

BEFORE THE  
FLORIDA PUBLIC SERVICE COMMISSION

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PROCEEDINGS: WORKSHOP

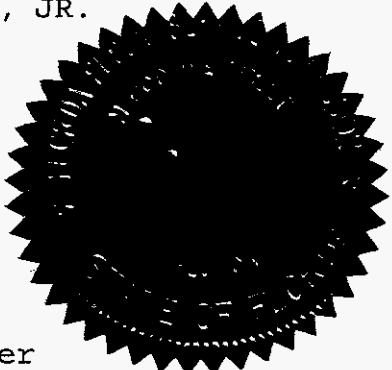
BEFORE: CHAIRMAN J. TERRY DEASON  
COMMISSIONER E. LEON JACOBS., JR.  
COMMISSIONER LILA A. JABER

DATE: Thursday, August 10, 2000

TIME: Commenced at 9:40 a.m.  
Concluded at 12:35 p.m.

PLACE: Betty Easley Conference Center  
Room 148  
4075 Esplanade Way  
Tallahassee, Florida 32399-0850

REPORTED BY: KORETTA E. STANFORD, RPR  
Official FPSC Reporter



RECORDED BY  
10021-00  
8-17-00

1 IN ATTENDANCE:

2 ROBERT ELIAS, FPSC Division of Legal Services.

3 BOB TRAPP, Division of Safety & Electric System  
4 Reliability.

5 MICHAEL NAEVE, Skadden, Arps, Slate, Maagher & Flom  
6 LLP, representing Florida Power & Light and Chairman of  
7 the Governance Committee.

8 MARTY MENNES, Florida Power & Light, Chairman of  
9 the Operations and Planing Committee.

10 GAIL MCKAIG, Tampa Electric Company, Chairwoman of  
11 the Tariff and Pricing Working Group.

12 GREG RAMON, Chairman of the Market Design Working  
13 Group.

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P R O C E E D I N G S

CHAIRMAN DEASON: If I could have everyone's attention. We'll go ahead and we'll call the workshop to order. We do have an agenda here that we're going to follow, and I see that the first item is opening remarks.

Let me ask, first, do we need to have a notice read?

MR. ELIAS: I can do it. Notice issued by the clerk's office on July 21st, 2000, advises that this time and place have been reserved for a workshop concerning Regional Transmission Organization for Florida.

The purpose of this workshop is to allow presentations to the Commission by the Florida Regional Transmission Organization working groups regarding the status of their efforts supporting the formation of a Regional Transmission Organization for Florida.

The notice further provides that any interested person may present information regarding these efforts.

CHAIRMAN DEASON: Okay, thank you.

I really don't have any opening remarks, per se, other than to say thank you for coming, welcome. We, as the Commission, appreciate all of the hard work that has gone into this process. We eagerly await the presentations today.

We hope that it will be an opportunity for there

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1 to be some, not only presentation, but for there to be  
2 some dialogue and some discussion, question and answer,  
3 that sort of thing.

4 Also on today's agenda, there will be an  
5 opportunity for interested persons to also address the  
6 Commission, and we will get to that at that time.

7 I've been asked to remind everyone that there is  
8 a sign-up sheet in the back of the room. It's not  
9 mandatory that you sign up, but I think if you've  
10 expressed interest in this matter, you may wish to put  
11 your name on that list.

12 And without -- any other Commissioners have any  
13 opening remarks or thoughts? If not, then, I'm going to  
14 turn it over to Bob Trapp, who, then, I think, will turn  
15 it over to the presenters.

16 MR. TRAPP: Thank you, Chairman Deason. I don't  
17 have a whole lot of remarks to say. I just want to thank  
18 the parties for being here. Thank you in advance for the  
19 wonderful presentations you're going to make.

20 Commissioners, as you know, the Staff has been  
21 trying to be party to this process and has attended most  
22 of these meetings. We're happy that the utility and  
23 stakeholders are coming up here to bring you to the level  
24 of confusion that we're at in our review of this process.

25 I think, as we go along, we need to keep in mind

1 the critical issues that are important to us with respect  
2 to our jurisdiction; those of, basically, costs and  
3 benefits to the rate payers of Florida and then, more  
4 specifically, the rate payer impacts on the regulated  
5 investor-owned utilities.

6           And while a lot has been accomplished in these  
7 meetings, a lot remains to be accomplished. There's still  
8 a lot of questions that need to be answered. Staff has  
9 issued about 115 of them in an informal questionnaire to  
10 the parties. We've received one response from Florida  
11 Power & Light on a preliminary basis which, again, a lot  
12 of their responses are, "Well, we're still working on  
13 that." So, a lot of work still has to be done to bring  
14 this to fruition.

15           I understand, as will probably be discussed  
16 here, that plans are, however, to make a filing with FERC  
17 on the governance of the RTO asking for clarification from  
18 FERC as to whether or not it complies with what they're  
19 looking for in their Order 2000. I believe that has been  
20 postponed, we heard, at least to September 1st, Mike?

21           MR. NAEVE: That's correct.

22           MR. TRAPP: One of the things that we did pass  
23 out was kind of a rough drawing of the structure of the  
24 RTO that I hope that Mike Naeve will cover in his  
25 presentation on governance. I think, there was some

1 questions from the Commissioners to try to understand  
2 this. And, I guess, with that, I'll turn it over to the  
3 RTO stakeholders.

4 CHAIRMAN DEASON: Mike, I believe, it's yours  
5 now.

6 MR. NAEVE: Okay. I'm Mike Naeve. I'm with the  
7 law firm of Skadden, Arps, Slate, Maagher & Flom. I'm  
8 representing Florida Power & Light. And in addition to  
9 that, I've been chairing the governance committee of the  
10 RTO working group.

11 I'm also filling in today for Vinny Dolan, who  
12 is chair of the steering committee, who is going to act as  
13 moderator on behalf of the working group, but Vinny was on  
14 vacation and wasn't able to attend today, and he asked if  
15 I would fill in on behalf of him. So, I'm going to  
16 function in both capacities.

17 Let me begin by talking about the governance  
18 committee and the working we're doing and where we think  
19 we are going.

20 As you know, there are four committees working  
21 on various aspects of the formation of the RTO. The  
22 governance committee is the committee responsible for  
23 satisfying the -- or developing a structure that satisfies  
24 the FERC independence criteria.

25 We are working on preparing a petition to file

1 with FERC, a petition for declaratory order, seeking  
2 FERC's advice and, hopefully, consent as to the approach  
3 that we hope to have developed by -- originally, it was  
4 August 15th, now we're shooting for September 1st. We'll  
5 file that petition and ask FERC to respond to it as  
6 quickly as possible.

7           The petition will deal with a variety of  
8 governance issues, but most important, it will deal with  
9 the method by which the board of directors and the  
10 officers of the new corporation will be selected.

11           It will deal with other issues as well; the  
12 criteria for being chosen to the board, various factors  
13 dealing with independence to assure that the RTO functions  
14 in a way that's independent of market participants. It  
15 will establish an advisory board that will be composed of  
16 market participants to give advice to the RTO management  
17 and so forth.

18           It's important to get FERC sign-off on this  
19 structure as early as possible, if there's any hope of  
20 trying to meet the deadlines established by FERC for the  
21 implementation of RTOs. As you're probably aware, in  
22 Order 2000, FERC asked investor-owned utilities to  
23 implement and participate in RTOs by December 15th, 2001,  
24 to have them up and running by that date.

25           And when we stepped back and looked at the

1 various steps that had to be implemented to achieve that  
2 deadline, it became quite clear that we needed to have in  
3 place some officers and directors who could make decisions  
4 and who can begin staffing up and getting ready for that  
5 date, and we had to have them fairly soon.

6           So we also, then, realized that if we wanted to  
7 select those officers and directors, we wanted to do so in  
8 a way that assured they were selected in a form that  
9 guaranteed independence and satisfied the requirements of  
10 Order 2000.

11           That's the purpose of this -- the primary  
12 purpose of this petition is to file it early, get the FERC  
13 blessing on the proposed steps that we intend to take to  
14 select the board and officers so that we can be in the  
15 process, as soon as possible, in anticipation of meeting  
16 the December 15th, 2001, deadline.

17           I was just asked by Bob to address this chart,  
18 which is the structure that has been proposed for the RTO.  
19 And before I go through this, let me, just briefly,  
20 describe the broader approach that's being proposed and  
21 then go into this particular chart.

22           As a broad approach, the Florida Power & Light  
23 has proposed, and the various participants in Florida, are  
24 working towards a structure in which the Regional  
25 Transmission Organization is an independent transmission



1 company.

2           This is a company that actually owns  
3 transmission assets. It's an investor-owned company, who  
4 will hopefully have shareholders. And it will, not only  
5 own and operate its own transmission assets and try to  
6 purchase and acquire transmission assets from the various  
7 transmission owners in Florida, but to the extent, for  
8 whatever reason, current transmission owners believe or  
9 have believed they should not transfer ownership to this  
10 company or for tax reasons or constitutional reasons or  
11 other reasons find that they're limited in their ability  
12 to transfer ownership, this same entity that has its own  
13 assets will also provide ISO type services for the other  
14 transmission owners.

15           In other words, it'll enter into contracts with  
16 other transmission owners to operate their systems in an  
17 independent fashion to satisfy the RTO requirements with  
18 respect to their systems. So, it'll be both a  
19 transmission owner and operator with respect to its own  
20 facilities and an independent operator with respect to the  
21 facilities of other transmission owners.

22           CHAIRMAN DEASON: Let me ask the question.

23           MR. NAEVE: Yes.

24           CHAIRMAN DEASON: Will the RTO manager be  
25 leasing assets?

1           MR. NAEVE: It is conceivable that it will, but  
2 it's not anticipated. We've not ruled it out, but for  
3 various financial reasons we concluded that you may not be  
4 prudent for them to lease, certainly too many assets. If  
5 a large segment of the assets that it controlled were  
6 leased, it would affect its ability to raise capital, we  
7 concluded. So, we didn't want to lease too many assets.

8           A lot of the financial markets might treat lease  
9 as a long-term debt, and then looking at how much equity  
10 they might contribute to this company, they'd treat those  
11 assets as the functionally equivalent of debt.

12           CHAIRMAN DEASON: The way you envision it, it  
13 will be a combination of owning assets and then having  
14 agreements with others to be, basically, an ISO for those  
15 other entities.

16           MR. NAEVE: That's correct.

17           COMMISSIONER JABER: In response to Chairman  
18 Deason's question, though, it's not the RTO manager.  
19 You're at the RTO LLC level.

20           MR. NAEVE: That's correct. The RTO LLC will --  
21 going to this chart to try to clarify things -- and by the  
22 way, I apologize for the names, RTO, LLC, and RTO manager.  
23 We're going to try to come up with some better names for  
24 purposes of our final organization, but I think for the  
25 time being, these are the names we've been using. So, you

1 know, just bear with us on these until we can think of  
2 something more creative.

3 COMMISSIONER JABER: Okay.

4 MR. NAEVE: The RTO LLC will actually be the  
5 entity that files at FERC to become the RTO. It'll have  
6 to show to FERC that it's independent. It'll have to  
7 satisfy the various other criteria set forth by FERC to  
8 qualify as an RTO.

9 It will be a limited liability corporation. And  
10 limited liability corporations, as you know, are very  
11 similar to limited partnerships. They, typically, have  
12 one managing member, like the general partner in a limited  
13 liability partnership. And then, they have other members  
14 that are not managing members. They're just members of  
15 the LLC, and they're functionally equivalent to limited  
16 liability partners.

17 They have financial investment, but they don't  
18 have a management role. So, in this case, the RTO manager  
19 will be the so-called managing member. And any utility  
20 that contributes assets to the RTO, in exchange for an  
21 interest in the RTO, a membership interest, will become a  
22 member of the RTO LLC. There will be --

23 CHAIRMAN DEASON: Now, let me -- will the RTO  
24 manager, will that be a corporation?

25 MR. NAEVE: It will be a corporation. It will

1 be a "C" corporation, which is your standard form of  
2 corporation. FP&L, for example, and Florida Power, are  
3 "C" corps. This will be a "C" corp for publicly-traded  
4 shareholders.

5 CHAIRMAN DEASON: It's anticipated that the  
6 stock of that corporation will be traded on the market?

7 MR. NAEVE: Yes, it is.

8 COMMISSIONER JACOBS: But the majority of that  
9 stock will be held by the contributing companies, isn't  
10 it?

11 MR. NAEVE: Well, the majority of the ownership  
12 interest of the RTO of the LLC, this big score at the  
13 bottom, the majority of that interest will be held by the  
14 parties that contribute assets in exchange for an  
15 ownership interest. In this case, the ownership interest  
16 is not in the form of stock, it's in the form of a  
17 membership interest, but basically, that's correct.

18 That will be true for the RTO LLC. As for the  
19 RTO manager, they're going to do an initial public  
20 offering, offering shares of stock for the public to  
21 purchase. And, hopefully, on day one, all of their shares  
22 will be owned by the public at large. And, initially,  
23 none of their shares will be owned by utilities that  
24 contributed assets.

25 COMMISSIONER JABER: That confused me. The RTO

1 LLC will be owned by the stockholders, who are the  
2 utilities, right?

3 MR. NAEVE: Well, it'll be owned by -- yeah.  
4 Let's call them stockholders. Actually, they're -- since  
5 this isn't a stock corporation, they won't have a stock  
6 interest. This is an LLC. They'll have a membership  
7 interest. So, the terminology is they'll have a  
8 membership interest as opposed to a stock interest. It's  
9 just a terminology difference, but they will have a  
10 membership interest in the RTO LLC.

11 So, hypothetically, in this drawing, we have two  
12 utilities contributing assets. They will contribute  
13 those, and the payment they get for those assets, the  
14 consideration they receive, will be a membership interest  
15 in the LLC.

16 COMMISSIONER JABER: Okay. The utilities will  
17 have a membership interest in the LLC.

18 MR. NAEVE: That's right.

19 COMMISSIONER JABER: And the only reason you  
20 call them membership interest is because it's an LLC.

21 MR. NAEVE: That's correct. If this were a "C"  
22 corp, we'd call it a stock ownership.

23 COMMISSIONER JACOBS: Now, let's make sure I  
24 understand this, because it was my understanding  
25 previously that the contributing companies would get these

1 Class-B shares in RTO manager, and that would be their  
2 interest. But what I'm hearing you say is that the  
3 contributing company will get a direct membership interest  
4 in the LLC.

5 MR. NAEVE: That's right. The Class-B shares --  
6 this is, I realize, it's complicated structural confusing,  
7 but we've provided for the ability for companies that have  
8 a membership interest in the LLC, if you look -- the first  
9 utility box, it'll have a membership interest in the LLC.

10 The problem with having a membership interest in  
11 the LLC, especially one that has restricted voting rights  
12 and so forth, is that it's not liquid, it's not fungible.  
13 You can't sell it to other people easily. It's not a  
14 publicly-traded type of security.

15 And to enable the utilities to be able to  
16 liquidate their investment, if they want at some point to  
17 get out of this investment, to sell it to the public or  
18 whatever, by holding the membership interest, that's hard  
19 to get out of.

20 So, we have a provision that allows them to  
21 convert that membership interest in the LLC into Class-B  
22 shares of the RTO manager. And there'll be a formula by  
23 which they can convert their membership interest into  
24 stock interest in the RTO manager.

25 One of the problems we have, though, is that the

1 RTO manager, because it is the managing member of the RTO,  
2 it has all the control. And it has to be independent of  
3 market participants. These utilities will be market  
4 participants, so they're not permitted to have voting  
5 stock in the RTO manager. So, we've created a Class-B  
6 type of stock that is nonvoting. It's equivalent to  
7 Class-A stock, except that it's nonvoting.

