State of Florida



Public Service Commission

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COMMISSION CLERK

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July 30, 2008

TO:

Rosanne Gervasi, Senior Attorney, Office of the General Counsel

FROM:

William F. Coston, Operations Review Specialist, Division of Regulatory

Compliance\

RE:

080438-EI - Request for confidential classification of portions of staff's Review of

Fuel Procurement Hedging Practices of Florida's Investor-Owned Electric Utilities

by Florida Power and Light Company.

Document: 05192-08

Attached is a June 18, 2008 request (document 05192-08) from FPL counsel, John Butler. This document includes the company's request for Specified Confidential Classification on portions of staff's Review of Fuel Procurement Hedging Practices of Florida's Investor-Owned Electric Utilities. The company cites §366.0963(3)(d), F.S.—which address contractual data—as the basis for the request.

Staff has reviewed this request and believes that the specified information is covered by §366.0963(3)(d), F.S. Staff recommends the approval of FPL's Request for Confidential Classification on portions of staff's Review of Fuel Procurement Hedging Practices of Florida's Investor-Owned Electric Utilities.

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FPSC-COMMISSION CLERK



John T. Butler
Senior Attorney
Florida Power & Light Company
700 Universe Boulevard
Juno Beach, FL 33408-0420
(561) 304-5639
(561) 691-7135 (Facsimile)
E-mail: john_butler@fpl.com

June 18, 2008

RECEIVED-FPSC 08 JUN 18 PH 4:11

-VIA HAND DELIVERY -

Ms. Ann Cole Commission Clerk Florida Public Service Commission 2540 Shumard Oak Blvd. Tallahassee, FL 32399-0850

Re: Docket No. 080009-BI OT

Dear Ms. Cole:

I am enclosing for filing in the above docket the original and seven (7) copies of Florida Power & Light Company's Request for Confidential Classification of Section 3.0 of "Review of the Fuel Procurement Hedging Practices of Florida's Investor-Owned Utilities," together with a diskette containing the electronic version of same. The enclosed diskette is HD density, the operating system is Windows XP, and the word processing software is Word. Pursuant to Rule 25-22.006, F.A.C., I am also enclosing one highlighted and two redacted copies of the confidential documents that are the subject of this request.

If there are any questions regarding this transmittal, please contact me at 561-304-5639.

1+Diskette

Sincerely,

John T. Butler

Enclosure

cc: Counsel for parties of record (w/encl.)

records

DOCUMENT NUMBER-DATE

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FPSC-COMMISSION CLERK

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Fuel and Purchased Power)	DOCKET NO. 080000-BI OT
Cost Recovery Clause and Generating)	
Performance Incentive Factor)	FILED: June 18, 2008
)	

REQUEST FOR CONFIDENTIAL CLASSIFICATION OF SECTION 3.0 OF THE "REVIEW OF FUEL PROCUREMENT HEDGING PRACTICES OF FLORIDA'S INVESTOR-OWNED UTILITIES"

Pursuant to Section 366.093, Florida Statutes, and Rule 25-22.006(3), Florida Administrative Code, Florida Power & Light Company ("FPL") requests confidential classification of certain information provided to the Florida Public Service Commission ("FPSC" or "Commission") staff ("Staff") in connection with Section 3.0 of the "Review of Fuel Procurement Hedging Practices of Florida's Investor-Owned Electric Utilities," No. PA-07-11-007 (the "FPL Hedging Review") in this docket. In support of its Request, FPL states as follows:

- 1. By letter dated June 4, 2008, Staff transmitted a draft of the FPL Hedging Review to FPL and indicated its intent to publish the FPL Hedging Review. Pursuant to Rule 25-22.006(3)(a), FPL was given 21 days from the date of that letter, or until June 26, 2008, to file a formal request for confidential classification with respect to the FPL Hedging Review. This Request is intended to request confidential classification of the confidential portions of the FPL Hedging Review consistent with Rule 25-22.006(3)(a).
 - 2. The following exhibits are included with and made a part of this request:
- a. Exhibit A consists of a copy of the FPL Hedging Review, on which all information that FPL asserts is entitled to confidential treatment has been highlighted. Exhibit A is submitted separately in a sealed folder marked "CONFIDENTIAL."

DOCUMENT NUMBER-DATE

- b. Exhibit B consists of an edited version of Exhibit A on which all information FPL asserts is entitled to confidential treatment has been redacted.
- c. Exhibit C is a table containing a line-by-line and page-by-page identification of the information for which confidential classification is sought, and, with regard to each document or portions thereof, references to the specific statutory basis or bases for the claim of confidentiality and to the affidavits in support of the requested classification.
 - d. Exhibit D is comprised of the affidavit of Gerard J. Yupp.
- 3. FPL seeks confidential protection for the information highlighted in Exhibit A. The highlighted information is proprietary confidential business information within the meaning of Section 366.093(3). The information is intended to be, and has been, treated by FPL as confidential.
- 4. Pursuant to Section 366.093, the information highlighted in Exhibit A is entitled to confidential treatment and is exempt from the disclosure provisions of the public records law. Thus, once the Commission determines that the information in question is proprietary confidential business information, the Commission is not required to engage in any further analysis or review, such as weighing the harm of disclosure against the public interest in access to the information.
- 5. The statutory bases for FPL's assertion of confidentiality with regard to each document or portion thereof are set forth in Exhibit C under the column titled "FLORIDA STATUTE 366.093(3)." The letters in that column refer to the subsection(s) of Section 366.093(3) that provide justification for FPL's request. Further support for FPL's request for confidential classification of the referenced information is provided through the affidavit that is included as Exhibit D to this Request.

6. Upon a finding by the Commission that the information highlighted in Exhibit A, and referenced in Exhibit C, is proprietary confidential business information, the information should not be declassified for a period of at least eighteen (18) months and should be returned to FPL as soon as the information is no longer necessary for the Commission to conduct its business. See § 366.093(4).

WHEREFORE, for the foregoing reasons, Florida Power & Light Company respectfully requests that this Request be granted.

