Supreme Court of the United States

OCTOBER TERM, 1970

In the Matter of:

States LIBRARY Supreme Court, U. S. MAR 10 1971 5

Docket No. 464

GAINESVILLE UTITLTIES DEPARTMENT, ET AL.,

Petitioners,

VS.

FLORIDA POWER CORPORATION,

Respondent.

SUPREME GOURT, U.S. MARSHAL'S OFFICE

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Place

Washington, D. C.

Date

February 24, 1971

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	2	OCTOBER TERM 1970
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	4.	GAINESVILLE UTILITIES DEPARTMENT,)
	5	ET AL.,
	6	Petitioners)
		vs) No. 464
	7	
	8	FLORIDA POWER CORPORATION,)
		Respondent)
	9	
	10	
		The above-entitled matter came on for argument at
	11	1:17 o'clock p.m. on Wednesday, February 24, 1971
	12	
	-	BEFORE:
	13	WARREN E. BURGER, Chief Justice
	14	HUGO L. BLACK, Associate Justice
	412	WILLIAM O. DOUGLAS, Associate Justice JOHN M. HARLAN, Associate Justice
	15	WILLIAM J. BRENNAN, JR., Associate Justice
	16	POTTER STEWART, Associate Justice
	17	BYRON R. WHITE, Associate Justice THURGOOD MARSHALL, Associate Justice
	12	HARRY A. BLACKMUN, Associate Justice
	18	APPEARANCES:
	19	
		GEORGE SPIEGEL, ESQ.
	20	2600 Virginia Avenue, N.W. Washington, D. C. 20037
	21	On behalf of Petitioners
		RICHARD W. EMORY, ESQ.
	22	2 Hopkins Place
	23	Baltimore, Maryland 21201
	04	On behalf of Respondent
	24	
	25	

PROCEEDINGS

MR. CHIEF JUSTICE BURGER: We will hear arguments next in 464: Gainesville Utilities against Florida Power Corporation.

Counsel, may I inquire: is it contemplated that

464 and 460 will be interchangably argued in both sets of

arguments or are you going to enter them completely separately?

MR. SPIEGEL: Well, procedurally they are com-

pletely separate.

MR. CHIEF JUSTICE BURGER: Yes; I realize that.

MR. SPIEGEL: But, in terms of the subject matter they are the same.

MR. CHIEF JUSTICE BURGER: My question is, specifically: in the next hour are we going to concern ourselves with 464?

MR. SPIEGEL: Yes.

MR. CHIEF JUSTICE BURGER: Very well. You may proceed whenever you are ready, Mr. Spiegel.

ORAL ARGUMENT BY GEORGE SPIEGEL, ESQ.

ON BEHALF OF PETITIONERS

MR. SPIEGEL. Mr. Chief Justice and may it please the Court:

The City of Gainesville, Florida operates an isolated electric system serving some 60,000 people in Alachua County, Florida. It is a rapidly growing system with a demand

doubling every five years and a concommitant necessity to continue to build additional generating facilities.

There is, in Florida, and there was at the time in 1965, an interconnected system of five utilities, all of whom are interconnected with each other; were selling power back and forth between each other and generally applying to each other mutual assistance. And their operations in general were guided by an operating committee and their interconnections were founded upon bilateral agreements.

The City of Gainesville desired to interconnect with this grid or this pool, but it was not able to negotiate an agreement with either of its closest neighbors: Florida

Power and Light Company and Florida Power Corporation and --

- Q Excuse me. Was the city ever a customer, a direct customer of any of these five utilities?
 - A No, Your Honor.
 - Q It's always been a municipally-operated --
- A Yes. During World War II there was an emergency interconnection with Florida Power Corporation but this was severed shortly after the war.

The Commission, after extensive hearings, under Section 202(b) of the Federal Power Act, ordered the interconnection and fixed the terms and conditions for the sale of energy across that interconnection and for the responsibilities which Gainesville would have to assume by way of providing

generating capacity reserves to the interconnected system and in general, the Commission fixed the same pro rata terms and obligations on Gainesville as would exist among members of the pool.

A

Appeal was taken -- a petition for review was taken to the Fifth Circuit Court of Appeals by Florida Power Corporation --

Q Mr. Spiegel, would you say that broadly, all the significant conditions for Gainesville are the same as they are between and among the other members of the grid?

A Yes, sir. There are some minor differences in certain individual bilateral contracts. In general they are the same, but the Commission does require that Gainesville abide by the operating criteria of the Florida Operating Committee precisely the same as other systems.

Three issues were presented in the Court of

Appeals; the fourth issue being whether the Commission had

authority to order the interconnection and the court upheld the

Commission on that. The second issue was whether the Commission should be required to condition the interconnection upon

the making of a territorial agreement between the parties. The

Commission had declined to do so and the court had upheld the

Commission on that issue.