8 COMMISSIONER JACOBS: And the IPO will only do  
9 Class A, right?

10 MR. NAEVE: That's right. We'll do the IPO to  
11 the public at large. They'll get Class-A stock. And  
12 if -- let's say, hypothetically, three years from now,  
13 utility "A" decides they want to sell their interest in  
14 the RTO. No one would buy this membership interest,  
15 because there's not a public market for it.

16 There is a public market for Class-A shares.  
17 So, what they will do is they'll convert their membership  
18 interest into Class-B shares, which are identical to  
19 Class-A shares, except they can't vote. And the Class-B  
20 shares will have a feature in them that allows them to be  
21 converted to Class-A shares anytime they're owned by an  
22 entity that's not a market participant. So, if you sell  
23 your Class-B shares to somebody, they automatically become  
24 Class-A shares, if that purchaser is not a market  
25 participant.

1           So, that's how -- this is the feature that was  
2 designed to enable the passive owners, we call them, the  
3 utilities that have exchanged transmission assets for a  
4 membership interest. This is a way for them to ultimately  
5 divest their passive ownership interest for cash.

6           COMMISSIONER JACOBS: Mike, one of the questions  
7 that comes to my mind is these membership interests, then,  
8 have to have some value attached. And I assume that it  
9 would be derived from some value attached to the assets  
10 that have contributed.

11          MR. NAEVE: That's right.

12          COMMISSIONER JACOBS: How then, do you make that  
13 fit into the whole pie here, the LLC? In other words --

14          MR. NAEVE: Sure. I'm going to step back just a  
15 second and kind of answer that indirectly, and then more  
16 directly.

17          COMMISSIONER JACOBS: Okay.

18          MR. NAEVE: The LLC wants to acquire  
19 transmission assets. It's going to have a limited amount  
20 of cash. The RTO LLC is going to have a limited amount of  
21 cash. And where that cash will come from is when the RTO  
22 manager does an initial public offering, it will sell its  
23 shares to the public, and it will receive cash.

24                 It will contribute that cash down to the RTO LLC  
25 in exchange for a membership interest. And we think



1 they'll own, roughly, 20% of the RTO LLC, at least  
2 initially. So, they'll raise cash, they'll contribute  
3 that cash downward into the RTO LLC, and they will, in  
4 exchange for that, get their membership interest, that 20%  
5 interest.

6           The utilities will contribute their assets into  
7 this. And instead of getting cash from the RTO LLC, some  
8 of them will get membership interest. You know, it's  
9 conceivable that other utilities will want to transfer  
10 their assets into this for cash. We're giving them the  
11 option to do it either way.

12           But if you are -- let's call this actually, if  
13 you want, call it utility one and utility two. And let's  
14 say, utility one is an investor-owned utility and utility  
15 two, theoretically, might be a utility that's not investor  
16 owned, but it doesn't pay taxes.

17           Utility two may decide that rather than getting  
18 a membership interest in the LLC, they may rather just  
19 have cash. And they would sell their assets to the LLC  
20 and in exchange for that get cash. And the LLC, in  
21 effect, would buy them for cash.

22           And utility two, because they don't pay taxes,  
23 they probably wouldn't have to pay capital gains tax on  
24 that transaction. So, that would be a tax-efficient  
25 transaction for them and probably would be a smart way to

1 go.

2 Utility one, let's say it's an investor-owned  
3 utility, and they have a rate base for these assets, but  
4 also have a tax basis for these assets. And let's say,  
5 they sell these assets -- if they were to sell these  
6 assets to the RTO LLC, and let's say they were to sell  
7 them at regulatory book value, they would get a cash  
8 payment equal to their regulatory book value. But if the  
9 regulatory book value is greater than the tax basis,  
10 they'd have to pay a capital gains tax on the difference.

11 And for FP&L, we've look at that, and it's  
12 several hundred million dollars. So, we'd have to pay a  
13 significant capital gains tax, if we were to do that. So,  
14 that wouldn't be a very tax-efficient transaction. We can  
15 though, under the tax laws, contribute our assets down for  
16 a membership interest, and that would initially be  
17 tax-free.

18 So, we'd get the membership interest tax-free.  
19 If we ever later sell that membership interest, we have to  
20 pay taxes at that time, but that would be -- at least if  
21 we wait five years and sell the membership interest, we  
22 will have deferred for five years paying tax. We may  
23 decide in five years, it's not worth paying that tax  
24 either, and hold on to it longer than that, but at least  
25 there's a substantial tax deferral, but not a tax

1 avoidance, if you ever liquidate your interest.

2 MR. ELIAS: Mike, if I can ask -- I'm over here,  
3 Bob Elias -- is the exchange in the scenario you just  
4 described, is the exchange of the membership interest for  
5 Class-B stock a realization event? Is that something  
6 where the tax liability accrues?

7 MR. NAEVE: Yes.

8 MR. TRAPP: And Mike, if I might -- Bob Trapp --  
9 is it my understanding that Power & Light, along with a  
10 lot of other companies, are trying to get favorable  
11 legislation in Congress relief from this capital gains  
12 tax?

13 MR. NAEVE: Yes is the answer. I think, the  
14 prognosis is not very good at all, but the answer is yes.

15 There is proposed legislation. I'm not certain  
16 how seriously it's being considered by the recipients of  
17 the proposal by Congress, but as electric institute and  
18 others have proposed legislation. I know Commissioner  
19 Kurt Herberte at FERC is also working on proposed  
20 legislation that would allow utility "A" to sell its  
21 assets to the RTO and not pay capital gains taxes on that  
22 transfer, because it would be doing so pursuant to FERC  
23 Order 2000.

24 You know, the likelihood of -- it's anybody's  
25 guess as to what's the likelihood of Congress enacting

1 that change. What makes it complicated a little bit is it  
2 doesn't go to the energy committee, which is considering  
3 the bulk of the energy legislation. It would have to go  
4 to the Ways & Means Committee and the finance committee,  
5 and they haven't been as involved in this legislation. It  
6 does reduce somewhat the likelihood of that happening.

7 COMMISSIONER JABER: Mr. Naeve, if utility one  
8 is an IOU, and it has chosen to contribute its assets for  
9 a membership interest to avoid the capital gains tax --

10 MR. NAEVE: Right.

11 COMMISSIONER JABER: -- how is the membership  
12 interest reported on your books for regulatory purposes?  
13 And how is the tax deferral reported on your books for  
14 regulatory purposes?

15 MR. NAEVE: I must say, for purposes of Florida  
16 Public Service Commission recordkeeping, I'm not an expert  
17 in that matter and probably couldn't answer it. I don't  
18 know if anybody here -- Anne says that's a take-home  
19 question. We'll have to get back to you.

20 COMMISSIONER JABER: Sounds like a plan.

21 CHAIRMAN DEASON: I thought Bill Walker would  
22 have the answer just like that.

23 MR. WALKER: I don't think you want to hear it.

24 COMMISSIONER JABER: I didn't ask.

25 MR. TRAPP: Commissioners, if I might, at this

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1 point, we've asked the same question of the company, and  
2 they've given us the same answer, but we --

3 COMMISSIONER JABER: Did you ask Bill? Did you  
4 ask Bill Walker? Is that why?

5 MR. TRAPP: Well, he was at the meeting we  
6 asked, but they have committed to come back at the next  
7 staff meeting with us. We've been holding some individual  
8 staff meetings with the utilities. They have committed to  
9 come back to us with a trace-through of the regulatory  
10 impact structure. And I asked them if they were going to  
11 be able to discuss that today, and they said they weren't  
12 ready yet. So, we're looking to schedule with Anne pretty  
13 quickly a meeting to try to trace through those regulatory  
14 effects.

15 MR. NAEVE: The intent -- the RTO LLC acquires  
16 assets. It could -- whether it pays cash or whether it  
17 pays for these interest in the form of a membership  
18 interest, it could acquire assets at greater than book, at  
19 book. You know, theoretically, it could pay any price it  
20 wants for them.

21 However, FERC precedent has been to not  
22 recognize acquisition adjustments and allow rates to be  
23 based on anything above book. So, our expectation is that  
24 the RTO LLC, in acquiring assets, will pay regulatory  
25 book, because that's what it can earn on. If it pays more

1 than that, they're paying an amount which they cannot earn  
2 on. So prudence, on the point of the RTO LLC, I would  
3 say, as a general rule, they will pay book.

4 Now, that's not to say in the future they will  
5 always pay book, but they may at some point work out some  
6 rate arrangement with FERC where, theoretically, they  
7 might be permitted to pay above book for certain key  
8 assets or something, I'm not sure.

9 But it's an initial matter that FERC precedent,  
10 historically, has been rates have to be based on book  
11 value. And if rates are based on assets that were  
12 previously owned by another company, and they're now  
13 transferred to you, they're based on the book value in the  
14 hands of the previous owner.

15 So, our expectation is that in FP&L's case, we  
16 will transfer them in and we will receive a membership  
17 interest value based on the book value of the assets  
18 transferred in.

19 CHAIRMAN DEASON: Let me ask a question.  
20 Utility two, let's just say it's a municipal, and they  
21 wish to sell assets to the RTO LLC. The municipal system  
22 doesn't have a rate base, per se. So, is that a concern?  
23 And would that transfer, since there's not a rate base,  
24 not a book value, would it be at an appraised value or a  
25 replacement cost, less depreciation value?

1 MR. NAEVE: Well, my guess is it would be at a  
2 value based on some sort of reconstructed book value, had  
3 they used something like the FERC uniform system of  
4 accounts.

5 All this hasn't been worked out precisely yet,  
6 but my guess is it'll be a value based something on that,  
7 because in other proceedings in which -- involving ISOs in  
8 which the ISO incurs costs for operating systems of  
9 various utilities, some of them FERC regulated, some of  
10 them not FERC regulated, and they want to pass through  
11 those costs. FERC has indicated that passing through the  
12 cost for transmission owners that are not FERC regulated,  
13 the amount of costs passed have to be based on a system  
14 roughly approximate in their uniform system of accounts.

15 So, I presume, the same type of principles will  
16 largely apply to the RTO. Bill reminded me that there may  
17 be people in the audience from the muni's or co-ops or  
18 others that may want to say something about this point.  
19 So, I would be happy to let anybody else address this  
20 issue, if they choose to.

21 CHAIRMAN DEASON: Any volunteers?

22 MR. WOODBURY: Good morning, Commissioners. My  
23 name is Tim Woodbury. I'm with Seminole Electric  
24 Cooperative.

25 As far as Seminole goes, we have on the books a

1 net book value for our transmission assets that would  
2 be -- is easily shown and demonstrated to anyone that we  
3 would be willing to sell those assets to.

4 CHAIRMAN DEASON: You're saying you're willing  
5 to sell it at book value or that's a totally different  
6 question?

7 MR. WOODBURY: We may, in fact, be selling some  
8 of those assets at some point after the organization gets  
9 up and running.

10 CHAIRMAN DEASON: Okay. Thank you.

11 While we've interrupted, let me back up for just  
12 a second. I believe, in response to a question from  
13 Mr. Elias, if I understand it correctly, and I may not  
14 understand but, I believe, you indicated that when the  
15 membership interest in the LLC is converted to Class-B  
16 stock, that that is a taxable event or is not a taxable  
17 event?

18 MR. NAEVE: That is.

19 CHAIRMAN DEASON: That is a taxable event.

20 MR. NAEVE: That's right.

21 CHAIRMAN DEASON: Okay.

22 MR. NAEVE: Now, one of the things worth  
23 pointing out is that in this particular situation, the RTO  
24 is this LLC, the institution at the bottom. But it's  
25 actually under the control of this other organization



1 called the RTO manager, because it is the managing member.  
2 And as the managing member it has, essentially, all of the  
3 control.

4 Because it controls the RTO it, too, has to  
5 satisfy the FERC independence criteria. So, we have, in  
6 the petition we'll be filing with FERC, a variety of  
7 criteria to ensure that it, too, is free of influence of  
8 market participants and that its board is selected in an  
9 independent way and so forth.

10 So, in some ways the RTO, technically, is the  
11 bottom entity, but in other ways, because the RTO manager  
12 will control the policies and practices of the RTO LLC as  
13 the managing member, you almost need to draw a dotted line  
14 around both of them and think of them as the RTO.

15 I mentioned that we originally hoped to file by  
16 August 15th so that we can, as soon as possible, commence  
17 the process of trying to select a management search firm  
18 to begin the search for directors. And then, once we pick  
19 the first eight directors, we would ask them to go out and  
20 pick the CEO.

21 Based on the meeting of the governance committee  
22 yesterday, we concluded that there is still opportunity to  
23 reach a more broad consensus on some of the key issues  
24 that we've delayed for a couple of weeks, until September  
25 1 filing of that petition.

1 I think, we probably can't go beyond September  
2 1, if we would have any hope at all of meeting the  
3 December 15th, 2001, deadline. But we're going to have  
4 additional meetings, unfortunately, maybe three more  
5 meetings between now and September 1, to see if we can't  
6 get a broader consensus for what we file.

7 CHAIRMAN DEASON: Any questions?

8 COMMISSIONER JABER: Yes. Mr. Naeve, my  
9 previous notes from attending some of the meetings, if I'm  
10 not mistaken, you said the RTO LLC will have a revenue  
11 requirement?

12 MR. NAEVE: I'm sorry, will have a what?

13 COMMISSIONER JABER: Revenue requirement?

14 MR. NAEVE: Yes.

15 COMMISSIONER JABER: Walk me through who else --  
16 what entity, what other entity will have a revenue  
17 requirement. Is it just RTO LLC or do you envision the  
18 RTO manager also having rate-based revenue requirements?

19 MR. NAEVE: No, the RTO manager won't. We  
20 will -- at one point -- we've actually changed this ever  
21 so slightly. At one point, we were planning on putting,  
22 basically, all of the staff up at the RTO manager level.  
23 And we would have a contract for management services down  
24 at the LLC level.

25 And I'm sure FERC, and this Commission, probably

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1 would have insisted that be a cost-based contract, so they  
2 would have, in effect, had a revenue requirement. We,  
3 subsequently, decided that the cleaner way to go would be  
4 to put all the employees down here at the LLC level to  
5 avoid those sort of affiliate contracts.

6 Now, the RTO LLC, its revenue requirement will  
7 have essentially, two components. The first component  
8 will be its own cost of service. It will have employees,  
9 it will have assets, it'll look just like a transmission  
10 company that owns assets and has depreciation and earnings  
11 and so forth on those assets.

12 And when it files rates at FERC for transmission  
13 service, it will seek to recover those costs and a return  
14 and so forth. But in addition to that, the RTO LLC will  
15 function as the manager of other transmission assets owned  
16 by different transmission owners.

17 And those other transmission owners will enter  
18 into a contract with the RTO LLC under which the RTO LLC  
19 will operate their assets. And they will recover from the  
20 RTO LLC their revenue requirement.

21 COMMISSIONER JABER: Okay. Back up. So, for  
22 the sake of simplicity, the RTO LLC has become, and I use  
23 it loosely, but has become a new IOU.

24 MR. NAEVE: Yes. It's a new IOU that is both a  
25 transmission owner, but also a transmission operator for

1 both companies. So, part of its revenue requirement will  
2 come from the assets it owns, and part of it will come  
3 from the revenue requirements sent to it by the other  
4 transmission owners.

5           So, hypothetically, let's say utility three  
6 hasn't contributed its assets here but, instead, enters  
7 into a contract with the RTO LLC to operate its  
8 transmission system. Utility three will file -- they will  
9 enter into a contract, as I described with the RTO LLC.  
10 That contract will be a FERC jurisdictional contract. The  
11 rates that it sets forth, its revenue requirement, will be  
12 reviewed by FERC and established by FERC, and it will be  
13 sent up to the RTO LLC. It will then bundle that revenue  
14 requirement with its own revenue requirement to develop  
15 statewide rates.

