

1 BEFORE THE
2 FLORIDA PUBLIC SERVICE COMMISSION

3 DOCKET NO. 120015-EI

4 In the Matter of:

5 PETITION FOR INCREASE IN RATES
6 BY FLORIDA POWER & LIGHT COMPANY.
7 _____ /

8 TELEPHONIC
9 DEPOSITION OF: J. RANDALL WOOLRIDGE

10 TAKEN AT THE
11 INSTANCE OF: The Staff of the Florida
 Public Service Commission

12 PLACE: Room 382-D
13 Gerald L. Gunter Building
 2540 Shumard Oak Boulevard
 Tallahassee, Florida

14 TIME: Commenced at 10:00 a.m.
15 Concluded at 11:53 a.m.

16 DATE: Monday, July 30, 2012

17 REPORTED BY: LINDA BOLES, RPR, CRR
18 Official FPSC Reporter
19 (850) 413-6734
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FLORIDA PUBLIC SERVICE COMMISSION

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21 the Florida Public Service Commission Staff.

I N D E X

WITNESSES

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EXHIBITS

NUMBER :

ID.

ADMTD.

(REPORTER'S NOTE: No Exhibits Marked.)

D E P O S I T I O N

MS. KLANCKE: Okay. I think we should just go ahead and begin. And when FIPUG and Mr. Hendricks join us, they can identify themselves and we will, they'll just have to catch up.

At this time, I would like the notary to swear in the witness, please.

MR. REHWINKEL: Okay. The notary, Mr. Flebotte, is here.

THE NOTARY: Yeah. Hi. I'm Ronald Flebotte. I'm a notary in the Commonwealth of Pennsylvania. I'm going to swear in Dr. Woolridge now.

J. RANDALL WOOLRIDGE

was called as a witness on behalf of the Citizens of the State of Florida and, having been duly sworn by the notary present with the witness, testified as follows:

MS. KLANCKE: Mr. Flebotte, would you please fax me a copy of that oath to the following number: Area code 850-413-6221?

THE NOTARY: Okay. And to whose attention should I make that?

MS. KLANCKE: To the attention of Caroline Klancke, and I'll spell my last name for you. It's K-L-A-N-C-K-E.

THE NOTARY: Okay. Thank you, Caroline.

EXAMINATION**BY MS. KLANCKE:**

Q Good morning, Dr. Woolridge. My name, as I just specified, is Caroline Klancke. I'm an attorney in the General Counsel's Office with the Florida Public Service Commission. I have a few questions for you this morning. If at any point during this deposition you do not understand a question I have asked or any term that I have used, in particular abbreviations, would you please stop me and let me know? Okay?

A Yes. Yes.

Q If you need a break at any time, please feel free to ask for that as well.

Would you please state your name for the record?

A My name is the initial J. Randall Woolridge, W-O-O-L-R-I-D-G-E.

Q What is your occupation and business address?

A I'm an independent consultant. My business address is 310 South Allen Street, Number 704, State College, Pennsylvania 16801. I'm also a professor of finance at Penn State.

Q And what are your current responsibilities in your position as professor at Penn State?

A I teach finance classes. I also run a,

1 something called the Nittany Lion Fund, which is an
2 investor-owned student-managed fund.

3 Q On whose behalf are you appearing in this
4 proceeding?

5 A For OPC.

6 Q What is the purpose of your testimony in this
7 proceeding?

8 A I am recommending a return on equity for
9 Florida Power & Light.

10 Q Have you prefiled testimony and exhibits in
11 Docket Number 120015-EI?

12 A Yes.

13 Q At this time do you have any additions,
14 deletions, or corrections to your prefiled testimony?

15 A I have some -- I have an errata sheet that I
16 have provided. It includes edited items --

17 Q Would you --

18 A -- from my testimony and exhibits.

19 Q We have provided the court reporter with a
20 copy of this errata. Will you go, for the purpose of
21 the record, through this errata sheet and identify the
22 changes or edits to your testimony?

23 A Yes. Beginning with the testimony, page 12,
24 line 10, the testimony reads 4.45%. The number should
25 be 3.76%.

1 Page 12, line 25, the testimony reads
2 twenty-eight. It should, the edited, the errata item,
3 it should read thirty-four.

4 Page 23, line 7, testimony reads 4.5%. It
5 should read 4.0%.

6 Page 38, line 19, the testimony reads 1.0%.
7 It should read 1.3%.

8 Q With respect to -- okay. I have a question
9 with respect to the next edit. So would you please go
10 through that with us, please?

11 A Page 39, line 2, the testimony reads 5.0%. It
12 should read 5.3%.

13 Q Will this edit change the average that's
14 reflected on line 3 in the amount of 4.3%?

15 A No.

16 Q Okay.

17 A Next edit, page 47, line 14, the testimony
18 reads 5.06%. It should be 5.11%.

19 Q Does that entail all of the changes or edits
20 that you have to your direct prefiled testimony?

21 A That's all that relates to my testimony. I
22 have a couple related to my exhibits.

23 Q Will you go through the edits to your
24 exhibits, please?

25 A Yes. Exhibit JRW-5, page 1, Panel B, the

1 title should read Electric Proxy Group, not NextEra.

2 Exhibit JRW-10, page 4, for PNM resources
3 projected EPS, DPS and book value per share growth rate
4 of -7.5%, -0.5%, and 1.5% should be 15.5%, 10.5%, and
5 3.0%.

6 Again on JRW-10, page 4, the bottom of the
7 table, these results mean -- indicate the mean projected
8 EPS and DPS growth rates of 4.4% and 4.0% should be 5.0%
9 and 4.3%.

10 And finally, at the very, at the bottom of
11 JRW-10, page 4, the median projected EPS growth rate of
12 5.0% should be 5.3%.

13 Q Does this complete the modifications you have
14 with respect to your exhibits?

15 A Yes.

16 Q In the Notice of Telephonic Deposition issued
17 in this case staff asked you to bring copies of all work
18 papers and other materials used by you in the
19 preparation of your case. Could you please describe
20 what documents you have with you?

21 A Well, I have my testimony, I have my, my work
22 papers in a sense, at least in electronic form, so I
23 have the articles I've cited. I provided a CD with all
24 electronic items, and I have access to those electronic
25 items. There's, you know, hundreds and hundreds of

1 pages of items.

2 Q Indeed. I do not believe that we will be
3 mining those items; however, I just wanted to make sure
4 that you had your work papers there with you in addition
5 to your testimony.

6 With respect to your testimony, would you
7 please turn to page 17 of your testimony?

8 A Yes.

9 Q On line 10 you state, quote, FPL has
10 significantly more equity in its capital structure than
11 other electric utilities. Is that correct?

12 A Yes.

13 Q Is it correct that you compare FPL's capital
14 structure to the holding companies' capital structures
15 in your proxy group?

16 A Yes.

17 Q Have you compared FPL's capital structure to
18 the capital structures of the electric utility operating
19 companies associated with the holding companies in your
20 proxy group?

21 A No, I have not.

22 Q Wouldn't it be a more appropriate
23 apples-to-apples comparison to compare FPL's capital
24 structure to the capital structures of the electric
25 utility operating companies associated with the holding

1 companies in your proxy group?

2 A No. That would be inappropriate.

3 Q Why do you believe it would be inappropriate?

4 A The operating companies do not trade in the
5 market. The holding companies trade in the market. We
6 are using the holding companies to estimate the equity
7 cost rate, not the operating companies. Therefore, the
8 financial leverage of the holding companies is the
9 relevant comparison when you're estimating using those
10 companies to estimate an equity cost rate.

