1 September 14, 2007 2 3 4 5 6 TO: FERC Staff, FPSC Staff, Transmission Customers and other 7 Stakeholders 8 9 FROM: Florida Attachment K Sponsors - Florida Power & Light Company 10 JEA, Orlando Utilities Commission, Progress Energy Florida, Inc. and Tampa Electric Company 11 12 13 14 SUBJECT: Draft Strawman Attachment K 15 16 17 The purpose of this communication is to provide an updated draft of the Florida 18 Attachment K sponsors' strawman document and an update of the stakeholder 19 process for the final development of this document. 20 21 This draft of Attachment K incorporates the following events and input since the 22 first posting of the strawman on May 29, 2007: 23 (1) The Federal Energy Regulatory Commission (FERC) Technical 24 Conference in Little Rock, AK 25 (2) The results to date of the Florida Reliability Coordinating Council (FRCC) 26 Cost Sharing Task Force (CSTF) stakeholder process in developing the 27 current draft (August 7) of the FRCC Cost Allocation Methodology & 28 Principles. The Florida Public Service Commission (FPSC) was briefed on 29 the status of this "work in progress" at the FPSC Ten Year Site Plan (TYSP) 30 Workshop on August 15. The draft was subsequently reviewed by the FRCC 31 Board on August 17 and accepted as a conceptual framework to continue 32 further development 33 (3) The FERC Staff White Paper issued on August 2 which provides further 34 guidance on the development of Attachment K. 35 (4) Discussion and comments received during the August 21 stakeholder 36 conference call on the August draft of the strawman Attachment K. 37 (5) Other comments received from stakeholders. 38 39 The sponsors fully support the continued dialogue with the stakeholders in the development of this Attachment K and the FRCC Cost Allocation Methodology & 40 Principles which is currently being addressed through the FRCC CSTF 41 stakeholder process in coordination with the overall Attachment K process. We 42 43 welcome specific wording modifications to this effect. 44

With respect to the Attachment K posting requirement of September 14, 2007, the sponsors will be meeting this requirement by posting the latest draft of Attachment K and with this communication.

While we are mindful that the stakeholders will not have had time to review the new draft Attachment K prior to September 14<sup>th</sup>, the sponsors' intent was to provide this new draft as soon as it was developed along with a process for continued stakeholder input such that a consensus Attachment K for the Florida entities can be achieved. In support of this goal, there is remaining work to do and a schedule is necessary. To that end, the schedule below allows for stakeholder input as well as FPSC and FRCC reviews and approvals to enable final development and completion of Attachment K and the attendant compliance filing with the FERC on or before December 7, 2007.

- Sept 24 Attachment K stakeholders meeting at the FRCC (10 a.m. 3 p.m.). The sponsors welcome specific proposed wording modifications to the draft Attachment K.
- Sept 27 FRCC CSTF meeting at the FRCC (10 a.m. 3 p.m.)
- Oct 1-2 FERC Technical Conference in Atlanta
- Oct 12 Attachment K stakeholders meeting at the FRCC (10 a.m. 3 p.m.)

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STRAWMAN ATTACHMENT K	2
Transmission Planning Process	3
Sponsored by:	4
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Florida Power & Light Company	6
JEA	7
Orlando Utilities Commission	8
Progress Energy Florida, Inc.	9
Tampa Electric Company	10
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1 ATTACHMENT K 2 **Transmission Planning Process** 3 4 **Purpose** 5 Transmission Provider plans for the existing and future requirements of all 6 customers of Transmission Provider's transmission system in a coordinated, 7 open, comparable, non-discriminatory and transparent manner both at the local and regional level. The Transmission Planning Process described herein 8 9 includes Transmission Service for Transmission Provider's Native Load 10 Customers, Network Customers, Firm Point-to-Point Transmission Customers, 11 and Generator Interconnection Service for Interconnection Customers. The 12 Transmission Planning Process is intended to provide transmission customers the opportunity to interact with the transmission planning personnel of the 13 14 Transmission Provider in order for transmission customers to provide timely and 15 meaningful input into the development of the transmission plan. Transmission 16 Provider's Transmission Planning Process works in conjunction with and is an 17 integral part of the Florida Reliability Coordinating Council's ("FRCC") Regional 18 Transmission Planning Process 19 (http://www.frcc.com/Planning/Shared%20Documents/FRCC\_Regional\_Transmi 20 ssion Planning Process.pdf) which facilitates coordinated planning by all 21 transmission providers, owners and stakeholders within the FRCC Region. The 22 FRCC is one of the North American Electric Reliability Corporation ("NERC") 23 Regional Reliability Organizations, with responsibility for maintaining grid

1 reliability in Peninsular Florida, east of the Apalachicola River. This region is 2 electrically unique because it is a peninsula and is tied to the Eastern 3 Interconnection only on one side. FRCC's members include investor owned 4 utilities, cooperative utilities, municipal utilities, a federal power agency, power 5 marketers, and independent power producers. The FRCC Board of Directors 6 has the responsibility to ensure that the FRCC Regional Transmission Planning 7 Process is fully implemented. The FRCC Planning Committee, which includes 8 representation by all FRCC members, directs the FRCC Transmission Working 9 Group, in conjunction with the FRCC Staff, to conduct the necessary studies to 10 fully implement the FRCC Regional Transmission Planning Process. The 11 descriptions of the FRCC Regional Transmission Planning Process set forth 12 herein summarize the elements of that process as they relate to Transmission Provider and the principles of the Final Rule in Docket No. RM05-25-000. 13 14 The Florida Public Service Commission ("FPSC") is an integral part of the 15 planning process by providing input, guidance, regulatory oversight and decision-16 making under this process. Additionally, the FPSC conducts workshops on an 17 annual basis to review the transmission and generation expansion plans for 18 Florida. The FPSC, under Florida law, has the authority to ensure an adequate 19 and reliable electric system for Florida. 20 As set forth below, Transmission Provider's Transmission Planning Process is a 21 seamless process that fully integrates both the local and regional transmission 22 planning and is designed to satisfy the following principles, as defined in the 23 FERC Final Rule in Docket No. RM05-25-000: (1) coordination, (2) openness,

- 1 (3) transparency, (4) information exchange, (5) comparability, (6) dispute
- 2 resolution, (7) regional coordination, (8) economic planning studies, and (9) cost
- 3 allocation for new projects. Descriptions of the FRCC Regional Transmission
- 4 Planning Process are contained herein as they relate to Transmission Provider's
- 5 Transmission Planning Process.

