

FLORIDA PUBLIC SERVICE COMMISSION
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MEMORANDUM

May 29, 1997

TO: DIRECTOR, DIVISION OF RECORDS AND REPORTING (BAYO)

FROM: DIVISION OF APPEALS (MOORE) *CTM*
DIVISION OF ELECTRIC & GAS (FUTRELL) *MT JB PCT*
DIVISION OF AUDITING & FINANCIAL ANALYSIS (STALLCUP) *ll*
DIVISION OF RESEARCH & REGULATORY REVIEW (CUTTING) *ll*

RE: DOCKET NO. ~~960111~~-EU - PROPOSED RULES 25-22.070, 25-22.071, AND 25-22.072, F.A.C., CONTENTS SUBMISSION, AND REVIEW OF TEN-YEAR SITE PLANS

AGENDA: JUNE 10, 1997 - REGULAR AGENDA - RULE PROPOSAL - INTERESTED PERSONS MAY PARTICIPATE

RULE STATUS: PROPOSAL MAY BE DEFERRED

SPECIAL INSTRUCTIONS: S:\PSC\APP\WP\960111EU.RCM

CASE BACKGROUND

In 1995, the Florida Legislature amended section 186.801, Florida Statutes, (Attachment 1) to transfer responsibility for reviewing electric utility ten-year site plans from the Department of Community Affairs (DCA) to the Public Service Commission. Prior to this transfer of responsibility, electric utilities filed ten-year site plans pursuant to the former statute and the DCA's rules that were adopted in 1973. (Chapter 9J-25, Florida Administrative Code; Attachment 2) The Commission's role in the process was to review the plans and provide its comments to the DCA. In order to analyze the plans and provide meaningful comments, Commission staff requested supplemental information from the utilities.

Section 186.801 as revised requires ten-year site plans to be submitted by electric utilities and reviewed by the Commission not less frequently than every two years. The plans shall estimate the utility's power generating needs and the general location of its proposed power plant sites. The Commission is required to make a preliminary study of the proposed plans and classify them as "suitable" or "unsuitable" within nine months of their receipt. The Commission may also suggest alternatives. The plans are "for planning purposes only" and may be amended by a utility at any

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time. The statute lists what the Commission must review, and authorizes it to adopt rules governing "the method of submitting, processing, and studying" the plans.

In addition, Chapter 366, Florida Statutes, provides that the Commission is responsible for ensuring that Florida's electric utilities plan, develop, and maintain a coordinated electric power grid. It requires the Commission to ensure that electric system reliability and integrity is maintained, that adequate electricity at a reasonable cost is provided, and that plant additions are cost-effective. A utility's plan should be robust and adequately address risks associated with various planning assumptions. The ten-year site plans allow the Commission to monitor the utilities planning activities.

Staff drafted rules that were based on the DCA's rules and that also codified the supplemental information staff requested from electric utilities in the past. The rules were presented at an agenda conference on May 7, 1996. The Commission did not vote to propose the rules, but directed staff to conduct a workshop, which was held on June 10, 1996. The workshop was attended by representatives of Florida Power and Light, Florida Power Corporation, Gulf Power Company, Tampa Electric Company, municipal utilities, the Department of Environmental Protection (DEP), water management districts, utility industry associations, the Legal and Environmental Assistance Foundation (LEAF), Lee County, and others. Based on the comments and information presented at the workshop and subsequent comments of participants, staff made changes to the rules.

Following the October 1, 1996, effective date of the revisions to the Administrative Procedure Act, a Notice of Proposed Rule Development was published in the Florida Administrative Weekly. No requests for a workshop were received, and staff prepared a Statement of Estimated Regulatory Cost (SERC) based on response to a request for data on the revised rules. The recommended rules and the SERC are attached. (Attachments 3 and 4)

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DISCUSSION OF ISSUES

ISSUE 1: Should the Commission propose Rules 25-22.070, 25-22.071, and 25-22.072, Florida Administrative Code, providing definitions, and governing the submission and review of electric utility ten-year site plans?

RECOMMENDATION: Yes, the Commission should propose rules governing ten-year site plans.

STAFF ANALYSIS: The attached recommended rules define terms; specify when utilities are required to file plans; provide the procedure for submission of the plans and solicitation of comments from other agencies; and specify what information must be included in the plans. (Attachment 3) Electric utilities with existing generating capacity of 250 mW or greater must file a plan annually. All other utilities must file a plan in the year the decision is made to construct at least 75 mW of new generating capacity, or at least three years prior to application for site certification. The 75 mW threshold limit is consistent with the mW threshold in the Power Plant Siting Act. The rules incorporate a form with schedules so that each utility's plan will be submitted to the Commission in the same format. The form is included in Attachment 2 to this recommendation following the rule text.

Staff used the DCA rules as the foundation for the Commission rules. Staff also worked with the water management districts as well as the DEP in writing these rules, and incorporated the environmental and land use information suggested by the districts into the rules. These agencies review the plans, and have commented in the past that the plans do not include sufficient information for the districts to perform an adequate analysis. The following discussion summarizes the various parties' comments on the previous rule draft and staff's response to those comments.

General Format and Content

At the workshop and in subsequent written comments, the utilities affected by these rules stated that as originally drafted by staff, the rules required submission of overly detailed information and prescribed planning exercises that the utilities otherwise would not perform, or would not perform on an annual basis. The rules differed from the DCA rules in that the DCA rule allowed the utilities to select their own forecasting methods but required documentation and the rationale for the procedures. For the most part, utilities contended that the draft Commission rules were inflexible, and would require additional time and effort to

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comply with, resulting in additional costs to the utilities. The utilities generally supported the use of supplemental data requests when additional information is necessary.

Several of the utilities were also concerned that certain required information was competitively sensitive and should be subject to specific data requests rather than widely disseminated or should be protected by confidentiality provisions. This included information such as fuel price forecasts with sensitivities, load forecast sensitivities, expansion plans under varying prescribed scenarios, reserve margin statistics, and financial assumptions. Gulf also did not see any value in providing fuel price forecast information.

Based on these comments, staff made substantial changes to the rules as originally drafted. Staff did not intend to prescribe the utilities' planning process. Rather, the rules are intended to permit the Commission to satisfy itself that a utility's plan is robust and that it adequately addresses the risk associated with various planning assumptions. Thus, staff deleted the requirement for certain analyses, such as load forecast sensitivities, fuel price forecasts and sensitivities, and scenario analyses.

Each utility must, however, explain how its plan was tested with respect to certain planning factors. The recommended rule requires utilities to provide high and low load forecasts if available. If not available, the utility must describe how it tested the load forecast for sensitivity to varying economic conditions and customer growth rates. Staff deleted the requirement of fuel price forecasts, including high and low fuel price forecasts. In its place, the rule requires the utility to explain and discuss the assumptions used to derive the base case fuel price forecast, and to discuss the extent to which the utility tested the sensitivity of the base case plan to high and low fuel prices.

Staff deleted the requirement that the utilities provide a generation expansion plan assuming a constant differential between oil/gas and coal (the "acid test"). However, the "acid test" does provide additional information on a utility's fuel price forecasts. As revised, the utilities must describe how the sensitivity of the plan was tested with respect to the "acid test". Staff believes that the cost of producing the plan should be reduced by not requiring particular scenario analyses. Staff also eliminated the requirement to provide graphical presentations of data.

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FPC suggested eliminating Form PSC/EAG 43, which describes the information and data requirements of the rule, and substituting the Department of Energy Information Administration Form 411 (EIA-411). FPC stated that there would be a limited number of items which would have to be added to this filing to provide the Commission with all of the planning information necessary to carry out its statutory obligations. Staff did not substitute the EIA-411 form because it includes additional data staff does not believe is necessary for the ten-year site plan, such as the components of demand and net energy for load. In addition, because the EIA-411 is strictly a data reporting form, it does not disclose the treatment of various planning factors and assumptions by the utility.

LEAF provided a number of specific rule and data requirement changes and additions, including a purpose statement at the beginning of the rule; a definition of the term "environmental impact"; a requirement that the Commission notify the public when it has received the site plans and "when it issues its suitability determinations." LEAF also requested language that the public would "be afforded a reasonable opportunity to obtain a copy of the relevant plans", and "to comment on the plans and the Commission's determination." LEAF and the American Planning Association-Florida Chapter (APA) also suggested that the statutory review criteria as well as a requirement for a summary of the contents of each plan be included in the rule. The APA further stated that the rule should explicitly provide for consistency review of the site plans with the state comprehensive plan.