11 Q Would you turn to page 18 of your testimony?

12 A Yes.

13 Q Beginning on line 16 you specify, quote, to
14 recognize the risk trade-off of the alternative proposed
15 capital structures, I am recommending an equity cost
16 rate of 8.5% if the Commission adopts FPL's requested
17 59.62% equity capital structure. If the Commission
18 adopts OPC's imputed capital structure, I recommend an
19 equity cost rate of 9.0 for FPL. Is that correct?

20 A Yes.

21 Q How did you arrive at the 50 basis point
22 difference for the cost of equity for the different
23 capital structures?

24 A Primarily that is based on judgment. I
25 established a range of 8.5 to 9%. It does reflect the

1 basis points roughly that you would see between, say, an
2 A-rated bond and a triple B-rated bond. So it
3 approximates that difference. So when you're talking
4 about a capital structure difference of the magnitude
5 we're talking about, in my opinion it would be worth
6 about 50 basis points.

7 So it's primarily based on establishing a
8 range and using that range and judgment in determining
9 which one. But it, in a way it reflects different,
10 different yield differentials in bond yields.

11 Q Have you done any analysis regarding changes
12 in equity ratios and the associated effects on the cost
13 of equity?

14 A No. No, I have not.

15 Q Would you describe the adjustment you made to
16 the cost of equity for the different capital structures
17 as a gut instinct approach to estimating changes to the
18 cost of equity given the changes to the capital
19 structure?

20 MR. McGLOTHLIN: Caroline, would you repeat
21 your question? It faded a bit on me.

22 BY MS. KLANCKE:

23 Q Would you describe the adjustment you make to
24 the cost of equity for the different capital structures
25 as a gut instinct or largely judgment-based approach to

1 estimating changes to the cost of equity given changes
2 to the capital structure?

3 **MR. McGLOTHLIN:** I'm going to object to the
4 form of the question. But, Dr. Woolridge, if you
5 understand the question, go ahead and answer it.

6 **THE WITNESS:** Well, I wouldn't say it was gut
7 instinct. I would call it informed judgment based on my
8 experience of doing this for 25 years or so and
9 reviewing differences in the yields on long-term public
10 utility debt.

11 **BY MS. KLANCKE:**

12 **Q** To your knowledge, how many of the companies
13 in your proxy group are building or contemplating
14 building one or more nuclear power plants?

15 **A** I don't know. I do know that construction
16 programs are an important element of the risk profile
17 and they're considered in the bond rating process.

18 **Q** Do you know what the estimated cost is for
19 building a nuclear power plant?

20 **A** Yes. In the billions.

21 **Q** Indeed. Historically what impact has the
22 construction of a nuclear power plant or plants had on a
23 utility's balance sheet?

24 **A** Well, obviously it takes a number of years to
25 construct it. Often there's debt used in the

1 construction, to finance the construction.

2 Q Would you agree that the construction of
3 nuclear power plants puts pressure on a utility's
4 balance sheets?

5 A Yes. And I think the bond rating agencies
6 know that and take that into effect when they evaluate
7 that and place a rating on the bonds.

8 Q Is that for the cost of debt or the cost of
9 equity?

10 A That's for the investment risk of the company.

11 Q Debt or equity?

12 A It is obviously for debt, but, I mean, I
13 believe that the, the elements that they consider are
14 very much reflected in the equity cost rate as well.

15 Q Do you think it would be prudent for an
16 electric utility to have a relatively thick equity ratio
17 if it were contemplating the building of a nuclear power
18 plant?

19 A Well, again, I believe that those are issues
20 that are certainly evaluated in the bond rating process
21 primarily because the bondholders are the ones that are
22 looking for protection when you look at the overall bond
23 rating of the, of the company.

24 Q Is the utility's equity ratio something rating
25 agencies would be interested in if a utility was

1 pursuing licenses from the Nuclear Regulatory
2 Commission?

3 A Oh, certainly. And obviously the relevant
4 equity ratio here is the equity ratio of NextEra, not
5 FP&L.

6 Q Shouldn't the Commission be concerned about
7 FPL's equity ratio as well?

8 A If you're talking about -- if you're
9 talking -- you know, obviously the Commission is. But
10 you have to look at FP&L's ratio, equity ratio relative
11 to that of its parent and relative to that of other
12 electric utilities. Clearly that's been done by S&P in
13 placing a rating on the company's bond rating.

14 Q Would you turn to 30 -- page 31 of your
15 testimony?

16 A Yes.

17 Q Beginning on line 18 you specify -- you
18 recommend an adjustment to the dividend yield by
19 one-half the expected growth, so as to reflect growth
20 over the coming year. Is that correct?

21 A Yes.

22 Q Can you cite to any authoritative academic
23 text that describes adjusting the dividend yield by
24 one-half the expected growth rate as appropriate?

25 A No. I mean the, the textbooks really deal

1 with the theory of the DCF model, not the application.
2 The reason, as I explain above, that I used one-half the
3 growth rate is because companies tend to increase their
4 dividends at different times during the year. So some
5 of the companies may be increasing their dividend next
6 quarter. The other companies may be increasing their
7 dividend three quarters from now. So to capture what
8 the dividend would be expected to be in the next year, I
9 use one-half the growth rate.

10 I think an alternative would be to determine
11 what exactly the dividend would be in the coming year
12 based on the company's tendencies and when they tend to
13 increase their dividend, and that would be an
14 alternative approach to recognizing the timing
15 difference in the, in the DCF calculation.

16 Q Wouldn't, wouldn't it be the current dividend
17 times the expected growth rate?

18 A No.

19 Q At this time I'd like to ask for a late-filed
20 exhibit to your deposition. Staff would like to request
21 a deposition exhibit showing the derivation of your
22 annual DCF model that illustrates how adjusting the
23 dividend yield by one-half the expected growth rate is
24 mathematically correct.

25 A Let me just respond. I mean, the reason for

1 it I explain on page 31. There's not a calculation.
2 It's recognizing in an application of a theoretical
3 model -- in this case what's happening is companies
4 simply increase their dividends at different times. So
5 it's recognizing the, the fact that a company's dividend
6 over the next year isn't simply the current dividend
7 times one plus the growth rate, it's recognizing that
8 these dividends are going to be increased at different
9 times.

10 **Q** With that explanation, we withdraw the request
11 for this late-filed exhibit.

12 Staying on the same page, on line 19 you
13 specify that the recommended approach of the adjustment
14 of one-half is, quote, employed by the Federal Energy
15 Regulatory Commission, end quote. And in support of
16 that statement you cite to FERC Opinion 414-A; is that
17 correct?

18 **A** Yes.

19 **Q** To your knowledge, does the FERC have one
20 approved methodology that they use in all cases before
21 them?

22 **A** It's been my experience that FERC has a DCF
23 methodology that they use that evolves occasionally. A
24 lot of it involves modifications based on outliers; who
25 gets what gets included, what doesn't get included. But

1 with respect to the dividend yield calculation in terms
2 of reviewing FERC cases, I believe they've used this
3 approach for some time.

4 **Q** To the exclusion of all other approaches or
5 methodologies?

6 **A** Yes.

7 **Q** Is it true that adjusting the yield by
8 one-half to reflect a growth rate over the coming year
9 was used in FERC Opinion 414-A as you cited, but it is
10 not exclusively the methodology that they use in every
11 case?

12 **MR. McGLOTHLIN:** Can you identify a case to
13 which you're referring, Caroline? Otherwise, I'll have
14 to object to the question as vague.

15 **MS. KLANCKE:** I just wanted to clarify the
16 witness's opinion that the DCF methodology utilized in
17 414-A is the only methodology used and approved by FERC.