Respectfully submitted,

R. Wade Litchfield, Esq.
Associate General Counsel
John T. Butler, Esq.
Senior Attorney
Law Department
Florida Power & Light Company
700 Universe Blvd.
Juno Beach, Florida 33408-0420

Telephone: 561-5639 Fax: 561-691-7135

By:

John 7. Butler

Fla./Bar No. 283479

CERTIFICATE OF SERVICE Docket No. 080001-EI

I HEREBY CERTIFY that a true and correct copy of the foregoing Request for Confidential Classification Section 3.0 of the "Review of Fuel Procurement Hedging Practices of Florida's Investor-Owned Electric Utilities" (*) has been furnished by hand delivery (**) or U.S. Mail on this 18th day of June 2008, to the following:

Lisa Bennett, Esq.* *
Division of Legal Services
Florida Public Service Commission
2540 Shamed Oak Blvd.
Tallahassee, Florida 32399-0850

Lee L. Willis, Esq.
James D. Beasley, Esq.
Causley & McMullen
Attorneys for Tampa Electric
P.O. Box 391
Tallahassee, Florida 32302

John W. Charter, Jr., Esq. Charter Reeves Attorneys for FIPUG 400 North Tampa Street, Suite 2450 Tampa, Florida 33602

Jeffrey A. Stone, Esq. Russell A. Bidders, Esq. Begs & Lane Attorneys for Gulf Power P.O. Box 12950 Pensacola, Florida 32576-2950

James W. Brew Brickfield, Burchett, Ritz & Stone, P.C. 1025 Thomas Jefferson Street, NW, Eighth, West Tower Washington, DC 20007-5201

J. R. Kelly, Esq.
Steve Burgess, Esq.
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Tallahassee, Florida 32399

John T. Burnett, Esq. Progress Energy Service Company, LLC P.O. Box 14042 St. Petersburg, Florida 33733-4042

Norman H. Horton, Jr., Esq. Floyd R. Self, Esq. Messer, Camarillo & Self Attorneys for FPUC P.O. Box 1876 Tallahassee, Florida 32302-1876

Michael B. Toomey, Esq. Attorney for AARP Post Office Box 5256 Tallahassee, Florida 32314-5256

* The exhibits to this Request are not included with the service copies, but copies of Exhibits B, C and D are available upon request.

Exhibit A

CONFIDENTIAL DOCUMENTS

(SUBMITTED SEPARATELY)

STATE OF FLORIDA

COMMISSIONERS:
MATTHEW M. CARTER II, CHAIRMAN
LISA POLAK EDGAR
KATRINA J. MCMURRIAN
NANCY ARGENZIANO
NATHAN A. SKOP



OFFICE OF COMMISSION CLERK
ANN COLE
COMMISSION CLERK
(850) 413-6770

Public Service Commission

ACKNOWLEDGEMENT

DATE: June 18, 2008

TO: John T. Butler, Florida Power & Light Company

FROM: Ruth Nettles, Office of Commission Clerk

RE: Acknowledgement of Receipt of Confidential Filing

This will acknowledge receipt of a CONFIDENTIAL DOCUMENT filed in Docket Number 080000 or, if filed in an undocketed matter, concerning certain information provided to PSC Staff in connection with Section 3.0 of the "Review of Fuel Procurement Hedging Practices of Florida's Investor-owned Electric Utilities," No. PA-07-11-007, and filed on behalf of Florida Power & Light Company. The document will be maintained in locked storage.

If you have any questions regarding this document, please contact Marguerite Lockard, ⊖ ≘
Deputy Clerk, at (850) 413-6770. ≘ ≪

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Exhibit B



REDACTED DOCUMENTS

ORR J

DOCUMENT NUMBER-DATE OS 194 JUN 188

FPSC-COMMISSION CLERN



3.0 Florida Power & Light Company

3.1 Fuel Procurement

2

What types of fuel does the company purchase for its generation fleet?

Florida Power & Light's (FP&L) generation fleet is comprised of a combination of natural gas, fuel oil, coal, and nuclear generation. In 2007, approximately 60 percent of its fuel consumption was natural gas. In 2008, the company expects this to increase to upwards of 70 percent. In 2007, approximately 10 percent of its consumption was fuel oil, and the company believes that use of fuel oil will decrease in coming years.

7 FP&L is one of the largest purchasers of natural gas in the United States. In 2007, the company forecasted its natural gas consumption at over 436,000,000 MMBtu. Because a large majority of the company's natural gas generation is base load, the company secures between percent of its natural gas under long-term supply contracts. These contracts are negotiated for up to three years in terms with the company paying market price at delivery. FP&L also 12 initiates fuel oil contracts for up to one year in term. As with natural gas, these contracts are 13 negotiated for supply, and the company will pay the market index price at delivery. 14 remaining fuel supply is purchased on a short-term basis at a daily price index. The company's 15 Wholesale Fuel Group monitors the daily generation forecasts and determines the necessary fuel It amount to purchase for the upcoming day.

FP&L does not have in place any physical, fixed price, long-term contracts for fuel oil or 18 natural gas. The company recognizes that, due to the price volatility of these fuels, producers are 19 less willing to enter into this type of contract. The company has been in discussions with 20 producers and suppliers about the prospects of initiating fixed-price physical contracts and 21 believes that the opportunity may be of value in future procurement decisions. However, 22 management does not believe it would be able to secure a majority of the company's fuel under 23 fixed price contracts.

How does the company structure its Fuel Procurement Organization?

Florida Power & Light's fuel procurement functions are handled within its Energy Marketing and Trading (EMT) group. The Vice President of the EMT group reports directly to 27 the FP&L president. This group has five units:

- 28 Project Development
- Power and Fuel Origination 29
- Wholesale Operations 30
 - Risk Analytics

31

Financial Trading Desk 32

The Financial Trading unit is responsible for all financial hedges related to fuel procurement.



The company also has a separate Risk Management section within the EMT division that is charged with ensuring that the executions of trades are followed and adequate controls are in place for each procurement program. The Vice President of Trading and Risk Management reports directly to the Chief Financial Officer of FP&L Group with an indirect reporting line to the FP&L President as to hedging strategies. This group monitors all the company's trading activities for accuracy. For fuel procurement, the Director of Trading Risk Management oversees the team that directly monitors and evaluates trading transactions.

What is the company's goal in using financial derivatives when purchasing fuel?

Florida Power & Light's hedging strategy and goals are to achieve fuel price stability, potential fuel cost minimization, and asset optimization. The company believes it can best meet 12 these goals by implementing a standardized, management-approved program of financial 13 hedging instruments to lock-in natural gas and fuel oil purchase prices. The company establishes 14 astrategy that sets pre-determined hedge price and volume targets which are intended to ensure 15 that a percentage of its fuel costs will fall within its established tolerance.

How does the company separate its fuel procurement responsibilities for its 17 regulated and non-regulated entities?

As stated, Florida Power & Light's fuel procurement activities are housed within its 19 Energy Marketing and Trading division. This group only handles regulated fuel procurement for 20 the utility. An FP&L Group subsidiary, FP&L Energy Power and Marketing, Inc. handles non-21 regulated fuel procurement and energy trading functions. The Energy Marketing and Trading 33-Group and Power and Marketing, Inc. do not directly interact and do not share office or trading 23 staff.

2년 3.2 Hedging Strategy

26 What is the company's current and historical management philosophy and 26 strategy toward fuel procurement hedging activities?