Staff does not believe LEAF's provisions are necessary or desirable. First, rules may not reiterate statutes, and including a statement of the purpose of the rules and the review criteria which are already listed in the statute would seem to be both reiterative and unnecessary. § 120.545(1)(c), Fla.Stat. (Supp. 1996). It is also unnecessary for the rule to require the Commission to notify the public when it receives site plans. Rule 25-22.071(1) requires plans to be submitted no later than April 1 to the Director of Records and Reporting. Presumably, plans will be filed on or about that date. Subsection (3) provides the time for filing written comments, and subsection (4) provides that interested parties may request a copy of the Commission's review of the plans from the Division of Electric and Gas, and provides its address. In addition, pursuant to statute and other rules of the Commission, notice is published when the Commission schedules a workshop or meeting to consider the plans, interested persons may have their names placed on the appropriate mailing lists, and a copy of any document (that is not copyrighted or filed with a

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request for confidentiality) is always available to anyone who requests a copy.

Staff does not believe there is a need for the Commission to define "environmental impact"; nor does it have the expertise to evaluate a definition of the term. The Commission relies on comments from the agencies with this expertise to determine the anticipated environmental impact of each proposed site. Likewise, in order to evaluate the consistency of the plans with the energy-related aspects of the State Comprehensive Plan, the Commission solicits comments from the DCA and regional and local planning agencies.

LEAF also proposed several changes to the Information and Data Requirements section of proposed Form PSC/EAG 43. These include an executive summary in each plan, identification of proposed modifications to Commission-approved Demand Side Management (DSM) Plans, and data on renewable resources currently used or planned.

Although most utilities already include an executive summary at the beginning of their plans and may continue to do so, staff believes it is an unnecessary requirement that will not add any information. Staff also believes that disclosing proposed modifications to DSM Plans in ten-year site plans prior to filing the modifications will not assist the Commission in its review of the site plans. Under the recommended rules, utilities are, however, required to disclose the historical and projected megawatt and gigawatt-hour savings from DSM programs, including savings from programs promoting renewables. Evaluation of DSM programs in the ten-year site plans, as suggested by Lee County, is also not appropriate as the plans reflect the impact of savings from programs on the utility's resource mix. Evaluation of DSM programs may be pursued in the Commission's ongoing energy conservation cost recovery docket.

Identity of Sites

Section 186.801(1), Florida Statutes, requires each utility's plan to estimate the general location of its proposed power plant sites. The recommended rules distinguish between potential and preferred sites and requires more information on preferred sites. Potential sites are those a utility is considering for possible location of a power plant. Preferred sites are those on which a utility intends to construct a power plant.

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A point of disagreement between utilities and the water management districts is the map scale for potential sites. The map size desired by the districts is approximately a five by seven mile area. This level of detail would divulge the location of a potential site to current or prospective owners of the site. The utilities stated that identification of specific sites before the sites are purchased by the utility would lead to price escalation and increased land costs which would be borne by the utility's ratepayers. Staff has attempted to balance the information needs of the water management districts with protection of the ratepayers from the risk of higher land costs. Thus, although staff included the map size requested by districts, staff also included language that information on these sites should be provided if the utility has obtained a price for the site either through purchase, option, or other means.

Florida Power Corporation stated that including the phrase "...a power plant alteration, or an addition resulting in an increase in generating capacity" to the definitions of "potential sites" and "preferred sites" increases the scope of the definitions and would cause FPC to produce environmental data which otherwise would not have been required. Staff added this language to the definitions to match the definition of "Site" in the Electrical Power Plant Siting Act statute (section 403.503(25)) and the former DCA rule. No other party commented on this definition.

Study Fee

The statute authorizes the Commission, after a hearing, to establish a study fee not exceeding \$1,000 for each plan. Staff has not included a provision for fees in the rules because utilities already pay regulatory assessment fees which cover the Commission's cost of regulation.

Statement of Estimated Regulatory Cost

A SERC was prepared based on the responses to a data request sent to the affected utilities and discussions with Commission staff. (Attachment 4) The responses from investor-owned electric utilities estimating the additional costs anticipated to comply with the rules ranged from negligible to substantial. In addition to the cost associated with the new data requested by the rules, several of these utilities expect indirect competitive costs due to disclosure of certain information or increased direct costs as a result of the need to file requests for confidentiality. Of the municipal electric utilities that

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submitted estimates of additional rule compliance costs, the estimates ranged from a low of \$1,000 to a high of \$5,600.

Staff notes that the information required by the recommended rules has been produced by the utilities in the past in response to staff's requests for additional information. The utilities' responses to the data request are discussed in greater detail in the SERC.

ISSUE 2: If no requests for hearing or comments are filed, should the rules as proposed be filed for adoption with the Secretary of State and the docket be closed?

RECOMMENDATION: Yes.

STAFF ANALYSIS: Unless comments or requests for hearing are filed, the rule as proposed may be filed with the Secretary of State without further Commission action. The docket may then be closed.

CTM/

Attachments

Section 186.801, F.S.
DCA's Former Rules
Recommended Rules
SERC

186.801 Ten-year site plans.—

(1) Beginning January 1, 1974, each electric utility shall submit to the Public Service Commission a 10-year site plan which shall estimate its power-generating needs and the general location of its proposed power plant sites. The 10-year plan shall be reviewed and submitted not less frequently than every 2 years.

(2) Within 9 months after the receipt of the proposed plan, the commission shall make a preliminary study of such plan and classify it as "suitable" or "unsuitable." The commission may suggest alternatives to the plan. All findings of the commission shall be made available to the Department of Environmental Protection for its consideration at any subsequent electrical power plant site certification proceedings. It is recognized that 10-year site plans submitted by an electric utility are tentative information for planning purposes only and may be amended at any time at the discretion of the utility upon written notification to the commission. A complete application for certification of an electrical power plant site under chapter 403, when such site is not designated in the current 10-year site plan of the applicant, shall constitute an amendment to the 10-year site plan. In its preliminary study of each 10-year site plan, the commission shall consider such plan as a planning document and shall review:

(a) The need, including the need as determined by the commission, for electrical power in the area to be served.

(b) The anticipated environmental impact of each proposed electrical power plant site.

(c) Possible alternatives to the proposed plan.

(d) The views of appropriate local, state, and federal agencies, including the views of the appropriate water management district as to the availability of water and its recommendation as to the use by the proposed plant of salt water or fresh water for cooling purposes.

(e) The extent to which the plan is consistent with the state comprehensive plan.

(f) The plan with respect to the information of the state on energy availability and consumption.

(3) In order to enable it to carry out its duties under this section, the commission may, after hearing, establish a study fee which shall not exceed \$1,000 for each proposed plan studied.

(4) The commission may adopt rules governing the method of submitting, processing, and studying the 10-year plans as required by this section.

History.—s. 1, ch. 73-33; s. 2, ch. 76-76; s. 77, ch. 79-190; s. 2, ch. 81-167; s. 3, ch. 83-55; s. 41, ch. 94-356; s. 2, ch. 95-328.

Note.—Former ss. 403.505, 23.0191.

**DEPARTMENT OF COMMUNITY AFFAIRS' RULE
CHAPTER 9J-25
TEN-YEAR SITE PLANS**

- 9J-25.001 Introduction (Purpose).
 9J-25.002 Definitions.
 9J-25.003 Fees.
 9J-25.004 Submission and Review of the Ten-year Site Plans.
 9J-25.005 Contents of Ten-year Site Plans.

9J-25.001 Introduction (Purpose). Section 186.801, Florida Statutes, requires that all electric utilities operating in the State of Florida submit to the Department of Community Affairs a ten-year plan which will include:

- (1) An estimate of electric power-generating needs.
- (2) Disclosure of the general location of proposed power plant sites. The Department of Community Affairs is required to make a preliminary study of each plan submitted, and to classify each plan as "suitable" or "unsuitable" within twelve months of receipt. As the result of its review, the Department may suggest alternate plans to those proposed. In conducting its review, the Department is required to consider:
 1. The need for electrical power in the area to be served, including need as determined by the Florida Public Service Commission.
 2. The anticipated environmental impact of an electrical power plant on the area.
 3. Possible alternatives to the proposed plan.
 4. The views of appropriate local, state, and Federal agencies.

