FPSC-COMMISSION CLERK

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3		DOCKET NO.	080318-GU
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8	PROCEEDINGS:	AGENDA CONFERENCE	THE PARTY OF THE P
9	BEFORE:		
10	BEFORE:	CHAIRMAN MATTHEW M. CA.	K EDGAR
11		COMMISSIONER KATRINA J COMMISSIONER NANCY ARG	ENZIANO
12		COMMISSIONER NATHAN A.	SKOP
13	DATE:	Tuesday, May 19, 2009	
14	PLACE:	Betty Easley Conference Room 148	e Center
15		4075 Esplanade Way Tallahassee, Florida	
16	REPORTED BY:		
17		Official FPSC Reporter (850) 413-6734	
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PROCEEDINGS

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COMMISSIONER EDGAR: That brings us to the last item on our agenda today, Item 11.

CHAIRMAN CARTER: Madam Chairman.

COMMISSIONER EDGAR: Commissioner Carter.

chairman carter: As we get ready for Issue, excuse me, for Item 11, I have some grave concerns about the rider. So when staff gets to that -- I don't -- I think that's Issue -- it's not in sequential order. I think it's --

COMMISSIONER EDGAR: Right. That would be Issue 54, I believe, and we will make sure to come to you for questions, comments, discussion. And we are just, as you mentioned, kind of letting people switch out chairs, so just bear with us.

CHAIRMAN CARTER: Okay. Thank you.

COMMISSIONER EDGAR: You're welcome.

(Pause.)

Okay. Commissioners, just to note for the record and as a refresher, this is a posthearing decision, Item 11, participation limited to Commissioners and staff. We have three substantive issues and the close the docket issue, as Commissioner Carter noted. The numbers are not exactly in order, so

it's Issues 49, 50, 54 and 59. And we'll begin by asking our staff to give us a brief overview.

MS. DRAPER: Elisabeth Draper with staff.

Item 11 is Peoples Gas System's petition for a rate increase. At the May 5th agenda conference you approved a \$19 million increase in operating revenues. This recommendation addresses the remaining three issues that were not voted on May 5th. They are Issues 49 and 50, which are the final rates, and Issue 54, the Gas System Reliability Rider.

The vote on Issue 54 was deferred, and during discussion of that issue a question was raised whether the Commission has authority to establish the rider. We can proceed issue by issue or pick up Issue 54 first, whatever your preference is.

COMMISSIONER EDGAR: Okay. Thank you, Ms. Draper.

Commissioners, what I'm going to propose is that we address Issues 49 and 50 as those are, you know, follow-on issues from the decisions that we made prior on this docket. And then I would ask that then we get into a discussion on Issue 54 since in my mind they can be pretty easily separated.

So at this point, Commissioners, any questions or discussion on Issues 49 and/or 50? I have none. I'm

hearing none.

Commissioner Skop.

COMMISSIONER SKOP: Thank you, Madam Chair.

I would move to approve staff recommendation as to Issues 49 and 50.

COMMISSIONER McMURRIAN: Second.

motion and a second to approve the staff recommendation on Issues 49 and 50. Any further discussion? Hearing none, all in favor of the motion, say aye.

(Unanimous affirmative vote.)

Opposed? Show Issues 49 and 50 adopted per the motion.

And that brings us to Issue 54. Commissioner Carter, this is the rider issue that you had mentioned. Our staff discussed it briefly in their overview.

Commissioner Carter, would you like to pose a question or start off our discussion?

CHAIRMAN CARTER: Yes, ma'am. Before my question I just wanted to say to all parties concerned, which would be the five of us, I have heartburn, this gives me really heartburn about this new reliability rider. And the reason it gives me heartburn is that if there is a requirement by a federal government, local government, whatever the case may be for them, for

Peoples to move these mains and pipelines and things of that nature, then it seems to me from my reading of the case that they still have an opportunity to recover those costs and all. And this rider would -- I'm not sure if it's permanent or if it's automatic, and I would rather them come back to us for that so that we can true-up the costs and make sure that they are reasonable costs and not give them an automatic -- these are my terms, not staff's terms, not give them an automatic get out of jail free card to where they can just continue to do things. But I would like to see some kind of transparency in this process. That's my concern about this rider. And I just -- it gives me grave concern and I just don't -- I look, I read staff's recommendation on it, I listened to it when we went over it before, but I've got some grave concerns about that.