18 **THE WITNESS:** Again, I haven't done a lot of
19 FERC work. I was involved in a case in the past year,
20 and it's just my experience when it comes to the
21 dividend yield calculation that one-half the growth rate
22 is what FERC has been using. And that's my experience.
23 It's not -- they have a fairly rigid methodology. They
24 do make adjustments to it, but it's mostly on -- not,
25 not with a dividend yield calculation but what growth

1 rates are included or excluded.

2 Q Fair enough.

3 Would you turn to page 37 of your testimony?

4 A Yes.

5 Q On this page in footnotes 8 and 9 you cite to
6 two articles. In particular in footnote 8 the article's
7 title is *Advances in Business and Management*
8 *Forecasting*, and in footnote 9 it is an article from the
9 *Journal of Accounting Research*. Do you see that?

10 A Yes.

11 Q Staff would like to request a late-filed
12 exhibit containing those two articles in their entirety.
13 Would that be possible?

14 A I believe I've already provided those.

15 Q Did you provide them in your work papers as
16 part of your work paper?

17 A Yes, I did.

18 Q Okay.

19 **MR. McGLOTHLIN:** Caroline, if there's a need
20 to assess whether you have them or another party has
21 them in discovery responses, we, we will provide them
22 if, if you don't already have them.

23 **MS. KLANCKE:** We will go back through some of
24 the discovery responses with respect to this witness's
25 work papers and see if we can locate those. If not, we

1 will advise OPC and track those down.

2 **MR. McGLOTHLIN:** All right. In the meantime,
3 why don't you assign this a number. We'll keep it as an
4 open item pending your response.

5 **MS. KLANCKE:** Okay. Let's make this
6 Late-Filed Exhibit 1, pending staff's response. And the
7 short title we'll give to it are Articles Contained in
8 Footnotes 8 and 9.

9 **THE WITNESS:** Just to give you an update, I
10 provided a CD, I think it was labeled The Woolridge CD.
11 In that, on that CD there is a -- and I provide an
12 explanation of where things will be found in a data
13 response. I don't know the number of that. But these
14 particular articles would be found in something called
15 the article folder on the CD, and they'll be listed by
16 the author's name. So in footnote 8 it would be Lacina,
17 Lee, and Xu, a .pdf of that, 2011. And the other in
18 footnote 9 would be listed under Easton and Sommers,
19 2007.

20 **BY MS. KLANCKE:**

21 **Q** Okay. Would you turn to page 50 of your
22 testimony.

23 **A** Yes.

24 **Q** Beginning on line 11 you show the results of
25 your DCF and CAPM analysis as 8.7% under DCF and 7.7%

1 respectively; is that correct?

2 **A** Yes.

3 **Q** On line 18 you state, with respect to these
4 conclusions, Therefore, I conclude that the appropriate
5 equity cost rate for the electric proxy group is in the
6 8.5% to 9% range at this time. Is that correct?

7 **A** Yes.

8 **Q** How did you get to 9% when the range of your
9 analysis is 7.7 to 8.7%?

10 **A** Well, as I indicate, I rely to a much greater
11 extent on the DCF model and I identify therefore 8.7 as
12 the appropriate number. In order to be conservative
13 about these results, I specified that as being the
14 middle of the range of 8.5 to 9%. So it's really just
15 using a conservative judgment about what these results
16 indicate about the appropriate equity cost rate.

17 **Q** How is it conservative? How is the estimate
18 conservative if it increases the range to 9%?

19 **A** Well, I mean, just being conservative how I
20 interpret the results.

21 **Q** With respect to your reliance on the DCF model
22 how does this increase the range?

23 **A** Well, I just would indicate my result from the
24 DCF model is about 8.5% -- I mean 8.75%. I don't think
25 you can specify it, you know, within hundreds of basis

1 points. But if it was a point estimate, it would be
2 about 8.75%, so I specified the range 8.5 to 9%. It's
3 being a conservative approach and using judgment on what
4 the results are.

5 Q Would you turn back to page 23 of your
6 testimony?

7 A Yes.

8 Q On lines 18 and 19, in reference to the
9 market-to-book ratios of your proxy group you specify
10 that it's 1.3 times in 2010 and 1.4 times in 2011. Do
11 you see that?

12 A Yes.

13 Q How much of the market-to-book ratio being
14 above one is attributable to the electric operating
15 companies and how much is attributable to the
16 nonregulated operations in your opinion?

17 A I have not done that study. I mean, the
18 earned returns are about 10% for this group.

19 You look at the current earned returns, I mean
20 they've been declining. Let me go to JRW-7.

21 I mean, the current authorized returns have
22 been in the range of 10% for three to four years. Now
23 obviously on average these, about two-thirds of the
24 revenues from these companies come from their regulated
25 segment. So I haven't done a study, but it's, obviously

1 it's -- I would say primarily it's from the operating
2 companies.

3 Q Why?

4 A Because they get over two-thirds of their
5 revenues from the regulated dis -- regulated electric
6 operations.

7 Q Have you performed any studies to determine
8 how much, if any, of the market-to-book ratio being
9 above one is attributable to regulated utility
10 operations?

11 A No. I just said I didn't. I'm just surmising
12 that based on the percentage of the revenues for these
13 companies that come from there. I mean, if you look
14 on -- well, the median -- I'm sorry. I misspoke.

15 For the -- as indicated in JRW-4, for this
16 group 77% of their revenues come from electric,
17 regulated electric revenue. Another 7% come from
18 regulated gas revenue. These are primarily regulated
19 electric utilities.

20 Q In your opinion is the market-to-book ratio a
21 function of revenues?

22 A Well, no. As I indicate in my discussion,
23 over time it's a function of the earned return on equity
24 relative to the return that investors require.

25 Q Is it possible in your opinion that the

1 market-to-book ratio being above one is entirely
2 associated with nonregulated operations?

3 A No.

4 Q Explain.

5 A Well, I mean, these are primarily regulated
6 electric utilities and, therefore, their primary, their
7 return on equity and market-to-book ratios are a
8 function of their regulated subsidiaries.

9 Q Is it --

10 A They're viewed by the market as regulated,
11 they have holding company structures, they do have
12 unregulated revenues and operations, but they are
13 primarily predominantly regulated electric utilities.
14 Otherwise, it would be classified as some other type of
15 company.

16 Q Is it possible that the market-to-book ratio,
17 and I stress the word possible, being above one would be
18 entirely associated with nonregulated? Is it a
19 possibility?

20 A No, not for this group.

21 Q Do you -- you did not include an adjustment
22 for flotation costs in your recommended return on
23 equity; is that correct?

24 A That's correct.

25 Q Is it true that the dollar amount that the

1 utility receives from a new stock issuance is reduced
2 by flotation costs?

3 A Yeah. I mean, when it comes to flotation
4 costs, that should be a cost of service. And if a
5 company issues stock in a particular year, the expenses
6 associated with that, the fees that are paid, should be
7 accounted for as an operating expense.

8 Q If the amount the utility receives from a new
9 stock issuance is reduced by flotation costs, how will
10 the utility earn the required return if a flotation cost
11 allowance is not provided?

12 A Well, as I said, I think it should be
13 recovered as an operating expense.

14 Q If the Commission expensed flotation costs,
15 would you still recommend disallowance?

16 A No. I said out-of-pocket expenses should be
17 reported in expense and recovered over time.

18 Q In your opinion what is the difference between
19 costs associated with issuing stock and any other
20 utility expense that is allowed for ratemaking purposes?

21 A Well, I just think it's a cost like other
22 operating costs and should be recovered in that manner.

23 MS. KLANCKE: Fair enough. Let me take -- let
24 me -- those are all of the primary areas we had
25 questions on. Let me take a brief break with staff,

1 maybe three minutes, four minutes, and come back on the
2 record and -- just to discern, to make sure that we
3 don't have any additional questions.

