	FILED JUN 13, 2016 DOCUMENT NO. 0356 FPSC - COMMISSION		000001	
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2	FLORIDA PI	UBLIC SERVICE COMMISSION		
3	In the Matter of:			
4		DOCKET NO. 160096-1	EI	
5	JOINT PETITION FOR			
6	MODIFICATIONS TO RISK MANAGEMENT PLANS BY DUKE ENERGY FLORIDA, FLORIDA POWER			
7	& LIGHT COMPANY, GULF POWER COMPANY AND TAMPA ELECTRIC			
8	COMPANY.	/		
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11	PROCEEDINGS	COMMISSION CONFERENCE AGENDA		
12		ITEM NO. 3		
13	COMMISSIONERS	CHAIRMAN JULIE I. BROWN		
14	TRATICITATING.	COMMISSIONER LISA POLAK EDGAR COMMISSIONER ART GRAHAM		
15		COMMISSIONER RONALD A. BRISÉ COMMISSIONER JIMMY PATRONIS		
16 17	DATE:	Thursday, June 9, 2016		
18	PLACE:	Betty Easley Conference Center Room 148		
19		4075 Esplanade Way Tallahassee, Florida		
20	REPORTED BY:	LINDA BOLES, CRR, RPR		
21		Official FPSC Reporter (850) 413-6734		
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	FLORIDA F	PUBLIC SERVICE COMMISSION		

## PROCEEDINGS

CHAIRMAN BROWN: Moving along to the last item on the agenda, which is Item 3, and we have several parties here that wish to speak on this item.

Good morning.

MR. BARRETT: Good morning, Commissioners. I'm Michael Barrett from the AFD staff.

Item 3 is a joint petition from Duke Energy Florida, Florida Power & Light Company, Tampa Electric Company, and Gulf Power Company seeking approval of modifications to their respective risk management plans. The petitioning parties assert that the request responds to the Commission's directive to explore possible changes to their hedging programs to minimize the potential losses to be recovered from customers in periods of falling natural gas prices. There have been no customer comments filed in this docket, although OPC and FIPUG have intervened in this case and may wish to address you.

The parties are present as well. James Beasley, representing Tampa Electric Company, has introductory remarks on behalf of the petitioners. Staff recommends approval and is available to address your questions.

CHAIRMAN BROWN: Thank you, Mr. Barrett.

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MR. BEASLEY: Thank you, Madam Chair, Commissioners. Jim Beasley for Tampa Electric Company, and as Mr. Barrett indicated, I'd like to present some brief opening comments on behalf of the four joint petitioners.

We support your staff's recommendation. We believe the actions proposed in the joint petition will accomplish two objectives. First, it will continue the Commission's hedging objective, which is to reduce customers' exposure to price volatility, and, secondly, it will honor the directive contained in your 2015 fuel adjustment order asking us to review possible changes to reduce potential hedging losses borne by our customers.

We believe that by reducing a utility's maximum percentages of hedged natural gas procurement and adjusting the period of time over which those hedges are made, we will reduce customer exposure to hedging losses and at the same time continue to provide protection from the impacts of price volatility. We believe this is a reasonable and balanced approach, and we would urge your approval. We're here to answer any questions you may have.

24 CHAIRMAN BROWN: Thank you. Office of Public25 Counsel.

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MR. SAYLOR: Thank you, Madam Chairman. Good morning, Commissioners. My name is Erik Sayler with the Office of Public Counsel on behalf of the customers in this matter.

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In 2015, the Office of Public Counsel took the position that natural gas financial hedging activities should be discontinued due to the enormous losses that have been incurred by the utilities that the ratepayers have paid for as a result of these activities.

The companies' joint petition to modify the plan does not change our position. The cost of financial hedging activities still greatly outweigh any potential benefits that the customers may receive from hedging.

