1	BEFORE THE			
2	FLORIDA PUBLIC SERVICE COMMISSION			
3	DOCKET NO. 110138-EI			
4	In the Matter of:	In the Matter of:		
5	PETITION FOR INCREASE IN RATES			
6	BY GULF POWER COM	PANY/		
7				
8	PROCEEDINGS:	COMMISSION CONFERENCE AGE	ENDA	
9	CONNECCIONEDC	ITEM NO. 5		
10	COMMISSIONERS PARTICIPATING:	CHAIRMAN ART GRAHAM		
11		COMMISSIONER LISA POLAK E COMMISSIONER RONALD A. BE	RISÉ	
12		COMMISSIONER EDUARDO E. E COMMISSIONER JULIE I. BRC		
13	DATE :	Tuesday, August 23, 2011		
14	PLACE:	Betty Easley Conference C Room 148	Center	
15		4075 Esplanade Way Tallahassee, Florida		
16	REPORTED BY:	LINDA BOLES, RPR, CRR		
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1	PROCEEDINGS		
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3	CHAIRMAN GRAHAM: Item Number 5.		
4	MR. MOURING: Commissioners, I'm Curt Mouring		
5	with Commission Staff.		
6	Item 5 is Staff's interim recommendation		
7	regarding Gulf Power Company's petition for an increase		
8	in base rates. Staff would also like to note that Jon		
9	Moyle from FIPUG is here today and has asked to speak,		
10	and Staff would like to remind the Commission that at		
11	this time participation is at the discretion of the		
12	Commission. And Staff is prepared to answer any		
13	questions the Commission may have.		
14	CHAIRMAN GRAHAM: Thank you, sir.		
15	Mr. Moyle.		
16	MR. MOYLE: Thank you, Mr. Chairman.		
17	First of all, I appreciate the chance to, to		
18	address you today. You guys decide a lot of issues, a		
19	lot of things come before you, but not every day does		
20	something valued at nearly \$40 million, a rate increase		
21	come before you, and that's what you have before you		
22	today in this interim rate increase is \$38.5 million,		
23	which is just short of half of the amount that Gulf is		
24	requesting in their, in their rate case. And on behalf		
25	of the Florida Industrial Power Users Group, large users		

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of electricity, we respectfully would oppose the effort to increase rates by \$38 million today, and suggest that you can consider these issues later when you have evidence before you, when you have witnesses, when you have testimony.

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And the two arguments that FIPUG would make today admittedly are legal arguments, but I think that there's some policy that needs to be considered with respect to the first one, which is do you have to, to do this? Is this something that you have to do? And I have not been around all that long, I'm starting to get a little long in the tooth, but in talking to some people about these interim rate increases, I've kind of heard, well, it's a, it's a cookbook, it's a recipe, and you really don't have a lot of discretion. But in my reading of the statute, while I will concede that it is a cookbook, if you decide to bake a cake, you don't have to make a decision to bake the cake, if you will. And the support for that is, is two-fold.

The statute that deals with interim rates, 366.071, the very first sentence says, and I quote, the Commission may, during any proceeding for a change of rates, upon its own motion, or upon petition from any party, or by a tariff filing of a public utility, authorize the collection of interim rates until the

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effective date of the final order.

The use of the word "may" there is significant. The Legislature uses "shall" in other portions of this statute. Again, if you decide to move forward and bake the cake. But the first sentence says "may," which we would argue provides discretion to the Commission as to is now the right time to do this.

This argument, we would argue, is bolstered by a reported case from the Florida Supreme Court that looks at this statute. And I would point out *Citizens* of the State of Florida vs. Public Service Commission, 435 So.2d 784. And in this case, OPC brought a matter to the Florida Supreme Court, and they had occasion to look at the statute. And I found one sentence particularly interesting and enlightening, and it kind of goes along with the assumption that the Supreme Court is pretty judicious with their use of words and is not going to kind of put throwaway words in sentences.

But after reviewing the statute, the Supreme Court said in this case, quote, the statute requires a grant of interim relief, if one is to be made, within 60 days of the filing for such relief. So the use of the words "if one is to be made," we would argue clearly recognizes that there's discretion with this Commission as to whether to act or not.

