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April 16, 2008

### -VIA HAND DELIVERY -

Ms. Ann Cole Commission Clerk Florida Public Service Commission 2540 Shumard Oak Blvd. Tallahassee, FL 32399-0850

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COMMENSION

Re:

Petition of Florida Power & Light Company For Extension of Governmental Adjustment Factor Tariff and Approval of Sixth Revised Tariff Sheet No. 9.725

Dear Ms. Cole:

I am enclosing for filing in the above docket the original and fifteen (15) copies of Florida Power & Light Company's Petition for Extension of Governmental Adjustment Factor Tariff and Approval of Sixth Revised Tariff Sheet No. 9.725, together with a diskette containing the electronic version of same. The enclosed diskette is HD density, the operating system is Windows XP, and the word processing software in which the document appears is Word 2003.

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### BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

	)	FILED: April 16, 2008	
Adjustment Factor Tariff	)		
Company for Extension of Governmental	)	DOCKET NO. 08	EI
In Re: Petition of Florida Power & Light	)		

# PETITION OF FLORIDA POWER & LIGHT COMPANY FOR EXTENSION OF GOVERNMENTAL ADJUSTMENT FACTOR TARIFF AND APPROVAL OF SIXTH REVISED TARIFF SHEET NO. 9.725

Florida Power & Light Company ("FPL"), pursuant to Chapter 120, Florida Statutes, and Rule 28-106.201, Florida Administrative Code ("F.A.C."), and by and through its undersigned counsel, hereby petitions for extension of FPL's Governmental Adjustment Factor ("GAF") Tariff. FPL respectfully requests that the Commission extend the effective period of the GAF Tariff so that it will be available to eligible applicants for an additional year beyond the Commission's original approval, *i.e.*, until October 30, 2009; and approve a conforming modification to FPL's Tariff Sheet No. 9.725. In summary, the requested extension will allow additional time for FPL to gather, analyze, and report to the Commission data regarding the quantifiable storm restoration benefits upon which the 25% GAF Waiver reflected in the GAF Tariff is predicated. The requested extension will also give local governments that have expressed interest in undertaking underground ("UG") conversions pursuant to the GAF Tariff sufficient time to obtain full information as to the costs of those projects and then to proceed with the projects in an orderly manner.

In further support of its Petition, FPL states as follows.

### PROCEDURAL BACKGROUND

1. The name and address of Petitioner FPL is:

Florida Power & Light Company 700 Universe Boulevard Juno Beach, Florida 33408.

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2. Copies of all pleadings, notices, and orders in this docket should be provided to:

Jeffrey S. Bartel Vice President - Regulatory Affairs Florida Power & Light Company 215 South Monroe Street, Suite 810 Tallahassee, FL 32301-1859

and

R. Wade Litchfield, Esq.
John T. Butler, Esq.
Florida Power & Light Company
700 Universe Boulevard
Juno Beach, Florida 33408-0420
Telephone: (561) 691-7101
Facsimile: (561) 691-7135
e-mail: wade\_litchfield@fpl.com
john butler@fpl.com

### FACTUAL BACKGROUND

- 3. FPL is a public utility subject to the regulatory jurisdiction of the Commission under Chapter 366, Florida Statutes.
- 4. In February 2006, FPL initiated Docket No. 060150-EI, In Re: Florida Power & Light Company's Petition for Approval of Revisions to Contribution in Aid of Construction Tariffs (the "GAF Tariff Docket"). By its petition, FPL sought the Commission's approval of revisions to its tariffs governing the contribution in aid of construction ("CIAC") applicable to government-sponsored UG conversion projects covering substantial geographic areas; the key provision was FPL's proposed GAF Waiver, by which FPL proposed to give local governments that sponsored eligible UG conversion projects a 25 percent waiver (reduction) in the otherwise applicable CIAC. In turn, FPL sought approval to record as Plant in Service amounts equivalent to the credits against CIAC that FPL would provide as GAF Waivers. In September 2006, FPL filed an amended proposed

GAF Tariff and provided the Commission an estimated range of storm restoration benefits from underground conversion of the large, contiguous areas to which the GAF Tariff applies. This estimated range of storm restoration benefits served as FPL's cost justification for the 25% GAF Waiver.