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#### Coordination

Transmission Provider consults and interacts directly with its customers in providing transmission service and generator interconnection service as well as with its neighboring transmission providers, on a regular basis. A transmission customer may request and/or schedule a meeting with a Transmission Provider to discuss any issue related to the provision of transmission service at any time. Transmission Provider consults and interacts with its customers any time during the study process that either the transmission customer or the Transmission Provider deem necessary and/or at various stages of the planning process (e.g., Scoping Meeting, Feasibility, System Impact and Facilities Studies). An open dialogue between the transmission customer and the Transmission Provider shall take place regarding customer needs. Topics such as load growth projections, planned generation resource additions/deletions, new delivery points and possible transmission alternatives shall be discussed. This dialogue is intended to provide timely and meaningful input and participation of customers during the early stages of development of the transmission plan. Additionally, the transmission customer shall have an opportunity to comment at any time during

1 the evaluation process and/or when study findings (Feasibility, System Impact 2 and Facilities Studies) are communicated by the Transmission Provider to the 3 customer. Transmission Provider communicates with its neighboring 4 transmission providers on a regular basis, and Transmission Provider facilitates 5 communication and consultation between its customers and its neighboring 6 transmission service providers/owners, specifically, if during the transmission 7 service study process, a neighboring system's facilities are identified as being 8 affected. This coordination process continues in a seamless manner at the local 9 as well as the regional level, leading to each Transmission Provider providing an 10 initial transmission plan which, when consolidated, becomes the initial regional 11 transmission plan. This initial transmission plan is reviewed by the FRCC as well 12 as all interested transmission customers/users. The Transmission Provider relies on the FRCC Committee process to finalize its initial transmission plan as 13 14 submitted to the FRCC. In addition to transmission customers/users being 15 provided timely and meaningful input and participation during the planning 16 process with the Transmission Provider, the transmission customers/users are 17 also given an additional opportunity to raise any issues, concerns or minority 18 opinions that they believe have not been adequately addressed by any 19 Transmission Providers' initial transmission plan submittal during the FRCC 20 review process. This FRCC review process normally commences shortly after 21 the submittal of the Ten Year Site Plans to the FPSC on April 1 of each year. 22 Once issues raised by interested stakeholders are addressed, the Planning 23 Committee approves the proposed regional transmission plan and presents it to

- the FRCC Board for approval. Upon approval by the Board, which is expected in
- 2 December of each year, the FRCC sends the final regional transmission plan to
- the FPSC. Unresolved issues may be referred to the FRCC Dispute Resolution
- 4 Process as described below.
- 5 The FRCC Regional Transmission Planning Process is intended to ensure the
- 6 long-term reliability and economic needs of the bulk power system in the FRCC
- 7 Region. <sup>1</sup> An objective of the FRCC Regional Transmission Planning Process is
- 8 to ensure coordination of the transmission planning activities within the FRCC
- 9 Region in order to provide for the development of a reliable and economically
- 10 robust transmission network in the FRCC Region. The process is intended to
- develop a regional transmission plan to meet the existing and future
- requirements of all customers/users, providers, owners, and operators of the
- transmission system in a coordinated, open and transparent manner.
- 14 The FRCC obtains and posts transmission owners' 10-year expansion plans on
- the FRCC web site. All transmission providers/owners provide their long-term
- 16 firm transmission service requests and generator interconnection service
- 17 requests to the FRCC in a common format. The FRCC consolidates all requests
- 18 for coordination purposes, and posts the consolidated requests available for
- 19 viewing by all FRCC members.
- 20 This coordinated FRCC Regional Transmission Planning Process offers many

Nothing in the FRCC Regional Transmission Planning Process is intended to limit or override rights or obligations of transmission providers, owners and/or transmission customers/users contained in any rate schedules, tariffs or binding regulatory orders issued by applicable federal, state or local agencies. In the event that a conflict arises between the FRCC process and the rights and obligations included in those rate schedules, tariffs or regulatory orders, and the conflict cannot be mutually resolved among the appropriate transmission providers, owners, or customers/users, any affected party may seek a resolution from the appropriate regulatory agencies or judicial bodies having jurisdiction.

1 opportunities for transmission providers to interact with customers and 2 neighboring systems during the development of the transmission plan. The 3 schedule of committee and working group meetings related to transmission 4 planning is posted on the FRCC website (<a href="http://www.frcc.com/meetings.htm">http://www.frcc.com/meetings.htm</a>). 5 FRCC meeting notices, meeting minutes and documents of FRCC Planning 6 Committee and/or FRCC Board meetings in which transmission plans or related 7 study results are exchanged, discussed or presented, are distributed by the 8 FRCC. Detailed evaluation and analysis of the transmission providers/owners 9 plans are conducted by the FRCC Transmission Working Group ("TWG") and 10 Stability Working Group ("SWG") in concert with the FRCC Staff. The TWG and 11 SWG are further described below. 12 A general scope of the Planning Committee and the respective working groups related to transmission planning are described below. The scope of these 13 14 committees is subject to change in the future in order to address evolving needs. 15 The members of the Planning Committee and the working groups related to 16 transmission planning are posted on the FRCC website 17 (http://www.frcc.com/committees.htm). Contact with the Planning Committee and 18 transmission working groups can be made through FRCC staff or through the 19 chair of the respective committee or working group. 20 21 **Planning Committee** 22 The Planning Committee promotes the reliability of the Bulk Power System in the

FRCC, and assesses and encourages generation and transmission adequacy.

- 1 The Planning Committee reports to the Board of Directors. Rules and
- 2 procedures governing the Planning Committee are posted on the FRCC website
- 3 (http://www.frcc.com/downloads/Rules%20of%20Procedure%20for%20FRCC%2
- 4 0Standing%20Committees-Revised%202005.pdf).
- 5 Working Groups related to transmission planning reporting to the Planning
- 6 Committee are described below.