The only question on which the -- the third question and only question on which the court reversed, was as

to a single aspect of the compensation arrangement. There is no disagreement as to what the price should be when the economy energy flows through the system, between the systems. There is no dispute as to what -- again, no serious question as to what the rate should be when they arrange firm transactions, short-term transactions.

It is agreed that Gainesville shall pay all of the costs of making the interconnection, but the court took the position that because Gainesville was small and because it considered that Gainesville was receiving the larger part of the benefits that there must be some other charge of some sort. And it wasn't sufficient to accept the Commission's principle, its rule that when interconnected systems operate together it is the duty that each one carry its proportionate utility responsibility and that is — and if it discharges that proportionate responsibility it has provided its basic cost burden.

Now, what the Commission is sayins is this: that when a group of utilities are interconnected, each one brings some load to the interconnected system and that load, say 100 megawatts, is a burden on the interconnected system. Therefore, it must also bring some generating capacity to offset the load which it brings and it must bring generating capacity, not just equal to its load, but it must be something greater. It must bring a reserve capacity so that in the event of

failure of the generator there will be other generating capacity available to the system.

Now, what the Commission here is saying is that if Gainesville brings that capacity to the interconnection, that extra capacity, that reserve capacity to the interconnection, which it would be required to do under the operating criteria of the Florida pool, as each system under the Florida pool is required to do and it would meet its basic responsibility for not burdening the pool.

Q Wouldn't Gainesville have to pay for any power that it actually used?

Λ Oh, yes; yes. When the energy flows there are payments and likewise, when --

Q And there is no question about the adequacy of that rate as a rate for payment for that power?

A No question. No; there isn't. I don't think there is any serious question on that.

Q So you really do, under this Federal

Power Commission order you would do more than just bring
generating, make your generating capacity available to the
system?

A That's right.

Q You would be paying for power if the flow in your direction was greater than the flow in the other direction?

Words, this is a mutual arrangement. In other words, we agree to back up Florida Power Corporation and through Florida Power Corporation, supply emergency energy to any system that needs it and likewise there would be payments from Florida Power Corporation.

Q Is there any way of -- what is the practical situation. Let's assume that your system was using all the power you had within the system. Let's assume one of your generators went out, and your system was using all the power that you then had.

A Right.

Q And then say there was a need for power in the larger system.

A Under those circumstances we could not supply it nor would we be required to supply it.

Q You just wouldn't give it to them because there is a way of -- what would do, cut the switch or what?

A Well, the switch can be opened.

Q Is that what you would do?

A If I understand your example, you are assuming that Gainesville has a load in excess of 50 megawatts.

Q Yes.

A Even though it has 100 megawatts of capacity, only 50 megawatts is than operating.

1		Ω	Yes.
2		A	The other 50 megawatts has been definitely
3	forced		
4		Q	Yes.
5		A	And the power company would ask us for
6	power in ar	emerge	ncy in their situation. We could not suppl
7	it.		
8		Q	I take it that would be true the other
9	way, too?		
10		A	Thatwould be true the other way.
11		Q	If you suddenly needed power, which you
12	apparently	need so	me connections to take care of the emergen-
13	cies if	there w	as an emergency in the Gainesville system.
14		A	Right.
15		Q	And you suddenly needed power.
16		A	Right.
17		Q	And the larger system was then overloaded
18	itself.		
19		A	Like Consolidated Edison in New York.
20		Q	Yes. They could not furnish you the
21	power?		
22		A	That's right.
23		Q	They have no obligation constantly to be
24	on standby	status	to furnish you emergency power?
30		A	That is my understanding; that is the

1 service for which we requested; that was the service that we 2 would order ---3 Q Which? 15 That the seller's system, the helping 5 system doesn't help the other system --6 Unless it's in a position to do it? 7 Unless it's in a position to do it. Now, this is fundamental --8 Q Isn't there quite a difference between 9 the litigants in this case on that issue? 10 A There is, and the court, I think this is 11 one of the basic areas the court made where I think it tried 12 to understand the electrical arrangements but misunderstood 13 them. 14 Would you concede that if Florida Power 15 were under an obligation to maintain a capacity which, under 16 any circumstances -- so that under any circumstances it could 17 furnish your emergency needs for power, that it may be that 18 you should do something more than pay for power? 19 A Oh, yes. If they are obligating themselves 20 to have 50,000 kilowatts constantly available on call for us, 21 which they have to give to us in preference to their own cus-22 tomers, and even irrespective of whether they have to unload 23 their own customers, then we have a fixed standby obligation. 24

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I doubt they would be willing to sell that service at \$3.08

per kilowatt ---

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Q Yes, and you wouldn't expect to buy it for that? Would you?

