree that the owner/operator of an
- 4 existing power plant would have a pretty strong incentive to
- 5 sharp pencil its offer in an RFP process based, for example,
- on the good old economic principle that something is better
- 7 than nothing?
- 8 A Well, if the plant is otherwise sitting idle and
- 9 selling no power, yes. What we don't know is what, in fact,
- 10 how this plant will operate if it is sited, this Duke
- 11 merchant plant, where it will sell its power, at what price.
- 12 We know or would expect it to seek the highest price that it
- 13 can find, it's not going to charge cost-based rates like
- 14 utilities do. It really depends on how things are going
- 15 with the output of that plant and how much money it's
- 16 making. If it is a money machine like was suggested last
- 17 week, then there may be no great incentive to sharpen the
- 18 pencil or bid on a contract.
- 19 COMMISSIONER GARCIA: Commissioner, but wouldn't
- 20 the incentive be that if they didn't sharpen the pencil, FPL
- 21 would build its own plant, and FPL would then have another
- 22 plant and there would be less for Duke to -- there would be
- less of a market for Duke to sell its power on?
- 24 THE WITNESS: Commissioner, generally, yes. What
- 25 we don't know is exactly how big the market is or how many

- 1 plants built by FPL and/or merchants can be digested in the
- 2 market. The suggestion was that if a merchant plant -- we
- 3 have been through it today, as well. The ten or eleven
- 4 merchant plant possibility. If, in fact, there are price
- 5 spikes to be sold to elsewhere in the country or if, in
- fact, there is a strong wholesale price to be sold to across
- 7 the border, the new FPL plant built to meet its obligation
- 8 to serve its customers may or may not be a big negative
- 9 factor to Duke.
- 10 COMMISSIONER GARCIA: But let's put ourselves
- 11 back in the scenario. Let's say Duke goes ahead and builds
- 12 this power plant. A year from now FPL comes in to ask for a
- 13 new plant. And Duke is probably selling on the margin, but
- 14 maybe, you know, their bankers want a very solid return,
- 15 they don't want to play that speculative. They don't want
- 16 to print money as Mr. Nesbitt said, they want to guarantee
- 17 that income. So for Duke -- for FPL's 400 megawatt need,
- 18 let's say FPL came in for 400 megawatts even though they are
- 19 going to build a plant for 6 or 7. But Duke has got 400 to
- 20 meet FPL's specific need. You don't think it's to their --
- 21 in their best interest to shoot for the very best price so
- 22 that they can guarantee that income and avoid another plant
- 23 coming on line which might take away the market that they
- 24 have been selling into?
- THE WITNESS: Duke is going to try to sell its

- 1 power for the best price it can get. It's going to look for
- 2 the best deal for it.
- 3 COMMISSIONER GARCIA: Right. And FPL is going to
- 4 try to produce its power as low as it possibly can for its
- 5 ratepayers. Both of them, though, produce very competitive
- 6 outcomes, hopefully. I mean, very cost-effective outcomes.
- 7 One is the factor that you disappear and die, the other one
- 8 is that if you produce a power plant that is not productive
- 9 within the PSC regulatory framework, the shareholders have
- 10 to pay for it. But, I mean, there are pressures on both
- 11 systems to produce the most efficient plant.
- 12 THE WITNESS: Correct.
- 13 COMMISSIONER GARCIA: So my question,
- 14 Commissioner, is -- I want to go with back to what Shef
- 15 said, the plant is built. A year from now, FPL comes in and
- 16 says we need 400 new megawatts. Shef's Duke plant bids for
- 17 that. Doesn't he have an incentive to try to get under
- 18 whatever it would cost you to build it yourself and to
- 19 contract with you?
- 20 THE WITNESS: Again, I don't know. I don't know
- 21 what their ultimate goal is.
- 22 COMMISSIONER GARCIA: Okay. That's a fair
- 23 answer.
- 24 THE WITNESS: But if at that point they are
- looking for a long-term contract and can offer the best

