

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

**In Re: Petition for Determination of)
Need for Levy Units 1 and 2)
Nuclear Power Plants.)**

Docket No: 080148-E1

Submitted for Filing: March 11, 2008

**TESTIMONY
OF
JOHN BENJAMIN CRISP
ON BEHALF OF
PROGRESS ENERGY FLORIDA**

R. ALEXANDER GLENN
JOHN BURNETT
PROGRESS ENERGY SERVICE
COMPANY, LLC
P.O. Box 14042
St. Petersburg, Florida 33733
Telephone: (727) 820-5180
Facsimile: (727) 820-5519
Email: alex.glenn@pgnmail.com
John.burnett@pgnmail.com

JAMES MICHAEL WALLS
Florida Bar No. 706272
DIANNE M. TRIPLETT
Florida Bar No. 0872431
CARLTON FIELDS, P.A.
Post Office Box 3239
Tampa, FL 33601
Telephone: (813) 223-7000
Facsimile: (813) 229-4133
Email: mwalls@carltonfields.com
dtriplett@carltonfields.com

DOCUMENT NUMBER-DATE

01793 MAR 11 8

FPSC-COMMISSION CLERK

**IN RE: PETITION FOR DETERMINATION OF NEED FOR LEVY UNITS 1 AND 2
NUCLEAR POWER PLANTS**

FPSC DOCKET NO. _____-EI

**DIRECT TESTIMONY OF
JOHN BENJAMIN CRISP**

I. INTRODUCTION AND QUALIFICATIONS

1
2 **Q. Please state your name and business address.**

3 **A.** My name is John Benjamin (Ben) Crisp. My business address is 6565 38th Avenue N.,
4 St. Petersburg, Florida 33710.

5
6 **Q. Please tell us how you are employed and describe your background.**

7 **A.** I am employed by Progress Energy Florida, Inc. ("PEF" or the "Company") as the
8 Director of System Planning and Regulatory Performance for PEF. I have over 20
9 years of electric utility experience in generation, transmission and fuels planning, load
10 forecasting, generation construction, plants operations, system operations, fuels and
11 power trading, and energy efficiency systems. I have served in various management
12 positions for Progress Energy, including Manager of Energy Efficiency Programs and
13 Director of Resource Planning. I have a bachelor's degree in Industrial Engineering
14 from Georgia Tech, and have completed post graduate marketing and management
15 programs at Georgia Tech and Duke University.

16
17 **II. PURPOSE AND SUMMARY OF TESTIMONY**

18 **Q. What is the purpose of your testimony?**

Progress Energy Florida

1 A. I am providing testimony to support the Company's Petition for determination of need
2 for Levy Units 1 and 2. I will provide an overview of Levy Units 1 and 2 that the
3 Company proposes to build. Then I will discuss PEF's Integrated Resource Planning
4 ("IRP") process, including the impact of the Florida Renewable Energy Technologies
5 and Energy Efficiency Act of 2006 (the "2006 Florida Energy Act") on that process. I
6 will explain how the Company's IRP process led the Company to identify Levy Units
7 1 and 2 to meet the Company's generation reliability need for the time period 2016 to
8 2019 and beyond. I will explain that the Company determined Levy Units 1 and 2
9 were superior to other supply-side alternatives, including renewable generation
10 resources, which were commercially available to the Company to meet its reliability
11 need. I will further generally explain how existing and planned Demand Side
12 Management ("DSM") programs fail to mitigate the need for Levy Units 1 and 2. As
13 a result of the Company's analysis, I will explain that the Company has determined
14 that (1) Levy Units 1 and 2 will provide adequate electricity at a reasonable cost, and
15 (2) they are the most cost-effective alternative to meet the Company's need when the
16 criteria of fuel diversity, fuel independence, emission compliance, and long-term
17 stability and reliability under Section 403.519(40)(b)3, Florida Statutes, are considered
18 as the Florida Legislature directed. I will conclude by explaining that the Company
19 has therefore decided to proceed at this time with the need determination for Levy
20 Units 1 and 2. Detailed information concerning the Company's decision to build Levy
21 Units 1 and 2 is contained in the Need Determination Study for Levy Units 1 and 2,
22 provided as Exhibit No. ___ (JBC-1) to my testimony.

1 **Q. Are you sponsoring any sections of the Company's Need Study, Exhibit No. ____**
2 **(JBC-1)?**

3 **A.** Yes. In general I am the sponsor of the Need Study, and in particular I am sponsoring
4 Section I, the "Executive Summary;" Section II, the "Introduction;" the following
5 subsections of Section IV, "Resource Need and Identification," subsections A, B, C1.,
6 C2., C3.c., C6., C7., C8., C9.b., C9.c., C9.d., C9.e., C9.f., C9.h.; Section V, the
7 "Conclusions," and Section VI, the "Adverse Consequences of Delay." The Need
8 Study was prepared under my direction, and it is accurate.

9
10 **Q. Are you sponsoring any exhibits to your testimony?**

11 **A.** Yes. I am sponsoring the following exhibits to my testimony:

- 12 • Exhibit No. ____ (JBC-1), PEF's Need Study for Levy Units 1 and 2;
- 13 • Exhibit No. ____ (JBC-2), PEF's Resource Plan with Levy Units 1 and 2;
- 14 • Exhibit No. ____ (JBC-3), Forecasts of summer and winter demand and
15 reserves with and without Levy Unit 1;
- 16 • Exhibit No. ____ (JBC-4), Forecasts of summer and winter demand and
17 reserves with and without Levy Unit 2;
- 18 • Exhibit No. ____ (JBC-5), PEF's fuel forecasts for nuclear, natural gas, and
19 oil;
- 20 • Exhibit No. ____ (JBC-6), PEF's 2018 daily system load forecast with and
21 without Levy Units 1 and 2;
- 22 • Exhibit No. ____ (JBC-7), PEF's current system energy mix;

- 1 • Exhibit No. ____ (JBC-8), PEF's 2018 system energy mix with and without
2 Levy Units 1 and 2; and
- 3 • Exhibit No. ____ (JBC-9), the table of the Cumulative Present Value Revenue
4 Requirements (CPVRR") of the Resource Plan with Levy Units 1 and 2,
5 including changes in natural gas prices and potential impacts from greenhouse
6 gas ("GHG") regulation, compared to an all gas generation resource plan
7 alternative.

8 Each of these exhibits was prepared under my direction, and each is accurate.

9

10 **Q. Please summarize your testimony.**

11 **A.** PEF needs Levy Units 1 and 2 in the time period 2016 to 2019 and beyond, taking into
12 account the need for electric system reliability and integrity including fuel diversity,
13 the need for base-load generating capacity, the need for adequate electricity at a
14 reasonable cost, and whether renewable energy sources and technologies, as well as
15 conservation measures, are used to the extent reasonably available, as required by the
16 2006 Florida Energy Act. By building Levy Units 1 and 2, the Company will be able
17 to meet its commitment to maintain a 20 percent Reserve Margin, and it will do so by
18 adding needed additional, base load nuclear generation resources to the Company's
19 integrated electric system. Additional nuclear generation provides customers with
20 adequate electricity at a reasonable cost because nuclear fuel is the lowest cost fuel
21 resource available to the Company and operation of the nuclear units will displace
22 higher cost fossil fuel generation. The nuclear generation units will further add fuel

1 diversity and fuel supply reliability to PEF's system, and they will reduce PEF's and
2 Florida's dependence on fuel oil and natural gas.

3 Levy Units 1 and 2 will provide PEF's customers the most cost-effective
4 source of power, taking into account as PEF must under the 2006 Florida Energy Act,
5 the need to (1) improve the balance of fuel diversity, (2) reduce Florida's dependence
6 on fuel oil and natural gas, (3) reduce air emission compliance costs, and (4)
7 contribute to the long-term stability and reliability of the electric grid. The Levy units
8 will be state-of-the-art nuclear reactors, operating at high efficiency and availability on
9 the lowest cost, commercially available fuel, with environmentally clean generation.
10 They will improve fuel diversity, reduce reliance on fuel oil and natural gas, and
11 insulate the Company and its customers from environmental costs from current and
12 future environmental regulations, including potential GHG regulations. They will
13 provide reliable, base load power to the PEF system. We, accordingly, request the
14 Florida Public Service Commission ("PSC" or the "Commission") to approve the need
15 determination for these units.

16

17 III. OVERVIEW OF LEVY UNITS 1 AND 2

18 **Q. Please provide an overview of Levy Units 1 and 2.**

19 **A.** Levy Units 1 and 2 are currently expected to be state-of-the-art, advanced passive light
20 water nuclear power plants, with expected summer and winter capacity ratings of
21 1,092 MW and 1,120 MW, respectively. The Westinghouse Advanced Passive ("AP")
22 1000 light water nuclear reactor design was initially selected and is being considered
23 for Levy Units 1 and 2. The summer and winter capacity ratings for Levy Units 1 and

1 2 are derived from the nominal 1,100 MW capacity rating for the Westinghouse AP
2 1000 design. This nominal capacity rating was selected by Westinghouse as the most
3 cost-effective, efficient capacity for this generation of nuclear power plants. The
4 Westinghouse AP1000 light water reactor design has received Design Certification
5 and Final Design Approval from the Nuclear Regulatory Commission ("NRC").

6 Levy Units 1 and 2 will be highly efficient, base load nuclear power plants.
7 They are currently expected to have low forced outage and planned outage rates. The
8 projected annual capacity factor is expected to average 90 percent over time,
9 depending on the outage cycles and how the units are ultimately integrated into fleet
10 maintenance cycles. Essentially though, these nuclear units are expected to operate
11 nearly year-round. The average net operating heat rate for the units is expected to be
12 9,715 BTU/kWh. Processed, enriched uranium will be the fuel for the two units. This
13 nuclear fuel is the most price stable and lowest cost fuel available to the Company for
14 energy generation.

15 The non-binding project cost estimate for Levy Units 1 and 2 is currently
16 estimated to be \$9,303 M in overnight costs (2007 dollars), excluding transmission
17 facilities. With escalation and an estimated \$3,245 M for Allowance for Funds Used
18 During Construction ("AFUDC"), the total non-binding cost estimate for Levy Units 1
19 and 2 is \$14,090 M (in-service cost). The estimated incremental annual fixed
20 operation and maintenance ("O&M") expense for Levy Unit 1 is \$51.17/kW-yr
21 (Summer Basis, 2007 dollars), and the estimated variable O&M is \$1.82/MWh
22 (Summer Basis, 2007 dollars). The preliminary, non-binding cost estimate for the two
23 nuclear units includes all land acquisition, site development, major equipment,

1 construction including labor and materials, training and staffing, start-up and testing,
2 and initial fuel core load costs.

3
4 **Q. Is there a difference between the estimated cost of Levy Unit 1 and Levy Unit 2?**

5 **A.** Yes. Based on the current non-binding cost estimates, substantial cost savings are
6 expected for the second nuclear unit if the second unit is constructed within twelve
7 (12) to eighteen (18) months of the first nuclear unit. The projected cost savings for
8 the second nuclear unit are a result of expected engineering and construction
9 efficiencies and economies of scale, for example, from concurrent manufacturing of
10 key components and the continuous mobilization for on-site construction of both
11 nuclear units. These efficiencies and economies of scale significantly lower the
12 overall cost for Levy Units 1 and 2 with the resulting cost savings benefiting PEF and
13 its customers.

14 The expected cost of the second nuclear unit, Levy Unit 2, is \$3,376/ kW
15 (Summer Basis, 2007 dollars), which is significantly less than the cost of Levy Unit 1
16 on a dollar per-kW (summer) cost basis at \$5,144/kW (2007 dollars). Similarly, the
17 estimated fixed O&M cost for Levy Unit 2, at \$36.25/kw-yr (Summer Basis, 2007
18 dollars), is lower than the estimated fixed O&M cost for Levy Unit 1 by \$15.54/kw-yr
19 (Summer Basis, 2007 dollars). As a result, there are substantial cost savings for PEF
20 and its customers if Levy Unit 2 is constructed within a year to eighteen (18) months
21 of Levy Unit 1.