We would like to note that in response to some discovery that we served as it relates to the 2016 hedging loss, the companies are projected to lose another \$560 million of the customers' money. That brings the total natural gas hedging losses to just a little over \$6.6 billion. \$6.6 billion of hedging losses. And that concludes our remarks. Thank you. CHAIRMAN BROWN: Thank you, Mr. Saylor.

Mr. Moyle, good morning.

MR. MOYLE: Good morning, Madam Chairman. Thank you for the chance to address you. And this is a

PAA, so interested parties can share thoughts and comments, and on behalf of the Florida Industrial Power Users Group, it's my privilege to do so.

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A number of you have served in the legislature previously, and there is a tentative law that says one legislature can't bind another legislature. And it makes sense because when you all are up there making decisions, it's your prerogative to make judgment calls as you see fit. The corollary, one Commission can't bind another Commission, I would submit to you is also applicable and true.

And I say this because in reading your staff recommendation, I kind of wanted to back up and say, you know, how did we get here today where we're talking about -- Mr. Saylor says 6.6 billion? You know, the hedging is supposed to work in a way where it evens out over a period of time. And since it's been in place since 2002, it doesn't appear to be looking like it's evening out with -- to the tune of 6.6 billion in losses.

But what struck me was this Commission has been in existence for a long, long time. These utilities who are represented here today have been in existence for a long, long time. Hedging has not been in existence for a long, long time. It came into being,

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as your staff points out, I think, in 2002 as a result of some price volatility with respect to fuel prices in 2001 and 2000. So, you know, at that point in time, probably a very good reaction to price volatility.

The facts on the ground have changed. You all have had briefings and I know about the advents in extraction technology for natural gas, the abundance of natural gas. There is a lot of natural gas. I agree no one can predict what the future prices of natural gas are going to be, but the facts today are much different than they were in 2001 and 2002. And I state that to emphasize that we think it's time to do away with hedging. It is not working well for consumers. It's a big loser for consumers. And I did a little bit of a different tally on numbers -- we had a lot of discussion last year -- you know, I had the number close to 6 billion.

The way it works is utilities will file their testimony, I think it's in April, and they'll say here's what the results were for the last year. So for 2015, in April they gave you a filing for what 2015 looked like. And the total tally numbers for 2015, based on what I extracted from their filings was: FP&L, \$504 million in losses; Duke, \$226 million in losses; Gulf, 50 million in losses; and TECO, 40 million. I

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think it was 38.8, but, you know, 400 (sic) million for a total of 820.

Now Mr. Saylor just said that in the response to discovery it's looking like another 560. So the time -- between the time you all were considering this last year and now, it looks like we're looking at 1.3 billion, okay, which is 1.3 billion in losses going in a way that hurts the consumers.

You all last year in your order suggested that efforts be taken to minimize hedging losses. The utilities have filed something to reduce hedging exposure. I know Commissioner Edgar always says "words matter," and they do. And I would suggest that minimization is different from reduction. I mean, minimization is you can take a lot more aggressive steps than proposing, you know, a 25 percent reduction.

And I think the, you know, the 25 percent reduction -- I looked up on Google the definition of the phrase "half measure," and again I'm revealing the source, so take it for what it's worth, but it defines it as an action or policy that is not forceful or decisive enough. And I would submit to you that what the utilities have filed is -- I'm not even sure it's a half measure. It might be a quarter measure because it's a 25 percent reduction, and it doesn't get us where

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we need to be. You know, we have maintained and will continue to maintain that hedging ought to just be done away with. I mean, you guys can look at it and say "There are different facts on the ground than 2001. We're not going to continue it." If things change five years from now, another Commission could be free to look at it and say, well, you know, maybe we need to do it.

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So our message is please discontinue hedging. They have huge losses; they continue. And in terms of what this is proposing is -- I've used the phrase, you know, "stop the bleeding." You know, we continue to bleed significant dollars.

I know, Commissioner Edgar, I appreciate your interest for the ratepayer money on the last agenda item, and it was, you know, less than a million dollars. I mean, here we're talking, you know, numbers that start with Bs. And so, you know, we really are urging you to take strong measures and to discontinue hedging, and so we would ask that you take that action.