FP&L believes that hedging is effective for accomplishing the goal of reducing price volatility. Since the issuance of the Commission's Hedging Order in 2002, FP&L has executed both physical and financial hedges for natural gas and fuel oil as part of its hedging program. However, FP&L believes that financial hedging offers several distinct advantages over physical hedging. Given the size of FP&L's hedging requirements, financial hedging offers more creditavorthy counterparties, additional liquidity, and the reduction of supply risk.

In January 2008, FP&L filed a petition with the Commission proposing an alternative to 34 FP&L's hedging program. The proposal is a volatility mitigation mechanism (VMM) that 35 involves collecting FP&L's under recoveries of fuel costs over two years, instead the current practice of one year. This plan would eliminate its currently hedging program.

FP&L further suggests an alternative to its current hedging approach if the Commission were to deny approval of the VMM. This option is the approval of a set of general and specific hedging guidelines set forth by FP&L. The purpose of the guidelines would be to provide assurance to FP&L that the Commission recognizes the purpose of hedging and the potential for lost saving. The decision on this petition is not scheduled until after the conclusion of this review.

7 Does the company employ adequate policies and procedures for its fuel 3 procurement hedging program?

FP&L's hedging program is supported by detailed policies and procedures that provide to the structure, operating practices, and restrictions for the FP&L staff responsible for the 11 execution of hedging transactions. Numerous procedures control the company's hedging 12 program. The following key documents establishing the everyday practices and procedures 13 necessary to promote efficient and accurate processing of hedging transactions:

◆ FP&L Group, Inc., Energy Trading and Risk Management Policy

♦ Energy Marketing & Trading, Trading and Risk Management Procedures Manual

♦ Planned Position Strategy

15

The Energy Trading and Risk Management Policy is a corporate document that describes 18 the business activities for both the FP&L. The document defines the structure, objectives, and 19 policies and procedures to be followed by FP&L's financial trading group responsible for 20 executing hedge transactions. Additionally, the document addresses credit risk management, 21 including appropriate creditworthiness review and credit monitoring processes, and Board of 20 Directors' responsibilities.

The EMT Trading and Risk Management Procedures Manual supplements the FP&L Group Energy Trading and Risk Management Policy. The EMT Trading and Risk Management 25 Procedures Manual provides specific details to ensure the processing of hodging transactions is 20 efficient and accurate. Included in the document are processes for counterparty request and evaluation, deal validation and verification, margining, accounting for financial derivatives, and 28 trader's Standards of Conduct.

FP&L's Planned Position Strategy establishes the price limits and the hedge percentage targets for both natural gas and fuel oil. The strategy is prepared annually and can be modified if changes in market conditions are sufficient to warrant a change to FP&L's hedging strategies. The Planned Position Strategy, and any modifications, requires the approval of the President of FP&L; any transactions outside of the strategy require approval of the President or, in his absence, the CFO of the FP&L Group.

Audit staff believes that FP&L's policies and procedures provide appropriate detail and a clear understanding of the responsibilities and expectations surrounding the company's hedging program. Through the documents described above, FP&L has provided a clear understanding of the responsibilities and expectations surrounding the company's hedging program. In short,

FP&L has provided its EMT group with well-established rules to support the execution and management of financial hedges.

What are the types of financial instruments used by the company?

As previously mentioned, the gas and oil markets fluctuated significantly over the period 2003 through 2007. A number of financial instruments can be employed to achieve hedging objectives. While there is no fundamentally optimal mix of financial instruments, the determination of the appropriate financial instruments should reflect the management's risk profile in terms of its desire to avoid rate spikes and willingness to forgo the possibility of lower prices to obtain that protection.

During the period covered in this review, FP&L employed a mix of financial fixed price 10 11 swaps and options for both natural gas and fuel oil to manage fuel price volatility. As stated by 12 FP&L management and the company's policies and procedures, FP&L will not hedge more fuel 13 than forecasted to meet customer demand. FP&L further contends that its basic approach to 14 hedging has not changed significantly over time. While the financial instruments used vary from 15 year to year, the approach taken and the intent behind the program have been consistent from inception.

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		2003-2007			
		NASSET		TO THE OWNER OF THE OWNER.	
Swaps		Maturalyzasa	Anna San Cara Sana		
Call Options					
Collar Options					
	100%	100%	100%	100%	100%
í Total			THE PERSON NAMED AND POST OF THE PERSON NAMED AND ADDRESS OF T		
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Exhibit 4 depicts a historical percentage breakdown of the various types of financial 27 hedging instruments used by FP&L to reduce price uncertainty for both natural gas and fuel oil. 28 FP&L has used a combination of financial swaps and calls when implementing its hedging 24 strategy. As shown in Exhibit 4, from 2003 to 2007 between percent and percent of 30 FP&L's natural gas hedging portfolio consisted of financial swaps, whereas the use of call 3 l options ranged from percent to percent. Natural gas hedging activity for 2007 32 incorporated the use of collar options to offset call option premium requirements.

For fuel oil, FP&L primarily relied on the use of financial swaps to lock-in some measure of price certainty. From 2003 to 2007, FP&L hedged percent to percent of its fuel oil through the use of financial swaps. In 2007, FP&L incorporated call options and collar options to minimize risk as a result of increased price volatility in the fuel oil market.

Although 2008 data was not included in this review, FP&L has indicated that options are not part of the company's 2008 natural gas and fuel oil hedging planned strategy. Options provide protection against price moves because owners of options contracts are not obligated to buy the underlying contract. However, for this added protection, the option buyer must pay a premium to the option seller.

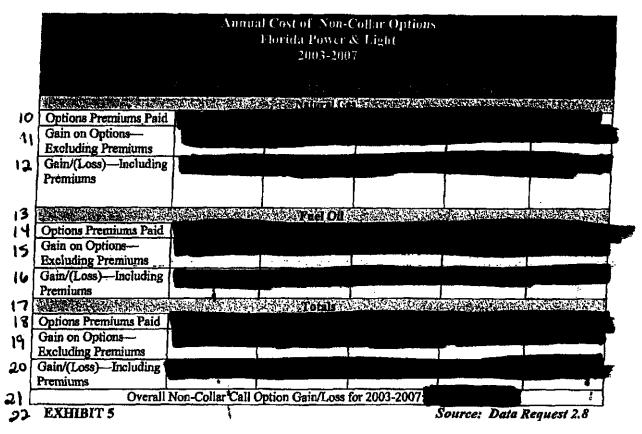


Exhibit 5 shows FP&L's annual cost of non-collar call options for each year 2003 through 2007. The calculation of an option's gain or loss includes two components: the impact of the option premium and the settlement value. The value of each component is calculated and they are added together to determine the net gain or loss of a particular transaction. Over the five year period, the purchase of non-collar call options resulted in a net loss of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years. FP&L's purchase of non-collar call options netted losses of over the five years.

to unfavorable prices in the natural gas market. As a result, the loss in 2006 was all pincurred in premium payments.