16           COMMISSIONER JABER: Wait a second. Who will  
17 file with FERC, the RTO LLC or the RTO manager for rate  
18 approval?

19           MR. NAEVE: The RTO LLC.

20           COMMISSIONER JABER: Okay.

21           MR. NAEVE: But also, in this case, utility  
22 three will enter into a contract with the RTO LLC to  
23 operate its system. And utility three will recover its  
24 wholesale revenue requirement from the RTO LLC, not from  
25 customers.

1           The RTO LLC will be the own entity that  
2 interacts with transmission customers. So, the RTO LLC  
3 will have a tariff. Transmission customers will pay their  
4 rates to the RTO LLC, and then the RTO LLC will, in turn,  
5 make payments to the utility three to cover its revenue  
6 requirement.

7           And that contract it has with utility three will  
8 be FERC jurisdictional contract, and the revenue  
9 requirement, the wholesale revenue requirement for utility  
10 three, will be set by FERC.

11           MR. TRAPP: Mike, Bob Trapp over here again.

12           Since the scope of the RTO is going down all the  
13 way to the distribution substations, that wholesale  
14 revenue requirement that you're talking about really is  
15 what we would call now the wholesale revenue requirements  
16 that exist now, plus the retail transmission revenue  
17 requirements. There would be a transference, as I  
18 understand it, of that jurisdiction of those revenue  
19 requirements from the state of Florida to FERC.

20           MR. NAEVE: That is true for the assets that are  
21 contributed to the RTO LLC. The organizations that sell  
22 their assets to the RTO LLC are the organizations that  
23 contribute their assets in exchange for a membership  
24 interest.

25           They will be out of the transmission business.

1 They won't own transmission assets anymore. They will be  
2 owned by the RTO LLC. So, to the extent that those  
3 utilities need transmission service to serve their retail  
4 load, they'll now have to go to the RTO LLC for that  
5 service. So, that's correct.

6 MR. TRAPP: Explain to me the other side of the  
7 coin, the Florida Power Corporation side of the coin,  
8 where they're going to take operational services from you.  
9 From a jurisdictional rate-making standpoint, how would  
10 you see that handled?

11 MR. NAEVE: That looks more like a traditional  
12 ISO operation. Well, let's back up. Today,  
13 investor-owned utilities that provide transmission service  
14 at wholesale, they have an Order 888 tariff. And they  
15 recover that portion of their transmission costs  
16 associated with wholesale service from FERC under their  
17 888 tariff.

18 In establishing ISOs, FERC has, up to this point  
19 at least, permitted an arrangement in which the owner of  
20 the transmission system will not take service from the ISO  
21 directly for its retail load but, instead, will take  
22 service from the ISO only for wholesale transmission  
23 service.

24 So, to the extent that, let's say in California,  
25 PG&E is entered into a contract with the ISO to manage

1 PG&E's transmission system, to the extent PG&E uses the  
2 transmission system for purposes of serving its own native  
3 load, they'd still recover those costs from the retail  
4 customers, and they don't take that service from the ISO.

5 To the extent that a customer, a wholesale  
6 transmission customer, approaches PG&E and says we want  
7 transmission service, that service isn't provided by PG&E  
8 anymore, it's provided by the ISO using PG&E system. And  
9 PG&E recovers those rates or the ISO recovers those  
10 wholesale rates, and then PG&E recovers them in turn from  
11 the ISO.

12 MR. TRAPP: What kind of additional regulatory  
13 mechanisms, in terms of cost recovery, do you envision  
14 being needed with respect to the retail side of the  
15 business? Are you going to recover all your costs from  
16 FERC?

17 MR. NAEVE: Transmission costs?

18 MR. TRAPP: Yes.

19 MR. NAEVE: Florida Power & Light won't own  
20 transmission assets anymore. But with respect to the  
21 assets that it previously owned that are now owned by the  
22 RTO, it will recover its rates through FERC. But Florida  
23 Power & Light, then, will pay the RTO for service. And  
24 those costs, they will attempt to recover through its  
25 retail rates.

1           MR. TRAPP: But there is already a body of those  
2 costs that are in retail rates -- excuse me, base rates.  
3 You've got the transmission rate basis in base rates.

4           MR. NAEVE: Right.

5           MR. TRAPP: You're recovering revenue  
6 requirement, including a return, at the state level for  
7 that. Now, those are being transferred out --

8           MR. NAEVE: And in exchange, what we're getting  
9 is a --

10          MR. TRAPP: Exchange for a charge from the RTO.  
11 So, there's --

12          MR. NAEVE: But in effect, you're substituting a  
13 revenue requirement in retail rates, which you have today,  
14 for a different revenue requirement, which is the charge  
15 you pay the RTO for transmission service.

16          MR. TRAPP: And how do you expect to treat the  
17 difference?

18          MR. NAEVE: Well, first, we're trying to figure  
19 out what the difference is. But, you know, I think the --  
20 in the long run -- you know, in the short run, the issue  
21 is will there be need for filing an additional -- and I  
22 should let the Florida Power & Light people speak to this  
23 issue, but there will be a question of is there sufficient  
24 difference between those two charges that we need to file  
25 a new retail rate case to make up the difference?



1           If they're sufficiently close together that it's  
2 kind of exchanging dollar for dollar, something close to  
3 dollar for dollar, then there may be no need for a retail  
4 rate case. And what we're trying to do is ascertain, you  
5 know, what are the various factors that would contribute  
6 to that being higher or lower.

7           MR. TRAPP: Have you contemplated leaving the  
8 rate base alone and requesting a separate cost recovery  
9 clause?

10          MR. NAEVE: Anne says, yes.

11          MR. TRAPP: So, no rate case, but separate cost  
12 recovery clause.

13          MR. WALKER: Bob, we're not going to double  
14 count, if that's what you're getting at the question of  
15 trying to collect it twice; once through the clause and  
16 once through the base rate, no, we will not do that. We  
17 may ask for a recovery of incremental cost through some  
18 mechanism. Again, we don't know how much money it will be  
19 or whether or not it's even necessary. We won't know  
20 that, until we know what the transmission rates are.

21          MR. TRAPP: And when will you know that?

22          CHAIRMAN DEASON: Excuse me, just a second.

23 Bill, you probably need to identify yourself. That's Bill  
24 Walker from Florida Power & Light.

25          MR. TRAPP: Under this current development

1 timetable, when do you anticipate knowing what those  
2 revenue requirements are?

3 MS. GREALY: I think, we're pretty close to  
4 identifying --

5 CHAIRMAN DEASON: Ms. Grealy, you need to  
6 identify yourself.

7 MS. GREALY: Anne Grealy, Florida Power & Light.

8 We're pretty close to identifying what's in our  
9 retail rates. And a lot of this is what will probably be  
10 covered by the pricing committee report later, but we're  
11 in that process of identifying what's in our retail rates.  
12 And at this point, you know, we don't know what the  
13 charges of the RTO are going to be.

14 I mean, everyone's identifying the revenue  
15 requirements associated with what they'll either be  
16 contributing or divesting or leasing. But frankly, I  
17 think there'll be a settlement process as to what those  
18 rates are going to be. And hopefully, we can reach  
19 agreement on what we're going to file with FERC for those  
20 rates.

21 So, I think, we have a requirement of, you know,  
22 no more than 60 days for the actual prices to file with  
23 FERC, but the committee is working, and we hope to  
24 identify that sooner rather than later. I think, the next  
25 time that we meet with the FERC staff -- with the PSC

1 staff, we'll be in a position to say here is what is  
2 currently in our retail rates associated with the services  
3 that we'll now be paying the RTO for.

4 MR. TRAPP: 60 days from when, Anne? Bob Trapp  
5 over here.

6 MS. GREALY: Okay. I'm going to let Gail  
7 address that or even Mike. It's my understanding that we  
8 would have to file prices 60 days before December 15th,  
9 2001.

10 COMMISSIONER JACOBS: Before we move on, I kind  
11 of want to walk through that analysis. From a rate  
12 perspective, you're just simply not looking to avoid  
13 double recovery. From a perspective of separations, do I  
14 understand you to say that you'll know what retail rates  
15 are being used now to recover costs associated with your  
16 wholesale transmissions?

17 MS. GREALY: Wholesale and retail.

18 COMMISSIONER JACOBS: And retail. So that when  
19 you look to allocate some cost recovery to the LLC, you'll  
20 look to back out from your retail rates that portion of  
21 the costs that are now -- for wholesale? You'll back that  
22 out, whatever that is?

23 MS. GREALY: Right. Let's look at it in pieces.  
24 We have, in our retail rates, what we're using to serve  
25 our retail customers and the costs associated with that,

1 let's say, that's \$260 million revenue requirement. And  
2 now we're going to have to pay something, you know, higher  
3 or lower to the RTO. And that's the issue that we're  
4 going to be addressing with you. And, you know, frankly,  
5 realistically, it's going to be higher.

6 COMMISSIONER JACOBS: You'll pay them for doing  
7 your wholesale transmissions.

8 MS. GREALY: Right. So, what I want to be able  
9 to do is to demonstrate to you and the staff that we have  
10 in our retail rates \$260 million. We're now having to pay  
11 this RTO \$270 million or \$265 million, whatever that is.  
12 And, you know, through other cost-cutting measures, maybe  
13 we can absorb a part of that. But to the extent that  
14 there --

15 COMMISSIONER JABER: Or all of it?

16 MS. GREALY: Or all of it. I mean, I think,  
17 that's our goal. You know, no one wants to raise their  
18 rates any less than we do, so that will certainly be our  
19 goal. But if we come to you and say we've been able to  
20 absorb all of it but one million or two million, we would  
21 want to seek recovery of that through, either the existing  
22 recovery clause or a new clause. And, I think, we'll be  
23 able to utilize the existing capacity cost recovery  
24 clause. But, you know, Staff has made it very clear that  
25 that is going to be a rigorous examination, and we're

1 going to have to demonstrate, you know, what is in retail  
2 rates and what we've done to absorb the increase.

3 CHAIRMAN DEASON: I have a fundamental question.  
4 When the RTO becomes functional -- I think, Bob's already  
5 asked this question earlier -- basically, the rates are  
6 going to be set by FERC.

7 MS. GREALY: Right.

8 CHAIRMAN DEASON: So, they have jurisdiction to  
9 set those rates. But there's a portion, and probably the  
10 vast majority of that though is going to have to be  
11 recovered somehow in retail rates.

12 MS. GREALY: Correct.

13 CHAIRMAN DEASON: Okay. So, the question is,  
14 how do we split out the portion, even though FERC's got  
15 jurisdiction to set the rates over at all, how do we  
16 separate out that portion of those costs that are going to  
17 be recovered wholesale and the portion that is going to be  
18 recovered retail?

19 MR. NAEVE: I actually think on that issue,  
20 it'll be easier than it is today, because today FP&L has a  
21 revenue requirement that's associated with their entire  
22 transmission system, that portion which is providing  
23 wholesale service, and that portion which is providing  
24 retail service.

25 Once they've transferred all of that asset to

1 the RTO, the entities taking wholesale service will take  
2 that from the RTO and will pay for that service. They  
3 won't pay FP&L. FP&L won't be in the business anymore  
4 providing wholesale service. FP&L will be purchasing  
5 service just for the retail load. And that's the portion  
6 they'll come to you and seek recovery of.

7 CHAIRMAN DEASON: Okay. That's fine. Then, the  
8 question becomes -- let me put it bluntly.

9 I don't want to be in a situation of retail  
10 customers subsidizing wholesale customers. If the RTO  
11 feels like they're not getting enough revenue requirement  
12 recovery from the wholesale side, and they're an entity,  
13 is there going to be the possibility of shifting cost to  
14 the retail side, because maybe we have a higher rate of  
15 return in state or whatever?

16 How do we ensure that there's not a subsidy, one  
17 way or the other?

18 MR. NAEVE: I think, by the way rates are set at  
19 FERC, hopefully, there won't be a subsidy. The RTO won't  
20 have a retail rate and a wholesale rate, they'll just have  
21 a wholesale rate. And we will be paying the same rate  
22 that the wholesale customers are paying, because we will  
23 be a wholesale customer.

24 CHAIRMAN DEASON: There'll be one rate.

25 MR. NAEVE: There'll be one rate. So, everybody

1 pays the same rate. So, I think, on that basis, there  
2 shouldn't be a subsidy, one group versus the other,  
3 because they all pay the same rate.

4 CHAIRMAN DEASON: Okay.

5 MR. TRAPP: I guess, my last remaining question  
6 is wouldn't it just be easier to make a clean cut of all  
7 this and just take it all out of retail rate base and let  
8 it all be FERC jurisdictional and let you recover your  
9 money from FERC?

10 MR. NAEVE: I'm not -- Bob, actually, I'm not  
11 sure I understand the question.

12 MR. TRAPP: Well, I'm sure Commissioner Deason's  
13 concerned about overlaps between -- you know, we got  
14 retail rate base now, but part of it is being transferred  
15 to FERC. Shouldn't we just make a clean split of all of  
16 that?

17 MR. ELIAS: In other words, I think what  
18 Mr. Trapp was contemplating is resetting base rates to  
19 reflect the reduction in assets associated with the  
20 delivery of service.

21 MS. GREALY: We would then have to turn right  
22 around and set revenue requirements for the increase in  
23 expenses that we're going to have to pay the RTO. So,  
24 while rate base is decreasing, expenses are going to go  
25 up. It'll be an expense that we'll have to pay the RTO

1 for these services.

2 MR. ELIAS: And, I think, you previously  
3 mentioned that, you know, you saw recovery of these costs  
4 through the capacity cost recovery clause, and I think the  
5 thinking implicit. And the question was that we would  
6 look at all the expenses associated with transmission the  
7 way we do with capacity and purchase power and fuel now.

8 MS. GREALY: Yeah. I think, it's six to one  
9 half a dozen on the other. I think, you're going to want  
10 to look at the impact of this on our revenue requirements  
11 and how our current retail rates cover those revenue  
12 requirements.

13 And based on the numbers that we're seeing so  
14 far, it'll be close to a wash or a higher expense than we  
15 see today that's included in our retail rates. What  
16 you're describing is one option. I don't think it's the  
17 most efficient or expeditious option, but it's one  
18 approach. I mean, obviously, we would want to show you  
19 that you don't have to have a retail rate case. I mean,  
20 that's not something that we would look forward to doing  
21 or want to do, but it's an approach.

22 COMMISSIONER JABER: Ms. Grealy, you said we  
23 will have to pay the RTO for expenses. Are you, in your  
24 FP&L capacity, you're saying we, FP&L, have to pay which  
25 RTO for expenses?



1 MS. GREALY: We're going to have to buy  
2 transmission services from the RTO.

3 COMMISSIONER JABER: LLC.

4 MR. NAEVE: That's correct, RTO LLC.

5 CHAIRMAN DEASON: Okay. Let me back up for just  
6 a second and kind of take the concern that I have, maybe  
7 from a little bit different angle. FP&L is going to have  
8 to be buying transmission services from the RTO LLC. And  
9 the rate it pays is going to be one tariff rate, and  
10 regardless of whether it's wholesale or retail type of a  
11 transaction or utilization, it's going to be one rate.

12 MR. NAEVE: In effect, it's a wholesale rate.

13 CHAIRMAN DEASON: Everything is wholesale.

14 MR. NAEVE: We will be a wholesale customer of  
15 the LLC.

16 CHAIRMAN DEASON: Okay. Then, that's my point.  
17 How, then, do you determine, if you're just a wholesale  
18 customer and you utilize -- right now you utilize --  
19 there's some wholesale use of your system right now, and  
20 that's allocated to FERC, and it's not in retail rates,  
21 correct?