- 1 price, then I would assume that they might do that. The
- 2 fact is I don't know if they -- if they ever will sign a
- 3 long-term contract with anybody.
- 4 BY MR. WRIGHT:
- 5 Q Mr. Steinmeier, are you familiar with the concept
- of a hurdle rate being a minimum required return on
- 7 investment in order to warrant an investor making such
- 8 investment?
- 9 A Generally.
- 10 Q Will you agree that a bidder who is bidding a
- 11 power sale based on an unbuilt plant will generally
- 12 incorporate his, her, or its hurdle rate into his, her or
- 13 its bid?
- 14 A No, I'm really not familiar with that.
- 15 Q I want to back up and ask a follow-up question on
- our risk allocation colloquy a few minutes ago. You
- 17 indicated in responding to my question that if power costs
- 18 were to go up in the meantime after the three-year period,
- 19 that the purchasing utility would bear the risk of having to
- 20 pay higher market costs, right?
- 21 A Correct.
- 22 Q Can't -- in the scenario that we have been
- 23 discussing, can't the purchasing utility mitigate that risk
- 24 by seeking longer term contracts?
- 25 A Can't which utility?

- 1 Q The purchase utility.
- 2 A Well, sure. I mean, that's part of the point of
- 3 the longer term contract is to mitigate the risk. That at
- 4 the end of the term the contract things have dramatically
- 5 changed one way or the other.
- 6 O You don't know what the existing generation mix
- 7 of the power plants on the ground in Florida is, do you?
- 8 A Not from memory, no. It's more diverse than
- 9 Missouri, I know that.
- 10 Q Do you agree that the State of Florida and the
- 11 Public Service Commission have a legitimate interest in
- 12 reducing the amount of fuels consumed for the generation of
- 13 electricity within Florida?
- 14 A Certainly.
- 15 O As a matter of policy, if a power plant were
- 16 proposed today and the technology offered by that power
- 17 plant would result in less environmentally pollution,
- 18 enhanced reliability, and lower cost electricity, as a
- 19 matter of policy shouldn't the Commission and the siting
- 20 board be in a position to grant the appropriate permits for
- 21 that plant to be constructed and operated?
- 22 A They would do which three meritorious things
- 23 again, please?
- Q All that you can think of. Mom, apple pie and
- 25 the flag. Less environmental pollution, enhanced

- 1 reliability, and reduced cost.
- 2 A Yes, such a plant should be sited as long as it
- 3 is clearly determinable because there is a contract for the
- 4 output of that plant how those meritorious goals are going
- 5 to be achieved, and that they will be.
- 6 Q Well, I understand your testimony to be then that
- 7 it shouldn't be absent some kind of a contract, is that
- 8 right?
- 9 A Right.
- 10 Q Why should the Commission's hands be tied if
- 11 based on the evidence before it, it could conclude that for
- 12 the State of Florida as a whole and for the general
- 13 statewide body of electric ratepayers and citizens, those
- 14 benefits would accrue?
- 15 A The Commission will make that determination based
- 16 upon the record and argument in this case.
- 17 Q Will you agree that national energy policy as it
- 18 exists today in the United States, and that is the policy of
- 19 the federal government, is to promote and encourage
- 20 competition in the electric power industry, particularly
- 21 wholesale competition?
- 22 A I would generally agree with that, yes.
- COMMISSIONER CLARK: Mr. Wright, what were you
- 24 reading from?
- MR. WRIGHT: His deposition.

- 1 COMMISSIONER CLARK: And his deposition was the
- 2 federal government is promoting all competition, especially
- 3 wholesale?
- 4 MR. WRIGHT: Commissioner Clark, I asked him the
- 5 following question, will you agree that as a matter of
- 6 policy -- I'm sorry, "Do you agree that the federal energy
- 7 policy as it exists today in the United States is to promote
- 8 and encourage competition in the electric power industry,
- 9 particularly wholesale competition?
- 10 Answer: "Federal energy policy in the United
- 11 States today?
- 12 "Yes, sir.
- "National government policy?
- "Yes, sir.
- 15 Answer: "Promotes competition in the wholesale
- 16 electricity market."
- 17 COMMISSIONER CLARK: Mr. Steinmeier, is that your
- 18 testimony that it's competition in both the retail and
- 19 wholesale market, or is it just the wholesale market?
- THE WITNESS: Wholesale. I mean, there certainly
- 21 are those in Washington who are promoting retail competition
- 22 in electricity, as well.
- 23 COMMISSIONER CLARK: But as I understand it, the
- 24 policy, whether it's in FERC rules or in any congressional
- 25 act does not, in fact, preserves the authority to determine

