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September 27, 2002

VIA HAND DELIVERY

Blanca S. Bayo, Director  
Division of Commission Clerk and  
Administrative Services  
Florida Public Service Commission  
2540 Shumard Oak Blvd.  
Tallahassee, FL 32399-0800

COMMISSION  
CLERK

SEP 27 PM 3:34

RECEIVED FPSC

Re: Docket No. 020233-EI - Review of GridFlorida Regional Transmission  
Organization (RTO) Proposal.

Dear Ms. Bayo:

On behalf of JEA, please find enclosed an original and fifteen copies each of Randy J  
Boswell, Ted E. Hobson and John L. Seelke, Jr.'s testimony to be filed in the above-styled docket.  
Also attached is a copy of each to be stamped and returned to our office.

Should you have questions or need any additional information, please contact me.

Thank you for your assistance in this matter.

Very truly yours,

Suzanne Brownless  
Attorney for JEA

See the  
DOCUMENT NUMBER DATE  
10398 SEP 27 02  
FPSC-COMMISSION CLERK

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FPSC-COMMISSION CLERK FPSC-COMMISSION CLERK

DIRECT TESTIMONY OF RANDY J BOSWELL  
BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION  
ON BEHALF OF  
JEA  
DOCKET NO. 020233-EI

DOCUMENT NUMBER DATE

10396 SEP 27 8

FPSC-COMMISSION CLERK

1 **Q. WHAT IS YOUR NAME AND BUSINESS ADDRESS?**

2 A. My name is Randy J Boswell and my business address is JEA, 21 West Church  
3 Street, Jacksonville, Florida 32202-3139.

4 **Q. BY WHOM ARE YOU EMPLOYED AND WHAT IS YOUR POSITION?**

5 A. I am Vice President, Market Strategy for JEA.

6 **Q. WHAT ARE YOUR JOB DUTIES AS JEA'S VICE PRESIDENT,  
7 MARKET STRATEGY ?**

8 A. My responsibilities include corporate planning, rates, product development, brand  
9 management and corporate research. The planning aspects include generation,  
10 transmission and distribution.

11 **Q. WOULD YOU PLEASE DESCRIBE YOUR EDUCATION AND  
12 BACKGROUND?**

13 A. I received a Bachelor of Science degree in Electrical Engineering from Georgia  
14 Institute of Technology. I am a registered Professional Engineer in the State of  
15 Florida. I have worked in the electric utility industry for over 30 years.

16 **Q. WOULD YOU PLEASE PROVIDE A BRIEF HISTORY OF YOUR  
17 TRAINING AND EXPERIENCE IN THE ELECTRIC UTILITY  
18 INDUSTRY?**

19 A. I have over 30 years in numerous facets of the electric utility industry. I began  
20 my career on the "trouble desk" of a utility while in college. I started at JEA in  
21 1973 as an engineer in the planning department. I have held positions as engineer  
22 in the Transmission Engineering department, and as a manager in the Operations

1 Department and Production Department. My resume is attached as Exhibit \_\_\_\_\_  
2 (RJB-1).

3 **Q. ARE YOU A MEMBER OF ANY PROFESSIONAL ORGANIZATIONS?**

4 A. Yes. I am presently JEA's representative to the Florida Reliability Coordinating  
5 Council (FRCC) Engineering Committee. I have served as chair of the Florida  
6 Coordinating Group Operating Committee (the predecessor to the FRCC), chair  
7 of the Southeastern Electric Reliability Council (SERC) Operating Committee  
8 and as a SERC representative to the North American Electric Reliability Council  
9 (NERC) Operating Committee. I am currently a director of The Energy Authority  
10 (TEA), a wholesale power marketing organization created by three public power  
11 utilities in the Southeast.

12 **Q. HAVE YOU PREVIOUSLY TESTIFIED AS AN EXPERT WITNESS**  
13 **BEFORE REGULATORY AGENCIES AND IN JUDICIAL**  
14 **PROCEEDINGS?**

15 A. Yes. I have previously testified as an expert before the Florida Public Service  
16 Commission in Docket No. 001703-EM, In re: Petition for determination of need  
17 for power plant in Duval County by JEA and Docket No. 981890-EQ, In re:  
18 Generic investigation into the aggregate electric utility reserve margins planned  
19 for Peninsular Florida. Further, for several years I have sponsored JEA's Ten  
20 Year Site Plans at Commission planning workshops.

1 Q. AT THIS TIME I WOULD TENDER MR. BOSWELL AS AN EXPERT IN  
2 THE FIELD OF ELECTRIC UTILITY POWER SYSTEM PLANNING,  
3 OPERATIONS, MAINTENANCE AND GENERATION.

