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October 19, 2007

#### -VIA OVERNIGHT DELIVERY -

Ms. Ann Cole Commission Clerk Florida Public Service Commission 2540 Shumard Oak Blvd. Tallahassee, FL 32399-0850

Re: Docket No. 070001-EI

Dear Ms. Cole:

SEC \_\_\_\_

OTH

I am enclosing for filing in the above docket the original and (15) fifteen copies of the prefiled rebuttal testimony of Florida Power & Light Company witnesses W.E. Avera and K.M. Dubin.

If there are any questions regarding this transmittal, please contact me at 561-304-5639.

Sincerely,

CMP \_\_\_\_\_ John T. Butler for JTS

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CTR \_\_\_\_\_
Enclosures
CCL \_\_\_\_ Enclosures
CCL \_\_\_\_
CC: Counsel for parties of record (w/encl.)

OPC \_\_\_\_
RCA \_\_\_
SCR \_\_\_\_
SGA \_\_\_\_

Avera DOCUMENT NUMBER-DATE 09590 OCT 22 &

FPSC-COMMISSION CLERK

### CERTIFICATE OF SERVICE Docket No. 070001-EI

I HEREBY CERTIFY that a true and correct copy of the Florida Power & Light Company's Rebuttal Testimony of W. Avera and K. Dubin has been furnished by overnight delivery (\*) or U.S. Mail on the 22nd day of October, 2007, to the following:

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### BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

DOCKET NO. 070001-EI FLORIDA POWER & LIGHT COMPANY

**OCTOBER 22, 2007** 

IN RE: LEVELIZED FUEL COST RECOVERY
AND CAPACITY COST RECOVERY

**REBUTTAL TESTIMONY OF:** 

W. E. AVERA

DOCUMENT NUMBER - DATE 0 9590 OCT 22 5

FPSC-COMMISSION CLERK

1		BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION
2		FLORIDA POWER & LIGHT COMPANY
3		REBUTTAL TESTIMONY OF WILLIAM E. AVERA
4		DOCKET NO. 070001-EI
5		October 22, 2007
6	Q.	Please state your name and business address.
7	A.	William E. Avera, 3907 Red River, Austin, Texas, 78751.
8	Q.	By whom are you employed and in what capacity?
9	A.	I am a principal in Financial Concepts and Applications, Inc. ("FINCAP"), a firm
10		engaged in financial, economic, and policy consulting to business and government.
11	Q.	Please describe your educational background and professional experience.
12	A.	I received a B.A. degree with a major in economics from Emory University and a
13		Ph.D from the University of North Carolina at Chapel Hill. I have held the Chartered
14		Financial Analyst (CFA®) designation for 30 years. Upon receiving my Ph.D., I
15		joined the faculty at the University of North Carolina and taught finance in the
16		Graduate School of Business. I subsequently accepted a position at the University of
17		Texas at Austin where I taught courses in financial management and investment
18		analysis.
19		In 1977, I joined the staff of the Public Utility Commission of Texas ("PUCT") as
20		Director of the Economic Research Division. During my tenure at the PUCT, I
21		managed a division responsible for financial analysis, cost allocation and rate design,
22		economic and financial research, and data processing systems, and I testified in cases
23		on a variety of financial and economic issues. Since leaving the PUCT I have been
24		engaged as a consultant. I have participated in a wide range of assignments involving

utility-related matters on behalf of utilities, industrial customers, municipalities, and regulatory commissions. I have previously testified before the Federal Energy Regulatory Commission ("FERC" or the "Commission"), as well as the Federal Communications Commission ("FCC"), the Surface Transportation Board (and its predecessor, the Interstate Commerce Commission), the Canadian Radio-Television and Telecommunications Commission, and regulatory agencies, courts, and legislative committees in 39 states. I have testified in 250 regulatory cases, including several before the Florida Public Service Commission ("FPSC" or "the Commission").

In 1995, I was appointed by the PUCT, with the approval of the Governor, to the Synchronous Interconnection Committee to advise the Texas legislature on the costs and benefits of connecting Texas to the national electric transmission grid. In addition, I served as an outside director of Georgia System Operations Corporation, the system operator for electric cooperatives in Georgia.

