

Energy & Utilities Subcommittee

Wednesday, March 27, 2013 8:00 AM Webster Hall (212 Knott)



The Florida House of Representatives

Regulatory Affairs Committee Energy & Utilities Subcommittee

Will Weatherford Speaker Jose Diaz Chair

AGENDA

March 27, 2013 8:00 a.m. – 10:00 a.m. 212 Knott Building (Webster Hall)

Opening Remarks by Chair Diaz

Consideration of the following Proposed Committee Substitute:

PCS for HB 1357 by *Rep. Cummings*Guaranteed Energy, Water, and Wastewater Performance Savings Contracting Act

Discussion relating to the Use of Nuclear Power in Florida: How it is Planned, Financed, and Constructed

Mark Futrell, Director, Industry Development & Market Analysis Florida Public Service Commission

Peter A. Bradford, former member of the U.S. Nuclear Regulatory Commission and Adjunct Professor, Vermont Law School

Steven Scroggs, Senior Director, Nuclear Development Florida Power & Light Company

Alex Glenn, State President Progress Energy Florida, a subsidiary of Duke Energy

PANEL DISCUSSION

Closing Remarks by Chair Diaz

Adjournment

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #:

PCS for HB 1357

Guaranteed Energy, Water, and Wastewater Performance Savings

Contracting Act

SPONSOR(S): Energy & Utilities Subcommittee

TIED BILLS: None. IDEN./SIM. BILLS: SB 1594

REFERENCE	ACTION	ANALYST		DIRECTOR or T/POLICY CHIEF
Orig. Comm.: Energy & Utilities Subcommittee		Whittier &	Collins	BC

SUMMARY ANALYSIS

The Guaranteed Energy, Water, and Wastewater Performance Savings Contracting Act (Act) encourages agencies to "invest in energy, water, and wastewater efficiency and conservation measures to minimize energy and water consumption and wastewater production and maximize energy, water, and wastewater savings" and to reinvest any savings resulting from those measures in additional energy, water, and wastewater efficiency and conservation measures.¹

The Act provides for contracts that are required to produce immediate and long-term energy cost savings through Energy Savings Contracting (ESCO). A state agency may pursue an ESCO project if it finds that the amount the agency would spend on energy conservation measures would not likely exceed the amount of the cost savings for up to 20 years from the date of installation. ESCO projects are typically financed through a third-party financial institution. The bill clarifies that in a guaranteed energy, water, and wastewater performance savings contract between an ESCO and an agency, the contract may provide for repayment to the lender of the installation construction loan though installment payments.

Currently, state agencies, municipalities, and political subdivisions are authorized to utilize the provisions of the Act. The bill expands the Act to include a county school district or an institution of higher education, including all state universities, colleges, and technical colleges.

ESCO projects are required to produce a net cost savings to the state in every year of the contract. Agencies may use the recurring cost savings to repay the third-party loans, but they are required to gain the spending authority through an annual legislative budget request process.

All ESCO projects must be approved by the Department of Financial Services (DFS) and the Department of Management Services (DMS). Proponents of the bill state that the length of time between an audit and approval by the Department of Management Services and DFS is so long that the audit may become outdated. The bill requires DFS to complete its review and approval of the guaranteed energy, water, and wastewater performance savings contract within 10 business days of receiving it.

The bill also adds to contract requirements that a contract must include an investment-grade audit, certified by DMS, which states that the cost savings are appropriate and sufficient for the term of the contract.

The bill has not been reviewed by the Revenue Estimating Conference, therefore the fiscal impact on the state and local governments has not been determined.

¹ Section 489.145(2), F.S.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Guaranteed Energy, Water, and Wastewater Performance Savings Contracting Act

The Guaranteed Energy, Water, and Wastewater Performance Savings Contracting Act (Act) encourages agencies to "invest in energy, water, and wastewater efficiency and conservation measures to minimize energy and water consumption and wastewater production and maximize energy, water, and wastewater savings" and to reinvest any savings resulting from those measures in additional energy, water, and wastewater efficiency and conservation measures.²

The Act provides for contracts that are required to produce immediate and long-term energy cost savings through Energy Savings Contracting (ESCO). A state agency may pursue an ESCO project if it finds that the amount the agency would spend on energy conservation measures would not likely exceed the amount of the cost savings for up to 20 years from the date of installation. ESCO projects are typically financed through a third-party financial institution. Currently, state agencies, municipalities, and political subdivisions are authorized to utilize the provisions of the Act.

ESCO projects are required to produce a net cost savings to the state in every year of the contract. Agencies may use the recurring cost savings to repay the third-party loans, but they are required to gain the spending authority through annual legislative budget request process.

"Energy, water, or wastewater cost savings" means a measured reduction in the cost of fuel, energy or water consumption, wastewater production, and stipulated operation and maintenance created from the implementation of one or more energy, water, or wastewater efficiency or conservation measures when compared with an established baseline for the previous cost of fuel, energy or water consumption, wastewater production, and stipulated operation and maintenance.

A proposed contract or lease must include the following information:

- Supporting information required by statutes pertaining to legislative budget requests, deferredpayment commodity contracts, and consolidated financing of deferred-payment purchases.³ For contracts approved under this section, the criteria may, at a minimum, include the specification of a benchmark cost of capital and minimum real rate of return on energy, water, or wastewater savings against which proposals shall be evaluated.
- Documentation supporting recurring funds requirements in statutes pertaining to deferredpayment commodity contracts, and consolidated financing of deferred-payment purchases.4
- Approval by the head of the agency or his or her designee.
- An agency measurement and verification plan to monitor cost savings.

⁴ See ss. 287.063(5) and 287.064(11), F.S.

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² Section 489.145(2), F.S.

³ See ss. 216.023(4)(a)9., 287.063(5), and 287.064(11), F.S.

