Steel Hector & Davis Talahassee, Florida

Matthew M. Childs, P. A. (904) 222-4192

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ORIGINAL FILE COPY

May 23, 1989

Mr. Steve Tribble, Director Division of Records and Reporting Florida Public Service Commission 101 East Gaines Street Tallahassee, Florida 32301

Re: Docket No. 870098-EI

Dear Mr. Tribble:

Enclosed for filing are fifteen (15) copies of the Supplemental Testimony of Florida Power & Light Company's witnesses Messrs. E.L. Hoffman and G. G. Kuberek in the above docket.

Respectfully submitted,

Matthew M. Childs, P. A.

MMC:b1

Enclosures



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DOCUMENT NUMBER-DATE

100

05177 MAY 23

CERTIFICATE OF SERVICE Docket No. 870098-EI

I HEREBY CERTIFY that a true and correct copy of Florida Power & Light Company's Supplemental Testimony of E.L. Hoffman and G. G. Kuberek was furnished to the following persons by U.S. Mail and Hand Delivery on this 23rd day of May, 1989:

James McGee, Esq. Florida Power Corporation P.O. Box 14042 St. Petersburg, Florida 33733 M. Robert Christ, Esq. Division of Legal Services Florida Public Service Commission 101 East Gaines Street Tallahassee, Florida 32301

Gail P. Fels, Esq. Assistant Dade County Attorney Metro-Dade Center, Suite 2810 Ill N. W. First Street Miami, Florida 33128-1993

By: Mark MChill



BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

DOCKET NO. 870098-EI

FLORIDA POWER & LIGHT COMPANY

MAY 1989

IN RE: PETITION FOR APPROVAL OF AN INCREASE IN THE ACCRUAL OF NUCLEAR DECOMMISSIONING COSTS

SUPPLEMENTAL TESTIMONY OF:

E. L. HOFFMAN

5177 VIT23 ST MICHRECOTOLY REPORTA

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION FLORIDA POWER & LIGHT COMPANY SUPPLEMENTAL TESTIMONY OF EDGAR L. HOFFMAN DOCKET NO. 870098-EI MAY 23, 1989

1	Q.	Please state your name and business address.
2	Α.	My name is Edgar L. Hoffman, Jr., and my business
3		address is 9250 West Flagler Street, Miami, Florida
4		33174.
5		
6	Q.	By whom are you employed and in what capacity?
7	A.	I am employed by Florida Power & Light Company
8		(Company) as Director of Finance and Treasurer.
9		
10	Q.	Are you the same Edgar L. Hoffman who previously
11		filed testimony in this docket?
12	λ.	Yes, I am.
13		
14	Q.	What is the purpose of your supplemental testimony?
15	A.	The purpose of my supplemental testimony is to
16		address new issues that were identified at the
17		prehearing conference held on May 4, 1989.
18		
19	Q.	Which of the new issues are you addressing?
20	Α.	Issue No. 19.

1 Q. Should a minimum fund earnings rate be imposed and, 2 if so, how should that rate be determined? 3 A. No, the Commission should not establish a minimum 4 earnings rate for the actual earnings performance 5 of the funds. Our investment strategy of maximizing 6 earnings growth of the portfolio while the 7 maintaining a high degree of safety is compatible with the goal of providing the capital needed for 8 9 the decommissioning of the Company's nuclear plants. 10 High volatility in interest rates makes it 11 unrealistic to assume that a minimum earnings rate 12 can be consistently achieved for the overall fund 13 on a total return basis. For computational 14 purposes, however, it is reasonable to use the 15 inflation rate as a proxy for the long term expected 16 earnings rate as demonstrated in our analysis of 17 historical returns for Municipal instruments. 18

Q. Does this conclude your supplemental testimony?
 A. Yes, it does.

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION FLORIDA POWER & LIGHT COMPANY SUPPLEMENTAL TESTIMONY OF GARY G. KUBEREK DOCKET NO. 870098-EI MAY 23, 1989