FP&L implemented collar hedges as part of its hedging program in 2007. These were not 4 costless collars in that FP&L bought at-the-money calls and sold out-of-the-money puts. In 5 addition, the fuel markets were biased towards a higher premium for calls rather than puts. Lexhibit 6 summarizes the premiums for both 2007 oil and gas collar-options. Overall, the net 7 impact of collar options resulted in a loss of overall the negative premiums for calls 8 represent premiums paid out to purchase calls. Positive revenue shown for puts represent premiums received for puts sold.

		2007 Collar-Options
		Florida Power & Light
10		Principal Company of the Company of
11	Calls Gain/(Loss)	
12	Puts Gain/(Loss)	
13	Total	
14	EXHIBIT 6	Source: Data Request 2.10

15 What are the company's targets and threshold limits for its financial hedging 16 program?

All of FP&L's hedging transactions are executed under the guidance of the corporate 18 Planned Position Strategy. As previously stated, the purpose of the Planned Position Strategy is 19 to establish the hedging percentage targets and price limits for both natural gas and fuel oil. 20 FP&L's Risk Management group (middle office) is responsible for monitoring and reviewing the 21 traders' (front office) compliance with the Planned Position Strategy hedge targets, price limits, and timing of hedge activities.

FP&L considers the following factors when establishing its Planned Position Strategy:

Projections for future burns

Forward curves for gas and oil

Anticipated market volatilities of gas and oil prices

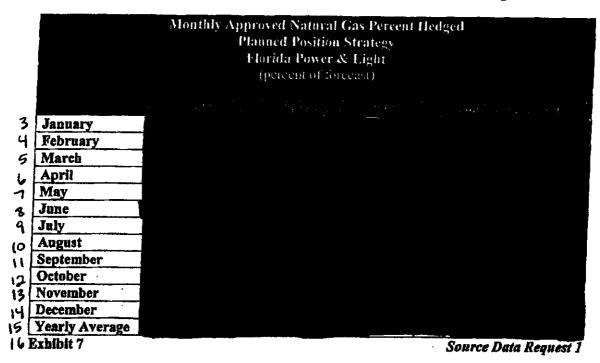
Execution costs — bid/offer ranges and option costs

Liquidity in gas and fuel oil markets

Credit margin requirements — counterparty performance

FP&L management states that the company will not hedge more fuel than forecasted to meet customer demand. Additionally, hedges are placed on a calendar year basis. Beginning in the each year, hedges are placed for the upcoming calendar year. For example, 2008 hedges were entered into beginning in 2007. FP&L uses outside tracking systems such as the NYMEX and ICE to monitor future markets and determine the current trading ranges for each

commodity. This allows the company the ability to negotiate over the counter purchases with its counterparties that are in line with current prices offered on the NYMEX exchange floor.



. *	Monthly Approved Fuel Oil Percent Hedged Planned Position Strategy Florida Power & Light (percent of forecast)									
										(4.7).
17	January									
18	February									
19	March									
20	April									
21	May									
22	June									
23	July									
24	August									
25	September									\$
עַכ	October	}								
21	November	ĺ								1
28	December									
21	Yearly Average									
<i>3</i> 0	Exhibit 8	- <u>.</u>						Sou	rce: Data R	equest 1

Exhibits 7 and 8 depict the monthly hedging percentage targets of FP&L's forecasted 2 fuel burns for both natural gas and fuel oil as defined in its Planned Position Strategy documents 3 for the years 2003 through 2007. For both natural gas and fuel oil, the hedging percentage 4 targets increased, on average, each year 2003 through 2007. The yearly increases over the past 6 five years reflect FP&L's desire to avoid future price spikes. However, FP&L has informed 6 audit staff that for the year 2008, FP&L's goal is to hedge the percent of forecasted natural gas 7 and fuel oil burns. Because of the significant swings in actual fuel burns that can result from 8 movements in fuel prices, the company has lowered its 2008 hedging goals to reduce the need 9 for rebalancing and risk of being over hedged at actual burns.

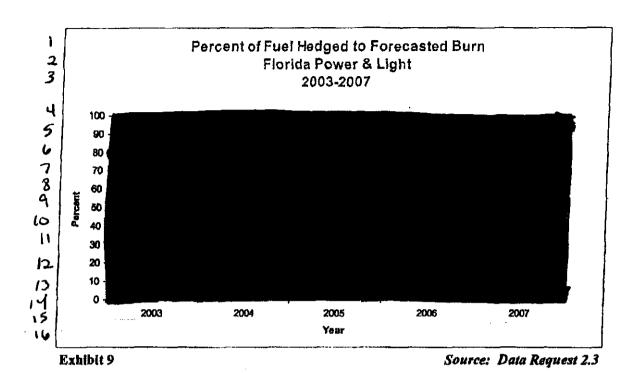
10 Has the company's fuel procurement hedging program operated in a manner 11 that is non-speculative?

FP&L stated that it does not engage in speculative fuel hedging strategies aimed at 3 guessing the market in the hopes of potentially returning fuel savings to customers. Instead, 14 FP&L engages in hedging strategies aimed at reducing fuel price volatility. FP&L agrees with 15 the description of "speculative" as defined in the Commission's Hedging Order which states: 14 "speculative refers to physically and/or financially purchasing more of a commodity than one 17 [purchases or] owns." FP&L further narrowed the definition by adding that speculative fuel 18 trading involves executing transactions with the intent of profiting from an anticipated movement 19 in fuel prices.

Audit staff believes that FP&L has developed and operates its hedging strategy in a non-31 speculative manner. The company establishes monthly and annual hedging goals that are less 32 than its forecast fuel consumption.

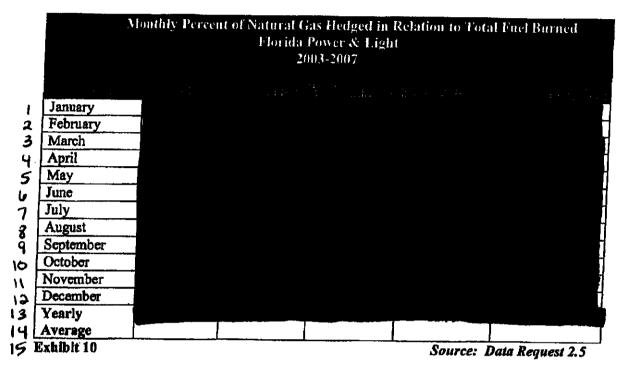
23 What volume of each fuel type has been hedged for the period 2003-2007?