22 MR. NAEVE: Well, yes, that's correct.

23 CHAIRMAN DEASON: And, I guess, my question is  
24 this: How do we -- how do you know, as a customer of the  
25 RTO, what you pay them, how do you know how much of that

1 needs to be recovered in retail rates?

2 MR. NAEVE: All right. Let me take another  
3 crack at this.

4 Today, we have a wholesale use system and a  
5 retail use. The wholesale use is largely revenues that we  
6 earn from providing wholesale transmission service. So,  
7 to the extent that wholesale customers come to FP&L and  
8 ask for transmission service, that's largely the wholesale  
9 component of their wholesale use.

10 In the future, those customers won't come to  
11 FP&L. They'll go to the RTO for transmission service.  
12 So, that piece of the FP&L wholesale use will disappear.  
13 So, in effect, in the future, the RTO will be allocating  
14 those costs between FP&L and the wholesale customers --  
15 not allocating, but they'll all be paying the same rate,  
16 and the costs will be divided up.

17 CHAIRMAN DEASON: FP&L is not going to be  
18 entering into wholesale transactions?

19 MR. NAEVE: That's the second piece I was about  
20 to get to.

21 CHAIRMAN DEASON: Okay, I'm sorry.

22 MR. NAEVE: The second piece is the extent to  
23 which FP&L makes off-system sales. They also, in effect,  
24 are required to pay themselves for wholesale service  
25 today. In the future, they will be paying the RTO for

1 that service. So, that will be a payment they make to the  
2 RTO for transmission service.

3 So, if you step back and ask yourself what will  
4 FP&L be purchasing when they buy transmission service in  
5 the future from the RTO, they will buy service largely to  
6 service their retail customers. They will also be  
7 required to buy service, if they're making off-system  
8 sales. And, you know, that would be relatively easy.

9 CHAIRMAN DEASON: Is that something that's  
10 clearly identifiable on its face and something that can be  
11 audited?

12 MR. NAEVE: Yes.

13 CHAIRMAN DEASON: Because my concern is that,  
14 while I'm not accusing anybody of anything, there would be  
15 a tendency to minimize cost on the wholesale side, because  
16 it's more of a competitive environment, and to shift costs  
17 to the retail side, because there's more of a guaranteed  
18 return there.

19 MR. NAEVE: Right. No, actually, that will be  
20 very easily audited and tracked. It'll be a lot more  
21 precise than it is today. We're trying to estimate and  
22 allocate. It'll be a very precise cost incurred by them  
23 for their, quote, network native load and for their  
24 off-system sales.

25 CHAIRMAN DEASON: Staff, have any of our

1 auditing folks been involved in this process or is it too  
2 early yet? We want to make sure that we're able to track  
3 these transactions and make everything is as it's  
4 represented.

5 MR. TRAPP: We have some of the people from Tim  
6 Dublin's group on economic regulations that have been  
7 following along. But, like I say, so far attending these  
8 meetings, they're still way up here.

9 CHAIRMAN DEASON: But we have a commitment that  
10 -- I mean, it's your representation it's going to be  
11 easier to track these under the new system than it is now.

12 MR. NAEVE: I think, much easier.

13 CHAIRMAN DEASON: Okay. And this type of  
14 information would be made available to our auditors to  
15 review?

16 MR. NAEVE: I'm sure it'll be available.

17 CHAIRMAN DEASON: Okay.

18 MR. ELIAS: This is Bob Elias, I've got a  
19 related question concerning the transfer of rate-making,  
20 and the transfer of the transmission assets.

21 A lot of the studies that I've read over the  
22 last few years that talk about the business risk  
23 associated with the three functions that a typical bundled  
24 retail monopoly utility electric provider has; i.e.,  
25 generation, transmission and distribution have ascribed

1 the lowest business risk to transmission suggesting that  
2 distribution and generation are the two riskier  
3 activities, in terms of competition, the likelihood of  
4 competition.

5           And my question is doesn't this divestiture of  
6 the transmission assets, all other things being equal,  
7 increase FP&L's, the utility's, business risk which would  
8 require a higher stated return than would otherwise be  
9 applicable?

10           MR. NAEVE: I don't know the answer to that. I  
11 believe that it depends, in part, on regulatory risk, as  
12 well as business risk. And to the extent that there is  
13 reduced regulatory risk, then, perhaps there is reduced  
14 business risk as well. But I must say, you know, I'm not  
15 sure any of us know whether, once companies divest  
16 transmission assets, investors will feel they need lower  
17 returns or higher returns to invest in those companies.

18           I think, FP&L will still largely be a  
19 distribution company and a generation company. And I  
20 would expect it wouldn't have much effect, but you know,  
21 I think there's still a lot to be learned. I think, the  
22 jury is really out on how investors are going to treat  
23 these companies.

24           COMMISSIONER JACOBS: It would be anticipated  
25 that the price that the LLC charges would be calibrated to

1 recover the, whatever the revenue requirement would be.  
2 What happens if that doesn't -- if the price doesn't wind  
3 up doing the recovery?

4 MR. NAEVE: Is the question what would happen if  
5 the rates approved by FERC would not allow the RTO to  
6 recover its revenues?

7 COMMISSIONER JACOBS: Right.

8 MR. NAEVE: Well, they'll lose money and  
9 potentially, I guess, if that happened over a long period  
10 of time, they would go out of business.

11 COMMISSIONER JACOBS: But nothing --

12 MR. NAEVE: I don't think FERC would set  
13 revenues that don't allow them to recover their fair  
14 revenue requirement. Certainly, FERC doesn't have a  
15 history of driving companies out of business for that  
16 reason anymore than any competent regulator would.

17 COMMISSIONER JABER: Did you craft this RTO  
18 proposal after any other state?

19 MR. NAEVE: You mean, RTO proposals in other  
20 areas? It is very similar to Transco proposals being  
21 developed in various different regions.

22 The alliance Transco proposal has a structure  
23 somewhat similar to this. I happen to be involved working  
24 with some of the companies. The pacific northwest,  
25 they're looking at a Transco proposal very similar to

1 this.

2           The interesting thing is, in each of those  
3 cases, different economic advisors were involved,  
4 different accounting firms and banking firms were involved  
5 in advising the companies, and they all came up with very  
6 similar structures, because what that tells me is there  
7 aren't a lot of options here.

8           COMMISSIONER JABER: Are you -- well, have you  
9 used the California ISO at all?

10           MR. NAEVE: Well, no. That's an ISO as opposed  
11 to a transmission company. And this is a structure that  
12 is designed to permit the creation of a transmission  
13 company while avoiding adverse tax effects -- adverse tax  
14 effects and accounting effects.

15           COMMISSIONER JABER: Are you also watching,  
16 though, some of the problems that have occurred with the  
17 pacific?

18           MR. NAEVE: Oh, yes, yeah. The problems out  
19 there can be attributed to a lot of things, maybe moving,  
20 you know, unfortunately, being -- the expression  
21 somebody's pioneers get the arrows in the back, and they  
22 were certainly a pioneer.

23           I also think that the ISO structure itself has  
24 some inherent flaws. And, I think, in small part, maybe,  
25 not large part, but in small part, they're attributable to

1 what's happening in California. And the market design in  
2 California, I think, could be improved upon. And we're  
3 working on market design now.

4 And hopefully, we can avoid some of the flaws  
5 that they have in California, but there are a lot of  
6 factors that are resulting in -- they're the cause of the  
7 problem in California; in part, just not having built  
8 enough generation over the last several years, too,  
9 because of clean-air restrictions and so forth in  
10 California has caused very high prices.

11 COMMISSIONER JABER: Who would determine, in  
12 your plan, if additional transmission is necessary? Is  
13 that the RTO LLC?

14 MR. NAEVE: Well, the RTO LLC, certainly in the  
15 first instance, has the responsibility to plan for  
16 transmission. And we're going to have a report of the  
17 planning committee. Marty Mennes chairs that, and he can  
18 talk about how those decisions are made and planned for.

19 But yes, in the first instance, they're going to  
20 have the responsibility to develop plans for providing  
21 fair and reliable transmission service. There's going to  
22 be a process through which we involve all the stakeholders  
23 of the state and integrate with reliability councils in  
24 doing that.

25 CHAIRMAN DEASON: The RTO LLC, will it be a



1 utility under Florida law?

2 MR. NAEVE: On that issue, not being a Florida  
3 lawyer, I cannot offer to cop an opinion, but I can defer  
4 to any Florida lawyer in the audience, who would like to  
5 try it.

6 MR. LITCHFIELD: Well, you might ask a few  
7 Florida lawyers in the audience and get different answers.

8 CHAIRMAN DEASON: You need to identify yourself  
9 for the record.

10 MR. LITCHFIELD: Wade Litchfield for FPL.

11 It's a difficult question and one that we're  
12 looking at. You're well aware of the Supreme Court case  
13 involving Duke and Smyrna in that merchant plant, which is  
14 yet to be finally resolved. And, I think, we're watching  
15 that closely to see how that ultimate disposition might  
16 affect our views on the subject, but it's a tough  
17 question.

18 And ultimately, you also have to consider  
19 whether FERC is going to federally preempt some aspects of  
20 this Commission's jurisdiction, regardless of whether the  
21 Transco is considered an electric utility or a public  
22 utility under Chapter 366.

23 So, we're awaiting the outcome of the Supreme  
24 Court case before we finalize our views, but a few things  
25 are clear. I mean, Mike has described for its

1 jurisdiction over the rates that the Transco would charge.  
2 We think that, nonetheless, this Commission would retain  
3 jurisdiction over transmission siting, safety, and some  
4 aspects of reliability, but the jury is still out.

5           CHAIRMAN DEASON: Well, I guess, that really is  
6 kind of the purpose of the question. It's not so much  
7 rate-setting. I think it's pretty much understood that  
8 it's going to be a FERC jurisdiction, as far as  
9 rate-setting.

10           The question is as siting transmission  
11 facilities and having some oversight of reliability  
12 purposes within the state and so, I guess, just for the  
13 sake of argument, if the Supreme Court decision is --  
14 stands, does this entity have standing to come to the  
15 Commission and initiate a transmission siting request?

16           MR. LITCHFIELD: Well, that's a good question.

17           There may be some avenue under which we could  
18 come as Transco, as an applicant under the transmission  
19 siting act. But if we're wrong about that, we would; A,  
20 either seek an amendment to the legislature or B, have the  
21 utility come and make that application on behalf of the  
22 Transco, the retail utility, on an interim basis.

23           We think we can cross that bridge, one way or  
24 the other, and that Transco's business would not be  
25 impeded, regardless of the interpretation.

1           CHAIRMAN DEASON: So, you're saying that if it's  
2 necessary, then, it would be a matter of just having the  
3 law amended in Florida to make it clear that there is  
4 standing to initiate a transmission siting?

5           MR. LITCHFIELD: That's correct. We don't think  
6 the jurisdiction would slide over to FERC, if that's what  
7 your concern is, no. The jurisdiction would be here. It  
8 would just be a question of whether, you know, we had the  
9 right mechanics in place for the Transco to actually come  
10 before this Commission and get siting authority.

11           COMMISSIONER JABER: You said, "or," or you'd  
12 have the utilities apply to the PSC for siting. And the  
13 utilities, if they contribute their assets to the RTO LLC,  
14 won't have transmission?

15           MR. LITCHFIELD: No, they won't. And it's not  
16 clear how it would work, but if transmission had to be  
17 sited in FP&L service territory, it may be that FP&L would  
18 be the applicant under the siting act and then contract  
19 for the construction of that line through the Transco and  
20 give that asset to the Transco upon completion, something  
21 along those lines.

22           COMMISSIONER JABER: Well, with reliability  
23 being critical, the critical factor, shouldn't you all  
24 have the answer to that question before you do the  
25 preliminary filing at FERC on September 1st?

1           MR. LITCHFIELD: Well, I'm not sure that we see  
2 any critical lines on the eminent horizon that would be  
3 necessary to be constructed. So, I think our view is  
4 we've got some time in order to get that situation or that  
5 question resolved definitively. We do have an interim  
6 approach. I'm sorry, Mike.

7           MR. NAEVE: I was just going to say that the  
8 September 1st approach deals more with how we pick a board  
9 and let's us get started. It's a nonbinding filing. It's  
10 a petition for a declaratory order. Obviously, there are  
11 a lot of other various serious issues that we have to work  
12 through before we can actually implement the RTO and get  
13 it started.

14           I might suggest we allow the chair of the other  
15 -- chairs of the other committees to make their reports,  
16 if that's acceptable to you. I know they came prepared to  
17 do that. I don't want to take up the whole agenda time.

18           CHAIRMAN DEASON: That's agreeable.

19           MR. NAEVE: Why don't we start with market  
20 design. Greg Ramon from TECO is the chair of that  
21 committee. Greg?

22           CHAIRMAN DEASON: Perhaps now is a good time to  
23 take a short recess.

24           MR. NAEVE: Okay.

25           CHAIRMAN DEASON: And we'll try to reconvene as

1 close to 11:00 as possible.

2 (Recess taken.)

3 CHAIRMAN DEASON: If I could have everyone's  
4 attention, please, ask you to take your places.

5 I think, the next -- according to my agenda,  
6 there's a report from Planning and Operations; is that  
7 correct?

8 MR. NAEVE: That's fine. We can do it in any  
9 sequence.

10 MR. MENNES: Marty Mennes, Florida Power &  
11 Light. And I've been facilitating or chairing the  
12 Operations and Planning. And just to hit a couple of  
13 highlights, and reflecting back on some of the questions  
14 that were asked, We'll start first with the operation  
15 side of it.

16 We are looking at -- basically, we'll have a  
17 tariff. The LLC will have a tariff to tell the customers  
18 how to do business, transmission business, transmission  
19 request, and scheduling.

20 The operating committee is, I think, you know,  
21 basically, if you look at the per forma tariff that's out  
22 there now, we'll have a few odds and ends to that, but  
23 we're in real good shape, as far as how we're going to  
24 coordinate with each other.

25 We see the Transco operating as the security

1 coordinator, having the reliability function. It will be  
2 completely independent. We have a group, reflecting back  
3 on your questions about reliability, that we think is very  
4 important.

5           Looking at the standards right now, addressing  
6 all the way to what we do as the IOUs right now and coming  
7 up with such things as service unavailability, safety,  
8 frequency type of things, and taking various standards and  
9 giving these standards to the RTO, if you would, or to  
10 Transco to operate.

11           I think, a good example would be such things as  
12 we're talking about, if we would only expect the  
13 transmission or the standard would be no more than three  
14 outages of a minute or more per year, having to do with  
15 transmission. And we would expect that Transco to go in  
16 and clean up those things, fix those things. So, we are  
17 looking at having reliability measures that we would ask  
18 the Transco to do.

19           And when I get into planning, we'll talk a  
20 little bit how some of those things would be implemented  
21 once -- if they're not meeting a standard, you have to go  
22 ahead and get the planning folks together to go ahead and  
23 implement the various criteria.

24           So, that's pretty much it from the reliability  
25 standpoint. Maybe the only other existing thing would be

1 the relationship in the standards and how they're set.  
2 Right now we look at the security coordination function  
3 and what would be required in the operation as getting its  
4 standards and policies and how it works from the FRCC, as  
5 it now exists, and later on as NERC, or whatever else may  
6 change into some kind of regional reliability  
7 organization. The Transco would be part of that  
8 organization, and we'd be accountable to any standards  
9 that the FRCC would have.