Section 489.145(6), F.S., requires the Department of Management Services (DMS) to verify that the cost savings of all proposed ESCO projects are sufficient for the term of the contract. DMS is also required to provide technical assistance to the agencies regarding these projects. According to DMS, "In order to verify that ESCO-related cost savings are sufficient for the term of the contract, DMS first evaluates the technical merits of the energy audit. This process includes evaluating the assumptions made for the baseline and the proposed savings models, and the calculation methods used to generate the proposed savings." DMS then attempts to determine if the proposed energy savings are achievable.

Once ESCO projects are approved by the DMS, the Department of Financial Services (DFS) must review the financial terms of the contract. Proponents of the bill state that the length of time between an audit and approval by the DMS and DFS is so long that the audit may become outdated.

Effects of Proposed Changes

The term "agency" means the state, a municipality, or a political subdivision. The bill expands this list of entities to include a county or city school district or an institution of higher education, including all state universities, colleges, and technical colleges.

The bill amends the definition of "energy, water, and wastewater efficiency and conservation measure," to mean a "training program incidental to the contract, facility alteration, or equipment purchase to be used in a building retrofit, addition, or renovation, or in new construction, including an addition to existing facilities or infrastructure, which reduces energy or water consumption, wastewater production, or energy-related operating costs." The definition includes, but is not limited to, the following measures:

1. Installing or modifying:

- o Insulation of the facility structure and systems within the facility.
- Window and door systems that reduce energy consumption or operating costs, such as storm windows and doors, caulking or weatherstripping, multiglazed windows and doors, heat-absorbing or heat-reflective glazed and coated window and door systems, additional glazing, and reductions in glass area.
- Automatic energy control systems.
- o Energy recovery systems.
- Cogeneration systems that produce steam or forms of energy such as heat, as well as
 electricity, for use primarily within a facility or complex of facilities.
- o Renewable energy systems.
- Devices that reduce water consumption or sewer charges.
- Energy storage systems, such as fuel cells and thermal storage.
- Energy-generating technologies.
- Automated, electronic, or remotely controlled technologies, systems, or measures that reduce utility or operating costs.
- Software-based systems that reduce facility management or other facility operating costs.
- Energy information and control systems that monitor consumption, redirect systems to optimal energy sources, and manage energy-using equipment.

2. Replacing or modifying:

- Heating, ventilating, or air-conditioning systems.
- Lighting fixtures to increase the energy efficiency of the lighting system without increasing the overall illumination of a building, unless the increase in illumination is necessary to conform to the applicable state or local building code.
- 3. Implementing a program to reduce energy costs through rate adjustments, load shifting to reduce peak demand, or the use of alternative energy suppliers, including, but not limited to,

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⁵ The ESCO Program: Challenges & Recommendations, Department of Management Services' Division of Real Estate Development & Management, October 4, 2011, p. 9.

demand response programs, changes to more favorable rate schedules, negotiation of lower rates using new suppliers, or auditing utility billing and metering.

- 4. An improvement that reduces solid waste and associated removal costs.
- 5. Meter replacement, installation of an automated meter reading system, or other construction, modification, installation, or remodeling of water, electric, gas, fuel, communication, or other supplied utility system.
- 6. Any other energy conservation measure that reduces British thermal units (Btu), kilowatts (kW), or kilowatt hours (kWh); reduces fuel or water consumption in the building or waste water production; or reduces an operating cost or provides long-term cost reductions.
- 7. Any other repair, replacement, or upgrade of existing equipment that produces measurable savings, or any other construction, modification, installation, or remodeling that is approved by an agency and that is within the legislative authority granted the agency, such as an energy conservation measure.
- 8. Any other measure not otherwise defined in this chapter which is designed to reduce utility consumption, revenue enhancements, wastewater cost savings, avoided capital costs, or similar efficiency gains to a governmental unit.

The bill amends the definition of "energy, water, or wastewater cost savings" to include "identified avoided capital savings" when determining the difference between costs associated with implementation of the new measures and an established baseline for the previous costs of fuel, energy, water consumption, wastewater production, stipulated operation and maintenance, and identified avoided capital costs.

The bill clarifies that in a guaranteed energy, water, and wastewater performance savings contract between an ESCO and an agency, the contract may provide for repayment to the lender of the installation construction loan though installment payments. The period may not exceed 20 years. The bill provides that a facility alteration that includes expenditures that are required to properly implement other energy conservation measures may be included as part of the performance contract. In these instances, the installation of those measures may be supervised by the performance savings contractor.

The bill also adds to contract requirements that a contract must include an investment-grade audit, certified by DMS, which states that the cost savings are appropriate and sufficient for the term of the contract.

The bill requires DFS to complete its review and approval of the guaranteed energy, water, and wastewater performance savings contract within 10 business days of receiving it.

B. SECTION DIRECTORY:

Section 1. Amends s. 489.145, F.S., relating to the Guaranteed Energy, Water, and Wastewater Performance Savings Contracting Act; revises the terms "agency," "energy, water, and wastewater efficiency and conservation measure," and "energy, water, or wastewater cost savings"; provides that a contract may provide for repayments to a lender of an installation construction loan in installments for a period not to exceed 20 years; requires a contract to provide that repayments to a lender of an installation construction loan may be made over time, not to exceed 20 years from a certain date; requires a contract to provide for a certain amount of repayment to the lender of the installation construction loan within 2 years of a specified date; authorizes certain facility alterations to be included in a performance contract and to be supervised by the performance savings contractor; limits the time allotted to the Office of the Chief Financial Officer to review and approve an agency's guaranteed energy, water, and wastewater performance savings contract; requires that a proposed contract include

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an investment-grade audit certified by the Department of Management Services which states that the cost savings are appropriate and sufficient for the term of the contract; clarifies that for funding purposes of consolidated financing of deferred payment commodity contracts an agency means a state agency; conforms language.

Section 2. Provides an effective date of July 1, 2013.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

See Fiscal Comments.