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And I don't know where the rest of my colleagues are, Madam Chairman, but I do have grave concerns for it because I believe that with these kind of costs, particularly if they're going to say that the federal government made me do this or the local government made me do this or the Department of Transportation made me do this, then they should be able to come back to the Commission and say because of something outside of the scope of our, of our normal

operating costs, a governmental entity required us to do this. Therefore, we think we're entitled to these costs, and these costs are X and here's what's incumbent within these costs: Construction, reengineering, safety concerns, those kinds of things. I just think that I would want more transparency in this process.

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COMMISSIONER EDGAR: Thank you, Commissioner.

Commissioner McMurrian, you had a question, I think.

COMMISSIONER McMURRIAN: Thank you. And I know we discussed this a lot last time and we've got essentially the same recommendation but with a lot of additional analysis particularly with respect to authority and some past Commission proceedings that were similar in a way. And I agree with Commissioner Carter, Chairman Carter with respect to the utility still having an opportunity to recover, but I don't agree with the characterization it would be automatic. And I'd, and I'd like staff to speak to that because I think it's important that no matter how the Commission votes on the ultimate issue, that I don't believe we would be setting up if we were to vote this issue an automatic -- I'm not really sure what's meant by that term. But I guess to me when I hear it, it suggests that whatever they file they just automatically get a rate increase associated

with that. In my opinion --

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CHAIRMAN CARTER: That's what I meant when I said it. That's what I meant.

COMMISSIONER MCMURRIAN: Okav. And the way I read it, there would still be -- they would file actual costs for expenditures and then we would review whether or not we thought that those met some sort of list of criteria which I think are embedded in a lot of the staff analysis about how they would have to be actual costs and verifiable. I think they would have to be subject to an actual requirement. I think that Peoples Gas would have to provide some kind of documentation, I suppose, that they were subject to a requirement with respect to whatever request they put forward. And to the extent they couldn't meet whatever that full list of criteria were, then it certainly would not be automatic. We would have an ability to adjust that and perhaps deny the whole request if they don't meet the requirement.

Excuse me for cutting you off, Commissioner. But my concern is that creating this new concept, I think that the arrows within our quiver as they currently exist allow us to do this. I have concerns about creating this rider. The whole concept of the rider itself gives me grave concern.

COMMISSIONER ARGENZIANO: I agree, and I'd like to jump in there, if possible. Hello?

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COMMISSIONER EDGAR: Commissioner Argenziano.

COMMISSIONER ARGENZIANO: Yes. You know, I raised concerns about our statutory authority and I don't believe we have that. And it is not the recoveries for expenses incurred in the provision of the product to which the regulated industry, utilities are entitled and which clauses providing them are legally expedient, I guess. What I see is a chronic drift to expand the exercise of our presumed unlawful discretion. And that is putting, it's the same thing as putting, that old saying, the camel's nose in the tent, and that disturbs me. And what I look, when I look at the statutes, we have a mechanism, a limited proceeding, which in the absence of any other statutorily orchestrated procedure is yet an alternative to a full-blown rate case.

So what I would like to do is move to deny staff's recommendation and not approve the Gas System Reliability Rider as requested by PGS, and move that they can file for a limited proceeding and don't, don't need the annual proceeding to do it. Those statutory authority and bad policy is not the way to go. So that's the motion on the table. And if y'all want to

disagree with it, that's fine.

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CHAIRMAN CARTER: Madam Chairman, when we get to the point, when we get to the point of taking the motion, I'll be willing to second Commissioner

Argenziano's motion to that effect.

COMMISSIONER ARGENZIANO: I think I made the motion.

commissioner edgar: Commissioner Argenziano,
could you --

COMMISSIONER ARGENZIANO: Restate the motion?