22
23 **Q. Where will Levy Units 1 and 2 be built?**

1 A. The preferred site selected for Levy Units 1 and 2 consists of approximately 3,100
2 acres located in Levy County, Florida. This site is about ten miles north of the
3 Company's Crystal River Energy Complex, and eight miles inland from the Gulf of
4 Mexico, on the west coast of Florida. The two units will be located on a "Greenfield"
5 site so site and transmission infrastructure must be constructed along with the
6 buildings and structures necessary for the power units. The site will include low
7 profile cooling towers, intake and discharge structures, containment buildings,
8 auxiliary buildings, turbine buildings, diesel generators, warehouses, related site work
9 and infrastructure including roads, transmission lines and a transmission switchyard.
10 The Company will submit a Site Certification Application ("SCA") to the Florida
11 Department of Environmental Protection ("DEP") for the entire site, including the site
12 and transmission infrastructure for the units. The units, site, transmission and other,
13 associated infrastructure, however, will occupy only approximately ten percent of the
14 entire site and the rest will be preserved.

15
16 **Q. Are the costs of site development, infrastructure, and transmission included in**
17 **the cost of Levy Units 1 and 2 that you have identified?**

18 A. All costs are included except the transmission substation and additional transmission
19 facilities that are required at and from the Levy County site to deliver power to PEF's
20 transmission and distribution system. Preliminary estimates have identified non-
21 binding cost estimates for these transmission facilities in a range of approximately
22 \$2,450 M excluding AFUDC. As the transmission design and licensing efforts
23 progress, more detailed cost estimates will be available.

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23

Q. When does the Company plan to place the units in commercial operation?

A. The Company currently plans to place Levy Unit 1 and 2 in commercial operation in June 2016 and June 2017, respectively.

IV. THE COMPANY'S RESOURCE PLANNING PROCESS

Q. Please explain PEF's Resource Planning Process.

A. The Resource Planning process is an integrated process in which the Company seeks to optimize its supply-side options along with its demand-side options into a final, integrated optimal plan designed to deliver reliable, cost-effective power to PEF customers. Typically, we evaluate the relationship of demand and supply against the Company's reliability criteria to determine if additional capacity is needed during the planning period. With the adoption of the 2006 Florida Energy Act, additional criteria must be considered too, if nuclear generation might satisfy the Company's reliability criteria. This includes whether nuclear generation provides needed base load capacity and contributes to fuel diversity and supply reliability by reducing the Company's and Florida's dependence on fuel oil and natural gas.

Additionally, the Company must include cost-effective renewable energy sources and DSM programs in its generation resource plan optimization to determine the most cost-effective overall plan. Economics alone, however, does not establish the most cost-effective generation plan under the 2006 Florida Energy Act if nuclear generation is being considered. The Company must also account for the need to (1) improve the balance of fuel diversity, (2) reduce Florida's dependence on fuel oil and

1 natural gas, (3) reduce air emission compliance costs, and (4) contribute to the long-
2 term stability and reliability of the electric grid in determining whether additional
3 nuclear generation is the most cost-effective source of power and, thus, should be
4 included in the Company's integrated optimal plan.

5 The Company's optimal plan is presented to the Commission in April of every
6 year in the Company's annual TYSP filing and reflects the optimal plan for the
7 Company at the end of the prior year. The Company's most recent TYSP, filed in
8 April 2007, is included as Appendix G to the Need Determination Study, Exhibit No.
9 ____ (JBC-1), and reflects the optimal plan for the Company at the end of December
10 2006.

11 Subsequent to the filing of the TYSP the Company updates its optimal plan to
12 account for changes over time in the information that drives the plan. These updates
13 typically occur two to three times a year, but may be more or less frequent depending
14 on how rapidly the information changes that warrants updates to the plan. Since filing
15 its April 2007 TYSP, PEF's optimal plan has changed as a result of additional
16 information and analysis affecting, among others, PEF's load and fuel forecasts and
17 available purchased power resources. PEF's current optimal Resource Plan with Levy
18 Units 1 and 2 is attached as Exhibit No. ____ (JBC-2) to my testimony.

19
20 **Q. What are the reliability standards the Company uses to determine the need for**
21 **additional resources?**

22 **A.** PEF plans its resources in a manner consistent with utility industry planning practices,
23 and generally employs both deterministic and probabilistic reliability criteria in the

1 resource planning process. The Company first plans its resources to satisfy a
2 minimum Reserve Margin criterion and, if necessary, a maximum Loss of Load
3 Probability (LOLP) criterion. PEF has based its planning on the use of dual reliability
4 criteria since the early 1990s, a practice that has been accepted by the FPSC. By using
5 the Reserve Margin and LOLP planning criteria when necessary, PEF's resource
6 portfolio is designed to have sufficient capacity available to meet customer peak
7 demand and to provide reliable generation service under all expected load conditions.
8

9 **Q. Why are reserves needed?**

10 **A.** Utilities require a margin of generating capacity above the firm demands of their
11 customers in order to provide reliable service. Periodic scheduled outages are required
12 to perform maintenance and inspections of generating plant equipment and to refuel
13 nuclear plants. Also, at any given time during the year, some plants will be out of
14 service due to unanticipated equipment failures resulting in forced outages of
15 generation units. Adequate reserves must be available to accommodate these outages
16 and to compensate for higher than projected peak demand due to forecast uncertainty
17 and abnormal weather. In addition, some capacity must be available for operating
18 reserves to maintain the balance between supply and demand on a moment-to-moment
19 basis.
20

21 **Q. What is PEF's minimum planning Reserve Margin?**

22 **A.** PEF's current minimum Reserve Margin threshold is twenty (20) percent. The
23 Commission approved a joint stipulation from the investor-owned utilities in

1 peninsular Florida establishing a 20 percent Reserve Margin in Order No. PSC-99-
2 2507-S-EU. PEF, Florida Power & Light Company ("FPL"), and Tampa Electric
3 Company ("TECO") agreed to increase minimum planning Reserve Margin levels to
4 at least 20 percent by the summer of 2004.

5
6 **Q. How does the Company's Resource Planning process begin?**

7 **A.** The Resource Planning process begins with the development of a forecast of system
8 load growth for the next ten years. This forecast draws on the collection of certain
9 input data, such as population growth, fuel prices, interest and inflation rates, and the
10 development of economic and demographic assumptions that impact future energy
11 sales and customer demand.

12
13 **Q. Briefly describe PEF's system demand and energy forecasts.**

14 **A.** By the summers of 2016 and 2017, net firm demand is projected to grow to 10,961
15 MW and 11,150 MW, respectively, followed by a net firm demand of 12,011 MW and
16 12,242 MW net firm demand in the winters of 2017 and 2018, respectively. The net
17 energy for load is projected to grow to 59,448 GWh and 60,836 GWh in the same time
18 periods. What we are seeing is an expected growth of over twenty (20) percent in the
19 demand for electricity in our service area over the next ten (10) years. These demand
20 and energy forecasts reflect the impacts of the recent changes in the housing and
21 construction markets in Florida and the current downturn in the economy as a whole
22 on the current and future growth in customers and customer energy use. That said,
23 however, both customer growth and load growth is still expected over the next decade

1 and beyond. The projection in our detailed analyses of long-term customer and load
2 growth is not unique or unexpected given current market conditions; following both
3 the downturns in the economy in the early 90's and after 9/11 our analyses showed
4 and we in fact experienced continued growth in the demand for electricity. Our
5 current analyses similarly show that the current economic downturn is cyclical and
6 that over the long-term continued, albeit lower, customer growth and load growth is
7 expected and we must be prepared to meet it. The demand and energy forecasts, and
8 the methodology used to develop them, are discussed in detail in Section III of the
9 Need Determination Study.

10
11 **Q. What experience suggests that customer and load growth will continue?**

12 **A.** Florida is currently the fourth most populous state, with a population of more than 17
13 million people. Florida will continue to add to the state's population; it is adding over
14 1,000 new residents a day. PEF has experienced this growth too, with more than
15 600,000 homes and businesses added to its service areas in the past twenty years. In
16 fact, PEF's customer base has grown by 157 percent since 1975, from 622,000
17 customers to about 1.7 million today. While PEF expects this growth to slow down,
18 Florida is still expanding, and 30,000 to 40,000 new homes and businesses have been
19 added to PEF's service area each year, which is the equivalent size of a medium-sized
20 city. Florida is still expected to be an attractive place for people to establish homes
21 and businesses.

22 These homes and businesses are using more electricity too. Florida's per-
23 capita electricity use currently ranks third in the country. PEF has experienced this

1 increase in electricity usage too, since 1975 per capita electricity use in PEF's service
2 area has grown more than 53 percent. Even with more energy efficient appliances,
3 equipment, and technology, energy use is still expected to grow.

4 Among the reasons for this growth, are the size of homes, the prevalence of air
5 conditioning, and more electronic equipment and appliances in homes and businesses.
6 The average new home in Florida is 54 percent larger today than it was in 1970 and 12
7 percent larger than it was even in 1990. Florida's subtropical environment drives air
8 conditioning use, which is now nearly universal in Florida, when only two-thirds of
9 homes in the south had air conditioning in 1980. The expanding number of electronic
10 appliances and equipment in homes and businesses include computers, electronic
11 games, and plasma-screen TVs, among other devices. The prevalence of plasma
12 screen TVs is noteworthy because they consume more electricity than a refrigerator,
13 which historically has been the third largest source of electrical use in a typical home.
14 All of these factors reflect lifestyle choices by Florida residents that signify continuing
15 growth in electricity use in their homes and businesses.

16
17 **Q. Does the Company take steps to encourage energy conservation and reduce**
18 **energy demand?**

19 **A.** Yes, it does. PEF has long undertaken such steps through its demand-side
20 management ("DSM") programs, which are reflected in the Company's DSM Plan.

21
22 **Q. How are demand-side management programs quantified and incorporated into**
23 **the Company's planning process?**

1 A. The Commission holds regular DSM Goals and DSM Plan proceedings (most recently
2 Docket No. 060647-EG for PEF), to assess the projected cost, performance, viability,
3 and cost-effectiveness of DSM programs to meet utility specific DSM goals. As a
4 result, PEF conducted a thorough analysis of a wide range of dispatchable and non-
5 dispatchable DSM program options, and the Company identified a set of DSM
6 programs that were cost-effective and that met Commission-established goals. PEF
7 proposed seven residential programs, seven commercial and industrial programs, a
8 qualifying facilities program, and a research and development program, for a total of
9 sixteen (16) DSM programs. Of these 16 DSM programs, two were new and all the
10 proposed programs included thirty-nine (39) new measures. The PSC approved PEF's
11 DSM plan in Consummating Order No. PSC-07-0017-CO-EG making Order No.
12 PSC-06-1018-TRF-EG effective and final.

13 PEF's current approved DSM Plan is comprised of sixteen (16) programs with
14 over one hundred (100) individual measures and it includes new conservation goals
15 over the ten-year period. Over the ten year period, the proposed conservation goals
16 are generally higher than the existing set of goals were, reflecting even more savings
17 from demand-side resources. All other things being equal, the new goals cause a
18 decrease in PEF's firm winter and summer peak demand. PEF expects to reduce the
19 need for an additional 527 winter MW ("WMW") of peak demand load from direct
20 load control and 418 WMW from energy efficiency, for a total load reduction of 945
21 WMW from the additional programs. Together with the expected load reduction from
22 PEF's existing DSM programs, the expanded DSM plan will provide an expected
23 reduction in load of over 2,400 MW. Despite this decrease in peak demand, however,

1 Levy Units 1 and 2 are still needed in the 2016 to 2019 timeframe to satisfy PEF's
2 Reserve Margin and meet the Company's reliability need. The Company's historical
3 DSM programs, current and planned DSM programs, and the limits of those programs
4 are explained in more detail in the testimony of John Masiello.