I have served as Lecturer in the Finance Department at the University of Texas at Austin and taught in the evening graduate program at St. Edward's University for twenty years. In addition, I have lectured on economic and regulatory topics in programs sponsored by universities and industry groups. I have taught in hundreds of educational programs for financial analysts in programs sponsored by the Association for Investment Management and Research (now the CFA Institute), the Financial Analysts Review, and local financial analysts societies. These programs have been presented in Asia, Europe, and North America, including the Financial Analysts Seminar at Northwestern University. I was elected Vice Chairman of the National Association of Regulatory Commissioners ("NARUC") Subcommittee on Economics

and appointed to NARUC's Technical Subcommittee on the National Energy Act. I have also served as an officer of various other professional organizations and societies.

I have extensive experience with issues of fuel and purchased power recovery, having led the PUCT staff review of the fuel adjustment clauses in Texas. Since leaving PUCT I have been involved in a variety of issues relating to fuel and purchased power recovery as a consultant and expert witness for regulatory agencies, consumer groups, and utilities.

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

A.

A.

The purpose of my testimony is to respond to the direct testimony of Mr. Aaron L. Rothschild, on behalf of the Office of Public Counsel ("OPC"). Mr. Rothschild recommends that Florida Power & Light Company ("FPL" or "the Company") not be authorized to recover from customers \$6,163,000 of replacement power costs due to an outage at Turkey Point Unit 3. He claims that investors assumed the risk of such disallowances when they decided to invest in the Company. Mr. Rothschild states that his recommendation would be the same whether or not the outage was caused by management error.

#### 18 Q. Please summarize the conclusions of your rebuttal testimony.

My rebuttal testimony demonstrates that Mr. Rothschild's recommendation would represent a dramatic change in regulatory policy in Florida; one that would be inconsistent with both established regulatory principles and investor expectations. Mr. Rothschild's recommendation would result in significantly increased regulatory risk and create perverse incentives against investment in generating resources with low energy costs, such as nuclear, wind and solar. This would ultimately harm

customers and the economy of the state. I also show that Mr. Rothschild's recommendation would have an adverse impact on FPL's ability to earn a fair rate of return on equity ("ROE") and would impair FPL's ability to attract capital. Finally, my rebuttal testimony makes clear that Mr. Rothschild's ruminations about the Capital Asset Pricing Model ("CAPM") are neither accurate nor relevant to the recovery of replacement power costs.

### 7 Q. Are there established regulatory policies related to FPL's ability to recover replacement power costs?

A.

Yes. A fundamental tenet of the regulatory compact is that the utility is entitled to an opportunity to recover from customers all reasonable and necessary costs prudently incurred in providing service. In addition, it is common to make a distinction between the regulatory policies for the recovery of costs associated with fuel and purchased power from the other costs of a utility. Regulatory policy in Florida recognizes this distinction, as an OPC witness stated earlier this year:

There is typically a distinction between base rates and fuel rates. Base rates are set to recover a utility's non-fuel operating costs plus a reasonable return on used and useful utility investment....Fuel rates are established so that the utility recovers its *actual prudently incurred* costs no more and no less. (Rebuttal Testimony of Dan Lawton, Docket No. 060658-EL, March 6, 2007, p. 3, emphasis added)

Under regulatory policy in Florida (as in most state and federal jurisdictions) a utility is allowed to recover prudently incurred fuel and purchased power costs without profit or loss.

- Q. Given that a utility does not earn a profit on fuel and purchased power costs,
  does Mr. Rothschild's analogy of a card player who keeps winnings while being
  reimbursed for losses (p. 2) apply?
- 4 Not at all. The utility does not have "winnings" from a "good hand" in its recovery of A. fuel and purchased power costs. The best outcome for the utility is that the dollars it 5 6 has paid are fully recovered from customers. If some of the utility's expenditures are 7 deemed to have been imprudent, then those costs are not recovered from customers. Mr. Rothschild would have the Commission change the rules of the game unfairly and 8 9 retroactively, preventing FPL from recovering the actual money paid for replacement power costs due the Turkey Point outage even if FPL's actions were prudent. This 10 11 would change the "game" of fuel and purchased power recovery to one with no possibility of winning and an ever-present potential for losing, even when the 12 13 underlying causes of costs are not due to imprudent actions of the utility. Under Mr. 14 Rothschild's proposed regulatory policy, if forces beyond the reasonable control of 15 the utility caused extra costs, the utility would have to pay out money with no hope of 16 recovering it from customers. He points to nothing that would compensate utility 17 investors for participating in such a one-sided wager. This would be a fundamental 18 and ill-advised shift in regulatory policy.
- Q. What are the economic implications of a policy that prevents utilities from recovering prudently incurred replacement power costs?
- A. The rational economic response by utilities would be to avoid situations where high replacement power costs are possible. In other words, utilities would have a major disincentive to employ any generation technology where the energy component of costs is very low relative to the generation resources that would provide replacement

