

BEFORE THE PUBLIC SERVICE COMMISSION

In re: Petition for authority to use deferral accounting for creation of a regulatory asset in regulatory liability to record charges or credits that would have otherwise been recorded in equity pursuant to balance sheet treatment required by Statement of Financial Accounting Standards (SFAS) No. 158, by Progress Energy Florida, Inc.

DOCKET NO. 060674-EI
ORDER NO. PSC-06-1042-PAA-EI
ISSUED: December 19, 2006

The following Commissioners participated in the disposition of this matter:

LISA POLAK EDGAR, Chairman
J. TERRY DEASON
ISILIO ARRIAGA
MATTHEW M. CARTER II
KATRINA J. TEW

NOTICE OF PROPOSED AGENCY ACTION
ORDER GRANTING AUTHORITY TO USE DEFERRAL ACCOUNTING

BY THE COMMISSION:

NOTICE is hereby given by the Florida Public Service Commission that the action discussed herein is preliminary in nature and will become final unless a person whose interests are substantially affected files a petition for a formal proceeding, pursuant to Rule 25-22.029, Florida Administrative Code.

BACKGROUND

Progress Energy Florida, Inc. ("PEF" or "the company") requests authority to use deferral accounting to create a regulatory asset or liability to recognize and offset the balance sheet treatment for pension and other post retirement benefit costs the company must record in accordance with Statement of Financial Accounting Standard (FAS) 158. The company also asks us to acknowledge that if amounts represented by the establishment of such regulatory assets or liabilities were to be recognized in expense through a future curtailment, settlement or termination event pursuant to FAS 88 or FAS 106, the recognized costs would be includable as a cost of service for ratemaking and surveillance purposes.

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FPSC-COMMISSION CLERK

PEF's financial reporting is governed by Generally Accepted Accounting Principles, of which Financial Accounting Standards are a part. Several of these standards pertain to employee benefits as described below:

- FAS 87 prescribes the accounting treatment of defined benefit pension plans.
- FAS 88 prescribes the accounting treatment of settlements, curtailments and terminations of pension plans.
- FAS 106 prescribes the accounting treatment of other postretirement employee benefits (including settlements, curtailments and terminations of such plans).
- FAS 132R pertains to disclosure requirements for both pension and other postretirement benefit plans.
- FAS 158, issued on September 29, 2006, amends FAS 87, FAS 88, FAS 106 and FAS 132R by requiring employers to recognize the funded status of a benefit plan (measured as the difference between plan assets at fair value and the benefit obligation) in its statement of financial position. Previously, this information was only required to be disclosed in the footnotes to the employer's financial statements. For a pension plan, the benefit obligation is the projected benefit obligation; for any other postretirement benefit plan, such as a retiree health care plan, the benefit obligation is the accumulated postretirement benefit obligation. FAS 158 also requires employers to recognize the gains or losses and prior service costs or credits that arise during the period, but are not recognized as components of net periodic benefit costs pursuant to FAS 87 or FAS 106, as a component of other comprehensive income (an equity account), net of tax.
- FAS 71 allows regulated companies to defer costs and create regulatory assets provided the regulatory agency grants authority for such a deferral. As stated in the introduction to FAS 71:

Regulators sometimes include costs in allowable costs in a period other than the period in which the costs would be charged to expense by an unregulated enterprise. That procedure can create assets (future cash inflows that will result from the rate-making process), reduce assets (reductions of future cash inflows that will result from the rate-making process), or create liabilities (future cash outflows that will result from the rate-making process) for the regulated enterprise. For general purpose financial reporting, an incurred cost for which a regulator permits recovery in a future period is accounted for like an incurred cost that is reimbursable under a cost-reimbursement-type contract.

Additional qualification requirements under FAS 71 are stated in Section 9 of FAS 71:

9. Rate actions of a regulator can provide reasonable assurance of the existence of an asset. An enterprise shall capitalize all or part of an incurred cost that would otherwise be charged to expense if both of the following criteria are met:
 - a) It is probable that future revenue in an amount at least equal to the capitalized cost will result from inclusion of that cost in allowable costs for rate-making purposes.
 - b) Based on available evidence, the future revenue will be provided to permit recovery of the previously incurred costs rather than to provide for expected levels of similar future costs. If the revenue will be provided through an automatic rate-adjustment clause, this criterion requires that the regulator's intent clearly be to permit recovery of the previously incurred costs.

PEF is seeking our approval of deferral accounting, and our acknowledgement of the likelihood of recovery of the previously incurred costs, in order to meet the requirements of FAS 71. As explained in detail below, we authorize Progress Energy Florida, Inc. to use deferral accounting to create a regulatory asset or liability to recognize and offset the balance sheet treatment for pension and other postretirement benefit costs the company must record in accordance with Statement of FAS 158. The authorization to record the regulatory asset or liability for accounting purposes does not limit the Commission's ability to review the amounts for reasonableness in future rate proceedings.

We have jurisdiction pursuant to Sections 366.04, 366.06, and 366.07, Florida Statutes.