2. Expenditures:

See Fiscal Comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill may have a positive effect on the Energy Savings Contracting industry if more agencies enter into guaranteed energy, water, and wastewater performance savings contracts.

D. FISCAL COMMENTS:

The bill has not been reviewed by the Revenue Estimating Conference, therefore the fiscal impact on the state and local governments has not been determined.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not Applicable. This bill does not appear to require counties or municipalities to spend funds or take action requiring the expenditures of funds; reduce the authority that counties or municipalities have to raise revenues in the aggregate; or reduce the percentage of state tax shared with counties or municipalities.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

The bill defines "energy, water, and wastewater efficiency and conservation measure" to include, among other things, implementing a program to reduce energy costs through the use of alternative energy suppliers, including "negotiation of lower rates using new suppliers." This provision appears to imply that electrical power can be purchased at retail from more than one supplier. Under current law, however, there is no competitive marketplace for the retail sale of electricity in Florida. Each electric utility is the exclusive provider of service to all retail customers in its defined territory, as approved by the Public Service Commission (PSC). Further, a non-utility entity that develops an electrical generation project and sells power at retail to the public is considered under Florida law to be a "public utility" subject to regulation by the PSC. Thus, it appears that the provision of the bill that contemplates "negotiation of lower rates using new suppliers" is inconsistent with the current legal framework for the provision of retail electric service in Florida. An amendment is being offered by the sponsor to resolve this issue.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

⁶ Section 366.04(2)(d-e), F.S.

DATE: 3/26/2013

⁷ PW Ventures, Inc. v. Nichols, 533 So. 2d 281 (Fla. 1988). STORAGE NAME: pcs1357.EUS.DOCX

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1 A bill to be entitled 2 An act relating to the Guaranteed Energy, Water, and 3 Wastewater Performance Savings Contracting Act; amending s. 489.145, F.S.; revising the terms 4 5 "agency," "energy, water, and wastewater efficiency 6 and conservation measure, " and "energy, water, or 7 wastewater cost savings"; providing that a contract 8 may provide for repayments to a lender of an 9 installation construction loan in installments for a 10 period not to exceed 20 years; requiring a contract to 11 provide that repayments to a lender of an installation 12 construction loan may be made over time, not to exceed 13 20 years from a certain date; requiring a contract to 14 provide for a certain amount of repayment to the 15 lender of the installation construction loan within 2 16 years of a specified date; authorizing certain 17 facility alterations to be included in a performance contract and to be supervised by the performance 18 19 savings contractor; limiting the time allotted to the 20 Office of the Chief Financial Officer to review and 21 approve an agency's quaranteed energy, water, and 22 wastewater performance savings contract; requiring 23 that a proposed contract include an investment grade audit certified by the Department of Management 24 25 Services which states that the cost savings are 26 appropriate and sufficient for the term of the 27 contract; clarifying that for funding purposes of 28 consolidated financing of deferred payment commodity

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contracts an agency means a state agency; conforming language; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Paragraphs (a) through (c) of subsection (3), paragraphs (c) and (j) of subsection (4), and subsections (5) through (7) of section 489.145, Florida Statutes, are amended to read:

489.145 Guaranteed energy, water, and wastewater performance savings contracting.—

- (3) DEFINITIONS.—As used in this section, the term:
- (a) "Agency" means the state, a municipality, or a political subdivision, a county or city school district, or an institution of higher education, including all state universities, colleges, and technical colleges.
- (b) "Energy, water, and wastewater efficiency and conservation measure" means a training program incidental to the contract, facility alteration, or equipment purchase to be used in a building retrofit, addition, or renovation, or in new construction, including an addition to existing facilities or infrastructure, which reduces energy or water consumption, wastewater production, or energy-related operating costs and includes, but is not limited to:
 - 1. Installing or modifying:
- \underline{a} . Insulation of the facility structure and systems within the facility.
 - b.2. Window and door systems that reduce energy

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consumption or operating costs, such as storm windows and doors, caulking or weatherstripping, multiglazed windows and doors, heat-absorbing, or heat-reflective, glazed and coated window and door systems, additional glazing, and reductions in glass area, and other window and door system modifications that reduce energy consumption.

- c.3. Automatic energy control systems.
- 4. Heating, ventilating, or air-conditioning system modifications or replacements.
- 5. Replacement or modifications of lighting fixtures to increase the energy efficiency of the lighting system, which, at a minimum, must conform to the applicable state or local building code.
 - d.6. Energy recovery systems.
- $\underline{\text{e.7-}}$ Cogeneration systems that produce steam or forms of energy such as heat, as well as electricity, for use primarily within a facility or complex of facilities.
- 8. Energy conservation measures that reduce British thermal units (Btu), kilowatts (kW), or kilowatt hours (kWh) consumed or provide long-term operating cost reductions.
- $\underline{\text{f.9.}}$ Renewable energy systems, such as solar, biomass, or wind systems.
- g.10. Devices that reduce water consumption or sewer charges.
- $\underline{\text{h.11.}}$ Energy storage systems, such as fuel cells and thermal storage.
- <u>i.12.</u> Energy-generating technologies, such as microturbines.

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- j. Automated, electronic, or remotely controlled technologies, systems, or measures that reduce utility or operating costs.
- k. Software-based systems that reduce facility management or other facility operating costs.
- 1. Energy information and control systems that monitor consumption, redirect systems to optimal energy sources, and manage energy-using equipment.
 - 2. Replacing or modifying:
 - a. Heating, ventilating, or air-conditioning systems.
- b. Lighting fixtures to increase the energy efficiency of the lighting system without increasing the overall illumination of a building, unless the increase in illumination is necessary to conform to the applicable state or local building code.
- 3. Implementing a program to reduce energy costs through rate adjustments, load shifting to reduce peak demand, or the use of alternative energy suppliers, including, but not limited to, demand response programs, changes to more favorable rate schedules, negotiation of lower rates using new suppliers, or auditing utility billing and metering.
- 4. An improvement that reduces solid waste and associated removal costs.
- 5. Meter replacement, installation of an automated meter reading system, or other construction, modification, installation, or remodeling of water, electric, gas, fuel, communication, or other supplied utility system.
- 111 6. Any other energy conservation measure that reduces
 112 British thermal units (Btu), kilowatts (kW), or kilowatt hours

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(kWh); reduces fuel or water consumption in the building or waste water production; or reduces an operating cost or provides long-term cost reductions.