# 8 Transmission Working Group

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- 9 The Transmission Working Group engages in active coordination of transmission
- planning within the FRCC Region under the direction of the FRCC Planning
- 11 Committee, and performs the duties as required by the FRCC Regional
- 12 Transmission Planning Process. Some of the responsibilities and objectives of
- the Transmission Working Group are: 1) Maintain, update and provide summer
- and winter database cases for FRCC including the bulk power transmission and
- generation systems, projected loads and any facility additions for an eleven year
- period; 2) Putting together the FERC Form 715 filing and EIA-411 for FRCC
- members, preparation of State of Florida electrical maps, etc.

# 19 Stability Working Group

- 1 The Stability Working Group engages in the active coordination of transmission
- 2 planning in the FRCC Region, assesses stability of the FRCC bulk electric
- 3 system under various conditions, and provides support to the other FRCC
- 4 working groups as needed. Some of the responsibilities and objectives of the
- 5 Stability Working Group are: 1) Maintain and update a dynamic data base for
- 6 the FRCC Region. This data base is coordinated with selected FRCC planning
- 7 horizon power flow cases as required by NERC Multi-regional Modeling Working
- 8 Group and other FRCC study needs; 2) Assess dynamic performance of the
- 9 FRCC bulk power system in response to Category B, C and D contingencies
- which includes special protection systems, under frequency load shedding
- programs, oscillatory stability, disturbances involving separation, etc..

# Openness

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- 14 Transmission Provider provides notice and schedules meetings with its
- transmission customers as deemed necessary by the transmission customer
- 16 and/or Transmission Provider. Transmission Provider schedules meetings with
- its customers to interact, exchange perspectives or share findings from studies.
- 18 Transmission Provider communicates and interacts with its transmission service
- customers on a regular basis to discuss loads, generation/network resource
- 20 additions/deletions, new facility additions and upgrades, demand resource
- information, customer's projections of future needs, and related subjects that
- have an impact on the provision of transmission service to a customer.
- 23 Transmission Provider provides a status update to its customers on a regular

1 basis or at any time, if requested by a customer. 2 3 This openness principle is also incorporated in the FRCC Regional Transmission 4 Planning Process by which the Transmission Provider participates in along with 5 other parties in the committee and working processes at the FRCC as described 6 below. The participants in the planning process at the FRCC are the sector 7 representative of the Planning Committee. A list of representatives may be found 8 on the FRCC website under FRCC Planning Committee Member list 9 (http://www.frcc.com/downloads/pcsector.pdf). The rules governing Planning 10 Committee structure and processes as they relate to Organization Structure, 11 Standing Committee Representation, Standing Committee Quorum and Voting, 12 Duties of Officers and Representatives, General Procedures for Standing Committees, FRCC Representation on NERC Committees, Procedures of 13 14 Minutes of Meetings and Conduct of the Meeting are set forth on the FRCC

- 16 (http://www.frcc.com/downloads/Rules%20of%20Procedure%20for%20FRCC%2
- 17 <u>OStanding%20Committees-Revised%202005.pdf</u>).
- 18 The FRCC meeting dates (<a href="http://www.frcc.com/meetings.htm">http://www.frcc.com/meetings.htm</a>), and the chairs,
- 19 and member representatives for the various committees are also posted on the
- 20 FRCC website (http://www.frcc.com/committees.htm). The Meeting agenda for
- the Planning Committee is normally provided two weeks prior to the meeting to
- the committee members.

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website

FRCC meeting notices, meeting minutes and documents of FRCC Planning

1 Committee and/or FRCC Board meetings in which transmission plans or related 2 study results will be exchanged, discussed or presented, are distributed by the FRCC. 3 4 The FRCC developed FERC Standards of Conduct Protocols for the purpose of 5 ensuring proper disclosure of transmission information in accordance with FERC 6 requirements. The primary rule is that a transmission provider must treat all 7 transmission customers, affiliated and non-affiliated on a non-discriminatory 8 basis and it cannot operate its transmission system to give a preference to any 9 transmission customer or to share non-public transmission or customer 10 information with any transmission customer. The rules also prevent transmission 11 function employees from sharing with their merchant employees and certain 12 affiliates non-public transmission information about the transmission provider's 13 transmission system or any other transmission system, which is information that 14 the affiliated merchant employee receiving the information could use to 15 commercial advantage. The full document that describes the FRCC developed 16 FERC Standards of Conduct Protocols is posted on the FRCC website 17 (http://www.frcc.com/Planning/Shared%20Documents/Standards\_of\_Conduct\_Protocols.pdf). 18 19 Customer input is included in the early stages of the development of the 20 transmission plans, as well as during and after plan evaluation processes. 21 Detailed evaluation and analysis of the transmission providers/owners plans are 22 conducted by the FRCC Transmission Working Group and Stability Working 23 Groups under the direction of the Planning Committee. Such evaluation and

1 analysis provides the basis for possible changes to the transmission 2 providers/owners plans that could result in a more reliable and more robust 3 transmission system for the FRCC Region. The FRCC Planning Committee 4 meets on a regular basis, usually monthly, with two weeks' prior notice. 5 The FRCC conducts the FRCC planning process in an open manner in such a 6 way that it ensures fair treatment for all customers/users, owners and operators 7 of the transmission system. Stakeholders have access to and participate in the 8 FRCC planning process. The committees and working groups described in this 9 document are stakeholder groups. The Planning Committee consists of five 10 stakeholder sectors: Suppliers, Non-IOU Utility Wholesalers, Load Serving 11 Entities, Generating Load Serving Entities and IOUs. The rules of procedure 12 governing the Planning Committee in conducting the FRCC Regional Transmission Planning Process is posted on the FRCC website 13 14 (http://www.frcc.com/downloads/Rules%20of%20Procedure%20for%20FRCC%2) 15 OStanding%20Committees-Revised%202005.pdf). The FPSC is encouraged to 16 and does participate in the FRCC Regional Transmission Planning Process. 17 The FRCC Regional Transmission Planning Process provides for the overall 18 protection of all confidential and proprietary information that is used to support 19 the planning process. A customer/user may enter into a confidentiality 20 agreement with the FRCC and/or applicable transmission provider/owner, as 21 appropriate, to be eligible to receive transmission information that is restricted 22 due to Critical Energy Infrastructure Information ("CEII"), security, business rules

and standards and/or other limitations. The procedure for requesting this type of

- information is delineated at the FRCC website at
- 2 http://www.frcc.com/Planning/Shared%20Documents/Transmission\_Info\_Release\_Procedure\_an
- 3 d Forms.pdf.