It's an animal that I don't understand in terms of the electrical situation.

Well, you're saying that --

If they are obligating themselves on a firm basis to have the generation and have the transmission then it's obligation that runs in the order of \$20 or \$30 a kilowatt, yes.

Wouldn't it be cheaper for you to build your own?

> A It would be cheaper for us to --

How about that?

The thing that needs to be emphasized here is that the switch and the control of the operations is in the hands, first of all, in the dispatchers of the system and they, under an operation committee of the two parties, and they are in a position to decide when and under what circumstances the switch is to be opened and by whom.

Now, the basic obligation as it exists in the agreements which are a matter of record in this case between the various companies, all say the same thing. They say that when you receive a call for an emergency you shall give it to them if you can do so without jeopardizing your own service.

A And they further provide in the body of the contract that if at any time the operations of the other body, the power it's drawing, jeopardizes your service you have a right to open the switch, and the Commission's order, when it orders emergency service here, must be read within the context of that.

Q Well, you are saying Gainesville's right for emergency power is only when the power isn't being used in the other system?

throughout the industry by which systems interconnect. Now, that doesn't mean that this thing — that the kind of emergency assistance available is not an important thing. It's an important thing because what happens is every system pools its reserves. It's like a co-insurance arrangement; so that the Gainesville reserves, plus the Orlando reserves, plus the Jacksonville reserves are available to anybody in the group that needs it.

Q But isn't it based on the assumption and practical experience that the same disaster is not going to strike all the members of the pool at the same time and in the same degree?

A That's right.

Now, the probabilities are that the

question of whether compensation is too much or too little;

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I suppose it still gets back to the

Does this record show, or do you happen to

0

25

know whether there are other arrangements of this kind imposed by Commissionorders?

A There have been very little in the way of Commission orders, and this is a practicelly a case of first impressions, of this type of interconnection.

Now, there is testimony by the experts of the staff who have examined a multitude of interconnection arrangements and pooling arrangements throughout the country and they say, in effect, and they testify, in effect, that the kind of standby chart that's here being recognized, is contrary to the general practices in the country.

Now, the court, you see, reasons that a firm obligation has been placed upon Florida Power Corporation, even though the Commission states specifically that we have provided no firm obligation, no firm service. And so, proceeding from that erroneous position is concludes that costs, fixed costs are being placed upon Florida Power Corporation which the Commission says are not.

And proceeding further, the court then tries to decide or does decide that in its group there can be no reciprocity of benefits between the system as the Fifth Circuit Court system views it, a big system can never receive benefits from a small system and all the benefits go the other way.

But, here again is an area that was discovered in

the evidence and is covered by findings of the Commission where the Commission determined otherwise that there are benefits flowing both ways, even though one system is smaller than the other. There are power transactions that can be made; there is the availability of the reserve capacity which Gainesville will have and actually the court assumed — the Commission indicates that these benefits can be very substantial.

Spiegel.

Well, here again the court, without, I believe, reviewing all the evidence before the Commission, has substituted its view on the facts, for the findings which the Commission has made.

Now, I think the case is as simple as that. It simply is an area in which the Commission had a permissible range of choices, where it has developed a practice and a policy which is of importance in this case and could well be of importance in other cases. And the court is saying that it's beyond their authority; that the Commission is in error on the facts.

I would like to reserve my remaining time.

MR. CHIEF JUSTICE BURGER: Very well, Mr.

Mr. Emory.

ORAL ARGUMENT BY RICHARD W. EMORY, ESQ.

ON BEHALF OF RESPONDENT

MR. EMORY: Mr. Chief Justice and may it please the Court:

Special Special

First I'd like to state that this case doesn't involve whether there should or should not be a connection because Florida Power Corporation has been offering to interconnect voluntarily ever since this case began. And I filed in our brief, Exhibit 40, which is the interconnection agreement which we offered.

We're opposed to a forced connection or a conn

Q How does the Commission order differ significantly, in your view, if it does, with the arrangements you have with the other members of the pool?

members of the pool are based on mutuality or reciprocity of service benefits. We have two other arrangements with other systems where there are special payments provided for. We have an arrangement with Gulf Power Company where Florida

Power Corporation is paying Gulf \$5.80 a kilowatt per year and we are only asking for \$3.08 here. It all depends on whether the arrangement or interconnection has mutual service benefits.

If it doesn't have mutual service benefits there should be something to offset that lack of mutuality and --

tand

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Q You say that Florida Power doesn't have any benefit out of this?