ı	Q.	Please state your name and business address.
2		
3	A.	My name is Gary G. Kuberek and my business address is
4		9250 West Flagler Street, Miami, Florida 33174.
5		
6	Q.	By whom are you employed and in what capacity?
7		
8	А.	I am employed by Florida Power & Light Company (FPL) as
9		Assistant Comptroller Corporate Tax.
10		
11	Q.	Are you the same Gary G. Kuberek who previously filed
12		testimony in this docket?
13		
14	А.	Yes, I am.
15		
16	Q.	What is the purpose of your supplemental testimony?
17		
18	А.	The purpose of my supplemental testimony is to address

1		new issues that were identified at the prehearing
2		conference held on May 4, 1989.
3		
4	Q.	Which of the new issues are you addressing?
5		
6	Α.	Issues 12, 13, 14, 15 and 22.
7		
8	Q.	Does FPL comply with Nuclear Regulatory Commission (NRC)
9		requirements as they pertain to control of the
10		decommissioning funds (Issue 12)?
11		
12	A.	Yes. The NRC rule, 10 C.F.R. §50.75, which is attached
13		as my Document No. 1, sets forth three methods of
14		providing reasonable financial assurance that funds will
15		be available for decommissioning. These three methods
16		include prepayment prior to the start of operation, the
17		establishment of an external sinking fund or the
18		provision of a surety, insurance or other guarantee.
19		Both the prepayment and external sinking fund methods
20		require that the decommissioning fund assets be "outside
21		the licensee's administrative control". Under this rule,
22		an external sinking fund may be in the form of a trust,
23		escrow account, government fund, certificate of deposit
24		or deposit of government securities.

FPL's nuclear decommissioning funds are placed in a trust with State Street Bank and Trust Company as trustee. As trustee, State Street Bank and Trust Company, not FPL, has administrative control of the decommissioning funds.

Q. Does FPL comply with NRC requirements as they pertain to
the management of the investments of the decommissioning
trust funds (Issue 13)?

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Currently, decisions as to what investments in 10 Α. Yes. which to place the decommissioning funds are made by FPL. 11 Although, as my prior answer pointed out, decommissioning 12 funds must be outside the administrative control of FPL, 13 there is no requirement that there be an external 14 Because of the potential for an investment manager. 15 interpretation of the NRC rule to require an external 16 investment manager, FPL's outside counsel contacted the 17 NRC staff for clarification. They stated that they will 18 construe the rule to require only that the trustee of the 19 decommissioning fund must be unrelated to the licensee. 20 For these reasons, I believe our current method of 21 investment management by FPL's Finance Department 22 complies with NRC requirements. However, should the NRC 23 require external management of the decommissioning fund 24 investments, FPL will comply with such requirements. 25

Q. Does FPL comply with IRS requirements as they pertain to
 control of the decommissioning funds (Issue 14)?

Yes. The applicable Treasury Regulation, Section 1.468A-4 A. 5(a), is shown in my Document No. 2. For a qualified 5 fund, it requires that the "fund must be established and 6 maintained at all times in the United States pursuant to 7 an arrangement that qualifies as a trust under State 8 law". As I stated earlier, FPL established and maintains 9 its nuclear decommissioning funds in a trust with State 10 Street Bank and Trust Company. This trust qualifies as 11 a trust under the laws of the State of Florida. 12

13

3

14 The Internal Revenue Code and Treasury Department 15 Regulations do not prescribe requirements pertaining to 16 the control of a nonqualified nuclear decommissioning 17 fund.

18

Q. Does FPL comply with IRS requirements as they pertain to
the management of the investments of the decommissioning
trust funds (Issue 15)?

22

A. Yes. There are no IRS requirements pertaining to the
investment management of nuclear decommissioning funds.
They do require that qualified funds only be invested in

public securities of the United States, obligations of
 state and local government or time and demand deposits
 in a Bank or insured Credit Union.