- 1 when and if retail competition takes place for the states.
- THE WITNESS: That is exactly right.
- 3 BY MR. WRIGHT:
- 4 Q Mr. Steinmeier, I know that pursuant to the
- 5 motions to strike that we were fortunately able to work out
- 6 with FPL's attorneys there are some new version of your
- 7 testimony. I want to ask you a question which in the
- 8 revised version that I have relates to some statements you
- 9 make at Page 11 of your testimony. I fear that there may be
- 10 a repage or repaginated version that is different, so I will
- 11 direct you to a question in your testimony that states, "Are
- 12 there other matters within the Commission's jurisdiction
- about which the Commission should be concerned regarding
- 14 this need determination application?" Can you locate that?
- 15 In my version it starts at Line 20, Page 10.
- 16 A Okay.
- 17 Q And in response, you identified several things
- 18 that could happen. That a positive determination of need in
- 19 this case could adversely affect utilities' ability to meet
- 20 their service obligations, could affect subsequent need
- 21 determination proceedings, could affect the ability to plan,
- 22 could affect recoverability of past and future investments,
- 23 could lead to uneconomic duplication of facilities, and
- 24 could adversely affect the customers of Florida utilities.
- 25 That's a fair characterization of your testimony, is it not?

- 1 A Yes, sir.
- 2 Q I'm going to take these one at a time. Are you
- 3 aware of any case before any public service commission or
- 4 public utilities commission in the United States in which it
- 5 was even alleged that the construction and operation of a
- 6 merchant plant would affect a utility's ability to meet its
- 7 service obligations?
- 8 A No.
- 9 Q The same question with respect to adverse effects
- on subsequent determination of need proceedings?
- 11 A I can answer it all at once unless you really
- 12 want to preserve the dramatic effect.
- 13 Q No, I don't. Please do. If you will say no to
- 14 the same question for all six of these items?
- 15 A I would.
- MR. WRIGHT: I'm done.
- 17 CROSS EXAMINATION
- 18 BY MR. MOYLE:
- 19 Q Mr. Steinmeier, picking up on a couple of points.
- 20 A Aren't we through?
- Q We're getting closer. I know it has been a long
- 22 day for you and whatnot. But when you were on the Missouri
- 23 Commission, did that commission have the power to establish
- 24 policy for the state with respect to electric matters?
- 25 A Generally, yes, through rulemaking.

- 1 Q In your opinion, can this Florida Public Service
- 2 Commission establish policy for the State of Florida as it
- 3 relates to electric matters?
- 4 MR. BUTLER: I would object to that question. He
- 5 is trying to get him, apparently, to render a legal opinion
- 6 on what your statutory authority is over rulemaking, and
- 7 that is an exercise we went through to try to limit that out
- 8 of his testimony, which I think we succeeded in doing.
- 9 MR. MOYLE: I was simply trying to ask him in his
- 10 opinion, his expert opinion, which he is an expert, can this
- 11 Florida Public Service Commission establish policy for the
- 12 State of Florida with respect to electric matters.
- 13 CHAIRMAN JOHNSON: You can answer it.
- 14 THE WITNESS: On those matters that are left to
- 15 the Commission's discretion to establish a policy and are
- 16 not already answered by statute or case law.
- 17 BY MR. MOYLE:
- 18 Q Given that that is your answer, do you believe
- 19 that this Commission can establish a policy on merchant
- 20 plants?
- 21 COMMISSIONER GARCIA: Commissioner, could you do
- 22 me a favor? I need you to speak right into the mike because
- 23 I'm not picking you up here.
- 24 A We spent a great deal of time last week changing
- 25 my testimony to remove legal opinions. Do you want me to

