## **ORIGINAL**

## BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

### DOCKET NO. 26058 -EI FLORIDA POWER & LIGHT COMPANY

## IN RE: FLORIDA POWER & LIGHT COMPANY'S PETITION FOR ISSUANCE OF A STORM RECOVERY FINANCING ORDER

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DOCKET NO. \_\_\_\_\_-EI
FLORIDA POWER & LIGHT COMPANY

IN RE: FLORIDA POWER & LIGHT COMPANY'S PETITION FOR ISSUANCE OF A STORM RECOVERY FINANCING

**JANUARY 13, 2006** 

DIRECT TESTIMONY & EXHIBITS OF:

MORAY P. DEWHURST

1		BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION
2		FLORIDA POWER & LIGHT COMPANY
3		TESTIMONY OF MORAY P. DEWHURST
4		DOCKET NO. XXXXXX-EI
5		JANUARY 13, 2006
6		
7	Q.	Please state your name and business address.
8	A.	My name is Moray P. Dewhurst. My business address is Florida Power & Light
9		Company, Finance Division, 700 Universe Boulevard, Juno Beach, Florida
10		33408-0420.
11	Q.	What is your employment capacity and position at Florida Power & Light
12		Company?
13	A.	I am Senior Vice President of Finance and Chief Financial Officer of Florida
14		Power & Light Company (FPL or the Company).
15	Q.	Please describe your duties and responsibilities in that position.
16	A.	I am responsible for all the major financial areas of the Company, including the
17		accounting and control functions, tax, treasury, budgeting and forecasting, and
18		risk management. I oversee the establishment and maintenance of the financial
19		plans, controls and policies for FPL. I am also responsible for establishing and
20		maintaining effective working relations with the investment and banking
21		communities, and for communicating the results of our operations to investors.
22	Q.	Please describe your educational background and professional experience.

I have a bachelor's degree in Naval Architecture from MIT and a master's degree in Management, with a concentration in finance, from MIT's Sloan School of Management. I have approximately twenty years of experience consulting Fortune 500 and equivalent companies in many different industries on matters of corporate and business strategy. Much of my work has involved financial strategy and financial re-structuring. I was appointed to my present position in July of 2001.

### 8 Q. Are you sponsoring an exhibit in this case?

9 A. Yes. I am sponsoring Document No. MPD-1, a summary of the Company's primary recommendation, MPD-2, a summary of the Company's alternative recommendation; and MPD-3, projected up-front issuance and ongoing costs for storm-recovery bonds.

### Q. What is the purpose of your testimony?

A. The purpose of my testimony is to: (i) present and evaluate alternative methods to fund the existing Reserve deficit and future storm restoration activities; (ii) support the Petition for Financing Order (the Petition) requesting approval of the proposed issuance of bonds, which is FPL's primary recommendation requested in this proceeding, and if not approved, support of FPL's alternative recommendation requested in this proceeding; (iii) provide an overview of the Company's proposed securitization transaction; and (iv) provide an estimate of transaction costs, both upfront and ongoing.

Q. Please identify the other FPL witnesses and summarize the purpose of their testimony filed on FPL's behalf in this proceeding.

1 A. Following is a list of the other witnesses who have submitted testimony on behalf
2 of FPL and a brief description of the general subject matter addressed by each
3 witness:

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- K. Michael Davis Identification of total storm losses incurred for the 2004
  and 2005 storms; presentation of estimated storm-recovery costs subject to
  storm-recovery financing as of July 31, 2006; calculation of revenue
  requirements for storm cost recovery under the Company's primary and
  alternative recommendations; proposal for a detailed framework for the trueup mechanism; and the accounting entries for storm-recovery financing;
- Geisha J. Williams Description of storm restoration activities and estimated storm-related costs for 2005;
  - Mark Warner Description of nuclear storm restoration activities and estimated nuclear storm- related costs for 2005;
  - Richard E. Brown KEMA Inc. Present the results of KEMA's independent analyses of FPL's infrastructure performance during Hurricane Wilma and of FPL's pole inspection and maintenance practices;
  - Leonardo E. Green, Ph. D. Explanation of the sales and load forecast used to develop customer rates in the company's primary and alternative recommendations;
- Steven P. Harris, ABS Consulting Estimate of the expected annual storm loss and solvency of the Reserve under the Company's primary and alternative recommendations;

- Wayne Olson, Credit Suisse First Boston LLC Overview of asset-backed securities and details of the key characteristics of the structure of the proposed securitization transaction; and
  - Rosemary Morley Separation and allocation of storm costs and the recovery
    factors to be used for billing individual rate classes; discussion of how the
    Storm Charge mitigates rate impacts as compared to the more traditional
    surcharge recovery method; presentation of proposed tariff sheets.

A.

#### 9 BACKGROUND

10 Q. Please briefly describe the circumstances that led to the adoption of the 11 current Storm Restoration Surcharge.

The 2004 storm season inflicted severe damage on FPL's service territory and the electric infrastructure. As a result, costs incurred to restore electric service following Hurricanes Charley, Frances, and Jeanne, in the aggregate totaled \$890 million (net of insurance proceeds), depleting in its entirety FPL's storm and property insurance reserve (Reserve) and, leaving FPL's Reserve with a substantial deficit. In Order No. PSC-05-0937-FOF-EI, the Commission affirmed the surcharge it had approved on a provisional basis in Docket No. 041291-EI that was effective February 17, 2005, but extended the term an additional twelve months or through cycle 12 billing for February 2008, unless all costs are recovered sooner. The approved surcharge of \$1.65 (per 1,000 kWh residential bill) is intended to eliminate the deficit in the Reserve caused by the 2004 storm season.