In addition, the Department is required to adopt rules for the submission, processing, and study of the ten-year plan. These rules establish the requirements for data, format and information to be submitted in the ten-year plan and the procedures to be used in reviewing and processing these submissions. The Department may, from time to time, elect to modify rules. Such modification will be made in accord with the requirements of Chapter 120 of the Florida Statutes and will be consistent with Section 186.081, Florida Statutes.

Specific Authority 20.05, 20.31 FS.

Law Implemented 23.0191 FS.

History--New 10-2-73, Formerly 22E-2.01, Transferred from 22E-2.001.

9J-25.002 Definitions. The terms used in the rules for ten-year site plans are defined as follows:

1. Electric Utility means cities and towns, counties, public utility districts, regulated electric companies, electric cooperatives and joint operating agencies, or combinations thereof, engaged in or authorized to engage in the business of generating, transmitting, or distributing electric energy.
2. Site means any proposed location wherein a power plant, or power plant alteration or addition resulting in an increase in generating capacity, will be located, including offshore sites within state jurisdiction.
3. Electrical Power Plant means any steam or solar electrical generating facility using any process or fuel, including nuclear materials, and shall include those directly associated transmission lines required to connect the electrical power plant to an existing transmission network.
4. Commence to Construct means any clearing of land, excavation, or other action which would adversely affect the natural environment of the site, but does not include any changes for temporary use or preparation of the site.
5. Directly Associated Transmission Lines means only new right-of-way corridor and new transmission lines from the electrical power plant to the first structure on an existing transmission system.
6. Potential Sites are sites which a utility is considering, or has considered, for possible location of a power plant. Such sites shall be generally disclosed in the ten-year site plan.
7. General Disclosure means specifying the Multi-County Planning Region in which a power plant may be sited and identifying areas within that region which are considered not suitable for plant sites. Criteria to be used determining that an area is not suitable shall include at least: the availability of cooling

water, environmental sensitivity, current and projected land-uses and economic factors.

8. Preferred Sites are sites on which a utility intends to construct a power plant, provided certification is obtained. These sites shall be fully disclosed in the ten-year site plan as soon as all parcels of land making up the site have either been purchased by, or are under option to, the utility or are the subject of condemnation proceedings, or as soon as the decision has been made to site a plant off-shore.

9. Full Disclosure means complete identification of a specific area of land or of a precise off-shore location.

Specific Authority 20.05, 20.31 FS.

Law Implemented 23.0191 FS.

History--New 10-2-73, Formerly 22E-2.02, Transferred from 22E-2.002.

9J-25.003 Fees. As authorized by Section 186.801, Florida Statutes, each utility will be required to pay a study fee with each ten-year plan submitted. The rate schedule for fees is based on MWH of energy sold annually and is as follows:

Greater than 500,000 MWH	-- \$1000
100,000 to 500,000 MWH	-- 500
Less than 100,000 MWH	-- 250

Specific Authority 20.05, 20.31 FS.

Law Implemented 23.0191 FS.

History--New 10-2-73, Formerly 22E-2.03, Transferred from 22E-2.003.

9J-25.004 Submission and Review of the Ten-year Site Plans.

(1) Who must file

Each electric utility in the State of Florida is required to submit a ten-year site plan to the Department of Community Affairs annually on April 1. The plan shall date from April 1 of the year in which it is submitted.

If an electric utility has no plans to expand its existing facilities for the generation of electricity, and/or if it currently serves only as a distributor of power purchased from other utilities, it will be required to submit a plan only in the first year (1974) and provide information only on existing capacity. Subsequent increases in demand in the regions serviced by such utilities will be reported in the ten-year plans of the utilities generating the power to be sold. Forecasts of demand for additional power shall be prepared by each purchasing utility and submitted to the utility generating the power sold. Such submissions shall be prepared in accord with these rules and shall be made on or before October 1 of each year.

If a nonreporting utility elects to construct additional generating facilities exceeding 50 MW generating capacity, it must submit a plan in the year the decision is made or at least three years prior to application for certification, and every year thereafter until the facility becomes fully operational.

All utilities with existing generating capacity of 250 MW or greater must file annually, regardless of expansion plans.

On a voluntary basis, the utilities in Florida will seek to cooperate in compiling a comprehensive state-wide plan embracing individual utility plans and will endeavor to submit this plan to the Department by May 1 of each year.

(2) The review process

The review process itself will involve participation by several agencies under the coordination of the Department of Community Affairs. These agencies include:

1. The Department of Environmental Regulation
2. The Public Service Commission
3. The Department of Natural Resources
4. The Department of Transportation
5. The Department of Agriculture and Consumer Services
6. The Department of Health and Rehabilitative Services
7. The Game and Fresh Water Fish Commission
8. The Board of Trustees of the Internal Improvement Trust Fund.

Changes to the list of participating agencies may be made by the Department at

any time. The participating agencies and their roles are summarized in Figure 1 and the schedule of the review process is shown in Figure 2 attached to these rules.

The Department of Community Affairs is responsible for the conduct of the preliminary studies of the ten-year site plans and will classify the plans as "suitable" or "unsuitable". The Department will complete its review of the plans within nine months following submission and will report its findings to each reporting utility along with any appropriate comments or recommendations. The Department's findings will also be available to review agencies and other persons or organizations requesting notification.

The findings of the Department and the classification of specific plans as suitable or unsuitable are to be considered as advisory statements providing guidance to the utilities for their planning purposes only. Findings of the Department will be made available to the Department of Environmental Regulation which has the responsibility to certify sites under the Florida Electrical Power Siting Act.

The law recognizes that the ten-year site plans will be based upon tentative information, and are consequently subject to change at any time. Accordingly, initial findings of the Department regarding the suitability of proposed plans are subject to modifications as the amount of data available regarding various site alternatives increases. In the same manner, plans that have been previously classified by the Department as unsuitable, may be declared suitable, based on additional available data.

Specific Authority 20.05, 20.31 FS.

Law Implemented 23.0191 FS.

History--New 10-2-73, Formerly 22E-2.04, Transferred from 22E-2.004.

9J-25.005 Contents of Ten-year Site Plans. The ten-year site plans will contain, as appropriate to the filing utility, the following categories of information:

1. A Description of Existing Facilities
2. A Forecast of Electric Power Demand
3. A Forecast of Facilities Requirements
4. A Description of Proposed Sites and Facilities
5. A Preliminary Assessment of Environmental Effects of Proposed Facility

Sitings

Data and information will be presented on forms, and in accord with instructions, provided by the Department.

These forms and instructions may be revised by administrative action. They provide a uniform procedure and format for presentation of the following required information.

(1) Description of Existing Facilities.

A description of each utility's existing generating and transmission facilities will be provided in the ten-year site plans to permit an evaluation of the capabilities of existing utility resources. The information to be provided shall include at least:

1. A description of electric power generating facilities.
2. An electric system map or maps showing all transmission lines with voltage rating of 230 KV or greater and all interties with voltage rating of 69 KV or greater, as well as the boundaries of the reporting utility's service area.

(2) Forecast of Electric Power Demand

The demand forecast will provide the key element of the demonstration of the need for additional generating capacity, and hence the requirement for additional power plant sites. The forecasting horizon must be sufficient to insure that the need will be established for all facilities on which construction will commence within ten years. The forecast should include at least:

1. A tabular and graphical display of historical and forecast energy consumption (MWH) by customer classification (residential, commercial, and industrial) within the reporting utility's service area. Sales and purchases within the state and out-of-state should be included and identified.
2. A tabular and graphical display of historical and forecast winter and summer peak loads (MW) in the reporting service area. A monthly forecast of peak loads for the first two forecast years shall also be provided.
3. A display of historical and forecast peak demand levels for major load

centers (MW).

Each utility submitting a ten-year forecast may select its own forecasting methods and procedures, but is required to provide documentation of the forecasting procedures used and the rationale for their use, a description of the types of data and data sources used, and a discussion of any significant assumptions and informed judgments implicit in the forecast.