- 5. The Commission approved the amended GAF Tariff, with minor modifications, by Order No. 07-0442-TRF-EI, issued on May 22, 2007 (the "GAF Approval Order"). The GAF Tariff was approved as a pilot project subject to subsequent Commission review. The GAF Approval Order required FPL to (a) file a report providing an updated quantification of storm restoration benefits based on any new storm-restoration data at least 60 days before October 2008; and (b) petition the Commission to continue, modify, or discontinue the tariff at that time, as necessary.
- 6. The principal source of additional data with which to quantify storm restoration benefits is experience in actual storm restoration. Fortunately for most purposes but unfortunately for the collection of such data, there have been no substantial storms impacting FPL's service territory since the GAF Tariff was approved in May 2007. Therefore, FPL has no additional data at this point with which to update the quantification of storm restoration benefits that it provided in support of the GAF Tariff, and there is no legitimate basis at this point to change the GAF Waiver from the current 25% level.
- 7. The pilot period for the GAF Tariff will extend for approximately 2 ½ years from the time when the GAF Tariff was first proposed in February 2006. However, because of uncertainty over whether the GAF Tariff would ultimately be approved and the significant impact that the GAF Waiver would have on the economics of UG conversion projects, many local governments did not feel it was prudent to make major, irreversible commitments to those projects until the Commission had formally approved the GAF Tariff. By the time the GAF Tariff was formally approved in May 2007, only about 16 months of the pilot period remained. Moreover, in February 2007 the

Commission amended Rule 25-6.115, F.A.C., governing the calculation of CIAC for UG conversions, and it has taken time for FPL and other utilities to develop the basis for revising their CIAC calculations as contemplated by the rule amendments. Uncertainty over the impact of these revisions to the CIAC calculation has also caused many local governments to move slowly with their UG conversion projects. Finally, independent of the impact of any uncertainties about the economics of UG conversion, such projects require substantial lead times for local governments to develop community consensus on undertaking the considerable financial obligations associated with the projects and then putting the financing in place to fund those obligations. For these reasons, while there are several dozen local government UG conversion projects in at least the initial planning stages, FPL anticipates that there are few local governments that will be in a position to have financed their projects and entered into binding commitments to proceed with them by October 2008.

#### RELIEF REQUESTED

8. FPL respectfully requests that the Commission: (a) extend the effective period of the GAF Tariff so that it will be available to eligible applicants for an additional year beyond the Commission's original approval, i.e., until October 30, 2009, and (b) approve the conforming modification reflected in FPL's Sixth Revised Tariff Sheet No. 9.725<sup>2</sup> which is attached as Exhibit A

As amended, Rule 25-6.115 requires that the storm hardening requirements of Rule 25-6.0342, F.A.C., be taken into account in developing the cost of the hypothetical overhead distribution system that is avoided when service is converted to UG. The Commission did not approve FPL's or the other utility's storm hardening plans until late December 2007, so the utilities were not in a position to take hardening costs into account in calculating CIAC until very recently. The amendments to Rule 25-6.115 also required utilities to take into account the net present value of differences in operational costs for overhead and UG systems in calculating the CIAC. FPL has committed to file its operational cost differential by April 30, 2008 and is likely to be the first utility to do so.

This tariff sheet is the first page of FPL's Underground Facilities Conversion Agreement — Governmental Adjustment Factor Waiver, which an eligible applicant must sign in order to qualify for the GAF Waiver credit. The only change is to make the Agreement available until October 30, 2009, instead of October 30, 2008.

devoting resources to restoration efforts than to trying to compile and analyze data on the storm for incorporation into a report to be filed in August. FPL also believes that its customers' interests will be better served by getting more UG conversion projects under way as soon as practicable, both by virtue of the anticipated direct benefits (e.g., reduced storm restoration costs) of such UG projects, and also because of the additional information gained from those projects.

#### **ISSUES OF MATERIAL FACT**

- 11. FPL does not believe that there are any disputed issues of material fact relative to its petition to extend the GAF Tariff's availability until October 2009. Issues that the Commission must decide include, but will not necessarily be limited to, the following.
- Whether the Commission should extend the eligibility period for the GAF Waiver credit as requested by FPL, and approve the proposed conforming amendment to FPL's Tariff Sheet No. 9.725.
- **ISSUE 2:** Whether the Commission should accept the report attached to this Petition as satisfying the report requirement of the GAF Approval Order.
- 12. <u>Statement of Ultimate Facts Alleged</u>. The following facts entitle FPL to the relief requested herein.
- a. Extending the availability of the GAF Waiver for one year, as requested by FPL, will provide substantial benefits to FPL and FPL's customers through additional UG conversion projects that will be undertaken and also through the additional data on the costs and benefits of undergrounding that will be gained from those projects.
- b. The requested extension will enable a significant number of potential local government applicants for UG conversion projects to ascertain with reasonable certainty what their CIACs will be for those projects and thus to proceed in an orderly manner to arrange for their constituents' approval, financing and construction of those UG conversion projects.
- c. The requested extension and tariff modification will support the Commission's and FPL's policies to encourage cost-effective undergrounding in appropriate settings.
- d. The report that FPL would provide in the summer of 2008 would not be materially different from that attached hereto as Exhibit B.

