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October 12, 2001

VIA HAND DELIVERY

Blanca S. Bayo, Director
Division of Records and Reporting
Betty Easley Conference Center
4075 Esplanade Way
Tallahassee, Florida 32399-0870

Re: Docket No.: 010001-EI

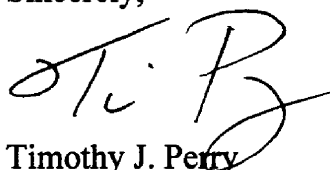
Dear Ms. Bayo:

On behalf of Florida Industrial Power Users Group (FIPUG), enclosed for filing and distribution are the original and 15 copies of the following:

- ▶ Intervenor Testimony and Exhibits of Brian C. Collins on behalf of Florida Industrial Power Users Group and,
- ▶ Intervenor Testimony and Exhibits of Jeffrey Pollock on behalf of Florida Industrial Power Users Group.

Please acknowledge receipt of the above on the extra copy and return the stamped copy to me. Thank you for your assistance.

Sincerely,



Timothy J. Perry

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FPSC-BUREAU OF RECORDS

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DOCUMENT NUMBER - DATE

13026 OCT 12 01

FPSC - REGISTRATION CLERK

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In Re:)
)
)

Fuel and Purchased Power Cost)
Recovery Clause and Generating)
Performance Incentive Factor)
_____)
)
)

Docket No. 010001-EI

Intervenor Testimony and Exhibits of

Jeffry Pollock

On behalf of

Florida Industrial Power Users Group

October 2001



BRUBAKER & ASSOCIATES, INC.

DOCUMENT NUMBER-DATE

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FPSC-COMMISSION CLERK

1 **BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION**

2

_____)	
In Re:)	
)	
Fuel and Purchased Power Cost)	Docket No. 010001-EI
Recovery Clause and Generating)	
Performance Incentive Factor)	
)	
_____)	

3

4 **Inteviewer Testimony of Jeffry Pollock**

5

6 **Q PLEASE STATE YOUR NAME AND BUSINESS ADDRESS.**

7 **A Jeffry Pollock; 1215 Fern Ridge Parkway, Suite 208; St. Louis, MO 63141-2000.**

8

9 **Q WHAT IS YOUR OCCUPATION AND BY WHOM ARE YOU EMPLOYED?**

10 **A I am an energy advisor and a principal in the firm of Brubaker & Associates, Inc.**
11 **(BAI).**

12

13 **Q PLEASE STATE YOUR EDUCATIONAL BACKGROUND AND EXPERIENCE.**

14 **A I am a graduate of Washington University. I hold the degrees of Bachelor of Science**
15 **in Electrical Engineering and Master of Business Administration. At various times**
16 **prior to graduation, I worked for the McDonnell Douglas Corporation in the Corporate**
17 **Planning Department; Sachs Electric Company; and L. K. Comstock & Company.**
18 **While at McDonnell Douglas, I analyzed the direct operating cost of commercial air-**
19 **craft.**

1 Upon graduation, in June 1975, I joined the firm of Drazen-Brubaker &
2 Associates, Inc. Drazen Brubaker & Associates, Inc. (DBA) was incorporated in
3 1972 assuming the utility rate and economic consulting activities of Drazen
4 Associates, Inc., active since 1937. Brubaker & Associates, Inc. (BAI) was formed
5 in April, 1995. In the last five years, BAI and its predecessor firm has participated in
6 more than 700 regulatory proceeding in forty states and Canada.

7 During my tenure at both DBA and BAI, I have prepared numerous financial
8 and economic studies of investor-owned, cooperative and municipal utilities,
9 including revenue requirements, cost of service studies, rate design, site evaluations
10 and service contracts. Recent engagements have included advising clients on
11 electric restructuring issues, developing responses to utility request for proposals
12 (RFPs), and managing RFPs for clients. I am also responsible for developing and
13 presenting seminars on electricity issues.