A We can't see where we would get anything out of this interconnection. In fact, we think that we would be seriously criticized if we even considered spending the million-and-a-half dollars that Gainesville proposed to spend on the interconnection.

The Florida Public Service Commission would criticize us for wasting our money and the consumers would criticize us for wasting our money. And that gets down to understanding what this interconnection does.

Q Well, what's the million-and-a-half for; what are you --

estimated the cost of the interconnection to our system would be a million-and-a-half dollars. The Federal Power Commission found \$3 million, but there isn't anything in the record to support this \$3 million. We don't care what it costs; we don't think that we would be justified in spending any money on it because all it is to our system is a burden.

Q Well, I had an impression, and I want you to correct it if it's wrong, but Gainesville was to pay that.

A They are to pay that and they say that that will be a burden, but they won't pay it because they are ordered to; they will pay it because they want to, because they

are not subject to the Federal Power Commission. This order has no real effect upon them. They are outside the jurisdiction of the Federal Power Commission, so --

Q Can't it be made a condition of the interconnection order; isn't that this posture --

A Well, if they pay for it; yes, but suppose they don't want to do it?

Well, then they don't get the interconnection --

A So if they build it it will be because they want to. That's my point.

Q But I'm not sure I follow what it is you complain about in that situation.

A We complain that we - our system is going to be required to subsidize and support their system and give them substantial financial benefit that their own witness estimated would be worth \$520,000 a year to their system and we pay the whole cost of standby service for both systems.

Now, our customers, and this is important to understand what standby is; all large power systems have to have an overcapacity to take care of emergencies. That's obvious. It's justlike having a fire department in a city; you've got to have a certain amount of overcapacity and you've got to be able to get that overcapacity to any part of the system wherever you have a power shortage.

Now, we have a \$65 million transmission line going half the length of Florida. This system serves the West Coast of Florida, about from St. Petersburg up to the Georgia line and inland to central Florida. We have a \$65 million transmission line that costs us \$13 million a year to own and maintain and operate.

Now, there is no time to open or close switches.

These emergencies happen like that. If the power isn't supplied within 1/120th of a second you're going to have a brown-out or a black-out.

Q MR. Emory, but you don't have to build or maintain because of this connection, any more capacity than you've already got.

A No, we don't; not for this one customer, and this is why we're --

Q But this one customer is not going to figure any obligation in you to build any more capacity.

A Not this one customer; that's right. Our transmission system can take care of Gainesville without any additional capacity, but what about the next customer? Now, we've got a lot of municipal systems in Florida. We're serving 12 at wholesale. We're serving nine; suppose they all want free standby?

Now, our customers, we figure --

Q Well, when you run out of capacity, then

2 out of capacity; then nobody connects with you? 2 A Oh, it isn't that simple, Your Honor. We 3 have to provide capacity. Oh, sure you do, for your customers. 4 5 And for anybody with whom we are inter-6 connected. But you don't need to make the intercon-7 Q 8 nection. A Well, if the Federal Power Commission 9 wanted us to, we do. 10 Q Well, you're not suggesting they are going 11 to order you to make a connection and force you to build at 12 your expense, more capacity? 13 No; the statute does restrict them against 14 ordering us to do anything that would be require an addition 15 to our system, but let's look at it from the point of view of 16 our customers. We figure that there is built into our system 17 a cost of \$3.20 a kilowatt or standby in our transmission line 18 Every customer on our system in his rates, has that built into 19 his rates as one element of cost. 20 Now : --21 When you speak of customers, are you 22 speaking of large or --23 A Retail customers, wholesale customers; 24 everybody.

25

Q Well, then, is that an average cost by numbers, or are you talking now about the householder?

A Well, I haven't broken this down for how much power any one person should use. This is based on our load. We have a load of 1500 megawatts. We figure this is what it would cost on a total load basis and we have to recover that money somewhere. We haven't broken it down per individual customer.

But, take one of the cities that we are serving wholesale. They buy power from us. In their rate is built in the cost of our transmission system and our standby capability and they pay for it. Now, Gainesville wants it for nothing.

Q They just want to pay for power?

A Well, that's right, but we pay for the power if we buy it from them, but what is going to happen and you've got to understand: this interconnection inevitably, unavoidably, will result in our protecting them in all hours of the day and night against any outage on their system.

Q WELL, only as long as you have got some power to spare.

A No; we cannot operate our system in a way that wouldn't protect them, except for opening the switch, which the Federal Power Commission says you can't do. We have to have a --

Q Well, let's just assume that one of your big generators goes down; that your reserve capacity that you are maintaining to guard against failure. This is how you maintain it; isn't it?

A' That's right.

Q Let's assume you have a failure and you have to use your generating — your reserve generating capacity to satisfy your normal load. Now, are you suggesting that in that situation there is no way you could keep from furnishing Gainesville power if it also had an emergency?