4 **MR. McGLOTHLIN:** Before you go off the record,
5 I have some information about the articles you
6 requested.

7 **MS. KLANCKE:** Oh, please.

8 **MR. McGLOTHLIN:** We have provided those, and
9 the Bates numbers would be 1 through 9966 and 010755.

10 **MS. KLANCKE:** Excellent. Thank you for that
11 information. We will, with that, we will take a brief
12 three-to-four-minute break to confer with staff and
13 we'll be right back.

14 **MR. McGLOTHLIN:** All right.

15 (Recess taken.)

16 **BY MS. KLANCKE:**

17 **Q** Dr. Woolridge, are you, are you with us?

18 **A** Yes, I am.

19 **Q** Excellent. We just had one more question. Is
20 it true that if flotation costs are recovered through an
21 adjustment to the cost of equity, that the adjustment
22 must be applied continually?

23 **A** Well, I mean, effectively -- I mean, as a
24 cost, I mean, effectively it adds to the rate of return
25 for a continuous time period if you make the adjustment

1 through the cost of equity.

2 **MS. KLANCKE:** Okay. That concludes staff's
3 questions. However, I note, just for going forward,
4 that I would like to, once I turn this over towards
5 other entities, I would like to start with those
6 individuals or entities that have cross-noticed this
7 deposition, and in particular those are FPL, FIPUG, and
8 Mr. Hendricks. To my knowledge neither FIPUG nor
9 Mr. Hendricks is currently with us, but -- so obviously
10 we're going to start with FPL asking questions. But if
11 they join us, we will allow them to go before anyone
12 else.

13 If at that time all of the entities that have
14 cross-noticed this deposition, if there are any other
15 individual parties or Intervenors or, yeah, parties or
16 Intervenors, then they can, even if they have not
17 cross-noticed, ask questions at that time. Okay?

18 With that, I will turn it over to FPL.

19 **EXAMINATION**

20 **BY MR. GUYTON:**

21 **Q** Dr. Woolridge, my name is Charlie Guyton. I
22 represent Florida Power & Light Company in this
23 deposition. How are you today, sir?

24 **A** I'm okay.

25 **Q** I have, I have some basic questions, but I'm

1 going to start where Ms. Klancke started. And if for
2 some reason I mumble or more likely you just simply
3 don't understand something because I don't understand
4 it, will you stop me?

5 A Yes, I will.

6 Q Okay. The Commission also has a practice here
7 in Florida that it's followed for a number of years
8 where it asks an expert to give a yes or no answer if
9 the question calls for a yes or no answer, and then
10 explain the answer if necessary. Would you, would you
11 follow that practice with me as well?

12 A Okay.

13 Q I see that you've made some changes to your
14 testimony or through your errata. Is there anything
15 else in your testimony that is inaccurate?

16 A Not that I'm aware of.

17 Q Is there anything in your testimony that the
18 Commission shouldn't rely on?

19 A No, I don't believe so.

20 Q Okay. Now the good news is I'm not going to
21 ask you about everything I don't understand, but there
22 are a couple of things that I do want to ask you about
23 to get some clarity. And let's start at page 28 where
24 you set forth the basic DCF model.

25 A Yes.

1 Q And at line 25 when you're describing that
2 formula, you say that D1 represents the expected
3 dividend over the coming year; correct?

4 A Yes.

5 Q So the dividend and the dividend yield portion
6 of the DCF model is not the current dividend but the
7 expected dividend.

8 A Yes.

9 Q And if one were to use the current dividend,
10 then that D1 would be a D sub 0; correct?

11 A Yes.

12 Q Now at page 31, line 8, and I believe you were
13 already asked about this, you talk about analysts who
14 use the current dividend adjusting it for growth to make
15 it an expected dividend; correct?

16 A Yes.

17 Q So the dividend yield of the DCF has an
18 element of growth, at least in the D1 term, the
19 numerator.

20 A Yes.

21 Q Well, here's the confusion I had. At the
22 bottom of page 29 and the top of page 30 you state, the
23 dividend yield can be measured precisely at any point in
24 time, but tends to vary over time. Estimation of
25 expected growth is considerably more difficult.

1 And my question is if the dividend yield has
2 an element of growth in the expected dividend, how is
3 that any less difficult to estimate than the growth
4 rate?

5 A Well, the dividend yield itself, obviously the
6 current dividend yield is observable in the marketplace.
7 The expected growth rate is not. My discussion on
8 page 31 gets to the estimation of what, what do we call
9 D0 versus D1 and whether you simply grow sub D0 by one
10 plus the growth rate or if you use an alternative
11 procedure because of the fact the companies tend to
12 increase their dividends at different points of the
13 year.

14 Q So when you, when you state that the dividend
15 yield can be measured precisely, you're not talking
16 about D sub 1 divided by price, you're talking about
17 D sub 0 divided by price.

18 A Yes.

19 Q Okay. Now you were asked by staff counsel
20 about this adjustment for one-half of the growth rate in
21 the computation of a dividend yield. And if I recall
22 correctly, you talked about an alternative that could be
23 used and you said one could use the expected dividend in
24 the coming year. Was that the alternative? Did I
25 understand that correctly?

1 A Yes.

2 Q Okay. And Value Line develops an expected
3 dividend in the coming year, does it not?

4 A Yes.

5 Q So one could use the Value Line value for
6 expected dividend instead of adjusting the, or the
7 current dividend by the growth rate or half the growth
8 rate.

9 A Yes. And I would agree to that. If you're
10 using, say, the expected dividend over the next four
11 quarters as opposed -- and I would agree with that, yes.

12 Q If you would turn, please, to page 19. And
13 there at line 18 you use the phrase "theory of the
14 firm." What do you mean by that?

15 A I'm sorry. What page, what line number?

16 Q Line 18. In a question it says --

17 A Yes.

18 Q You use -- the question uses the phrase
19 "theory of the firm." What do you understand the theory
20 of the firm to be?

21 A The theory of the firm goes back to, like,
22 managerial economics when they talk about companies and
23 how they differentiate themselves and earn a -- you
24 know, when you go from, say, perfect competition where
25 returns will be -- you're going to earn a return that

1 investors require because perfect competition will
2 preclude you from earning abnormal returns. And you go
3 move away from that model where companies can achieve
4 economies of scale or a price differentiation and
5 thereby allow them to earn returns above the returns
6 that investors require.

7 Q And why -- help me understand the context of
8 why it's important to provide an overview of cost of
9 capital in the context of the theory of the firm?

10 A From the standpoint of understanding the
11 sources of, of -- when you move away from perfect
12 competition, you can earn returns above the return that
13 investors require, and that will thereby allow the
14 market value to be worth more than the book value.

15 Q Now in that same discussion a few lines down
16 at line 22 you use the term "equilibrium." What is
17 equilibrium?

18 A Well, in theory it's when, you know, when the
19 market forces are such that market values, book values
20 are the same and you're in an equilibrium state. From
21 a -- I mean, from looking at it over time, the idea is,
22 you know, you may be at disequilibrium at some point in
23 time, but over time market forces will drive prices and
24 other elements back to equilibrium.

25 Q So is equilibrium the long-term norm?

1 A In my opinion, yes, over time. On one day or
2 another there may not be equilibrium, but over time.

3 Q At line 24 you use the phrase "normative
4 economic models of the firm." What are you, what are
5 you referring to there?

6 A It's the theory of the firm. Normative being
7 theoretical models as opposed to, say, understand -- you
8 know, where, where you establish the firm in a perfect
9 competition context.