14 I have worked on various projects in over twenty states and in two Canadian
15 provinces, and have testified before the regulatory commissions of Alabama,
16 Arizona, Colorado, Delaware, Florida, Georgia, Illinois, Iowa, Louisiana, Minnesota,
17 Mississippi, Missouri, Montana, New Jersey, New Mexico, Ohio, Pennsylvania,
18 Texas, Virginia and Washington. I have also appeared before the City of Austin
19 Electric Utility Commission, the Board of Public Utilities of Kansas City, Kansas, the
20 Bonneville Power Administration, Travis County (Texas) District Court, and the U.S.
21 Federal District Court.

22 BAI provides consulting services in the economic, technical, accounting, and
23 financial aspects of public utility rates and in the acquisition of utility and energy
24 services through RFPs and negotiations, in both regulated and unregulated markets.

1 Our clients include large industrial and institutional customers, some utilities and, on
2 occasion, state regulatory agencies. We also prepare special studies and reports,
3 forecasts, surveys and siting studies, and present seminars on utility-related issues.

4 In general, we are engaged in energy and regulatory consulting, economic
5 analysis and contract negotiation. In addition to our main office in St. Louis, the firm
6 also has branch offices in Kerrville, Texas; Plano, Texas; Denver, Colorado; and
7 Chicago, Illinois.

8

9 **Q ON WHOSE BEHALF ARE YOU TESTIFYING IN THIS PROCEEDING?**

10 A I am testifying on behalf of the Florida Industrial Power Users Group (FIPUG). The
11 participating FIPUG members are customers of Tampa Electric Company (TECO).
12 They purchase substantial quantities of electricity from TECO under a variety of firm
13 and non-firm tariffs.

14

15 **Q WHAT ARE FIPUG'S INTERESTS IN THIS DOCKET?**

16 A According to the testimony filed by TECO witness, J. Denise Jordan, TECO
17 forecasts that its fuel and purchased cost recovery would increase from 2.82¢ to
18 3.30¢ per kWh, which would be a 17% increase in charges to TECO's retail
19 customers. Virtually all of this increase can be traced to the proposed \$86 million
20 true-up. As fuel costs are a significant component of the electricity costs incurred by
21 FIPUG members, BAI was requested to determine the cause and render an opinion
22 on the appropriateness of this increase.

23

24 **Q WHAT ISSUES ARE YOU ADDRESSING IN YOUR DIRECT TESTIMONY?**

1 A I shall summarize the results of the audit conducted by my colleague, Mr. Brian C.
2 Collins, of how TECO has been managing various long-term wholesale power
3 contracts. In particular, my testimony addresses whether retail customers have
4 been harmed by TECO's administration of these contracts and recommends specific
5 actions that the Commission should undertake to protect the interests of TECO's
6 retail customers. Finally, I shall address several other issues raised in Ms. Jordan's
7 testimony, on behalf of TECO.

8

9 **Summary**

10 **Q WOULD YOU PLEASE SUMMARIZE THE FINDINGS REVEALED IN MR.**
11 **COLLINS' AUDIT?**

12 A Yes. TECO has put its own interests, and those of its long-term wholesale contract
13 customers, ahead of the interests of its retail native load customers. As Mr. Collins
14 testifies, wholesale customers have benefited from, and are continuing to receive, a
15 much more reliable and cost-effective supply of electricity than have TECO's retail
16 customers.

17 While wholesale customers are directly benefiting from TECO's lowest cost
18 generation and low-cost purchases, retail customers are having to bear the
19 excessive costs of the power that TECO must purchase in volatile deregulated
20 wholesale markets to replace internal generation. Since 1997, non-firm customers
21 have experienced dramatic increases in both the frequency and duration of
22 interruptions. Optional Provision Purchases have increased over 200% since 1997.
23 This 200% increase has coincided with the time frame when most of TECO's long-
24 term wholesale contracts were entered into. Because TECO's wholesale load

1 exceeds its non-firm loads, some of these purchases are also being made for the
2 benefit of TECO's firm retail customers.