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With that, with that legal argument, we would urge that now is not the, not the time to act. And this case is still relatively young; it was filed in July. Now it's August. You all have public hearings scheduled, I think, in September where you're going to go out to Pensacola, to Fort Walton, and you're going to hear from affected customers, and we would argue that that's part of what is needed for you all to make decisions about property rights, about people's money, and, you know, what's before you today is an effort to increase rates by, by 8 percent.

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12 There's a, there's another component in there that -- and there's a lot of case law on this, but I 13 14 think things have changed dramatically. This cookbook 15 recipe does tag certain things. But one of the points 16 that I do feel compelled to bring out as to why we would 17 argue you should exercise your discretion not to move forward today is that, you know, they're asking for a 18 19 return on equity of 10.75 percent, which is a low end of 20 a previously authorized range, but that is a very, very 21 high return on equity in today's market. You know, 22 interest rates are very low. This Commission --23 Commissioner Edgar and other Commissioners did not see 24 fit to award Florida Power & Light or Progress Energy a 25 return on equity that high. And we would urge you not

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to move forward today with your discretion, in part because of that, but also because, you know, you do not have the first shred of evidence before you.

And that would lead me to my, to my next argument, which is one of fundamental due process. Article 1, Section 9, provides that before life, liberty, or property can be taken, you have to, you have to have due process. There's a Florida Supreme Court case, *Citizens of the State of Florida vs. Mayo* found at 333 So.2d 1. It stands for the proposition -- it has a lot of things in it, but one that I'm going to call to your attention says, "Public policy of the state favors traditional due process rights with regard to permanent or interim rate hearings." So I think there's recognition that minimum due process rights be afforded.

In doing some research and in looking back, the order that was referred to in the case where I, where I just cited that said that there's some discretion involved -- let me strike that.

The due process requirement, in past orders that we've reviewed there appears that the Commission has done something more than just accept filings, that there's been some public hearing, there's been some testimony. You've had some opportunity for minimum due process, cross-examination, the ability to contest. In

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looking at your docket sheet for this case, it doesn't 1 2 appear that there's been any opportunity for 3 Intervenors, my client, others to contest, to challenge, 4 to cross-exam anybody. And the, you know, while there's 5 been lots of filings made and Staff has looked at them, 6 I mean, respectfully, it's your task and your job, 7 particularly when consumers are being asked to part with their hard earned money, that you all consider the facts 8 9 and weigh them and make a judgment.

10 The analysis that you're being asked to consider today, the Staff analysis, and Staff does a 11 12 good job, but, you know, it's pretty summarily crafted. 13 I mean, it's four sentences that sets forth the 14 recommendation that you grant the interim rate increase 15 of nearly, nearly \$40 million.

16 So, so we would oppose it on two principle 17 grounds. One, we don't think that the due process 18 rights have been afforded. And if that argument is 19 accepted, I think there's probably an opportunity to at 20 least have a hearing where the people who have put forth 21 things raise their right hand and say, yes, this is true 22 and accurate and you're able to ask them some questions. Because as we sit here today, there's nothing in the record that's been admitted into evidence either in the 25 form of testimony or documents that support an award of

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nearly \$40 million in interim rates.

And, secondly, we would ask that you exercise your discretion and take a pass on acting on this today. This case is set for hearing in the middle of December. You know, it's four months or so away. Gulf has been out, you know, for nearly, nearly ten years. So I'm not sure that four months is going to work a severe economic hardship on them. And for that reason, we would ask that you deny Staff's recommendation and not provide the relief requested today. Thank you. And I'd be happy to answer any questions.

CHAIRMAN GRAHAM: Mr. McGlothlin.

MR. McGLOTHLIN: Thank you, Mr. Chairman.

I understand that typically when you consider a request for interim measures, you want to limit discussion. I promise to be very brief.

Our office is not here to oppose the Staff recommendation today, and I want to take a moment or two to explain what that says and what it doesn't say about our position in the case.

It says only that we acknowledge that the Legislature has made this mechanism available to the utility. It says only that we acknowledge that the utility has made an initial prima facia case. It says only that we acknowledge Staff appears to us to have

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adhered to the formula that the Legislature prescribed in quantifying the amount of an interim increase to be granted subject to refund pending the disposition of the final case.

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It's -- our position says nothing about the position we will ultimately take with respect to either the interim increase or the request for permanent rate relief once the evidence has been heard.