- 1 render --
- 2 Q I'm not asking you for a legal opinion. I wasn't
- 3 a party to those conversations. I'm just asking you based
- 4 on your opinion, you testified that the PSC can establish
- 5 policy for the State, I'm asking you do you believe that
- 6 they can establish policy for the State on merchant plants?
- 7 A And I will answer that I will leave that matter
- 8 in the good hands of the Commission based on the evidence
- 9 and argument already presented to them in this case.
- 10 Q That's not an answer to my question. Do you
- 11 believe in your expert opinion whether they have that
- 12 ability?
- 13 A The ability or the legal authority? They clearly
- 14 have the ability.
- 15 Q So you would believe that they could establish a
- 16 policy on merchant plants, correct?
- 17 A The siting act was adopted by the legislature.
- 18 Q I'm sorry, Chairman Johnson, I know it has been a
- 19 long day. It's a series of questions, I asked him whether
- 20 when he was chair of the Missouri Commission he had the
- 21 ability to establish policy, electric policy for the state.
- 22 I think he answered yes. I asked him as an expert does he
- 23 believe that you, the Florida Public Service Commission, can
- 24 establish electric policy for the state, and I believe he
- 25 answered yes. Now I'm asking him, and it follows, is does

- 1 he believe then that the Commission can establish a policy
- 2 on merchant plants for the state.
- 3 MR. BUTLER: I'm going to renew my objection,
- 4 because they are questions about what you can do. I mean, I
- 5 thought that one of the principle points of our narrowing
- 6 his testimony last week was to have him not testify to you
- 7 on what you can do, but what you should do. If Mr. Moyle
- 8 wants to ask him if they should establish or you should
- 9 establish policy as to merchant plants, I would have no
- 10 objection. My problem is with the references to whether you
- 11 have the ability to do so or whether you can do so.
- 12 CHAIRMAN JOHNSON: Mr. Moyle.
- MR. MOYLE: Chairman Johnson, in my opinion it's
- 14 not a difficult question with respect to his expertise. I
- 15 was not a party to any agreement or any conversations last
- 16 week, and I'm simply asking, in my opinion, a generic
- 17 question. He had the ability to establish policy on the
- 18 Missouri Commission. He believes you all have the ability
- 19 to establish policy on the Florida Commission. Then as
- 20 simply a subset, does he believe that you all have the
- 21 ability to establish policy on merchant plants as we sit
- 22 here today. And it's a yes or no answer.
- 23 CHAIRMAN JOHNSON: I thought you answered that
- one, but you can answer it again.
- COMMISSIONER CLARK: You know, Mr. Moyle, I don't

- 1 care what his opinion is. I see that as a legal opinion and
- 2 you all, the lawyers, are going to argue with, and it's
- 3 getting late. You know, I just don't see the need for him
- 4 to answer it. I'm sorry, Madam Chairman.
- 5 CHAIRMAN JOHNSON: I think he already answered
- 6 that he thought we had the ability, but he left the legal
- 7 authority question hanging.
- 8 MR. MOYLE: Well, if I could just get it for
- 9 record, his answer.
- 10 CHAIRMAN JOHNSON: I'm sorry, his question was do
- 11 you think we have the ability?
- 12 THE WITNESS: As a practical matter, when a
- 13 policy directly affects the market structure of the industry
- 14 in the state, I always found it useful to consult with the
- 15 legislature before making a major departure in policy. So
- 16 I'm not sure if the Commission can establish a policy in
- 17 this case on merchant plants.
- 18 BY MR. MOYLE:
- 19 Q But you are sure they have the broader authority
- 20 to establish policy, you're just not sure on the merchant
- 21 plant issue, correct?
- 22 A They have lots of authority to establish policy
- 23 within the confines of statutory authority granted to them.
- Q And you bring up the statutes, let's talk a
- 25 little bit about the statute. What is your opinion with

- 1 respect to whether the Power Plant Siting Act will allow
- 2 Duke's proposal to go forward?
- 3 MR. BUTLER: I would object to the question as
- 4 calling for a legal opinion on Mr. Steinmeier's part.
- 5 Again, I thought that's what the exercise of narrowing the
- 6 testimony was to avoid.
- 7 CHAIRMAN JOHNSON: It does strike me, Mr. Moyle,
- 8 that you are asking him as to directly his interpretations
- 9 of the law.
- 10 MR. MOYLE: I'm kind of in a box, Madam Chairman.
- 11 One reason I wasn't a party to this agreement. Number two,
- 12 you know, I raised an objection that what I perceive many of
- 13 the issues in his testimony was did relate to legal issues.
- 14 That objection was overruled, so now that testimony has been
- 15 allowed to come in. I think I have a right to be able to
- 16 ask questions with respect to his view. I think his
- 17 testimony is that he has read cases, he has read the
- 18 statute, he doesn't believe that Duke can come in and do
- 19 this. And I think I'm entitled to ask a few questions about
- 20 that.
- 21 MR. BUTLER: Madam Chairman, I would just like to
- 22 respond to his point about his not being involved in
- 23 revising the testimony. Mr. Moyle was here when we had
- 24 those arguments about the motion to strike. You simply
- 25 directed the counsel to confer together and try to reach