4 Q. WHAT IS THE PURPOSE OF YOUR TESTIMONY IN THIS DOCKET?

5 A. The purpose of my testimony today is to discuss the benefits and detriments to  
6 JEA's ratepayers of joining GridFlorida as a Participating Owner (PO).

7 Q. SINCE JEA IS A MUNICIPAL UTILITY EXEMPT FROM FERC  
8 JURISDICTION AND DOES NOT HAVE TO JOIN AN RTO OR ITP AT  
9 THIS TIME, WHY IS JEA INTERESTED IN JOINING SUCH AN  
10 ORGANIZATION?

11 A. JEA is an owner/operator of significant transmission assets and owns generating  
12 assets external to its physical transmission grid. In addition, JEA purchases and  
13 sells power at wholesale, both firm and non-firm, within and without Florida.  
14 JEA, though not FERC jurisdictional, has met all the requirements of FERC  
15 Orders 888 and 889, including offering open access tariff transmission service,  
16 posting its available transmission capacity on an OASIS site, and meeting all the  
17 scheduling requirements of NERC and FRCC.

18 In its Standard Electricity Market Design Notice of Proposed Rulemaking  
19 issued on July 31, 2002, FERC has stated its intention to require all FERC  
20 jurisdictional electric utilities to join a FERC approved RTO/ITP. These  
21 RTO/ITPs are likely to have market designs that penalize utilities that do not join.

1 In the long run we believe that FERC, through a combination of carrots and  
2 sticks, will be successful in bringing most non-jurisdictional electric utilities into  
3 RTO/ITPs. Like many jurisdictional utilities and many state commissions, JEA  
4 has decided that it is better to be actively involved in the process than to sit back  
5 and just take whatever unfolds. JEA believes that if RTO/ITPs are formed, then it  
6 makes sense for JEA to belong to a RTO/ITP.

7 Today there are two proposed RTOs that JEA could join: GridFlorida and  
8 SeTrans. The proposed SeTrans RTO would cover most of the states of Georgia,  
9 South Carolina, Alabama, Mississippi, Louisiana, and Arkansas, and small  
10 portions of Texas and Florida. Since JEA is adjacent to both of these proposed  
11 RTOs, JEA could join either one.

12 JEA believes that it makes sense for Peninsular Florida to be a separate  
13 RTO and JEA is physically within Peninsular Florida. JEA has a long history of  
14 participation in FRCC and its predecessor organizations and is very comfortable  
15 with the expertise and working relationships among utilities in Florida. JEA is  
16 subject to the Florida Public Service Commission's jurisdiction with regard to the  
17 enforcement of electric safety standards, power plant and transmission line siting  
18 and management of a coordinated, adequate electric power grid throughout the  
19 state of Florida. [Sections 403.501-.518 and 403.519, Florida Statutes; Sections  
20 403.52 -.5365, Florida Statutes; Sections 366.04(5) and 366.04(6), Florida

1 Statutes.] For these reasons, we believe it makes sense for JEA to belong to a  
2 Florida RTO.

3 **Q. WHAT ARE THE BENEFITS TO JEA OF JOINING GRIDFLORIDA?**

4 A. Since JEA is PSC jurisdictional relative to power plant and transmission line  
5 siting and certain other matters, there will likely be duplicative administrative  
6 costs to JEA if it joins SeTrans. In some areas (such as generation adequacy  
7 requirements, operating reserves, and security coordination) there are likely to be  
8 mismatches between SeTrans and GridFlorida requirements that will result in cost  
9 and operational complexity to JEA. In addition, the physics of the grid align  
10 better with JEA being in GridFlorida rather than SeTrans.

11 And finally, and most importantly, the reliability of Peninsular Florida is  
12 enhanced with JEA in GridFlorida.

13 **Q. WHAT ARE THE DETRIMENTS TO JEA OF JOINING GRIDFLORIDA**  
14 **AS IT IS CURRENTLY PROPOSED?**

15 A. The detriments to JEA of joining GridFlorida are twofold: decreased reliability  
16 and reduced revenues for JEA's owner/ratepayers. If the Commission does not  
17 hold to its position on CBM, there will be a significant adverse reliability impact  
18 on JEA, as testified to in greater detail by Mr. Hobson.