Λ	What affect	did the 2005 e	torm season hav	on the L	Pecerve?
V).	what effect	uiu ine zuus s	torm season hav	ve on the r	reserve:

- 2 In 2005, another very active storm season, four Hurricanes inflicted damage on Α. 3 FPL's system. As discussed by Ms. Williams and Mr. Davis, restoration costs 4 associated with Hurricanes Dennis, Katrina, Rita and Wilma have increased the Reserve deficiency by approximately \$816 million, leaving a deficit balance in 5 the Reserve in excess of \$1.1 billion. The current Storm Restoration Surcharge is 6 7 designed to recover approximately \$300 million of that amount by February 2008, 8 leaving approximately \$800 million, to be recovered through another means, as 9 well as the open question of how best to restore the Reserve to a reasonable level 10 going forward.
- 11 Q. Please explain how the Company had proposed to replenish the Reserve to a
  12 reasonable level in its application for a base rate increase in Docket No.
  13 050045-EI.
- 14 A. In its base rate case filing, the Company had proposed to increase the annual
  15 accrual in base rates to \$120 million. The total accrual was comprised of an
  16 amount approximating the expected annual storm losses based on an analysis
  17 performed by Steve Harris of ABS Consulting, Inc., plus an amount to contribute
  18 toward restoring the Reserve balance to a level of \$500 million.
- 19 Q. How did the Stipulation and Settlement Agreement signed by parties to
  20 FPL's base rate proceeding and approved by the Commission (Settlement
  21 Agreement) address the issues of storm cost recovery and the replenishment
  22 of the Reserve?

The Settlement Agreement: (1) suspends the then current base rate accrual of \$20.3 million; (2) provides that FPL will be entitled to recover prudently incurred storm restoration costs and replenish the Reserve to a level approved by the Commission; and (3) allows recovery of prudently incurred storm restoration costs and replenishment of the Reserve through charges that are incremental to base rates, either through a charge established through Section 366.8260, Florida Statutes (Securitization) or another form of surcharge.

### Q. What was the Commission's response to this aspect of the Settlement?

The Commission approved it as part of the overall settlement, but expressed some discomfort over the continuing deficit in the Company's Reserve and at the prospect of leaving that proceeding without a current plan in place to replenish the Reserve to a reasonable level. The Commission strongly encouraged the Company to return with such a proposal as soon as possible, to which we agreed. This filing seeks to address the Commission's concerns.

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### PRIMARY RECOMMENDATION

Please detail the Company's primary recommendation and its request in connection with this filing.

FPL recommends that the Commission approve the issuance of up to \$1,050 million storm-recovery bonds to finance the after-tax costs incurred as a result of the 2004 and 2005 storms. The proceeds from the bond issuance would be used to fund the balance of unrecovered 2004 and 2005 storm-recovery costs, replenish the Reserve and pay upfront bond issuance costs. The amortization of the bonds

1		would be structured to provide a level charge of approximately \$1.58 for the
2		typical residential bill (1,000 kWh) over the expected bond life of twelve years
3		based on current market conditions. Upon issuance of the storm-recovery bonds,
4		this charge would replace the existing 2004 Storm Restoration Surcharge.
5	Q.	Please detail the amounts FPL is seeking approval to finance through the
6		issuance of storm-recovery bonds?
7	A.	FPL proposes to finance the costs incurred for storm restoration with the issuance
8		of storm-recovery bonds which would be used to finance the after-tax equivalent
9		of the following estimated amounts:
10		<u>\$ Millions</u>
11		2004 Jurisdictionalized Unrecovered Storm-Recovery Costs 213.3
12		2005 Jurisdictionalized Unrecovered Storm-Recovery Costs 826.9
13		Replenishment of Reserve650.0
14		Total Storm –related Costs Subject to Storm Recovery Financing 1,690.2
15		Less: Income Taxes at 38.575% (652.0)
16		After-tax Storm-related Costs Subject to Storm Recovery
17		Financing <u>1,038.2</u>
18		Mr. Davis' and Ms. Williams' testimonies provide further detail on the
19		calculation of estimated unrecovered 2004 and 2005 storm-recovery costs. My
20		testimony will address the estimated financing costs, and the replenishment of the
21		Reserve.
22	Q.	What amount of storm-recovery bonds would be required to finance the

amounts described above?

The Company anticipates the issuance of \$1,050 million in storm-recovery bonds which is comprised of the after-tax storm-recovery costs and costs to replenish the Reserve plus estimated upfront bond issuance costs of approximately \$11.4 million. The resulting \$1,049.6 million is rounded to \$1,050 million. Bonds are issued for the after-tax value of costs subject to financing to recognize the tax benefit received when storm restoration costs are deducted for income tax purposes. Thus, the bond proceeds available after the payment of upfront bond issuance costs provides approximately \$638 million to reimburse the Company for unrecovered storm costs and approximately \$400 million to replenish the fund (the after-tax equivalent of a \$650 Reserve). Upfront bond issuance costs are described in more detail later in my testimony and in the testimony of Mr. Olson.

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# Q. What would be the impact to customers if the Commission approves FPL's primary recommendation?

The current residential surcharge of \$1.65 per 1,000 kWh would be replaced with the combination of a Storm Bond Repayment Charge and a Storm Bond Tax Charge referred to collectively as the Storm Charge, which under current market conditions would provide an estimated levelized charge of approximately \$1.58 per month for a typical 1,000 kWh residential bill for approximately 12 years. The actual average retail charge per kWh will vary based on changes in customer growth and usage projections as well as changes in market interest rates that may occur between now and the issuance date of the bonds. If market rates rise to such an extent that the average retail kWh charge associated with the Storm issuance would exceed the average retail kWh charge associated with the Storm

Restoration Surcharge now in effect, the aggregate amount of the storm-recovery bond issuance would be reduced to an amount whereby the initial average retail kWh Storm Charge would not exceed the average retail kWh Storm Restoration Surcharge currently in effect. While this would reduce the amount of Reserve replenishment, it strikes a reasonable balance between customer interests in the mitigation of rate impacts and the need to fund the Reserve to a reasonable level immediately to prepare FPL to respond to another potentially destructive 2006 storm season.

A.