- 1 some sort of accommodation. I certainly would not have
- 2 objected to Mr. Moyle's raising his concerns at that point.
- 3 In fact, he didn't. And to use that now as a reason to be
- 4 allowed to go into questions about legal opinions when, you
- 5 know, the clear point of our revising Mr. Steinmeier's
- 6 testimony and limiting it here is so that he is not
- 7 testifying to these kind of statutory interpretation type of
- 8 matters, it seems disingenuous.
- 9 CHAIRMAN JOHNSON: Mr. Moyle.
- MR. MOYLE: Can you give me a couple of minutes?
- 11 CHAIRMAN JOHNSON: We will go off the forward for
- 12 three minutes.
- 13 (Brief recess.)
- 14 MR. MOYLE: I'm going to withdraw that question
- 15 for the time being.
- 16 CHAIRMAN JOHNSON: Okay.
- 17 BY MR. MOYLE:
- 18 Q Mr. Steinmeier, let me direct your attention to
- 19 Page 6 of your testimony that was filed with the Commission.
- 20 A Yes, sir.
- 21 Q And in there you have a series of statements that
- 22 pertain to the lack of a contract in this matter, isn't that
- 23 correct?
- 24 A Correct.
- 25 Q And just so that the record is clear, you state

- 1 that without a contract the wholesale provider of power
- 2 cannot identify the utility or utilities to which it will
- 3 sell, correct?
- 4 A Correct.
- 5 Q And that without a contract which addresses the
- 6 amount and availability of capacity and other terms and
- 7 conditions affecting performance, the impact of a wholesale
- 8 provider's plant on electrical system reliability integrity
- 9 cannot be demonstrated, correct?
- 10 A Yes, sir.
- 11 Q Would the converse of these statements be true if
- 12 there was a contract in place?
- 13 A With a contract the wholesale provider could
- 14 identify the utilities to which it would sell, et cetera?
- 15 Q Correct.
- 16 A Do you want me to go through the whole page and
- 17 make sure --
- 18 Q Or you can just answer generally. If a contract
- 19 existed would the converse of these statements on Page 6 of
- 20 your testimony, Lines 5 through about Line 16, I quess,
- 21 maybe all the way through 20, would those statements be true
- 22 if there was a contract?
- 23 A Counselor, generally -- I can't answer that
- 24 question yes or no. But certainly a contract would put
- 25 before the Commission the information it needed to evaluate

- 1 the other criteria that it must evaluate in a siting need
- 2 determination, yes.
- 3 Q Okay. In preparation for your testimony here,
- 4 have you reviewed the testimony of Mr. Vaden, with the
- 5 exhibits that were attached to that?
- 6 A I don't believe so, no.
- 7 One of the exhibits was a participation agreement
- 8 between the City of New Smyrna and Duke Energy, you didn't
- 9 review that agreement?
- 10 A Not in any detail.
- 11 Q So then you didn't review the agreement that
- 12 follows then, and you can't render an opinion as to whether
- 13 there is a contract in place in this regard, isn't that
- 14 correct?
- 15 A That's correct. I think elsewhere in my
- 16 testimony I refer to a full purchased power contract, that's
- 17 really what I'm referring to. It's my understanding that --
- 18 well, I will leave it there.
- 19 O All right. In your opinion, and correct me if
- 20 I'm putting words in your mouth, but you believe that the
- 21 granting of this joint petition would be a mistake as a
- 22 matter of policy as it would circumvent the Power Plant
- 23 Siting Act, isn't that correct?
- 24 A I believe the granting of a need determination in
- 25 this case would not be sound as a matter of policy because I