10           These standards would, basically, be set on a  
11 national level by NERC, and we would have some  
12 Florida-specific type of procedures, just like we do right  
13 now that would be voted on, and the Transco would be  
14 required to operate under these various standards and  
15 guidelines. So, that's pretty much from an operating  
16 standpoint.

17           The planning, we do have a document that talks  
18 about planning and, basically, the protocols that will be  
19 necessary. The planning, basically, has a load forecast,  
20 which will be the responsibility of the purchasing selling  
21 entities. They will be responsible.

22           If you would, the distribution company left  
23 behind by Florida Power & Light and the others will be  
24 responsible for load forecasting and coming up with a  
25 need. And then, these needs will be brought to kind of a

1 committee structure, if you would, to go ahead and address  
2 these in a planning environment.

3           The Transco will have the responsibility to come  
4 up and address these plans for the needs of load growth,  
5 as well as integrating the degeneration and making sure  
6 that the various requests for transmission from either  
7 wholesale or from native loaders and network customers go  
8 ahead and specify generation and specify load, the Transco  
9 will have the obligation to go ahead and build these.  
10 There will be a process that you'll look at various  
11 alternatives and ways to do things and integrate the  
12 transmission requirements and requests of all the various  
13 members.

14           COMMISSIONER JACOBS: I assume that the security  
15 coordinator will have a primary responsibility for system  
16 control functions?

17           Let me give you a hypothetical where there is a  
18 line that's at risk of overloading, and there's a  
19 transaction that goes over it. I assume, the security  
20 coordinator would step in and exercise some control in  
21 that instance?

22           MR. MENNES: That is correct, Commissioner.  
23 Maybe a good example would be such things that we  
24 experience, every now and then, during dry weather. If we  
25 have fires in particular areas where lines do become at



1 risk, the security coordinator will have, at his disposal,  
2 ways to go ahead and make sure if that line goes out or  
3 actually to take the line out and make sure that  
4 whatever's going on, he can still serve the load.

5           And that will be taken care of, various  
6 contingency things the market design folks will come up  
7 with. But he will have, on his authority, which really  
8 exists today, with all the entities in the state, they  
9 will have the obligation to go ahead and perform and  
10 operate as dictated by the security coordinator.

11           COMMISSIONER JACOBS: And so, Transco will be  
12 really at the control of the coordinator, in that  
13 instance?

14           MR. MENNES: Yes.

15           COMMISSIONER JACOBS: Now, your responsibility  
16 to the recipient of the load -- no, actually, it would be  
17 to the utility that's entered the transaction to provide  
18 the load.

19           In other words, if, pursuant to some action by  
20 the security coordinator, this transaction wasn't  
21 completed in a timely fashion, what qualifications would  
22 there be to Transco?

23           Normally, and I understand that in a normal  
24 environment, those kinds of circumstances would be worked  
25 out, but here, what arguably is a poor party involved

1 between the serving company and the actual customer --

2 MR. MENNES: Right. There will be protocols and  
3 methods in place that, I think, what the question is, is  
4 if, okay, you'll come in and request a required  
5 transmission services from the Transco, and the security  
6 coordinator's going to be overseeing all these requests,  
7 and they'll have the obligation to make the transmission  
8 available to put the various generation and loads  
9 together.

10 So, whether it's on an hourly basis, a request  
11 that comes in that the security coordinator would then  
12 approve or whether it's on -- and when I say security  
13 coordinator, it would be the process in the Transco that  
14 it would approve, or whether it's a longer-term  
15 obligation, the security coordinator will have the  
16 obligation to make sure that transmission is there.

17 There'll be built into that various market ways  
18 and protocols that we'll handle. And maybe, I don't know  
19 whether -- we haven't got down to those details yet of how  
20 the markets will actually work with the security  
21 coordinator, but the security coordinator is really in  
22 charge of the pipes and makes sure the pipes are there and  
23 working.

24 COMMISSIONER JACOBS: My concern is would there  
25 be exposure to Transco for them? And what you're telling

1 me that there are protocols in place that will remove that  
2 exposure.

3 MR. MENNES: Would there be exposure -- I don't  
4 know if I understand the question, quite frankly.

5 COMMISSIONER JACOBS: I would expect that  
6 Transco is ultimately the one who has fiduciary  
7 responsibility for those transactions that -- for the  
8 transmission services that are requested.

9 MR. MENNES: The Transco will have the  
10 responsibility to make sure the pipes are there. As far  
11 as implementing the transactions, the way it is right now,  
12 we envision that what we call right now our control areas,  
13 the various entities in the state would still stay as  
14 their own control areas.

15 So, the control areas will still have the --  
16 let's just say, one control area wants to sell to Florida  
17 Power & Light, they would still have the responsibility of  
18 making sure those generations goes up and down.

19 Now, where the security coordinator and the  
20 Transco will be, come into play, they can also monitor  
21 that. And if that is not happening and causing problems  
22 somewhere, the security coordinator will be able to go out  
23 and dictate, if you would, back to those control areas or  
24 those generators to move their units or to discontinue the  
25 sale that there's such things going on. Or there'll be a

1 balancing mechanism in place that maybe Greg will talk  
2 about a little bit later on that will kind of be part of  
3 market design when some of these things don't happen  
4 appropriately.

5 COMMISSIONER JACOBS: Okay.

6 CHAIRMAN DEASON: The question I have is you  
7 mentioned standards, operating standards and reliability,  
8 which are all very important. I take it that the decision  
9 to construct additional transmission or not, that decision  
10 rests with the RTO LLC; is that correct?

11 MR. MENNES: The way it is envisioned right now,  
12 that is correct. There's also a mechanism in there, if an  
13 entity comes and it's brought to this forum and,  
14 basically, the RTO goes back and comes back with a plan,  
15 and there's still an entity that does not like it, they  
16 have a certain way they can go to dispute. There may also  
17 be a way that they can go in and build it themselves or  
18 something.

19 So, we're still addressing some of that. But  
20 right now we're hoping, you know, theoretically, the way  
21 it is that the RTO would say, yeah, it's needed and  
22 necessary and, if you would, the advisory committee to the  
23 planning process will work together.

24 CHAIRMAN DEASON: And the determination as to  
25 whether it is needed, is that based upon both reliability

1 and economics or is there -- how does it play into that  
2 concern?

3 MR. MENNES: There is a play-in. What happens  
4 there is, basically -- I think, a good example is the  
5 right way to serve a particular load. You go ahead and  
6 run a transmission line close to it so that you can build  
7 a substation and then serve it from the distribution or do  
8 you have distribution facilities around it already, then  
9 you have to run a longer distribution line.

10 So, the cost and the right economic decisions  
11 are something that the Transco will work out with the  
12 various members. And the objective there is definitely to  
13 make sure that we choose the most economic reliability  
14 solution to load growth or incorporating generation.

15 And again, this will be done with the Transco  
16 overseeing it. But the existing members and entities that  
17 are purchasing, selling or the IPPs or generators will all  
18 be there participating in this plan, if you would, that  
19 Transco will always have to come up with a transmission  
20 plan for the next years.

21 CHAIRMAN DEASON: Let me express what my concern  
22 is.

23 Under the current scenario where you've got an  
24 integrated system, generation transmission and  
25 distribution, while there may be some faults with that

1 mechanism, I think, one of the benefits of that mechanism  
2 over the years has been that that entity has been able to  
3 look at various alternatives, whether it's locating  
4 generation in a certain place or building more  
5 transmission or extending distribution, or whatever.

6           They look at all those scenarios and, hopefully,  
7 they come up with the most economic, least cost, most  
8 reliable way of providing that. Now, some of that  
9 vertical integration is going to be taken away, and you're  
10 going to have a retail-serving utility that's going to be  
11 a customer of the RTO.

12           And my concern is that are we still going to  
13 have a planning process which, hopefully, results in the  
14 least cost, most reliable system? Or is there going to be  
15 friction between competing interests and some of that  
16 assurance that we've had in the past going to disappear?

17           MR. MENNES: Okay. Hopefully, we'll always do  
18 the right, reliable thing, most economic thing. And I  
19 think the process is what we're working towards just to  
20 make sure we do that.

21           There's a couple of areas that we're -- that are  
22 maybe a little bit difficult to address is to make sure  
23 that you send, for example, price signals to the various  
24 generators who were to site their generation.

25           So, we're looking at the various ways to do all

1 that from our committee. When it gets down to the other  
2 thing, like you said, whether you do generation or  
3 transmission, we're hoping that this process will bring  
4 that out; that the load-serving entities -- and there are  
5 load-serving entities that are part of this type of  
6 process today.

7           Right now, quite frankly, the Florida Power &  
8 Light runs that are wholesale customers of ours that we'd  
9 like to think we do this process correctly and everything  
10 else. So, there may be a little bit something to be  
11 gained there, that now you've got more of this independent  
12 organization doing this for the state, for all the  
13 purchasing, selling entities.

14           So, I think, right now the way the process has  
15 been very well received by the stakeholders, I just as  
16 soon not speak for any, but we've worked real well  
17 together as a group addressing these type of issues. We  
18 understand these -- where they are. And, I think, it'll  
19 work. We know it'll work.

20           CHAIRMAN DEASON: If there is a dispute, is  
21 there some type of a dispute resolution process  
22 anticipated? And if that doesn't work, is there some  
23 ultimate decision that FERC would have to make? Does it  
24 get elevated up to FERC?

25           MR. MENNES: We will have a dispute process

1 coming out of the planning committee. And how it goes  
2 through the rest of anything that's disputed with the  
3 Transco, I'm not sure that that's agreed to right now. I  
4 know, of course, the FERC would be the last thing, but  
5 when it comes to reliability matters and other things like  
6 that, it may be different. I really don't know.

7 CHAIRMAN DEASON: Okay. Further questions?  
8 Thank you.

9 MR. MENNES: Sure.

10 CHAIRMAN DEASON: Pricing.

11 MS. McKAIG: I'm Gail McKaig, and I work for  
12 Tampa Electric Company, and I'm currently chairing the  
13 Tariff and Pricing Working Group. And I'm going to give  
14 an update of where the group is at this time. I'll be  
15 referring to the Tariff and Pricing Working Group as the  
16 TPWG.

17 We are charged with bringing a consensus pricing  
18 proposal to the RTO steering committee by their September  
19 21st meeting. I am here today to do two things, describe  
20 the pricing issues and report on the status of  
21 negotiations.

22 While there are many issues, we are wrestling  
23 with five key issues. I have scheduled a full-day meeting  
24 for August 24th for final negotiations by the Tampa  
25 Electric Company to reach consensus on these key issues.



1 If consensus is not achieved on the five key issues on  
2 August 24th, parties obligated to file on October 16 will  
3 begin drafting their own proposals, and I will turn over  
4 the negotiations to the steering committee.

5 In order to give our negotiations the best  
6 possible chance of success, I have asked the Florida  
7 conflict resolution consortium, specifically, Analee  
8 Moore, to help facilitate the negotiations. I worked with  
9 Analee prior to Tuesday's meeting. She attended the  
10 meeting, and I will work with her to prepare for the  
11 August 24th meeting. I trust that the consortium and  
12 Analee will add the necessary ingredients for successful  
13 negotiations.

14 Before I list each of the five key issues, I  
15 will provide a little bit of background on the pricing  
16 issue. With an RTO, assuming everyone joins, the entire  
17 peninsula of Florida transmission system could be priced  
18 as a single system under a single tariff. All owners of  
19 transmission would receive approved revenue requirement,  
20 and all users would pay their fair share of the cost of  
21 the system.

22 But you may ask, if transmission owners will  
23 continue to receive their revenue requirements as today,  
24 why are these owners having problems reaching consensus?  
25 The issue stems from the fact that each transmission owner

1 also has a set of retail customers from whom they collect  
2 the majority of their transmission revenue requirements.

3 To the extent that their retail loads share of  
4 the costs of the new RTO system rate would be higher than  
5 the amount they currently collect from their retail  
6 customers, the owner is faced with a shortfall and would  
7 have to increase its cost of service.

8 Let me give you an example. If city "A" has a  
9 current transmission revenue requirement of \$10 million  
10 per year and its load share of the RTO cost is \$12 million  
11 per year, it would collect the \$10 million from the RTO  
12 for its transmission revenue requirement, but it would  
13 have to pay the RTO \$12 million a year for its load,  
14 resulting in a shortfall of \$2 million a year. The issue  
15 is what happens with the \$2 million shortfall?

16 Now, some owners may see their retail load share  
17 of costs increase, while others may see a decrease. We  
18 have referred to this as winners and losers. And,  
19 obviously, any potential loser is not inclined to agree to  
20 move forward in light of its loss. And a potential winner  
21 is anxious for the change.

22 In other regional RTO developments, parties have  
23 negotiated various ways to mitigate cost shifts, such as  
24 the \$2 million shortfall in my example. The TPWG, has  
25 explored such methods in its negotiating, and I'll

1 describe this work later.

2           The dollar impacts to the parties was the first  
3 thing that TPWG attempted to identify. A lot of data was  
4 gathered, and a lot of work has been done. I brought the  
5 latest version of this work with me, including a summary  
6 sheet as a handout for people to take with them today.

7           This latest version was updated Tuesday with  
8 some changes in it. Now, let me offer a caveat to these  
9 numbers. The purpose of gathering these numbers was to  
10 get a handle on the magnitude of potential dollar impacts  
11 on the parties, if the system is priced as a single system  
12 with all users in the region paying their load share of  
13 the cost based on their peak load. However, please  
14 understand that these are only estimates and there are  
15 many inconsistencies in the numbers.

16           The real numbers will not be available, perhaps  
17 until some time next year. This is because the  
18 transmission owners plan to develop new transmission  
19 revenue requirements closer to the time that the RTO rates  
20 would go into effect, which would not be until close to  
21 the end of next year.

22           In other regions where RTOs are being developed,  
23 transmission owners have used their current FERC file  
24 transmission rates, such that clear numbers are available  
25 during the negotiations.

1           With this background, let me frame the key  
2 issues under negotiation. The first key issue is whether  
3 the initial RTO rate should be based, either on zones or  
4 on a single postage stamp rate. There is consensus that  
5 the end state rate should be a single postage stamp rate,  
6 but there is no agreement on the initial state.

7           Although all can agree the end state should be  
8 realized, at least in 10 years, several parties prefer a  
9 much shorter transition with some degree of phasing within  
10 the transition period.

11           COMMISSIONER JABER: Gail, I'm sorry to  
12 interrupt you. You said the first issue is whether the  
13 initial RTO rate should be based on zones or what?

14           MS. MCKAIG: Or a single postage stamp rate  
15 average over the whole state.

16           Regardless, whether the initial rate is zonal or  
17 postage stamp, there are mechanisms by which cost shifts  
18 among parties could transition. Zonal rates would have  
19 RTO users continue to pay their load share of the costs of  
20 the transmission owner where they happen to reside.

21           This solution would seem simple and could help  
22 mitigate cost shifts, but the parties cannot agree on  
23 zonal boundaries. This is because some retail customers  
24 of cooperatives and municipals reside in pancaked zones.

25           For example, some of Seminole's co-op customers

1 reside in FPC's zone, but they also own transmission  
2 lines. So, would Seminole's load and transmission costs  
3 be included in FPC's zones such that each user would pay a  
4 load share of the average of the costs of the combined  
5 systems? Or would Seminole be in a separate zone and pay  
6 only the costs of their own transmission? The parties  
7 have not been able to agree on either scenario.

8           The other proposal is a single postage stamp  
9 rate, the average rate, where the parties would move  
10 immediately to the end state and mitigate cost shifts  
11 through time. Again, this solution seems simple, but the  
12 parties have not agreed on the mechanism for mitigation of  
13 cost shifts.