5 The Internal Revenue Code and Treasury Department 6 Regulations do not prescribe requirements as to the type 7 of investments for nonqualified nuclear decommissioning 8 funds.

9

4

Q. What are the tax and revenue requirement implications of
having a qualified fund versus a nonqualified fund (Issue
22)?

13

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14 A. To illustrate these implications, I have prepared
15 Document No. 3. The first page of Document No. 3
16 contains the assumptions used in the three examples shown
17 on Pages 2 through 4 of Document No. 3.

19 The first example, shown on Page 2, illustrates the tax 20 and revenue requirement implications for a qualified and 21 nonqualified fund where the income tax rate (tax rate) 22 is assumed to remain constant during the life of the 23 fund. As shown in the example, if the tax rate remains 24 constant, the revenue requirement is the same for either 25 the qualified or the nonqualified nuclear decommissioning

fund. Since contributions to a qualified fund are tax 1 deductible, all revenues collected from customers are 2 contributed to the fund. Since contributions to a 3 nonqualified fund are not tax deductible, the 4 contributions to the fund are reduced to reflect the tax 5 obligation. For example, if \$10,000 in revenue were 6 collected, and the income tax rate were 34% then the 7 contribution to the fund would be \$6,600. The bottom 8 portion of Page 2 shows the source of the funds provided 9 10 for nuclear decommissioning. For the qualified fund, the \$100,000 needed for decommissioning will be provided by 11 \$88,700 of fund contributions and \$11,300 of fund 12 earnings accumulated over the life of the fund. There 13 the year additional tax benefit in of 14 is no decommissioning for the difference between the \$88,700 15 deductions and the \$100,000 cost of in tax 16 17 decommissioning.

18

For the nonqualified fund the \$100,000 needed for 19 decommissioning will be provided by net of 20 tax contributions to the fund of \$58,540, net of tax fund 21 earnings of \$7,460, and a tax benefit of \$34,000 22 a deduction of \$100,000 when associated with 23 decommissioning occurs. 24

.

The example shown on Page 3 of Document No. 3 reflects 1 the tax and revenue requirement implications where the 2 tax rate is reduced such as occurred under the Tax Reform 3 The assumptions are the same as in the 4 Act of 1986. first example on Page 2 except that the tax rate is 34% 5 in years one through four and is reduced to 28% in year 6 five. The revenue requirements are \$17,740 per year for 7 both the qualified and the nonqualified funds. As can 8 be seen from this example on Page 3, because the assumed 9 income tax rate is lower in the year decommissioning 10 takes place than is assumed for four of the five years 11 in which contributions to the fund were made, the value 12 of the tax deduction associated with the decommissioning 13 is reduced. Therefore, under this example, a deficiency 14 of \$4,936 would exist in the nongualified decommissioning 15 fund in the year of decommissioning. 16

17

The example on Page 4 of my Document No. 3 shows the tax 18 and revenue requirement implications where the tax rate 19 in the year of decommissioning is increased. The 20 assumptions used in this example are the same as in the 21 first example on Page 2, except the tax rate is assumed 22 to be 34% in years one through four and increases to 40% 23 in year five, the year of decommissioning. As shown in 24 this example, the effect of a tax rate increase from 34% 25

to 40% produces an excess in the nonqualified decommissioning fund of \$4,936. This is due to the additional tax benefit generated by the tax rate increase in the year of decommissioning. Therefore, the \$100,000 deduction would provide an additional \$6,000 in tax benefits that would not be available for the qualified fund.

9 There are also other benefits associated with a 10 nonqualified fund. The first is that there are fund 11 earnings advantages since the investments are not limited 12 as they are in a qualified fund. The second benefit is 13 that there is greater flexibility because funds may be 14 reallocated among units based on the circumstances 15 relating to each unit's decommissioning.