# 5 Transparency

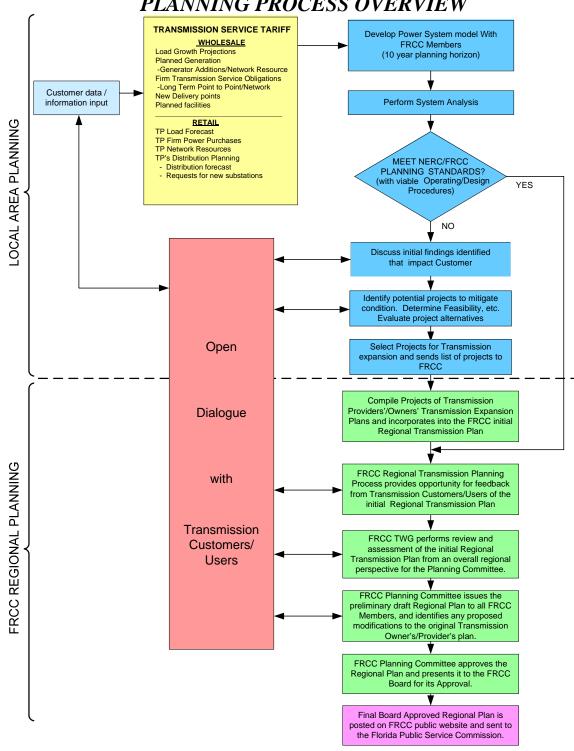
- 6 Transmission Provider plans its transmission system in accordance with the
- 7 NERC and FRCC Planning Reliability Standards, along with Transmission
- 8 Provider's own design, planning and operating criteria which it utilizes for all
- 9 customers on a comparable and non-discriminatory basis. These
- standards/criteria are also referred to in the Transmission Provider's FERC Form
- 715. In addition, Transmission Provider makes available Facility Connection
- Requirements, Capacity Benefit Margin ("CBM") Methodology and other pertinent
- information used in the transmission planning process and posts this information
- on the Transmission Provider's OASIS website.
- 15 During the Transmission Provider's local area planning process the Transmission
- 16 Provider utilizes the FRCC databanks which contain information provided by the
- 17 Transmission Provider and Customers of projected loads as well as all planned
- and committed transmission and generation projects, including upgrades, new
- 19 facilities and changes to planned-in-service dates over the planning horizon, as
- 20 the base case for Transmission Provider's studies. Transmission Provider
- 21 makes available to a transmission service customer the underlying data,
- 22 assumptions, criteria and underlying transmission plans utilized in the study
- 23 process. Transmission Provider provides written descriptions of the basic
- 24 methodology, criteria and processes used to develop plans. In order to get a

1 better understanding, a transmission customer may inquire about the 2 assumptions, data and/or underlying methods, criteria, etc. and the customer will 3 be provided a response by the Transmission Provider's qualified technical 4 representative. Dialogue during the study process is encouraged. The dialogue 5 during the Transmission Providers local area planning process between the 6 Transmission Provider and Customers involves discussions of the initial findings 7 that affect customers, potential alternatives including feasibility of mitigating any 8 adverse findings and third party impacts. Discussion of initial findings in areas of 9 the system that affect customers is intended to communicate and validate with 10 the customer issues or concerns identified by the Transmission Provider or 11 conversely, issues not specifically identified by the Transmission Provider that 12 may be of concern to the customers. As part of the process of identifying 13 potential alternatives to mitigate any adverse issue or concern, the dialogue with 14 the customer should facilitate the identification of the most effective solution. 15 This dialogue during the different stages of the planning process provides for 16 meaningful input and participation of transmission customers in the development 17 of the transmission plan. The goal of this interaction between the Transmission 18 Provider and customers is to develop a transmission expansion plan that meets 19 the needs of the Transmission Provider and customer in a reliable cost effective 20 manner. This planning process between the Transmission Provider and 21 customers are illustrated in the process flow diagram below. 22 An overview of the Transmission Provider's local area planning process and how 23 it relates to the FRCC Regional Transmission Planning Process is shown in the

#### flow chart below:

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# TRANSMISSION PROVIDER'S (TP) LOCAL AND REGIONAL COORDINATED TRANSMISSION PLANNING PROCESS OVERVIEW



2 Once the results of the Transmission Provider's local area planning process are reflected in the FRCC Regional Transmission Planning Process, the FRCC 3 4 seeks input and feedback from transmission customers/users for any issues or 5 concerns that are identified and independently assesses the initial Regional Plan 6 from a FRCC regional perspective. A dialogue between the FRCC, transmission 7 customers/users and transmission owners/providers occurs to address any 8 issues identified during this process. When the FRCC Regional Transmission 9 Plan has been approved by the FRCC Planning Committee, it is sent to the 10 FRCC Board for approval. After the FRCC Board approves the FRCC Regional 11 Transmission Plan, it is posted on the FRCC website and sent to the FPSC. 12 Additionally, the FRCC compiles all of the individual transmission providers/owners FERC Form 715's within the FRCC region, including 13 14 Transmission Provider's, and files all FERC Form 715's for its members with 15 FERC on an annual basis. 16 Studies conducted pursuant to the FRCC Regional Transmission Planning 17 Process utilize the applicable reliability standards and criteria of the FRCC and 18 NERC that apply to the Bulk Power System as defined by NERC. Such studies 19 also utilize the specific design, operating and planning criteria used by FRCC 20 transmission providers/owners. The transmission planning criteria are available 21 to all customers and stakeholders. Transmission planning assumptions and 22 project descriptions for transmission projects and the status of upgrades are 23 available. The FRCC updates and distributes transmission projects/upgrades on

- a regular basis. The FRCC also updates and distributes on a periodic basis the
- 2 load flow data base. The FRCC publishes the individual transmission providers'
- 3 system impact study schedules so that other potentially impacted transmission
- 4 owners can assess whether they are affected and elect to participate in the study
- 5 analysis. The FRCC planning studies are also distributed by the FRCC and
- 6 updated as needed.
- 7 The FRCC also produces the following annual reports which are submitted to the
- 8 FPSC:

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- The Regional Load and Resource Plan contains aggregate data on demand and energy, capacity and reserves, and proposed new generating unit and transmission line additions for Peninsular Florida as well as statewide.
  - The Reliability Assessment is an aggregate study of generating unit availability, forced outage rates, load forecast methodologies, and gas pipeline availability.
  - The Long Range Transmission Reliability Study is an assessment of the adequacy of Peninsular Florida's bulk power and transmission system. The study includes both short-term (1-5 years) detailed analysis and long-term (6-10 years) evaluation of developing trends that would require transmission additions or other corrective action. Updates on regional areas of interest and/or constraints (e.g. Central Florida) are also addressed.