A It's conceivable in some great crisis if we have enough loss of generation we might have to cut off a everybody, a lot of people. We might have to cut off some of our own customers --

Q You can cut them off?

A Oh, yes; we can cut them off, but in any normal operation we have to protect against loss of 400 or 500 megawatts and we have to have that spinning; that has to be in operation all the time. It has to be available within 1/120th of a second.

Ω Sure, but that's true whether you're connected with Gainesville or not.

A That's right. But, how --

Q Well, how can the connection with

Gainesville add to your burden, laying aside whether it confers

d d

A It does not add to our burden; we cannot deny that, but what we say anybody and everybody who connects to our transmission system ought to pay its fair share of the cost. I mean they shouldn't get a free ride.

Q How many people are in the pool with you now: the bilateral and multilateral contract pool?

A Well, the only ones that I know are the Florida Power and Light, Tampa Electric, Orlando and Jackson-ville.

Q Now, refresh my recollection on your standby arrangements with them.

A We do not have any similar standby arrangement with them because we have what we envisage mutuality of service arrangements. I mean, if we lose a couple of hundred megawatts they can supply it to us; the same way if they lose a couple of hundred megawatts we can supply it to them.

Q WEll, are you talling us the probability itis much greater that it would be a one way street with Gainesville than it is with the others?

A We say it would be a complete one-way street here, whereas with the others it's an mutual street; it's a two-way street.

Q What about Justice White's question to you; what if one if your big generators burns out or one of your big

plants get hit by lightening or what not?

A Well, we've had those things happen and so far as I know we have been able to take care of all of them that I know about.

Q Well, if you did need them, as Justice White suggested, you could, under this order, call on Gainesville for its reserve power; could you not?

A Gainesville couldn't supply enough to see;
I mean it wouldn't really do us any good. The most that they
can supply in instanstaneous power if they had everything
running and they admit that they would run everything,
would be about 10 megawatts and for a system that needs 400 or
500, with 10 we can't see.

Now, furthermore, in our planning and operation of our system we -- and this is why they mean nothing to us -- we include 30 or 40 megawatts as a marginof error in planning our system and in the operation of our system. We couldn't change our method of operation because of Gainesville hecause they can't supply enough to provide any mutuality to this interconnection; any reciprocity to this interconnection.

Q Well, Mr. Emory, what is the relationship between Florida Power and Florida Power and Light?

A None whatsoever, except they have a number of interconnection agreements.

Q No interlocking directorates or anything

Com	of this kind?	
2	A	No; there is
3	Ω	But you have an interconnection with them?
A.	A	We have several.
5	Q	Right.
6	Q	Where does the Florida Power Company
7	operate? What's it	s area?
8	A	It's area is from St. Petersburgh, roughly
9	north up to Pensaco	la, up the West Coast of Florida and
10	through central Flo	rida.
11	Q	Down to Miami under
12	A	No; that's Florida Power and Light in
13	Miami. It's only -	
14	Q	That's Florida Power and Light?
15	A	Yes. Florida Power is
16	Q	You say "your system." What is your system
97	A	The system is from St. Petersburg north
18	upthe West Coast of	Florida.
19	Q	Who generates the power?
20	A	We generate the power.
21	Ω	Florida Power.
22	A	Florida Power
23	Ω	Where?
24	A	They generate they have got about eight
05	generator stations	

Q Where?

A The largest one is Crystal River; they have got one outside of St. Petersburg; one just north of Tampa --

Q All in Florida?

A All in Florida. And they are interconnected with Gulf and --

Q Now ---

A With Georgia on the Georgia line.

Q The sum total of this is, isn't it, that the Gainesville Power Company wants to buy power from your company?

A No, Your Honor; they don't want to buy power.

Q They don't. They want you to give it to them?

A They want us to give them free standby; that's what they want --

Q Free standby, but do they get power?

A Theymight -- we don't know. They insist
they do not want any firm purchase of power, but here's what
free standby does to them: they are carrying a reserve and
generation when this case was tried, of about 112 percent of
their largest unit. If they make this connection, by the mere
fact they make the connection we will protect them at every

Casa	hour of the day and night
2	Q I understand your protection, but do they
3	get power from you?
4	A It depends on whether they have any
5	outages?
6	Ω But do they get power, any power, under
7	any circumstances?
8	A Any time they had a loss of generation or
9	didn't generate enough power for
10	Q Now, the problem here that the Power
11	Commission had to consider was how much they pay you for it;
12	wasn't it?
13	A That's right.
14	Q And that's the issue?
15	A That's right.
16	Q That's theronly issue?
17	A That's the only issue.
18	Q And they didn't this Commission didn't
19	hold that they would get that power for nothing?
20	A They just said that
21	Q Now, wait a minute. They pay a certain
22	amount for the power that's used; and do they pay any less than
23	anybody else pays for power? You want them to pay more than
24	the normal rate for power in order to compensate you for what
25	you say is a