3 The more frequent interruptions and off-system purchases can also be traced
4 to the deteriorating reliability of TECO's internal generation. Mr. Collins' analysis
5 reveals that there were instances when over 800 MW or 22% of TECO's internal
6 generation capacity was unavailable because of forced outages or capacity
7 deratings. Despite these circumstances, during which non-firm customers are being
8 curtailed and TECO is having to purchase expensive replacement power, TECO's
9 wholesale customers are continuing to receive their full entitlement to TECO's cheap
10 coal-fired capacity.

11 Not only are retail customers receiving an inferior quality of service, they are
12 paying excessively for it. Retail customers pay the fixed costs incurred by TECO to
13 construct, operate and maintain its generating capacity, including several large
14 relatively low operating cost coal-fired units, in their base rates. However, despite
15 supporting the fixed costs of TECO's generation capacity, retail customers are
16 paying significantly higher fuel costs. These higher costs may be attributed to the
17 fact that the cost of all replacement purchases are allocated by TECO entirely to
18 native retail customers. This practice is unfair. The retail customers who are
19 supporting the fixed costs of generation capacity should be the beneficiaries of the
20 lower operating costs of this capacity. To do otherwise would be tantamount to a
21 forced subsidy by retail customers of TECO's long-term wholesale contracts.

22 Mr. Collins has also quantified the subsidies to wholesale customers on days
23 when non-firm load was being curtailed – because of either a service interruption or
24 an economic interruption. On these particular days, he determined that retail

1 customers were overcharged by over 3¢/kWh. Extrapolating this amount over 3
2 years (1999-2001) would yield a subsidy of between \$45 and \$108 million. A
3 precise calculation of the subsidy could not be made because it would require
4 considerably more data, time and resources than could be devoted. Also, most of
5 the required data was not provided in a timely manner.

6
7 **Q WHAT ACTIONS SHOULD THE COMMISSION UNDERTAKE AS A RESULT OF**
8 **THE AUDIT CONDUCTED BY MR. COLLINS?**

9 **A** Based on these findings, the Commission should take the following actions:

10 (1) TECO should be ordered to cease its current practice of allocating 100% of
11 replacement power costs to retail customers and to allocate a pro rata share of
12 all replacement power purchases to wholesale operations. Separated sales
13 should be charged average system fuel and purchased power costs, while non-
14 separated sales should be charged system incremental costs.

15 (2) Because TECO refused to fully respond to all FIPUG data requests, we are not
16 able to quantify the magnitude of the past overcharges to retail customers. The
17 Commission should open a docket requiring TECO to quantify the refunds due
18 to retail customers as a result of TECO's inappropriate management of its long-
19 term wholesale contracts.

20 (3) The Commission should hold the proposed \$86 million fuel true-up in abeyance
21 pending the outcome of this new docket.

22 (4) The Commission should conduct a more thorough investigation of TECO's
23 affiliate transactions and its procurement of power for wholesale customers.
24 Specifically, Mr. Collins has observed that TECO has purchased low-cost

1 power at wholesale and directly allocated this purchase to wholesale
2 customers. The issue to be resolved is whether this practice and TECO's
3 affiliate transactions are both prudent and beneficial to retail customers.

4 **Q SHOULD A NEW FUEL FACTOR BE APPROVED AT THIS TIME?**

5 **A** No. The fuel factor should not be implemented until after the Commission completes
6 a thorough investigation of TECO's wholesale pricing practices. Even if the
7 Commission ultimately decides for TECO, it will not be hurt because it will receive
8 full recovery, with interest. In light of the fact that fuel costs are now trending
9 downward for the other utilities in this state, raising TECO's fuel factor to the level
10 proposed, prior to the investigation, would cause unnecessary economic harm and
11 place some customers at a competitive disadvantage.