5
6 **Q. Have PEF's demand-side management programs been successful in reducing**
7 **demand?**

8 **A.** Yes. PEF's DSM programs have met or exceeded the Commission-established DSM
9 goals and PEF anticipates achieving all of the future year goals under the current plan.
10 Since enactment of the Florida Energy Efficiency and Conservation Act ("FEECA"),
11 PEF's DSM Plans have allowed the Company to meet or exceed the Commission's
12 DSM goals for PEF every year. As a result, since 1981 when FEECA went into effect,
13 PEF has been a leader in DSM and implementing energy efficiency programs and, in
14 fact, PEF has one of the most robust DSM and energy efficiency programs in the
15 country. PEF is ranked third in the nation for load management peak demand
16 reduction with a reduction of 17 percent of peak demand, and PEF is ranked fourth in
17 the nation for energy efficiency megawatt-hour ("MWh") saved for utilities with 1.5
18 million customers or more, based on 2006 data from the Department of Energy.
19 Customers have saved 10 billion kilowatt hours and over 1,500 MW, which is
20 equivalent to avoiding three 500 MW power plants. Further, PEF's DSM programs
21 have avoided significant emissions that would otherwise have been released into the
22 air to produce power, including over 7,500,000 tons of carbon dioxide (CO₂), which is
23 equivalent to removing 1,900,000 cars from Florida roads each year. Other significant

1 emissions, such as sulfur dioxide (SO₂), nitrogen oxide (NO_x), and mercury, have also
2 been avoided as a result of PEF's DSM programs.

3 PEF will continue to pursue the research and development of cost-effective
4 additional or modified DSM programs to reduce and control the growth rate of energy
5 consumption, increase the conservation of resources, and increase the efficiency of the
6 electric system. Such programs, however, cannot offset the need for additional
7 generation units to meet the demands of PEF's customers for electrical power.

8
9 **Q. Does the Company supply all the electric power its customers demand from its
10 own generation resources?**

11 **A.** No. PEF purchases or plans to purchase firm capacity and energy under purchased
12 power contracts from other electrical power generators, including cogeneration and
13 renewable fuel resource facilities, when it is more cost-effective to do so. PEF's
14 resource plan takes into account its future supply from these resources as well as the
15 future supply from its own existing and committed generating units that will be in
16 service during the period at issue.

17
18 **Q. How are new supply-side alternatives identified?**

19 **A.** If a need for additional capacity during the planning period is identified, PEF
20 examines alternative generation expansion scenarios. Supply-side resources are
21 screened to determine those that are the most cost-effective. The Company begins
22 with a wide range of options, identified from various industry sources and PEF's
23 experience, and pre-screens those that do not warrant more detailed cost-effectiveness

1 analysis. The screening criteria include costs, fuel sources and availability,
2 technological and commercial maturity, and overall resource feasibility within the
3 Company's system.

4 Generation alternatives that pass the initial screening are considered viable
5 capacity alternatives and are included in the next step of the planning process. That
6 step involves an economic evaluation of generation alternatives in a computer model
7 called Strategist. The primary output of Strategist is a CPVRR comparison of the
8 viable resource combinations that will satisfy PEF's reliability requirements. The
9 most cost-effective supply-side resource (or combinations), are typically evaluated
10 based on cost performance over both the study period (30 years) and the planning
11 period (10 years). Generally, the generation plan with the lowest CPVRR over the
12 study period is chosen as the optimal generation plan.

13 In selecting Levy Units 1 and 2 as the supply-side alternatives to meet the
14 Company's capacity need beginning in the 2016 to 2019 timeframe, PEF examined,
15 evaluated, and ultimately rejected other conventional, advanced, and renewable
16 generation resources as potential capacity addition alternatives in this time period.
17 These potential supply-side alternatives are described more fully in PEF's Need Study
18 at Exhibit No. ___ (JBC-1) to my testimony.

19 The Company narrowed its options to four viable generation options, natural
20 gas-fired combined cycle generation, pulverized coal or atmospheric fluidized bed
21 combustion ("AFBC") coal generation, coal gasification generation, and advanced
22 light water nuclear generation. The potential coal, coal gasification, and nuclear
23 supply-side generation units were initially evaluated against an all natural gas

1 generation reference case. Natural gas generation was used as the default supply-side
2 generation alternative for several reasons. First, relative to the other generation
3 alternatives, natural gas-fired generation has lower capital costs. Also, the combined-
4 cycle generation technology is well-developed and the Company has extensive
5 experience with it. Finally, natural gas-fired generation offered lower sulfur dioxide
6 (SO₂), nitrogen oxide (NO_x), mercury, and GHG emissions than the coal and coal
7 gasification generation alternatives studied.

8 The nuclear generation technology proved more cost-effective than pulverized
9 coal and coal gasification against the all natural gas generation case in preliminary
10 evaluations. Additionally, because of the (1) significant, potential future
11 environmental costs associated with pulverized coal and coal gasification resulting
12 from GHG and possible carbon capture requirements or carbon abatement costs, and
13 (2) recent regulatory and utility decisions to forego pulverized coal and coal
14 gasification generation options in Florida, the nuclear generation option appeared to be
15 the more viable generation alternative to evaluate further against an all natural gas
16 generation scenario. As a result, advanced light water nuclear generation technology
17 was selected for further economic evaluation against an all natural gas generation
18 reference case.

19
20 **V. LEVY UNITS 1 AND 2 AS PART OF THE OPTIMAL PLAN**

21 **Q. Please explain how Levy Units 1 and 2 were identified in the Company's**
22 **Resource Planning efforts.**

1 A. Through the Resource Planning process I described, we develop the TYSPs and
2 updates to the TYSP. The April 2007 TYSP first identified a reliability need in 2016
3 that was met by a nuclear power plant, which became Levy Unit 1, as part of the
4 Company's optimal plan. At that time, and through continued review and analysis of
5 the optimal plan, a subsequent reliability need was identified following the expected
6 commercial operation of Levy Unit 1 that was satisfied by an additional nuclear power
7 plant, Levy Unit 2, as part of the Company's optimal plan. This determination was
8 made after conducting a more detailed economic screening of the advanced light water
9 nuclear generation alternatives represented by Levy Units 1 and 2 against an all
10 natural gas generation reference case using the Strategist optimization program. The
11 Strategist model was used to assess the Company's seasonal Reserve Margins when
12 selected generation resources were added to meet the prescribed minimum Reserve
13 Margin requirements. The ultimate decision to add the Levy Units 1 and 2 advanced
14 light water nuclear power generation was driven by the Company's reliability need for
15 both nuclear units, the favorable economics for the second nuclear unit addition within
16 a year to eighteen months of the first unit, and the fuel diversity, technological
17 benefits, and environmental benefits from construction and operation of two nuclear
18 units.

19 The Company's current optimal plan also calls for additional supply side
20 generation resources to meet the Company's reliability needs by maintaining the
21 Company's 20 percent Reserve Margin commitment prior to the expected commercial
22 operation of Levy Unit 1 in 2016. These include the Bartow repowering project in
23 2009, the additional uprates at PEF's existing nuclear unit, Crystal River Unit 3

1 ("CR3") in 2009 and 2011, an unsited combined cycle ("CC") unit in 2013, and
2 purchased power (primarily from peaking power and renewable generation resources).
3 These additions are identified in the Company's optimal Resource Plan attached as
4 Exhibit No. ___ (JBC-2) to my testimony. This plan is a slight variation of the
5 expansion plan published in the Company's 2007 Ten-Year Site Plan filed with the
6 PSC on April 1, 2007. The current optimal expansion plan reflects additional
7 information and analysis since the Ten-Year Site Plan was prepared, as I have
8 generally described. The additional generation resources, together with Levy Units 1
9 and 2 in the current optimal expansion plan, however, are consistent with and the
10 result of the Company's Resource Planning process.

11

12 **Q. If other generation resources precede Levy Units 1 and 2 in the Company's**
13 **optimal plan, why is the Company filing a petition for determination of need for**
14 **Levy Units 1 and 2?**

15 **A.** To preserve the ability to meet the Company's reliability need in the 2016 to 2019
16 timeframe with nuclear generation, PEF must file its petition for determination of need
17 at this time. The development of nuclear power plants as a generation resource
18 requires substantial time for the location, acquisition, and development of an
19 appropriate site, engineering and design of the necessary infrastructure and nuclear
20 plant components, procurement of necessary equipment and materials, regulatory
21 licensing and permits for the plants and associated generation and transmission
22 facilities, in addition to the significant time needed for actual construction of the
23 nuclear unit.

1 Long lead times are necessary to place orders to “get in the queue” for major
2 components of the nuclear generation plant and related supporting structures. PEF
3 must place orders for many of those components at this time to allow for sufficient
4 time for ordering, design, engineering, and construction to ensure that the first unit
5 will achieve commercial operation in 2016.

6 Additionally, substantial time is required for the necessary regulatory review
7 for a nuclear power plant at the federal level (the NRC) and state level (PSC, DEP,
8 and local authorities). In fact, the Company has already identified the site,
9 commenced work to obtain the necessary approvals to develop the property, initially
10 selected for further evaluation a design of the nuclear generation plants, and taken
11 many other steps, all to ensure that the Company can complete Levy Units 1 and 2 in
12 time for commercial operation in the summer of 2016 and the summer of 2017,
13 respectively.

14 The process to obtain regulatory approval, design, engineer, and construct a
15 nuclear power plant is estimated to take at least ten (10) years. The same process for a
16 combined cycle generation unit, on the other hand, takes about three to four years.
17 Commercial operation of a combustion turbine (“CT”) peaking unit can occur one to
18 one-half years after the process of developing a CT unit begins. As a result, PEF must
19 commence the process to obtain approval of the need for Levy Units 1 and 2 now,
20 even though other generation units will be built under the Company’s optimal
21 Resource Plan before the nuclear generation units.

22
23 **Q. Why does PEF need additional new generation in the summers of 2016 and 2017?**

1 A. PEF maintains its Reserve Margin for both its summer and winter peak demands to
2 ensure reliable electric service to its customers. Historically, PEF has been a winter
3 peaking utility, meaning the Company's winter peak season has typically triggered the
4 need for additional resources. This occurs because there typically are one or two
5 abnormally cold days or other periods of time in the winter relative to the typical
6 Florida winter when customer demand for energy exceeds any peak demand on any
7 summer day, even though there typically are many more days of high demand in the
8 summer months. Over time, however, PEF has observed the peak move to the
9 summer period of time, which is what most people would expect anyway, since
10 Florida is a subtropical environment. This is what is occurring in the summer of 2016.
11 PEF needs additional generating capacity by the summer of 2016 to maintain system
12 reliability and integrity, and to meet PEF's commitment to maintain a 20 percent
13 Reserve Margin. Levy Units 1 and 2 will enable PEF to meet this reliability need, and
14 the reliability needs thereafter, and they will allow PEF to continue to provide and
15 increase adequate electrical generation from nuclear fuel for customers at a reasonable
16 cost relative to fossil fuel generation costs.

17
18 **Q. What impact will the addition of Levy Units 1 and 2 have upon PEF's Reserve**
19 **Margin and its ability to provide reliable service to customers?**

20 A. By the summer of 2016, PEF's projected Reserve Margin will be 15.4 percent without
21 the addition of any new supply-side generation, signifying the need for additional
22 generation resources to meet the Company's minimum 20 percent Reserve Margin
23 requirement. If Levy Unit 1 is added in the summer of 2016 the Reserve Margin will

1 be 25.3 percent. PEF clearly has a reliability need for Levy Unit 1 in the summer of
2 2016. This is visually demonstrated in the table in Exhibit No. ___ (JBC-3) to my
3 testimony, which provides the Company's Summer Demand and Reserves with and
4 without Levy Unit 1.

5 The addition of Levy Unit 2 in the summer of 2017 does result in Reserve
6 Margins above the minimum 20 percent Reserve Margin criterion that summer and for
7 a few subsequent years. Both Levy Units 1 and 2 are still needed, however, to allow
8 PEF to satisfy its commitment to maintain a minimum 20 percent Reserve Margin in
9 the period 2016 to 2019 and beyond.

10
11 **Q. Why is there a reliability need for both Levy Units 1 and 2 in the 2016 to 2019**
12 **time period?**

13 **A.** There are a number of reasons why there is a reliability need for both nuclear units in
14 this time period. To begin with, if Levy Unit 1 is added in the summer of 2016, but
15 Levy Unit 2 is not added the next summer as planned, PEF's Reserve Margin falls
16 below the 20 percent Reserve Margin criterion at 19.1 percent by the summer of 2019,
17 just two years later, and the Reserve Margin further falls to just 17.2 percent in the
18 summer of 2020, only three years after Levy Unit 2 is planned for commercial
19 operation. This is visually demonstrated in the table in Exhibit No. ___ (JBC-4) to my
20 testimony, which shows the Summer Demand and Reserves with Levy Unit 1 but
21 without Levy Unit 2. Faced with a need for additional resources within this short
22 window of time, moving forward with Levy Unit 2 in the summer of 2017 is certainly
23 reasonable. In fact, given the length of time necessary to plan, site, obtain regulatory

1 approval for, and design and build a nuclear unit, proceeding with both Levy Units 1
2 and 2 at this time for commercial operation in the summers of 2016 and 2017 is
3 necessary to reasonably meet customer reliability needs in the time period from 2016
4 to 2019 and beyond with nuclear power generation.