14           One method would be through distribution of  
15 revenues to the transmission owners. For example, if it  
16 is agreed that a party would be harmed by "X" dollars, the  
17 parties could agree that when the RTO makes its payment to  
18 the transmission owners for their revenue requirement,  
19 they could pay "X" dollars less to the other parties and  
20 "X" dollars more to the harmed party, but there is no  
21 agreement amongst the parties that FERC would allow such a  
22 proposal.

23           Another method that has been proposed is for a  
24 loser to carve out its retail load and associated revenue  
25 requirements from the RTO to sort of self-mitigate the

1 cost shift. This proposal comes with many questions as to  
2 the treatment of such carved out retail load on other RTO  
3 functions, such as expansion and congestion costs and  
4 rights to access for the -- access to the RTO for reserves  
5 and et cetera. The parties have not agreed on this issue.

6 The second, but very much related key issue, is  
7 the treatment of existing transmission contracts. All  
8 existing contracts that involve transmission services  
9 would have to be administered by the RTO.

10 The rates, terms and conditions of transmission  
11 service within each contract will have to be either  
12 converted to RTO rates, terms and conditions, or  
13 grandfathered. The issue here is this --

14 COMMISSIONER JABER: Which RTO are you referring  
15 to when you say that the existing transmission contracts  
16 would need to be administered, the LLC or the manager?

17 MR. NAEVE: That would be the LLC. In all  
18 instances, it'll be the LLC that runs the system and that  
19 is the RTO.

20 COMMISSIONER JABER: Okay.

21 MS. McKAIG: The issue here is this:  
22 Transmission owners, who have sold long-term firm  
23 transmission services, have reflected the revenues those  
24 services provide in their cost of service to retail  
25 customers. Many such revenues would be lost in the move

1 to an RTO because of the removal of pancaked charges.

2 For example, if Tampa Electric had a firm power  
3 sale to Jacksonville to be wheeled through Florida Power &  
4 Light's transmission system, FPL has counted on receiving  
5 the wheeling revenues from such a sale.

6 Under an RTO, if Jacksonville was a participant  
7 and took network service for its retail customers from the  
8 RTO, Jacksonville would pay its share of the costs of the  
9 RTO transmission system and could buy power from any  
10 generator in the RTO with no additional transmission  
11 charges.

12 Thus, FPL would no longer receive revenues  
13 linked to such transactions. Keep in mind, though, that  
14 all owners will continue to receive their approved revenue  
15 requirement from the RTO. Thus, no revenue is really  
16 lost. It's just that there's a difference as to how the  
17 system is paid for and by whom.

18 This issue is linked to the first issue I  
19 discussed, because the treatment of existing contracts is  
20 one of the factors in the calculation and mitigation of  
21 cost shifts. The TPWG must resolve how such contracts  
22 will be transitioned into the RTO, both from a rate  
23 standpoint and from a terms and conditions standpoint.

24 The grandfathering task force of the TPWG, led  
25 by Pat McGovern of FPC, has an assignment, a huge

1 undertaking, really, to present a detailed grandfathering  
2 proposal to the TPWG at the August 24th meeting.

3           For your information, the pricing handout  
4 includes a one-page draft prepared by Pat McGovern, which  
5 was handed out at Tuesday's meeting, and this is in the  
6 handout. The paper describes other grandfathering issues  
7 upon which a consensus has been reached, such as the  
8 cut-off date of April 1996, which was the FERC Order 888  
9 date, and that only long-term firm contracts would be  
10 eligible for grandfathering.

11           The third key issue relates to the RTO's base  
12 transmission access charge. The current TPWG strawman  
13 proposes a two-part rate. The first part would be a  
14 stated rate to recover the costs of the initial divested  
15 assets with the rate being frozen for a number of years.  
16 The second part would be an adjustment rate to recover  
17 various costs that are outside the control of the RTO,  
18 such as the revenue --

19           COMMISSIONER JABER: Gail, tell me again what  
20 that third issue is. You said it relates to RTO-based --  
21 and when you hit the issues, I'm actually writing them  
22 down, so go slow for me.

23           MS. MCKAIG: Okay. The third issue is the  
24 design of the RTO's base transmission access charge. This  
25 is the RTO's rate now, okay. It's a two-part rate. The



1 first part would be a stated rate to recover the costs of  
2 the initial divested assets with the rate being frozen for  
3 a number of years.

4           The second part would be an adjustment rate to  
5 recover those costs that are outside the control of the  
6 RTO, such as the revenue requirements of nondivesting  
7 owners, assets divested after the start-up, upgrade costs,  
8 and settlements for cost-shift mitigation.

9           COMMISSIONER JACOBS: Why do you have the need  
10 to recover those in separate charges?

11           MS. McKAIG: The proposal for a first-part  
12 frozen rate has to do with the financial community's view  
13 that that will add viability to the stock of the company,  
14 it will give rate stability so that they can see a stream  
15 of revenues that they feel is really going to be there.

16           Did I capture that?

17           MR. RAMON: Yes.

18           MS. McKAIG: Okay. Some parties have expressed  
19 concern over the automatic pass through some of these  
20 costs in the adjusted rate, the second-part rate,  
21 particularly upgrade costs. Discussions continue as to  
22 whether a rate freeze or adoption of a formula rate or a  
23 hybrid approach should be adopted. Each rate design  
24 brings with it a different meaning to the financial  
25 community, as to the viability of the stock, which is of

1 primary concern to the divesting transmission owners.

2           The fourth key issue concerns the degree of  
3 consistency required for the calculation of transmission  
4 owner's revenue requirements. If the ultimate goal is a  
5 single postage stamp rate for all users, this will entail  
6 the averaging of each transmission owner's revenue  
7 requirements. It would not make sense, then, for one  
8 owner to throw in a different set of facilities than  
9 another owner into the pot.

10           Therefore, there has to be some level of  
11 consistency, a formula or methodology, if you will, for  
12 how each owner calculates its revenue requirement and what  
13 is contained within it. The group has not agreed to the  
14 level of such consistency. The rates task force, led by  
15 Renae Deaton of FPL, has been asked to bring a detailed  
16 proposal on the revenue requirement assumptions to the  
17 August 24th meeting.

18           The fifth and last key issue is whether or not  
19 the RTO should offer network contract demand service. It  
20 would probably take me another 10 minutes to explain what  
21 that is and why that's an issue, but let us just suffice  
22 to say that network contract demand service is not one of  
23 the services offered in FERC's pro forma open access  
24 transmission tariff, but FPC currently offers this service  
25 in their tariff.

1           So, the parties are discussing whether the RTO  
2 should offer this service or simply grandfather any  
3 existing contracts that take this service. There was  
4 productive discussion at this issue at Tuesday's meeting  
5 and it will, hopefully, be resolved at the August 24th  
6 meeting.

7           This concludes my report on the status of the  
8 pricing issues in the RTO discussions. I'll be glad to  
9 answer any questions you may have. And there's plenty of  
10 people here on the committee, I'm sure, who can also help  
11 answer the questions.

12           CHAIRMAN DEASON: Did you provide us this  
13 handout?

14           MS. MCKAIG: Yes.

15           CHAIRMAN DEASON: Okay. The first page, passed  
16 the cover page, this indicates shortfalls and -- is this  
17 cost shifts or shortfalls? Exactly what is this?

18           MS. MCKAIG: Yes. Based on the numbers that we  
19 looked at, as a task force in making assumptions about,  
20 you know, assuming everybody in Florida joins this thing  
21 and what their revenue requirements are and what their  
22 load is, these numbers indicate the shortfalls. And  
23 they're all shortfalls when you average all that  
24 information.

25           CHAIRMAN DEASON: So, and, of course, there's a

1 significant shift, depending upon whether Florida Power  
2 Corporation is included or excluded?

3 MS. McKAIG: If the retail load pays the RTO  
4 rate and is part of the RTO, yes. And this is just one  
5 scenario. I mean, if you took various parties out, in and  
6 out, the numbers would change, but this is a summary of  
7 the information for the IOUs that we've looked at as a  
8 task force or as a committee.

9 CHAIRMAN DEASON: And these numbers are still  
10 being refined? These numbers are pretty much in the  
11 ballpark as to what is anticipated?

12 MS. McKAIG: We're not refining the numbers,  
13 because the exercise was really to get a handle on the  
14 potential. And we looked at old data. We made a lot of  
15 assumptions about who's in and who's out. We won't really  
16 know the numbers, but the idea was that this would give us  
17 at least an idea of who might be a winner and a loser.

18 CHAIRMAN DEASON: You have five issues; for  
19 example, zonal rates versus postage stamp rates. Would  
20 the determination of those issues have impact on these  
21 numbers?

22 MS. McKAIG: Yes.

23 CHAIRMAN DEASON: Okay. So, that's what, I  
24 guess, I wanted --

25 MS. McKAIG: This analysis was assuming an

1 average single rate what the cost shift would be.

2 CHAIRMAN DEASON: Okay.

3 MR. ELIAS: Gail, this is Bob Elias over here.

4 Do these numbers just include -- I mean, there was a lot  
5 of discussion about 1998 numbers. Is this, basically,  
6 just taking the 1998 revenue requirement and playing with  
7 that?

8 MS. McKAIG: Right. It would be different when  
9 we would look at -- if we looked at 1999 data and probably  
10 what will ultimately be filed as year 2000 data, and we  
11 don't have that data yet.

12 MR. ELIAS: And, you know, the start-up costs  
13 and the other incremental costs associated with the  
14 operation of the RTO are not reflected in these numbers  
15 either.

16 MS. McKAIG: That's correct.

17 CHAIRMAN DEASON: Further questions?

18 COMMISSIONER JABER: I've got a couple. And I'm  
19 not sure really where they would go.

20 For the companies that will let the LLC operate  
21 the assets versus the, you know, the companies that will  
22 contribute the assets, how will that service be priced?

23 MS. McKAIG: The companies that allow the LLC to  
24 operate their assets will contract with the LLC for their  
25 revenue requirement. So, those companies will get their

1 revenue requirements approved at FERC, and then contract  
2 to collect those revenue requirements from the RTO. The  
3 RTO will take those revenue requirements, add them up, and  
4 its own revenue requirements, add them all up, and then,  
5 develop a rate to recover all of it.

6 COMMISSIONER JABER: I don't understand that.  
7 If they're not contributing their assets, they maintain  
8 their revenue requirement.

9 Florida Power Corporation, as I understand it,  
10 is not contributing their assets to the LLC. They're  
11 allowing the LLC -- will allow the LLC to manage and  
12 operate the transmission, correct?

13 MR. NAEVE: That's correct.

14 COMMISSIONER JABER: How will you assess a  
15 charge -- how will the LLC assess a charge for Florida  
16 Power Corporation?

17 MS. McKAIG: Do you want to answer?

18 This is not a question about whether they carve  
19 out part of their revenue requirements. This is for a  
20 company that submits its entire revenue requirement to the  
21 RTO and then takes service from the RTO.

22 That company would receive its revenue  
23 requirements from the RTO, and then would pay the RTO for  
24 whatever service it takes from it for its retail load.  
25 Those two numbers may not match.

1           COMMISSIONER JABER: So, even though they're not  
2 contributing the assets, you envision that they would  
3 contribute their revenue requirements.

4           MS. MCKAIG: Yes.

5           COMMISSIONER JABER: But there are other things  
6 in the revenue requirements.

7           MR. NAEVE: Well, in the case of an entity like  
8 Florida Power that does not contribute its assets, the  
9 revenue requirement that it would recover from the LLC  
10 would be the revenue requirement in associate with  
11 wholesale service. They wouldn't recover the revenue  
12 requirement associated with all of their transmission  
13 costs, just that portion of it allocated to wholesale  
14 service.

15           COMMISSIONER JABER: But the cost associated  
16 with managing and operating the asset for Florida Power  
17 Corporation, I'm assuming, will be included in the revenue  
18 requirement used for retail purposes.

19           MR. NAEVE: No.

20           COMMISSIONER JABER: Why not?

21           MR. NAEVE: Well, that is an interesting  
22 question, because they will be getting management services  
23 with respect to the assets they're operating.

24           MS. MCKAIG: And to answer that, a fellow from  
25 Florida Power Corp. reminded me that they will be assessed

1 a grid management fee, which is separate from the revenue  
2 requirement charge. And that fee will be assessed to all  
3 load, including retail.

4 COMMISSIONER JABER: So, then, the question  
5 becomes for those companies that have not contributed  
6 their assets, how can you assure that costs will not be  
7 shifted such that the retail rate payer pays that burden?

8 See, you can assure us, and you need to correct  
9 me if I'm wrong, but I think you can give us assurances to  
10 the degree that companies have agreed to contribute their  
11 assets in their entirety to the LLC that you will take the  
12 cost shifting into account.

13 But for the companies that are going to allow  
14 the LLC to manage and operate the assets, the LLC will  
15 assess charges for that. That's operating a business.  
16 You are operating a service and conducting a business.  
17 FPC, another business, will want to assess or recover  
18 those costs from the retail rate payer. At that point,  
19 the LLC can't give us assurances, right?

20 MR. SLUSHER: May I jump in?

21 COMMISSIONER JABER: Be my guess.

22 MR. SLUSHER: I'm Bill Slusher with Florida  
23 Power Corporation.

24 And, as you said, Florida Power does not have  
25 any immediate plans to sell off its facilities. It does,



1 of course, support an RTO for the purpose of a wholesale  
2 grid on a depancaked rate. But we see, at least  
3 initially, that our retail business, which our existing  
4 transmission system was predominantly designed for and has  
5 very little use of other systems, should not incur any  
6 additional cost that it's not receiving any benefits for.

7           Your question about the RTO doing operations and  
8 planning, we do think that is benefitting the retail  
9 business. It should be replacing some functions that the  
10 company's already doing. So, that cost they should share  
11 in. It's being dubbed a grid management cost.

12           But the transmission facilities cost, we feel  
13 like the traditional jurisdictional separation of what  
14 Florida Power has as transmission rate base and expenses,  
15 should continue. And in that jurisdictional separation,  
16 the wholesale portion is what the revenue requirement is  
17 that the RTO is to recover from Florida Power Corporation.

18           COMMISSIONER JABER: So, you're thinking there  
19 would be a wash. To the degree that your employees are  
20 now managing transmission, that service is no longer  
21 being --

22           MR. SLUSHER: There will be some, to some extent  
23 that, on the operation and planning cost.

24           COMMISSIONER JABER: To the degree that the LLC  
25 can provide that management, an operation of the asset at

1 a lower cost than what your own employees or your own  
2 company could do it, will the benefits be passed on for  
3 the rate payer?

4 MR. SLUSHER: It'll show up in the cost of  
5 service.

6 COMMISSIONER JABER: Okay.

7 CHAIRMAN DEASON: Further questions? Okay.  
8 Thank you. Market structure.

9 MR. RAMON: Good morning. Greg Ramon, Tampa  
10 Electric Company and chairman of the market design working  
11 group.

12 Commissioner Deason, with your approval, after  
13 my presentation, I'd like to make some comments regarding  
14 the market dynamics and regions that are undergoing  
15 industry restructuring.

16 Commissioner Jaber, justifiably, raised some  
17 issues related to what's going on in California and the  
18 northeast and just some real fatal flaws in design that  
19 are out there. And, I think, it would be of interest to  
20 the Commission Staff and the Commission to hear what, at  
21 least, we have compiled and some reasons to think about in  
22 terms of looking at market design. So, but that's with  
23 your approval.

24 Moving into the presentation, which you all  
25 should have a copy of, just a three-point presentation. I

1 want to share with you where we've been, where we are, and  
2 at a very high level, talk to you a little bit in terms of  
3 some basic one-on-one market design.