COMMISSIONER EDGAR: That's just what I was going to ask. Yes.

COMMISSIONER ARGENZIANO: Sure. Okay. I will do it as best as I can. And I move to deny staff's recommendation and not approve the Gas System Reliability Rider.

COMMISSIONER EDGAR: That works.

CHAIRMAN CARTER: I second it.

motion and we have a second to deny the staff
recommendation on Issue 54. I'd like to just make a
comment and then we'll see if we have any further
discussion or clarification. I -- and Commissioner
Argenziano, I thank you for the motion and I can support
it as well.

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I. I have a little different thought process. I do believe we have the statutory jurisdiction and that the case law supports that, and I am open to on a case-by-case basis considering, you know, cost recovery mechanisms perhaps in the future if indeed a request comes before us. However, in this instance I do think that there are -- I agree with some of the concerns that have been raised and that in this instance at the point that we are at that it is perhaps too speculative as to the amounts, and, and I also have some questions about whether the magnitude of the amounts that would potentially go through this process merit the process that has been requested. So, so with that, I can support the motion. Again, a little different rationale perhaps, but bringing to the same result, I believe. Commissioners, any other questions?

Commissioner Skop.

CHAIRMAN CARTER: Commissioner, Madam Chairman.

COMMISSIONER EDGAR: Commissioner Carter.

CHAIRMAN CARTER: I hate to just jump out there, but on this -- we talked about this before. had concerns then, I have concerns now. I think that we have, as I said earlier, we have enough arrows in our quiver already to deal with issues like this. And so I

just don't think that this rider is appropriate for us. I think we can get where we need to get to based upon what's currently available to us. We have sufficient authority, sufficient jurisdiction, sufficient authority to make rules based upon companies coming before us asking for cost recovery based upon reasonable costs and based upon whether or not these costs are justifiable and legitimate. But I just, I just think that we don't need to create a new system when we already have a process in place to deal with that.

COMMISSIONER ARGENZIANO: And just a comment, please.

COMMISSIONER EDGAR: Okay. And that is in keeping with the motion and your second, Commissioner Argenziano.

agree and, I agree with what Commissioner Carter just said, I do have to reiterate I do not believe we have statutory authority. And I have gone through case law and find that if not all of the case law that's presented was before -- many of it was before the Administrative Procedures Act was established which changed that result of those opinions in the case law because the statutory, the intent of the Legislature was very different after that. And also that when I look at

the case law, it is not the same as what we're dealing with in this particular case. It's very, very different. And so I just wanted to get that on record. I do not believe that we have statutory authority. I respect everyone's opinion and I'll leave it at that.

COMMISSIONER EDGAR: Thank you.

Commissioner Skop.

COMMISSIONER SKOP: Thank you, Madam Chairman.

Like you say, there's a motion and a second on
the table. I respect that. I would like to have the
ability to interject some of my views --

COMMISSIONER EDGAR: Absolutely. You're recognized.

COMMISSIONER SKOP: -- with respect to this.

I guess on the issue of jurisdiction, staff had provided some documentation, and one of the cases that they cited was the Action Group v. Deason, Florida Supreme Court, 615 So. 2d 683, and it was decided in 1993. And basically the court referencing a prior decision in Fort Pierce Utility Authority v. The Florida Public Service Commission in 1980, the only issue that was presented in the Action Group case was whether the Public Service Commission had subject matter jurisdiction to approve the proposed Sebring rider. And then the court held that the Commission's authority to

set rates, charges, fares, tolls or rentals is to be construed liberally.

Staff has also provided a prior Commission order that was PSC Order 05-0748, which basically speaks to the Commission's approval of temporary surcharges and such and the decision to approve temporary surcharges and distinguishing how, as Commissioner Argenziano has appropriately pointed out, the cost recovery clauses were designed to recover costs which are volatile and unpredictable. But then it goes on to talk about the two-year limitation in that particular instance was a temporary surcharge. I think that kind of goes to the rationale that staff was trying to apply in their view of looking at the rider.