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#### **Information Exchange**

- 25 Transmission Provider participates in information exchange on a regular and
- ongoing basis with the FRCC, neighboring utilities, and customers. Transmission
- 27 customers are required to submit data to the Transmission Provider in order for
- the Transmission Provider to plan for the needs of network and point-to-point
- 29 customers. This data/information shall be provided by the transmission customer
- 30 by November 1 of each year. Such data/information includes load growth

1 projections, planned generation resource additions/upgrades (including network 2 resources), any demand response resources, new delivery points, new or 3 continuation of long-term firm point-to-point transactions with specific receipt (i.e., 4 source or electrical location of generation resources) and delivery points, (i.e., 5 the electrical location of load or sink where the power will be delivered to), and 6 planned transmission facilities. This data/information shall be provided over the 7 10 year planning horizon to the extent such information is known. Additionally, 8 the transmission customer shall provide timely written notice of any material 9 changes to this data/information as soon as practicable due to the possible effect 10 on the transmission plan or the ability of the transmission provider to provide 11 service. 12 The Transmission Provider utilizes the information provided in modeling and 13 assessing the performance of its system in order to develop a transmission plan 14 that meets the needs of all customers of the transmission system. The 15 Transmission Provider exchanges information with a transmission customer to 16 provide an opportunity for the transmission customer to evaluate the initial study 17 findings or to propose potential alternative transmission solutions for 18 consideration by the Transmission Provider. If the Transmission Provider and 19 transmission customer agree that the transmission customer's recommended 20 solution is the best over-all transmission solution then such solution will be 21 incorporated in the Transmission Provider's plan. Through this information 22 exchange process the transmission customer has an integral role in the 23 development of the transmission plan. Consistent with the Transmission

- 1 Provider's obligation under federal and state law, and under NERC and FRCC
- 2 reliability standards, the Transmission Provider is ultimately responsible for the
- 3 transmission plan.
- 4 The FRCC TWG sets the schedule for data submittal and frequency of
- 5 information exchange which starts at the beginning of each calendar year.
- 6 Updates and revisions are discussed at the FRCC Planning Committee meetings
- 7 by the members. This process requires extensive coordination and information
- 8 exchange over a period of several months as the FRCC develops electric power
- 9 system load-flow databank models for the FRCC Region. The models include
- data for every utility in peninsular Florida and are developed and maintained by
- the FRCC. The TWG is responsible for developing and maintaining power flow
- base cases. The FRCC power flow base case models contain the data used by
- the FRCC and transmission providers for intra- and inter-regional assessment
- studies, and other system studies. The models created also are the basis for
- the FRCC submittal to the NERC Multi-regional Modeling Working Group
- 16 (MMWG). TWG members support the data collection requirements and
- 17 guidelines related to the accurate modeling of generation, transmission and load
- in the power flow cases. The data collected includes:
- 19 For power flow models:

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- Bus data; (name, base voltage, type, area assignment, zone
   assignment, owner)
- Load data; (bus, MW, MVAR, area assignment, zone assignment, owner)
  - Generator data; (bus, machine number, MW, MVAR, status, PMAX, PMIN, QMAX, QMIN, MVA base, voltage set-point, regulating bus)
  - Branch data; (from bus, to bus, circuit number, impedances, ratings, status, length, owner)

1 Transformer data; (from bus, to bus, to bus, circuit number, status, 2 winding impedances, ratings, taps, voltage control bus, voltage limits, 3 owner) 4 Area interchange data; (area, slack bus, desired interchange, tolerance) 5 6 Switched shunt data 7 Facts device data 8 9 For dynamic stability models: (in addition to power flow model data) 10 Generator models; (turbine, generator, governor, exciter, power 11 system stabilizers) Relay models; (distance, out of step, underfrequency) 12 Special protection scheme models 13 14 15 For short circuit models: (in addition to power flow model data) 16 Zero and negative sequence impedances; 17 The databank models are compiled and incorporate load projections by 18 substations, firm transmission services, and transmission expansion projects 19 over the 10 year planning horizon. Transmission Provider utilizes the FRCC 20 databanks which contain projected loads as well as all planned and committed 21 transmission and generation projects, including upgrades, new facilities and 22 changes to planned in-service dates over the planning horizon, as the base case 23 for Transmission Provider's studies. These databanks are maintained by the 24 FRCC Transmission Working Group and are updated on a periodic basis to 25 ensure that the assumptions are current. Transmission Provider makes available 26 to a transmission service customer the underlying data, assumptions, criteria and 27 transmission plans utilized in the study process. If information is deemed 28 confidential, Transmission Provider requires the customer to enter into a 29 confidentiality agreement prior to providing the confidential information. 30 The FRCC maintains databanks of all FRCC members' projected loads and

- 1 planned and committed transmission and generation projects, including
- 2 upgrades, new facilities, and changes to planned in-service dates. These
- databanks are updated on a periodic basis. The FRCC maintains and updates
- 4 the load flow, short circuit, and stability models. All of this above information is
- 5 distributed by the FRCC, along with the FRCC transmission planning studies,
- 6 subject to possible redaction of user sensitive or critical infrastructure information
- 7 consistent with market and business rules and standards.