19 SeTrans proposes to use "through-and-out" revenues to fund lost short  
20 term wheeling revenues through at least the year 2012. Due to the configuration  
21 of the SeTrans RTO, it is expected that "through-and-out" revenues will be

1 adequate to cover JEA's lost net short term wheeling revenues. However, as  
2 explained by Mr. Seelke, GridFlorida's "through-and-out" revenues are not  
3 expected to generate enough money to make up JEA's lost net short term  
4 wheeling revenues. Through the SeTrans mitigation mechanism, the rate impact  
5 on JEA's ratepayers of joining a RTO will be lessened and rates stabilized. As  
6 Mr. Seelke will testify, JEA ratepayers will lose \$50 million over 5 years in short  
7 term revenues under the current GridFlorida proposal. In SeTrans, where JEA is  
8 a sponsor, the adverse reliability and revenue impacts on JEA's ratepayers are  
9 projected to be much less severe.

10 **Q. IF JEA IS NOT SUCCESSFUL IN SECURING ACCEPTABLE SHORT**  
11 **TERM WHEELING REVENUE MITIGATION AND IN INCLUDING**  
12 **CBM IN THE CALCULATION OF ATC, IS IT LIKELY TO JOIN**  
13 **GRIDFLORIDA?**

14 A. No.

15 **Q. IF JEA DOES NOT JOIN GRIDFLORIDA, WHAT OPTIONS ARE**  
16 **AVAILABLE TO IT?**

17 A. Join SeTrans or forego joining any RTO.

18 **Q. IF JEA DOES NOT JOIN GRIDFLORIDA WHAT WOULD THE IMPACT**  
19 **BE ON JEA'S CUSTOMERS?**

20 A. The impact on JEA's customers will vary depending on whether JEA joins  
21 SeTrans or opts not to join any RTO. As a sponsor of SeTrans, JEA has



1 participated in development of the documents establishing the SeTrans approach  
2 to the issues that JEA has raised in this docket. The SeTrans treatments of CBM  
3 and short term wheeling revenues meet JEA's requirements. Accordingly, if JEA  
4 were to join SeTrans the cost of RTO participation will be substantially lower  
5 than is the case should JEA join GridFlorida. The installed capacity requirements  
6 of SeTrans, coupled with the conversion of physical transmission rights to  
7 financial transmission rights, will ensure an adequate level of reserves for JEA's  
8 ratepayers. The administrative burden to JEA of establishing new security  
9 coordination within SeTrans and the coordination of Florida Public Service  
10 Commission jurisdictional issues and FRCC reliability issues are unlikely to  
11 significantly impact customer rates. Further, the SeTrans grid maintenance fee is  
12 expected to be substantially less than the grid maintenance fee expected for  
13 GridFlorida.

14 If JEA opts NOT to join any RTO in the near term there would be no rate  
15 increase to JEA's customers required to recover RTO fees or to mitigate the loss  
16 of short term wheeling revenues. However, in the longer term JEA could be  
17 subject to penalty rates for access to either the SeTrans or GridFlorida grids. We  
18 have not quantified this impact, but it could be substantial. Likewise, should JEA  
19 seek relief at FERC for any claims resulting from either SeTrans' or  
20 GridFlorida's treatment of JEA under either RTOs' tariffs, it is unlikely that JEA

1 would receive the same treatment as a participating owner. The outcome of such  
2 a situation is unclear.

3 There may also be a reduction in reliability of service to JEA's customers  
4 should JEA not join a RTO due to forces beyond JEA's control. Whether, and  
5 how, the plans of JEA would be integrated into the reliability plans of an adjacent  
6 RTO is also unclear. The effect of numerous implementation decisions by  
7 adjacent RTOs on JEA could easily be detrimental, as RTOs establish policies  
8 and practices affecting Reserve Sharing Pools, loop flows, allocation of the  
9 benefits of facility additions, outage scheduling of generation and transmission,  
10 and so forth. For all of these reasons, the option to forego joining any RTO may  
11 simply not be viable for JEA under developing FERC policy.

12 **Q. IF JEA DOES NOT JOIN GRIDFLORIDA WHAT WOULD THE IMPACT**  
13 **BE ON THE STATE'S OTHER RATEPAYERS?**

14 A. Their rates will increase and the reliability of the Peninsular Florida grid will be  
15 diminished.

16 **Q. IF JEA ELECTS TO JOIN SETRANS, WHAT TYPES OF OPERATIONAL**  
17 **CHANGES WOULD BE NECESSARY?**

18 A. JEA would probably initiate action to transfer the JEA Control Area from FRCC  
19 to SERC. The security coordination function would have to be resolved across the  
20 Florida/Georgia regional boundary. JEA's transmission data would be posted on  
21 the SeTrans OASIS site.