The calculation of the revenue requirements associated with the Storm Bond Repayment Charge and the Storm Bond Tax Charge as well as the periodic true-up mechanism for those charges is discussed in Mr. Davis' testimony and the calculation of the customer rate impact of the Storm Charge is provided in Dr. Morley's testimony. Document No. MPD-1 provides a summary of these calculations as well as the expected value in the Reserve over a ten-year period assuming the expected annual losses from windstorm damage provided by Mr. Harris.

### Q. When would the storm-recovery bonds be issued?

FPL recommends the storm-recovery bonds be issued as soon as practicable following issuance of the financing order, and will work to do so prior to August 1, 2006 to ensure funding is in place during the next storm season. FPL's balance sheet and liquidity position are strong, but it is critical that a mechanism for recovery of 2004 and 2005 storm restoration costs is in place before significant

new costs might be incurred in 2006. The exact issuance date cannot be determined at this time and depends on factors such as acceptance by the Securities and Exchange Commission (SEC) of certain filings and completion of the bond ratings and marketing process.

A.

- What if the Commission issues a financing order, but there is a delay in actually implementing the financing?
  - In light of the size of the current deficit and the need to begin to reduce the deficit and rebuild the Reserve to prepare for another potentially active storm season, the Company recommends that the Commission approve a surcharge to be applied to bills rendered on and after August 15, 2006 to recover the 2005 storm-restoration costs over approximately three years (or until the applicable revenue requirements have been recovered) in the event the issuance of storm-recovery bonds is delayed for any reason. The monthly impact to residential customers of this surcharge is currently estimated to be \$2.98 per 1,000 kWh based on current estimates for 2005 storm restoration costs. The surcharge would be discontinued when the storm-recovery bonds are issued. The amount of storm-recovery bonds issued would be adjusted for the impact of collections of this surcharge.
  - Q. How does the Company propose to account for differences between the estimated balances for unrecovered 2004 and 2005 storm-recovery costs as of July 31, 2006 included in the Company's Petition and the actual unrecovered 2004 and 2005 storm-recovery costs on the date the storm-recovery bonds are issued?

The actual balance of unrecovered storm-recovery costs will be influenced by several factors including: actual versus forecast surcharge collections for the existing surcharge, actual versus projected commercial paper rates, differences resulting from the actual versus estimated bond issuance date, as well as changes in estimated 2005 storm-recovery costs. The Company proposes that any differences between the estimated and actual balances for unrecovered 2004 and 2005 storm-recovery costs be reflected in the amount of replenishment of the Reserve. Thus, if the actual balance of unrecovered 2004 and 2005 storm-recovery costs is below the estimated July 31, 2006 balance, the resulting balance in the Reserve will be higher and vice versa.

### 11 Q. Please detail how bond proceeds would be used.

Bond proceeds must first be used to pay upfront bond issuance costs associated with the bond financing. Proceeds would next be used to reimburse the Company for the after-tax equivalent of the remaining unrecovered 2004 Reserve deficit plus the actual unrecovered 2005 storm restoration costs. Remaining proceeds would be used to replenish the fund depleted as a result of costs previously incurred.

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#### ALTERNATIVE RECOMMENDATION

Q. Does FPL have an alternative recommendation if the Commission does not approve a financing order for the issuance of storm-recovery bonds?

Yes. If the Commission determines that the storm restoration costs should not be securitized and instead should be recovered through another means, the Company

restoration costs over approximately three years and a separate surcharge be implemented to collect \$650 million toward replenishment of the Reserve over three years (or until such time as the applicable revenue requirements have been collected) for bills rendered on and after June 15, 2006. This alternative provides for recovery of storm restoration costs already incurred and provides funds to attempt to replenish the Reserve over a reasonable time frame. While the rate impact on customer bills is greater than under the Company's primary recommendation, it is for a shorter duration. Like the Company's primary recommendation, this option also is provided for under the Settlement Agreement.

A.

# Q. What would be the impact to customers if the Commission selects FPL's alternative recommendation?

The alternative recommendation would result in an initial monthly charge of \$6.84 for a typical 1,000 kWh residential customer bill. This charge would decline to \$5.19 once the 2004 Storm Restoration Surcharge ends. The calculation of the revenue requirements associated with the alternative recommendation is provided in Mr. Davis' testimony and the calculation of the customer rate impact related to the surcharges is provided in Dr. Morley's testimony. Document No. MPD-2 provides a summary of these calculations as well as the expected value of the Reserve over time based on Mr. Harris' analysis.

1		REPLENISHMENT OF THE STORM DAMAGE RESERVE
2	Q.	Has FPL performed a study to determine the annual amount of expected
3		losses from windstorms?
4	A.	Yes. FPL commissioned studies to calculate the annual amount of expected
5		windstorm losses, as well as the expected value of the Reserve given various
6		funding levels. The studies were prepared by ABS Consulting and are being
7		sponsored by Mr. Harris.
8	Q.	What does the analysis conclude regarding the expected annual long-term
9		cost for service restoration and repair of storm damage to FPL's assets?
10	A.	Mr. Harris' analysis concludes that the expected average annual cost for
11		windstorm losses is approximately \$73.7 million. Windstorm losses include costs
12		associated with service restoration and system repair of FPL's Transmission and
13		Distribution (T&D) system from hurricane, tropical and winter storm losses. Also
14		included are storm staging costs and windstorm insurance deductibles attributable
15		to non-T&D assets.
16	Q.	Have these studies been updated to incorporate the frequency of storm
17		activity experienced during the 2004 and 2005 storm seasons?
18	A.	No. As discussed in Mr. Harris' testimony, the studies are based on over 100
19		years of storm activity (1900-2002). Mr. Harris has concluded that while there
20		might be a slight increase in the storm frequency estimate if data from the 2004

the size of the storm database.

and 2005 storm seasons were included, the increase is not likely to be large given

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# Q. Are there any other circumstances that could increase FPL's expected annual losses?