And I want to mention that to that end our office has engaged consultants to assist us in this case. We have served more than 150 interrogatories at this point and a like number of requests to produce documents, and we will participate fully in the evaluation of the utility's request.

But I want to step back and also make a 15 different point, and it involves the bigger picture and 16 a longer view. The same statute that makes available to 17 a utility the mechanism for requesting an interim 18 increase in rates also makes available to the Commission 19 20 and parties the opportunity to request a, that the Commission subject revenues that may be in excess of the 21 22 top of the authorized range subject to refund in a 23 proceeding to reduce rates. This Commission has jurisdiction over numerous utilities. Economic 24 circumstances change, utility earnings change, and it's 25

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quite possible and perhaps even probable that at some point along the road either this utility or another utility that you regulate will be in a posture of earning more than the authorized range.

And in that context, we want to make this point: The utilities can't have it both ways. If they 7 want to claim the ability to have a quick resolution on a prima facie showing when they need revenues, it follows that the statute has to apply equally to the 10 situation in which a utility is experiencing overearnings and our office files a request to reduce 11 12 rates and, in conjunction with that, asks you to subject 13 overearnings subject to refund. What is sauce for the goose has to be sauce for the gander, and we ask you to 14 15 keep that in mind as you consider this request today.

CHAIRMAN GRAHAM: Thank you, sir.

Mr. Stone.

Thank you, Mr. Chairman. MR. STONE:

19 First, I would like to respond to Mr. McGlothlin by stating that I wish we were in the 20 position of overearnings. As evidenced by our 21 22 surveillance report, Gulf is not in that situation and 23 that is not an issue that's before the Commission at 24 this time.

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It's, it's important to us to recognize, as

Public Counsel has recognized, that due process is afforded all the customers of Gulf Power Company through the mechanism that the Legislature has enacted through Chapter 366, Section 366.071. And that is that while it's ordinary for the Commission to consider an interim request based on the evidence presented without hearing from the parties and without a hearing and enter an order on that as evidenced by your own rule, the ultimate ruling comes after a hearing at the conclusion of the case, and that is subject to appeal by the citizens or the customers.

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12 The only party that can be aggrieved by an adverse decision today that has no effective remedy at 13 law is Gulf Power Company. If the Commission were to 14 decide not to follow the law, there's no recourse, 15 16 effective recourse for us. Because by the time that we could overturn such a decision, first of all, that's 17 18 more revenues that cannot be collected and held subject 19 to refund. We can't go back. And the only way we can, 20 can have any chance of making up for this shortfall in 21 our earnings is to have an interim rate increase. The 22 Legislature has recognized that.

There are essentially two mechanisms for interim, and I think most of Mr. Moyle's arguments direct at the other aspect of interim, which is under

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the file and suspend law, which we have not invoked in 1 this case. We have followed the statute to the "T." 2 We've established our prima facie case with sworn 3 evidence. Our testimony was submitted under oath by 4 affidavit. And we're before the Commission today asking 5 that you approve the Staff recommendation. 6 7 CHAIRMAN GRAHAM: Thank you, sir. Commissioner, Commissioner Brisé. 8 COMMISSIONER BRISÉ: Thank you, Mr. Chairman. 9 And I pulled this item off so that we could 10 have a little bit of conversation as to what the statute 11 allows for and how Staff arrived at its recommendation, 12 particularly on Issue 1 and Issue 6. So if we could 13 talk about those, and in that conversation include 14 conversation about due process, and I believe due 15 process is a two-way street. And so if we can have 16 comments from Staff on, on those issues. 17 MS. KLANCKE: Thank you, Commissioner. 18 19 Staff would like the opportunity to address

each of FIPUG's concerns in turn briefly before we get to the conversation with respect to Issue 1.

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With regard to the Commission's discretion, the Staff has not asserted by any means that this is a cookie-cutter analysis. However, as the Supreme Court recognized in the case quoted by FIPUG, in particular

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Citizens vs. the Florida Public Service Commission, they put in context the amount of discretion that's allowed pursuant to the fairly regimented statute. In particular, on page 786 they specified interim awards attempt to make a utility whole during the pendency of a proceeding without the interjection of any opinion testimony. The statute further removes most of the Commission's discretion in such areas as cost of capital, cost of equity capital. Interim relief is prescribed by a formula that locks the authorized rate of return to the previously authorized -- the rate of return to the previously authorized rate of return, and mandates that such -- and any adjustment be made consistent with those authorized in the last rate case.