10 Q So, so the normative economic models would be
11 something other than perfect competition?

12 A No. They would be, they would be the
13 theoretical model.

14 Q And one of those theoretical models would be
15 perfect competition?

16 A Yes.

17 Q And what other theoretical models would you
18 have besides perfect competition?

19 A Well, you could have oligopolies, you could
20 have obviously monopolies.

21 Q Let's turn to page 20 of your testimony.
22 There you speak of the economist's ideal mode of perfect
23 competition. That's at line 2.

24 A Yes.

25 Q Can you achieve equilibrium in the economist's

1 ideal model of perfect competition?

2 A Well, in theory you can.

3 Q Well, help me understand the next two
4 sentences then. In the first sentence you say that in
5 perfect competition price equals marginal cost. But in
6 the next sentence you say in long-run equilibrium, which
7 I understand can also be in perfect competition, price
8 equals average cost. How can price equal both?

9 A Because in the long term marginal costs and
10 average costs will be the same.

11 Q If you'd turn to page 21, lines 24 and 25.
12 This is a conclusion that you draw after a long quote by
13 James McTaggart. And you say that, you say that the
14 relationship between a firm's ROE, cost of equity, and
15 market-to-book ratio is relatively straightforward.

16 If that's the case, why isn't there a
17 financial model that uses market-to-book ratio to
18 estimate cost of equity?

19 A Well, I think I have seen some people use a
20 market-to-book adjustment to estimate a cost of equity.
21 But is there a specific model that's used? I'm not
22 aware of one. I have seen adjustments made of --

23 Q So you're not aware of a standard financial
24 model that uses market to book to develop a cost of
25 equity estimate, something akin to --

1 **A** No. And, and the issue could be they're
2 obviously just a straight market-to-book ratio. You
3 have to bring in other elements to get to the return on
4 equity.

5 **Q** Let's turn to page 24 of your testimony.
6 There at lines 4 through 7 you talk about three types of
7 risk: Investment, business, and financial risk.
8 Correct?

9 **A** Yes.

10 **Q** Are you saying that a firm's investment risk
11 is a combination of a firm's business risk and its
12 financial risk?

13 **A** Yes. I'm sorry. That's on page 24, you said?

14 **Q** Yes, sir. At lines 4 through 7.

15 **A** Yes. Sorry.

16 **Q** Not a problem. I apologize for repeating this
17 but I want to make sure that we didn't lose it in the
18 transition. You're saying that a firm's investment risk
19 is a combination of a firm's business risk and its
20 financial risk.

21 **A** Yes.

22 **Q** Okay. And at pages 12 and 13 of your
23 testimony you explain how you developed your proxy
24 group; correct?

25 **A** Yes.

1 Q Why did you use a proxy group to estimate
2 FPL's cost of equity?

3 A Primarily because obviously FPL doesn't have
4 equity trades. You tend to use a proxy group in either
5 valuation or cost of equity capital applications to get
6 an indication from the market about, in this case, what
7 the appropriate cost of equity is.

8 Q Was your judgment informed by the Bluefield
9 case?

10 A Yes. In the sense that you look to the market
11 to establish what the required return is.

12 Q In selecting your proxy group, did you try to
13 identify firms with comparable investment risk to FPL?

14 A Yes. And that's primarily by the selection of
15 predominantly electric utilities.

16 Q Which of those six criteria that you show on
17 page 13 relate to investment risk?

18 A Certainly the first three do. Number 4, which
19 is pretty common, is so you can use a DCF approach.
20 Number 5 is to eliminate the impact of acquisitions.
21 And number 6 is to ensure that you have analyst growth
22 rate forecast.

23 Q Now number 5 would be a matter of business
24 risk acquisition?

25 A No. I mean, it's mostly a function of, of

1 pricing associated with acquisitions. Usually they're
2 eliminated because there can be distortions in pricing
3 associated with mergers and acquisitions for either
4 targets and/or acquires (phonetic).

5 Q So if I understand correctly, you are saying
6 that your use of an investment grade bond rating was an
7 attempt to identify entities with comparable investment
8 risk to FPL?

9 A Yes.

10 Q Mr. Woolridge, if proxies have a higher
11 financial risk than FPL, why did you include them in
12 your comparable risk proxy group?

13 MR. McGLOTHLIN: Could I hear that again,
14 please, Charlie?

15 BY MR. GUYTON:

16 Q If proxies that you're using have a higher
17 financial risk than FPL, why did you include them in
18 your comparable risk proxy group?

19 MR. McGLOTHLIN: Object to the form.

20 THE WITNESS: Well, I mean, obviously a proxy
21 group you try to, you're going to have -- some are going
22 to be higher and some are going to be lower. And so
23 whereas, you know, predominantly the fact -- your
24 electric utility, predominant electric utility is going
25 to be the primary element of investment risk. They may

1 have alternative financial risk measures. But as long
2 as they have investment grade bond ratings, it's an
3 indication to me that, that they can be part of a proxy
4 group.

5 **BY MR. GUYTON:**

6 **Q** Well, if FPL has overall comparable investment
7 risk to the proxies, which I understand that was your
8 intent, but you maintain it has lower financial risk
9 than the proxies, if investment risk is a combination of
10 financial and business risk, doesn't that mean that FPL
11 has a higher business risk than the proxy group?

12 **A** Well, not necessarily. Because obviously
13 these are the holding companies that we're using because
14 the operating companies don't trade. And that's why we
15 use, we need to use the holding companies because they
16 have the stock that trades in the marketplace.

17 **Q** Would you turn to page 17 and 18, please.

18 **A** Yes.

19 **Q** You have, you have an answer beginning at line
20 23 of page 17 and continues on to page 18 through line
21 7. In that paragraph you're speaking of financial risk,
22 are you not?

23 **A** Yes.

24 **Q** At page 18, line 5, when you speak of a,
25 quote, resulting lower risk, end quote, that risk is

1 financial risk; correct?

2 A Yes.

3 Q And similarly at line 6 where you talk about
4 lower risk, that's lower financial risk; correct?

5 A Yes.

6 Q And similarly down on line 18 where you talk
7 about to recognize the risk trade-off, you're talking
8 about financial risk there too, aren't you?

9 A Yes.

10 Q Let's look at your, your answer at -- or your
11 sentence at the top of 18, lines 1 and 2. A relatively
12 lower proportion of debt translates into a lower
13 required return on equity, all other things being equal.

14 Could you make that statement if you didn't
15 qualify it with "all other things being equal"?

16 A From a general standpoint I think all else
17 equal -- there's other variables involved, so I think
18 you have to have all other things equal.

19 Q And that would include business risk, wouldn't
20 it?

21 A Yes.

22 Q Bear with me, Doctor. I may be close to being
23 finished.

24 (Pause.)

25 I think I am. I appreciate your time and your

1 patience with me.

2 **MS. KLANCKE:** At this time I'd like to inquire
3 if any of the other parties that cross-noticed this
4 deposition, i.e. Florida Industrial Power Users Group or
5 Mr. Hendricks, are present via telephone.

6 **MR. HENDRICKS:** This is John Hendricks. I'm
7 present.

8 **MS. KLANCKE:** FPL is now finished with their
9 examination of this witness. At this time do you have
10 any questions for this witness?

11 **MR. HENDRICKS:** Yes. I'm a little
12 disorganized. I had some communication problems this
13 morning getting connected.

14 **EXAMINATION**

15 **BY MR. HENDRICKS:**

16 **Q** I'd like to first ask you a couple of sort of
17 general questions about trying to understand your
18 results.