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A. Yes. Growth in the Company's transmission and distribution system over the past year, particularly in the coastal areas most vulnerable to damage increases the company's exposure to storm damage. In addition, changes in the insurance markets affecting the availability and affordability of insurance coverage would impact expected annual losses. Mr. Harris' analysis assumes no T&D insurance is available and that non-T&D insurance deductibles remain stable. After the very active storm seasons of 2004 and 2005, there is little likelihood that the insurance markets will offer T&D insurance in the foreseeable future. In addition, early indications from the market suggest that non-T&D windstorm insurance may be less available, or may require higher deductibles in the future. If this were to happen, any deductible increase or any diminution in non-T&D windstorm insurance would increase the storm damage costs to be charged to the Reserve.

### O. Does Mr. Harris' analysis recommend a particular Reserve level?

No. There is no single correct Reserve balance. The appropriate Reserve level depends largely on the regulatory framework for storm cost recovery. Obviously, the lower the Reserve balance, the more likely that storm losses will exceed the funds available in the Reserve and, therefore, the greater the reliance on special assessments. The higher the Reserve balance, the less likely windstorm losses will exceed the funds available in the Reserve. Mr. Harris' testimony evaluates the solvency of the Reserve under the Company's primary and alternative recommendations.

# Q. What level of replenishment of the Reserve is included in the Company's recommendation?

Consistent with past Commission Orders, a reserve level should be large enough to withstand the storm damage from most but not all storm seasons. The Company's proposed issuance of storm-recovery bonds would provide an initial Reserve of approximately \$650 million to support future storm restoration activities.

A.

Although a Reserve of \$650 million is not necessarily what the Company would project as an adequate Reserve level going forward, weighing a number of factors including (i) an expected average annual cost for windstorm losses of approximately \$73.7 million as determined by FPL's outside expert Mr. Harris, (ii) the possibility that Florida is in the midst of a much more active hurricane period relative to average levels of activity over the much longer term, (iii) the potentially diminished availability of non-T&D property insurance, (iv) the impact of the recent severe and unprecedented storm seasons on customer bills in the near term, and (v) the opportunity to revisit this issue in future proceedings, establishing a Reserve level of approximately \$650 million is reasonable at this time.

- Q. Do either of the Company's recommendations eliminate the possibility of special assessments for future storm damage?
- A. No. Without an annual surcharge or accrual to fund ongoing storm restoration costs, the Reserve naturally will decline over time as costs are charged against the

Reserve. If we are fortunate enough to experience a few years of below average storm losses, the Reserve may be sufficient to avoid an additional surcharge or securitization during that period of time. However, Mr. Harris' analysis concludes that the expected value of the Reserve under the Company's primary recommendation would be approximately \$350 million after five years and that there would be a 17% chance that the Reserve would be insufficient at some point over the next five years to fund required storm restoration costs. He also concludes that the expected value of the Reserve under the Company's alternative recommendation would be approximately \$300 million after five years and with an 18% chance that the Reserve would be insufficient to fund restoration costs at some point over the next five years. In addition, the primary recommendation would be expected to have a lower probability of Reserve insolvency than the alternative recommendation during the initial three years due to its higher expected Reserve balances. Of course, future storm activity will dictate the necessity for any type of special assessments or additional issuances of stormrecovery bonds.

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#### **POLICY ISSUES**

Q. What are the key policy considerations underlying any storm cost recovery framework?

First, storm restoration is a cost of providing electric service in Florida and, therefore, properly recoverable through the rates and charges of the Company.

This principle is clearly acknowledged in past Commission treatment of storm

restoration costs and is addressed directly in the Settlement Agreement. While we cannot predict with certainty when storms will occur, we can predict with virtual certainty that tropical storms and hurricanes will affect our service territory and we will incur costs for restoring power. However, those costs are <u>not</u> reflected in the Company's base rates. Previously, a small portion, i.e., \$20.3 million, of the expected annual losses were reflected in base rates. To have attempted to reflect in base rates the expected average annual cost of storm restoration plus an amount sufficient to replenish the Reserve in a reasonable period of time would have required a base rate increase of \$100 million. Instead, the Settlement Agreement held base rates constant and moved all such costs outside of the Company's base rates for recovery through a charge associated with Securitization or another form of surcharge to recover the cost of restoring power in the wake of storms.

Second, each 'generation' of customers should contribute to the cost of storm restoration, even if no storm strikes in a particular year. Since storms will occur and only their timing is uncertain, the true cost of providing electric service should include an allowance for some level of restoration activity.

Third, however, "pre-funding" restoration costs sufficient to cover an extreme sub-period of storm activity (i.e., building up a Reserve sufficient to cover virtually all storm restoration) is likely to be economically inefficient. Thus, some mechanism for recovery of the prudently incurred costs that exceed the Reserve is required.

A.

Each of these principles has been reflected, expressly or implicitly, in prior Commission decisions relative to the establishment of the Reserve and the recovery of storm restoration costs.

Q. Please describe the principal components of the Commission's approach to storm cost recovery.

Prior to Hurricane Andrew, FPL had a small Reserve and maintained commercial insurance coverage for its T&D network. The costs of carrying this insurance were recovered through base rates. The cost of storm restoration, therefore, was borne by customers over time largely through the cost of insurance included in the Company's base rate charge.

Following Andrew, commercial insurers withdrew from the market. In the absence of commercial coverage, the Company established and the Commission consistently endorsed an overall framework that consists of three main parts: (1) an annual storm accrual, adjusted over time as circumstances change; (2) a Reserve adequate to accommodate most but not all storm years; and (3) a provision for utilities to seek recovery of costs that go beyond the Reserve. The regulatory framework is designed to provide the flexibility to prevent unbounded growth of the storm fund during extended periods of extremely low storm activity as well as provide for supplemental recovery of deficits in the Reserve during periods of high storm activity.