power (typically fossil fuel plants). Therefore, Mr. Rothschild's proposed new regulatory policy would create a disincentive for nuclear power because nuclear fuel costs are low compared to fossil fuel plants. It would likewise create economic biases against wind, solar, or any other generating resource with low energy costs. This disincentive would thwart the development and utilization of low fuel cost generating sources and undermine the environmental imperative of seeking low-emission alternatives to fossil fuels. If utilities respond to the perverse signal implied by Mr. Rothschild's recommendation by taking the rational response of avoiding low fuel cost generating sources, utility customers in Florida will pay more than necessary for utility service. The Florida economy would not only suffer from electric costs that are higher than necessary, but the environmental impact could harm the quality of life and limit the potential for economic growth in the state as well.

A.

### Q. Has the FPSC recognized the importance of the economic incentives inherent in fuel and purchased power recovery?

Yes. This commission has been a national leader in recognizing that the rules for fuel and purchased power recovery create economic incentives for utility behavior. In 1979 when I was leading an effort at the PUCT to introduce incentives into the fuel and purchased power mechanism, I visited with senior staff and commissioners in Florida to learn from the policies implemented here. The FPSC has continued to be a leader in mobilizing incentives. Mr. Rothschild would have this Commission adopt a policy on replacement power that runs counter to Florida regulatory policy, creates a perverse incentive that would encourage utilities to avoid generating sources that have lower fuel costs, and distorts the economic and environmental imperatives that would otherwise support alternatives to fossil fuels.

Q.

A.

Is there any merit to Mr. Rothschild's position that FPL's investors have already been compensated for bearing the risks associated with disallowance of prudently incurred fuel and purchased power expenses?

No. Regulators routinely shield utilities and their investors from exposure to cost increases resulting from unforeseen events, including factors over which they have no control, with respect to costs such as fuel and purchased power that are recovered through pass-through adjustment clauses. Investors' required rates of return for utilities are premised on this regulatory compact that allows the utility an opportunity to recover reasonable and necessary costs. And by sheltering utilities from exposure to extraordinary or catastrophic events that are beyond the control of management, customers benefit from lower capital costs than they would otherwise bear. Of course, the corollary is also true – shifting the burden of extraordinary risks to shareholders would have the effect of considerably increasing investors' required rate of return on FPL securities.

Contrary to Mr. Rothschild's allegation, there no indication that shareholders included exposure to the costs of replacement power from events beyond the reasonable control of the utility in their assessment of FPL's investment risks or their required rate of return. Rather, investors expect that FPL will be able to recover its fuel and purchased power costs unless they are shown to be imprudent. Investors rely on established regulatory policies in deciding whether or not to commit capital to utilities, and in Florida the policy supporting recovery of all prudently incurred fuel and purchased power expenses is well-established. For example, OPC witness Todd F. Bohrmann testified in Docket No. 060658-EI:

Accordingly, the Commission structured a program in which early collections could occur, but in which the Commission would retain the ability to review prudence and reasonableness until all facts had been presented and fully adjudicated. The Commission initially established the principles of the contemporary fuel clause in Order No. 12645, in Docket No. 830001, issued November 3, 1983 (Order No. 12645). (Rebuttal Testimony of Todd F. Bohrmann, Docket No. 060658-EI, March 6, 2007, page 3).

#### Q. How would investors likely react to the change in FPSC policy proposed by Mr.

#### Rothschild?

A.