- 1 believe the Commission would be unable to adequately
- 2 evaluate criteria that are a fundamental part of the siting
- 3 policy in the absence of any specific contract or specific
- 4 utility to whom the output is to be sold.
- 5 Q And maybe I'm misunderstanding you. It's not
- 6 your testimony that you believe every power plant in the
- 7 State of Florida has to come to this Commission for review,
- 8 is it?
- 9 A Only those that are required under the Siting Act
- 10 to come, 75 megawatts and greater, and other exceptions.
- 11 Q Are you aware of how many power plants have not
- 12 come through the Power Plant Siting Act that are currently
- in place and operating in the state?
- 14 A No, I couldn't give you a count on either side.
- 15 Q Would you be surprised if more than a third of
- 16 the existing power plants didn't go through the Power Plant
- 17 Siting Act?
- 18 A Is whether I surprise easily relevant? No, I
- 19 probably would not be surprised.
- 20 You have talked a lot about policy, let me ask
- 21 you this policy statement or question. As a matter of
- 22 policy, do you think it would be bad policy for independent
- 23 power producers to seek to enter other power markets around
- 24 the country?
- 25 A Would it be bad policy, I'm sorry, for whom?

- 1 Q Independent power producers to seek to enter
- 2 other power markets around the country?
- A No, that's not bad policy.
- 4 Q So, following your reasoning, it wouldn't be bad
- 5 policy for Duke to be trying to enter the Florida market,
- 6 would it?
- 7 A No. If they had a contract for the full output
- 8 of this plant to a Florida utility, I wouldn't be here
- 9 today.
- MR. MOYLE: I have nothing further.
- 11 COMMISSIONER CLARK: Staff.
- MS. PAUGH: Madam Chairman, staff requests to
- 13 move the deposition of Mr. Steinmeier or have it marked as
- 14 an exhibit. Inserted into the front of the deposition is a
- 15 document titled stipulated deletions from the deposition of
- 16 William B. Steinmeier. I would like this to be included as
- 17 part of the exhibit. This document represents portions of
- 18 staff's depositions which we have agreed to deletion as a
- 19 result of the motions to strike portions of his testimony.
- 20 CHAIRMAN JOHNSON: It will be marked as 37.
- 21 Anything else, staff?
- MR. WRIGHT: Madam Chairman, is this 37?
- 23 CHAIRMAN JOHNSON: Yes.
- MR. WRIGHT: Thank you.
- MS. PAUGH: If the deposition can be moved into

- 1 the record, staff has no questions of this witness.
- 2 CHAIRMAN JOHNSON: Show it admitted without
- 3 objection.
- 4 MS. PAUGH: Thank you. No questions, Madam
- 5 Chairman.
- 6 (Exhibit Number 37 received into evidence.)
- 7 CHAIRMAN JOHNSON: Commissioners? Redirect?
- 8 MR. BUTLER: Briefly.
- 9 REDIRECT EXAMINATION
- 10 BY MR. BUTLER:
- 11 Q Mr. Steinmeier, you were asked by Mr. Moyle about
- 12 a participation agreement that was included as an exhibit to
- 13 Mr. Vaden's testimony, do you recall those questions about
- 14 that?
- 15 A Yes.
- 16 Q It asked you to assume, I know you are not
- 17 generally familiar with it, but assume that that
- 18 participation agreement concerns the agreement between
- 19 Duke/New Smyrna and the City of New Smyrna Beach for 30
- 20 megawatts of power. If that were the case, would the
- 21 existence of such a participation agreement constitute a
- 22 contract that would change your conclusions on Page 6 of
- 23 your testimony?
- A No, it would not. If siting 514 megawatts of
- 25 power only requires a 30 megawatt commitment of output, I