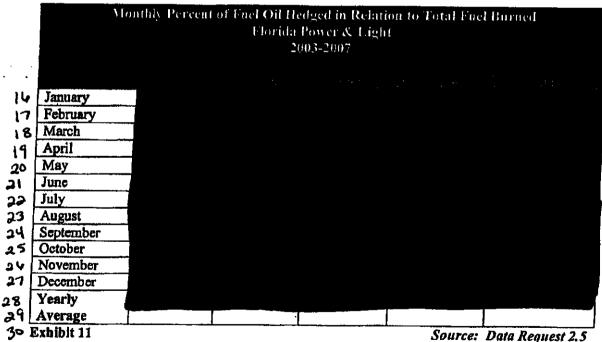
The Commission's Hedging Order allows for each utility to determine the appropriate selevel of hedging while allowing the Commission to retain the discretion to evaluate the prudence of such program. Exhibit 9 trends FP&L's annual percentage of fuel hedged in relation to the company's forecasted fuel burn volumes for each year 2003 through 2007. The percentages were calculated by dividing FP&L's actual hedge volumes by FP&L's estimated volume requirements from its annual fuel filing. The percentages reflect the combination of hedges placed for both natural gas and fuel oil. For 2003, the exhibit shows only ercent of FP&L's fuel demand being hedged since its hedging program was not fully implemented at this point in time.



Exhibits 10 and 11 depict the monthly and annual percent of fuel hedged by FP&L in relation to the total fuel burn for each year 2003 through 2007. The goal of FP&L's traders is to stay within a tolerance band (e.g., plus or minus 5 percent) of the monthly percentage hedging targets set forth in FP&L's management approved *Planned Position Strategy*. If FP&L realizes that its natural gas or fuel oil needs are going to be lower than anticipated when financial hedges are initiated, FP&L will "rebalance" its hedge positions to stay within the pre-determined tolerance bands around its PPS. The rebalancing strategy accounts for adjustment to actual fuel burns in relation to forecasted burns. However, in some cases, hedges may exceed the tolerance bands when actual fuel burns are significantly lower than the fuel projections which determined the

initial hedging percentages.



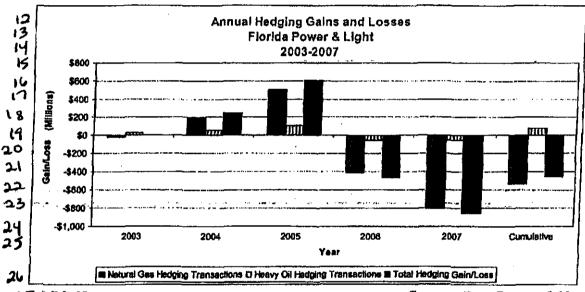


o fold:

3 Changes in the company's fuel consumption needs account for the difference in the initial 4 hedging projections and the actual burn percentages.

5 What are the total costs associated with the company's fuel procurement 6 hedging program?

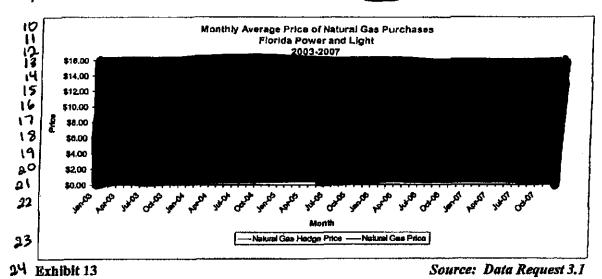
The effectiveness of financial hedging is measured by the reduction in fuel price solution volatility that is achieved by implementing the hedge. Although merely calculating the gains and losses associated with hedge transactions is an inadequate measure of the effectiveness of hedging, the gains and losses are in fact direct results of hedging. Over time, the expectations are that the cumulative impact will be neutral, and gains and losses would offset.



21 Exhibit 12 Source: Data Request 1.10

Per the Hedging Order, each company is required to report gains and losses that result is hedging activities. Hedging gains and losses are calculated as the difference between the original contracted purchase price and the market price at settlement. Exhibit 12 shows FP&L's annual cumulative hedging gains and losses for each year 2003 through 2007. For the years 2003 through 2005, the results of hedging showed a net gain of \$6 million, \$247 million, and \$610 million. Conversely, for the years 2006 and 2007, FP&L reported hedging losses of hedging in and \$856 million. Over the five-year period, the hedging program accumulated a net loss of \$455 million. The losses can be attributed to natural gas prices falling dramatically in 2006 and 2007 on top of the fact FP&L's strategy was to hedge up to percent of the company's annual forecasted natural gas burn during this same period. As a result, significant losses are evident.

The declining natural gas prices in 2006 and 2007 in relation to hedging costs are 2 exemplified in Exhibit 13. Beginning in February 2006, FP&L's natural gas hedges were 3 settling at a higher cost than market prices. From February 2006 through December 2007, 4 FP&L hedges settled at an average of per MMBtu, whereas the average market price of 5 natural gas over the same period averaged \$7.08 per MMBtu. However, in contrast to the 4 declining prices of natural gas over the past two years, FP&L's hedging program served its 7 purpose of mitigating additional customer fuel charges in the late summer of 2005 through the 4 beginning of January 2006. Over this period, the market price for natural gas averaged \$11.60 in comparison to the average hedging settlement price of



The exhibit demonstrates the volatility in natural gas prices. Over a one year period alone, the market price for natural gas prices peaked at \$14.09 per MMBtu in October 2005 and dropped to a low of \$4.52 per MMBtu in October 2006. The extreme volatility of prices shown here, along with the fact that FP&L is one of the largest consumers of natural gas, reinforces the need for FP&L to continue with its hedging program.

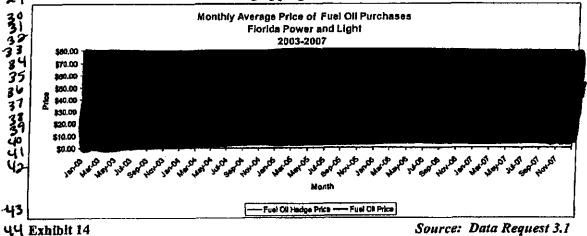
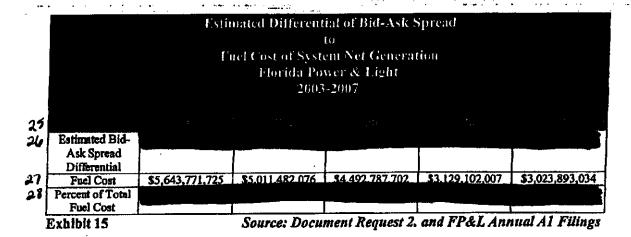


Exhibit 14 trends the market price of fuel oil against hedging settlement costs of fuel oil 2 over the same five-year period, January 2003 through December 2007. Over the last two years 3 of reported hedging losses, FP&L was slightly over-hedged, on average, when compared to the 4 average market price for fuel oil. Its hedging price per barrel of fuel oil averaged to 5 while the market price averaged \$50.19. However, over the entire five-year period shown, 4 FP&L's average hedge price for fuel oil is lower when compared to the average market price. 7 Hedges averaged for the per barrel and the average market price was \$40.54. As a result, 8 FP&L's fuel oil hedges resulted in a gain of the per barrel of fuel oil, while at the same time 9 achieving the objective of producing less volatility in the actual prices customers paid.