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15 However, it should be noted that your 16 discretion is not nonexistent should, for example, you 17 believe that the utility has not established a prima facie case that is earning outside of its range of 18 19 That is not the case here before you. return. Staff 20 has no indicia in this case that the utility is, has 21 failed to meet its prima facie burden.

With respect to the due process concerns, we are sensitive to that, as you could imagine. However, as the Supreme Court recognized in that case, and as Staff included in their recommendation, we have certain

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protections with respect to due process.

First of all, the intent of the statute is to make whole during the pendency of this process. However, we have scheduled a full administrative hearing to be held on December 12th through 16th of this year. At that time, all of the figures and information provided that we are now approving will be analyzed and any inaccuracies will be dealt with at that time. FIPUG will also be able to cross-examine witnesses with respect to these revenue figures. In addition, all revenues derived from the interim award are collected subject to refund. In the instant case, it is a corporate undertaking that secures it. And, thus, in the event that in the hearing inaccuracies are found, which Staff has heretofore not found any, we would make that refund -- we would make those monies subject to refund with interest as specified in the statute.

With respect to Issue 1 --

CHAIRMAN GRAHAM: I think she's getting to your question now.

MS. KLANCKE: With respect to Issue 1, and I'll let Mr. Mouring, who is a representative of Staff and listed on this item, elucidate further.

Just to give you a legal perspective on how we derived this opinion, we believe that, as I stated

previously, the movant, here the utility, has the burden of proving a prima facie case that they're earning outside of the range of reasonableness, their reasonable rate of return based on their most recent rate case, which was in 1992. Thus, in the instant case we believe that burden has been met and that's reflected in Issue 1. But I'll let Curt elucidate further.

MR. MOURING: I'm sorry. Your question is why for Issue 1, why is it being suspended?

COMMISSIONER BRISÉ: Right.

MR. MOURING: There's just a tremendous amount of consideration and analysis that needs to go into this. And 60 days, for 60 days to process this case is just, just not enough time. But the interim rates allow, allow the utility to collect rates sufficient to earn at the minimum of the range of return on the equity authorized in the last case, if that clarifies.

MS. KLANCKE: Just to clarify, it was 2002. Regardless, it was a long time ago.

20 **COMMISSIONER BRISÉ:** With respect to Issue 6, 21 if we would turn to Issue 6. And in essence, there 22 seems to be some sort of justification for the actual 23 dollar amount and the percentage. So if you would talk 24 about how we arrived there.

MR. MOURING: Yes. This is -- I'm sorry.

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Yes. This is based off of the prima facie showing for the rate base and the net operating income, as well as the net operating income multiplier which is discussed in Issue 5. This is just a cut and dried calculation for the most part that gets Staff to the number reflected in this issue, the \$38 million interim rate increase.

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8 COMMISSIONER BRISÉ: All right. Thank you. 9 MR. MOYLE: May I be afforded a brief 10 rebuttal?

> CHAIRMAN GRAHAM: Hold on a second. Commissioner Edgar.

COMMISSIONER EDGAR: Thank you, Mr. Chairman.

I had wanted -- and I thank Commissioner Brisé 14 for helping to tee this item up for us. You had asked 15 specifically about Issues 1 and 6, and I was going to 16 17 ask also that our Staff speak to Issue 3, which Mr. Mouring may have done, but I would draw attention to 18 19 that as well. That for Issue 3, the ROE that is 20 requested and in the Staff recommendation of 10.75, that 21 is based upon -- I guess my question, to make sure I 22 understand -- that is based upon the minimum ROE from 23 the most recent rate case?

MR. MOURING: That is correct.