(3) Forecast of Facilities Requirements

Each filing utility shall illustrate how its existing and proposed generating facilities will provide for the forecast load. The capacity forecast shall consider all existing generating capability and all plants currently under construction, and compare this total capability to projected demand plus required reserves to determine requirements for additional generating facilities of 50 MW capacity or greater. The requirements forecast shall identify all such facilities for which construction is planned during the ten-year period following April 1 of the forecast year.

Specific information to be provided in the forecast of facilities requirement shall include:

1. A forecast of additional electric generating capability requirements (MW) including a ten-year historical record of operating statistics, a ten-year projection of generating requirements with resulting reserve margins, and a summary of additional planned electric generating capacity (MW) to become operational in the ten-year forecast period.
2. The total generating capacity (MW), the number of generating units and the type of fuel to be used for each facility on which construction will commence during the ten-year forecast period.
3. Historical and forecast requirements for fuels to be used in the utility's existing and proposed generating facilities.
4. The number and operating voltages of transmission lines associated with proposed generating facilities.

(4) Description of Proposed Sites and Facilities

The Department of Community Affairs recognizes that, in their normal process of selecting sites for future power plants, utilities may consider and evaluate several potential sites before a preferred site is identified. It is further recognized that there is a need for releasing differing degrees of information at different times about the sites being considered before an application for certification is filed with the Department of Environmental Regulation. From an environmental assessment and land planning viewpoint, however, as specific a site disclosure as possible is necessary so that the Department can make a timely assessment of any adverse environmental effects, and obtain the views of local, other state, and federal agencies, as well as private citizens.

In accord with both of these considerations, the following rules for disclosing prospective power plant sites shall apply:

1. Potential sites for each new facility identified in the requirements forecast shall be generally disclosed in the plan as soon as possible following determination of the need for additional generating capacity and no later than five years prior to the filing of an application for site certification. At least two and no more than four potential sites for each required facility shall be submitted to the Department for review. A map shall be provided of the Multi-County Planning Region designated as the general location for each potential site and the areas within that region considered not suitable for a site shall be clearly shown. The relative acceptability among the potential sites disclosed shall be indicated. Whenever it is possible for a utility to disclose the general location of a potential site more precisely than by designation of the Multi-County Planning Region, it should do so in the plan.

2. A preferred site shall be fully disclosed for each required facility no later than two years prior to the filing of an application for site certification. At the time of disclosing a preferred site, the utility shall designate one of the potential sites considered in the selection process as an alternative to the preferred site. A description shall be given of each preferred site disclosed in the plan and of the facility to be located thereon. The site description shall include appropriate maps indicating physical characteristics of the site and corridors for proposed transmission lines directly associated with the proposed facility, as well as facilities layouts and site preparation

plans. The facility description shall include specifications of the proposed generating, cooling and pollution-control equipment and of directly associated transmission lines, as well as descriptions of all major structures. Data provided in the facility descriptions shall be the best available at the date the plan is submitted and shall be updated in each subsequent submission. The Department shall reserve the right to waive the time requirements for identification of potential and preferred sites.

(5) Preliminary Assessment of Environmental Effects of Proposed Facility Siting

Environmental and land-use data shall be submitted to the Department for each potential and preferred site disclosed in the ten-year plan. This data will permit the Department, in cooperation with the Department of Environmental Regulation and others to make a preliminary assessment of the environmental effects of a proposed facility siting prior to the submission of an application for certification.

The submission of environmental impact data to the Department of Community Affairs shall be in accord with the following general rules:

1. General comparative environmental and land-use data shall be submitted for each potential site under consideration for each proposed facility. This data shall be sufficiently detailed to permit the relative effects of siting a power plant at each of the potential sites to be assessed in qualitative terms.

2. Detailed environmental and land-use data shall be submitted for each preferred site identified in the plan and general comparative data shall be submitted for the alternative selected for that site.

3. When an application for certification of a preferred site for a proposed facility has been filed with the Department of Environmental Regulation, no further environmental data need be submitted for that site. However, the status of the site (e.g., certified, certification pending, certification denied) should be indicated in the plan.

The requirements for environmental and land-use data shall consider the variables and physical parameters and be submitted in the format specified by the Department of Environmental Regulation. Until rules for site certification are promulgated the data requirement shall be as follows:

a. General comparative environmental and land-use data shall include information on:

- Existing air and water quality in the vicinity of the site
- Potential impacts of air and water emissions resulting from construction and operation of the proposed plant at the site
- Current land uses at the site
- Potential ecological impacts of constructing and operating a plant at the site
- The availability of cooling water and the potential thermal impacts on receiving waters or the atmosphere of operating a plant at the site
- Potential aesthetic impacts
- The severity of impacts resulting from any projected radioactive emissions

b. Detailed environmental and land-use data shall include appropriate:

- Hydrological data
- Meteorological data
- Descriptions of existing flora and fauna
- Data on current air pollution levels in the Federal Air Quality Control Region(s) surrounding the site
- Data on pollution levels (thermal and chemical) in waters on or adjacent to the site
- Data on projected air emissions during construction and operation and control procedures
- Data on projected waterborne wastes during construction and operation
- Data on projected thermal discharge and related effects
- Data on solid waste generation and disposal during construction and operation
- Data on projected radioactive emissions and proposed safety plans
- Description of proposed procedures and equipment for monitoring all pollutants
- Data on noise emissions and control procedures

--Description of potential aesthetic impacts of the proposed facility
--Description of any impacts on historical, recreational or natural areas
--Data on existing land uses in a 100 square mile region surrounding the
proposed site

Specific Authority 20.05, 20.31 FS.

Law Implemented 23.0191 FS.

History--New 10-2-73, Formerly 22E-2.05, Transferred from 22E-2.005.

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3
4 25-22.070 Ten-Year Site Plans - Definitions.

5 (1) "Electric Utility" means any municipal electric
6 utility, investor-owned electric utility, rural electric
7 cooperative, public utility district, joint operating agency, or
8 combinations thereof, that owns, maintains, or operates an electric
9 generation, transmission, or distribution system within the state.

10 (2) "Power Plant" means any electrical generating
11 facility using any process or fuel, including nuclear materials,
12 and shall include those directly associated transmission lines
13 required to connect to an existing transmission network.

14 (3) "Directly Associated Transmission Lines" means
15 only new corridors and transmission lines from the power plant to
16 the first structure on an existing transmission system.

17 (4) "Potential Sites" are sites within the state that
18 an electric utility is considering for possible location of a power
19 plant, a power plant alteration, or an addition resulting in an
20 increase in generating capacity.

21 (5) "Preferred Sites" are sites within the state on
22 which an electric utility intends to construct a power plant, a
23 power plant alteration, or an addition resulting in an increase in
24 generating capacity.

25 Specific Authority: 350.127(2), 186.801(4) F.S.

CODING: Words underlined are additions; words in
~~struck through~~ type are deletions from existing law.

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2 Law Implemented: 186.801, 366.04(5), F.S.

3 History: New _____.

4
5 25-22.071 Submission and Review of the Ten-Year Site
6 Plans.

7 (1) Filing Requirements:

8 (a) All electric utilities in the State of Florida
9 with existing generating capacity of 250 mW or greater shall
10 prepare a ten-year site plan, and submit 25 copies to the Florida
11 Public Service Commission's Division of Records and Reporting on
12 the first working day of April of each year, unless extended. The
13 plan shall date from December 31 of the prior calendar year.

14 (b) Any electric utility, other than those filing ten-
15 year site plans pursuant to (1)(a), that elects to construct an
16 additional generating facility exceeding 75 mW gross generating
17 capacity shall prepare a ten-year site plan, and submit 25 copies
18 to the Public Service Commission's Division of Records and
19 Reporting in the year the decision to construct is made or at least
20 three years prior to application for site certification, and every
21 year thereafter until the facility becomes fully operational.

22 (2) The Commission will provide a copy of the ten-year
23 site plans to appropriate federal, state, and local agencies, water
24 management districts, and regional planning councils.

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CODING: Words underlined are additions; words in
~~struck through~~ type are deletions from existing law.

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2 (3) The Commission will solicit comments from various
3 federal, state, and local agencies, water management districts, and
4 regional planning councils regarding the individual utility ten-
5 year site plans. Any written comments shall be filed with the
6 Commission within 60 days from the date of receipt of the plans.
7 The state agencies from which comments will be solicited will
8 include:

9 (a) The Department of Environmental Protection.