5 Second, there is a reliability need for both nuclear units because the
6 Company's Reserve Margin includes projected capacity resources from future
7 renewable fuel facilities under recently executed purchase power agreements. These
8 facilities have not been built and they rely on unproven technologies or fuel sources,
9 such as waste-wood biomass and biomass crops, which have not yet been shown to
10 support consistent, reliable capacity and energy production. The types of factors that
11 can adversely affect the development of these unique renewable fuel facilities are
12 described further in the testimony of Robert Niekum, but they include available
13 financing and financing at a favorable rate, available land and land that is available at
14 an economic price, and weather impacts on biomass fuel production, among others.
15 As a result, these renewable generation facilities might not be built, their construction
16 might be delayed, or they may fail to achieve reliable commercial operation at all or at
17 the expected capacity when that capacity is needed. If that occurs over 250 MW is at
18 risk of not being available when needed, and the Company's need for additional
19 capacity resources will increase and its Reserve Margins will be lower than currently
20 projected.

21 Third, the additional capacity from the second nuclear unit will provide PEF
22 greater assurance that the minimum 20 percent Reserve Margin criterion will be met in
23 the event that peak loads are higher than currently anticipated. Levy Unit 1 will be

1 operational over eight years from now and Levy Unit 2 will be operational over nine
2 years from this date under the current plan. Over such an extended period of time load
3 growth may exceed projections. It has happened before in PEF's experience, even
4 over shorter time periods than eight or nine years. With Levy Unit 2 PEF will have
5 the capability it needs under changing circumstances over time affecting load growth
6 and Reserve Margins to meet customer energy needs.

7 Fourth, the addition of Levy Unit 2 provides PEF the flexibility to reduce or
8 replace the use of potentially less economic resources. Nuclear fuel historically is
9 more stable in price and cheaper than fossil fuels. This relationship between nuclear
10 and fossil fuels is expected to continue, as explained in the testimony of Sasha
11 Weintraub and John Siphers. With an eight to nine year period required to bring the
12 nuclear units on line, PEF and its customers face growing uncertainty surrounding the
13 cost of using carbon-based fossil fuels. Having an additional nuclear unit in
14 commercial operation in 2017 and beyond provides PEF with greater flexibility in
15 meeting customer demands for electrical power with nuclear generation as an
16 alternative to fossil fuel generation. For all of these reasons, we believe there is a
17 reliability need for both Levy Unit 1 and 2 in the summer of 2016 and 2017,
18 respectively, when they are currently planned for commercial operation.

19
20 **Q. Is it unusual to experience increases in the Reserve Margin above the 20 percent**
21 **commitment with the addition of generation resources to PEF's system?**

22 **A.** No. PEF rarely maintains an exact 20 percent Reserve Margin at all times. Rather,
23 some additional capacity above the 20 percent Reserve Margin is typical when PEF

1 has determined that an additional generation resource is necessary to maintain its 20
2 percent Reserve Margin commitment. It is, therefore, not unusual for a utility to grow
3 into the capacity of a large generating unit. Economics generally demand that a utility
4 build a larger generation unit than immediately required to meet a capacity need to
5 provide customers the best value for their capital investment.

6 Indeed, once PEF has identified a capacity need, PEF will select the most cost
7 effective resource by taking into account all factors and circumstances to meet that
8 reliability need. One of those factors is the most economic size of the generation unit
9 to meet the Company's reliability need. Economies of scale generally reduce the cost
10 of a new generation unit on a \$/kW basis the larger the unit is. PEF will look at the
11 \$/kW cost to meet the Company's reliability need, and as a result, the most economic
12 size unit to meet that need may not be a generation unit that is equivalent to meeting
13 the 20 percent Reserve Margin commitment. Instead, PEF and its customers will be
14 better off at times to build larger generation units to meet the Company's reliability
15 need even though the result is that the 20 percent Reserve Margin is exceeded when
16 the unit comes on line or even for a period of time thereafter.

17
18 **Q. Why is there a need for nuclear generation units, instead of natural gas combined**
19 **cycle units for example, to meet PEF's reliability needs in the 2016 to 2019 time**
20 **frame and beyond?**

21 **A.** Given the information available today, nuclear generation resources appear to be the
22 best resources to meet PEF's reliability need in 2016 to 2019 and beyond, based on the
23 Company's analysis of the economic and socio-economic benefits nuclear generation

1 provides. This analysis is required by the Florida Legislature under the amended need
2 determination provision. Under this analysis, these nuclear generation units provide
3 fuel diversity and supply reliability benefits, fuel independence benefits, and
4 environmental emission benefits. When these factors are considered, Levy Units 1
5 and 2 show significant advantages over the Company's other options to meet its need
6 in 2016 to 2019 and beyond. In addition, these nuclear units will likely provide PEF
7 and its customers economic benefits from (1) cost savings from constructing both
8 -- Levy Unit 1 and 2 within a year to eighteen months of each other and (2) the addition
9 of new, advanced nuclear technology with its fuel savings benefits to PEF's generation
10 portfolio.

11
12 **Q. What are the cost savings for PEF and its customers from the construction of**
13 **both Levy Units 1 and 2 in the planned time frame?**

14 **A.** With the current selection of the Westinghouse AP1000 reactor design, PEF has the
15 opportunity to take advantage of cost savings resulting from economies of scale and
16 engineering and construction efficiencies from building successive nuclear units at the
17 same site, which effectively lower the projected cost of Levy Unit 2. These
18 engineering and construction efficiencies or economies of scale may include
19 concurrent engineering and manufacturing of large, key components of the nuclear
20 reactor and related support structures. If long lead time equipment for both units can
21 be procured concurrently, these economies of scale in engineering and manufacturing
22 can be achieved. The back-to-back construction of Levy Units 1 and 2 also allows for
23 the continuous mobilization of engineers and construction personnel for on-site

1 engineering and construction of both nuclear units. PEF will therefore avoid de-
2 mobilization and re-mobilization costs if the second nuclear unit is built consecutively
3 with the first unit. PEF will also achieve cost savings from the continuous use of an
4 experienced, efficient work force on both units. These are a few examples of the
5 engineering and construction efficiencies and economies of scale achieved if Levy
6 Unit 2 is constructed within a year to eighteen months of Levy Unit 1. Further
7 explanation of these benefits is provided by Mr. Daniel Roderick in his testimony.

8 The economies of scale in procurement, engineering, manufacture, and
9 construction can be achieved if the second unit is constructed within twelve (12) to
10 eighteen (18) months of the first unit. If commercial operation of Levy Unit 2 is
11 delayed significantly beyond the summer of 2017, the projected cost savings benefits
12 from the successive construction and commercial operation of Levy Units 1 and 2 may
13 be lost.

14 The resulting economic effect is a lower dollar per-kW cost for Levy Unit 2
15 than Levy Unit 1. Levy Unit 2 is expected to cost \$3,376/kW (Summer Basis, 2007
16 dollars), which is substantially lower than the cost of Levy Unit 1 on a per-kW cost
17 (Summer Basis) at \$5,144/kW (2007 dollars). Similarly, the fixed O&M cost for Levy
18 Unit 2 is \$36.25/kW-yr (Summer Basis, 2007 dollars), which is \$15.54/kW-yr (2007
19 dollars) lower than the fixed O&M cost for Levy Unit 1. These cost savings from the
20 construction of Levy Unit 2 within a year to eighteen months of Levy Unit 1 represent
21 substantial economic benefits to PEF and its customers.
22

1 **Q. What are the benefits of adding the nuclear generation technology of Levy Units**
2 **1 and 2 to PEF's generation system?**

3 **A.** When they achieve commercial operation, Levy Units 1 and 2 will add additional base
4 load capacity and energy to PEF's generation portfolio with state-of-the-art nuclear
5 generation technology. PEF's existing base load nuclear generation unit, Crystal
6 River Unit 3 ("CR3"), is a second generation nuclear power plant. CR3 has served
7 customers well and will continue to serve customers well for years to come, but CR3
8 was built thirty years ago, and it represents aging nuclear generation technology.
9 PEF's other existing base load generation plants, its Crystal River coal plants, were
10 either built before CR3 or over two decades ago, and therefore they also represent
11 aging coal-fuel, base load generation technology. Generally speaking too, as
12 generation units age, they require more maintenance and thus more outages and higher
13 maintenance costs than newer generation units.

14 Advancements in generation technology provide opportunities for greater
15 efficiency in operation and lower maintenance cost. This is certainly true for the
16 Westinghouse AP 1000 design which uses passive safety system designs and
17 engineering simplicity that simply was not available in prior nuclear power plant
18 designs. This means relatively lower construction and operation costs for Levy Units
19 1 and 2 than the construction and operation of a nuclear power plant using designs
20 available in nuclear plants that are currently operating. The more efficient design for
21 the Westinghouse AP 1000 nuclear reactors, for example, will also mean greater
22 reliability in operation than what is expected from base load nuclear power plants
23 operating today.

1 Additional advanced base load generation technology is important to PEF
2 because the vintage of PEF's current base load generation runs from over twenty to
3 over forty years old today. By the time Levy Units 1 and 2 are planned to come on-
4 line in 2016 and 2017, the vintage of PEF's existing base load generation units will be
5 nearly forty to over fifty years old. Levy Units 1 and 2 offer PEF and its customers
6 the opportunity to add new base load generation with the most advanced, efficient
7 nuclear generation technology available today. The addition of Levy Units 1 and 2
8 will change the vintage of PEF's base load generation for the better, providing PEF
9 and its customers with more reliable, efficient, and less costly base load generation to
10 maintain and operate.

11
12 **Q. You mentioned that there will be fuel savings benefits too, can you explain how**
13 **Levy Units 1 and 2 will provide fuel savings benefits to PEF's customers?**

14 **A.** Yes. Nuclear generation uses the lowest cost fuel source available to the Company for
15 supply-side generation. Compared to fossil fuels (natural gas and oil), the enriched
16 uranium that is processed for use in nuclear production is substantially less expensive
17 on a \$/MWh basis. Nuclear fuel is historically more stable in price than fossil fuels
18 too. The relative differential between nuclear fuel and natural gas and oil is
19 demonstrated in PEF's fuel forecasts for these fuels in Exhibit No. ___ (JBC-5) and
20 explained in the testimony of Mr. Sasha Weintraub. As a result, when PEF adds Levy
21 Units 1 and 2 to its system to meet its reliability need in 2016 to 2019, PEF will be
22 adding energy generation output at a lower \$/MWh cost relative to natural gas and oil
23 generation.

1 This lower cost energy will displace higher cost energy on PEF's system. As
2 base load generation units, Levy Units 1 and 2 will run essentially all the time, except
3 when they are off-line for re-fueling and maintenance or forced outages. The expected
4 capacity factor in fact is over 90 percent for each nuclear generation unit. During off-
5 peak hours, or even during peak hours when not all generation resources will be used
6 to provide energy to meet demand, Levy Units 1 and 2 will be operating and
7 producing energy to meet demand. This is visually demonstrated by Exhibit No. ____
8 (JBC-6), which shows PEF's 2018 daily system load forecast with Levy Units 1 and 2.
9 As a result, Levy Units 1 and 2 will displace higher cost fossil fuel generation or
10 purchased power that would otherwise have been used to meet energy demand.

11 The fuel component of customer bills will be lower because of this
12 displacement of higher cost fossil fuel energy generation by nuclear energy
13 generation. In fact, when comparing the projected system fuel costs for the reference
14 case with Levy Units 1 and 2 versus the all natural gas reference case alone, the fuel
15 savings are \$930 million in 2018, the first year of full operation of both nuclear units.
16 Fuel savings are projected annually for the Levy Units over the expected sixty-year
17 operational lives of both units.