You know, the suggestion by the utilities is putting a Band-Aid on a, you know, on a gaping gunshot wound. It's just not going to get us there, and we would ask that you go further than what the utility has proposed. Thank you.

CHAIRMAN BROWN: Thank you, Mr. Moyle.

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Staff, would you like to provide any response or comments before we bring it back to the bench?

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MR. BARRETT: Commissioner, the only thing I would add is I did -- Mr. Moyle did accurately express the 2015 results.

**CHAIRMAN BROWN:** So those total -- can you read that total again?

MR. BARRETT: I have them by company. I don't have the total. He may have to express the total. But for all of 2015, hedging activities for Duke Energy Florida was a hedging cost of 260 -- excuse me --\$226 million; for Florida Power & Light, hedging costs of \$504 million; for Gulf, hedging costs of \$50 million; and for Tampa Electric Company, hedging costs of \$39.8 million, so you might as well call it \$40 million.

CHAIRMAN BROWN: Okay. Thank you. So bringing it back to the bench, I do have a question for staff really, and my decision on this really rests on your answer that I'm going to seek here.

Modifying the 2006 (sic) risk management plan does, from my discussion earlier with you in my briefing, does -- potentially could provide some savings; is that correct? 2016.

MS. BROWNLESS: Yes, ma'am. It could potentially provide some savings, assuming that the

price of natural gas for the last six months of this year remains lower than the hedged price.

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CHAIRMAN BROWN: So what does this really do for 2017 and 2018? Are we going to have the ability to reassess, look at the 2017 and 2018 in this year's fuel clause?

MS. BROWNLESS: Yes, ma'am. My understanding of what this limited petition is, it is a request to, on the part of TECO, Gulf Power, and FP&L, to modify their 2016 risk management plans which were previously approved last year in the fuel adjustment clause and allow them to reduce their hedging ranges by 25 percent. My understanding is that Duke, DEF, believes that their plan does not have to be modified because they have a wide enough range to accomplish that goal without further modification, but they support in theory such a reduction.

CHAIRMAN BROWN: Okay. So if this petition is protested, then we will revisit that during this year's fuel clause proceeding.

MS. BROWNLESS: Yes, ma'am. If this petition is protested, then it will be as if this proposal was never -- well, let me back up and say let's assume that the Commission votes to approve the relief requested and then the PAA is subsequently protested, then there will

be a de novo proceeding which will be in the fuel clause to address this issue. From a practical standpoint, there will be no modifications to 2016 hedging percentages, and you will go forward and assess the 2017 risk management plans which will be filed by the companies in August of this year.

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**CHAIRMAN BROWN:** Okay. Thank you. Commissioner Graham has a question.

COMMISSIONER GRAHAM: Thank you, Madam Chair.

First, I guess I want to applaud the utilities for coming forward with this. I guess you did hear us last November. I was looking at a number -- I guess in my head I was thinking of a number closer to 50 percent than 25. But what do they say about beggars being choosy? I think this brings us a step forward. Rather than just kind of sitting back and us talking to deaf ears, you guys came together. And I know it's not easy for all of you to come together and come up with an overall plan, so I applaud you for that.

I agree, and this is a difficult thing for me to say, somewhat with Mr. Moyle --

MR. MOYLE: I'll take it.

(Laughter.)

**COMMISSIONER GRAHAM:** -- that maybe we could have done more. But overall this is better than not,

you know, from the things that I saw. We're stepping that direction. We can look at those numbers again at the end of this year and make another determination. And I know everybody -- they'll say do more now than later. And I tend to move cautiously, so taking these kind of steps I don't have a problem with. I do have a problem with the numbers, but hedging was the decision that was made and, as was said earlier, it's a decision that we can always change. But let's just systematically figure out a way how we're going to get there, and I see this as being the first step.