- 7.13. Any other repair, replacement, or upgrade of existing equipment that produces measurable savings, or any other construction, modification, installation, or remodeling that is approved by an agency and that is within the legislative authority granted the agency, such as an energy conservation measure.
- 8. Any other measure not otherwise defined in this chapter which is designed to reduce utility consumption, revenue enhancements, wastewater cost savings, avoided capital costs, or similar efficiency gains to a governmental unit.
- measured reduction in the cost of fuel, energy or water consumption, wastewater production, and stipulated operation and maintenance, and identified avoided capital savings created from the implementation of one or more energy, water, or wastewater efficiency or conservation measures when compared with an established baseline for the previous cost of fuel, energy or water consumption, wastewater production, and stipulated operation and maintenance, and identified avoided capital costs.
 - (4) PROCEDURES.-
- (c) An The agency may enter into a guaranteed energy, water, and wastewater performance savings contract with a guaranteed energy, water, and wastewater performance savings contractor if the agency finds that the amount the agency would spend on an the energy, water, and wastewater efficiency and

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conservation measure is unlikely to measures will not likely exceed the amount of the cost savings for up to 20 years after from the date of installation, based on the life cycle cost calculations provided in s. 255.255, if the recommendations in the report were followed and if the qualified provider or providers give a written guarantee that the cost savings will meet or exceed the costs of the system. However, actual computed cost savings must meet or exceed the estimated cost savings provided in each agency's program approval. Baseline adjustments used in calculations must be specified in the contract. The contract may provide for repayment to the lender of the installation construction loan through installment payments for a period not to exceed 20 years.

- (j) In determining the amount the agency will finance to acquire the energy, water, and wastewater efficiency and conservation measures, the agency may reduce such amount by the application of any grant moneys, rebates, or capital funding available to the agency for the purpose of buying down the cost of the guaranteed energy, water, and wastewater performance savings contract. However, in calculating the life cycle cost as required in paragraph (c), the agency shall not apply any grants, rebates, or capital funding.
 - (5) CONTRACT PROVISIONS.-
- (a) A guaranteed energy, water, and wastewater performance savings contract must include a written guarantee that may include, but is not limited to the form of, a letter of credit, insurance policy, or corporate guarantee by the guaranteed energy, water, and wastewater performance savings contractor

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that annual cost savings will meet or exceed the amortized cost of energy, water, and wastewater efficiency and conservation measures.

- (b) The guaranteed energy, water, and wastewater performance savings contract must provide that all repayments payments to the lender of the installation construction loan, except obligations on termination of the contract before its expiration, may be made over time, but may not to exceed 20 years from the date of complete installation and acceptance by the agency, and that the annual savings are guaranteed to the extent necessary to make annual payments to satisfy the guaranteed energy, water, and wastewater performance savings contract.
- (c) The guaranteed energy, water, and wastewater performance savings contract must require that the guaranteed energy, water, and wastewater performance savings contractor to whom the contract is awarded provide a 100-percent public construction bond to the agency for its faithful performance, as required by s. 255.05.
- (d) The guaranteed energy, water, and wastewater performance savings contract may contain a provision allocating to the parties to the contract any annual cost savings that exceed the amount of the cost savings guaranteed in the contract.
- (e) The guaranteed energy, water, and wastewater performance savings contract <u>must</u> shall require the guaranteed energy, water, and wastewater performance savings contractor to provide to the agency an annual reconciliation of the guaranteed

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energy or associated cost savings. If the reconciliation reveals a shortfall in annual energy or associated cost savings, the guaranteed energy, water, and wastewater performance savings contractor is liable for such shortfall. If the reconciliation reveals an excess in annual cost savings, the excess savings may be allocated under paragraph (d) but may not be used to cover potential energy or associated cost savings shortages in subsequent contract years.

- (f) The guaranteed energy, water, and wastewater performance savings contract must provide for repayment payments to the lender of the installation construction loan of not less than one-twentieth of the price to be paid within 2 years from the date of the complete installation and acceptance by the agency using straight-line amortization for the term of the loan, and the remaining costs to be paid at least quarterly, not to exceed a 20-year term, based on life cycle cost calculations.
- (g) The guaranteed energy, water, and wastewater performance savings contract may extend beyond the fiscal year in which it becomes effective; however, the term of <u>a</u> any contract expires at the end of each fiscal year and may be automatically renewed annually for up to 20 years, subject to the agency making sufficient annual appropriations based upon continued realized energy, water, and wastewater savings.
- (h) The guaranteed energy, water, and wastewater performance savings contract must stipulate that it does not constitute a debt, liability, or obligation of the state.
- (i) A facility alteration that includes expenditures that are required to properly implement other energy conservation

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measures may be included as part of a performance contract. In such case, notwithstanding any provision of law, the installation of these additional measures may be supervised by the performance savings contractor.