19 You stated that we use the proxy groups to get
20 market information about the appropriate rate of
21 returns, and in talking about the different returns that
22 you would recommend between having a, the equity ratio
23 required by FPL, requested by FPL, and the equity ratio
24 recommended by, by the other OPC witness. You, you show
25 that there is an interesting difference between 8.5 and

1 9% recommendations when you go from about a 60% equity
2 ratio to about a 50% ratio. Is that a correct
3 understanding of, of those two items?

4 **MR. GUYTON:** Object to the form of the
5 question.

6 **MR. HENDRICKS:** I'm sorry?

7 **MR. GUYTON:** I'm just objecting to the form of
8 the question.

9 **MR. HENDRICKS:** Oh, okay. I was just trying
10 to see if I sort of understood what he was saying here.

11 **BY MR. HENDRICKS:**

12 **Q** Do you -- I, I see that there are a lot of
13 uncertainties going forward, and the trends in the
14 average ROE and the average cost of equity across the
15 utility industry have changed over the last few years.
16 In general there's been some sort of a larger gap
17 opening up between the cost of debt and the cost of
18 equity.

19 Do you -- how -- what is your opinion about
20 the timing issue in using the proxy group or any -- or
21 even current returns to forecast what we're going to be
22 having over the next, you know, two or three years when
23 these rates would be in effect?

24 **MR. GUYTON:** Object to the form of the
25 question. I think it puts matters as a matter of fact

1 that are not established.

2 **MS. KLANCKE:** Mr. Hendricks, so that --

3 **MR. McGLOTHLIN:** This is, this is Joe
4 McGlothlin, an attorney for OPC. Would you clarify what
5 you mean by timing issues as you use it in your
6 question?

7 **MR. HENDRICKS:** I'm sorry. I didn't
8 understand who was speaking and who they were speaking
9 to.

10 **MR. McGLOTHLIN:** My name is Joe McGlothlin.
11 I'm an attorney with the Office of Public Counsel and
12 I'm defending Dr. Woolridge today.

13 When you posed your question, you used the
14 term "timing difference," and I just want to make sure
15 that Dr. Woolridge understands how you're using that,
16 that phrase.

17 **BY MR. HENDRICKS:**

18 **Q** Oh, okay. Yes. Well, the data about the
19 proxy companies is obviously not future data or even
20 really current data. It's data of some recent history
21 from -- and, and we, you know, we know that things are
22 pretty turbulent right now. And so the real question is
23 should we try to take into account these sort of
24 unstable changes in the situation that we're, we
25 possibly have going forward in thinking about the risk

1 and how we evaluate these ROE and capital structure
2 issues?

3 **MR. GUYTON:** Object to the form of the
4 question.

5 **MS. KLANCKE:** Mr. Hendricks, so that you --
6 this is Caroline Klancke from Commission legal staff.
7 When there's an objection raised -- I know that you are
8 a pro se litigant representing yourself. Just for
9 clarity, any party can raise an objection and then state
10 the grounds for that objection. For example, in the
11 last two objections that were raised by Mr. Guyton, both
12 of them were objections to form. He is doing that for
13 the purpose of preserving this objection on the record.
14 However, the witness, if he understands your question,
15 can still answer. But they may request clarification,
16 further elucidation, what not. Okay?

17 **MR. HENDRICKS:** I understand.

18 **MS. KLANCKE:** I just wanted to make sure we
19 were clear.

20 **BY MR. HENDRICKS:**

21 **Q** The question is, you know, would you try to
22 respond to those questions or do you not understand what
23 I asked?

24 **A** I really am not sure if I understand what you
25 asked. My sense is -- I mean, the reason you use market

1 data is because it includes expectations about what is
2 supposed to occur. And so to the extent that there's
3 interest rates or yields or projected growth rates or
4 things like that, you're taking into account what is
5 expected for some time in the future.

6 Q And would that be true both for the yields
7 that the market expects on equity and on debt?

8 A Yes.

9 Q Let me try to ask a question relative to
10 trying to take the ratepayer perspective on, on the
11 capital structure.

12 Is the -- you, you recognize that, I believe,
13 that there are at least two reasonable alternatives that
14 were put forward, one by OPC and one by FPL for capital
15 structure?

16 MR. McGLOTHLIN: Object to the form.

17 BY MR. HENDRICKS:

18 Q Okay.

19 MS. KLANCKE: Mr. Hendricks, once again --

20 MR. McGLOTHLIN: And the basis for the
21 objection is that I don't think that the witness has
22 ever said FPL's proposal is reasonable.

23 BY MR. HENDRICKS:

24 Q Okay. Well, he recognized it as an
25 alternative that is being considered. Maybe I will

1 restate that.

2 The, the, one of the issues that may bear on
3 the reasonableness of a rate structure would be the risk
4 that it associates, the risk that it exposes the
5 ratepayers to in the future. Is that consistent with
6 your understanding?

7 **MR. GUYTON:** Object to the form.

8 **THE WITNESS:** Can you, can you restate that,
9 please?

10 **BY MR. HENDRICKS:**

11 Q Well, presumably a fixed debt obligation such
12 as a long-term bond has a fixed rate of return and a,
13 and an equity financing has a variable rate of return
14 depending on what the market demands from that company
15 at a given time.

16 So in looking at the risk going forward for
17 ratepayers of using a particular capital structure, the,
18 the higher the ratio of equity, the more exposure they
19 have to risk, and the higher the debt structure, the
20 less exposure. The obvious analogy might be a fixed
21 term mortgage versus a variable term one.

22 **MR. GUYTON:** Objection. Goes beyond the scope
23 of the witness's testimony.

24 **MR. McGLOTHLIN:** And I would object to the
25 form of it. But if you understand the question,

1 Dr. Woolridge -- do you?

2 **THE WITNESS:** I really don't.

3 **BY MR. HENDRICKS:**

4 **Q** Okay. The -- how should we think about the
5 advantages from the ratepayers' point of view of
6 different capital structures?

7 **A** Well, I talked about that in my testimony
8 about the equity ratio, for example, as there's more
9 debt into the capital structure. As it turns out, you
10 know, obviously it has an impact on the overall rate of
11 return and rates.

12 Mr. -- this is an issue obviously explained a
13 lot by Mr. Lawton, who estimates the impact of this
14 stuff, and it's also discussed by Mr. O'Donnell.

15 My, I have a very general discussion of it in
16 my testimony that obviously if -- the more debt into a
17 capital structure, it can lead to a lower overall rate
18 of return or cost of capital.

19 **Q** Does it provide a, a relative requirement
20 going forward that depends on this that would be more
21 stable and less risky?

22 **MR. GUYTON:** Object to the form of the
23 question.

24 **MR. McGLOTHLIN:** When you say "does it,"
25 please explain what you mean by it.

1 **MR. HENDRICKS:** I'm sorry. Was that directed
2 to me?

3 **MR. McGLOTHLIN:** Yes, sir. I'm asking you to
4 clarify your question. You asked the witness "does it,"
5 and it isn't clear without more from you what you mean
6 by when you say "it."

7 **BY MR. HENDRICKS:**

8 **Q** Well, the revenue requirement is driven by,
9 among other things, by the return on capital, which is
10 obviously composed of these two major components, debt
11 and equity. And does the balance of those change the
12 ratepayer risk going forward?

13 **MR. GUYTON:** Object to the form of the
14 question.

15 **MR. HENDRICKS:** Okay.

16 **MR. McGLOTHLIN:** When you say ratepayer risk,
17 do you mean the total revenue requirement? Or if that's
18 not --

19 **MR. HENDRICKS:** Yes.

20 **MR. McGLOTHLIN:** Okay.

21 **MR. HENDRICKS:** Yes. I mean the risk
22 basically of having to pay higher rates in the near
23 future or in the future as opposed to having a, a fixed
24 rate.