- 1 think that does serious disservice to the intention of the
- 2 siting policy.
- 3 MR. BUTLER: Thank you, Mr. Steinmeier, that's
- 4 all the redirect that I have.
- 5 CHAIRMAN JOHNSON: Exhibits. 36.
- 6 MR. WRIGHT: 36 is Mr. Dolan's exhibit?
- 7 MR. BUTLER: Mr. Steinmeier doesn't have an
- 8 exhibit.
- 9 MR. GUYTON: Madam Chairman, on behalf of Mr.
- 10 Steinmeier and Florida Power & Light Company, I would like
- 11 to thank you for making the special arrangements to get him
- 12 on and off this afternoon, and also thank Florida Power
- 13 Corporation for allowing that.
- 14 CHAIRMAN JOHNSON: Anything else?
- 15 COMMISSIONER GARCIA: Madam Chairman, I also
- 16 would like to thank you for allowing former commissioners to
- 17 testify as experts. It's always good to know that there is
- 18 a future employment for us all.
- 19 COMMISSIONER JACOBS: That is high praise
- 20 considering the source.
- MR. SUNDBERG: Madam Chairperson, as you have
- 22 correctly perceived, I have some interest and some
- 23 discussion on the motion to dismiss, which I understand is
- 24 being postponed until next Friday. Is it possible that that
- 25 would not take place until later in the afternoon? I am

- 1 supposed to participate in the ceremony for the Justice
- 2 Kogan, who is retiring from the court at 2:00 o'clock. And
- 3 I don't ask for any indulgence, I would just like some sense
- 4 of timing. Do you think it might be 3:00 or later before
- 5 you got to the discussion of the motion to dismiss?
- 6 CHAIRMAN JOHNSON: You mean as to the discussion
- 7 as to whether or not we are going to hear it and rule upon
- 8 it next Friday?
- 9 MR. SUNDBERG: Well, whatever. In other words,
- 10 as I understand it there may be some further discussion on
- 11 the motion to dismiss. Am I not accurate in that respect?
- 12 CHAIRMAN JOHNSON: There may be some discussion
- 13 as to the motion to dismiss. But candidly I am of the
- 14 opinion that we should allow parties the opportunity to file
- 15 briefs and for staff to write a recommendation and then for
- 16 us to have an opportunity to rule upon that at a separate
- 17 time.
- 18 MR. SUNDBERG: So you do not anticipate there
- 19 will be any further oral argument on the motion to dismiss
- 20 or any -- I was led to believe that some of the
- 21 Commissioners had some further questions. If I'm wrong,
- 22 just --
- 23 CHAIRMAN JOHNSON: And there may be, but we are
- 24 going to have to determine the right procedure to
- 25 accommodate that. Whether it will take place Friday or at a

- 1 time -- a different date and time certain, we are going to
- 2 have to discuss that.
- 3 COMMISSIONER GARCIA: Madam Chairman, I think
- 4 your suggestion of written recommendations from staff will
- 5 then require a little bit more time from us, so maybe you
- 6 can set it for a time certain, let's say at the end of some
- 7 future agenda, that way everyone can prepare for that and we
- 8 can just simply close this thing up on next Friday. Because
- 9 I'm going to have to leave on a time certain on next Friday
- 10 at about -- I think my flight out is at 5:20 or so. And
- 11 judging how these witnesses have gone, in particular Terry
- 12 Deason has had too many questions to ask, and so they have
- 13 just prolonged this discussion.
- 14 COMMISSIONER DEASON: I want you to notice how I
- 15 curtail my questions as the hour got later and later.
- 16 COMMISSIONER CLARK: He is leading by example
- 17 there, Joe.
- 18 CHAIRMAN JOHNSON: We should be able to provide
- 19 the parties with some notice before next Friday. I need to
- 20 get with staff, because one of the things is -- I notice we
- 21 have some deadlines and we are already pushing this till
- 22 Friday, and I need to talk to them about what works in terms
- 23 of the schedule and making sure -- I don't believe we are
- 24 going to have oral argument next Friday, but I need to
- 25 coordinate and make sure we have the best process set forth

```
for that.
               MR. SUNDBERG: I think if it was specially set
 2
   that would be the best of all worlds preferably. Thank you.
 3
                CHAIRMAN JOHNSON: Anything else? Okay, we will
 4
    stand in recess until next Friday at 1:30.
 5
                MR. BUTLER: Thank you.
                MR. GUYTON: Mr. Steinmeier is excused?
                CHAIRMAN JOHNSON: No, he's got to stay here just
 8
 9
    one more day. No, you are excused. Thank you.
                (Transcript continues in sequence with
10
    Volume 13.)
11
12
13
14
15
16
17
18
19
20
21
22
24
25
```