(6) PROGRAM ADMINISTRATION AND CONTRACT REVIEW.—The Department of Management Services, with the assistance of the Office of the Chief Financial Officer, shall, within available resources, provide technical content assistance to state agencies contracting for energy, water, and wastewater efficiency and conservation measures and engage in other activities considered appropriate by the department for promoting and facilitating guaranteed energy, water, and wastewater performance contracting by state agencies. The Department of Management Services shall review the investmentgrade audit for each proposed project and certify that the cost savings are appropriate and sufficient for the term of the contract. The Office of the Chief Financial Officer, with the assistance of the Department of Management Services, shall, within available resources, develop model contractual and related documents for use by state agencies. Before Prior to entering into a guaranteed energy, water, and wastewater performance savings contract, a any contract or lease for thirdparty financing, or any combination of such contracts, a state agency shall submit such proposed contract or lease to the Office of the Chief Financial Officer for review and approval. The Office of the Chief Financial Officer shall complete its review and approval within 10 business days after receiving the proposed contract or lease. A proposed contract or lease must

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253 shall include:

- (a) Supporting information required by s. 216.023(4)(a)9. in ss. 287.063(5) and 287.064(11). For contracts approved under this section, the criteria may, at a minimum, include the specification of a benchmark cost of capital and minimum real rate of return on energy, water, or wastewater savings against which proposals shall be evaluated.
- (b) Documentation supporting recurring funds requirements in ss. 287.063(5) and 287.064(11).
- (c) Approval by the head of the agency or his or her designee.
- (d) An agency measurement and verification plan to monitor cost savings.
- (e) An investment-grade audit, certified by the Department of Management Services, which states that the cost savings are appropriate and sufficient for the term of the contract.
- (7) FUNDING SUPPORT.—For purposes of consolidated financing of deferred payment commodity contracts under this section by a state an agency, any such contract must be supported from available funds appropriated to the state agency in an appropriation category, as defined in chapter 216, that the Chief Financial Officer has determined is appropriate or that the Legislature has designated for payment of the obligation incurred under this section.

The Office of the Chief Financial Officer shall not approve any contract submitted under this section from a state agency that does not meet the requirements of this section.

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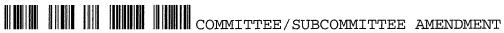
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Section 2. This act shall take effect July 1, 2013.

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PCB Name: PCS for HB 1357 (2013)

Amendment No. 1

COMMITTEE/SUBCOMMITTE	E ACTION
ADOPTED	_ (Y/N)
ADOPTED AS AMENDED	_ (Y/N)
ADOPTED W/O OBJECTION	_ (Y/N)
FAILED TO ADOPT	_ (Y/N)
WITHDRAWN	_ (Y/N)
OTHER _	·

Committee/Subcommittee hearing PCB: Energy & Utilities

Subcommittee

Representative Cummings offered the following:

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Amendment

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Remove lines 99-104 and insert:

8 9 rate adjustments, load shifting to reduce peak demand, demand response programs, changes to more favorable rate schedules, or auditing utility billing and metering.

3. Implementing a program to reduce energy costs through

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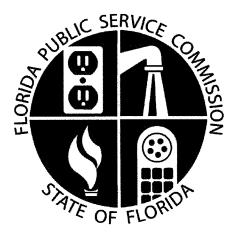
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Overview of the Need Determination and Cost Recovery Processes for Nuclear and Integrated Gasification Combined Cycle (IGCC) Facilities

Presentation to the

House of Representatives Energy and Utilities Subcommittee



Mark Futrell
Director, Office of Industry Development and Market Analysis
Florida Public Service Commission
March 27, 2012

Need Determination Process

- ➤ The Florida Department of Environmental Protection coordinates a multi-agency evaluation of the environmental and land-use impacts of proposed power plants subject to Chapter 403, F.S.
- ➤ The Florida Public Service Commission (FPSC) must determine the need for a proposed power plant pursuant to Section 403.519, F.S.
- Following hearings before an Administrative Law Judge, the Governor and Cabinet, sitting as the Power Plant Siting Board, makes a final certification decision.

Need Determination Process for Nuclear and IGCC Facilities Section 403.519 (4), F.S.

- > The FPSC shall consider the need for:
 - > Electric system reliability and integrity, including fuel diversity;
 - ➤ Base-load generating capacity;
 - > Adequate electricity at reasonable cost; and
 - > Whether renewable energy sources and technologies, as well as conservation measures, are utilized to the extent reasonably available.
- ➤ In making its determination of need, the FPSC shall take into account whether the facility will:
 - Provide needed base-load capacity;
 - ➤ Enhance the reliability of electricity production by improving fuel diversity and reducing dependence on fuel oil and natural gas; and
 - ➤ Provide the most cost-effective source of power.

Need Determination Petitions Granted for Nuclear Facilities

- > New nuclear facilities:
 - ➤ Levy Units 1 & 2 Progress Energy Florida, Inc.
 - ➤ Need granted 2008
 - > Estimated fuel savings \$900 million/year
 - Certification by Siting Board approved 2009
 - > 2,184 MW; estimated in-service 2024/25
 - ➤ Turkey Point Units 6 & 7 Florida Power and Light Company
 - ➤ Need granted 2008
 - Estimated fuel savings \$1 billion/year
 - Certification by Siting Board under review
 - > 2,200 MW; estimated in-service 2022/23
- Capacity uprates at existing nuclear facilities:
 - ➤ Crystal River Unit 3 PEF
 - ➤ Cancelled due to retirement of facility announced February 2013
 - ➤ Turkey Point Units 3 & 4; St. Lucie Units 1 & 2 FPL
 - ➤ Additional 450 MW to be completed in 2013

- ➤ Section 403.519(4)(e), F.S. If the FPSC grants a determination of need, a utility is given the right to recover prudently incurred costs prior to commercial operation for nuclear, IGCC, or associated facilities.
- ➤ Section 366.93, F.S. Requires the FPSC to adopt rules for annual reviews, public hearings and recovery of prudently incurred costs.
- ➤ Rule 25-6.0423, F.A.C. FPSC rule, adopted in April 2007, establishes the process for utilities to seek cost recovery pursuant to Section 366.93, F.S.