- e. Extending the availability of the GAF Tariff and approving the proposed conforming tariff modification are in the public interest and in the best interests of FPL, its general body of customers, and local governments that intend to pursue UG conversion projects.
- 13. The foregoing facts provide the factual and legal basis for the Commission to grant the extension of the GAF Tariff as requested by FPL.
- 14. <u>Statutes and Rules That Entitle FPL to the Relief Requested</u>. The applicable statutes and rules that entitle FPL to the requested relief include, but are not limited to, Sections 366.06(1&2) and 366.07, Florida Statutes, and Rule 25-6.115 and Chapter 28-106, Florida Administrative Code.
- 15. <u>Statement Explaining How the Facts Alleged By FPL Relate to the Above-Cited Rules and Statutes</u>. The above-cited sections of Chapter 366 generally provide that the Commission must ensure that all tariffs, rates, and charges, including contract terms and conditions, are fair, just, and reasonable. The facts in this case support the requested extension of the GAF Tariff's availability, which will be implemented by the Commission's approval of the proposed modification to FPL's Tariff Sheet No. 9.725, FPL's Underground Facilities Conversion Agreement Governmental Adjustment Factor Waiver.
- 16. Support for GAF Tariff Extension by Affected Local Governments. The Municipal Underground Utilities Consortium ("MUUC") is a consortium of cities and towns, most of which purchase retail electric service directly from FPL and a substantial number of which are currently considering UG utility projects. MUUC was a party to Docket No. 060150-EI, pursuant to which FPL's GAF Tariff was approved and has actively participated in other proceedings related to undergrounding issues as well. Counsel for MUUC has authorized FPL to represent that MUUC fully supports extension of the availability of the GAF Tariff to October 2009 as requested in this petition.

WHEREFORE, Florida Power & Light Company respectfully requests the Florida Public Service Commission to enter its order extending the GAF Tariff's availability for one year (to October 30, 2009), approving the proposed Sixth Revised Tariff Sheet No. 9.725 attached hereto as Exhibit A, and accepting FPL's report attached as Exhibit B in satisfaction of the GAF Approval Order.

Respectfully submitted,

R. Wade Litchfield, Esq.
Vice President and Associate General Counsel
John T. Butler, Esquire
Senior Attorney
Florida Power & Light Company
700 Universe Boulevard
Juno Beach, FL 33408-0420

Telephone: (561) 304-5639 Facsimile: (561) 691-7135

By:

John T. Butler

Fla. Bar No. 283479

### **CERTIFICATE OF SERVICE**

I, THE UNDERSIGNED COUNSEL, HEREBY CERTIFY that a copy of Florida Power & Light Company's Petition for Extension of Governmental Adjustment Factor Tariff and Approval of Sixth Revised Tariff Sheet No. 9.725 has been served via first class mail, postage prepaid to the party listed below, this 16th day of April, 2008.

Robert Scheffel Wright Jay T. LaVia, III Young van Assenderp, P.A. 225 South Adams Street Suite 200 Tallahassee, Florida 32301

John T. Butler

### **EXHIBIT A**

### UNDERGROUND FACILITIES CONVERSION AGREEMENT – GOVERNMENTAL ADJUSTMENT FACTOR WAIVER

entered	into	this	ch is availabl	day	of _		,	20	, by	and	between
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			address of P.								rpL ), a
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WHERE	EAS, the	Local Go	vernment Ap	plicant has	requested	that FPL co	onvert certai	n overhead	electric dis	stribution	facilities
located v	within the	following	g boundaries (	the "Conver	rsion"):						
									_		
*	•	-	Overhead Fa	•	_		•				
NOW T	HEREFO	ORE, in co	nsideration o	f the forego	ing premis	es and the	covenants ar	nd agreemen	ts set forth	herein, a	and other
considera agree as		sufficienc	y of which is	hereby ack	nowledged	l, the parties	s intending t	o be legally	bound, he	reby cove	nant and
		ts and war	ljustment Fa	eets the follo	owing eligi	bility criteri	a for the Co	nversion:			••
	a.		for the Conv					overhead fay 3 pole line			

- completion of the prior phase and the minimums are met within, at most, 3 phases; and
  b. The Local Government Applicant must require all customers within the Conversion Area who currently have overhead service directly from the Existing Overhead Facilities to convert their service entrances to underground within 6 months of completion of the Underground Facilities installation or each phase thereof;
- c. The Local Government Applicant must be willing and able to execute a right of way ("ROW") agreement with FPL if the Local Government Applicant requests that facilities be placed in the ROW; and
- d. For any affected laterals, the complete lateral must be converted, including all stages of any multi-stage lateral; and
- e. There are no state or federal funds available to the Local Government Applicant to cover any portion of the cost of the Conversion.