A We're not asking	for a higher charge for
power; we're asking them to bear a :	fair share of the cost of
our standby for the amount of the s	tandby that they are going
to use. We say that this standby,	or our built-in-excess
capacity which is going to protect	both systems, costs us \$3.2
per kilowatt per year. If you pay	your fair share of the cost
of that, based on the demands that y	you're putting on the ex-
cess capacity on our system and the	demands that we're putting
on	

Didn't you say as to your other customers that as to the share of that three twelve standby is included in the rate that they now pay?

A That's right.

Q Well, now, why isn't it included in the rate that Gainesville would pay?

A Because there is no provision for it.

That's what we're --

Q Well, if you charge -- are charging

Gainesville for the power they purchase, that they actually get

from you the same rate as others are paying withithis built-in

312, or whatever it is, why isn't it also included in what

Gainesville pays?

A Because the other people not only pay for the power that they get, based on --

Q Well, they pay you a rate for the power and

12	that you should take a free ride?
2	Q No, but all I should pay is what the other
3	passengers are paying.
4	A That's all we're asking. We're asking them
5	to pay exactly what our customers pay.
6	Q No; all I have to pay is for my ride; I
7	don't have to pay the airlines for when the airplane is empty
8	and sitting in overhaul somewhere.
9	Q Are you analogizing this, Mr. Emory, to
10	an option. The standby order that is here is an option that
11	must be fulfilled on demand and you say that option is, in and
12	of itself, worth something?
13	A That's right. It's more than option; we
94	say it's an absolute firm obligation that we can't escape.
15	Q Well, an option I'm presuming it's a
16	firm obligation
17	A It's a firm obligation and once you make
18	that connection and close the switch and open the switch
19	kept closed we're going to be standing there with this standby
20	Q Well, tell me, I might have missed it:
21	have you any other customer who would be in the exact same
22	position as Gainesville?
23	A " We have one that I know of. This case
24	it's not in the record is paying the standby. Now
25	Q My whole point what seems to worry me

at least a little bit, is: assuming for the next five years

Gainesville never needs to close the switch and they would

still be paying like insurance; wouldn't they?

Con

Your Honor; that's right. But the switch is closed. The Federal Power Commission ordered the switch kept closed and unless the switch is kept closed this arrangement is no good for them. It's only good to them because it is closed, and if they have any generating outage or generating deficiency they will be automatically protected.

If they weren't going to close the switch they shouldn't pay for standby. I would agree with that. But, when they close the switch, keep the switch closed and impose upon us the burden of protecting them we think they ought to pay their fair share.

Now, if what we ask isn't a fair share, we're perfectly willing to listen to what's reasonable, but the Federal Power Commission just evaded the issue.

Q Well, as it now stands -- it's not necessarily material -- but, if they pay for the connection you don't put out anything in dollars and cents until they draw some electricity; right?

A No; I don't agree with that. We're paying about \$13 a year for our backbone transmission network --

Q Would you have to increase that?

A No; we would be paying that anyway.

Q Yes; that's what I meant. So you wouldn't have any increase?

A We won't increase it. But we say we should --

Party.

Q What you're asking Gainesville is to join the others in the subsidizing?

A We're asking that we not be required to subsidize them. Because, if we provide them with free standby we think that's exactly what we're doing.

Now, there is a case I'd like to refer to that's notin this brief: Colorado Interstate Gas Company versus Federal Power Commission, 324 US 581 and at page 15 and it's a concurring opinion by Mr. Justice Jackson. And this case involved gas rates, natural gas rates and whether industrial customers should get a lower rate than from municipal customers on this same theory that they were adding to the cost. In other words, it wasn't going to cost any more to serve them, therefore they should get a cheap incremental rate.

And Mr. Justice Jackson said: "I do not think it can be accepted as a principle of public regulation that industrial gas may have a free ride because the pipeline and the compressor have to operate anyway, any more than we can say that a big customer should have a free ride for his coal because the train runs anyway.