These three parts act together to allow FPL over time to recover the costs of storm restoration, while at the same time balancing competing customer interests, namely: holding the ongoing impact to reasonable levels; reducing the volatility in customer bills which occurs when the Reserve is insufficient; and promoting intergenerational equity. This balance requires periodic adjustment in the main components of the framework – the annual charge and the appropriate Reserve balance – in light of changing storm experience and the growth of FPL's T&D network. The annual charge can be reduced if a period of favorable loss experience leads to an excessive build-up in the Reserve level, while, conversely, a period of unfavorable loss experience will lead to depletion of the Reserve and a need to increase the annual charge.

A.

### 12 Q. Please summarize your understanding of the Commission's policy on the 13 appropriate Reserve balance.

The Commission's policy, as articulated in Order Nos. PSC-95-1588-FOF-EI, PSC-95-0264-FOF-EI and PSC-98-0953-FOF-EI, is to determine a Reserve balance that is sufficient to protect against most years' storm restoration costs, but not the most extreme years. Such a level should reduce dependence on a relief mechanism such as a special customer assessment. Obviously, the lower the Reserve balance, the more likely that storm losses will exceed the funds available in the Reserve and therefore the greater the reliance on special assessments. The higher the Reserve balance, the less likely windstorm losses will exceed the funds available in the Reserve.

1 Q. How do the Company's primary and alternative recommendations comport 2 with the Commission's framework for storm cost recovery and the policy .3 objectives you have described?

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- A. While the two requests present some differences, most notably in the time period over which recovery is accomplished, fundamentally each is consistent with the general framework established by the Commission. Both approaches allow the recovery of costs to provide electric service. Likewise, both requests will help to ensure adequate funding for future storm restoration while minimizing the need for additional special assessments. The one principal difference, as I noted, is that securitization allows the costs of a sub-period of extreme storm activity to be "smoothed" and borne by customers over a longer time frame, thus mitigating the rate impact on current customers. In addition, the Company's primary recommendation provides immediate replenishment of the Reserve in time for the next storm season.
- Did the passage of Section 366.8260, Florida Statutes, which provides for the Q. 16 issuance of storm-recovery bonds alter the current framework for storm cost recovery?
- 18 A. No. Section 366.8260 simply provides the Commission with an additional option 19 for recovery of storm restoration costs that have exceeded the Reserve and for 20 replenishment of the Reserve. Under Section 366.8260, recovery of deficits and 21 replenishment of the Reserve would be achieved through the issuance of storm-22 recovery bonds which are repaid by customers through a non-bypassable charge.

1 Q. What are the comparative benefits of securitization relative to the conventional surcharge?

A primary benefit of securitization is the ability to immediately replenish the Reserve and to "smooth out" the rate impact of an extreme sub-period of storm activity making it a useful tool for recovery of existing deficits and replenishment of the Reserve.

A.

In contrast to storm-recovery bonds, a surcharge is well suited for funding annual expected losses and maintaining the Reserve because it can be adjusted over time if actual storm losses are significantly higher or lower than expected over an extended period. A short-term, temporary surcharge can be a cost-effective means to collect a deficit over a short time frame, although the impact to customer bills will be greater. Further, one cannot achieve the same bill smoothing impact, as with securitization, simply by extending the surcharge. To do so would not be cost effective because deficits over a longer time frame must be financed with a balanced mix of debt and equity to maintain credit quality.

Thus, practical circumstances then existing will determine whether securitization or a more conventional short-term surcharge is preferable. In light of the significant impact of the 2004 and 2005 storm seasons and the need to quickly replenish the Reserve in preparation for potentially more active storm seasons in the coming years, the Company's recommendation is that the issuance of storm-

recovery bonds is preferable at this time to conventional surcharge recovery for storm costs.

As provided in Document No. MPD-1, the monthly charge associated with the issuance of storm-recovery bonds in the Company's primary recommendation is estimated to be \$1.58 for a typical (1,000 kWh) residential bill over the life of the bonds. The Company's alternative recommendation, which provides for recovery over a three-year period in a more traditional manner, would have an initial monthly customer impact of \$6.84 for a typical (1,000 kWh) residential bill as shown in Document No. MPD-2. The impact will decline to \$5.19 for a typical (1,000 kWh) residential bill once the surcharge for the 2004 storm season has been collected. Thus, while the more traditional approach to cost recovery reflected in FPL's alternative recommendation certainly is workable, the issuance of storm-recovery bonds would avoid or significantly mitigate rate impacts to customers while at the same time more quickly positioning the Company to respond to another potentially active storm season.

#### **EVALUATION OF ALTERNATIVES**

- 19 Q. What other alternatives did the Company consider before making its 20 recommendation?
- A. The Company considered three other alternatives for storm cost recovery: 1)

  continuation of the current Storm Restoration Surcharge to recover the 2004

  storm deficit, 2005 storm restoration costs and to replenish the Reserve; 2)

keeping the current Storm Restoration Surcharge for recovery of 2004 storm costs in place, establishing a new surcharge for 2005 storm restoration costs, and utilizing securitization to replenish the Reserve; and 3) keeping the current Storm Restoration Surcharge for recovery of the 2004 storm costs in place while utilizing securitization to recover all 2005 storm restoration costs and to replenish the Reserve.

Q. Please describe each of the alternatives that were evaluated by the Company and explain why the Company's recommendation should be adopted in favor of these alternate approaches.

### Alternative 1 – Continue Existing Surcharge

The existing storm surcharge would continue until changed by a future proceeding. The surcharge would be applied to jurisdictional storm costs as follows: first to unrecovered 2004 storm costs, next to unrecovered 2005 storm costs, and finally to replenish the Reserve.

A.