10 (b) The Department of Transportation.

11 (c) The Department of Agriculture and Consumer
12 Services.

13 (d) The Department of Health and Rehabilitative
14 Services.

15 (e) The Game and Fresh Water Fish Commission.

16 (f) The Board of Trustees of the Internal Improvement
17 Trust Fund.

18 (g) The Department of Community Affairs.

19 (4) The Commission will complete its review of the
20 plans within nine months following submission and will report its
21 findings, along with any comments or recommendations, to the
22 Florida Department of Environmental Protection and the utilities
23 filing a plan. Other agencies to which the Commission sent the
24 plan for review, and other entities may request a copy of the
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CODING: Words underlined are additions; words in
~~struck through~~ type are deletions from existing law.

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review from the Division of Electric and Gas, 2540 Shumard Oak Boulevard, Tallahassee, Florida 32399.

(5) Plans that have been previously classified by the Commission as unsuitable may be classified suitable based on additional data.

(6) The electric utilities in Florida shall compile aggregate statewide and peninsular Florida (the area east of the Apalachicola River) data derived from the individual electric utility base case ten-year site plans and shall submit this data to the Commission by July 1 of each year.

Specific Authority: 350.127(2), 186.801(4) F.S.

Law Implemented: 186.801 F.S.

History: New _____.

CODING: Words underlined are additions; words in ~~struck-through~~ type are deletions from existing law.

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25-22.072 Contents of Ten-year Site Plans.

(1) Individual electric utility ten-year site plans required by Rule 25-22.071 shall include at a minimum the information listed in Form PSC/EAG 43. Form PSC/EAG 43 (/97), entitled "Electric Utility Ten-Year Site Plan Information and Data Requirements," is incorporated by reference into this rule and is available from the Division of Electric and Gas.

(2) When an application for certification of a preferred site for a proposed facility has been filed with the Department of Environmental Protection, no further environmental or land use data shall be submitted to the Commission for that site.

Specific Authority: 350.127(2), 186.801(4) F.S.
Law Implemented: 186.801, 366.04(5), 366.05(7) F.S.
History: New _____.

CODING: Words underlined are additions; words in ~~struck through~~ type are deletions from existing law.

DOCKET NO. 960111-EU
DATE: May 29, 1997

State of Florida

Public Service Commission

ELECTRIC UTILITY TEN-YEAR SITE PLAN

INFORMATION AND DATA REQUIREMENTS

Form PSC/EAG 43

(/97)

DOCKET NO. 960111-EU
DATE: May 29, 1997

ELECTRIC UTILITY TEN-YEAR SITE PLAN
INFORMATION AND DATA REQUIREMENTS

The Public Service Commission is responsible for ensuring that Florida's electric utilities plan, develop, and maintain a coordinated electric power grid throughout the state. The Commission also must ensure that electric system reliability and integrity is maintained, that adequate electricity at a reasonable cost is provided, and that plant additions are cost-effective. In order to carry out these responsibilities, the Commission must have information sufficient to assure that an adequate, reliable, and cost-effective supply of electricity is planned and provided. To that end, the Ten-Year Site Plan shall include at a minimum the information and data specified in this form. Where numbered schedules are listed, the data required shall be reported on the schedules:

Description of Existing Facilities

A description of each existing generating and transmission facility shall be provided in the ten-year site plan to permit an evaluation of the capabilities of existing electric utility resources. The information to be provided shall include at least:

1. A description of electric power generating facilities.

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2. **Schedule 1:** A tabular display of existing generating facilities as of December 31 of the year prior to the year the plan is filed.

3. An electric system map or maps showing all transmission lines with voltage rating of 230 kV or greater and all interties with voltage rating of 69 kV or greater.

4. A map showing the reporting electric utility's service area, where service area is defined as all areas in which the reporting utility provides electric service at both distribution and transmission levels.

Forecast of Electric Power Demand, and
Energy Consumption

The demand forecast provides a key element of the demonstration of the reliability need for additional generating capacity. The following data shall be provided for a ten year historical period and a ten year forecast period unless otherwise noted:

1. **Schedules 2.1, 2.2, 2.3:** Tabular displays of energy consumption (GWH) and number of customers by customer classification (residential, commercial, industrial, and other) within the reporting electric utility's service area. Other sales and purchases within the state and out-of-state shall be included and identified.

2. **Schedules 3.1, 3.2, 3.3:** Tabular displays of base case winter and summer peak demand (MW), and net energy for load (GWH) in the reporting service area. Provide, if available, high and low ten year load forecasts of winter and summer peak demand, and net energy for load in the reporting service area based upon high and low rates of economic growth, using the format of tables 3.1-3.3. Provide the major assumptions for each growth scenario. If banded forecasts are not available, describe how the forecasts are tested for sensitivity to varying economic conditions and customer growth rates. Provide the forecast sensitivities for winter and summer peak demand, and net energy for load. The tables shall include electric utility-sponsored residential and commercial/industrial Demand Side Management (DSM) data.

3. **Schedule 4:** A tabular display of monthly peak demand and net energy for load for the most recent calendar year that actual data is available and for the first two forecast years.

4. **Schedule 5:** A base case ten year fuel quantity forecast, in volumetric units such as tons of coal, cubic feet of natural gas, and barrels of oil for all fuels used to generate electricity at ~~the~~ electric utility generating facilities. The data shall be further broken down by type of unit within fuel type such as Combined Cycle (CC), Combustion Turbine (CT), and Steam. Include the most recent two years of actual data.

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5. **Schedules 6.1, 6.2:** A base case ten year forecast showing the annual net energy for load (GWH), broken down by fuel type. Include separate categories for purchases from other utilities and for purchases from non-utility generators. The data shall be further broken down by type of unit within fuel type such as CC, CT, and Steam. Include the most recent two years of actual data. Also, convert the data described above into percent of net energy for load.

Forecasting Methods and Procedures

Each electric utility shall provide documentation of the forecasting procedures used and the rationale for their use. Describe the types of data and data sources used, and discuss any significant assumptions and informed judgments implicit in the forecast.

Forecast of Facilities Requirements

Each electric utility submitting a ten-year site plan shall illustrate how its existing and proposed generating facilities will provide for the forecasted load. The capacity forecast shall consider all existing generating capability and all plants currently under construction, and compare this total capability to projected demand plus required reserves to determine requirements for additional generating facilities. The requirements forecast shall identify all such facilities whose commercial operation is expected during the ten-year period following December 31 of the forecast year. Specific information to be provided in the forecast of facilities requirement shall include:

1. **Schedules 7.1, 7.2:** Tabular displays listing a ten-year projection of electric capacity, and summer and winter peak demand with resulting reserve margins.

2. **Schedule 8:** A tabular display of the generating unit additions and changes, including unit specific data for each unit which is expected to commence commercial operation during the ten-year forecast period.

3. **Schedule 9:** A status report and specifications of proposed generating facilities.

4. **Schedule 10:** A status report and specifications of proposed directly associated transmission lines corresponding with proposed generating facilities.

5. Identify the supply-side resources, by year and type, that will need to be constructed by the electric utility or purchased from a non-utility source, after fully integrating cost-effective demand-side resources for the ten-year planning horizon. Include any repowerings, life extensions, and purchases from electric utility and non-utility sources.

Other Planning Assumptions and Information

The ten year site plan shall provide sufficient information to assure the Commission that an adequate and reliable supply of electricity at the lowest cost possible is planned for the state's electric needs. In addition to the data requirements previously identified, the ten-year site plan shall address the following specific areas of the plan including planning assumptions and plan sensitivity.

1. Describe how any transmission constraints were modeled and explain the impacts on the plan. Discuss any plans for alleviating any transmission constraints.

2. Discuss the extent to which the overall economics of the plan were analyzed. Discuss how the plan is determined to be cost-effective. Discuss any changes in the generation expansion plan as a result of sensitivity tests to the base case load forecast.

3. Explain and discuss the assumptions used to derive the base case fuel price forecast. Explain the extent to which the utility tested the sensitivity of the base case plan to high and low fuel price scenarios. If high and low fuel price sensitivities were performed, explain the changes made to the base case fuel price forecast to generate the sensitivities. If high and low fuel price scenarios were performed as part of the planning process, discuss the resulting changes, if any, in the generation expansion plan under the high and low fuel price scenario. If high and low fuel price sensitivities were not evaluated, describe how the base case plan is tested for sensitivity to varying fuel prices.