Bud	Now, we feel that that fits this case exactly.
2	We're going to provide standby that will protect both of these
3	systems. We can't avoid it; it's an inevitable consequence
4	of this interconnection.
5	Q You estimatethe cost to be
6	A That's right.
7	Q How much do you estimate your customers
3	contribute toward that \$13 million?
9	A Well, presumably they contribute all of
10	it. What we're talking about is an average yield. Of course
4	we're talking about charging them \$154,000.
12	Q Charging Gainesville?
13	A That's all we're talking about.
14	Q But what's mean; the others would get
15	A If you could find \$154,000 in our rate
16	structure our customers would be entitled to \$154,000 rate
17	reduction; theoretically.
18	Q I understood you to say that whenever this
19	company gets any power from you, the Commission has required
20	them to pay the cost plus 10 percent?
21	A That's right.
22	Q And that's what you are complaining about?
23	A No; actually we propose to
24,	Q Well, it's the cost you're complaining
25	about; isn't it?

1		A	We're
2		Q	And they have to pay your cost plus 10
3	percent?		
4		A	No, we're not complaining about that,
5	Your Honor.		
6		Ω	Aren't you complaining about the price
7	they pay you?		
8		A	No. Actually that price was recommended by
9	us to the Com	missio	and the Commission took our proposal on
10	that. We're	compla:	ining that they don'tpay for
Bod good		Q	That they don't pay for the cost plus 10
12	percent?		
13		A	No; we are complaining that they are not
14	paying anythi	ng for	the free standby
15		Ω	Well, let's forget those words now.
16		A	Yes.
17		Q	When you sell power, has the Commission
18	given you a r	ate of	cost plus 10 percent?
19		A	In this interchange arrangement.
20		Q	In this rate, and that's what you get from
21	them?		
22		A	Yes, sir.
23		Q	Every particle of power they use.
24		A	That's right.
25		Q	And the fight is: you say cost plus 10

particular year Gainesville didn't take whatever these units

of power are, you wouldn't be getting anything, cost plus 10

24

25

percent at all. And what you want in that year, even though you don't get a dime otherwise, you want to get \$154,000 from Gainesville to help defray the cost of the standby; is that it?

Sec.

A That's right. And it's as simple as that

Now, the Chairman of the Federal Commission, in

testifying before Congress in 1967, on the — what is known as

Title III of the Federal Power Act, which was never passed, was

asked by Senator Monroney, and this is about standby:

"SENATOR MONRONEY: 'I mean at the time he is not selling it -- the "it" being power -- 'at the time he is not selling it, does not receive remuneration for the extra stand-by capability he has.

"MR. WHITE: "(Mr. White being Chairman of the Federal Power Commission) "'he might be paid for the capability; yes. In other words, inorder to protect a system you contract with your neighbor who says: 'under these circumstances I will provide you the necessary energy. If the worst ever comes to pass you have to pay for that right for his commitment to you to meet your needs when you need help, either by making a money payment or by making the same electrical service available to him.

'So, the answer is: yes, you are paid for that and frankly, it is good business from both points of view."

"SENATOR MONRONEY: 'In other words you are

paying for the standby capability even though it is not used?" 0 "MR. WHITE: (Chairman of the Federal Power Com-2 mission) 'Yes.'" 3 "SENATOR MONRONEY: 'You would have that for 4 maybe two or three years and maybe never need the power but 5 for only a day or two. " 6 "MR. WHITE: 'That is correct and under the 7 isolated system they have to have standby power available 8 unless they want their customers to go without service in the 9 event of a disturbance. " 10 Now, Mr. Emory, going back to the Florida 29 Power and Light, where you have an interconnection: you are 12 performing standby service for them and they for you? 13 That's right. A 14 And so what each one pays to the other is 15 a mutuality of service, so to speak? 16 That is correct. A 17 There isn't a dime that flows across? 18 No need to. A 19 Well, then, so far as Gainesville is con-20 cerned, isn't it the same thing only in a much lesser degree? 21 No, because in Gainesville's case there is 22 nothing really that can flow across. They can't provide enough 23

24

25

consideration --

of this standby capacity to -- even for us even to take into

d.	A Well, that's a firm purchase. On their		
2	I don't think they can provide it would depend on what		
3	they would have operating and I would have to do some		
4	arithmetic. They I don't know whether they could provide		
5	40 or 50 megawatts of standby; I'm not sure: instantaneously.		
6	Q They pay no more than		
7	A No.		
8	Q To ask a very unimportant question: if		
9	Gainesville pays this money and cuts in on the line, will that		
10	drop that cost to the consumer of Federal Power? I know		
91	that's an unimportant point.		
12	A Well, it would save our customers \$154,000		
13	a year.		
14	Q Well, go		
15	A We could go into our earnings		
16	Q Well, would it actually mean that the rates		
17	would be dropped?		
18	A Well, if you could find		
19	Q Well, I asked would Federal Power drop		
20	their rates?		
21	A Well, this probably wouldn't affect		
22	Federal Power rates; it would affect our domestic or intra-		
23	state rates. It would be one factor		
24	Q Well, when did the electricity rates drop		
25	in Florida last?		