DECISION

PEF accounts for pension costs in accordance with FAS 87 and FAS 88, and for other postretirement benefit costs in accordance with FAS 106. The Commission has recognized FAS 87 and FAS 106 for ratemaking purposes. Essentially, this means that utilities must account for benefit plan costs using accrual accounting, as opposed to "pay-as-you-go" methods, which were prevalent prior to the promulgation of the above standards. FAS 158, issued on September 29, 2006, amends FAS 87 and FAS 106 by requiring employers to recognize the funded status of a benefit plan (measured as the difference between plan assets at fair value and the benefit obligation) in its statement of financial position. For a pension plan, the benefit obligation is the projected benefit obligation; i.e., the actuarial present value of all benefits attributed by the pension benefit formula to employee service rendered prior to that date. For any other postretirement benefit plan, such as a retiree health care plan, the benefit obligation is the accumulated postretirement benefit obligation. FAS 158 also requires employers to recognize the gains or losses and prior service costs or credits that arise during the period, but are not recognized as components of net periodic benefit cost pursuant to FAS 87 or FAS 106, as a component of other comprehensive income (an equity account), net of tax.

FAS 71 allows regulated companies to defer costs and create regulatory assets, provided that it is probable that future revenue in an amount at least equal to the capitalized cost will result from inclusion of that cost in allowable costs for rate-making purposes. To create a regulatory asset or liability, a regulated company must have the approval of its regulator. This concept of deferral accounting allows companies to defer costs due to events beyond their control and seek recovery through rates at a later time. The alternative would be for the company to seek a rate case each time it experiences an exogenous event.

In its petition, the company notes that by Order No. PSC-04-1216-PAA-EI the Commission previously authorized the establishment of a regulatory asset to offset any minimum pension liability under FAS 87.¹ PEF states that the fundamental principles underlying the Commission's previous order remain the same. The company also requests that we acknowledge that if amounts represented by the establishment of regulatory assets or liabilities were to be included in expense through a future curtailment, settlement or termination event pursuant to FAS 88 or FAS 106, the identified costs would be recognized as a cost of service for ratemaking and surveillance purposes.

We find that PEF's request to create a regulatory asset or liability to record charges that would otherwise have been recorded in equity under the provisions of FAS 158 meets the requirements of FAS 71 and we approve it. Further, we find that future recovery of costs resulting from curtailment, settlement or termination is implicit in a finding that FAS 71 is applicable. The approval to record the regulatory asset or liability for accounting purposes does not limit the Commission's ability to review the amounts for reasonableness in future rate proceedings.

Based on the foregoing, it is

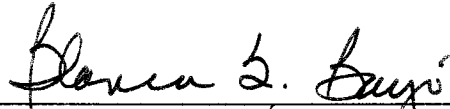
ORDERED by the Florida Public Service Commission that Progress Energy Florida, Inc.'s Petition for authority to use deferral accounting for creation of a regulatory asset in regulatory liability to record charges or credits that would have otherwise been recorded in equity pursuant to balance sheet treatment required by Statement of Financial Accounting Standard (FAS) No. 158 is approved as set out in the body of this order. It is further

ORDERED that the provisions of this Order, issued as proposed agency action, shall become final and effective upon the issuance of a Consummating Order unless an appropriate petition, in the form provided by Rule 28-106.201, Florida Administrative Code, is received by the Director, Division of the Commission Clerk and Administrative Services, 2540 Shumard Oak Boulevard, Tallahassee, Florida 32399-0850, by the close of business on the date set forth in the "Notice of Further Proceedings" attached hereto. It is further

ORDERED that in the event this Order becomes final, this docket shall be closed.

¹ Order No. PSC-04-1216-PAA-EI, issued December 8, 2004, in Docket No. 040816-EI, In Re: Petition for authority to use deferral accounting for creation of a regulatory asset in recognition of minimum pension liability established in accordance with Financial Accounting Standards (FAS) 87, by Progress Energy Florida, Inc.

By ORDER of the Florida Public Service Commission this 19th day of December, 2006.



BLANCA S. BAYO, Director
Division of the Commission Clerk
and Administrative Services

(SEAL)

MCB

NOTICE OF FURTHER PROCEEDINGS OR JUDICIAL REVIEW

The Florida Public Service Commission is required by Section 120.569(1), Florida Statutes, to notify parties of any administrative hearing that is available under Section 120.57, Florida Statutes, as well as the procedures and time limits that apply. This notice should not be construed to mean all requests for an administrative hearing will be granted or result in the relief sought.

Mediation may be available on a case-by-case basis. If mediation is conducted, it does not affect a substantially interested person's right to a hearing.

The action proposed herein is preliminary in nature. Any person whose substantial interests are affected by the action proposed by this order may file a petition for a formal proceeding, in the form provided by Rule 28-106.201, Florida Administrative Code. This petition must be received by the Director, Division of the Commission Clerk and Administrative Services, 2540 Shumard Oak Boulevard, Tallahassee, Florida 32399-0850, by the close of business on January 9, 2007.

In the absence of such a petition, this order shall become final and effective upon the issuance of a Consummating Order.

Any objection or protest filed in this/these docket(s) before the issuance date of this order is considered abandoned unless it satisfies the foregoing conditions and is renewed within the specified protest period.