12

13 **Audit of Wholesale Pricing Practices**

14 **Q WHAT IS THE BASIS FOR YOUR CLAIM THAT TECO HAS PUT THE**
15 **INTERESTS OF ITS WHOLESALE CUSTOMERS AHEAD OF ITS OBLIGATION**
16 **TO SERVE RETAIL NATIVE LOAD CUSTOMERS?**

17 **A** This statement is based on the results of Mr. Collins' audit of TECO's wholesale
18 pricing practices. Specifically, Mr. Collins determined that:

19 • TECO has been inappropriately allocating more expensive replacement
20 purchased power solely to retail customers while simultaneously selling low-cost
21 native generation to wholesale customers.

- 1 • TECO has been purchasing low-cost power on the wholesale market and
2 reselling it to wholesale customers, rather than using this lower cost power to
3 reduce the fuel costs paid by retail customers.
- 4 • Wholesale customers have continued to receive their full entitlement of cheap,
5 native load generation while non-firm customers are being curtailed and the rest
6 of the TECO system is experiencing severe shortages of native generation due
7 to outages and frequent deratings of internal generation, including the specific
8 generators from which wholesale sales are being made.

9 As a result of these practices, we estimate that retail customers are subsidizing
10 wholesale customers and TECO's shareholders, who are the beneficiaries of the
11 higher margins derived from wholesale sales. Based on this estimate, retail
12 customers have been overcharged by between \$45 and \$108 million for fuel costs
13 during the years 1999, 2000 and 2001.

14

1 Q HOW WAS THIS ESTIMATE DERIVED?

2 A Mr. Collins derived the estimated subsidies by analyzing the cost of purchased
3 power charged to retail customers, which should have been allocated to wholesale
4 contract customers. The analysis was on specific days when non-firm load was
5 being curtailed. This includes both service and economic interruptions. On these
6 days, the wholesale customers were being charged only for energy as though it had
7 been generated entirely from TECO's low-cost coal-fired resources. During
8 economic curtailments, non-firm customers are charged directly for the more
9 expensive wholesale power purchases while any remaining purchases are allocated
10 to firm retail customers. Thus, retail customers are subsidizing the low-cost energy
11 sales to wholesale contract customers because they alone are forced to bear the
12 higher costs incurred by TECO to maintain both its wholesale sales and system
13 reliability.

14 Q HAVE ANY SPECIFIC CUSTOMERS BORNE THE BRUNT OF TECO'S
15 INAPPROPRIATE MANAGEMENT OF ITS WHOLESALE POWER CONTRACTS?

16 A Yes. All retail customers have been charged higher replacement costs for power
17 that TECO purchased. However, the non-firm customers have borne the brunt of
18 TECO's ever-increasing need to purchase replacement power due to frequent and
19 major outages of its own generation resources. Exhibit ____ (JP-1) is a history of
20 service interruptions since 1996.

21 As can be seen, both the frequency and duration of service interruptions
22 have increased since 1996. There were only 3 interruptions in 1996 as compared to

1 16 interruptions in 1999. The total duration of these interruptions has increased from
2 about one hour in 1996 to over 53 hours in 1999.

3

4 **Q WHAT ARE ECONOMIC INTERRUPTIONS?**

5 A Economic interruptions occur when TECO does not have sufficient internal
6 resources to continue providing system service to non-firm customers. If available
7 elsewhere, TECO will purchase power in lieu of a service interruption of non-firm
8 service. These purchases are made under the Optional Provision in TECO's various
9 non-firm tariffs.

10

11 **Q WHAT HAS BEEN THE HISTORY OF ECONOMIC INTERRUPTIONS?**

12 A Economic interruptions have been increasing both in frequency and in duration.
13 Exhibit ____ (JP-2) summarizes the amount of energy that TECO purchased during
14 these interruptions (i.e., "Optional Provision Purchases"). As can be seen, since
15 1996, the amount of Optional Provision Purchases has increased by 13 times. Mr.
16 Collins has observed that this dramatic increase in economic interruptions has
17 coincided with the effective dates of TECO's long-term wholesale contracts.