- ➤ A utility may seek approval to recover from customers, through the capacity cost recovery clause, certain prudently incurred actual costs associated with the development of a nuclear or IGCC facility:
 - Site selection costs
 - > Preconstruction costs
 - > Carrying costs associated with construction activities
 - ➤ Known as the cost funding project development activities.
- Once a facility becomes commercially operational, a utility may seek approval to recover remaining prudently incurred construction costs through an increase to base rates.

- Annual FPSC hearing process examines utility plans, activities, and costs
- Project management decisions, actions, and resultant costs over a moving three-year period:
 - Previous year true-up of actual costs versus projected;
 - ➤ Current year actual and projected costs;
 - > Following year projected costs
- Feasibility of completing the project
 - Quantitative and qualitative review of economic, engineering, and regulatory factors

- Adjustments in cost recovery may be made as a result of the FPSC's annual review and hearing process.
- Standard of review to determine prudence of utility decisions and costs:
 - > Competent, substantial record evidence;
 - ➤ Consideration of what a reasonable utility manager would have done, in light of the conditions and circumstances which were known, or should have been known, at the time the decision was made.

Questions?

Mark Futrell
Director, Office of Industry Development and Market Analysis
Florida Public Service Commission

mfutrell@psc.state.fl.us

Nuclear Power in Florida: A Review of Early Cost Recovery for Nuclear Reactor Construction

Peter A. Bradford

Adjunct Professor, Vermont Law School

Energy & Utilities Subcommittee

Florida House of Representatives,

March 27, 2013

Paying for Power Plants in the 20th Century

- Customers were not expected to pay for any utility property until it was completed and put into service.
- Utility construction was done with borrowed funds and with investment from stockholders.
- The cost of financing construction became part of the amount put into "rate base" when the plant went into service.
- Investors took the risks and were paid by the profits.

The History of Early Cost Recovery

- In the 1970s and 1980s, nuclear construction costs vastly exceeded forecasts, creating financial stress for utilities building reactors and creating rate shock when the plants went into service.
- Some states allowed utilities to collect construction costs before plant completion (CWIP).
- These CWIP laws contained safeguards.

Some Typical CWIP Safeguards

- Less than 100% of costs were eligible;
- Only allowed when construction was well underway;
- Commission discretion as to whether CWIP was needed (and how much);
- Requirement that customers only pay for "prudent" investment and plant that was "used and useful"

CWIP, Like ECR, Works Like a Tax

- The power of government is used to take money from citizens in a way and for a purpose that a free market economy would not.
 - Customers start paying years before a reactor generates any power (other industrial facilities in a market economy must sell their output to recover costs).
 - Makes it easier for a utility to finance capital intensive plants that take a long time to build, whether or not the plants are likely to be economically productive.
 - Creates incentives to build large power plants rather than conserve or purchase power from more efficient producers.

Florida's 2006 Law Shifted More Risks to Customers Than Historic CWIP

- None of the traditional safeguards were included;
- Customers took all of the risk of plant cancellation as well as cost overruns;
- The historic prudence review process was limited in ways that sharply favored the utilities at the expense of their customers.

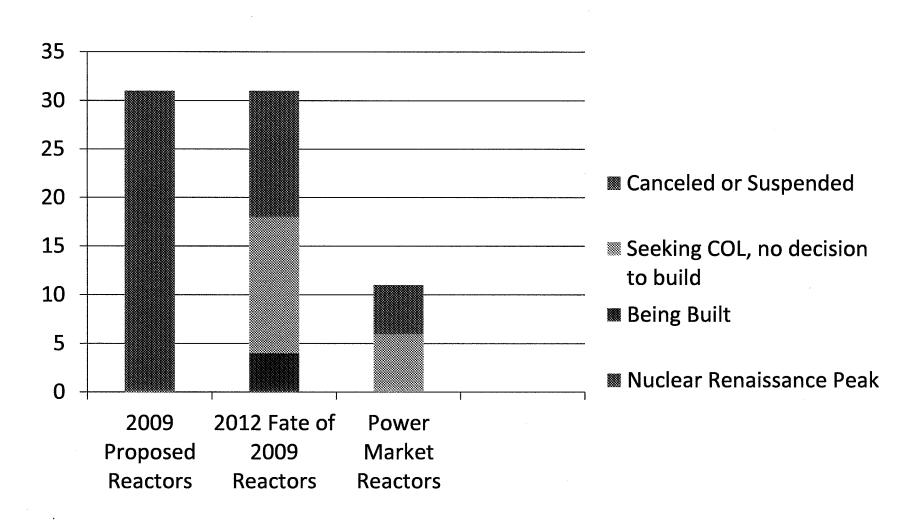
Interpretation of the 2006 Law

- The Florida PSC has interpreted the law in a way that shifts additional risk to Florida customers and consuming industries:
 - No serious consideration has been given to putting cap on the amount of money chargeable to customers;
 - Utilities have not been held to their original commitments to find other buyers for significant shares of the proposed reactors;
 - The utilities have not been required to conduct a rigorous ongoing analysis of whether the planned nuclear units remain the best way of meeting customer needs.
 - In particular, demand has been overestimated as have costs of alternatives

Why Was the 2006 Law Needed

- Because new nuclear reactors were more expensive than other ways of providing electricity and investors would not finance new reactors.
 - New nuclear electricity is expected to cost at least 12 cents/kWh
 - Natural gas prices in 2006 were relatively high but still much cheaper than new nuclear
 - Substantial energy efficiency was available at 4 cents/kWh or less
- The financial risks (cancellation, cost overruns, as well as cheaper alternatives) were too great for the private sector and had to be transferred to customers if new reactors were to be built.

The Status of the U.S. Reactor Renaissance



Four ECR Myths

- 1. ECR makes new power plants cheaper in the long run.
- 2. Customers will be protected by effective reviews of prudence of expenditures.
- 3. ECR will create jobs.
- 4. Florida has to have ECR in order to have nuclear power to combat climate change.