I also find the rider to be somewhat problematic but on a, on a separate and distinct basis from the concerns that Commissioner Argenziano and Commissioner Carter have raised.

Generally speaking, I see the merit in creating a rider but there are some unknowns. But beyond that, I guess I looked at the existing proposed rider versus staff's concerns expressed in the recommendation and there was disagreement to the extent that the tariff did not comport with the eligible replacements envisioned by staff as reflected in the

recommendation. And so at a minimum it would require a modification at least to gain my support of the language in the existing tariff to make it comport with staff's view. Because, again, the tariff as it reads now is very generic and, you know, captures everything in terms of safety requirements; whereas, at hearing the witness articulated two safety standards as well as some new.

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So it seems to me that the language in the tariff really isn't tight enough to encompass what would be staff's view of what should be recoverable. I think staff addressed the issue that the costs would be limited to actual costs so there wouldn't be a true-up. It would be just actual costs each year. But also too on top of the tariff language issue there's also the issue of is there a need for this to go on forever or is it more limited in scope; i.e., driven by a federal mandate that is an extraordinary circumstance that may cause some, some near-term increases and what's historically, I mean what's been typically historical costs.

So I have a problem with that. And just based on what I hear the consensus to be, there does not seem to be at this point majority in favor of going forth with the rider even beyond me speaking. It seemed to me that there -- I've already counted three that said no

way, I'm not going to go there. I don't want to read anyone's mind, but I thought that's what I heard.

But what I do recognize though, which may be more convenient for the Commission to address all the concerns I've heard from Commissioner Argenziano as well as Chairman Carter, is to -- staff has recommended an alternative, and I think I brought this up last time, to allow the utility, if they incur such extraordinary costs, to come forth in a limited proceeding for recovery of those costs on a case-by-case specific basis. And what I wanted to do as a point of clarification on the motion on the table, I know that the motion that's been properly seconded denies the staff recommendation as to the rider, but does it leave open the ability for the company to come in and seek a limited proceeding on a case-by-case basis?

COMMISSIONER ARGENZIANO: I have a comment to that, please.

COMMISSIONER SKOP: I was asking the -COMMISSIONER ARGENZIANO: I'm sorry. When
you're done. When you're done.

COMMISSIONER SKOP: No. I was asking

Commissioner Argenziano as well as Chairman Carter as to whether the motion as it's envisioned, although it denies the rider, does it leave open the possibility for

Peoples to come in on a limited proceeding as staff has recommended in the alternative?

COMMISSIONER ARGENZIANO: Well, I don't see

where it precludes that. That's something that's a mechanism available in Chapter 366. That's what I just finished saying a little while ago is what I think should have been done rather than create something I don't believe we have statutory authority to do. So I'm not -- I don't think -- you know, I'm not going to change the motion, but I don't think the motion at hand precludes them from coming in with a limited proceeding.

COMMISSIONER SKOP: Okay. That's fine. Thank you.

CHAIRMAN CARTER: I don't think it does either. And that's what I was saying about we have plenty of arrows in our quiver already to deal with that.

COMMISSIONER ARGENZIANO: And if I could just make another comment to something that Commissioner Skop had mentioned.

COMMISSIONER EDGAR: Commissioner Argenziano.

COMMISSIONER ARGENZIANO: Thank you.

Commissioner Skop, when you talk about liberal discretion, that does not mean boundless discretion.

And since that case that you've cited and many others

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that have been cited, the Legislature has relooked at this situation and APA was created. And there's been, there's been many changes in regards to the problem that the Legislature saw as far as agencies going beyond what they had statutory authority to do. So using case law that's outdated doesn't work, and I just want to make that perfectly clear.