18

19 **Q WHAT IS TECO PAYING FOR THE OPTIONAL PROVISION PURCHASES FOR
20 NON-FIRM CUSTOMERS DURING ECONOMIC INTERRUPTIONS?**

21 A More serious than the increase in both the frequency and duration of economic
22 interruptions is the cost of the Optional Provision Purchases. Exhibit ____ (JP-2)
23 also summarizes the cost of these purchases from 1996 through mid-2001.

1 As can be seen, in 1996, the average cost of the Optional Provision
2 Purchases was 5.2¢ per kWh. By 1999, the average cost had risen to 9.4¢, an 81%
3 increase. Thus far in 2001, the average cost of Optional Purchases has been 11.8¢.
4 To put these costs into perspective, the average delivered cost of electricity to
5 residential customers was around 7.7¢ as of December 1999. Thus, the Optional
6 Purchases have become significantly more expensive than the total delivered cost of
7 electricity sold to residential customers.

8 Not shown in this Exhibit are the extremely high prices TECO is paying for
9 some of this Optional Purchases. According to TECO's fuel reports, the average
10 cost of certain power purchases has ranged from 10¢ to up to 340¢ per kWh.

11 **Q DOES IT COST A UTILITY MORE THAN 10¢ PER kWh TO GENERATE**
12 **ELECTRICITY AT WHOLESALE?**

13 **A No.** This is well-above the incremental cost of generating electricity. The extra
14 charges provide a contribution to fixed costs and profit to the selling party.

15 **Q THEN WHY IS TECO PAYING SUCH HIGH PRICES FOR REPLACEMENT**
16 **ENERGY?**

17 **A TECO has no incentive to minimize the cost of purchased energy. This is because**
18 **all purchased energy costs are directly flowed through to customers. Initially, the**
19 **non-firm customers are directly charged for purchases made under the Optional**
20 **Provision. However, any residual purchases not charged to non-firm customers are**
21 **flowed through the fuel and purchased power cost recovery clause. Thus, firm retail**
22 **customers are clearly impacted by TECO's wholesale pricing practices.**

1

2 **Q WHY ARE THESE REPLACEMENT POWER PURCHASES SO EXPENSIVE?**

3 A Since FERC Order No. 888, wholesale markets have been deregulated. Many
4 wholesale participants – including utilities, marketers, brokers, and other traders –
5 have sought and received FERC approval to buy and sell electricity at market-based
6 prices. This means that if these suppliers want to sell electricity to TECO and TECO
7 is in the market to buy electricity, TECO will have to pay the market price. As
8 previously stated, market prices in many instances will be well above the actual
9 incremental cost to generate electricity.

10

11 **Q IS TECO HARMED BY PURCHASING ELECTRICITY AT MARKET-BASED
12 PRICES?**

13 A No. TECO can pass through dollar-for-dollar every fuel and purchased power cost
14 that it incurs, subject to Commission review. Further, I am not aware of any ongoing
15 review of the reasonableness of the Optional Provision Purchases that are being
16 directly charged to non-firm customers.

17 **Q WHAT ARE THE CONSEQUENCES OF THE DEREGULATION OF THE
18 WHOLESALE MARKETS?**

19 A Wholesale price deregulation means that native load customers in general (and non-
20 firm customers in particular) are being exposed to considerable price risk. This is a
21 fundamental change in the regulatory bargain. Prior to wholesale deregulation,
22 wholesale transactions were made either at cost of service or on a split the savings
23 basis. In the latter event, the split the savings was based on the difference between
24 the sellers' and the buyers' actual cost. Thus, prices generally remained stable.