Mr. Rothschild's policy would add an open-ended risk to stock and bond investments in FPL. For example, while FPL's nuclear program is universally regarded as exemplary, mandated shutdowns in response to security threats or a catastrophic event elsewhere in the U.S. would impose significant reliance on wholesale power markets to meet energy shortfalls. FPL's reliance on purchased power for a significant portion of its power requirements also imposes increased vulnerability to supply disruptions, especially in light of its relative geographic isolation on the Florida peninsula. At present, investors understand that if FPL management acts imprudently, unreasonable costs cannot be recovered. But Mr. Rothschild would introduce a new risk – the inability to recover costs even if they were prudently incurred. Given the size of FPL's nuclear program and purchased power commitments, the magnitude of the new risk could be huge—having implications for the cost and availability of capital urgently needed to meet growth and environmental challenges facing FPL. Moreover, the effect of this new policy would likely spill over to other utilities

operating under the jurisdiction of the FPSC since Mr. Rothschild does not limit the applicability of his new regulatory policy to FPL.

#### Q. Should regulators and customers be concerned about investors' perceptions?

A.

A.

Absolutely. Investors' assessment of regulatory support and risk has a direct impact on FPL's financial strength and ability to attract capital. FPL faces a number of potential challenges that might require the relatively swift commitment of considerable capital resources in order to maintain the high level of service to which its customers have become accustomed. Ultimately, it is customers and the service area economy that enjoy the rewards that come from ensuring that the utility has the financial wherewithal to take whatever actions are required to ensure a reliable energy supply.

### Q. How does Mr. Rothschild's recommendation relate to the Supreme Court's *Hope*Natural Gas Case he cites at page 4?

Mr. Rothschild cites this case, but his recommendation is contrary to its underlying economic principles and policy. While it is true that regulation should not guarantee the utility a specific return, utilities are entitled to the opportunity to earn a fair rate of return under the terms of *Bluefield Water Works and Improvement Company v. Public Service Commission of the State of West Virginia* (262 U.S. 679), the companion to the *Hope Natural Gas* case cited by Mr. Rothschild;

The return should be reasonably sufficient to assure confidence in the financial soundness of the utility, and should be adequate, under efficient and economical management, to maintain and support its credit and enable it to raise the money necessary for the proper discharge of its public duties. (cited by David C. Parcel in *The Cost of* 

### Capital—A Practitioner's Guide, prepared for the Society of Utility and Regulatory Financial Analysts, 1997 Edition, p. 3-13)

Q.

A.

Mr. Rothschild's recommendation would violate this fundamental regulatory principle, subjecting FPL to losses from replacement power costs for Turkey Point even when management did all that reasonably could be expected to prevent deliberate bad acts by a third party. FPL witness Jones describes in detail the extensive, reasonable and rigorous measures FPL took to prevent improper access and deliberate bad acts, as well as the swift and effective investigation that FPL undertook when the drilled hole was discovered, so that the Turkey Point nuclear units could be returned to service expeditiously. Mr. Rothschild not only does not contest Mr. Jones' testimony; he does not even mention it.

Moreover, in the words of the *Hope* decision, the return to the equity owner would be affected by a risk not incorporated by investors as a "corresponding risk" because of their reliance on the long-standing regulatory policy to allow recovery of reasonable and necessary fuel and purchased power costs. Allowing FPL to recover its replacement power costs does not represent a "guarantee of net revenues" as used in the *Hope* case, because FPL is merely recouping the cost of replacement power, dollar-for-dollar, without any profit. This is entirely distinct from "net revenues" as used in *Hope*, which is equivalent to the economic concept of profit.

# Does Mr. Rothschild's discussion of "risk and modern portfolio theory" at pages 5-11 support his position in this case?

No. Modern portfolio theory provides insights into capital market behavior and is the basis of the Capital Asset Pricing Model ("CAPM"), one method often used to estimate the ROE for utilities. I routinely reference CAPM estimates in my cost of

equity testimony and use the CAPM extensively in my teaching. While an effective teaching tool, I am careful to caution my students that the CAPM is only an approximation of real world capital markets, one which requires a number of simplifying assumptions.