This alternative maintains an ongoing levelized customer charge and funds losses and replenishes the Reserve through an annual surcharge. However, given the size of the current deficit from the 2004 storm season and the additional restoration costs from the 2005 storm season, this alternative is not a feasible solution as it would take over ten years to recover the storm restoration costs that have already been incurred without providing any funding for ongoing future storm restoration activities. The current deficit would need to be funded with a balance of debt and equity required to maintain the company's current credit

quality and free up short-term liquidity to support ongoing operational requirements such as the fuel hedging program, construction program and clause underrecoveries, making this alternative more costly to customers compared to issuing storm-recovery bonds. FPL does not believe this is a practical or desirable alternative given the costs of the 2005 storm season and the need to prepare for another potentially strong storm season. Alternative 2 - Surcharge for 2004 and 2005 Costs, Securitize Reserve Replenishment Under this alternative, the current Storm Restoration Surcharge would remain in place to recover 2004 storm restoration costs. A new three-year surcharge would provide for recovery of 2005 storm restoration costs. Replenishment of the Reserve would be accomplished through the issuance of approximately \$400 million (the after-tax equivalent of \$650 million Reserve) of storm-recovery bonds. While this alternative would provide a viable method of funding restoration costs and replenishment of the Reserve, it has a larger up-front rate impact to customers. Under the circumstances, FPL considered it to be less attractive than the Company's primary recommendation. Alternative 3 – Continue existing surcharge for 2004 costs, Securitize 2005 Storm Costs and Reserve Replenishment Under this alternative, the current Storm Restoration Surcharge would remain in

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place to recover 2004 storm restoration costs. The Company would issue storm-

recovery bonds of approximately \$900 million to fund the after-tax equivalent of 2005 unrecovered restoration costs of \$827 million as well as to replenish the Reserve to \$650 million.

Similar to alternative 2, the Company considers this alternative to be a viable method to recover the current deficit and replenish the Reserve, but feels the Company's recommendation provides for recovery of costs with less impact to customer rates.

A.

#### FPL'S PROPOSED STORM-RECOVERY BOND TRANSACTION

- Q. Please provide an overview of FPL's proposed Storm Recovery Bond issuance.
  - FPL will form a bankruptcy-remote special purpose entity (SPE) to acquire storm-recovery property and issue and sell the storm-recovery bonds. This SPE will be capitalized by FPL in an amount equal to at least 0.50% of the storm-recovery bond issuance amount. FPL's capital contribution will be deposited into a Capital Subaccount, which allows the utility to treat the bond issuance as a financing for tax purposes and it also acts as a credit enhancement mechanism. As described in Mr. Olson's and Mr. Davis' testimony, under a recently promulgated Internal Revenue Services procedure (2005-62), a 0.50% equity contribution will be sufficient to assure this desired tax treatment. This capital contribution will be made available to cover any shortfalls in storm-recovery charges and to make

payments on the storm-recovery bonds, if necessary. This equity contribution will be returned to the Company at the time the bonds are paid in full.

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FPL will receive the net proceeds after the payment of issuance costs from the The proceeds will be used to reimburse the Company for unrecovered storm-recovery costs with the remaining proceeds (estimated at approximately \$400 million) being deposited in the fund. FPL, in its role as Servicer, will collect an irrevocable, non-bypassable Storm Bond Repayment Charge to recover the amounts necessary to pay principal and interest on the storm-recovery bonds as well as ongoing costs (excluding taxes) associated with the transaction from its customers. FPL will also collect a Storm Bond Tax Charge to recover any income taxes associated with the Storm Bond Repayment Charge. FPL will transfer the Storm Bond Repayment Charges deemed collected to a collection account at the SPE on a daily basis. (FPL's role as Servicer, will be discussed further in Mr. Olson's testimony). The SPE will then apply the collections to the general subaccount for distribution to bondholders and other parties in accordance with a priority of payments (or waterfall) for the payment of principal and interest on the bonds and other ongoing costs (described below), such as servicing fees, legal and accounting costs, trustee fees, rating agency fees, and administrative costs. Mr. Olson's testimony provides more detail on the payment waterfall.

### Q. Please describe the terms of the storm-recovery bonds.

1 A. The storm-recovery bonds will likely be issued in multiple tranches with varying
2 maturities to attract a greater number of investors. The targeted rating on the
3 bonds will be triple – A. Exact pricing, interest rates, terms, tranches and other
4 characteristics will be determined at the time of issuance and will depend on
5 prevailing market conditions.

### Q. When are the storm-recovery bonds expected to be issued?

7 A. The storm-recovery bonds are expected to be issued after all of the following
8 events have occurred: 1) issuance of a financing order (and expiration of appeals
9 period); 2) delivery of necessary SEC approvals under the Securities and
10 Exchange Act of 1933; and 3) completion of the rating agency process.

### 11 Q How will the storm-recovery bonds be sold?

A.

The bonds can be sold either through a competitive bidding process or a negotiated sale. The Company is indifferent at this time as to which method is preferable. The decision as to which method may be preferable is dependent on factors such as issue size, complexity of issue, and current market conditions, some of which are not known with certainty at this time. The upfront bond issuance cost estimates below include an estimate for underwriting fees. If the bonds are subsequently sold through a competitive bidding process, the underwriting fee would not be an itemized cost, but would be included in the price of the bonds.

# Q. Please provide a description of the upfront bond issuance costs which will be financed with the proceeds of the storm-recovery bonds?

Upfront bond issuance costs, which will be financed from the proceeds of the storm-recovery bonds, include the fees and expenses to obtain the financing order, as well as the fees and expenses associated with the structuring, marketing and issuance of each series of storm-recovery bonds, including counsel fees, structural advisory fee, underwriting fees (if the bonds are sold through a negotiated sale) and original issue discount, rating agency and trustee fees (including trustee's counsel), accounting and auditing fees, printing and marketing expenses, stock exchange listing fees and compliance fees, filing fees, and the costs of any financial advisor retained by the Commission. Upfront bond issuance costs include reimbursement to the Company for amounts advanced for payment of such costs.

### 12 Q. Please provide an estimate of these upfront bond issuance costs.

A.

A.