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COMMISSIONER SKOP: And I appreciate that and I understand that there have been changes to the APA and I respect those. I didn't take the time to Shepardize those cases or determine the impact on the APA on those holdings. But it would seem to me just as a general proposition that the Commission has jurisdiction under the statutes until such time as it's overruled by a court of competent jurisdiction. So I would equally say we have broad powers. And at times if those powers were challenged and we're overruled, then we were outside our jurisdiction. But I think jurisdiction generally, as you have mentioned, should not be used completely outside the bounds, but I think it should be used with prudence and wisely. And I think that there are certain things that the Commission historically has done at least as far as the case law is concerned. I wish that we would have been able to get a direct opinion from JAPC but that was not possible in the time frame that we

had before us. But at least in terms --

commissioner Argenziano: Commissioner Skop,
can I interject? Are you saying we can abuse the power
until it goes to court?

all. I'm saying that we can use our ability, the jurisdiction afforded to the Commission as the Commission interprets it which is afforded great deference by the appellate courts to rule on a matter. And if the court decides we're outside our jurisdiction, we'll be overturned.

okay when you're citing cases that still pertain. If they don't pertain any longer, then that doesn't work. And if the Legislature has told us through APA that that shall not happen, that an agency shall not go beyond legislative delegated authority, then we have no reason to go forward if we don't have authority.

COMMISSIONER SKOP: I understand that. But I think that's a separation of powers issue that gets resolved by the judicial branch ultimately.

commissioner argenziano: No. No. No. I think that you don't move forward and say let's test it if you know that the Legislature -- unless, unless you're citing something that's current. But when you're

using case law that's old and doesn't pertain anymore, it kills your argument and that's what I'm trying to say. And I wouldn't, I would not want to be one to turn around and say, well, let's test it even though, na, na, na, na, na, na, the Legislature has said we shall not do that. Now if I have case law that says you can do that, that specifically, and is specifically the same as what we're dealing with here today, then that's a different story.

COMMISSIONER SKOP: I wholeheartedly agree and I would hope that staff in terms of providing its legal research would have taken the time to Shepardize the cases, so.

CHAIRMAN CARTER: Commissioner Argenziano, was that a legal term, na, na, na, na, na?

my legal term. I have a different law of school -school of law that I go to. It's very, very clear and
it's just one of those things, Commissioner.

(Laughter.)

COMMISSIONER SKOP: Commissioner Argenziano, is that the Brooklyn school of law?

COMMISSIONER ARGENZIANO: No. That's just the I'm 54 years old and been through a lot and participated personally in the legislative process. So that's that

kind of school of law.

COMMISSIONER SKOP: Very well. We appreciate your insight. Thank you.

COMMISSIONER ARGENZIANO: Thanks.

are on Issue 54, which in my mind is pretty, pretty specific as to whether or not to approve the request for a rider. We have a motion and we have a second and we were having some discussion. I want to make sure that we close that out. Commissioner McMurrian.

COMMISSIONER McMURRIAN: Thank you, Chairman. I can count too, so I, and not to be flippant about it, I think that you all have raised some important concerns and I'd like to think that, you know, whether I come in here with a certain mind-set or not, that I, that I listen to you all and take that into account. And I think a lot of the concerns I've heard are valid. I still don't agree that it would be set up as an automatic. I also agree that, with a couple of you that I believe that we do have statutory jurisdiction. And I guess as long as the motion does not suggest that we do not have statutory jurisdiction to put in place such a rider, notwithstanding individual Commissioner's positions that we, that we may not, as long as the motion doesn't include a statement or a suggestion that

we lack statutory jurisdiction to do it or that, you 1 know, suggesting that it's automatic or those kinds of 2 terms, then I can vote along with my colleagues with 3 respect to that motion, given the concerns that you all 4 have raised. And I do agree that there are other 5 options for the utility to seek out and make a case for 6 7 the Commission. And if they demonstrate whatever those criteria are, then, then they are allowed to seek it in 8 9 a different manner. So I guess I should seek 10 clarification with respect to the motion. 11 COMMISSIONER EDGAR: Commissioner Argenziano, 12 13

let me try, and then I'd like you to respond. And this is for very similar reasons, Commissioner McMurrian, the reason I had asked her to restate. And, of course, we've got the court reporter recording.

COMMISSIONER ARGENZIANO: Can you hear me, Madam Chair?

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COMMISSIONER EDGAR: Just, just a moment.

COMMISSIONER ARGENZIANO: I have to call back in as my phone battery is dying. Can you give me a minute?