Mr. Rothschild's CAPM analysis purports to show that only systematic risk matters to investors. The most obvious flaw in his contention is that the data he uses relates only to historical rates of return realized in the past, which are not equivalent to investors' forward-looking rates of return that underpin the CAPM. Even if one were to accept that past returns are an adequate proxy for investors' expected returns, his results show only that beta is positively related to return, a fact well-established in the literature. There is nothing in Mr. Rothschild's empirical results that shows that beta is the *only* risk relevant to investors. There are many conceptual and statistical problems with his study purporting to show that the only relevant risk to investors is non-diversifiable or systematic risk, but there is no need to discuss those flaws in order to demonstrate that his study is irrelevant and contrary to observable facts.

Mr. Rothschild's claim that company-specific risks are irrelevant is contradicted by practical observations. If Mr. Rothschild were correct that the only relevant risk to investors were beta, then there would be no need for security analysts and bond rating agencies to examine and render opinions on the specific facts and circumstances of a utility in their reports to investors. Similarly, the Securities and Exchange Commission would not require disclosures relevant to the specific risks of a utility in its reports to investors. Surprisingly, Mr. Rothschild himself cites these disclosures in his testimony, even though his discussion of modern portfolio theory purports to show that such disclosures are irrelevant.

Moreover, even if one were to agree with Mr. Rothschild's contention that the only relevant risk for investors is systematic risk, this would only serve to disprove his contention that investors have already been compensated for the risks of disallowing the replacement power costs at issue in this case. This is because, under Mr. Rothschild's CAPM framework, the risk of disallowances is presumably diversifiable and is therefore not a risk for which FPL's investors have been compensated in the allowed ROE. As a result, if Mr. Rothschild were correct that the return investors receive is without regard to diversifiable risk, then clearly investors have not received any compensation for the diversifiable risk of not recovering actual, prudently incurred replacement power costs. Accordingly, denying FPL recovery of replacement power costs would represent a taking of value from the Company without compensation.

Q.

A.

## Does Mr. Rothschild draw reasonable inferences from statements in FPL's financial reports?

No. Mr. Rothschild makes two references to FPL's annual reports at pages 3 and 10 of his testimony, and in both cases he draws incorrect inferences. First, at page 3 Mr. Rothschild quotes a section related to hedging and refers to it as if it applies to the risk of recovering replacement power costs. As Ms. Dubin addresses further in her testimony, hedging relates to the mitigation of volatility in fossil fuel prices and has nothing to do with replacement power costs.

Second, at page 10, Mr. Rothschild cites a disclosure of the risks of operating power generating facilities in FPL's annual report and observes that the discussion does not "tell investors not to worry about outage risks because the cost of such outages would become the burden of ratepayers." The implication of Mr.

Rothschild's comment completely turns the notion of disclosure by public companies to their investors on its head. Mr. Rothschild wants to read the absence of a statement in FPL's annual report that a risk does not exist as tantamount to an affirmative statement that the risk does exist. I am aware of no one in the financial community that shares this misunderstanding of disclosure, and I do not know how public capital markets could function effectively if those were indeed the rules of the game. Utilities cannot possibly anticipate all the risks that might exist for a public company and be expected to affirmatively advise investors of each such risk that does not exist.

What investors do recognize is that FPL must have FPSC approval to recover costs and that it will not be permitted to do so with respect to excessive or imprudent costs. The Company disclosed this very risk under "Risks Relating to FPL Group and FPL's Business":

The FPSC has the authority to disallow recovery by FPL of any and all costs that it considers excessive or imprudently incurred. (FPL Form 10K Annual Report, p. 10).

FPL has thus informed investors that there are risks of disallowance relevant to investors; however, the Company tells investors that such disallowances will occur if the expenses are found excessive or imprudently incurred. As demonstrated earlier, this statement is consistent with regulatory policy in Florida, as recognized by OPC's own experts. Mr. Rothschild would drastically change this policy and add a new risk to investments in FPL by stating the FPSC can disallow replacement power costs without any finding that they were excessive or imprudently incurred. This change in policy is completely outside the scope of FPL's disclosure to investors, and it would be unfair and contrary to the regulatory principles established by Bluefield and Hope,

- create perverse incentives to avoid energy efficient and environmentally responsible
- generation sources, alarm investors and raise the cost of debt and equity capital, and
- 3 ultimately prove harmful to utility customers and the economy of Florida.
- 4 Q. Does this conclude your rebuttal testimony?
- 5 A. Yes.