1 Today, and in the recent past, wholesale participants that have been granted
2 market based pricing authority from the FERC can charge whatever the market will
3 bear for replacement energy. Utilities that are having to buy power in the wholesale
4 markets more frequently, either because they lack sufficient internal generation or
5 the existing capacity is unreliable, will experience significant price risk. However, all
6 of this risk is passed through to retail customers since they are the ones who are
7 required to bear these costs under the present regulatory policy.

8

9 **Q DID TECO'S CUSTOMERS AGREE TO INSULATE TECO FROM PRICE RISKS**
10 **RESULTING FROM THE DEREGULATED WHOLESALE POWER MARKETS?**

11 **A** No. TECO's last full rate case pre-dated FERC Order No. 888 and the subsequent
12 deregulation of the wholesale power markets. Thus, TECO's retail rates, terms and
13 conditions and the Commission's rules governing Non-Firm Loads were established
14 in a totally different regulatory environment than currently exists. Clearly, the fact
15 that TECO's retail customers are having to bear excessively higher replacement
16 purchased energy costs, while TECO maintains significant low-cost sales to
17 wholesale customers, is a fundamental shift in risk from TECO's shareholders to its
18 retail customers. This is not the bargain that retail customers agreed to.

19

20 **Q WHY IS TECO MOTIVATED TO SELL VERY LOW-COST ELECTRICITY INTO**
21 **THE WHOLESALE MARKETS?**

22 **A** TECO's motivation is profit. Longer term wholesale markets are highly competitive.
23 In contrast to regulation, competition tends to drive prices down because customers
24 can purchase electricity from another supplier. However, in order to effectively

1 compete in these wholesale markets, the seller must not only offer a low price, the
2 low price must be guaranteed for the life of the contract. Without this guarantee, the
3 buyer will not have the confidence in the seller's ability to live up to the agreement
4 and will choose another supplier.

5 Given the competitive nature of long-term wholesale markets, the only way to
6 make a profit is to provide power at the lowest possible cost. The margins on these
7 sales are the difference between the selling price and the associated cost. The
8 lower the associated costs of selling power under long-term wholesale contracts, the
9 greater the margins.

10 Thus, TECO has a strong incentive to minimize the fuel costs associated with
11 long-term wholesale sales. By minimizing the actual cost, TECO can maximize its
12 profit. These profits flow 100% to TECO's shareholders for sales that have been
13 jurisdictionally separated. All other off-system sales margins are shared 80%/20%
14 between retail customers and TECO's shareholders, respectively after a threshold is
15 met. However, TECO can raise its 20% share of these margins by selling as much
16 low-cost power to wholesale customers as is possible.

17 **Q ARE TECO'S SHAREHOLDERS REQUIRED TO BEAR ANY PRICE RISK**
18 **ASSOCIATED WITH WHOLESALE SALES?**

19 **A** No. As previously stated, TECO does not allocate the higher cost of replacement
20 power purchases to wholesale customers. The wholesale customers benefit from
21 low-cost energy generated from TECO's most efficient coal-fired units. Further, all
22 other purchased energy costs are passed through to retail customers. This means

1 that neither the wholesale customers nor TECO's shareholders bear any market
2 price risk.

3

4 **Q IS THE DRAMATIC SHIFT IN MARKET PRICE RISK FROM TECO'S**
5 **SHAREHOLDERS TO CUSTOMERS CONSISTENT WITH TECO'S OBLIGATION**
6 **TO SERVE?**

7 **A** No. Utilities have an obligation to provide reliable service to all retail customers (firm
8 and non-firm) at the lowest reasonable cost. TECO, on the other hand, has clearly
9 been giving preferential treatment to its wholesale customers. Retail customers
10 have borne the brunt of very expensive power purchases in the wholesale markets.
11 This is despite the fact that the retail customers pay the lion's share of the fixed
12 costs required to construct, operate, and maintain TECO's internal generation
13 capacity. Fairness demands that these customers are entitled to receive the
14 benefits of the lower cost energy that can be provided from these capacity
15 resources.