2	PA.	We had two an engineering witness made	
2	this estimate.		
3	Q	Your company?	
4	A	No; no; he was an independent well, he	
5	was an a consulta	nt.	
6	Q	They adopted it?	
7	A	No; they just ignored it.	
8	Q	Well, I thought you said they or you	
9	asked them to get 10 percent plus cost		
10	A	Well, based on the power they sell on the	
11	standby; they didn't.		
12	Q	On the power that this company buys.	
13	A	Well, on that they just took our offer;	
14	they didn't		
15	Q	Well, you didn't leave out of that, did	
16	you, the cost of operation, the cost of whatever that is, you		
17	standby or stopby or		
18	A	Well, we have no standby charge in that,	
19	Your Honor.		
20	Ω	What was the evidence on the reasonable	
21	value of the standby	: \$154,000?	
22	A	\$154,000.	
23	MR. CHI	EF JUSTICE BURGER: Thank you, Mr. Emory.	
24	Mr. Spiegel you have	ten minutes.	
25	REBUTTA	L ARGUMENT BY GEORGE SPIEGEL, ESQ.	

ON BEHALF OF PETITIONERS

MR. SPIEGEL: It's hard for me to believe that we're talking about the same case. There is an interconnection ordered here of 60 megawatts, and when you evaluate the resources on each side of that interconnection the likelihood that Gainesville can supply 60,000 kilowatts to the Florida Power Corporation when Florida Power Corporation needs it, is hardly as great asthat Florida Power Corporation can supply it to Gainesville.

I think it's clear on the record here --

Q Mr. Spiegel let me ask you a --

A -- Gainesville has a reserve right now of 60 megawatts and the Commission found in the course of the years it would have a reserve running in the amount of 40 percent of its peak. So, that's 50, 60 to 70 megawatts.

So, we have power on our side of the system. And secondly, the Commission found that our units, though smaller, but because they are smaller, are more reliable; our average rate is much less. They have these big units; they are proud of the big units. Consolidated Edison is proud of its big units, but the big units have —

Q I understand its demand on you for the backup or perhaps more for the backup than it would be from you of them; is that it?

A Yes, Your Honor. In other words, any

system tied to Consolidated Edison up and down the West Coast here -- East Coast, small system, is not receiving help from Edison, rather it's being drawn down.

And actually a report issued only two days ago
by the Federal Power Commission, indicates a very serious
reserve shortage in Florida for both Florida Power Corporation
and Florida Power and Light. Now, this report shows and as
of this summer they expect that Florida Power Corporation will
have something on the order of a 5 percent reserve —

Q Well, why aren't you asking for standby charges?

Well, that's the point. The point is that we are dedicating per kilowatt more transmission; actually it's \$3 million worth on their basis, than they havededicating to us. So, if they want to charge us \$3.08 I suppose we should be charging them \$4.50 and --

Q Oh, you would come out pretty well that way.

A Well, if we're going to make it bilateral, if we are both going to charge for everything we do for each other; but you have to recognize that what you are dealing with is a pool. You're not just dealing with two companies and when you've got a pool operation everybody contributes to that pool; but everybody works together in that pool and when somebody has a problem, as we point out in the brief: in January

4	of '69 the Florida Power and Light lost a big unit down in		
2	Southern Florida, the City of Jacksonville and the City of		
3	Orlando had to cut loads in order to keep the systems alive.		
4	Q Incidentally, I gather you brought this		
5	all but before the Commission; "didn't you?		
6	A We brought that out before the Commission.		
7	Q This very issue.		
8	A This very issue the Commission has studied		
9	and		
10	Q Anything said here that hasn't been said		
99	before the Commission?		
92	A I don't think so, Your Honor.		
13	Q Mr. Spiegel, do you know whether Gaines-		
14	ville has any standby arrangements with private industrial		
15	customers who maintain their own generating plants?		
16	A No; we do not.		
17	Q That's a common practice, though, in		
18	the industry; is it not?		
19	A There is a form of service of that type.		
20	Q Did the power companies charge for that		
21	standby service?		
22	A I believe there are rates that have such		
23	charges. That's true. I have, in many negotiations, always		
24	opposed such charges in any interconnection arrangement between		
e5.00	utilities hath of whom have their own commention we comment		

25

Always.

A

Now, this business about the size, the comparative size between the Florida Power Corp. and Gainesville is no different than the comparative size between Orlando and Florida Power and Light and still there were no standby arrangements in that arrangement and in the subsequent contracts.

MR. JUSTICE BURGER: Thank you, Mr. Spiegel, Mr. Emory. The case is submitted.

(Whereupon, at 2:05 o'clock p.m. the argument in the above-entitled matter was concluded)