18
19 **Q. You testified that Levy Units 1 and 2 will provide PEF and its customers fuel**
20 **diversity and supply reliability benefits. What do you mean?**

21 **A.** By fuel diversity I am referring to the ability of the Company to reduce the impacts of
22 price escalations in a certain fuel resource by having available on the system
23 additional generation or purchased power resources that use other fuels to produce

1 energy. PEF has a mix of fuel resources available for power generation to meet net
2 energy load on the system. These fuel resources include oil, natural gas, coal,
3 renewable fuels, and nuclear. PEF's current fuel mix to meet energy load is shown in
4 Exhibit No. ___ (JBC-7) to my testimony.

5 Fossil fuels, in particular natural gas and oil, historically are much more
6 volatile than nuclear fuel. More recently, in the past few years, natural gas has been
7 particularly volatile. Rapid escalations can occur in natural gas and oil used for
8 energy generation that can correspondingly cause a rapid escalation in the fuel costs
9 that customers pay for energy. In Florida, the volatility in natural gas prices is further
10 influenced by the fact that Florida is a peninsula and natural gas transportation into the
11 State is constrained. When the natural gas commodity price increases, these natural
12 and physical transportation constraints cause a further escalation in the natural gas
13 price to Florida electric utilities. Relative to natural gas and oil, however, nuclear fuel
14 is more stable in price.

15 Adding additional nuclear fuel generation to meet net energy for load therefore
16 increases PEF's fuel diversity. Without Levy Units 1 and 2, natural gas and oil will
17 comprise 61 percent of PEF's energy mix to meet net energy load on its system by
18 2018 and nuclear will account for only 12 percent of the energy generation to meet
19 load. Indeed, without Levy Units 1 and 2, by 2018 fossil fuels will account for 85
20 percent of the energy generated on PEF's system. With Levy Units 1 and 2, however,
21 nuclear generation will contribute 38 percent of the total system energy to meet load in
22 2018. This is demonstrated by Exhibit No. ___ (JBC-8), which shows the fuel
23 resources to meet net energy load on PEF's system in 2018 with and without Levy

1 Units 1 and 2. As a result of the addition of Levy Units 1 and 2 to PEF's system,
2 PEF's reliance on natural gas (and other fossil fuel) generation to meet load will be
3 reduced, providing greater fuel diversity to PEF and its customers.

4 Adding additional nuclear generation to PEF's generation system will also
5 improve the Company's fuel supply reliability. Fuel supply reliability refers to the
6 ability of the utility to depend on receiving fuel when it is needed to meet customer
7 demand for energy. Florida is not only a peninsula; Florida has no natural fossil fuel
8 resources of its own. PEF must therefore rely on the supply of fossil fuels for energy
9 generation from sources outside the State, including sources from foreign countries.
10 This fuel supply is subject to disruptions, especially during extreme weather events or
11 natural disasters. The hurricane seasons of 2004 and 2005 demonstrated the
12 vulnerability of this supply for PEF and other Florida utilities when natural gas and
13 coal supplies were temporarily precluded or disrupted by weather conditions and
14 resulting damage caused by the storms. These supply disruptions naturally had an
15 impact on fuel prices, causing the price of natural gas, for example, to increase
16 dramatically.

17 Nuclear fuel does not face the same supply disruptions as fossil fuels. Nuclear
18 fuel is added to the units during refueling outages, typically once every eighteen (18)
19 to twenty-four (24) months, and therefore an adequate fuel supply is available for an
20 extended period of time. Further, the fuel supply for a nuclear unit is not subject to the
21 same supply disruptions due to adverse weather conditions. As a result, the addition
22 of additional nuclear generation, like Levy Units 1 and 2, reduces PEF's dependence
23 on fuels that have a less reliable supply capability. The reliability of PEF's fuel

1 supply will therefore increase with the addition of Levy Units 1 and 2 to PEF's
2 system.

3

4 **Q. What are the environmental benefits from adding Levy Units 1 and 2 to PEF's**
5 **system?**

6 **A.** Nuclear generation is a clean source of electric capacity and energy. The generation
7 of electric energy from nuclear fuel produces no SO₂, NO_x, GHG, or other emissions
8 that have an adverse impact on the environment. Fossil fuel and renewable fuel
9 generation have some or all of these emissions.

10 Currently, environmental requirements like the Environmental Protection
11 Agency ("EPA") and DEP Clean Air Interstate Rule ("CAIR") impose significant
12 emission requirements, and therefore substantial costs, on fossil fuel generation. The
13 proposed Levy Units 1 and 2 will not be subject to the EPA and DEP CAIR rules and
14 other current and future regulations of fossil fuel and renewable fuel emissions. Levy
15 Units 1 and 2, therefore, will not be subject to the substantial costs that must be
16 incurred to comply with such environmental regulations. They will also provide
17 cleaner air for Florida compared to other commercially feasible, fossil fuel generation
18 alternatives. Additionally, Levy Units 1 and 2 will assist the Company in complying
19 with existing environmental regulations by providing an alternative clean source of
20 generation. This is discussed more fully in the testimony of Michael Kennedy.

21 Levy Units 1 and 2 will also assist the Company in preparing to meet more
22 stringent environmental regulations in the future. Because of global warming
23 concerns, the potential regulation of GHG currently is a matter of much political,

1 legislative, regulatory, and scientific discussion and debate. Some form of regulation
2 of GHG seems inevitable. Because nuclear generation produces no GHG emissions
3 Levy Units 1 and 2 are reasonable generation alternatives to meet customer energy
4 needs in the event of GHG regulations.

6 VIII. MOST COST-EFFECTIVE ALTERNATIVE

7 **Q. Are Levy Units 1 and 2 the Company's most cost-effective alternative for meeting**
8 **its reliability need in the period 2016 to 2019?**

9 **A.** Yes, they are, when the legislative criteria in Section 403.519(4)(b)3, Florida Statutes,
10 are fully considered and applied in the evaluation of credible generation alternatives.
11 As I have described, the Company conducted a deliberate, detailed evaluation of
12 various other supply-side alternatives as part of its Resource Planning process before
13 identifying Levy Units 1 and 2 as the generating alternatives to meet the Company's
14 reliability need in the period 2016 to 2019 and beyond. That evaluation applied the
15 Florida Legislature's directive in Section 403.519(4)(b)3 that the utility must consider
16 whether the nuclear power plant will "provide the most cost-effective source of power,
17 taking into account the need to improve the balance of fuel diversity, reduce Florida's
18 dependence on fuel oil and natural gas, reduce air emission compliance costs, and
19 contribute to the long-term stability and reliability of the electric grid." As a result of
20 that evaluation, the Company determined that Levy Units 1 and 2 are the most cost-
21 effective generation alternative available to meet the Company's need in the period
22 2016 to 2019 because they will improve the Company's fuel diversity, substantially
23 reduce the Company's and Florida's reliance on fossil fuels, help insulate the

1 Company and its customers from costs resulting from existing and potential
2 environmental regulations including GHG regulations, and improve the long-term grid
3 reliability with new vintage base load generation with advanced technology.
4

5 **Q. Are fuel diversity and fuel independence important factors in determining**
6 **whether Levy Units 1 and 2 are the most cost-effective source of power?**

7 **A.** Yes, they are. There is a cost to customers to choose one generation alternative over
8 another, beyond the direct capital and fuel costs of the alternatives, as a result of
9 altering the fuel mix to meet customer energy demand. Not only do different fuels
10 have different commodity prices but they also have different means of supply,
11 different end-use markets, different geographic commodity sources, and a host of
12 other factors that affect their relative prices. These differences cause some fuel
13 sources --- such as natural gas and oil --- to be more volatile in price than others (like
14 nuclear fuel). As a result, increased reliance on certain fuels like natural gas and oil to
15 generate energy to meet demand means increased price volatility.

16 Price volatility is important to customers because the fuel cost is passed
17 through directly to the customer. Customers therefore experience changes in fuel
18 prices immediately on their bills. Customers generally prefer stable energy prices.
19 They want their bills to be predictable. As a result, PEF attempts to maintain fuel
20 diversity among its generation resources to minimize to the extent possible sudden and
21 erratic shifts in fuel prices.

22 Recent experience has shown, however, an increase in the price volatility of
23 natural gas and oil fuel prices. In the last few years these fuels have been subject to

1 more and wider ranging price changes than was the case in the 1990's. This price
2 volatility is expected to continue during short-term periods in the future, even as the
3 price of these fossil fuels levels off over time in PEF's long-term forecasts. Adding
4 additional nuclear generation to the fuel mix on PEF's system will temper the effects
5 of these volatile changes in fossil fuel prices for the benefit of PEF's customers.

6 The significance of the impact nuclear generation will have on future volatility
7 in fossil fuel prices is readily apparent when one compares the Company's existing
8 system energy mix, see Exhibit No. ___ (JBC-7), with its expected system energy mix
9 in 2018 without Levy Units 1 and 2, see Exhibit No. ___ (JBC-8). Without Levy
10 Units 1 and 2, the Company will rely on fossil fuels for 85 percent of its energy in
11 2018, which is equivalent to its reliance on fossil fuels today (at 83 percent), and
12 therefore, nothing will change customer exposure to fossil fuel price volatility for the
13 next ten years or a decade after that, because it will likely take another ten years to
14 develop additional nuclear generation. If Levy Units 1 and 2 are added to PEF's
15 generation system, however, nuclear fuels will account for almost 40 percent of all
16 energy generation in 2018, see the chart in Exhibit No. ___ (JBC-8), which shows
17 PEF's system energy mix in 2018 with Levy Units 1 and 2.

18 The addition of nuclear generation is significant too when one considers that
19 foreign suppliers will account for a growing percentage of the Company's future oil
20 and natural gas supplies. These oil and natural gas supplies are predominantly located
21 in the Middle East and Eurasia. These sources along with Africa, for example, will
22 account for the growing use of liquified natural gas ("LNG") to meet domestic
23 natural gas demand in the future. The oil and gas supplies in these areas are, however,

1 largely owned or controlled by the state and, therefore, supplies and thus prices are
2 subject not only to market forces but also foreign governmental objectives and
3 political instability. These factors increase the uncertainty and volatility surrounding
4 future oil and gas prices. Adding additional nuclear generation to PEF's system in
5 2016 and 2017 increases the Company's future fuel independence by reducing its
6 reliance on foreign fossil fuel sources.

7
8 **Q. You mentioned fuel supply reliability too, how does that affect the Company's**
9 **determination of what is the most cost-effective alternative?**

10 **A.** As I have explained, Florida is a peninsula with no natural fossil fuel resources. All
11 fossil fuels used for energy generation must come from geographic regions outside
12 Florida. Pipelines (land and water) bring natural gas to PEF and rail, barge, and/or
13 trucks bring coal and oil to PEF on a regular basis. Natural gas and oil production and
14 refinery resources are located near, on, or in the Gulf of Mexico. Florida and the Gulf
15 of Mexico are subject to extreme weather conditions, including hurricanes. During
16 and following such extreme weather conditions, natural gas, oil, and coal supplies can
17 be limited or stopped altogether as natural gas production and oil refineries are shut
18 down or damaged and/or pipelines are shut down. These events have an adverse effect
19 on the price of fossil fuels, causing increased prices.

20 This phenomenon was recently experienced during and following the 2004 and
21 2005 hurricane seasons. At times, fossil fuel supplies were restricted or stopped
22 completely and PEF (and other Florida utilities) experienced increased fossil fuel
23 prices as a result. Indeed, the 2006 Florida Energy Plan commented on the severe fuel

1 supply disruptions caused by the adverse weather during these hurricane seasons
2 because production platforms in the Gulf of Mexico were shutting down, refining
3 systems were going offline for months, and pipelines were rendered inoperable.
4 Additional nuclear generation offsets the economic impacts of adverse weather
5 conditions (or any other supply disruptions) because nuclear fuel is not subject to the
6 same type of supply disruptions.

7
8 **Q. Are the potential economic impacts from increased fuel diversity and supply**
9 **reliability well recognized?**

10 **A.** Yes. Both Congress, in passing EPACT, and the Florida Legislature, in passing the
11 2006 Florida Renewable Energy Technologies and Energy Efficiency Act, recognized
12 that increased fuel diversity and fuel supply reliability had a positive economic impact
13 by reducing dependence on foreign fossil fuels and minimizing volatile fuel costs.
14 Similarly, executive orders at the federal and state level have recognized the
15 importance of fuel diversity and supply reliability to the federal and state economies.
16 As a result of this legislative and executive attention to fuel diversity and supply
17 reliability issues the Commission and Florida electric utilities were directed to
18 explicitly consider fuel diversity and reliability in determining the need for a proposed
19 electrical power plant and to consider fuel diversity and reliability in determining the
20 cost-effectiveness of nuclear generation as a generation alternative to meet that need.