4 Real-time balancing, that's really the genesis  
5 of getting a market going. Real-time balancing is a  
6 moment-to-moment balancing of generation and load. And  
7 the way we set that up, the balancing market will also  
8 create the infrastructure in time for fully-competitive  
9 wholesale market.

10 Attached to this presentation is a matrix, which  
11 is a comparison of the Tampa Electric and the Florida  
12 Power & Light, Florida Power Corporation market design  
13 proposals. I suggest we don't go there into great detail.  
14 That matrix is a work in progress, and I'd be glad to talk  
15 about the matrix, if you want, but I think after the  
16 presentation, we can all decide how much you all want to  
17 get into the matrix or the Staff.

18 If we turn the page, let's talk about where  
19 we've been. You can see a picture of myself. I'm trying  
20 to keep control of the market design working group. It's  
21 kind of hard. But I would submit to you that you could  
22 say that that picture represents several other people of  
23 the market design working group.

24 I think, on April the 27th, you could say that's  
25 Bill Locke and Henry Southwick. And at other meetings you

1 could say that was Tim Woodbury. And on August the 7th,  
2 you could say that was Leslie Paugh and John Orr from  
3 Reliant. So, we've been having some fun; a little bit of  
4 food fights, but we're moving along.

5           The thrust of what we've been moving along on is  
6 a phasing approach. Rome wasn't built in a day, which is  
7 where Florida Power & Light and Florida Power Corporation  
8 have especially been coming from. And Tampa Electric's  
9 phase two. We need to know our destination, an end state,  
10 an end state in the context of this filing with the FERC.

11           So, we were instructed, if you will, by the  
12 whole working group for the three of us to try to merge  
13 those two proposals. And we had six meetings and intents  
14 to do that, and we've had three meetings of the full  
15 working group. We've also had some education. On three  
16 separate days, we had some market design workshops where  
17 we invited speakers from the other markets in the country  
18 to share with us their market designs.

19           At the moment where we are is that what's been  
20 floated is a July 6th proposal by Tampa Electric. And it  
21 was our effort, after a lot of discussion, to merge both  
22 proposals. Florida Power & Light and Florida Power  
23 Corporation, on August the 3rd, submitted a mark-up of  
24 that July the 6th proposal. Also, we've had two  
25 stakeholders submit written comments.

1           Regarding the three companies, there's a  
2 narrowing of the gap between our two proposals, but  
3 significant differences still remain. And those are  
4 illustrated in the attached matrix, which I can cover  
5 after the presentation. But as I said, it's still a work  
6 in progress. We have a conference call on Monday  
7 afternoon for several hours on a mark-up that Tampa is  
8 going to do on the August 3rd Power Corp. and Power &  
9 Light proposal. So it, indeed, is still evolving.

10           One of the critical issues is the process past  
11 next Monday, August 14th. We've had six meetings between  
12 the three companies. And we've put enough meat on the  
13 bones that what I'm hearing from other stakeholders is a  
14 need to now, you know, get to full working group meetings  
15 and to start having the other stakeholders. It's not that  
16 they haven't waded in, but now that the three companies  
17 have really got some meat on the bones, and it's starting  
18 to get enough people's attention that we need to think  
19 about our process going forward.

20           I think, and I suggest, and I can do whatever  
21 the Commissioners want me to do, but I would like to spend  
22 some time on just the next few slides talking about a  
23 real-time balancing market, which is really the guts of  
24 creating a market in Florida. And it's a real high level.  
25 And, I think, it paints a picture of the kind of issues

1 that we have as a working group going forward.

2           If we move to the next slide, talk about  
3 real-time balancing, the genesis of a market, it makes  
4 very much sense to create a regional real-time balancing  
5 market, notwithstanding that it also is a very absolute  
6 FERC requirement.

7           It represents, if you will, the necessary  
8 mechanism to reconcile the physics with the creation of  
9 the market. And what I'm talking about in past  
10 presentation before this Commission, you know, I have made  
11 the point, I hope, about the inseparability between  
12 reliability and markets in commercial practices. We have  
13 a very unique industry that's undergoing deregulation, and  
14 you have to reconcile whatever markets you're going to  
15 create with the reliability aspects of that.

16           And again, when we talk about balancing, we're  
17 talking about the moment-to-moment matching of load and  
18 generation on a systemwide basis. If you don't do that, I  
19 think, you all know you don't get 60 hertz in stability  
20 and all those sorts of power system issues and problems.

21           Moving to the next slide, let's talk about  
22 today. Today's world, there's no balancing market. It's  
23 an absolute must that you have to balance load and  
24 generation. So, the way it's being done today is you have  
25 control areas balancing, you know, for the NERC

1 performance criteria as a control area, and you have  
2 individual grid users under the FERC per forma tariff  
3 under the energy and balance service with dead bands and  
4 penalties and those sorts of things.

5           And it's really two sets of rules in terms of  
6 pricing for imbalances of how control areas deal with it  
7 and individual grid users deal with it. And it's a very  
8 emotional and controversial subject. And we know all  
9 about that, because Tampa Electric recently submitted to  
10 FERC for a generation and balance schedule. And to put it  
11 politely, we really got hammered by the industry on trying  
12 to set that up. So, it's a real, real problem in terms of  
13 equity and equal access to pricing for imbalances.

14           If we move to the next page, the solution is to  
15 create a real-time balancing set-up. And sort of the  
16 principle underlying this is first and foremost, the  
17 physics. You have, from a system basis, regional basis,  
18 you have to be in a moment-to-moment balance on a regional  
19 basis.

20           But if you think about the principle of  
21 diversity, there doesn't have to be a requirement that  
22 there be a moment-to-moment balance between the individual  
23 loads and resources of bilateral trades and load-serving  
24 entities and the schedules and actual production of  
25 individual generators.

1           Also, there's some real economics there on that  
2 principle of diversity looking at that from a statewide  
3 basis. That's not to say that those individual loads and  
4 generators are off the hook for imbalances, but you are  
5 able to set up with its principle a market that creates a  
6 comparable way for all market participants to face the  
7 same pricing mechanism for imbalancing and settlements.  
8 And it is truly a way to bring convergence to this issue.  
9 I have talked about, on several occasions, bringing  
10 convergence to this reliability and commercial interest.

11           So, with that principle, we can set up a  
12 balancing market that is set through a spot market that  
13 creates a real-time energy price. And this is the fertile  
14 soil that gets us going. The creation of a real-time  
15 regional energy price, in turn, creates the market  
16 mechanisms for congestion management. And that's much of  
17 a religious debate going on between LMP and forward  
18 markets and flow gates and those sorts of things, and  
19 we're doing that.

20           Also, for ancillary services and most  
21 importantly, the clearing of imbalances by all market  
22 participants, the same market-clearing price or the same  
23 pricing mechanism. And it most certainly sets the stage  
24 for further market enhancements, forward markets and power  
25 exchanges.



1           You move from one set of problems to another.  
2 At least three companies and, I believe, most of the  
3 stakeholders, if not all, support creating a real-time  
4 balancing market, that the issue, the food fight issue, if  
5 you will, is how and when we go about putting that in  
6 place.

7           The last page aspect that I want to point out  
8 that's significant, in terms of attributes of creating  
9 this spot market, is price transparency and providing  
10 market information on the value of potential expansion of  
11 transmission and generation.

12           We need to think about, and some questions have  
13 arisen about market power and mitigating that market  
14 power. We didn't talk today about the creation of an  
15 independent market monitor, but that entity will need this  
16 kind of information to be able to look at the market in  
17 terms of design flaws and gaming and those sorts of  
18 things.

19           Also, regarding market power, regardless of  
20 whatever consensus market design that we come up with,  
21 before it's implemented on day one, we're committed to, as  
22 a working group, to address market power and how that has  
23 to play into the design, whether we're talking about bid  
24 caps and those sorts of things. That is the quickie  
25 presentation.

1 CHAIRMAN DEASON: Let me ask you a quick  
2 question.

3 You indicate other significant spot market  
4 attributes, second bullet there, provides market  
5 information on the value of potential expansion of  
6 transmission and generation. How does that work?

7 MR. RAMON: I should have said that it can  
8 provide. Now, you know, Tampa very much likes the idea of  
9 a real-time balancing market with locational pricing,  
10 namely LMP, but we're arguing about that. But that tells  
11 you -- and location of marginal pricing is a price that  
12 particular load or aggregated set of load pays related to  
13 congestion. And that congestion is, theoretically, the  
14 incremental cost of transmission.

15 So, you're able to put a value on the potential  
16 expansion for that congestion of a transmission or  
17 generation. In some cases, you'd be better to truck on  
18 with just paying the congestion cost, but it's a  
19 transparent way to provide that information.

20 MR. TRAPP: Greg, can I ask you -- I'm Bob Trapp  
21 over here. Sorry, we're to the side and out of view.

22 Can I ask you to try to clarify some clouds, in  
23 my mind, with respect to there's -- on the other hand, the  
24 pricing committee is struggling with setting a single  
25 statewide rate for transmission in Florida, postage stamp

1 rate, one charge for all. But then, over here in  
2 marketing, you're talking about locational marginal  
3 pricing. Can you explain, briefly, the overlap between  
4 those two?

5 MR. RAMON: Well, it's still, in your own words,  
6 this is where we are on market design, okay? So, we  
7 haven't, you know, come to an agreement on congestion  
8 management method and locational pricing.

9 MR. TRAPP: But do I understand that if you set  
10 a statewide average rate over here, that would be kind of  
11 like the fixed rate that everybody would pay for  
12 transmission, fixed transmission cost, but then over here  
13 you've got an energy market that's working with  
14 generators, putting generation in through the transmission  
15 system.

16 And as long as there's no congestion, and  
17 there's plenty of flow available on the lines, all they're  
18 paying is this average cost over here. But it's only when  
19 lines begin to overload that you have to look at maybe  
20 putting an incremental cost on top of that for --

21 MR. RAMON: Right.

22 MR. TRAPP: And it's through that pricing  
23 mechanism that you hope to send price signals to the  
24 market to locate generators in the right place, to get the  
25 proper clearing of transmission lines. If that LMP price

1 or that marginal price gets so high, maybe people just  
2 don't want to sell in the market, so you've got relief on  
3 transmission. And then, the third control, the ultimate  
4 control, is the security coordinator, who says, okay,  
5 we're just going to have to allocate that line.

6 MR. RAMON: Yes, that's Tampa's idea. But at  
7 the last meeting, what's evolving in this religious debate  
8 in the country, and it has a lot of appeal to Tampa  
9 Electric, is Van Prader from Dynergy gave us an update. I  
10 have been talking with him for some time on this hybrid  
11 model for congestion management that is under development  
12 at the midwest ISO and the southwest power pool. And it's  
13 a convergence over this debate on a real-time balancing  
14 market with LMP and more of a forward market with pricing  
15 certainty to be able to marry the best of both. And, so  
16 on the congestion management question, we're in the throes  
17 of, you know, trying to also look at both approaches.

18 COMMISSIONER JACOBS: So, if I understand you  
19 correctly, you want to seek some kind of a balance there,  
20 but that's a very interesting idea. How do we reach that  
21 balance? When you have a hot spot, essentially, where  
22 you're looking to get load into, and you're sitting there  
23 having to -- and what I hear you saying is that's one of  
24 the functions that the market designer's going to do is to  
25 figure out how to balance some of that.

1 MR. RAMON: Right.

2 COMMISSIONER JACOBS: Are there precisions of  
3 protocols that will be available to you within the LLC to  
4 reach that without potential agreements, some interest  
5 that one of the parties be a purchaser or a transmission  
6 owner?

7 Here's what I'm thinking. If one of the great  
8 features of this is supposedly is independence, and one of  
9 the great features of that independence is the ability for  
10 all parties who would seek to sell into a hot spot to get  
11 there at a reasonable price, and what I hear you saying is  
12 that there will be some balancing there as to how to -- in  
13 terms of market structure. And I want to make sure that  
14 in the event that everybody doesn't see eye to eye,  
15 whether or not they're right or not, there are ways to  
16 resolve those differences.

17 MR. RAMON: You're talking about just the market  
18 design to take into account congestion? I guess, I don't  
19 really understand the question.

20 MR. NAEVE: I think, I follow your point. There  
21 are two issues here. One issue is who makes the  
22 decisions? And are the decisions being made by a party  
23 that has a stake in the game or are the decisions being  
24 made by an independent party?

25 And the structure we're proposing creates an

1 independent party to make those decisions so that when  
2 parties either benefit from those decisions or the party  
3 who doesn't benefit from the decision, at least they are  
4 assured the decision was made by a party who didn't have  
5 some hidden motive. So, we're trying to establish a  
6 structure where the decisions are implemented in a fair  
7 and neutral way.

8           The second part of the question is by what  
9 standards do they make that decision? And when there's a  
10 congested transmission facility and a number of people  
11 want access to that transmission facility, there are a lot  
12 of different ways you might go about deciding who gets  
13 access to the facility.

14           When FERC first started implementing  
15 transmission tariffs, first in the gas industry, and then  
16 in the electric industry, they decided who got access by  
17 merely first in time gets access, but that didn't always  
18 necessarily produce the most efficient result.

19           So, now they're trying to develop other  
20 mechanisms that allocate access to constrained  
21 transmission facilities in a more efficient way. And  
22 that's what Greg's committee is all about is trying to  
23 figure out what will be the rules that are utilized by  
24 this independent party for making those decisions.

25           COMMISSIONER JACOBS: I understand, and I expect

1 that you'll arrive at a good result.

2 My concern is that is it going to be automatic  
3 that everybody's going to agree once you hit the road?  
4 And, I think, you can agree that it won't happen. And  
5 when it happens, how are we going to get beyond that?  
6 Sounds to me like we could be in front of FERC trying to  
7 figure out how to allocate a congested facility. That  
8 could be the most effective way to do this.

9 MR. NAEVE: I think, the decision authority will  
10 be left -- will be given to the LLC, the RTO LLC, to make  
11 these decisions and allocate capacity. There will be  
12 avenues available to parties who feel that they've been  
13 improperly treated.

14 If they feel that the LLC did not properly  
15 follow the protocols that they have in place, that they  
16 did in an improper way, there will be both dispute  
17 resolution protocols available and also the avenue of  
18 filing a complaint.

19 Today, though, most of those disputes arise,  
20 because people believe that the owner of the transmission  
21 made those decisions in a way to favor their own  
22 generation. And here, that won't happen, because the  
23 transmission owner won't have generation.

24 CHAIRMAN DEASON: Well, is there consensus --  
25 there needs to be some type of market mechanism, which

1 sends the correct pricing to optimize utilization of the  
2 constrained resource.

3 MR. NAEVE: I haven't been sitting in on Greg's  
4 meetings, so I'll let him address it.

5 MR. RAMON: Well, that's still under discussion.  
6 You know, Tampa supports that strongly, but the -- and I  
7 can't speak for the whole group, but it's an issue that we  
8 have to deal with.

9 CHAIRMAN DEASON: Well, what are your other  
10 alternatives, if you do not rely on some type of a market  
11 mechanism and a price which sends the signal? What are  
12 the other alternatives?

13 MR. RAMON: Well, in terms of reliability,  
14 you're into TLRs and cutting and those sort of things,  
15 which is not where we really need to be. I don't want to  
16 paint a negative picture on it. We just haven't dwelled  
17 on that. It's not that the group will not deal with it.

18 CHAIRMAN DEASON: Okay.

19 COMMISSIONER JACOBS: Again, because you've  
20 indicated that you haven't -- the chart is very premature,  
21 I don't want to dig too deeply in it, but there's a point  
22 that I've been seeing in the article. I've seen that  
23 probably one of the most highly-contested areas here would  
24 be ancillary services. There is some thought that that  
25 will be highly -- and what I see is that you're proposing



1 a bid-based option for that.