1       **Q.    IF JEA CHOOSES TO JOIN A RTO/ITP, DOES JEA HAVE A**  
2       **PREFERENCE BETWEEN SETRANS AND GRIDFLORIDA?**

3       A    Yes, all other things being equal, JEA would prefer to join GridFlorida and to  
4       remain in the FRCC, continuing its long and successful working  
5       relationship with its fellow Florida utilities and independent power producers.

6       **Q.    WHEN DOES JEA EXPECT TO MAKE A FINAL DECISION**  
7       **REGARDING JOINING ANY RTO/ITP?**

8       A.    JEA will decide whether to become a participating transmission owner in  
9       GridFlorida or SeTrans when final approval for these RTOs has been obtained.

10      **Q.    JEA HAS STATED THAT IT WOULD LIKE TO BE A CO-APPLICANT**  
11      **IN THE GRIDFLORIDA PROPOSAL. WHAT ARE THE ADVANTAGES**  
12      **TO JEA OF BECOMING A CO-APPLICANT?**

13      A.    As a Co-Applicant, JEA would have the opportunity to have timely input  
14      into the development of the details of GridFlorida's market design and other  
15      procedural matters. JEA believes that its participation as a Co-Applicant in the  
16      GridFlorida proposal would broaden the scope of the proposal by including the  
17      perspective of a municipally owned utility with significant transmission assets  
18      along with that of investor-owned utilities and thereby increase the likelihood of  
19      the proposal's approval by FERC.

1       **Q.     DOES THIS CONCLUDE YOUR TESTIMONY?**

2       A.     Yes.

3       c: 3678/final

**RANDY J. BOSWELL**  
**21 W. Church St.**  
**Jacksonville, Florida 32202**

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**WORK HISTORY**

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***JEA (FORMERLY JACKSONVILLE ELECTRIC AUTHORITY)***

1973 – Present

**Vice President – Market Strategy**

2001 – Present

Responsible for Corporate Planning related to electric/water/wastewater including expansion of all physical facilities. Also responsible for firm power supply, wholesale and retail rates, corporate research and brand management.

**Vice President - Production Services**

1995 – 2001

Managed the generation expansion planning for JEA. Managed the wholesale full and partial requirements power supply contracts for JEA, including contract negotiations and contract administration.

Management of fuel procurement for 2700 MW system.

**Director System Operations**

1988 – 1995

In addition to the duties listed under Division Chief of Energy Dispatch, managed the maintenance activities of all JEA substations, and managed the emergency response crews for the distribution system. Further responsible for and coordination of the total company emergency response plans.

**Division Chief of Energy Dispatch**

1980 – 1988

Managed the 24-hour control center for JEA, with craft and engineering staff of approximately 40 personnel. Responsible for the monitoring and control of JEA's transmission and distribution system. Managed the economic dispatch function for JEA generation and first implemented a digital unit commitment program. Oversaw participation in the Florida Energy Broker, represented JEA to state and regional reliability counsels, administered inter-utility interchange agreements. Participated in contract negotiations, resulting in the jointly-owned 500 KV intertie between Florida and Georgia, the jointly-owned two-unit coal-fired St. Johns

River Power Park, the JEA Coal-by-Wire purchases from Southern Companies and other contracts.

**Engineer, P.E. - System Planning Division**

1978 - 1980

Performed short-term operational planning studies in support of system operations

Developed reliability criteria and operating guides for operating personnel.

**Engineer - Transmission & Substation Engineering Division**

1973 - 1978

Performed protective relay engineering and design

**GEORGIA POWER COMPANY**

1971 - 1973

Trouble Clerk

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**EDUCATION**

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Graduate Course Work - University of North Florida - 1997- 1999

Certified as a Registered Professional Engineer in the State of Florida - July 1978

Bachelor of Electrical Engineering Degree, Georgia Institute of Technology - August 1973

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**PERSONAL ACCOMPLISHMENTS**

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Board of Directors - The Energy Authority

Past Chairman Florida Coordinating Group - Operating Committee

Past Chairman Southeastern Electric Reliability Council -Operating Committee

Past SERC Representative to NERC Operating Committee

Current FRCC Engineering Committee representative

**CERTIFICATE OF SERVICE**

I HEREBY CERTIFY that a true and correct copy of the foregoing has been furnished by U.S. Mail to all parties listed below and also by (\*) Hand-Delivery , (\*\*) E-mail or (\*\*\*)Overnight courier as indicated on this 27<sup>th</sup> day of September, 2002.

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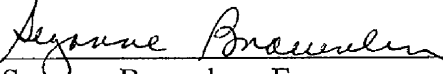
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