25 **MR. GUYTON:** Object to the form of the

1 question, if that's the question.

2 **THE WITNESS:** Yeah. I really don't
3 understand.

4 **BY MR. HENDRICKS:**

5 **Q** Okay.

6 **A** I don't understand the concept. I mean --

7 **Q** Well, it's much like the concept of the
8 duration of a portfolio. I mean, they basically -- from
9 the ratepayer's point of view, if you're going to
10 finance something with, with all debt, for example, you
11 know what the, and you take it out at X percent, then
12 that's the rate that goes -- that's the amount that was
13 in over the period of the amortization of that debt. It
14 goes into the, the rate requirement.

15 If you take -- if you finance with 100%
16 equity, what goes into the rate requirement is the ROE
17 that is adjusted on a periodic basis to match market
18 conditions; right?

19 **A** I mean, the only way it could match the market
20 is if you have another rate case or there's an
21 adjustment mechanism to make that adjustment.

22 **Q** That's correct. But don't those happen
23 periodically, especially when the conditions in the
24 market are changing?

25 **A** They do. But, you know, sometimes there are

1 restrictions about coming back in and doing that sort of
2 thing. So it's not like they continually adjust to the
3 market.

4 Q Right. That's why I suggested the analogy
5 with a variable rate mortgage which may be adjusted
6 every so many years based on some sort of external data.

7 Let me ask you a question about the proxy
8 group and sort of understanding the selection of that
9 group.

10 One of the issues -- I believe you spoke about
11 it in your testimony, but I can't locate it right at the
12 moment -- is about the effects of cost recovery clauses
13 in terms of lowering the risk perceived by investors for
14 a utility.

15 MR. GUYTON: Could we have a reference to the
16 testimony?

17 MR. HENDRICKS: I, I just said I couldn't, I
18 couldn't identify it right at this minute.

19 THE WITNESS: I don't believe that's a
20 specific issue I dealt with.

21 BY MR. HENDRICKS:

22 Q Oh, okay. My apologies. Maybe it was in
23 someone else's testimony. I was a little disorganized
24 this morning and didn't get my things in order.

25 Okay. The -- let me just stop for just one

1 moment and try to switch gears a little bit and ask you
2 about the role of income taxes in determining rates.

3 How, how would you describe the role of income
4 taxes both at the, at the individual investor level and
5 at the utility level in terms of how they impact the
6 revenue requirement and ratepayers?

7 **MR. GUYTON:** Object. Goes beyond the scope of
8 this witness's testimony.

9 **MR. McGLOTHLIN:** Sir, are you asking about
10 income taxes in the context of Dr. Woolridge's
11 recommendation on return on equity?

12 **MR. HENDRICKS:** Yes, I am.

13 **THE WITNESS:** I really didn't address that
14 issue at all.

15 **BY MR. HENDRICKS:**

16 **Q** Okay. If the much rumored financial cliff
17 appears, and certainly FPL has noted that option -- I
18 see there was an Op-Ed piece in the *Wall Street Journal*
19 a couple of days ago by Lewis Hay, the CEO or the
20 Chairman, I should say, of NextEra talking about the
21 turmoil that would be caused by going over the financial
22 cliff. But do you -- does that figure at all into your
23 considerations?

24 **MR. GUYTON:** Objection. Goes beyond the scope
25 of the witness's testimony. Assumes facts not in

1 evidence.

2 **THE WITNESS:** I mean, I haven't, I haven't
3 dealt with that issue specifically and I did not see
4 that, I did not see the Op-Ed piece in the *Wall Street*
5 *Journal*. I usually read it every day, but I was out for
6 a couple of days last week.

7 **Q** You just missed it then.

8 **A** But, I mean, to the extent that these
9 developments are reflected in market prices, then
10 they're reflected in expectations for the near-term
11 future.

12 **Q** Right. And they would differentially, at
13 least if the, if no changes are made, they would hugely
14 increase the taxation of dividends and somewhat increase
15 the tax of, of, of equity, of increases in value,
16 capital gains, but they would not affect the cost to
17 the -- the non-taxation of debt, if I understand it.

18 **MR. GUYTON:** Object to, object to the form of
19 the question.

20 **THE WITNESS:** Yeah. And --

21 **MR. McGLOTHLIN:** I object to that form also.

22 **THE WITNESS:** And, again, these are
23 developments that are reflected in the prices of
24 securities. And as, you know, as we get closer to this
25 cliff and however it develops, we get more clarity, the

1 expectations could change at that point.

2 **BY MR. HENDRICKS:**

3 **Q** Yes. How, how would you -- you've selected a
4 group of proxy companies to compare with NextEra and
5 ultimately with FPL. Did, did you, did you consider
6 factors that might impact the, the -- you were trying to
7 find a group that had comparable risk, I understand.
8 And in -- but you judged that mainly by the ones that
9 have had criteria that would lead to a certain range of
10 bond ratings. Is that roughly correct?

11 **A** Well, I only included companies that had
12 investment grade bond ratings. There's not a lot of
13 utilities out there that don't have -- a couple of them
14 have split bond ratings, but not a lot of utilities have
15 junk bond ratings. I mean, the average bond rating for
16 an electric utility these days is in the triple B,
17 triple B plus area.

18 **Q** In your experience, is it, is it unusual or
19 never done to have a different ROE or capital structure
20 or a step increase for a major new facility from, one,
21 the regulatory structure that's used for the general
22 rates?

23 **MR. GUYTON:** Objection. Goes beyond the scope
24 of the testimony.

25 **THE WITNESS:** I have seen -- I don't know if I

1 can really answer that. I mean, I've seen cases where
2 certain commissions allow an incremental return for a
3 particular investment, but I don't remember if they
4 included adjustments to the capital structure.

5 **BY MR. HENDRICKS:**

6 Q I guess the question of nuclear, potential
7 nuclear construction came up. In general, do -- is it
8 your judgment, based on your experience, that, that,
9 that the investors in the electric utilities are
10 particularly sensitive to nuclear power investments, or
11 are they sensitive to other type capital investments
12 that have substantial risk like some of the renewable
13 energy as well?

14 A Well, I think, you know, most of the utilities
15 you see, they -- and you read their credit report, one
16 of the elements is there are other capital investments.
17 I mean, that's pretty common. And that's where those
18 types of things are evaluated by people who understand
19 it pretty well about what the risks are and, therefore,
20 their bond ratings reflect these risks.

21 Q Would you have any, any judgment about how the
22 other investments that NextEra has in their portfolio
23 would impact the, the required equity, the required
24 equity returns from their investors?

25 **MR. GUYTON:** Objection. Goes beyond the scope

1 of this witness's testimony.

2 **MR. HENDRICKS:** I would -- but we're doing a
3 comparison. We're admitting a comparison that is based
4 on NextEra's cost of capital. Isn't that, isn't it
5 relevant to, to inquire into the effect of other NextEra
6 investments other than FPL on that cost of capital?

7 **MR. GUYTON:** Well --

8 **THE WITNESS:** I think Mr. O'Donnell is really
9 the witness that, that has evaluated that. I have not
10 specifically evaluated that issue.

11 **MR. HENDRICKS:** Okay. Thank you. That's all
12 I have.

13 **MS. KLANCKE:** Does other, any other party
14 that's with us on the line now have any, any questions
15 for this witness?

16 Seeing none, I believe that leads us to OPC.
17 Do you have any redirect or anything for this witness?

18 **MR. McGLOTHLIN:** I do. I would like to take a
19 few minutes to go over my notes. And since it's been
20 about an hour and a half, let's take about ten minutes
21 for a comfort break, and I'll be ready when we come
22 back.

23 **MS. KLANCKE:** Fair enough. I have 11:35, so
24 at 11:45 we'll reconvene.