4. Describe how the sensitivity of the plan was tested with respect to holding the differential between oil/gas and coal constant over the planning horizon.

5. Describe how generating unit performance was modeled in the planning process.

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6. Describe and discuss the financial assumptions used in the planning process. Discuss how the sensitivity of the plan was tested with respect to varying financial assumptions.

7. Describe in detail the electric utility's Integrated Resource Planning process. Discuss whether the optimization was based on revenue requirements, rates, or total resource cost.

8. Define and discuss the electric utility's generation and transmission reliability criteria.

9. Discuss how the electric utility verifies the durability of energy savings for its DSM programs.

10. Discuss how strategic concerns are incorporated in the planning process.

11. Describe the procurement process the electric utility intends to utilize to acquire the additional supply-side resources identified in the electric utility's ten-year site plan.

12. Provide the transmission construction and upgrade plans for electric utility system lines that must be certified under the Transmission Line Siting Act (403.52 - 403.536, F.S.) during the planning horizon. Also, provide the rationale for any new or upgraded line.

Environmental and Land Use Information

1. The following information on potential sites for each new generating facility identified in the requirements forecast shall be provided if the utility has obtained a price for the site either through purchase, option, or other means:

a. A United States Geological Survey map at a scale of 1 inch:24,000 feet showing the general location of the potential site.

b. A description of the existing land use(s) of the site and adjacent area.

c. A description of the general environmental features in the vicinity of the site (i.e., wetlands, uplands, water bodies, other unique features, etc.).

d. A description of projected quantities of water needed for the following uses:

- 1) Industrial processing;
- 2) Industrial cooling;
- 3) Other uses (such as domestic, irrigation, other potable or non-potable uses).

e. A description of potential water supply sources by type (including ground, surface, reclaimed wastewater, other) for each of the above uses.

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2. The following information on each identified preferred site for each required facility shall be provided if the utility has obtained a price for the site either through purchase, option, or other means. These sites shall be fully disclosed in the ten-year site plan as soon as all parcels of land making up the site have either been purchased by, or are under option to, the utility or are the subject of condemnation proceedings.

Land and Environmental Features

a. A United States Geological Survey map at a scale of 1 inch:24,000 feet showing the general location of the preferred site.

b. A map showing the general layout of the proposed facilities on the preferred site.

c. A map of the preferred site and adjacent areas in the vicinity of the preferred site, showing the level III, (or if level III is not available, the level II), Florida Land Use, Cover and Forms Classification System (FLUCCS) land use cover.

d. A description of the existing land use(s) of the preferred site and adjacent areas.

e. A description of the general environmental features on and in the vicinity of the site (i.e., wetlands, uplands, water bodies, other unique features, etc.), including the following:

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- 1) A description of the natural environment, including the types and acreages of the wetland systems, upland systems, water bodies, etc.;
- 2) A description of all known state and federally listed wildlife and plant species listed as threatened, endangered, or species of special concern;
- 3) A statement indicating whether all or portions of the preferred site have been designated by the applicable regional planning council(s) as a natural resource of regional significance in their Strategic Regional Policy Plan(s);
- 4) A description of any other significant features on the preferred site.

f. A description of the design features and mitigation options being considered in the development of the preferred site.

g. A description of local government future land use designations for the site and adjacent areas.

h. A description of the criteria used in the site selection process and the conclusions that resulted in the selection of the preferred site over other potential sites, including consideration of existing or proposed utility and other linear corridors.

Water Supply

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i. A general description of the existing ground and surface water resources of the preferred site and adjacent areas, including a description of any water resource caution areas identified by the applicable water management district(s).

j. A description of the geologic features of the preferred site and adjacent areas.

k. A description of projected quantities of water needed for the following uses:

- 1) Industrial processing.
- 2) Industrial cooling.
- 3) Other uses (such as domestic, irrigation, other potable or non-potable uses).

l. A description of potential water supply sources by type (including ground, surface, reclaimed wastewater, other) for each of the uses listed in subsection k. To the extent known, identify the specific aquifers or surface water bodies being considered.

m. A general description of the available water conservation strategies that are being considered in the project design to minimize water demands, including a description of how they may influence the selection and design of the facility's cooling and processing methodologies.

n. A description of potential thermal, industrial, point, and non-point discharges and the applicable pollution control

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systems that are being considered in the project design to avoid or minimize the adverse impacts of the proposed facility.

o. A general description of any proposed fuel delivery and storage and solid or liquid waste disposal facilities and the applicable design features and pollution control systems that are being considered to avoid or minimize adverse impacts to ground and surface water resources.

Air and Noise Emissions

p. Estimates of air emissions and a description of potential control systems that are being considered (or used) in the project design to avoid or minimize the adverse impacts of the proposed facility.

q. Estimates of noise emissions and a description of potential control systems that are being considered (or used) in the project design to avoid or minimize the adverse impacts of the proposed facility.

Other

3. Provide the status of the application for certification of the preferred site with the Department of Environmental Protection: certified, certification pending, or certification denied.

Schedule 1
Existing Generating Facilities
As of December 31, 19XX

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
Plant Name	Unit No.	Location	Unit Type	Fuel		Fuel Transport		Alt. Fuel Days Use	Commercial In-Service Month/Year	Expected Retirement Month/Year	Gen. Max. Nameplate KW	Net Capability	
				Pri	Alt	Pri	Alt					Summer MW	Winter MW

**Schedule 2.1
History and Forecast of Energy Consumption and
Number of Customers by Customer Class**

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Rural and Residential						Commercial		
Year	Population	Members per Household	GWH	Average No. of Customers	Average KWH Consumption Per Customer	GWH	Average No. of Customers	Average KWH Consumption Per Customer

Schedule 2.2
History and Forecast of Energy Consumption and
Number of Customers by Customer Class

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Year	GWH	Industrial Average No. of Customers	Average KWH Consumption Per Customer	Railroads and Railways GWH	Street & Highway Lighting GWH	Other Sales to Public Authorities GWH	Total Sales to Ultimate Consumers GWH

Schedule 2.3
History and Forecast of Energy Consumption and
Number of Customers by Customer Class

(1)	(2)	(3)	(4)	(5)	(6)
Year	Sales for Resale GWH	Utility Use & Losses GWH	Net Energy for Load GWH	Other Customers (Average No.)	Total No. of Customers

Schedule 3.1
History and Forecast of Summer Peak Demand
Base Case

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
<u>Year</u>	<u>Total</u>	<u>Wholesale</u>	<u>Retail</u>	<u>Interruptible</u>	<u>Residential Load Management</u>	<u>Residential Conservation</u>	<u>Comm./Ind. Load Management</u>	<u>Comm./Ind. Conservation</u>	<u>Net Firm Demand</u>

**Schedule 3.2
History and Forecast of Winter Peak Demand
Base Case**

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
<u>Year</u>	<u>Total</u>	<u>Wholesale</u>	<u>Retail</u>	<u>Interruptible</u>	<u>Residential Load Management</u>	<u>Residential Conservation</u>	<u>Comm./Ind. Load Management</u>	<u>Comm./Ind. Conservation</u>	<u>Net Firm Demand</u>

Schedule 3.3
History and Forecast of Annual Net Energy for Load – GWH
Base Case

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
<u>Year</u>	<u>Total</u>	<u>Residential Conservation</u>	<u>Comm./Ind. Conservation</u>	<u>Retail</u>	<u>Wholesale</u>	<u>Utility Use & Losses</u>	<u>Net Energy for Load</u>	<u>Load Factor %</u>

Schedule 4
Previous Year and 2-Year Forecast of Retail Peak Demand and Net Energy for Load by Month

(1)	(2)	(3)	(4)	(5)	(6)	(7)
Month	Actual		Forecast		Forecast	
Month	Peak Demand MW	NEL GWH	Peak Demand MW	NEL GWH	Peak Demand MW	NEL GWH
January						
February						
March						
April						
May						
4 2 June						
July						
August						
September						
October						
November						
December						