Myth #1: ECR Will Make Electricity Cheaper

- ECR is a zero sum game: Utility financing costs are lower, but
 - Customers supply capital earlier
 - Risks (especially risk of paying cancelled plant costs) are shifted from investors and lenders to customers
- Little or no net savings to customers. They may get lower price later in return for paying sooner and taking more risk.
- Utility may take risks that it otherwise would not.
- Cheaper alternatives especially efficiency are deemphasized and crowded out to make room for nuclear.
- Customer costs of borrowing are higher than utility costs.

Myth #1 Cont'd... Nothing Is Actually Made Cheaper

- ECR doesn't reduce costs of steel, concrete or labor
- ECR doesn't make any actual risks (such as cancellation, delay or cost overruns) disappear
- ECR does reallocate risks without reducing them

Myth #2: Customers will be protected by frequent reviews of prudence

- Provisions of the 2006 law undercut regulatory oversight of imprudence;
- Prudence reviews must detect imprudence in the year it occurs, which will rarely happen;
- The PSC has no discretion as to whether ECR is necessary, or how much.

Myth #3: ECR Creates Jobs

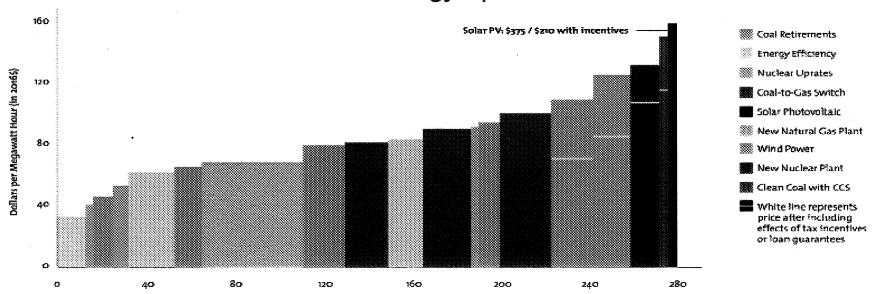
- No state ever improved its economic prospects by raising its electric rates higher than they need to be.
- With ECR, jobs are actually lost immediately in the industrial and commercial sectors due to higher electric bills and production shifts to plants in other states.
- Immediate jobs are also lost in energy efficiency and cogeneration.
- Nuclear jobs, if they ever come, are 10+ years in the future.

5

Myth # 4 – Only New Nuclear Can Respond to Climate Change

There are Cheap Ways and Costly Ways to Clean the Generation Fleet

Levelized Cost of Clean Energy Options in PJM



Million Megawatt Hours per Year

Note: Adjusts for the masket value of the generation's reliability and production profile.

Technology cost assumptions (in parti \$/low): Combined-cyclegas turbine: \$1,000 - \$1,700 What \$5,000 - \$6,000 Naclean \$5,000 - \$6,000 Clean coal with CCS: \$5,500 - \$6,500 Solar photowitkin: \$1,000-\$4,000

Events Suggesting Need to Reevaluate the 2006 Law

- Reactor cost estimates have more than tripled;
- The "nuclear renaissance" has evaporated;
 - Only four (of 31) reactors are under construction
- Completion dates are a decade or more away, if ever;
- Cost of alternatives, especially natural gas, has declined sharply;
- We do not have a national policy to limit carbon emissions;
- Customers have paid more than \$1 billion for reactors that may well never be built;
- Cost implications of Fukushima;
- No new states have enacted similar laws; several have rejected them.

Ways to Improve the 2006 Law Short of Repealing It Outright

- Require that the PSC conduct an independent economic analysis of the maximum reasonable amount for Floridians to pay for new reactors, and update this review every two years;
 - Require that competitive bidding including both supply and efficiency resources - be used to test the conclusions of this review
- Require that the PSC limit future early cost recovery to a time when the reactors are well along in construction and to an amount that the commission determines to be the minimum necessary to avoid unacceptable financial stress;
- Lock in asserted benefits as firmly as rate increases to guard against cost overruns, sale of plant or poor operation.
- Mitigate rate shock by using a five year phase-in beginning two years before likely startup and ending two years after, instead of CWIP.
- Avoid punishing a decision to cancel one or more of the pending units if that is the most cost effective decision for Florida customers.



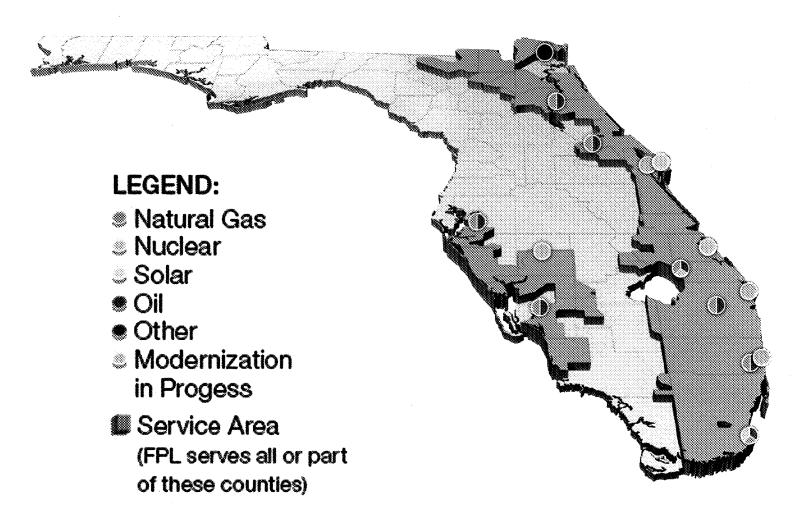
Nuclear Investments

Presentation for Florida House of Representatives Energy & Utilities Subcommittee