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### Comparability

- 10 This comparability principle is applied in all aspects of the transmission planning
- process including each of the respective principles in this Attachment K.
- 12 Transmission Provider incorporates into its transmission plans on a comparable
- basis all firm transmission obligations, both retail and wholesale. The retail
- obligations consist of load growth, interconnection and integration of new network
- resources, firm power purchases and new distribution substations. Transmission
- 16 Provider wholesale obligations are existing firm wholesale power sales, existing
- 17 long-term firm transmission service including firm point-to-point and network
- 18 (interconnection and integration of network resources), projected network load,
- 19 generator interconnections, and new delivery points.
- 20 Transmission Provider plans for forecasted load, generation additions/upgrades
- 21 which include network resources and new distribution substations associated
- 22 with retail service obligations. A network transmission customer provides
- 23 corresponding data as part of the provision of service, such as load forecast

1 data, generation additions/upgrades including network resource forecast, new 2 delivery points, and other information needed by the Transmission Provider to 3 plan for the needs of the customer. Both Transmission Provider and the 4 transmission customers reflect their demand resources within the information that 5 is input within this planning process. The data required for planning the 6 transmission system for both retail and wholesale customers is comparable. The 7 data/information is also provided to the FRCC for their use in databank 8 development and analysis under the FRCC Regional Transmission Planning 9 Process. These data requirements are generally communicated by OASIS, 10 email, letter or combination thereof. 11 Transmission providers/owners submit to the FRCC their latest 10-year 12 expansion plans for their transmission systems, which incorporate the 13 transmission expansion needed to meet the transmission customer 14 requirements, including a list of transmission projects that provides for all of the 15 firm obligations based on the best available information. The FRCC complies 16 and distributes a list of projects distributed from the transmission 17 providers/owners and updates the project status to keep the list current. FRCC 18 complies and distributes the transmission providers/owners' 10-year expansion 19 plans. All transmission users and other affected parties are asked to submit to 20 the FRCC any issues or special needs that they believe are not adequately 21 addressed in the expansion plans. 22

#### **Dispute Resolution**

1 If a dispute arises between a transmission customer and the transmission 2 provider involving Transmission Service under the Tariff, then the Dispute 3 Resolution Procedures set forth in Article 12 of the Tariff shall govern. 4 If a dispute arises among or between Transmission Provider and another 5 transmission owner(s) involving a cost allocation issue regarding the Cost 6 Allocation Methodology and Principles, then the dispute resolution process set 7 forth below under the cost allocation principle of this Attachment K shall govern. 8 If a dispute arises among or between Transmission Provider and another 9 transmission provider/owner(s), regarding the FRCC Regional Transmission 10 Planning Process, then the dispute resolution procedures that are contained in 11 the FRCC Regional Transmission Planning Process as set forth below in this 12 Attachment K shall govern. The FRCC Regional Transmission Planning Process has two alternative dispute 13 14 resolution processes. Any party raising an unresolved issue may request the 15 Mediator Dispute Resolution Process, which involves a mediator being selected 16 jointly by the disputing parties. If the Mediator Dispute Resolution Process is 17 completed, and the issue is still unresolved, by mutual agreement between the 18 parties, the Independent Evaluator Dispute Resolution Process may be utilized. 19 The Independent Evaluator is selected by the FRCC Board of Directors. If the 20 issue is unresolved by either of the dispute resolution processes, the 21 transmission owners, affected parties, or the FRCC may request that the FPSC

unresolved issue(s) may be submitted to any regulatory or judicial body having

address such unresolved dispute. Notwithstanding the foregoing, any

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1 jurisdiction.

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- 2 Described below are the two alternative dispute resolution processes:
- 3 Alternative 1 Mediator Dispute Resolution Process (Non-Binding)
- 4 The Mediator Process shall be completed within 60 days of commencement.
- 5 A mediator shall be selected jointly by the disputing parties. The mediator shall
- 6 (1) be knowledgeable in the subject matter of the dispute, and (2) have no
- 7 official, financial, or personal conflict of interest with respect to the issues in
- 8 controversy, unless the interest is fully disclosed in writing to all participants and
- 9 all participants waive in writing any objection to the interest.
- 10 The disputing parties shall attempt in good faith to resolve the dispute in
- accordance with the procedures and timetable established by the mediator. In
- 12 furtherance of the mediation efforts, the mediator may:
  - Require the parties to meet for face-to-face discussions, with or without the mediator;
    - Act as an intermediary between the disputing parties;
    - Require the disputing parties to submit written statements of issues and positions; and
    - If requested by the disputing parties, provide a written recommendation on resolution of the dispute.

21 If a resolution of the dispute is not reached by the 30th day after the appointment

- of the mediator or such later date as may be agreed to by the parties, the
- 23 mediator shall promptly provide the disputing parties with a written, confidential,
- 24 non-binding recommendation on resolution of the dispute, including the
- 25 mediator's assessment of the merits of the principal positions being advanced by
- each of the disputing parties. At a time and place specified by the mediator after
- 27 delivery of the foregoing recommendation, but no later than 15 days after

- issuance of the mediator's recommendation, the disputing parties shall meet in a
- 2 good faith attempt to resolve the dispute in light of the mediator's
- 3 recommendation. Each disputing party shall be represented at the meeting by a
- 4 person with authority to settle the dispute, along with such other persons as each
- 5 disputing party shall deem appropriate. If the disputing parties are unable to
- 6 resolve the dispute at or in connection with this meeting, then: (1) any disputing
- 7 party may commence such arbitral, judicial, regulatory or other proceedings as
- 8 may be appropriate; and (2) the recommendation of the mediator shall have no
- 9 further force or effect, and shall not be admissible for any purpose, in any
- subsequent arbitral, administrative, judicial, or other proceeding.
- The costs of the time, expenses, and other charges of the mediator and of the
- mediation process shall be borne by the parties to the dispute, with each side in
- a mediated matter bearing one-half of such costs. Each party shall bear its own
- costs and attorney's fees incurred in connection with any mediation.
- 15 Alternative 2 Independent Evaluator Dispute Resolution Process (Non-
- 16 **Binding**)
- 17 The Independent Evaluator Dispute Resolution Process shall be completed
- within 90 days.
- 19 An assessment of the unresolved issue(s) shall be performed by an Independent
- 20 Evaluator that will be selected by the FRCC Board. The Independent Evaluator
- 21 shall evaluate the disputed issue(s) utilizing the same criteria that the Planning
- 22 Committee is held to, that is, "the applicable reliability criteria of FRCC and
- 23 NERC, and the individual transmission owner's/provider's specific design,

1 operating and planning criteria." 2 The Independent Evaluator shall be a recognized independent expert with 3 substantial experience in the field of transmission planning with no past business 4 relationship to any of the affected parties within the past two years from the date 5 the Dispute Resolution Process is started. 6 The Board shall retain an Independent Evaluator within 15 days of the request to 7 utilize the Independent Evaluator Dispute Resolution Process. 8 The Independent Evaluator shall prepare a report of its findings, with 9 recommendations on the unresolved issue(s), to the Board and the Planning 10 Committee within 45 days from the date the Board selected the Independent 11 Evaluator. The Independent Evaluator's findings and recommendations shall not 12 be binding. The Board, with the assistance of the Planning Committee and the 13 Independent Evaluator's report, shall attempt to resolve the unresolved issue(s) 14 within 30 days from receipt of the Independent Evaluator's report. If the Board 15 fails to resolve the issue(s) to the satisfaction of all parties, any disputing party 16 may commence such arbitral, judicial, regulatory or other proceedings as may be 17 appropriate. 18 The costs of the Independent Evaluator shall be borne by the parties to the 19 dispute with each party bearing an equal share of such costs. The FRCC shall 20 be one of the parties. Each party shall bear its own costs and attorney fees

23 Regional Participation

incurred in connection with the dispute resolution.