COMMISSIONER EDGAR: And using the minimum ROE

from the most recent base -- most recent rate case, is 1 2 that based upon statute or based upon precedent? 3 MR. MOURING: That's the statute, Commissioner. 4 5 COMMISSIONER EDGAR: Thank you. CHAIRMAN GRAHAM: Commissioner Brisé. 6 7 COMMISSIONER BRISÉ: Yes, Mr. Chairman. 8 Sorry. I just wanted to know if we are in a posture to 9 entertain a motion or are there other things that you 10 want to do prior to that? CHAIRMAN GRAHAM: I was going to entertain 11 12 Mr. Moyle's rebuttal. 13 COMMISSIONER BRISÉ: Sure. That's fine. 14 MR. MOYLE: Thank you. And not to get overly 15 lawyerly, but being handicapped with a law degree, I 16 feel compelled to make the point that, you know, the 17 case law is pretty clear both in 120 and in opinions 18 that your decisions have to be supported by competent, 19 substantial evidence. And I think we have a little bit 20 of a disagreement as to whether there is any competent 21 substantial evidence before you today. There have been 22 filings -- even sworn filings, you know, are not 23 evidence. They don't come in sort of magically. They have to -- you have to have the declarant in, in court. 24 25 Otherwise, it's hearsay.

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So respectfully I would suggest that you don't have any competent substantial evidence that hasn't been provided. And it appears to me that the previous practice with respect to these interims has been some sort of a limited hearing or proceeding where you have the ability to at least have some of these, quote, unquote, facts tested a little bit.

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And, and I did -- there's a United Telephone 8 9 Company vs. Mann case that's found, it's a Supreme Court 10 case that was found at 403 So.2d 962. And it's an old case, and I went -- your Staff was very helpful 11 12 yesterday and helped pull an order that was issued on 13 May 1st, 1979, in an interim situation there. And I was -- it kind of was interesting that the panel at that 14 15 time that considered an interim request for a phone 16 increase, Mr. Mayo, Mr. Gunter, Mr. Cresse, Mr. Marks, 17 and Mr. Mann, who I think some of the buildings are named after some of these folks today, but in the actual 18 19 order that the Commission entered, it referenced that they had a public hearing. It looked like a public 20 21 hearing was held on April 11th, 1979, in Tallahassee, 22 you know, for the purposes of determining, and it went 23 But it looked clearly to me that there is some on. 24 opportunity, again, probably to meet minimum due process standards, you know, to, to question some of the, the 25

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facts that are, that are put forth.

So we would urge that you consider a limited 2 type proceeding where this might be tested further, or 3 exercise your discretion and say, well, you know, we've 4 got these hearings coming up around the Panhandle, let's 5 hear what, what we have to say -- what they have to say. 6 7 The hearing is coming up in December, it's not a whole lot longer, and take a pass on ruling on this issue 8 9 today. Thank you. CHAIRMAN GRAHAM: Thank you, sir. . 10 11 Commissioner Brisé. Commissioner Balbis. 12 COMMISSIONER BALBIS: Thank you, Mr. Chairman. 13 I just have a question for Staff in response 14 to Mr. Moyle's comments. The information that you 15 reviewed in order to determine the interim rates were 16 17 appropriate, is that the same type of information that's 18 reviewed for similar requests? MR. MOURING: Yes. I'm not sure exactly what 19 your question is. 20 COMMISSIONER BALBIS: Well, my question is 21 22 really, deals with precedence. And, you know, Mr. Moyle 23 brought up cases in the past where the Commission has maybe or maybe not exercised its authority in different 24 25 ways. But my question is more in the, I don't want to

say recent history, but in previous times when a utility comes in for a rate increase or an interim rate increase, do we review the same types of information and all the findings, and, based on your review, we're consistent with those of similar cases?

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MR. MOURING: Yes, Commissioner.

MR. SLEMKEWICZ: And John Slemkewicz with staff. You know, we have, you know, designated, you know, a specific set of MFRs for the utility to file that does address the interim increase, and it's the same data that we receive since probably about 1980. And, and that's what we review.

COMMISSIONER BALBIS: Okay. Thank you. And, 13 you know, my concern is that, you know, when a utility 14 comes in for a rate increase and if they do not have the 15 opportunity to get an interim amount, that we have some 16 sort of regulatory lag where the utility is, is harmed 17 if, by the time, you know, ten, 11 months, a year goes 18 by before they can receive any appropriate amount. And, 19 20 Mr. Moyle, as far as your request for a limited proceeding, one thing I've found on the eight months 21 that I've been here is, you know, with an upcoming 22 23 process starting in December, that's probably the soonest we could start anything anyways. So I'm not 24 25 that concerned with, with having an ability to do

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something quicker than December.