25 **MR. McGLOTHLIN:** Okay.

1 (Recess taken.)

2 **MS. KLANCKE:** Let's go back on the record and
3 allow the Office of Public Counsel to conduct redirect.

4 **EXAMINATION**

5 **BY MR. MCGLOTHLIN:**

6 **Q** Dr. Woolridge, I have only a handful of
7 questions on redirect.

8 In response to questions from staff, you said
9 that it is appropriate to, when reviewing comparisons of
10 equity ratios to compare those to the holding companies
11 of the proxy group and not the operating company. Why
12 is it appropriate to make that comparison as opposed to
13 the operating companies?

14 **A** It's because, I mean, all witnesses in this
15 case are using the holding companies to estimate an
16 equity cost rate. And the financial risk, which is part
17 of the investment risk of these companies, is reflected
18 in the common equity ratios of the holding company, not
19 the operating companies.

20 **Q** What do investors evaluate when they make
21 their investment decisions relative to investment in
22 FP&L?

23 **MR. GUYTON:** Objection to the form. I don't
24 know if you're talking about bond investors or equity
25 investors. Of course, if it's an equity investor,

1 there's only one.

2 **BY MR. McGLOTHLIN:**

3 **Q** Okay. With respect to an equity investment,
4 what do investors evaluate, what data is important to
5 their investment decision?

6 **A** Well, I mean, ultimately it's the expected
7 return, the return they hope, they expect to get from
8 their investment.

9 **Q** And that expected return, does it relate to
10 FPL only or to the holding company and all of its
11 operations?

12 **A** It's going to, it's going to be reflective of
13 the holding company because that's where you can buy
14 stock.

15 **Q** In response to questions from staff relating
16 to the 50 basis points differential between your
17 recommended ROEs based upon whether the Commission
18 approved FPL's equity ratio or whether it instead
19 approved the 50% equity ratio recommended by OPC's
20 witness, you said it was partly judgment, but you also
21 referred to a comparison of the bond return. Would you
22 elaborate on that second aspect of, of your analysis?

23 **A** Just it's also reflective of the differential
24 and the yields required on, on bonds of, say, A-rated
25 utilities and triple B-rated utilities, which in general

1 is going to be 50 to 60 basis points.

2 Q In another question staff asked whether in
3 your view it would be appropriate for FPL to have a
4 relatively thick equity ratio in view of its nuclear
5 construction. Do you remember that?

6 A Yes.

7 Q And you are aware that another OPC witness has
8 recommended an equity ratio of 50%?

9 A Yes.

10 Q How do you characterize 50% as to whether it
11 is relatively thick or some other description of
12 proportion to the equity --

13 MR. GUYTON: Objection. Leading.

14 THE COURT REPORTER: I didn't get the
15 question, Mr. McGlothlin. Could you repeat that,
16 please?

17 MR. McGLOTHLIN: I'll rephrase the question.

18 BY MR. McGLOTHLIN:

19 Q In your view, would the OPC recommended equity
20 ratio of 50% be adequate to meet the investors'
21 requirements in light of FPL's construction program?

22 MR. GUYTON: Objection. Goes beyond the scope
23 of his testimony.

24 THE WITNESS: I mean, I believe that, and I
25 discuss this in my testimony, that the 59% that the

1 company has proposed appears to be extremely high
2 compared to, say, NextEra, which is at 38 or 39%. The
3 average for my proxy group is 45%. And as a result --
4 especially the fact that NextEra and FPL have higher
5 bond ratings than the average of my group. So I think,
6 you know, 50% would be representative and would be fair
7 given where NextEra is in its bond ratings and where the
8 proxy group is and where its bond rating is.

9 **BY MR. McGLOTHLIN:**

10 **Q** Staff asked you some questions on the subject
11 of flotation costs, and staff asked whether in your view
12 it would be necessary, if flotation costs are, are to be
13 recovered, whether it would be appropriate to recover
14 them continually. Do you remember that question?

15 **A** Yes.

16 **Q** If flotation costs were to be allowed and
17 recovered continually, would FPL over-recover or
18 under-recover its flotation costs?

19 **A** Well, I mean, I, I believe it -- I believe it
20 would be over-recovery. But I, again, I've said that
21 these are operating costs. They should be covered like
22 other operating costs.

23 **Q** In response to questions from Mr. Guyton you
24 said that some investment risk is a combination of
25 business and financial risks. Do you remember that

1 question and answer?

2 A Yes.

3 Q And then he pointed to a statement in your
4 testimony where you said all other things being equal,
5 lower financial risk would translate to lower investment
6 risk. Do you recall that?

7 A Yes.

8 Q And he asked whether, when you said all other
9 things being equal, that would include business risk.
10 Do you remember that question and answer?

11 A Yes.

12 Q When you answered that question, did you have
13 in mind that the business risk would be the same with
14 respect to the individual firm being evaluated, or were
15 you referring to a comparison of two firms having the
16 same business risk?

17 A I mean, I mean, the reference, I think, would
18 be to, you know, two different firms and what their
19 business risk is relative to their overall investment
20 risk and financial risk.

21 MR. McGLOTHLIN: Those are all my questions.

22 MS. KLANCKE: I believe that almost brings us
23 to a conclusion of this deposition.

24 I just want to clarify for clarity of the
25 record that late-filed exhibits, we do not have any.

1 The witness was able to clarify with respect to the
2 first one we requested. And then with regard to the two
3 articles, they've already been provided in the form of
4 work papers. I believe that that is, that concludes
5 this deposition. I want to thank you, Dr. Woolridge,
6 for your time today. And thank you to all the people
7 that have participated.

8 **MR. McGLOTHLIN:** Thank you. And we will read
9 and sign.

10 (Deposition concluded at 11:53 a.m.)
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1 STATE OF FLORIDA)

2 : CERTIFICATE OF REPORTER
3 COUNTY OF LEON)

4 I, LINDA BOLES, CRR, RPR, Official FPSC Commission
5 Reporter, do hereby certify that I was authorized to and
6 did stenographically report the foregoing deposition at
7 the time and place herein stated.

8 I FURTHER CERTIFY that this transcript constitutes
9 a true record of the testimony given by the witness.

10 I FURTHER CERTIFY that I am not a relative,
11 employee, attorney or counsel of any of the parties, nor
12 am I a relative or employee of any of the parties'
13 attorney or counsel connected with the action, nor am I
14 financially interested in the action.

15 DATED THIS 3rd day of August, 2012.

16 

17 LINDA BOLES, CRR, RPR
18 Official FPSC Hearings Reporter

19 850/413-6734
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ERRATA SHEET

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IN RE: DOCKET NO. 120015-EI
NAME: J. RANDALL WOOLRIDGE
DATE: Monday, July 30, 2012

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Under penalties of perjury, I declare that I have read my deposition and that it is true and correct subject to any changes in form or substance entered here.

DATE J. RANDALL WOOLRIDGE

FLORIDA PUBLIC SERVICE COMMISSION

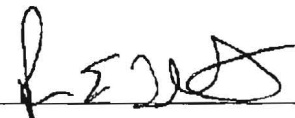
CERTIFICATE OF OATH

COMMONWEALTH OF PENNSYLVANIA

COUNTY OF CENTRE

I, the undersigned authority, certify that J. Randall Woolridge personally appeared before me and was duly sworn by me to tell the truth.

WITNESS my hand and official seal in the City of State College, County of Centre, Commonwealth of Pennsylvania, this 30th day of July, 2012.

 7-30-12
 Notary Public
 Commonwealth of Pennsylvania

(SEAL)

Personally known ✓ OR produced identification _____

Type of identification produced _____