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17 Q. Once a qualified fund has been established and an election made by a taxpayer to contribute to a qualified fund, does the IRS require contributions be made to the qualified fund each year thereafter?

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A. No. The election to contribute to a qualified fund is
totally discretionary to FPL on a yearly basis at the
time the tax return is filed. However, if an election
is made for any tax year, the contributions to the

qualified fund must be made by the due date of the tax return, i.e., March 15 of the following year for FPL.

Q. Could it be beneficial to the ratepayer for FPL to qualify the funds in some years and not qualify the funds in other years?

It is clear from the examples in my Document No. 8 Α. Yes. 3 that the tax rate in the year of decommissioning could 9 affect the amount of funds available for decommissioning 10 when contributions are made to the nonqualified funds. 11 12 Under present law, I believe that the ratepayer will benefit in the long run if contributions are made to the 13 qualified funds when the tax rates are high, as they were 14 in prior years, and to the nongualified funds when the 15 tax rates are low, as they are presently. Therefore, by 16 electing qualified practice 17 following this of contributions selectively based on each year's facts and 18 circumstances. I believe FPL can provide the necessary 19 20 decommissioning funds at a lower total cost to the 21 ratepayer.

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- 23 Q. Does this conclude your testimony?
- 24

25 A. Yes, it does.

it approved pursuant to § 50.56. Licenses may be renewed by the Commission upon the expiration of the period. Application for termination of license is to be made pursuant to \$.50.82.

16. A new \$ 50.75 is added to read as follows:

\$ 50.75 Reporting and recordkeeping for decommissioning planning.

(a) This section establishes requirements for indicating to NRC how reasonable assurance will be provided that funds will be available for decommissioning. For electric utilities it consists of a stepwise procedure as provided in paragraphs (b), (c), (e), and (f) of this section. Funding for decommissioning of electric utilities is also subject to the regulation of agencies (e.g., Federal Energy Regulatory Commission (FERC) and State Public Utility Commissions) having jurisdiction over rate regulation. The requirements of this section, in particular paragraph (c), are in addition to, and not substitution for, other requirements, and are not intended to be used, by themselves, by other agencies to establish rates.

(b) Each electric utility applicant for or holder of an operating license for a production or utilization facility of the type and power level specified in paragraph (c) of this section shall submit a decommissioning report, as required by § 50.33(k) of this part containing a cartification that financial assurance for decommissioning will be provided in an amount which may be more but not less than the amount stated in the table in paragraph (c)(1) of this section, adjusted annually using a rate at least equal to that stated in paragraph (c)(2) of this section, by one or more of the methods described in paragraph (e) of this section as acceptable to the Commission. The amount stated in the applicant's or

> Docket No. 870098-EI FPL Witness: G. G. Kubersk Exhibit Document No. 1 Page 1 of 3

ing the facility. As part of the certification, a copy of the financial instrument obtained to satisfy the requirements of paragraph (e) of this section is to be submitted to NRC.

(c) Table of minimum amounts (1986 dollars) required to demonstrate reasonable assurance of funds for decommissioning by reactor type and power level, P (in MWt); adjustment factor.¹

(1)(1) For a PWR:

greater than or equal to 3400 MWt

\$105 Million

between 1200 MWt and 3400 MWt (For a PWR of less than 1200 MWt, use P=1200 MWt)

(11) For a BWR:

greater than or equal to 3400 MWt

between 1200 MWt and 3400 MWt (For a BWR of less than 1200 MWt, use P=1200 MWt) \$(76 + 0.0088P) Million

\$135 Million

\$(104 + 0.009P) Million

(2) An adjustment factor at least equal to 0.65 L + 0.13 E + 0.22 B is to be used where L and E are escalation factors for labor and energy, respectively, and are to be taken from regional data of U.S. Department of Labor Sureau of Labor Statistics and B is an escalation factor for waste burial and is to be taken from NRC report NUREG-1307, "Report on Waste Burial Charges."