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CHAIRMAN BROWN: Thank you, Chairman Graham. And I concur with your -- some of your comments there. I do think this is a fair start. And I did think a higher percentage. I was hoping somewhere around the 50 percent mark too. But I appreciate you bringing these -- and I'd like to see what these reductions actually show so that we can reassess it. I'm looking forward -- some of the concerns I have in these are the duration. My big -- and they vary by utility. Some of these are very long-term duration. TECO is the only one that really made a robust, so to speak, effort on shortening the term, and I appreciate that. The other utilities were not able to come to a consensus. Is there a reason for that, Mr. Beasley?

MR. BEASLEY: I'm not certain. Just a different manner they implement their own programs, I would assume.

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MR. BUTLER: Madam Chair, I would note for FPL that we were already kind of at the short end, and so it didn't make sense to go shorter than we already were. But we're certainly committed to staying short.

MR. BADDERS: And for Gulf, our -- just the way we hedge may be a little different. I'm not familiar with each of the other companies' program. We will go back and we'll look at that -- the duration of what we're hedging and see if we can work with that.

CHAIRMAN BROWN: Specifically Gulf.

MR. BADDERS: Yes.

MR. BERNIER: And for DEF it's the same thing. We're layering hedging transactions over time, and we felt that by reducing the percentage, we were getting closer to where the Commission seems to want us to head. But it is something that we will continue to look at.

CHAIRMAN BROWN: Can you tell me kind of how you derived the 25 percent reduction figure?

MR. BEASLEY: It was a judgment call that we all got together and thought that would be a reasonable way to proceed. And it's -- there's no math to it. It's just a judgment on what would be a reasonable and

meaningful shift.

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CHAIRMAN BROWN: Okay. Thank you.

Commissioner Brisé, followed by Commissioner Edgar.

## COMMISSIONER BRISÉ: Thank you.

So to the companies, would a 50 percent be a reasonable judgment call to you? I mean, you don't have to make that call today. You can recall the petition and come back to the Commission. If you hear from us that 50 percent is more reasonable to us, does that present a problem in terms of timing or anything of that sort?

MR. BEASLEY: Commissioner, just from my standpoint, I would have to consult with our client and, of course, can't make a judgment on that myself here today, but we hear you.

MR. BUTLER: Speaking for FPL, sort of the same thing. I certainly am not in a position to agree to a 50 percent sitting here at the counsel's table.

One other thing I want to be sure that is understood, though, that relates both to your point and one that's kind of embedded in the recommendation, we are hedging now for 2017 and we're already pretty deeply into it. The longer this gets delayed, the deeper we will be. And obviously the question of what to approve

for hedging next year will be addressed at the annual fuel hearing. But if we don't move pretty quickly -for example, if we were directed to come back with a different petition, we're just going to be losing more time that we could be reducing hedges being placed this year.

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And then that brings me to an issue I just want to be sure you're aware of about this petition, which is that, you know, paragraph 13 in it talks about our implementing the reduction in hedges that we are proposing 15 days after the vote if the Commission were to approve our proposal. But after discussing this with staff and, you know, hearing some of the strong objections that OPC and FIPUG have raised here, we really have to wait and see whether this gets protested. Because if it were protested, our understanding is that the Commission precedent is treating, you know, the PAA order as a nullity. So we'd be having reduced our hedges without there basically being any authority to do so until the protest was resolved, and apparently that's not going to be until, you know, the fuel hearing.

So where we are is I think to get reductions in place at a point where they actually do something for this year, sort of, one, need to stick with what we have filed and, number two, for there not to be a protest of

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it. Otherwise, realistically we're really talking about what we'll do -- what you direct us to do as reductions for hedging next year.

> **CHAIRMAN BROWN:** Okay. Thank you. Commissioner Brisé.

(No response.)

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COMMISSIONER EDGAR: I find this item somewhat perplexing. I, as was Commissioner Graham, I appreciate the companies coming forward with a joint request or recommendation or suggestion, whichever is the appropriate word. Since the very long discussion that the Commission had on this item the last time, I know my office has asked staff many times "Where are we on this?" I believe that we were clear as a body when we approved the 2016 mitigation plans that we were asking for suggestions and recommendations as to how to further limit customer exposure to risk, and I think those words are meaningful, Mr. Moyle.