2 MR. RAMON: Right.

3 COMMISSIONER JACOBS: Walk me through how that  
4 would work.

5 MR. RAMON: Okay. You know, the creation of the  
6 real-time balancing market, okay, will create the  
7 real-time energy price, you know, for the ancillary  
8 services, namely AGC or a regulation and operating  
9 reserves.

10 Now, underscoring that, we will need to come up  
11 with explicit, you know, standards probably using, you  
12 know, NERC policy which will have standards for certifying  
13 units that, for instance, once you bid in or participate  
14 in that particular ancillary service product, like  
15 regulation, they'll have to be certified and tested on a  
16 periodic basis to be able to do that.

17 There will be explicit metrics to be able to,  
18 you know, measure are they doing what they say they're  
19 doing and performance measures. And ancillary services  
20 are critical. That's what boosts up the system and keeps  
21 it running and those sorts of things. So, there has to  
22 be, when you're moving to a competitive market for  
23 ancillary services, you have to have the explicit  
24 standards to be able to certify and measure performance.  
25 So, assuming that all that has been done, you have this

1 central bid-based bidding into this central market for  
2 energy and capacity.

3           Again, the protocols for all of that, you know,  
4 we have not done that yet. That's, if you look at the  
5 matrix, you can see that that's an area that needs a lot  
6 more work. So, what I've told you is just some principle  
7 at a high level.

8           COMMISSIONER JACOBS: Okay.

9           CHAIRMAN DEASON: You indicated you wanted a  
10 moment to educate us some on some of the difficulties the  
11 markets are experiencing.

12           MR. RAMON: Okay. And this has been so much in  
13 the news lately. We've been spending some time, Tampa  
14 Electric, putting down some real contributing factors as  
15 to what's going on. So, we'd just like to share what  
16 we've put together thus far.

17           In those regions, California, northeast, we feel  
18 those prices, high prices, are reflecting supply and  
19 demand fundamentals; in particular, the effects of serious  
20 capacity shortages and surging demand. And those  
21 fundamentals are what's largely responsible for those  
22 price spikes.

23           And also, decisions by load-serving entities,  
24 not to hedge their price risk that has exposed retail  
25 customers to the full brunt of price volatility, namely

1 San Diego Electric & Gas. I'll mention something about  
2 that real soon. This supply and demand --

3 CHAIRMAN DEASON: Just a second. You're talking  
4 about risk management and -- expand on that.

5 MR. RAMON: Well, what's happening -- I'll jump  
6 ahead here a little bit, but California tried to implement  
7 a statewide market, and one failed, including requiring  
8 all the California utilities to meet their loads through  
9 purchases in a statewide prior exchange. So, important  
10 flexibility is really lost. Now, they're considering  
11 implementing, you know, more localized pricing structure  
12 and encouraging utilities to meet their load obligation,  
13 in part, outside of this, statewide, PX.

14 COMMISSIONER JACOBS: As I understand it, they  
15 couldn't do long-term purchases outside of the --

16 MR. RAMON: A limited amount, only a limited  
17 amount.

18 CHAIRMAN DEASON: They were totally divested of  
19 all generating assets; is that right, the retail utility  
20 or not?

21 MR. RAMON: I don't know what percentage they're  
22 still in.

23 MR. NAEVE: PG&E has divested all of its fossil  
24 facilities. They still have their hydro facilities. They  
25 still have their nuclear facility. Edison, Southern

1 California Edison, has divested their fossil facilities.  
2 I'm not sure what else they have. I think, they still  
3 have nuclear. And, I think, San Diego has divested all of  
4 its facilities.

5 MR. RAMON: Mike mentions, and I want to  
6 emphasize this shortfall between capacity and demand,  
7 their reserves have dwindled in the past five years and on  
8 a whole they're dangerously operating at low levels. They  
9 do not have an installed capacity requirement. Demand,  
10 long term, is increasing much more rapidly. Load reflects  
11 the vibrant economy and particularly, the intensity of the  
12 telecommunications Internet revolution.

13 The weather, summer of 2000, is one of the  
14 hottest ever. And '99 in California was one of the  
15 coolest. And so, those price increases this year reflect  
16 that variation in temperature.

17 Fuel prices, in California and other regions,  
18 depending on natural gas, the fuel prices have doubled  
19 this year. And, of course, the age-old import situation  
20 in California is dependent on in the northwest and  
21 southwest and in both cases those imports are down.

22 CHAIRMAN DEASON: Sir, let me interrupt just a  
23 second. There's a gentleman who came forward, I think, in  
24 response to a question I asked.

25 MR. ORR: Right. I'm John Orr with Reliant

1 Energy, and we're involved in the California market pretty  
2 extensively. We're one of the purchasers of some of the  
3 generation out there as the utilities divested.

4 They were originally required under the  
5 restructuring that took place in California to sell. I  
6 believe, the number was 50% was the requirement. Most of  
7 the utilities out there chose to sell, except for the  
8 nuclear and some of the hydro, nearly 100% of what they  
9 had.

10 And so they, basically, got themselves out of  
11 the generation business, except for the things that are  
12 involved, things like nuclear and environmental concerns.

13 CHAIRMAN DEASON: Okay. Thank you for that  
14 clarification.

15 MR. RAMON: I mentioned load-serving entities  
16 have failed to hedge price risk exposing retail customers.  
17 Only in San Diego have retail customers been fully exposed  
18 to the competitive market. In other areas of the state, a  
19 rate-freeze remains in place until the stranded costs are  
20 recovered. And the San Diego utility made a choice not to  
21 hedge its price risk through forward contracts in the past  
22 on to its retail customers, the full increase in spot  
23 market prices. So, the San Diego customers are,  
24 therefore, being fully exposed to the price spikes and  
25 have been insufficiently protected by their load-serving

1 entity.

2           But We can learn from this experience. As I  
3 mentioned, this insistence on the load-serving entities  
4 being required to meet their loads for purchases through  
5 statewide PX, that's changing, thankfully. Handling of  
6 stranded costs have contributed. As you know, utilities  
7 in California have linked the rate-freeze agreements in  
8 place.

9           So, there's little incentive for the utilities  
10 to implement demand-side management, this whole price  
11 elasticity thing. And so, they're now striving to create  
12 incentives to make -- that make load and load-serving  
13 entities more price sensitive. And there's a need for  
14 financial hedging capabilities.

15           And California embarked on restructuring without  
16 having in place adequate opportunities for customers to  
17 hedge financial exposure to price volatility. So, the  
18 utility and their customers have been too exposed to the  
19 spot market, and I've talked about that.

20           California is working on rectifying that  
21 problem. The hedging contracts will allow a splitting of  
22 the risk and, hopefully, should result in less market  
23 volatility. I think, it's sort of by a glimpse of the  
24 audience what poor market designs can do in terms of the  
25 kinds of price spikes and turbulence that it causes. But

1 I know it's a real complicated market design, but as you  
2 look at California, possibly one of the biggest solutions  
3 is pretty simple, and that's the need for more competition  
4 to get some generation built.

5 CHAIRMAN DEASON: Thank you. I think that  
6 concludes all of the formal presentations that were  
7 planned. I'm going to, unless there's -- unless some of  
8 the presenters need to make any concluding remarks, I'm  
9 going then to open it up to any other interested persons  
10 who are in attendance today, who wish to make any comment  
11 to the Commission, now is your opportunity. If you'll  
12 just raise your hand and come forward.

13 MR. WOODBURY: Tim Woodbury with Seminole  
14 Electric. As you know, Commissioners, Seminole has been  
15 kind of at the forefront of trying to promote a formation  
16 of an RTO, along with FMPA and Tampa Electric.

17 And I'm not going to shine any light that hasn't  
18 already been cast here today, but I did want to indicate  
19 to the Commission that Seminole is very pleased with the  
20 cooperation, the work that Florida Power & Light, Tampa  
21 Electric, and Florida Power Corporation have done in  
22 trying to move this thing forward.

23 We've got a lot of tough issues that are still  
24 in front of us. I'm not sure we're going to be able to  
25 resolve all of them in the next couple months. It may

1 take a little longer to be able to do that, but I did want  
2 you to know, because you had heard us speak before on the  
3 subject, that we're very actively involved in it and that  
4 we're very supportive of the efforts that have gone on so  
5 far.

6 CHAIRMAN DEASON: Thank you for sharing that  
7 with us. Any other comments?

8 MR. WOODBURY: If I could add one other comment.

9 CHAIRMAN DEASON: Sure.

10 MR. WOODBURY: The work of your Staff has been  
11 very helpful. And it's very important for us to keep them  
12 involved in this process, as we move forward.

13 CHAIRMAN DEASON: It's our intent to have them  
14 actively involved.

15 Well, if there are no other comments to be made,  
16 we have a section for questions and discussion. I believe  
17 that the Commissioners have pretty much availed themselves  
18 of the opportunity to ask questions as we proceeded  
19 through the presentation, I think, is the most conducive  
20 and constructive way to engage, but if there are any  
21 remaining questions from either Commissioners or Staff,  
22 now is the opportunity.

23 Yes, sir.

24 MR. RAMON: Thinking back on some of the  
25 questions that were asked by Bob and yourself,



1 Commissioner, about price signals, while this is a  
2 principle though, we need to be talking about, it's also  
3 explicit in the FERC Rule 2000 congestion of management  
4 that there be, you know, locational prices and the ways to  
5 look at doing tradable rights and being able to create,  
6 you know, the price information.

7 CHAIRMAN DEASON: Okay, thank you.

8 COMMISSIONER JACOBS: What's the -- I know this  
9 issue has been raised primarily with respect to ISOs, but  
10 as a point of interest, I think, we should look at with  
11 regard to Transcos or RTOs, what's the posture that you  
12 anticipate with regard to information that will be  
13 available, either to FERC or to the state commission on  
14 Transco operations?

15 One of the big issues that has come up in  
16 California is that they have not been able to ascertain  
17 real facts, because of the inability to obtain information  
18 from the ISO, both at the request of FERC and the request  
19 of the state commission.

20 MR. NAEVE: One of the issues, or one of the  
21 policies that we will be developing for the RTO, is an  
22 information policy. It's our intention that much of what  
23 the RTO does, in terms of planning and operations, be done  
24 so in a way that is transparent so that people know that  
25 it's carrying out its function responsibly, that they have

1 information to monitor its behavior, that the regulators,  
2 both state and federal, will be able to follow it to be  
3 informed as to what's going on. And we have, you know, we  
4 will be developing a drafting and filing that information  
5 policy.

6 COMMISSIONER JACOBS: That would be formally,  
7 some formal response?

8 MR. NAEVE: Yes, it will. It will be a document  
9 filed as a rate schedule at FERC.

10 COMMISSIONER JACOBS: Okay.

11 CHAIRMAN DEASON: Okay. Any other --

12 MR. TRAPP: Could I just end by getting, again,  
13 the clarification on the schedule for any activities that  
14 remain.

15 As I understand it, you're going to file with  
16 FERC your governance proposal September 1st?

17 MR. NAEVE: That's correct.

18 MR. TRAPP: And then, you're expecting a  
19 response for that, independent of your October 15th  
20 filing?

21 MR. NAEVE: That's right. We would hope to get  
22 a response from FERC on the governance proposal much  
23 earlier than they would be able to respond to the October  
24 15th filing.

25 MR. TRAPP: In getting that response you'll go

1 out and hire directors for this?

2 MR. NAEVE: Yes, we'll start the process. It'll  
3 take a while, but yes.

4 COMMISSIONER JACOBS: That's going to be a  
5 national search? If I recall, you were going to get a  
6 national search firm to do that?

7 MR. NAEVE: Yes. We'll establish a board  
8 selection committee composed of stakeholders. The  
9 stakeholders will then interview and pick a search firm,  
10 and the search firm will help identify candidates for  
11 them, and then they'll select from the candidates the  
12 board.

13 MR. TRAPP: On October 15th, you plan to file  
14 another filing with FERC that at least will have a  
15 conceptual addressing of the planning operations, pricing  
16 and market design?

17 MR. NAEVE: That's correct.

18 MR. TRAPP: Then, the two filings will run  
19 concurrent. What comes after that? You're going to turn  
20 over to the RTO new directors this whole thing some time.  
21 Will that be before or after FERC rules on the principles  
22 that are put before them?

23 MR. NAEVE: Well, certainly they will rule on  
24 the governance principles before we can even start  
25 retaining those people. So, that will go first. The

1 process of selecting and hiring a board and staff and so  
2 forth will take a long time. And FERC, I presume, will  
3 have ruled on the other filings or give it its guidance  
4 with respect to the other filings before we can have staff  
5 and board of directors up and running.

6 So, the work that would need to be done to  
7 refine our filings and to prepare the actual tariff  
8 filings, the rate filings, that will need to be made will  
9 have to commence before we have that -- any staff onboard  
10 to the RTOs. It'll be largely the same -- pardon me,  
11 largely the same working groups that are engaged today  
12 will continue to carry the bulk of that work.

13 At some point we will begin to have staff people  
14 onboard. A lot of what the staff will have to do is not  
15 just prepare regulatory filings, but actually begin the  
16 commercial work of getting in place the facilities and  
17 people and procedures to take over their responsibility.

18 MR. TRAPP: And all of that has a convergence  
19 date of December 15th, 2001?

20 MR. NAEVE: That's correct.

21 MR. TRAPP: Okay.

22 MR. NAEVE: Tight schedule.

23 MR. TRAPP: At what point and time does Florida  
24 Power & Light, the distribution and generation company,  
25 separate itself from the RTO formation company and begin

1 to negotiate on behalf of its rate payers for terms,  
2 rates, and conditions from the FERC RTO?

3 MR. NAEVE: Well, there actually will have to be  
4 contracts negotiated between Florida Power & Light and, I  
5 presume, other utilities and the RTO staff. And that will  
6 probably -- we're going to have to have the staff in place  
7 first. And my guess is in, you know, mid 2000 to late --  
8 I'm sorry, mid 2001. We have to be there by December  
9 15th, 2001. And I'd like to say earlier than that, but  
10 realistically, I just don't know whether we'll be able to  
11 get the staff up and running before that.

12 So, obviously, on our own we'll be coming up  
13 with draft agreements that we'll be presenting to them.

14 MR. TRAPP: I think, that's all the questions I  
15 have.

16 CHAIRMAN DEASON: Okay, thank you.

17 Let me take this opportunity to thank everyone  
18 for your attendance, your presentations, all of the hard  
19 work that's gone on and the openness of this process.

20 There currently is scheduled another workshop on  
21 the 18th of September. I think, that's still on our  
22 calendars. You may want to make a note of that. And  
23 hearing nothing else to come before the Commission, this  
24 workshop is concluded. Thank you all.

25 COMMISSIONER JACOBS: Thank you.

FLORIDA PUBLIC SERVICE COMMISSION

(Workshop concluded at 12:35 p.m.)

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1 STATE OF FLORIDA)

2 :  
COUNTY OF LEON )

## CERTIFICATE OF REPORTER

3 I, KORETTA E. STANFORD, RPR, Official  
4 Commission Reporter,

5 DO HEREBY CERTIFY that an undocketed workshop,  
6 regarding the Regional Transmission Organization, was  
7 conducted by the Florida Public Service Commission at the  
8 time and place herein stated.

9 IT IS FURTHER CERTIFIED that I stenographically  
10 reported the said proceedings; that the same has been  
11 transcribed by me; and that this transcript, consisting  
12 of 110 pages, constitutes a true transcription of my  
13 notes of said proceedings.

14 DATED this 17th day of August, 2000.

15   
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17 Official Commission Reporter  
18 FLORIDA PUBLIC SERVICE COMMISSION  
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