Audit staff requested FP&L to provide any transaction costs associated with financial derivatives. In response, FP&L stated that the company does not pay fees or transaction costs when initiating or settling a swap transaction with counterparties, and only pays the prescribed premiums for collar and option transactions. However, FP&L believes that the price differential within the bid-ask range can be used as an approximation of potential indirect transaction costs. If the bid-ask are values observed by FP&L within ICE and NYMEX daily transactions and reflect the difference in price between the highest price and lowest price paid for an equivalent to transaction as being considered by the company. It should be noted that FP&L traders do use multiple counterparties to create a competitive environment to obtain the best possible negotiated the price and furthermore have the right to transact directly with the market exchanges. Exhibit 15 provides an approximation of the potential indirect transaction costs after assuming bid-ask preads. FP&L calculates this cost by determining the differential between the transaction price and the mid-range for each corresponding bid-ask spread. For the period 2003 through 2007, the company estimates that the company counter transaction costs was associated with the bid-ask pread differential from the over-the-counter transactions.



Audit staff believes that the amounts provided by FP&L in Exhibit 15 do not represent a direct hedging cost, and staff does not believe that the company incurs any direct costs for the use of OTC counterparty financial hedging instruments. Audit staff believes that the annual amounts in Exhibit 15 are estimated totals calculated by the company based on its annual

hedging activities. The Commission does not track these amounts in its annual fuel clause, and audit staff does not believe it would be beneficial to monitor these over time.

As part of the 2002 Hedging Order, each utility was allowed to recover incremental hedging operating and maintenance costs through the Commission's Fuel Cost Recovery Clause through 2006. However, FP&L has since entered into a settlement with interested parties to allow for continued recovery of incremental operating and maintenance costs beyond 2006. Exhibit 16 examines the annual operating and maintenance costs for the company's hedging program for each year 2003 through 2007. The operating and maintenance costs, on average, represent less than one-tenth of one percent of the company's system net generation annual fuel costs.

		rel Cost of Syst Florida Po	to em Net Genera wer & Light	ntenance Costs	
		2003	-2007		
O&M Hedging Cost	\$510,708	\$523,005	\$411,228	\$647,399	**
Fuel Cost	\$5,643,771,725	\$5,011,482,076	\$4,492,787,702	\$3,129,102,007	\$3,023,893,034
Percent O&M to Total Fuel Cost	0.01%	0.01%	0.01%	0.02%	0.00%

Exhibit 16 Source: FP&L Annual A1 Filings

Does the company believe its fuel procurement hedging program has been successful, and what are the benefits associated with the program?

FP&L management believes its hedging program has been successful in achieving the Commission's objective of mitigating fuel price volatility. The net effect has been a smoother path of overall fuel costs than would have been the case in the absence of hedging. Before hedging was implemented and approved by the Commission, FP&L frequently required midcourse corrections to its annual fuel factor due to cost increases. The frequency of midcourse corrections has been reduced by hedging. The company believes that its hedging program has been able to circumvent the need for such corrections for some years during the review period.

The company does not believe the program is designed to provide a net cost saving for its customers; rather, it is designed to eliminate the peak-and-valley price fluctuations that are common in the natural gas and fuel oil markets. During the review period, the company has experienced years in which its hedging program has concluded with a "gain" based on its hedging transactions, and years in which the company recorded a "loss" for these transactions. Overall, the company believes that as the program continues over time, these "gains" and "losses" will balance. Florida Power & Light believes that the success of the program is evidenced by the company not requesting from the Commission any midcourse corrections since

the program's inception, though the unique fuel price trend of 2008 may require a correction this year.

3.3 Risk Performance

Does the company employ adequate management oversight and controls of the fuel procurement hedging program to ensure prudent operations?

FP&L Group has a Risk Exposure Management Committee that is responsible for establishing a hedging strategy for fuel procurement. This committee is comprised of FP&L executive and senior management charged with developing and approving the company's risk strategies and objectives. This includes the overall hedging strategy for the EMT.

The company's employees operate under a three-layer operations structure within the EMT to ensure adequate separation of duties and oversight. The company commonly refers to each area as the front, middle, and back office units. The front office is responsible for initiating the company's hedging strategy. The middle office provides risk oversight of all financial trading transactions. The back office staff evaluates and reconciles the accounting transactions for fuel procurement and financial transactions.

The Trading Risk Management group, or middle office, is a separate division that falls under FP&L Group. The Vice President of EMT Risk Management reports directly to the CFO of FP&L Group. This group ensures that the authorized hedging *Planned Position Strategy* is executed and followed by the front office. The Trading Risk Management group has formal policies and procedures that specifically relate to the fuel hedging program.

How does the company segregate responsibilities between its front, middle, and back office divisions?

The Energy Marketing and Trading group's Financial Trading desk staff, commonly called the front office, is responsible for executing the financial transactions. The front office has detailed procedures that prescribe the protocol for initiating the financial hedging transactions. Also, the front office will utilize the approved *Planned Position Strategy* for its limit and purchasing parameters.

The EMT Risk Management staff, commonly referred to as the middle office, is an independent group with a separate management hierarchy from the front office personnel. This allows the group to remain autonomous from the trading staff unit's role of monitoring and ensuring the integrity of the trading transactions. This is accomplished through daily audits and verifications of the front office's work.

Within this group, the EMT risk staff conducts routine audits of front office phone conversations to confirm that all transactions are conducted according to the company's standards and procedures. This group is also in charge of establishing and monitoring the

counterparty credit limits that are established by the risk management committee. Credit monitoring is an important component of the financial oversight duties. The middle office staff reviews the daily exposure for each counterparty, and notifies the front office traders of the amount of available exposure for each counterparty. This process allows the company to monitor and limit any potential overexposure and risk with any particular counterparty.

The middle office also establishes and monitors the credit risk associated with the financial hedging transactions. The office performs routine credit analysis to ensure that the company's credit exposure remains at acceptable levels. This group also conducts the necessary assessment models to monitor and ensure that an acceptable level of risk is maintained by the company.