16 Instead, TECO has been siphoning its low-cost generation to wholesale
17 markets and replacing it with higher cost purchases, which have been borne solely
18 by retail customers. Not only does this practice not comport with TECO's obligation
19 to serve, it demonstrates how TECO has reneged on this regulatory bargain to its
20 captive retail customers.

21

22 **Q WHAT ACTION SHOULD THE COMMISSION TAKE TO PROTECT THE**
23 **INTERESTS OF RETAIL CUSTOMERS?**

1 A First, TECO's 2002 fuel rates should not be adjusted from current levels until a
2 thorough investigation into the issues presented in this testimony is completed.

3 Second, TECO should be ordered to cease its current practice of allocating
4 100% of replacement power costs to retail customers. Wholesale customers or
5 TECO's shareholders should be required to bear some of the consequences
6 resulting from frequent and severe outages and capacity deratings of its internal
7 generation capacity. Thus, the Commission should require TECO to allocate a pro
8 rata share of all replacement purchased energy costs to wholesale operations. This
9 treatment would be especially appropriate when TECO is simultaneously purchasing
10 high-cost power while selling low-cost power to its long-term wholesale contract
11 customers.

12 Third, this practice has been ongoing since at least 1997. However, because
13 of time and resource limitations and also TECO's resistance in responding to critical
14 requests for production of documents and interrogatories, we have not been able to
15 conduct a thorough analysis to quantify the impact on retail customers of TECO's
16 wholesale sales practices. Mr. Collins has estimated that the potential harm to retail
17 customers from 1999 through 2001 could be between \$45 and \$108 million.
18 However, a more thorough investigation is required.

19 My recommendation is that the Commission convene an investigation and
20 require TECO to quantify the impact of its wholesale costing and pricing practices on
21 retail customers. The goal of this investigation would be to quantify the subsidies
22 provided by retail customers to help underwrite TECO's low-cost wholesale sales
23 and to assure that TECO's wholesale purchases from affiliate companies were
24 prudent.

1

2 **Q IN LIGHT OF THESE FINDINGS, SHOULD THE COMMISSION APPROVE**
3 **TECO'S REQUEST TO RECOVER \$86 MILLION OF PAST UNDER-**
4 **COLLECTIONS?**

5 **A** No. Given the amount of money at stake, it would be premature to allow TECO to
6 begin recovering past under-collected amounts from retail customers. Therefore, I
7 recommend that the Commission put the \$86 million true-up in abeyance pending
8 the outcome of the further investigation.

9

10 **Q SHOULD ANY OTHER ACTIONS BE TAKEN BY THE COMMISSION AT THIS**
11 **TIME?**

12 **A** Yes. Mr. Collins also observed that TECO has purchased low-cost power from the
13 wholesale markets and assigned 100% of the cost to wholesale customers. In other
14 words, TECO did not take advantage of the opportunity to purchase low-cost power
15 in the wholesale markets for the benefit of its native retail customers. The
16 Commission should, therefore, investigate whether this practice is prudent and why
17 TECO is not also purchasing low-cost power for the benefit of retail customers.

1 **Other Issues**

2 **Q** **TECO IS PROPOSING TO RECOVER ANY GAINS OR LOSSES FROM HEDGING**
3 **ITS FUEL TRANSACTIONS THROUGH FUTURES CONTRACTS THROUGH THE**
4 **FUEL AND PURCHASED POWER COST RECOVERY CLAUSE. SHOULD THIS**
5 **PROPOSAL BE IMPLEMENTED?**

6 **A** No. According to the testimony of TECO witness, W. Lynn Brown, TECO does not
7 purchase or sell wholesale energy derivatives. Further, Mr. Brown states that the
8 cost of conducting physical and financial hedges in a developing market, such as
9 Florida's wholesale energy market, could be quite high. He recommends that the
10 Commission conduct an assessment of the quantitative and qualitative costs and
11 benefits of physical and/or financial hedging.