But so I really focused on Issue 8, which is what is the appropriate security? And to make sure that those funds are protected so that when we go through the evidentiary process, that if there's anything that's found that is, that was not appropriate, that it can be refunded to the customers quickly. So with that, I'll turn it over to Commissioner Brisé, who I think was moving towards a motion.

10 CHAIRMAN GRAHAM: Commissioner Brown.
 11 COMMISSIONER BROWN: Thank you. Sorry for
 12 delaying the motion.

Ms. Klancke, I would like to hear some of your comments about, or your response to FIPUG's assertion about a limited proceeding and the previous cases that he referenced, and I just wanted to hear your thoughts.

MS. KLANCKE: Indeed. With respect to the 17 18 case cited by FIPUG, as stated previously, your 19 discretion with respect to the statute, though limited, is not nonexistent, and, in instances where the facts 20 warranted a proceeding, very limited in scope. That was 21 22 very limited in scope. For example, even in the 23 proceeding cited by FIPUG, interim relief after the 24 proceeding was granted, however. And the statute does 25 contemplate an expedited narrow proceeding that has to

commence within 60 days, that's by September 6th in this case, in the event that the facts warrant such a proceeding; for example, in instances where a prima facie showing of moving forward, that burden hasn't been met by the movant. And I just want to remind us that that is not this case.

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It does not, it does not sound that FIPUG is asserting that there are facts in this case that would warrant such a proceeding, but merely that such a proceeding could be contemplated. And I would stress that it is not necessary in the instant case.

COMMISSIONER BROWN: Thank you.

MS. HELTON: May I throw out one thing, too? The order that Mr. Moyle cited was a 1979 order. The statute was first adopted by the Legislature in 1980, 1980. So that order was entered prior to the statute coming on the books.

COMMISSIONER BROWN: Good point.

CHAIRMAN GRAHAM: Mr. Stone.

20MR. STONE: That was the point I was about to21make.

CHAIRMAN GRAHAM: Commissioner Brisé.
COMMISSIONER BRISÉ: Thank you, Mr. Chairman.
I find that the, Gulf Power Company has met
its prima facie requirement in making the request for

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interim rates. And with the fact that we will have a 1 full hearing coming up in December, I think there will 2 be adequate time within that time period for all the 3 Intervenors and all the interested parties to review 4 information as, in preparation for the hearings. So, 5 therefore, I move the Staff recommendation, 6 understanding that whatever the increase is is subject 7 to refund so that if we find at some point that, that 8 it, the increase was not merited, there will be -- I 9 mean, how do you call that -- consumers will be fully 10 restituted for the amount that, that they're required to 11 12 pay at this point. So I think that at this point I'm comfortable with Staff's recommendation and I move Staff 13 recommendation on all issues. 14 CHAIRMAN GRAHAM: It's been moved and 15 seconded, Staff recommendation on Item Number 5. Any 16 further discussion? Seeing none, all in favor, say aye. 17 (Ayes unanimous.) 18 19 Any opposed? 20 (No response.) 21 By your action, you've approved Staff 22 recommendation on Item Number 5. MR. MOYLE: Again, we appreciate the chance to 23 bring this before you. Thank you. 24 (Agenda item concluded.) 25

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STATE OF FLORIDA 1) CERTIFICATE OF REPORTER 2 COUNTY OF LEON) 3 I, LINDA BOLES, RPR, CRR, Official Commission 4 Reporter, do hereby certify that the foregoing 5 proceeding was heard at the time and place herein stated. 6 IT IS FURTHER CERTIFIED that I 7 stenographically reported the said proceedings; that the same has been transcribed under my direct supervision; and that this transcript constitutes a true 8 transcription of my notes of said proceedings. 9 I FURTHER CERTIFY that I am not a relative, employee, attorney or counsel of any of the parties, nor 10 am I a relative or employee of any of the parties' attorneys or counsel connected with the action, nor am I 11 financially interested in the action. 12 lot day of august DATED THIS 13 2011. 14 15 BOLES, RPR, CRR FPSC Official Commission Reporter 16 (850) 413-6734 17 18 19 20 21 22 23 24 25 FLORIDA PUBLIC SERVICE COMMISSION