The EMT accounting staff, known as the back office, conducts oversight through the reconcilement of fuel and financial transactions. This group handles the accounting transactions for the Fuel and Energy Procurement Division. The back office has an independent verification process that ensures that the detail of each transaction and contract is verified and accurate. Also, this group reviews and monitors the financial settlement process to ensure the portfolio remains in balance. This group reports up through FPL Group.

Audit staff believes that FP&L's front, middle, and back office organizational structure provides the company with the appropriate segregation of responsibilities and ensures that adequate monitoring and verification of its financial transactions occur. Each independent office has detailed procedures outlining the responsibilities of its staff.

Does the company have an adequate fuel procurement Risk Management Plan?

Florida Power and Light has annually filed its Risk Management Plan as prescribed in the Hedging Order. The company has not made any significant changes to its plans submitted during the period 2003-2007. The Hedging Order specifies that each plan addresses certain requirements from Exhibit TFB-4 of the Order (ATTACHMENT C), along with "the quantities of fuel and purchased power that each utility expects to hedge through physical and financial hedging, to the extent such forecasts are made." Overall, audit staff does not believe that FP&L has met the expectations of the Hedging Order through its Risk Management Plan.

For the period reviewed, FP&L's Risk Management Plan has been filed within the testimony of its Fuel Cost Recovery witnesses. FP&L does address each of the 11 points within Exhibit TFB-4, Components of a Utility's Fuel Procurement Risk Management Plan; however, the responses do not contain detailed information on how the company executes and implements its program. The plan is scant, consisting of less than two pages of typed text. While FP&L does have detailed internal policies, procedures, risk evaluations, and hedging strategies in place to effectively operate a hedging program, the company does not represent these efforts within its Plan. A more detailed explanation is necessary for the Commission and staff to evaluate the company's overall hedging strategy and process. Specifically, audit staff does not believe the

³ P5, TFB-4. Florida Public Service Commission Order No. PSC-02-1484-FOF-EI.

company's responses to the following requirements from the Hedging Order were adequately addressed within the 2003-2007 plans:

- Describe the utility's oversight of its fuel procurement activities.
- ◆ Verify that the utility provides its fuel procurement activities with independent and unavoidable oversight.
- Describe the utility's corporate risk policy regarding fuel procurement activities.
- Verify that the utility's corporate risk policy clearly delineates individual and group transaction limits and authorizations for all fuel procurement activities.
- Describe the utility strategy to fulfill its risk management objectives.
- Verify that the utility has sufficient policies and procedures to implement its strategy.
- ◆ Verify that the utility's reporting system consistently and comprehensively identifies, measures, and monitors all forms of risk associated with fuel procurement activities.

Additionally, the company has not included within its Risk Management Plans the quantities of fuel it plans to hedge each year. The Order specifically states that this information should be included in each plan. Its omission limits staff's ability to assess the company's overall hedging strategy. FP&L does operate using its *Planned Position Strategy* which prescribes the amount of forecasted fuel it plans to hedge each year. Audit staff believes this information should be included in the company's future plans filed with the Commission.

How does the company evaluate and select the counterparties with which it conducts financial hedging transactions?

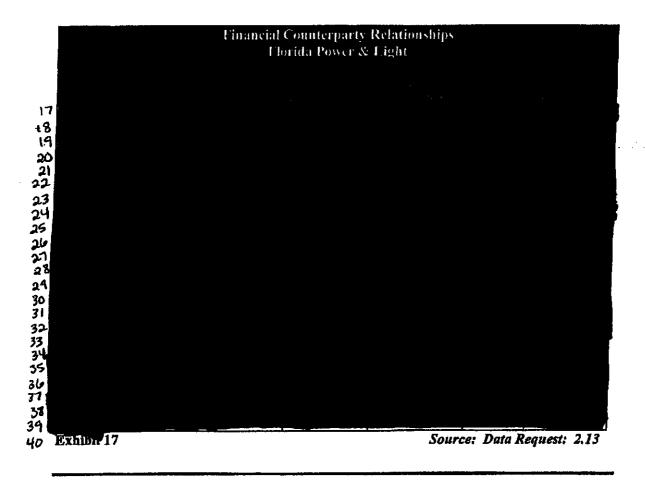
Florida Power & Light has a group of financial counterparties that the company uses to transact its over-the-counter financial hedging transactions. The company has in place a set of procedures that directs its EMT group on how to select and qualify these counterparties. The front office staff works directly with these counterparties, and is responsible for identifying and recommending a new counterparty relationship. Once a new counterparty is identified, the middle office staff will take the necessary steps to verify the financial stability and creditworthiness of this party.

The middle office conducts a risk evaluation for each counterparty to verify the counterparty meets the minimum credit standards set by the Risk Committee. FP&L gathers outside credit rating information (i.e., Standards and Poor's, Moody's, etc.) for each counterparty. This information is used to determine the counterparty's credit transaction

I threshold. If the middle office determines that counterparty meets FP&L's required criteria, the 2 parties enter into a master International Swaps and Derivatives Association agreement. This 3 agreement establishes the necessary security trading guidelines.

The middle office also conducts routine credit evaluations of its existing counterparties. For its top 30 counterparties (both physical and financial relationships), the company reviews its credit viability monthly. For its remaining counterparties, the company conducts reviews on a quarterly schedule. FP&L conducts a full reassessment of each counterparty every two years, or so on an annual basis for counterparties with credit rating below BBB. If FP&L determines that a counterparty's credit stability has weakened, the company will place the party on a watch list, and may limit or suspend its trading relationship. Currently, all of FP&L's financial counterparties have credit ratings of A or higher. A list of current FP&L counterparties and their credit ratings is detailed in EXHIBIT 17.

FP&L has a dual relationship with and and also contracts for physical supply of 15 natural gas and fuel oil. These counterparties maintain separate financial and physical 16 operations; FP&L also avoids commingling its physical and financial operations.



Does the company conduct audits of its fuel procurement program and hedging instruments?

FP&L Group has an Internal Audit division that utilizes a combination of risk-based and scheduled reviews to ensure the company is in compliance with internal and external policies and applicable regulation. The EMT trading group is not under a scheduled review cycle, but is included in the company's risk model and evaluation. In 2005, the Internal Audit group conducted an audit entitled FP&L Energy Marketing & Trading Program Audit. The audit noted some minor findings related to how the company captured its daily market results for calculating its mark-to-market ratios. Company management has made corrective changes to this process as a result.

Along with this risk-based audit of FP&L's hedging program, the internal audit group conducts annual audits to comply with the requirements of the Sarbanes-Oxley Act. This act requires specific financial oversight and compliance monitoring requirements and includes many of the financial aspects of the company's hedging programs. The company's internal audit group works with its external auditors to ensure adequate controls and compliance are maintained.