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1 The FRCC Regional Transmission Planning Process begins with the 2 consolidation of the long term transmission plans of all of the transmission 3 providers/owners in the FRCC Region. Such transmission plans incorporate the 4 integration of new firm resources as well as other firm commitments. Any 5 generating or transmission entity not required to submit a 10 year plan to the 6 FPSC submits its 10 year expansion plan to the FRCC, together with any issues 7 or special needs they believe are not adequately addressed by the transmission 8 providers/owners' 10 year plans. The FRCC process requires that the FRCC 9 Planning Committee address any issue or area of concern not previously or 10 adequately addressed with emphasis on constructing a more robust regional 11 transmission system. 12 Each transmission provider/owner furnishes the FRCC with a study schedule for 13 each system impact study so that other potentially affected transmission 14 providers/owners can independently assess whether they may be affected by the 15 request, and elect to participate in or monitor the study process. If a 16 transmission provider/owner believes that it may be affected, it may participate in 17 the study process. 18 FRCC has a reliability coordination arrangement with Southern Company 19 Services, Inc. ("Southern"), which is in the Southeastern Subregion of the SERC 20 Reliability Corporation Region that the FRCC is connected to, with the purpose of 21 safeguarding and augmenting the reliability of the Southern/SERC and the FRCC 22 bulk power supply systems. This arrangement provides for exchanges of 23 information and system data between Southern and FRCC for the coordination of

1 planning and operations in the interest of reliability. The arrangement also 2 provides the mechanism for regional studies and recommendations designed to 3 improve the reliability of the interconnected bulk power system. Duties under the 4 arrangement are as follows: (1) Coordination of generation and transmission 5 system planning, construction, operating, and protection to maintain maximum 6 reliability; (2) Coordination of interconnection lines and facilities for full 7 implementation of mutual assistance in emergencies; (3) Initiation of joint studies 8 and investigations pertaining to the reliability of bulk power supply facilities; (4) 9 Coordination of maintenance schedules of generating units and transmission 10 lines; (5) Determination of requirements for necessary communication between 11 the parties; (6) Coordination of load relief measures and restoration procedures; 12 (7) Coordination of spinning reserve requirements; (8) Coordination of voltage levels and reactive power supply; (9) Other matters relating to the reliability of 13 14 bulk power supply required to meet customer service requirements; and (10) 15 Exchange of necessary information, such as magnitude and characteristics of 16 actual and forecasted loads, capability of generating facilities, programs of 17 capacity additions, capability of bulk power interchange facilities, plant and 18 system emergencies, unit outages, and line outages. 19 The FRCC and the Southeastern Subregion of SERC plan to establish a link to 20 transmission providers and Regional Reliability Organization websites as 21 applicable that contain study methodologies, joint transmission studies, inter-22 regional transmission service and generator interconnection service related 23 studies, and procedures to request economic studies. Transmission providers

1 within the FRCC and Southeastern Subregion of SERC coordinate with each 2 other as necessary in the performance of economic studies. FRCC and 3 Southeastern SERC transmission providers plan to attend transmission planning 4 forums when study findings are presented to stakeholders that impact their 5 respective transmission systems. 6 The FRCC is a member of the Eastern Interconnection Reliability Assessment 7 Group ("ERAG") which includes other Eastern Interconnection reliability regional 8 entities, the Midwest Reliability Organization, the Northeast Power Coordinating 9 Council, Inc., Reliability First Corporation, SERC Reliability Corporation, and 10 Southwest Power Pool. The purpose of ERAG is to ensure reliability of the 11 interconnected system and the adequacy of infrastructure in their respective 12 regions for the benefit of all end-users of electricity and all entities engaged in 13 providing electric services in the region. 14 15 **Economic Planning Studies** 16 In the performance of an economic sensitivity study that is identified as part of 17 the FRCC Regional Transmission Planning Process, Transmission Provider 18 plans to participate in such study utilizing the procedures that are contained in 19 the FRCC Regional Transmission Planning Process. If Transmission Provider 20 receives a specific request to perform economic studies for a transmission 21 customer, Transmission Provider plans to utilize the OASIS for such requests. 22 To the extent an economic study would involve other transmission

providers/owners, Transmission Provider will coordinate with these

1 providers/owners in performing the study. 2 3 The FRCC Regional Transmission Planning Process includes both economic and 4 congestion studies. One of the sensitivities may include evaluating the FRCC 5 Region with various generation dispatches that test or stress the transmission 6 system, including economic dispatch from all generation (firm and non-firm) in 7 the region. Other sensitivities may include specific areas where a 8 combination/cluster of generation and load serving capability involving various 9 transmission providers/owners in the FRCC experiences or may experience 10 significant and recurring transmission congestion on their transmission facilities. 11 Members of the FRCC Planning Committee may also request specific economic 12 analyses that would examine potential generation resource options, or other types of regional economic studies, and to the extent information is available, 13 14 may request a study of the cost of congestion. The FRCC Planning Committee 15 may consider clustering studies as appropriate. Economic analyses should 16 reflect the upgrades to integrate necessary new generation resources and/or 17 loads on an aggregate or regional (cluster) basis. 18 19 **Cost Allocation** 20

If a transmission expansion is identified as needed under the FRCC Regional
Transmission Planning Process and such transmission expansion results in a
material adverse system impact upon a third party transmission owner as
described in Paragraph 1 below, the Transmission Provider plans to utilize the