COMMISSIONER EDGAR: We will take a couple of moments in place.

COMMISSIONER ARGENZIANO: Sorry. Sorry. Thank you.

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COMMISSIONER EDGAR: Okay. We are on an 1 unofficial -- officially an unofficial break in place. 2 (Pause.) 3 Okay. We are back on the record. 4 Commissioner Argenziano, I believe you're with us again. 5 COMMISSIONER ARGENZIANO: Yes. Can you hear 6 me? 7 COMMISSIONER EDGAR: Okay. Yes. Thank you. 8 And while we were taking that kind of moment 9 break in place, I did check with our court reporter. 10 And from her transcript exactly from Commissioner 11 Argenziano, quote, and I move to deny staff's 12 recommendation and not approve the Gas System 13 Reliability Rider. And that's what we had a second to. 14 COMMISSIONER ARGENZIANO: Correct. 15 COMMISSIONER EDGAR: Thank you. So 16 Commissioner Argenziano concurs with that. I think that 17 responds, Commissioner McMurrian, to your question. 18 Commissioners, any other questions or 19 20 discussion? Commissioner Skop. COMMISSIONER SKOP: Thank you. Just a brief 2.1 discussion. I just want to say, I guess Commissioner 22 McMurrian had made some comments and I agreed with some 23 of those and I wanted to express my own views briefly. 24 In principle, I was generally open-minded to 25

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the concept of the proposed rider, but making sure it had appropriate safeguards, and that would include limited to actual costs, limited to perhaps a sunset provision so this thing did not go on forever and was only there for its useful purpose.

I do also agree that the Commission had jurisdiction, but as it stands I could not approve the tariff language as it was proposed and written. I have some significant problems with the language as I've previously discussed. So with that understanding and so long as Peoples retains the ability to petition for a limited proceeding pursuant to *Florida Statute* 366.076 to seek to recover costs on a case-by-case basis, I will support the staff -- the motion.

COMMISSIONER ARGENZIANO: And, Madam Chair.

COMMISSIONER EDGAR: Commissioner Argenziano.

COMMISSIONER ARGENZIANO: As I stated before, I don't see where it precludes them from that. That's inherent in the statute and I don't see where the motion would preclude them at all from that.

And to just reiterate something said,

Commissioner McMurrian had said before in having

jurisdiction, I see jurisdiction and authority as two

very separate things. Jurisdiction is, enables you to

enhance or to embrace or to, not enhance, excuse me,

embrace or address the situation. Authority means you 1 can compel a decision. And the difference I see as what 2 the statutes don't give me according to case law and 3 everything that's been in front of me is that we don't 4 have the authority. Absolutely probably have the 5 jurisdiction to embrace but not the authority, and 6 that's where I draw the line of distinction. 7 COMMISSIONER EDGAR: Okay. Commissioners, any 8 9 further comments at this time? Hearing none, all in 10 favor of the motion, say aye. 11 (Unanimous affirmative vote.) 12 Opposed? Show it adopted. Thank you. 13 Commissioners, that leaves us with Issue 59. 14 COMMISSIONER SKOP: Move to approve the staff 1.5 recommendation as to Issue 59. 16 **COMMISSIONER MCMURRIAN:** Second. 17 COMMISSIONER EDGAR: We have a motion and a 18 second to close the docket. All in favor, say aye. 19 (Unanimous affirmative vote.) 20 Opposed? Show it adopted. 21 Commissioners, staff, that concludes our 22 discussions on this item. 23 CHAIRMAN CARTER: Madam Chairman. 24 COMMISSIONER EDGAR: Commissioner Carter. 25 CHAIRMAN CARTER: If you would permit me

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before we close out today, I would just like to say to you, my fellow Commissioners, and all our staff and friends at the PSC, thank you for your condolences on the passing of my sister last Friday.

COMMISSIONER EDGAR: Thank you, Commissioner

Carter. Our thoughts are with you and your family. And with that, we are adjourned.

(Agenda conference adjourned at 4:13 p.m.)

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