Docket No. 870098-EI FPL Witness: G. G. Kuberek Exhibit_____ Document No. 1 Page 2 of 3

[&]quot;Amounts are based on activities related to the definition of "Decommission" in \$ 50.2 of this part and do not include the cost of removal and disposal of spent fuel or of nonradioactive structures and materials beyond that necessary to terminate the license.

(d) Each non-electric utility applicant for or holder of an operating license for a production or utilization facility shall submit a decommissioning report as required by \$ 50.33(k) of this part containing a cost estimate for decommissioning the facility, an indication of which method or methods described in paragraph (e) of this section as acceptable to the Commission will be used to provide funds for decommissioning, and a description of the means of adjusting the cost estimate and associated funding level periodically over the life of the facility.

(e)(1) As provided in paragraphs (e)(2) and (3) of this section, financial assurance is to be provided by the following methods:

(1) Prepayment. Prepayment is the deposit prior to the start of operation into an account segregated from licensee assets and outside the licensee's administrative control of cash or liquid assets such that the amount of funds would be sufficient to pay decommissioning costs. Prepayment may be in the form of a trust, escrow account, government fund, certificate of deposit, or deposit of government securities.

(11) External sinking fund. An external sinking fund is a fund established and maintained by setting funds aside periodically in an account segregated from licensee assets and outside the licensee's administrative control in which the total amount of funds would be sufficient to pay decommissioning costs at the time termination of operation is expected. An external sinking fund may be in the form of a trust, escrow account; government fund, certificate of deposit, or deposit of government securities.

(iii) A surety method, insurance, or other guarantee method. These methods guarantee that decommissioning costs will be paid should the licensee default. A surety method may be in the form of a surety bond, letter

> Docket No. 370998-EI FPL Witness: C. C. Kuberek Exhibit____, Document No. 1 Page 3 of 3

section) of \$1,000,000 or more for any taxable year during the testing period. [Reg. §1.468A-4.]

[T. D. 8184, 2-29-83.]

§ 1.468A-5. Nuclear decommissioning fund qualification requirements; prohibitions against self-dealing; disqualification of nuclear decommissioning fund; termination of fund upon substantial completion of decommissioning.

(a) Qualification requirements—(1) In general. (i) A nuclear decommissioning fund must be established and maintained at all times in the United States pursuant to an arrangement that qualifies as a trust under State law. Such trust must be established for the exclusive purpose of providing funds for the decommissioning of one or more nuclear power plants, but a single trust agreement may establish multiple funds for such purpose. Thus—

(A) Two or more nuclear decommissioning funds can be established and maintained pursuant to a single trust agreement; and

(B) One or more funds that are to be used for the decommissioning of a nuclear power plant and that do not qualify as nuclear decommissioning funds under this paragraph (a) (nonqualified decommissioning funds) can be established and maintained pursuant to a trust agreement that governs one or more nuclear decommissioning funds.

(ii) A separate nuclear decommissioning fund is required for each electing taxpayer and for each nuclear power plant with respect to which an electing taxpayer possesses a qualifying interest. The Internal Revenue Service shall issue a separate schedule of ruling amounts with respect to each nuclear decommissioning fund and each nuclear decommissioning fund must file a separate income tax return even if other nuclear decommissioning funds or nonqualified decommissioning funds are established and maintained pursuant to the trust agreement governing such fund or the assets of other nuclear decommissioning funds are pooled with the assets of such fund.

(iii) The assets of two or more nuclear decommissioning funds (whether or not established pursuant to a single trust agreement) can be pooled for the purpose of investing the assets in property described in paragraph (a)(3)(i)(C) of this section if and only if—

(A) The trustee of each nuclear decommissioning fund separately accounts for the contributions, earnings, expenses, and distributions of such fund;

(B) The earnings and expenses are reasonably apportioned among such nuclear decommissioning funds; and

(C) The books and records of such funds enable the Internal Revenue Service to verify that the requirements of section 468A and §§ 1.468A-1 through 1.468A-5, 1.468A-7 and 1.468A-8 are satisfied with respect to each nuclear decommissioning fund.