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1 Cost Allocation Methodology and Principles as outlined below in this Attachment 2 K. The FPSC is involved in this process and provides oversight, guidance and 3 may exercise its statutory authority as appropriate. 4 [The following description of the Cost Allocation Methodology and Principles is a 5 "work in progress" in the FRCC region and will require additional work to complete. The FRCC Board is currently overseeing this process development. 6 7 A time line to meet the December 7 FERC compliance filing date has been 8 established. The description is a high level representation of the principles and 9 quidelines that are the basis for the continued development of Cost Allocation 10 Methodology and Principles. The following FRCC link, 11 http://www.frcc.com/Planning/Shared%20Documents/FRCC Cost Allocation Methodology and 12 Principles.pdf, will allow access by interested parties to review underlying detail on 13 this methodology which will be updated as the document is further developed.] 14 15 The following Cost Allocation Methodology and Principles are intended to provide 16 quidelines and mechanisms for resolution of cost responsibility in those 17 circumstances where transmission expansion is identified as being needed under 18 the FRCC Regional Transmission Planning Process, and such transmission 19 expansion results in a material adverse system impact upon a third party Transmission Owner<sup>2</sup> as described in Paragraph 1 below. All transmission 20 21 projects not covered by this Process will be the financial responsibility of the 22 Transmission Owner. The right of recovery under this Process only relates to 23 transmission expansion costs that are above and beyond any costs associated 24 with transmission construction that is addressed pursuant to FERC Orders 2003

and 2006.

<sup>&</sup>lt;sup>2</sup> Transmission Owner means an electric utility owning transmission facilities in the FRCC Region.

- 2 Cost Allocation Methodology and Principles
- 1. A Transmission Owner shall be responsible for upgrading its respective
- 4 transmission system to meet NERC and FRCC Reliability Standards identified
- 5 under the FRCC Regional Transmission Planning Process.
- 6 a. In those circumstances when a Transmission Owner's provision of long 7 term firm point-to-point transmission services or network service to accommodate designations of new long term network resources to serve 8 9 retail and/or wholesale customers causes a material adverse impact that 10 satisfies the "Threshold Concepts" delineated below (see Paragraph 4) on a third party Transmission Owner's system (i.e., "Affected Transmission 11 12 Owner") and which results in the need to expand and/or upgrade the Affected Transmission Owner's 230 kV or above transmission system to 13 14 meet NERC and FRCC Reliability Standards (i.e., "Transmission" 15 Expansion"), then such Affected Transmission Owner shall have the right to recover from third parties all or a portion of the costs associated with 16 such Transmission Expansion. 17

- 2. Costs associated with Transmission Expansion by the Affected Transmission
- Owner shall include only the capital costs of the transmission facility,
- including up-front<sup>3</sup> identifiable costs. The total costs for cost sharing would

<sup>&</sup>lt;sup>3</sup> "Up-front" costs are costs that are expended in preparation for the construction of a transmission project, incurred up to and including the date the utility completes site clearing work. Up-front costs include, but are not limited to: any and all costs associated with preparing, reviewing and defending a Transmission Line Siting Act application; costs associated with site, technology and route selection and acquisition; costs

be the "up-front" costs plus the cost of construction (which includes the cost of
 financing the construction).

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The Affected Transmission Owner shall be solely responsible for the
 execution of all engineering, permitting, rights-of-way and construction of the
 facilities associated with the Transmission Expansion.

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- 4. Threshold Concepts: All of the following Thresholds Concepts must be met in order for an\_Affected Transmission Owner to have a right to recover from third parties all or a portion of the costs associated with a Transmission Expansion:
  - A pre-specified change in flow on the Affected Transmission Owner's facilities which results in a Reliability Standards violation;
    - The Transmission Expansion must be 230 kV or higher voltage;
    - The costs associated with the Transmission Expansion must exceed a pre-specified amount; and
    - The Transmission Owner must identify itself as a potential Affected Transmission Owner in a timely manner.

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19 5. The entity connecting a new generator and requesting long-term firm 20 transmission service, the Transmission Owner where a new generator is to be 21 connected, the Affected Transmission Owner, the transmission service 22 customer(s), and the Transmission Owner(s) providing long-term firm 23 transmission service, as applicable, shall enter into good faith negotiations to 24 allocate and assign cost responsibility for the expansion and/or upgrades to 25 the Affected Transmission Owner's transmission system consistent with the "Cost Allocation Methodology and Principles for Transmission Expansions" 26

of engineering, designing, and permitting; costs of clearing, grading, and excavation; and costs of development of any on-site construction facilities.

1 set forth below. At the time of commencement of negotiations, each entity 2 shall designate a senior representative for each such entity to be available to 3 resolve disputes. 4 Cost Allocation Methodology and Principles for Transmission Expansions: 5 The costs associated with the implementation of the Transmission Expansion 6 will be allocated to entities as follows: 7 A recognition of planned transmission facility benefits that are identifiable. 8 quantifiable and needed (e.g., deferral of other transmission projects). 9 10 • Costs, net of recognized benefits, shall be allocated based on: 11 A portion to the load in the area or zone associated with the need for 12 the Transmission Expansion. 13 A portion to sources or cluster of sources which are causing the need 14 for the transmission expansion. 15 16 6. In the event the entities involved in Paragraph 5, above, are unable to reach 17 agreement on the determination and assignment of cost responsibility within a 18 60 day period, the dispute shall be referred, as promptly as practicable, to the 19 designated representatives discussed above in Paragraph 5 for resolution. 20 21 7. In the event the designated representatives are unable to resolve the dispute 22 within 30 days by mutual agreement, such dispute may be submitted to the 23 FPSC for dispute resolution, in which case the following provisions shall 24 apply: (i) the decision of the FPSC shall be deemed final and binding upon 25 the parties to the proceeding (a) if the affected parties agree ahead of time in 26 writing to that effect or (b) if the decision of the FPSC is not challenged within 27 90 days of its issuance; and (ii) the decision of the FPSC, if not binding under

the provisions of (i)(a) above, may be challenged within 90 days of its

- issuance (a) at the FERC if it involves matters subject to FERC's jurisdiction or (b), if the matter is not FERC-jurisdictional, in a court having jurisdiction to hear appeals from FPSC decisions.
- 8. Nothing in these Cost Allocation Methodology and Principles provisions is
   intended to abrogate or mitigate any rights a party may have before any
   regulatory body having jurisdiction.