**Schedule 6.2
Energy Sources**

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
Energy Sources			Units	<u>Actual</u>	<u>Actual</u>										
(1)	Annual Firm Interchange		%												
(2)	Nuclear		%												
(3)	Residual	Total	%												
(4)		Steam	%												
(5)		CC	%												
(6)		CT	%												
(7)		Diesel	%												
(8)	Distillate	Total	%												
(9)		Steam	%												
(10)		CC	%												
(11)		CT	%												
(12)		Diesel	%												
(13)	Natural Gas	Total	%												
(14)		Steam	%												
(15)		CC	%												
(16)		CT	%												
(17)	Other (Specify)		%												
(18)	Net Energy for Load		%												

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Schedule 7.1

Forecast of Capacity, Demand, and Scheduled Maintenance at Time of Summer Peak

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)		(9)	(10)	(11)		(12)
Year	Total Installed Capacity MW	Firm Capacity Import MW	Firm Capacity Export MW	QF MW	Total Capacity Available MW	System Firm Summer Peak Demand MW	Reserve Margin before Maintenance			Scheduled Maintenance MW	Reserve Margin after Maintenance		
							MW	% of Peak			MW	% of Peak	

Schedule 7.2

Forecast of Capacity, Demand, and Scheduled Maintenance at Time of Winter Peak

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Year	Total Installed Capacity MW	Firm Capacity Import MW	Firm Capacity Export MW	QF MW	Total Capacity Available MW	System Firm Winter Peak Demand MW	Reserve Margin before Maintenance		Scheduled Maintenance MW	Reserve Margin after Maintenance	
							MW	% of Peak		MW	% of Peak

Schedule 8
Planned and Prospective Generating Facility Additions and Changes

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Plant Name	Unit No.	Location	Unit Type	Fuel		Fuel Transport		Const. Start Mo/Yr	Commercial In-Service Mo/Yr	Expected Retirement Mo/Yr	Gen. Max. Nameplate KW	Net Capability		Status
				Pri	Alt	Pri	Alt					Summer MW	Winter MW	

Schedule 9

Status Report and Specifications of Proposed Generating Facilities

- (1) **Plant Name and Unit Number:**
- (2) **Capacity**
 - a. **Summer:**
 - b. **Winter:**
- (3) **Technology Type:**
- (4) **Anticipated Construction Timing**
 - a. **Field construction start—date:**
 - b. **Commercial in—service date:**
- (5) **Fuel**
 - a. **Primary fuel:**
 - b. **Alternate fuel:**
- (6) **Air Pollution Control Strategy:**
- (7) **Cooling Method:**
- 4 9 (8) **Total Site Area:**
- (9) **Construction Status:**
- (10) **Certification Status:**
- (11) **Status with Federal Agencies:**
- (12) **Projected Unit Performance Data**
 - Planned Outage Factor (POF):**
 - Forced Outage Factor (FOF):**
 - Equivalent Availability Factor (EAF):**
 - Resulting Capacity Factor (%):**
 - Average Net Operating Heat Rate (ANOHR):**
- (13) **Projected Unit Financial Data**
 - Book Life (Years):**
 - Total Installed Cost (In—Service Year \$/kW):**
 - Direct Construction Cost (\$/kW):**
 - AFUDC Amount (\$/kW):**
 - Escalation (\$/kW):**
 - Fixed O&M (\$/kW—Yr):**
 - Variable O&M (\$/MWH):**
 - K Factor:**

Schedule 10
Status Report and Specifications of Proposed Directly Associated Transmission Lines

- (1) **Point of Origin and Termination:**
- (2) **Number of Lines:**
- (3) **Right-of-Way:**
- (4) **Line Length:**
- (5) **Voltage:**
- (6) **Anticipated Construction Timing:**
- (7) **Anticipated Capital Investment:**
- (8) **Substations:**
- (9) **Participation with Other Utilities:**

M E M O R A N D U M

February 28, 1997

TO: DIVISION OF APPEALS (MOORE)

FROM: DIVISION OF RESEARCH AND REGULATORY REVIEW (CUTTING) *jcc flv
CBW**

SUBJECT: REVISED STATEMENT OF ESTIMATED REGULATORY COST FOR DOCKET No. 960111-EU, PROPOSED RULES 25-17.085, 25-17.0851, AND 25-17.0852, FAC. TEN-YEAR SITE PLANS

SUMMARY OF THE RULE

Until 1995, ten-year site plans were submitted to the Department of Community Affairs (DCA) by all utilities with existing generating capacity of 250 MW (or greater) and by other utilities with planned facilities greater than a 50 MW capacity. Since 1995, plans have been submitted to the Florida Public Service Commission, pursuant to s. 186.801(1), F.S. The Commission is required to evaluate the plans and classify them as suitable or unsuitable. The Commission will also solicit and accept comments from affected agencies regarding the plans.

Proposed Rules 25-17.085, 25-17.0851, and 25-17.0852, FAC, would implement the statutory requirement for electric utilities to submit ten-year site plans to the Commission. The plans include information on future power needs and the locations of potential and preferred sites for proposed power plants. The proposed rules are based on the DCA ten-year site plan rules. Substantive modifications to those rules include, but are not limited to, the following:

1. deletion of the statutory purpose;
2. references to DCA are changed to the Commission;
3. deletion of the filing fee schedule;
4. specific Department of Environmental Protection requirements have been deleted; and
5. a change in the minimum filing criteria from 50 MW to 75 MW gross generating capacity.

In addition to the changes listed above, Form PSC/EAG 43 has been developed and

made part of the proposed rule. The reporting schedules that comprise Form PSC/EAG 43 specify the content and reporting format of data that was previously submitted to the Commission in response to informal data requests. Finally, specific language describing the data points regarding air and noise emissions and water resources for preferred sites has been included in the proposed rules.

ESTIMATED NUMBER AND DESCRIPTION OF INDIVIDUALS AND ENTITIES REQUIRED TO COMPLY

The number of utilities filing a plan can change from year to year due to a decision to construct new generating capacity. As previously stated, utilities with a minimum of 250 MW of existing generating capacity must file annually. Under the proposed rule, all other utilities must file a plan in the year the decision is made to construct at least 75 MW of new generating capacity or at least three years prior to application for certification, and every year thereafter until the facility becomes fully operational. As of April 1, 1996, 11 utilities had submitted ten-year site plans. Of these, 4 were investor owned electric utilities, 5 were municipal electric companies and 2 were rural electric cooperatives.

DIRECT COSTS TO THE AGENCY AND OTHER STATE OR LOCAL GOVERNMENT ENTITIES

Commission staff expects additional administrative costs for distributing plans to local, state, and federal agencies, and other interested parties, and for review of the comments provided by those parties. However, the inclusion of Form PSC/EAG 43 in the ten-year site plan rules should reduce staff effort to obtain additional data that was previously supplied via informal data requests to the utilities.

Some utilities have stated that they may seek confidential treatment for certain data required by the rules. The Commission may incur costs associated with the disposition of confidentiality claims and the treatment of the data.

To the extent that the required environmental and land use data can be obtained and verified from publicly available sources (e.g., United States Geological Survey, Water Management Districts, etc.), there should be minimal additional costs to other state and local governmental entities as a result of the proposed rules. These entities

will also continue to have the opportunity to provide input on the ten-year site plans to the Commission.

ESTIMATED TRANSACTIONAL COSTS TO INDIVIDUALS AND ENTITIES REQUIRED TO COMPLY

On January 15, 1997, a data request was sent to 54 utilities, including investor owned electric utilities, rural electric cooperatives, municipal electric utilities, the Florida Electric Cooperatives Association, and the Florida Municipal Electric Association. The same request was also forwarded to the state water management districts, affected state agencies, and interested parties. The data request provided an opportunity to file comments on the entire proposed rule; however, it focused on the following sections: Environmental and Land Use Information; Land and Environmental Features; and Air and Noise Emissions. The following analysis is based on the 13 responses to the data request, discussions with other Commission staff, and the revised Economic Impact Statement submitted by the Division of Research and Regulatory Review on February 12, 1996, in this docket. Summary responses will be addressed in turn.

In general, reporting utilities would experience some increased level of effort and cost in providing the data required by the proposed rules. However, nonreporting utilities would benefit from the increase in the minimum new generating facility size criteria from 50 MW to 75 MW. All utilities would benefit from the deletion of the annual filing fee required by the DCA rules. This fee ranged from \$150 to \$1,000 depending on the megawatt hours of energy sold annually. Streamlined communications with other state agencies through the Commission should also benefit reporting utilities by reducing the number and cost of providing responses to informal data requests.