21
22 **Q. You also said that additional nuclear generation insulates the Company and its**
23 **customers from environmental costs; can you explain what you mean?**

1 A. Yes. As I have also explained, nuclear generation causes none of the environmental
2 emissions that are a concern with fossil fuel generation, such as SO₂, NO_x, and
3 mercury emissions, that are subject to existing environmental regulations. As a result,
4 there is no cost impact to PEF or its customers from an emissions standpoint to
5 consider nuclear energy generation.

6 Additionally, and perhaps more significantly, nuclear energy generation does
7 not involve the burning of carbon-based fuels. All fossil fuels, on the other hand,
8 when burned to produce energy release carbon into the air in the form of carbon
9 dioxide ("CO₂"). Carbon dioxide is a GHG, and GHG contribute to global warming.
10 In fact, carbon dioxide is probably the most significant GHG. As a result, presently
11 there are a number of proposals for the regulation of GHG, in particular, carbon
12 dioxide. Proposals to regulate GHG, if implemented, have an impact on a utility's
13 assessment of the most cost effective alternative generation resource to meet future
14 reliability needs. Indeed, the proposals to regulate GHG make nuclear generation a
15 more cost effective alternative generation resource to fossil fuel generation resources.

16
17 **Q. Can you explain how the Company incorporated all of these factors in its**
18 **resource planning analysis and determined that Levy Units 1 and 2 are the most**
19 **cost-effective generation alternative to meet future customer needs?**

20 A. Yes. As I have generally explained above, the Company evaluated the CPVRR of the
21 advanced light water nuclear generation units, Levy 1 and 2, against an all natural gas
22 generation reference scenario. The Company included the economic benefits from the
23 reduced price estimate for Levy Unit 2, resulting from the economies of scale and

1 engineering and construction efficiencies from constructing both units within a year to
2 eighteen months of each other, in its CPVRR evaluation of Levy Units 1 and 2.

3 The Company used the Strategist computer model to compare Levy Units 1
4 and 2 to the all natural gas generation reference case. The Strategist computer model
5 is a resource optimization program from New Energy Associates. The primary output
6 of Strategist is a CPVRR comparison of potential resource plan combinations on
7 PEF's entire system that will satisfy PEF's reliability requirements.

8 Supply-side resources are typically evaluated in the Strategist model over a
9 ten-year planning period and a thirty year study period. With the evaluation of new
10 nuclear generation beginning in 2016, however, the use of a typical thirty-year study
11 period accounts for the costs and benefits of only the first twenty years of commercial
12 operation of the nuclear generation units, because there are ten years in the model
13 before commercial operation of the nuclear units is planned. The economic benefits
14 from the commercial operation of Levy Units 1 and 2, however, will continue over the
15 sixty-(60)-year expected life of the units. That life includes a forty (40) year, initial
16 license period plus the accepted convention based on experience that the license for
17 such units can be extended an additional twenty (20) years. In our evaluation of future
18 nuclear generation, then, we decided to extend the model study period to sixty years to
19 capture the long term costs and benefits of nuclear generation. This CPVRR
20 evaluation, we believe, more accurately accounts for the economic costs and benefits
21 of nuclear generation given the commercial life of those units.

22 PEF worked with New Energy Associates to extend the model beyond its
23 typical thirty-year study period to a sixty-year study period. This modeling work

1 allowed the CPVRR analyses to more accurately account for the economic costs and
2 benefits for the majority of the commercially operational life of Levy Units 1 and 2.
3 The sixty-year modeling period in the Strategist computer model that the Company
4 used provides the best practicable method of capturing the economic costs and
5 benefits of the commercial operation of Levy Units 1 and 2. This analysis is
6 conservative too, since it still does not reflect the entire expected commercial
7 operation period of Levy Units 1 and 2.

8 The results of this CPVRR analysis are shown in the table in Exhibit No. ____
9 (JBC-9) to my testimony. This table represents the CPVRR economic evaluations of
10 the Resource Plan with Levy Units 1 and 2 compared to an all-natural gas generation
11 reference resource plan. In Exhibit No. ____ (JBC-9), as you can see, we also included
12 in the CPVRR modeling analysis our mid-level, low, and high natural gas and oil
13 forecasts and our reasonable forecasts of potential GHG air emission compliance
14 costs. As a result of these CPVRR analyses in the Strategist model there were fifteen
15 (15) different CPVRR scenarios.

16 The resource expansion plan with the nuclear generation alternative in 2016
17 and 2017 is more beneficial for customers on a CPVRR basis in ten (10) of the fifteen
18 (15) CPVRR scenarios. In those 10 out of 15 CPVRR scenarios where the nuclear
19 generation resource plan was more cost-effective than an all natural gas reference
20 plan, the range of benefits to customers for a resource plan including Levy Units 1 and
21 2 is from a low of \$85 M to a high of about \$12,000 M.

22 The generation resource plan including Levy Units 1 and 2 is in fact more cost-
23 effective than an all natural gas generation resource plan under every high fuel cost

1 scenario. Because the CPVRR evaluation did not capture the last ten years of
2 commercial operation of Levy Units 1 and 2, and there no doubt likely would be
3 additional benefits from nuclear generation in that period, the Company believes that
4 the nuclear generation resource plan will likely be more cost-effective under the mid-
5 fuel gas and oil case in all scenarios except the unlikely event of no GHG emission
6 regulation too. Only in the unlikely events, in the Company's view, of low gas and oil
7 fuel costs and no GHG regulation, or a combination of low fuel with lower- to mid-
8 cost GHG regulation, is the all natural gas resource plan more cost-effective.

9 As a result of its evaluation, the Company concluded that, in its judgment after
10 taking into account all of the factors that the Florida Legislature requires the Company
11 to consider in assessing the cost-effectiveness of nuclear generation to meet a future
12 need, the resource plan including Levy Units 1 and 2 was the most cost-effective
13 generation alternative.

14
15 **Q. What happens if the costs to develop and place Levy Units 1 and 2 in commercial**
16 **operation change over the next decade; did the Company consider that possibility**
17 **in its evaluation?**

18 **A.** Yes, it did. Potentially higher costs, of course, are an inherent risk with nuclear
19 generation development, especially when you consider the unique nature of this
20 project, which will require the construction of the first nuclear power plants on a
21 Greenfield site in more than thirty years in this country. The long-lead time necessary
22 to site and obtain regulatory approvals for new nuclear reactors, in addition to the time
23 to design and construct them, precludes the Company from receiving anything more

1 than cost estimates and non-binding ones at that at this time, even though the
2 Company is working with the best information available today.

3 Costs are likely to change as cost estimates are refined and costs are incurred
4 over the next decade as the Company proceeds toward commercial operation of these
5 units. The circumstances affecting these costs include the potential risk of permitting
6 and licensing delays at the state and federal level, litigation delays at the state and
7 federal level, labor and equipment availability, vendor ability to meet schedules,
8 material and labor cost escalations, the possible imposition of new regulatory
9 requirements, inflation or increases in the cost of capital, and the ability to acquire
10 necessary rights-of-way in a timely manner for associated transmission facilities,
11 among others. Faced with the risk that any one or more of these circumstances may
12 occur over the next ten years, the Company agrees that the actual cost to place Levy
13 Units 1 and 2 in commercial operation may be higher than the current, non-binding
14 cost estimates.

15 So, the Company did in fact conduct scenario evaluations with higher cost
16 sensitivities. As one would expect, the higher the capital costs, the less economic the
17 nuclear plants become. Even so, however, when we compare the risk of higher capital
18 costs with the risks of higher fuel costs and higher GHG emission costs, Levy Units 1
19 and 2 still have significant economic advantages in most scenarios over natural gas.
20 Indeed, under all high fuel cost scenarios, the Levy nuclear plants remain economic
21 notwithstanding the increased capital cost sensitivities.

22

1 Q. Are there economic benefits to customers from the construction and operation of
2 Levy Units 1 and 2?

3 A. Yes. Levy Units 1 and 2 will provide PEF and its customers reliable capacity and
4 energy generation from the lowest cost fuel source commercially available to the
5 Company. As I have explained, nuclear fuel historically is the most stable and lowest
6 cost fuel for electrical energy generation. The Company's fuel forecasts, contained in
7 Exhibit No. ___ (JBC-5), demonstrate that nuclear fuel will continue to be the lowest
8 cost fuel available for commercially feasible supply-side generation in the future.

9 Mr. Weintraub further explains that these fuel forecasts represent the technical
10 expertise of two, independent, third-party sources and the Company's own expertise
11 and experience. The combination produces the most reasonable forecast taking into
12 account both third-party market information and information internal to the Company.
13 PEF forecasts that nuclear fuel assemblies will be the lowest cost fuel source for the
14 Company, even with recent increases in the commodity cost for uranium. The
15 uranium supply is projected to increase to meet demand created by additional nuclear
16 generation. Mr. John Siphers explains this is exactly what occurred the last time the
17 uranium commodity cost increased because additional, future nuclear reactors were
18 announced. The uranium supply increased to meet demand, and the cost leveled off
19 and reached an equilibrium that was well below fossil fuel costs at the time. The same
20 result is expected today, the supply of uranium will increase to meet projected demand
21 from current announcements of potential, future nuclear reactors, and the uranium
22 price will stabilize at a level that is still well below projected costs for natural gas and
23 oil.

1 By adding generation with the lowest cost fuel to meet customer demand, then,
2 customers receive an economic benefit. Other supply-side generation alternatives, in
3 particular natural gas plants, have lower capital costs but they expose customers to
4 higher and more volatile fuel costs for the life of the units. The economic benefits of
5 the lower cost nuclear fuel source for customers are immediate and continuing ---
6 nuclear generation from Levy Units 1 and 2 will take their place at the head of the
7 dispatch order and customers will see a reduction in the fuel costs on their bills.
8 During peak hours Levy Units 1 and 2 will provide energy to meet customer demand
9 at a lower fuel cost than any other generation source and during off peak hours this
10 nuclear generation will displace higher cost fossil fuel generation.

11
12 **Q. Are there other potential economic benefits for customers if Levy Units 1 and 2**
13 **are approved and achieve commercial operation as planned?**

14 **A.** Yes. Under the Energy Policy Act of 2005 (“EPACT”), federal production tax credits
15 were provided as an incentive for utilities to invest in nuclear power generation.

16 These production tax credits are only available for the first few nuclear power reactors
17 that are put into commercial operation. The production tax credit is \$0.018/kWH for
18 the first eight years of the nuclear facility’s operation, if the facility meets certain
19 eligibility requirements and deadlines and is in service by January 1, 2021. PEF has
20 conservatively estimated the value of the production tax credits for customers at \$88
21 million to \$167 million if Levy Units 1 and 2 are brought on line by 2016 and 2017.
22 PEF was conservative, however, in its detailed CPVRR evaluation of the Levy nuclear
23 units against an all-natural gas reference case and did not include the production tax

1 credit benefits in that evaluation. The production tax credit benefits, therefore,
2 represent an additive potential benefit for PEF's customers.

3 Additionally, EPACT provides utilities that develop and commence operation
4 of new nuclear reactors Department of Energy ("DOE") loan guarantees and DOE
5 stand-by support, which is a type of risk insurance. It is unclear at this time, however,
6 whether the DOE loan guarantees and stand-by support will be available to the Levy
7 project. PEF continues to review whether such programs will be available.

8
9 **Q. Will Levy Units 1 and 2 contribute to the long-term stability and reliability of the**
10 **Florida electric grid?**

11 **A.** Yes, they will. Levy Units 1 and 2 will provide needed base load capacity to PEF's
12 system, thus, adding base load capacity on the electric grid as a whole. They will
13 essentially operate year-round, at a very high capacity factor, producing energy using
14 state-of-the-art, advanced nuclear power generation technology. The technological
15 advancements in the Westinghouse AP 1000 design will provide greater operational
16 efficiency and reduced maintenance with lower maintenance costs compared to
17 existing nuclear technology in operation today. The Westinghouse AP 1000 uses
18 passive safety system designs and engineering simplicity to reduce the sheer number
19 of material and working parts that can be found in and that must be maintained in
20 currently operating nuclear reactors. As a result, Levy Units 1 and 2 will provide
21 more efficient, reliable base load generation to the electric grid.