Special Circumstances. Conversions which do not meet the project size minimums described in section 1.a are eligible for the GAF Waiver in the following special circumstances:

- i. 100% of the Existing Overhead Facilities within the Local Government Applicant's corporate limits are to be converted, but are less than the pole line mileage or dwelling unit minimums; or
- ii. A single lateral that serves at least one Critical Infrastructure Facility as determined by the appropriate local agency with the mutual agreement of FPL; or
- iii. An island or peninsula where 100% of the Existing Overhead Facilities are to be converted; or

(Continued on Sheet No. 9.726)

Issued by: S. E. Romig, Director, Rates and Tariffs

Effective: May 4, 2007

### UNDERGROUND FACILITIES CONVERSION AGREEMENT – GOVERNMENTAL ADJUSTMENT FACTOR WAIVER

	GOVERNMENTAL ADJUST	IMENI FACIOR WAIVER
entered into	to this day of	on the Agreement on or before October 30, 2009, is made and
		Government Applicant"), a Florida municipal corporation of
	an address of ration with an address of P.O. Box 14000, 700 Univ	_ and FLORIDA POWER & LIGHT COMPANY ("FPL"), a
riorida corpora	ration with an address of F.O. Box 14000, 700 Cili	verse Boulevard, Julio Beach, FL 33406-0429.
	the Local Government Applicant has requested the the following boundaries (the "Conversion"):	nat FPL convert certain overhead electric distribution facilities
(collectively, the	the "Existing Overhead Facilities") to undergroun	nd facilities, including transformers, switch cabinets and other
• •	, ,	ment A hereof (collectively, the "Underground Facilities").
	the sufficiency of which is hereby acknowledged,	s and the covenants and agreements set forth herein, and other the parties intending to be legally bound, hereby covenant and
represe	sents and warrants that it meets the following eligib  a. In order for the Conversion to incorporate a continuity, the Conversion must include a minimal detached dwelling units within contiguous or The Conversion may be completed in mutually	sufficient amount of overhead facilities to provide electrical imum of approximately 3 pole line miles or approximately 200 closely proximate geographic areas (the "Conversion Area"). agreed upon phases, with the project size minimums applying ecessary subsequent phase begins within a 1 year period from

- b. The Local Government Applicant must require all customers within the Conversion Area who currently have overhead service directly from the Existing Overhead Facilities to convert their service entrances to underground within 6 months of completion of the Underground Facilities installation or each phase thereof; and
- c. The Local Government Applicant must be willing and able to execute a right of way ("ROW") agreement with FPL if the Local Government Applicant requests that facilities be placed in the ROW; and
- d. For any affected laterals, the complete lateral must be converted, including all stages of any multi-stage lateral; and
- e. There are no state or federal funds available to the Local Government Applicant to cover any portion of the cost of the Conversion.

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- ii. A single lateral that serves at least one Critical Infrastructure Facility as determined by the appropriate local agency with the mutual agreement of FPL; or
- iii. An island or peninsula where 100% of the Existing Overhead Facilities are to be converted; or

(Continued on Sheet No. 9.726)

Issued by: S. E. Romig, Director, Rates and Tariffs Effective:

## **EXHIBIT B**

#### FLORIDA POWER AND LIGHT COMPANY EXHIBIT B

### **Additional Storm Restoration Data**

Due to the lack of any additional major storms impacting FPL's service territory in 2006 and 2007, FPL has not been able to gather any additional storm restoration data.

Note: During 2006 and 2007, FPL has enhanced its forensics tools and processes, including gathering more information that will enable improved evaluation of its overhead vs. underground facilities' storm performance.

# Overview/Status - Municipal Overhead vs. Underground Conversion Projects (2/06 - 3/08)

Ballpark cost estimates: 64

Binding cost estimates: 16

Projects completed: 2

Projects in engineering design: 20

Projects under construction: 2