The Company estimates the upfront bond issuance costs associated with its recommended \$1,050 million in storm-recovery bonds to be approximately \$11.4 million if the bonds are sold through a negotiated sale. If the bonds are sold through a competitive bid, the underwriting fees will be embedded in the interest rate offered on the bond. Document No. MPD-3 provides a breakdown of these estimated costs. The Company reviewed several stranded cost recovery securitization filings made by other utilities and developed an estimate of upfront bond issuance costs with the assistance of our financial advisor. These numbers are subject to change, as the costs are dependent on the timing of issuance, market conditions at the time of issuance, the outcome of competitive pricing solicitations

- for certain fees and other events outside the control of the Company, such as possible litigation, possible review by the SEC and rating agency requirements.
- Q. How will the Company reconcile actual upfront bond issuance costs with the estimates provided by the Company since the actual costs will not be known until after the Commission issues the Financing Order and the storm-recovery bonds have been issued?
- The proceeds of the storm-recovery bond issuance will be used to pay (or 7 A. 8 reimburse the Company for) the actual upfront bond issuance costs incurred. If 9 the actual upfront bond issuance costs are below the \$11.4 million estimated in 10 the financing order, then the difference will be added to the Reserve and vice 11 versa. Not later than 120 days following issuance, the Company will file with the 12 Commission a reconciliation of actual upfront bond issuance costs with estimated 13 amounts provided for in the storm-recovery bond issuance. The Commission 14 shall review such information and may require the Company to make a 15 contribution to the Reserve in accordance with Section 366.8260(2)(b)(5).
- Q. Please describe the estimated ongoing costs (excluding debt service) which
   will be recovered from the Storm Bond Repayment Charge.
- 18 A. In addition to debt service on the storm-recovery bonds (and any swap or other
  19 hedging costs), there will be expenses that will be incurred throughout the life of
  20 the Bonds in order to support the ongoing operation of the SPE. These ongoing
  21 costs are estimated at \$850,000 annually, as set forth the in Document No. MPD22 3, and include servicing fees, legal and accounting costs, trustee fees, rating
  23 agency fees, administrative costs, the costs of funding any reserves (such as

replenishment of the capital account) and miscellaneous other fees associated with the servicing of the storm-recovery Bonds. The SPE will also have at least one independent director or manager to oversee its operation, and they will receive a fee for their services and will be entitled to indemnification. Ongoing costs associated with the transaction do not include the federal and state tax liabilities associated with the collection of the Storm Bond Repayment Charge, which will be recovered by the Company through the collection of a separate charge (the Storm Bond Tax Charge) described in the testimonies of Mr. Davis and Dr. Morley.

Certain of these ongoing costs, such as the administration fees and the amount of the servicing fee for FPL (as the initial servicer) may be determinable, either by reference to an established dollar amount or a percentage, on or before the issuance of any series of storm-recovery bonds. Other ongoing costs will vary over the term of the storm-recovery bonds.

- 16 Q. How will the Company reconcile its actual ongoing costs associated with the transaction with its estimated costs?
- A. Because ongoing costs are recovered through the Storm Bond Repayment Charge,
  disparities will be resolved periodically through the true-up mechanism. The trueup mechanism is described in more detail in Mr. Davis' testimony.
- 21 Q. Does this conclude your testimony?
- 22 A. Yes.

### Primary Recommendation (\$ millions, except per kWh charges and typical bill impact)

Line		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12
No.		10011	10012	100.0	100117								
110.	_												
1	Storm-Recovery Bonds <sup>[1]</sup>												
2	Beginning Balance	1,050.00	999.90	936.24	866.63	791.55	711.33	626.24	536.00	440.35	339.11	232.10	119.10
3	Principal Payment	50.10	63.66	69.61	75.07	80.22	85.09	90.24	95.65	101.24	107.02	113.00	119.10
4	Ending Balance	999.90	936.24	866.63	791.55	711.33	626.24	536.00	440.35	339.11	232.10	119.10	
5													
6													
7	Storm Bond Repayment Charge												
8	Principal payment <sup>[1]</sup>	50.10	63.66	69.61	75.07	80.22	85.09	90.24	95.65	101.24	107.02	113.00	119.10
9	Interest on Bonds <sup>[1]</sup>	51.97	49.32	46.19	42.78	39.03	35.03	30.78	26.19	21.24	15.97	10.40	4.52
10	Ongoing Costs [2]	0.85	0.85	0.85	0.85	0.85	0.85	0.85	0.85	0.85	0.85	0.85	0.85
11	Billing lag adjustment <sup>(3)</sup>	14.12	0.62	0.49	0.49	0.36	0.37	0.40	0.39	0.38	0.39	0.39	(18.21)
12	Total Storm Bond Repayment Charge	117.04	114.44	117.14	119.19	120.47	121.35	122.27	123.08	123.71	124.23	124.63	106.27
13													
14	Storm Bond Tax Charge <sup>[4]</sup>	30.87	39.38	43.12	46.55	49.78	52.84	56.07	59.47	62.98	66.61	70.36	74.20
15	<u>-</u>												
16	Total Customer Charge (Line 12 + Line 14)	147.91	153.82	160.26	165.74	170.25	174.19	178.34	182.55	186.68	190.84	195.00	180.46
17													
18	Cents Per Retail kWh [5]	0.138	0.138	0.138	0.138	0.138	0.138	0.138	0.138	0.138	0.138	0.138	0.138
19													
20	Typical Bill Impact <sup>[6]</sup> :												
21	Residential	\$1.58											
22	Commercial	\$17.47											
23	Industrial	\$1,051.20											
24													
25	/91												
26	Mean (Expected) Value of Reserve [7]	601	_548	489	422	351	266	183	92	(5)	(110)		
27													

<sup>&</sup>lt;sup>[1]</sup>Based on \$1,050 million of Storm Recovery Bonds sold in 2, 5, 7, and 10 year tranches with an expected final maturity of 12 years and a weighted average interest rate of 5.06% per Olson Document No. Wo-2.

<sup>&</sup>lt;sup>[2]</sup>Ongoing costs of administering Special Purpose Entity and Storm Recovery Bonds as provided on Document MPD-3.