22 Additionally, Levy Units 1 and 2 will be placed on a system with aging base
23 load generation. The vintage of PEF's current base load generation runs from over

1 twenty to over forty years old. By the time Levy Units 1 and 2 achieve commercial
2 operation in 2016 and 2017, respectively, the vintage of PEF's existing base load
3 generation units will be even older, ranging from over thirty to over fifty years old.
4 PEF's existing nuclear unit, CR3 for example, is currently over 30 years old and it will
5 be over 40 years old by the time Levy Units 1 and 2 come on line. The addition of
6 Levy Units 1 and 2 will certainly change the vintage of PEF's base load generation for
7 the better, in this additional way providing PEF and the State with more reliable,
8 efficient base load generation.

9
10 **VIII. ENHANCEMENT OF STATE ELECTRICAL POWER PRODUCTION**

11 **Q. Florida Statute Section 403.519(4)(a)2 requires the Company to explain how**
12 **Levy Units 1 and 2 will enhance electric power production within the state by**
13 **improving the balance of power plant fuel diversity and reducing Florida's**
14 **dependence on fuel oil and natural gas. Can you address this requirement?**

15 **A.** Yes. In recent years, PEF and other Florida electric utilities have relied almost
16 entirely on natural gas generation to meet customer reliability needs. During the 90's
17 and early 2000's this generation resource selection was warranted by advancements in
18 technology, low relative natural gas fuel costs, and the need for more flexible
19 generation units to fill in between base load and peaking load units. As a result,
20 natural gas generation has increased, and will continue to increase, as a component of
21 PEF's fuel and energy generation mix and the fuel and energy generation mix of other
22 electric utilities in the state.

1 The addition of Levy Units 1 and 2 in the future counters this trend and
2 provides greater fuel diversity for PEF. As I have explained, and as demonstrated in
3 Exhibit No. ___ (JBC-8), without Levy Units 1 and 2, nuclear generation will account
4 for only 12 percent of the energy generation needed to meet load in 2018. With Levy
5 Units 1 and 2, however, nuclear generation will contribute 38 percent of PEF's total
6 system energy to meet load in 2018. This increase in nuclear generation as a
7 percentage of PEF's energy production in 2018 will therefore improve the balance of
8 power plant fuel diversity for PEF. If PEF improves its fuel diversity, there will be a
9 corresponding beneficial impact on the balance of power plant diversity in the state.

10 Likewise, the increase in nuclear generation by the addition of Levy Units 1
11 and 2 to PEF's system reduces reliance on additional fossil fuel generation. As a
12 result, PEF will use less fossil fuel for energy generation with Levy Units 1 and 2 than
13 PEF would have used without those units on its system. If PEF uses less natural gas
14 and oil in the future with the addition of Levy Units 1 and 2, PEF is contributing to
15 efforts to reduce Florida's dependence on fuel oil and natural gas for energy
16 generation.

17 18 **IX. CONSEQUENCES OF DELAY**

19 **Q. What will be the impact of delay in a need determination for Levy Units 1 and 2?**

20 **A.** If the need determination for Levy Units 1 and 2 is delayed, the implementation of this
21 project will be delayed, the project may be terminated, and PEF's future development
22 of nuclear generation may need to be reconsidered.

1 PEF must proceed with the need determination at this time to remain on
2 schedule. As I have explained, nuclear generation units require considerably more
3 time to site, obtain various regulatory approvals, design, engineer, and construct than
4 other generation alternatives. PEF must obtain a need determination at this time to
5 begin the procurement process for long lead items and commence the engineering
6 work necessary to ensure that the nuclear units will be completed in time to meet the
7 Company's reliability need in the summer of 2016 and the summer of 2017,
8 respectively. If there is a delay, PEF will not be able to satisfy its minimum 20
9 percent Reserve Margin planning criterion by the summers of 2016 and 2017 with
10 nuclear generation. If other options are considered to meet the Company's reliability
11 need in the same time frame the Company may have to reconsider the development of
12 additional nuclear generation facilities to meet future customer needs.

13 If that occurs, PEF and its customers would lose the benefits of reliable and
14 cost-effective nuclear generation that I have described in my testimony. For example,
15 without the commercial operation of Levy Units 1 and 2 in the 2016 to 2019 period,
16 PEF's customers will likely be subject to higher and more volatile fuel costs as higher
17 cost fossil generation units or purchased power are used to meet their reliability needs.
18 They also will likely lose the potential production tax credits and other financial
19 benefits that EPACT provides for the first wave of new nuclear generation facilities.
20 Additionally, PEF and its customers would face greater exposure to potential GHG
21 regulation at a potentially greater cost to PEF and its customers.

22 Finally, as I have indicated, any delay in the need determination for Levy Units
23 1 and 2 will have an impact on the Company's evaluation of nuclear generation as a

1 potential future generation resource. Nuclear generation is a substantial commitment
2 of Company time, effort, and resources. A denial or delay in approval of these units
3 inevitably means higher costs if the Company proceeds with them at a later date, but
4 more than that, a denial or delay in approval raises doubts regarding the further
5 investment of the Company's time, efforts, and resources in developing nuclear
6 generation that could be expended elsewhere. If there was a denial of the need, or a
7 delay in the determination of need for Levy Units 1 and 2 however long it may be, the
8 Company would be forced to re-evaluate its commitment to nuclear generation to meet
9 the Company's future reliability needs.

10
11 **X. CONSERVATION AND RENEWABLE MEASURES**

12 **Q. Did PEF attempt to mitigate its need for Levy Units 1 and 2 by pursuing**
13 **conservation or renewable resources reasonably available to the Company?**

14 **A.** Yes, we did. As I discussed previously, the Company has identified and implemented
15 a set of cost-effective DSM programs that have successfully met and exceeded
16 Commission-established DSM goals. The Company's most recent, approved DSM
17 programs go beyond the previously approved goals and attempt to obtain even more
18 MW savings from energy efficiency and other demand-side measures. These
19 programs and measures are explained in greater detail in the testimony of Mr.
20 Masiello. The Company expects, however, to reduce an additional 945 WMW of peak
21 demand load from its enhanced DSM programs and measures for a total load reduction
22 of over 2,400 MW from its DSM Program.

1 Customers will receive adequate electricity at a reasonable cost because nuclear fuel is
2 the lowest cost fuel resource available to the Company and the nuclear units will
3 displace higher cost fossil fuel generation. Nuclear generation adds fuel diversity and
4 fuel supply reliability to PEF's system and it helps insulate the Company and its
5 customers from environmental costs such as potential GHG regulations. Levy Units 1
6 and 2 will be state-of-the-art nuclear generation units, operating at high efficiency and
7 availability on the lowest cost commercially available fuel, with environmentally clean
8 generation. We are pleased to be able to add Levy Units 1 and 2 to the Company's
9 generation fleet and we request that the Commission approve the need determination
10 for these units.

11

12 **Q. Does this conclude your testimony?**

13 **A. Yes.**

14

**PROGRESS ENERGY FLORIDA
 GENERATION EXPANSION PLAN**

PLANNED AND PROSPECTIVE GENERATING FACILITY ADDITIONS AND CHANGES

AS OF JANUARY 1, 2008 THROUGH DECEMBER 31, 2017

PLANT NAME	UNIT NO.	LOCATION (COUNTY)	UNIT TYPE	FUEL	PRL	ALT.	CONST.	COM'L IN-	EXPECTED	GEN. MAX.	NET CAPABILITY	
							START	SERVICE	RETIREMENT	NAMEPLATE	SUMMER	WINTER
							MO. / YR	MO. / YR	MO. / YR	KW	MW	MW
TIGER BAY	1	POLK	CC					5/2008			10	10
CRYSTAL RIVER	5	CITRUS	ST					5/2009			(30)	(30)
CRYSTAL RIVER	5	CITRUS	ST					5/2009			14	14
BARTOW	1-3	PINELLAS	ST						6/2009		(444)	(464)
BARTOW	4	PINELLAS	CC	NG	DFO	01/2007		6/2009			1,159	1,279
CRYSTAL RIVER	3	CITRUS	NP					12/2009			40	40
CRYSTAL RIVER	4	CITRUS	ST					4/2010			(30)	(30)
ANCLOTE	2	PASCO	ST					5/2010			10	10
CRYSTAL RIVER	4	CITRUS	ST					5/2010			14	14
ANCLOTE	1	PASCO	ST					5/2011			10	10
CRYSTAL RIVER	3	CITRUS	NP					12/2011			140	140
CRYSTAL RIVER	1	CITRUS	ST					3/2012			7	7
SUWANNEE RIVER	1-3	SUWANNEE	ST						6/2013		(129)	(146)
COMBINED CYCLE	1	PENDING	CC	NG	DFO	12/2010		6/2013			1,159	1,279
RIO PINAR	P1	ORGANGE	CT						6/2016		(12)	(16)
TURNER	P1-P2	VOLUSIA	CT						6/2016		(22)	(32)
AVON PARK	P1-P2	HIGHLANDS	CT						6/2016		(49)	(70)
HIGGINS	P1-P4	PINELLAS	CT						6/2016		(113)	(133)
LEVY	1	LEVY	NP	NUC	--	01/2010		6/2016			1,092	1,120
LEVY	2	LEVY	NP	NUC	--	01/2011		6/2017			1,092	1,120

Forecast of Summer Demand and Reserves With and Without Levy Unit 1

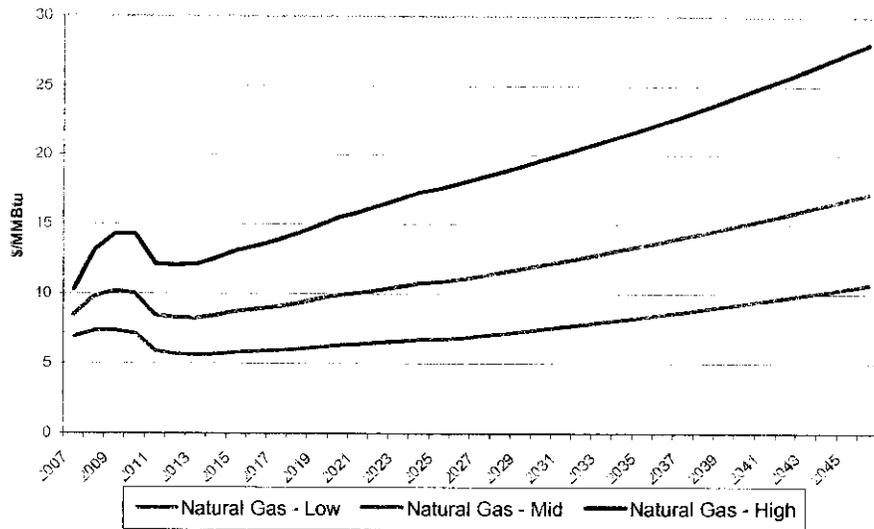
<i>Progress Energy Florida - Summer Reserves</i>							
	2008 Resource Plan Assessment, No New Nuclear Generation						
	2015	2016	2017	2018	2019	2020	2021
Total Supply Resources	13,252	12,644	12,644	12,644	12,644	12,644	12,644
System Firm Load	10,776	10,961	11,150	11,335	11,530	11,722	11,904
Reserve Margin	23.0%	15.4%	13.4%	11.5%	9.7%	7.9%	6.2%
MW Above/Below 20%	321	(509)	(736)	(958)	(1,192)	(1,423)	(1,641)
	2008 Resource Plan Assessment, Addition of Levy County 1						
Total Supply Resources	13,252	13,736	13,736	13,736	13,736	13,736	13,736
System Firm Load	10,776	10,961	11,150	11,335	11,530	11,722	11,904
Reserve Margin	23.0%	25.3%	23.2%	21.2%	19.1%	17.2%	15.4%
MW Above/Below 20%	321	583	356	134	(100)	(331)	(549)