(iv) The assets of nonqualified decommissioning funds can be pooled with the assets of one or more nuclear decommissioning funds for the purpose of investing the assets in property described in paragraph (a)(3)(i)(C) of this section if and only if the requirements of paragraph (a)(1)(iii)(A) and (C) of this section are satisfied and earnings and expenses are reasonably apportioned among the pooled funds.

(v) An electing taxpayer can maintain only one nuclear decommissioning fund for each nuclear power plant with respect to which the taxpayer elects the application of section 468A. If a nuclear power plant is subject to the ratemaking jurisdiction of two or more public utility commissions and any such public utility commission requires a separate fund to be maintained for the benefit of ratepayers whose rates are established or approved by the public utility commission, the separate funds maintained for such plant (whether or not established and maintained pursuant to a single trust agreement) shall be considered a single nuclear decommissioning fund for purposes of section 468A and \$\$ 1.468A-8. Thus, for example, the Internal Revenue Service shall issue one schedule of ruling amounts with respect to such nuclear power plant (see paragraph (f) of \$ 1.468A-3), the nuclear decommissioning fund must file a single income tax return (see paragraph (d)(1) of \$ 1.468A-4), and, if the Internal Revenue Service disqualifies the nuclear decommissioning fund are treated as distributed on the date of disqualification (see paragraph (c)(3) of this section).

(2) Limitation on contributions. Except as otherwise provided in paragraph (b) (2) (ii) of § 1.468A-8 (relating to a special transitional rule), a nuclear decommissioning fund is not permitted to accept any contributions in cash or property other than cash payments with respect to which a deduction is allowed under section 468A(a) and paragraph (a) of § 1.468A-2. Thus, for example, unless the exception contained in paragraph (b) (2) (ii) of § 1.468A-8 applies, securities may not be contributed to a nuclear decommissioning fund even if the taxpayer or a fund established by the taxpayer previously held such securities for the purpose of providing funds for the decommissioning of a nuclear power plant.

Reg. § 1.468A-5(a)(2)

Docket No. 870098-El FPL Witness: G. C. Kuberek Exhibit____, Document No. 2 Page 1 of 1 Florida Power & Light Company Qualified vs Non-qualified Decommissioning Fund

ASSUMPTIONS

1. Decommissioning Cost

\$100,000

6%

- 2. After Tax Earnings Rate
- 3. Decommissioning occurs immediately at the end of year 5
- 4. Funds deposited annually at the end of the year

Docket No. 870098-Et FPL Witness: G. G. Kuberek Exhibit ____, Document No. 3 Page 1 of 4 FLORIDA FOLER & LIGHT COMPANY OLALIFIED VS. NON-OLALIFIED DECOMISSIONING FUND

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QUALIFIED DECOMISSIONING FUND

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Docket No. 870098-EI FPL Witness: G. G. Kuberek Exhibit____,Document No.3 Page 2 of 4

FLORIDA POMER & LIGHT CO QUALIFIED VS. NON-QUALI THE FUND II SSIO

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Docket No. 870098-El FPL Witness: G. G. Kuberek Exhibit____,Document No.3 Page 3 of 4

FLORIDA POLER & LIGHT COMPANY QUALIFIED VS. NON-QUALIFIED DECOMISSIONING FUND

QUALIFIED DECOMISSIONING FUND

NONQUALIFIED DECOMMISSIONING FUND

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DECOMISSIONING COST

TOTAL FUND

EXCESS FUND BALANCE

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Docket No. 870998-EI FPL Witness: G, G, Kuberek Exhibit____,Document No.3 Page-4 of 4