12 Accordingly, it would be premature to authorize cost recovery until the
13 Commission has had an opportunity to assess the costs and benefits of a specific
14 hedging program that TECO proposes to implement.

15

16 **Q** **TECO CLAIMS THAT THE APPROPRIATE REGULATORY TREATMENT FOR**
17 **CAPITAL PROJECTS THAT ARE EXPECTED TO REDUCE LONG-TERM FUEL**
18 **COST SHOULD BE RECOVERED THROUGH THE FUEL AND PURCHASED**
19 **POWER COST RECOVERY CLAUSE. DO YOU CONCUR?**

20 **A** No. It would not be appropriate to recover the costs of investments and the
21 associated carrying costs through the fuel and purchased power cost recovery
22 clause. These are the very types of costs that are properly recovered in base rates.
23 Attempts to distinguish the purpose of specific investments could also invite gaming.
24 A utility could claim that the entire investment in a new state-of-the-art power plant

1 that was installed to replace an older, less efficient plant should be recovered
2 through the fuel and purchased power cost recovery clause just because it may
3 result in lower long-term fuel costs. No purpose would be served by giving such
4 investments special treatment or more timely recovery than is accorded to all other
5 rate base investments. Special cost recovery for such investments could send the
6 wrong incentive. A utility would be encouraged to over-invest in capital just to save
7 fuel costs. However, there is no assurance that the combination of increased capital
8 costs and lower fuel costs would result in the lowest overall costs for the utility's
9 retail customers.

10
11 **Q WHY ELSE WOULD RECOVERY OF SPECIAL CAPITAL PROJECTS NOT BE**
12 **APPROPRIATE?**

13 **A** This Commission has historically maintained a clear separation between base rates
14 and fuel costs. The recovery of capital projects and the associated carrying costs
15 through the fuel and purchased power cost recovery clause would blur this
16 distinction. To quote Ms. Jordan, "Mixing the fuel adjustment mechanism with base
17 rates would cause nothing but confusion, delay and inequity. This would defeat the
18 very purpose of the fuel adjustment clause."

19
20 **Q DOES THIS CONCLUDE YOUR DIRECT TESTIMONY?**

21 **A** Yes.

Tampa Electric Company

History of Service Interruptions 1996 - September 2001

<u>Line</u>	<u>Year</u>	<u>Number of Interruptions</u>	<u>Duration (Hours)</u>
1	1996	3	1
2	1997	2	0.5
3	1998	4	11
4	1999	16	53
5	2000	5	8.7
6	2001*	1	0

*January-September

Tampa Electric Company

History of Economic Interruptions 1996 - May 2001

<u>Line</u>	<u>Year</u>	<u>Energy Purchased for Interruptible Customers in Lieu of Interruption (MWh)</u> (1)	<u>TECO Cost Incurred for Optional Provision Purchases</u> (2)	<u>Average Cost (¢/kWh)</u> (3)
1	1996	16,427	\$856,112	5.2 ¢
2	1997	94,208	\$5,179,376	5.5 ¢
3	1998	96,460	\$6,726,436	7.0 ¢
4	1999	185,922	\$17,472,803	9.4 ¢
5	2000	221,217	\$18,570,077	8.4 ¢
6	2001*	39,425	\$4,640,796	11.8 ¢

*January-May

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that a true and correct copy of the foregoing Intervenor Testimony and Exhibits of Jeffrey Pollock on behalf of Florida Industrial Power Users Group has been furnished by (*) hand delivery, or U.S. Mail this 12th day of October, 2001, to the following:

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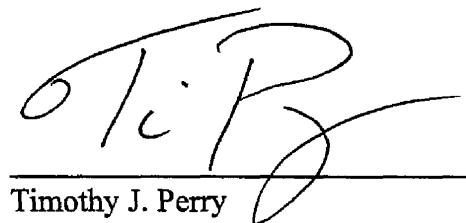
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