The company has also employed an outside consultant firm to conduct an independent review of its procurement hedging program. The Review of Florida Power and Light's Program to Hedge Natural Gas and Fuel Oil Commodity Risk Associated with Utility Generation was completed in November 2007. The review examined the "structure and performance of the hedging activity conducted by FP&L to mitigate the impact of uncertain fuel prices on FP&L's electric consumers."

The external audit determined that given the volatility of the natural gas and oil fuel markets, hedging is a useful tool for FP&L to manage its fuel costs and limit the risk to its customers. The external audit found that FP&L's program is well developed and that adequate controls and oversights are in place. The external auditors stated that FP&L has gone to great effort to avoid any elements of speculation in its hedging process.

The external audit also concluded that the company and the Commission should "collaborate to provide clarity in the broad objectives and scope of hedging activity [to] advance the public interest." The audit envisions an approach in which FP&L management could provide its strategy and viewpoints to the Commission so staff could provide guidance on what level of volatility mitigation the Commission deems prudent. The external auditors state that this would limit regulatory risk and potentially reduce regulatory costs.

Audit staff believes that FP&L has placed adequate focus on evaluating and auditing its fuel procurement and hedging programs. The company has initiated a combination of internal and external reviews of its processes in recent years. This allows the company to identify concerns and make appropriate modifications to its process as the program evolves.

A Review of Florida Power and Light's Program to Hedge Natural Gas and Fuel Oll Commodity Risk Associated with Utility Generation, p ii.

⁵ Review of Florida Power and Light's Program to Hedge Natural Gas and Fuel Oil Commodity Risk Associated with Utility Generation, p.v.

In summary, what changes should the company make to its hedging program?

FP&L is one of the largest purchasers of natural gas in the United States. Because of 2 this, the company is extremely susceptible to the volatility of the natural gas markets. The 3 company has implemented a financial hedging strategy to stabilize these fuel prices. The 4 company accomplishes this by establishing a set of pre-determined hedging volume targets. 5 Over the review period 2003 to 2007, the company has adjusted these targets and has increased the percentage of overall fuel forecast it secures through hedging.

Overall, audit staff believes that FP&L's hedging operation is appropriately focused on g reducing the price volatility in the natural gas and fuel oil markets for its customers. The company believes it has achieved this goal during the period. However, the company has requested that the Commission consider an alternative to its current plan. Audit staff believes that if FP&L continues under its current process, the company has adequate procedures and processes in place to effectively implement its strategy.

Audit staff does not believe that FP&L's hedging practices were speculative. Staff 14 believes that FP&L has taken, at times, an aggressive approach to its hedging strategy. In 2006, 15 the company hedged percent of its natural gas forecast. During this period, the company used 16 a combination of swaps, call options, and collars to implement its hedging strategy. However in 17 2008, the company reduced the percent of hedges to percent, and eliminated the use of options. Audit staff believes that the company should continue to evaluate its hedging strategy to maximize its hedging goals through appropriate hedging targets.

Audit staff notes the following positions from its review of the company:

- ◆ FP&L's policies and procedures provide appropriately detailed and clear understanding of the responsibilities and expectations surrounding the company's hedging program.
- ◆ FP&L's front, middle, and back office organizational structure provide the company with appropriate segregation of responsibilities and ensure that adequate monitoring and verification of its financial transactions occur.
- FP&L has not incurred any direct costs associated with the purchases of financial swaps from its counterparties.
- ◆ FP&L's Risk Management Plan did not include the following detail required of the Hedging Order:
 - Describe the utility's oversight of its fuel procurement activities.
 - ♦ Verify that the utility provides its fuel procurement activities with independent and unavoidable oversight.

- ◆ Describe the utility's corporate risk policy regarding fuel procurement activities.
- Verify that the utility's corporate risk policy clearly delineates individual and group transaction limits and authorizations for all fuel procurement activities.
- Describe the utility strategy to fulfill its risk management objectives.
- Verify that the utility has sufficient policies and procedures to implement its strategy.
- ♦ Verify that the utility's reporting system consistently and comprehensively identifies, measures, and monitors all forms of risk associated with fuel procurement activities.
- ♦ The quantities of fuel plans to be hedged each year.

		С өшр. С	auies' Hedgin; omparative A	g Strategi nalysis	es		
A	77						
2		-Natural Gas -Fuel Oil					
27867 89 0 H	Instruments	Natural Gas: -Swaps -Call Options -Collar Options -Fuel Oil: -Swaps -Call Options -Collar Options	·				
(2	Hedging Tenure	Up to 1 year				 	
13	2007 Average Hedging Target	Natural Gas: Up to Fael Oil: Up to The Oil	- · · · · · · · · · · · · · · · · · · ·				
17 18	Percent of 2007 Fuel Hedged to Forecasted Burn	Combined Natural Gas and Fuel Oil:					
	Cumulative Hedging Gains/Losses 2003-2007	-\$455,452,955					
] 1	Number of Financial Counterparties	23					

Exhibit C

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Justification Table

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EXHIBIT C

COMPANY:

Florida Power & Light Company

TITLE:

List of Confidential Work Papers FPL, Fuel Procurement Hedging Practices

AUDIT: DOCKET NO.

080001- EI

Page No.	Conf Y/N	Line No./Col No.	Florida Statute 366.093(3) Subsection	Affiant
25	Y	Lns. 9-10	(d)	G. Yupp
26	N			
27	N			
28	Υ	Lns. 17-19, 22-24, 29, 31	(d)	G. Yupp
29	Y	Lns. 2, 10-12, 14-16, 18- 21, 27, 29-30	(d)	G. Yupp
30	Υ	Lns. 1, 7, 11-13, 33	(d)	G. Yupp
31	Υ	Lns. 3-15, 17-29	(d)	G. Yupp
32	Υ	Lns. 6, 30	(d)	G. Yupp
33	Υ	Lns. 4-14	(d)	G. Yupp
34	Υ	Lns.1-13, 16-28	(d)	G. Yupp
35	Y	Lns. 1-2, 36	(d)	G. Yupp
36	Υ	Lns. 4, 9, 13-21, 33-41	(d)	G Yupp
37	Υ	Lns. 4, 7-8, 23, 26, 28	(d)	G. Yupp
38	N			
39	N			
40	N			
41	N			
42	Y	Lns. 13, 17-39	(d)	G. Yupp
43	N			о. торр
44	Y	Lns. 15, 17	(d)	G. Yupp
45	N			
Attachment B	Y	Lns. 4-6, 9-11, 13, 15, 18	(d)	G. Yupp