RESPONSES OF INVESTOR OWNED UTILITIES

Florida Power Corporation (FPC)

FPC stated that the inclusion of the phrase "...a power plant alteration, or an addition resulting in an increase in generating capacity" to the definitions of "Potential Sites" and "Preferred Sites" (see 25-17.085 (4) and (5), FAC) increases the scope of the definitions and would cause FPC to produce environmental data which

otherwise would not have been required. Estimated costs to comply with this requirement today were not submitted, but FPC estimates that costs could accumulate to approximately \$500,000 or more, depending on future resource plans.

FPC has a similar concern in the Other Planning Assumptions and Information section of the rule. The proposed rule requires that a utility describe how any transmission constraints were modeled and explain the impacts on the ten-year site plan. FPC stated that a ten-year site plan is "primarily a demand and supply information submittal and does not include an assessment of transmission constraints (redispatch costs)." FPC also believes that future market conditions will change, thus calling into question the analytical value of a transmission constraint study that would annually cost several hundred thousand dollars to create. FPC believes that a general discussion of these issues is sufficient for the ten-year site plan.

Florida Power & Light Company (FP&L)

Much of the analysis required by the proposed rule is already performed by existing FP&L personnel. However, FP&L estimates it will require an additional 2.5 man days to comply with the additional requirements of the three proposed rule sections listed in the data request.

Gulf Power Company (Gulf Power)

Similar to FP&L, Gulf Power currently performs many of the analyses required by the proposed rules. However, Gulf Power estimates that it will incur additional costs with regard to the following items:

1. Production of a service area map would cost in excess of \$2,000 for the first year with minimal update costs in the future.
2. Schedules 3.1, 3.2 and 3.3 of proposed Form PSC/EAG 43 call for tabular displays of base case winter and summer peak demand (MW), and net energy load (GWH) in the reporting service area. In addition, forecast sensitivities for these three cases are also required by the proposed rules. Gulf Power does not currently perform forecast sensitivities on an annual basis. If a suitable proxy is not available in a particular year, Gulf Power estimates its costs in the range of \$5,000 to \$7,000 to perform the sensitivity tests.
3. Schedule 9 of proposed Form PSC/EAG 43 requires information to be

- submitted regarding proposed generating facilities. Gulf Power states that generic unit performance data is available but that if more specific data was required, additional costs would be incurred.
4. Given that Gulf Power does not typically study the transmission system in conjunction with its capacity resource needs, Gulf Power did not provide a dollar estimate for including in the plan a discussion of how transmission constraints were modeled and their impact on the plan. If something beyond including a discussion of the transmission system were required, Gulf Power would have to evaluate additional compliance costs.
 5. Gulf Power estimates that the cost to produce all of the information requested for a potential site would be \$28,800.
 6. Gulf Power estimates that the cost to produce all of the information requested for a preferred site would be \$75,600.
 7. The proposed rules require that the information listed in items 5 and 6 be resubmitted annually in the ten-year site plan. Costs would be incurred to revise and update this material.

Tampa Electric Company (TECO)

TECO states that there would be minimal additional costs to prepare and submit the information required in the following sections of the proposed rules: Description of Existing Facilities, Forecast of Electric Power Demand, Energy Consumption, Forecasting Methods and Procedures, Forecast of Facilities Requirements. However, TECO states that it would be "unduly burdensome and would result in additional direct costs" to prepare and submit the data required in the sections titled: Other Planning Assumptions and Information, Environmental and Land Use Information, Land and Environmental Features, and Air and Noise Emissions. In addition, TECO states that the information required in the latter three sections "may not be relevant for a review of a Ten-Year Site Plan."

If required to comply, TECO estimates that the cost to provide the proposed Environmental and Land Use Information, Land and Environmental Features, and Air and Noise Emissions for potential and preferred sites is as follows: existing site - \$10,000 to \$15,000; and new (green field) site - \$25,000 to \$40,000. The cost estimate for a new site assumes that a site selection study was conducted, thereby providing a substantial amount of the required information.

RESPONSES OF MUNICIPAL ELECTRIC COMPANIES

Gainesville Regional Utilities (GRU)

GRU states that the information requested by the proposed rule amendments is presently required in "notifications, reports, and applications for generation and transmission additions" and will result in "replication of reporting requirements, with additional attendant costs."

Jacksonville Electric Authority (JEA)

JEA states that there would be no additional cost to provide the Environmental, Environmental Features, and Air and Noise Emissions information. However, the additional cost to produce the Land Use and Land Features information would be approximately \$1,000 and require no more than two man days.

Lakeland Electric & Water (Lakeland)

Lakeland's estimate of the total additional cost for complying with the proposed rule changes is \$3,840.

City of Tallahassee (Tallahassee)

Tallahassee provided a data point by data point comparison between the estimated man hours required to comply with the current rules to the man hours required under each section of the proposed rules. The man hour rate used with the estimates was \$35.00 per hour. Tallahassee reported no cost to comply with either the current or proposed version of Rule 25-17.085 Ten Year Site Plan Definitions and Rule 25-17.0851 Submission and Review of the Ten-Year Site Plans.

With regard to Rule 25-17.0852 (section No. 1 Schedules) Tallahassee reported no difference in man hours (41.5) required between the current and proposed rules. However, with regard to the section titled Other Planning Assumptions and Information, Tallahassee estimated an additional 40 man hours (up from 31 to 71 hours) would be needed to comply with the proposed rules. The proposed data points for Environmental and Land Use Information on Potential New Generating Facilities were not part of the

existing rules, and Tallahassee estimates 8.5 man hours to comply with these new requirements. In addition, the Land and Environmental Features section consists of 15 separate data points of which none were part of the existing rules. Tallahassee estimates 32.5 man hours to prepare and submit this information. Finally, the Air and Noise Emissions data points are also new requirements. Tallahassee estimates 6.5 man hours to prepare and submit this data.

In summary, the total cost to comply with the existing rules is 72.5 man hours or \$2,538, and the total cost to comply with the proposed rules is 160 man hours or \$5,600.

RESPONSES OF RURAL ELECTRIC COOPERATIVES

The Florida Keys Electric Cooperative Association, Inc. and the West Florida Electric Cooperative both responded that they were exempt from the rules due to their small size or lack of ownership of generation or transmission facilities.

Seminole Electric Cooperative, Inc. responded that there would be no additional cost to provide Environmental and Land Use Information, Land and Environmental Features, and Air and Noise Emissions for a site which it intends (e.g., preferred site) to submit an application for certification with the Department of Environmental Protection (DEP). If the same information was required for all "Potential Sites," the cost of consulting services to compile and submit this information is estimated to be \$75,000 to \$125,000 per site.

IMPACT ON SMALL BUSINESS, SMALL CITIES, OR SMALL COUNTIES

No direct impact on small businesses is foreseen as none of the affected utilities qualify as a small business as defined in Section 288.703(1), Florida Statutes (1995). However, with regard to small cities or counties that currently own or contemplate construction of a generating facility, three potential impacts have been identified. First, small cities and counties would benefit from the change in the minimum filing requirement from 50 MW to 75 MW. Second, these same entities would benefit from the elimination of the filing fee. Third, these entities would incur the

costs necessary to comply with the new data requirements of the proposed rules.

REASONABLE ALTERNATIVE METHODS

Three utilities suggested alternatives to the proposed rules. In general, FPC believes that the data requirements for potential sites are "too burdensome and should be eliminated." FPC also suggests that the transmission information requirements be deleted and replaced with information in the "Available Transfer Capabilities" (ATC) posted by utilities on the OASIS¹ according to ATC calculation procedures approved by the Florida Reliability Coordinating Council (FRCC). Further, additional generation information and transmission reliability criteria required under Other Planning Assumptions and Information should be deleted and replaced with information that is currently filed with the Federal Energy Regulatory Commission as part of the FERC 715 filing made by the FRCC.

Gulf Power states that some of the environmental and land use information is beyond the scope of a ten-year site plan review and should be deleted because the information belongs within a DEP site permitting process.

Similar to Gulf Power's position, TECO's primary concern is that some of the environmental information should be part of a site certification filing.

JCC:tf/e-tenyr3.tnf

¹OASIS stands for Open Access Same-time Information System.