I know that -- and I know we all are cognizant that this is also an issue that many other state commissions and utility companies are looking at and examining and grappling with across the country. I have asked staff a number of times to, for the benefit of my understanding, look at what some of those things are that other state commissions are considering. Quite

frankly, I have yet to receive anything on that, but I have asked for it since January.

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You know, this may be the right first step. I don't know. 25 percent, 50 percent, candidly, there's not enough information in here for me to make a reasonable judgment call as to what that right number is. I recognize that our staff is recommending approval, but with no analysis as to what a different percentage amount reduction would be.

I also think that whatever decision we make today is, as Mr. Butler has very appropriately, thank you, pointed out, will probably have a great impact on what we will see for the 27 mitigation plans, which is right around the corner. And I think that that should -- that we should all be fully cognizant of that.

So with that, I once again feel like we don't really have enough information before us, which I find frustrating because it's been since November, and some of the information that I've requested has not been supplied by staff. But I recognize that time is of the essence as well, if, indeed, we are going to be able to make any meaningful changes for this year. So with that, when you, Madam Chairman and my fellow Commissioners, are ready for a motion, I will be prepared to make one, if that is your will.

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CHAIRMAN BROWN: Commissioners, any other comments?

Commissioner Graham.

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COMMISSIONER GRAHAM: Well, back to the comment about this being a PAA, I mean, I understand that and I realize that. Of course, I can't imagine why if anybody wanted to get rid of hedging would protest this, because it may not be a full step in the right direction, it may be a half step in the right direction, but it's still a step in the right direction. So protesting this doesn't benefit anybody, I think, that's against hedging. I just -- I think protesting it just basically protests it. And so I can't say that it's not going to happen, but I just -- it doesn't make sense to me.

> MR. BUTLER: Well, from discussions with --CHAIRMAN BROWN: Mr. Butler. MR. BUTLER: Is that directed -- if it's not

## COMMISSIONER GRAHAM: Yes. Yes.

MR. BUTLER: From discussions with Office of Public Counsel and FIPUG and staff earlier on this, it was my impression that both Public Counsel and FIPUG were still considering whether to protest. I mean, I agree with you, sort of logically it seems that the half

a loaf is better than none and it shouldn't be protested, but it's obviously not my decision to make. And I was simply wanting to express the cautionary note that with the potential for the protest, we would obviously have to wait to see whether that came before we could move forward so that we didn't get caught with having done something that's different than our approved plan and no order that's directing us to change our approved plan.

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Because, of course, this could turn. I mean, if fuel prices went up and we end up reducing hedging percentages compared to what we had approved, that won't look like a good thing. So we need to be sure that we have direction that we understand and, you know, is official action of the Commission before we can move forward. That is the only point that I was making.

CHAIRMAN BROWN: Mr. Moyle.

MR. MOYLE: Thank you. If I could just comment. I have had the privilege of working with Mr. Butler for a long time and, you know, we're talking about serious matters here, but I can't pass up the opportunity to suggest that his analogy of a half loaf might be better stated as to a quarter loaf because that's what we have. And --

MR. BUTLER: I thought about saying that but

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decided not to.

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MR. MOYLE: But the point about the protest, I just want to try to make a couple of comments and also put them on the record because we want change now, but we're in a little bit of a pickle because we want hedging stopped. So if you all vote and say, well, we think it should be 25 percent, I think you can, you know, say up to 50 percent and provide some discretion. I don't know that you've got to peg the number, and give them a little bit of judgment. But if you do act to take a step to, you know, minimize customer risk, our objective is just do away with it completely.

And it sounds, based on what Commissioner Edgar says, that there's maybe a lack of information on certain key points and that, you know, this may be appropriate for a protest to get a lot of facts out there and then make the best informed decision that can be made, you know, about hedging. So we will have to take a consideration of what to do based on your decision.