Forecast of Summer Demand and Reserves With Levy Unit 1 But Without Levy Unit 2

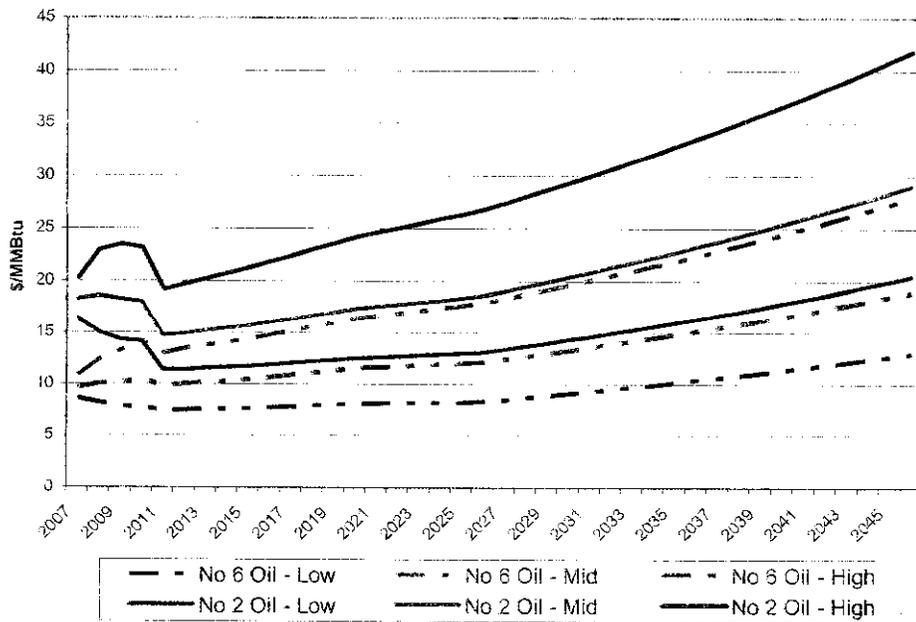
<i>Progress Energy Florida - Summer Reserves</i>							
	2008 Resource Plan Assessment, Addition of Levy County 1						
	2015	2016	2017	2018	2019	2020	2021
Total Supply Resources	13,252	13,736	13,736	13,736	13,736	13,736	13,736
System Firm Load	10,776	10,961	11,150	11,335	11,530	11,722	11,904
Reserve Margin	23.0%	25.3%	23.2%	21.2%	19.1%	17.2%	15.4%
MW Above/Below 20%	321	583	356	134	(100)	(331)	(549)
	2008 Resource Plan Assessment, Addition of Levy County 1&2						
Total Supply Resources	13,252	13,736	14,828	14,828	14,828	14,828	14,828
System Firm Load	10,776	10,961	11,150	11,335	11,530	11,722	11,904
Reserve Margin	23.0%	25.3%	33.0%	30.8%	28.6%	26.5%	24.6%
MW Above/Below 20%	321	583	1,448	1,226	992	761	543

Mid-Level, High, and Low Gas and Oil Fuel Price Forecasts

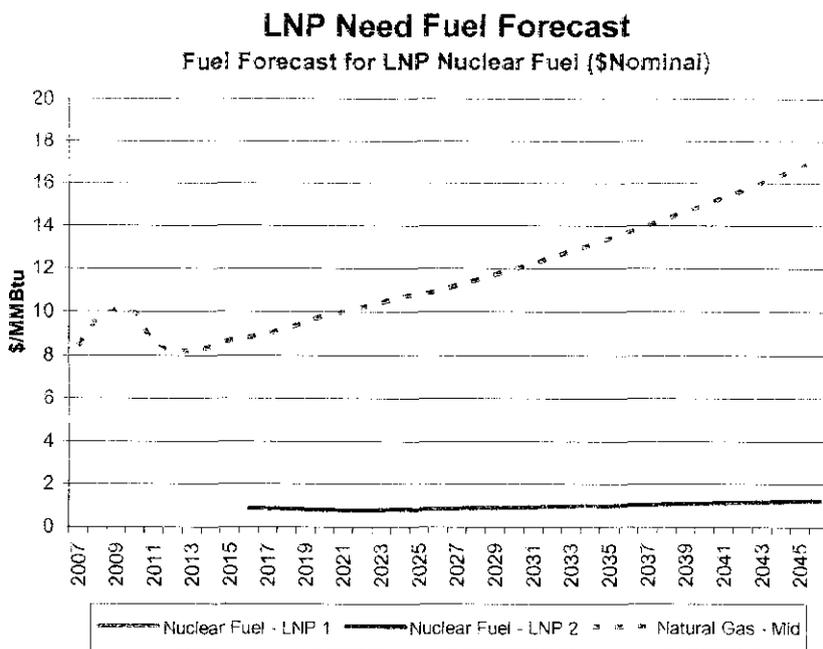
LNP Need Fuel Forecast
 Fuel Forecast Sensitivities for Natural Gas (\$Nominal)



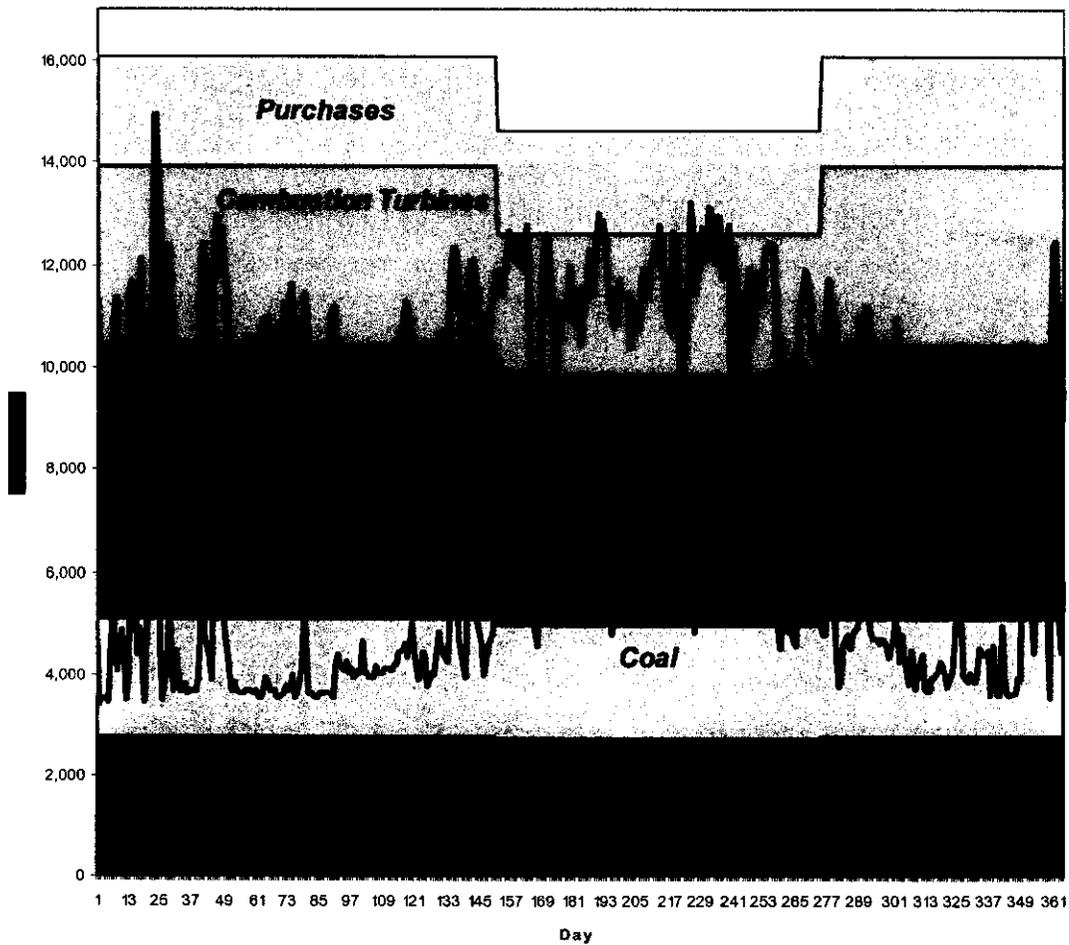
LNP Need Fuel Forecast
 Fuel Forecast Sensitivities for Oil (\$Nominal)



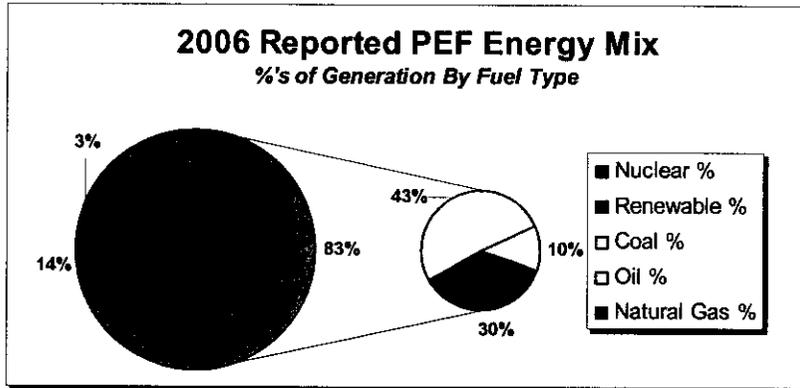
Nuclear Fuel Forecast



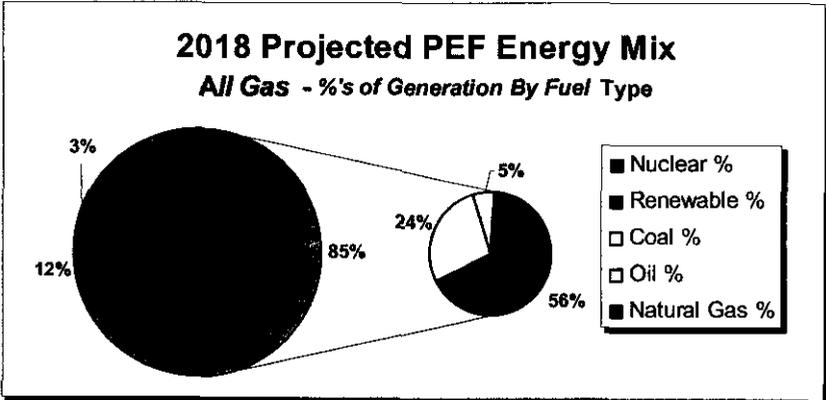
2018 PEF Daily System Load Forecast
Base Case (Generation Illustrated with No Outage)



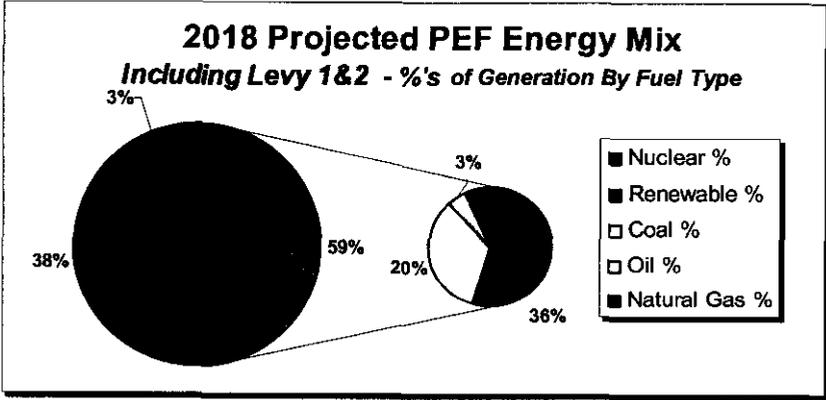
PEF's 2006 Energy Mix.



PEF's 2018 Energy Mix Without Levy Units 1 and 2



PEF's 2018 Energy Mix With Levy Units 1 and 2



CPVRR of PEF Expansion Plan.

Levy 1&2 Nuclear Economic Benefits Assessment
Mid Reference Fuel and Fuel Sensitivities - Full Ownership
Comparison of Nuclear Expansion vs All Gas Reference Case
Base Year Cumulative PV Benefits (\$2007 in Millions)

Base Capital Reference Case	Low Fuel Reference	Mid Fuel Reference	High Fuel Reference
No CO₂	(\$6,416)	(\$2,888)	\$2,635
Bingaman Specter CO₂ Case	(\$3,834)	(\$343)	\$5,212
EPA No CCS CO₂ Case	(\$2,684)	\$793	\$6,318
MIT Mid Range CO₂ Case	\$85	\$3,614	\$9,077
Lieberman Warner CO₂ Case	\$2,930	\$6,380	\$11,892