<sup>&</sup>lt;sup>[3]</sup>Assumes customer payment lag of 30 days. In year one, 12 months are billed, but only 11 months are collected.

<sup>[4]</sup>Income taxes on revenues collected for principal payment net of deduction for amortization of up-front bond issuance costs at 38.575%. Interest on bonds is tax deductible but principal is not.

<sup>&</sup>lt;sup>[5]</sup>Total customer charge divided by forecasted retail sales adjusted for uncollectible accounts. Charge will change annually.

based on the forecasted sales for that year and over or under collection from the previous year as described in Mr. Davis' testimony.

<sup>45 [6]</sup>Per Morley Document No.RM-10.

<sup>[7]</sup>Per Harris Document No.SPH-2

### Alternative Recommendation (\$ millions, except per kWh charges and typical bill impact)

Line		•	<u>-</u>	• •		_		-	•	•	
No.		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Үеаг 9	Year 10
	Current Surcharge for 2004 Unrecovered Costs										
1	Beginning Balance <sup>[1]</sup>	(212.02)	(58.68)								
2	Current Surcharge <sup>(2)</sup>	156.80	59.43								
3	Accrued Interest <sup>[3]</sup>	(3.46)	(0.75)								
4	Ending Balance	(58.68)	0.00								
5	•	(00.00)									
6	Cents per Retail kWh	0.146	0.146								
7		0	0.110								
8	Surcharge for 2005 Estimated Storm Costs										
9	Beginning Balance <sup>[4]</sup>	(828.14)	(570.39)	(294.83)							
10	Surcharge collections <sup>[5]</sup>	275.60	286.61	298.59							
11	Accrued Interest <sup>[3]</sup>	(17.85)	(11.04)	(3.76)							
12	Ending Balance	(570.39)	(294.83)	(0.00)							
13		(070.00)	(201.00)	(0.00)							
14	Cents per Retail kWh <sup>[6]</sup>	0.256	0.256	0.256							
15	Tomo por restantem	0.2.50	0.230	0.230							
16	Surcharge to Replenish Reserve										
17	Surcharge collections <sup>[7]</sup>	208.11	216.42	225.47							
18	Suranai ge Salestions	200.11	210.42	223.41							
19	Surcharge per Retail kWh <sup>[6]</sup>	0.194	0.194	0.194							
20	Odronalge per Netali KVIII	0.154	0.154	0.154							
21	Total Surcharge Collected (Line 2 + Line 10 + Line 17)[10]	640.50	562.46	524.07							
22	Total outstandings sometica (Ente 2 · Ente 10 · Ente 17)	040.50	502.40	524.07							
23	Cents per Retail kWh <sup>[6]</sup>	0.596	0.596	0.450							
24	ouris per rician River	0.596	0.596	0.450							
24 25	Typical Bill Impact <sup>[8]</sup> :										
25 26		<b>60.84</b>	<b>#</b> 0.04	<b>85.40</b>							
27	Residential, per 1,000 kWh	\$6.84	\$6.84 \$78.46	\$5.19							
28	Commercial Industrial	\$78.46 \$4,029.60	\$78.46 \$4.020.60	\$56.95							
29	Hidustilai	\$4,029.60	\$4,029.60	\$3,328.80							
30	Mean (Expected) Value of Reserve [9]	120	202	420	270	204	224	444	E^	/EO	(452)
	mean (myheoren) saine oi iveseise	138	282	439	372	301	224	141	50	(50)	(153)
31 32										<b></b>	70 PT 75
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<sup>&</sup>lt;sup>[1]</sup>Projected balance for current surcharge as of 7/31/06. Assumes current surcharge remains in place.

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Docket No. 06XXXX-EI
M. Dewhurst, Exhibit No.
Document No.MPD-2, Page 1
Summary of Alternative
Recommendation

<sup>&</sup>lt;sup>[2]</sup>Per Davis Document No. KMD-1.

<sup>[3]</sup> Accrued Interest on the after-tax value of the deficit at the Company's commercial paper rate.

<sup>&</sup>lt;sup>[4]</sup>Net adjustment of 2004 costs per Davis Document No. KMD-3 of \$1.3 million plus unrecovered 2005 storm-recovery costs of \$826.9 million per Davis Document No. KMD-2.

<sup>&</sup>lt;sup>[5]</sup>Surcharge calculated to recover balance on a levelized basis over three years.

<sup>39 [6]</sup>Annual surcharge divided by projected billed retail sales.

<sup>40 [7]</sup> Surcharge calculated to collect \$650 replenishment of the Reserve on a levelized basis over three years.

<sup>41 [6]</sup>Per Morley Document RM-10.

<sup>42 [9]</sup>Per Harris Document No. SPH-2.

<sup>13 [10]</sup>Totals may not add due to rounding.

Docket No. 06XXXX-EI
M.Dewhurst, Exhibit No. \_\_\_\_\_
Document No. MPD-3, Page 1 of 1
Estimated Up-front and On-Going Bond Issuance
Costs

### **Estimated Up-front Storm Recovery Bond Issuance Costs**

Principal amount of Storm Recovery Bonds:	1,050,000,000
Underwriting fees (.50% of Principal)	\$5,250,000
Rating Agency Fees	950,000
FPL Financial Advisor's Fee	600,000
Commission Financial Advisor's Fee	1,000,000
Printing	37,500
Trustee Fees	25,000
Legal Fees	2,000,000
SEC Fees	112,350
Auditing Fees	75,000
SPV Set-up Fee	15,000
Servicer Set-up Fee	350,000
Original Issue Discount	500,000
Marketing and Miscellaneous	500,000
Total	\$11,414,850

## **Estimate of On-Going Costs**

Trustee Fees	\$15,000
Administration Fee	125,000
Independent Manager Fee	5,000
Accounting Fees	60,000
Rating Agency Fees	20,000
Servicing Fee	525,000
Legal Fees	50,000
Miscellaneous Fees	50,000
Total	\$850,000