But I do want to make this representation, you know, on the record that to the extent, you know, you all adopt something that says we're going to reduce it by 25 or 50 percent and there is a protest, you know, filed, FIPUG would waive its right to challenge any kind

of, you know, reduction. If they said voluntarily they're going to do 25 percent, you know, we're not going to come in and say, well, they did 25 percent, give this money back, or anything like that. I mean, that -- I want to put that on the record so that if that gives them some comfort or ability, they're smart lawyers, to figure out a way even with a protest where the protest is designed to look at the issue holistically based on full information. We don't want to slow up, you know, a baby step in the right direction. So that was the point that I wanted to make.

The other is we get it that natural gas prices potentially could go up, and I don't want anyone to say, well, you know, you were up here advocating this position when prices were going down and ratepayers were losing money. What if the shoe was on the other foot and, you know, you could be saving money? We understand that there's risk and it's bilateral, it goes both ways. We'll take that risk. You know, we will take that risk. We understand it, we get it, and if it works against us, you know, welcome to the NFL. But I don't want there to be any lack of clarity on that point either.

CHAIRMAN BROWN: Thank you, Mr. Moyle, for that.

Commissioners, any other comments or

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questions? And I think we're ripe for a motion at this time. Commissioner Edgar.

COMMISSIONER EDGAR: Thank you, Madam Chair. Again, I -- this is a very, very complex issue, lots of moving parts, and the calendar and the timing of all of it is an important piece of it as well.

I would point out again that my understanding and my thinking is that the purpose of hedging is to reduce the impact to ratepayers due to fuel cost volatility. And historically for many years fuel costs, primarily natural gas, were very volatile, as Mr. Moyle and others have pointed out. In recent years that has minimized, but none of us have that crystal ball. I do believe that we need to continue to examine ways to, if possible, further limit customer exposure to risk with hedging, but certainly with anything, with every program and every circumstance but with hedging as well. So just as one Commissioner, I would ask our staff and the companies to continue, and I know they will, to look at these issues. It will be coming back to us in other ways over the next few months and probably the next few years. Let's look at what other states are considering as well and continue to examine this issue.

But for where we are today, I, again, appreciate the companies working together and being

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000023 responsive to our request for recommendations as to 1 2 potential change, and I would move approval of the staff recommendation on all items. 3 CHAIRMAN BROWN: Okay. Thank you. Is there a 4 second? 5 6 COMMISSIONER PATRONIS: Second. 7 CHAIRMAN BROWN: Okay. Any further 8 discussion? All those in favor, say aye. 9 (Vote taken.) Opposed? The motion passes. 10 11 Thank you to the parties for coming today. 12 Thank you. And that concludes our Commission Agenda 13 14 Conference. We will be having Internal Affairs at a 15 time certain at 1:00 in the IA room. And so with that, happy summer, happy holidays to everybody, happy 16 17 weekend. Enjoy. (Commission Conference adjourned.) 18 19 20 21 22 23 24 25 FLORIDA PUBLIC SERVICE COMMISSION

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1	STATE OF FLORIDA ) : CERTIFICATE OF REPORTER				
2	COUNTY OF LEON )				
3					
4	I, LINDA BOLES, CRR, RPR, Official Commission				
5	Reporter, do hereby certify that the foregoing proceeding was heard at the time and place herein stated.				
6					
7	IT IS FURTHER CERTIFIED that I stenographically reported the said proceedings; that the same has been transcribed under my direct supervision;				
8	and that this transcript constitutes a true transcription of my notes of said proceedings.				
9	I FURTHER CERTIFY that I am not a relative,				
10	employee, attorney or counsel of any of the parties, nor am I a relative or employee of any of the parties'				
11	attorney or counsel connected with the action, nor am I financially interested in the action.				
12	DATED THIS 13th day of June, 2016.				
13					
14	Linda Boles				
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