March 27, 2013

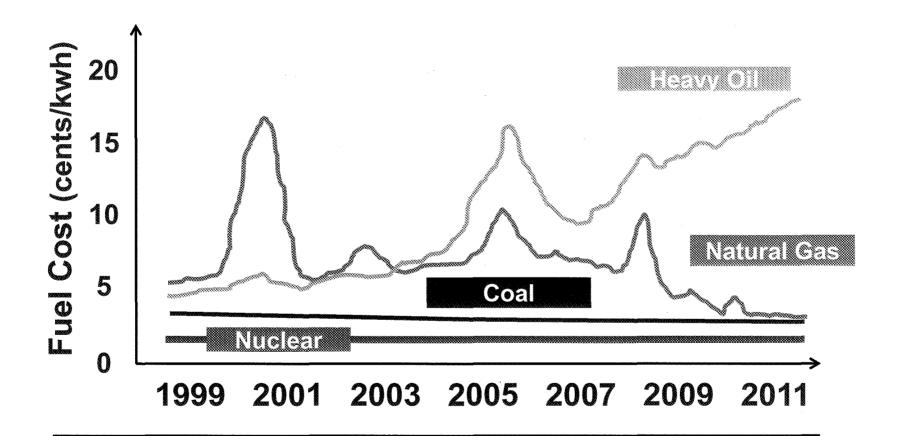
Steven Scroggs
Senior Director, Nuclear Development
Florida Power & Light Company

FPL's System





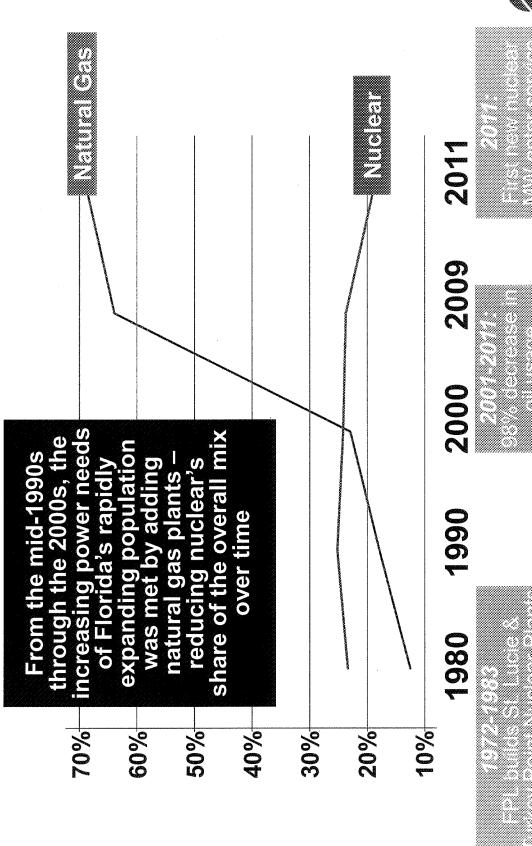
The Cost of Fuel for Electric Power (U.S.)



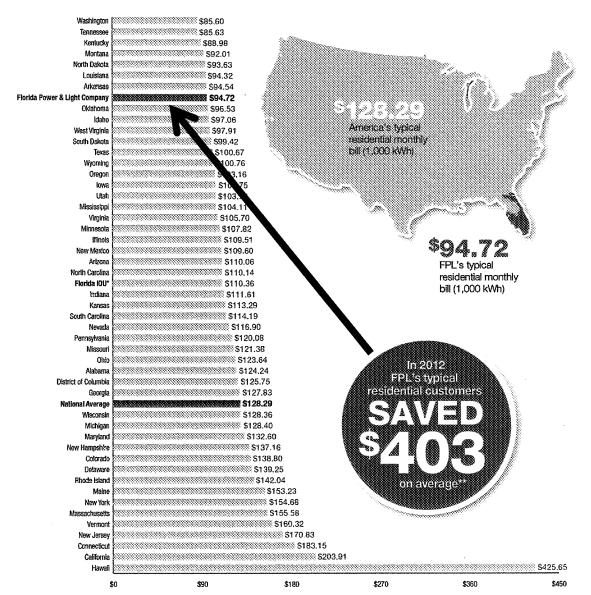
Nuclear is a stably priced, low-cost source of power generation



Percentage of Fuel Mix (FPL System)



Nuclear Saves Florida Money



Nuclear power is one of the reasons why FPL's bill is 26% below the national average

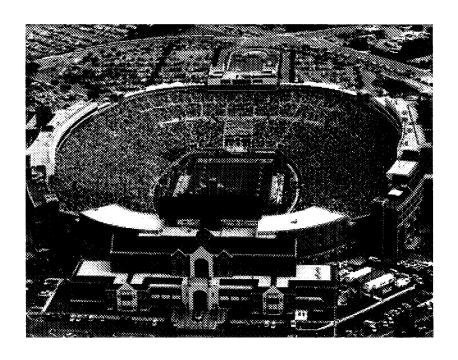
Comparison of a typical, 1,000-kWh customer bill based on July 2012 rates



Nuclear Takes Years & Requires Investment



Cables and wires would stretch from here to Palm Beach County and back



Enough gravel to fill FSU's Doak S.
Campbell Stadium



Nuclear Cost Recovery enables concurrent recovery of some costs, but the majority are not recovered until operation

Project Timeline and Cost Recovery

Projekt Pinse	80443 Kadovajač	%00) \$70) 291 Sous \$1200 723 223	Benne fost henre duing diese
Licensing	Site Selection, licensing, permitting via NCR	1%	Application preparationGroundwater modelingLegal costs
Pre-Construction	Engineering design, Execution planning, Contract development and negotiation via NCR	2 - 5%	 Detailed civil design and layout Detailed equipment fabrication schedule Detailed construction sequence and schedule
Construction	Interest only during Construction via NCR	8 -10%	Major equipmentMaterialsLaborConstruction Management
Operation * Estimated amounts will variables	Construction and Operational costs via standard methods ary by project size and duration	-	 Construction Costs via Base Rates O & M via Base Rates Fuel via Fuel Clause

Costs recovered are spent concurrently on the activities and expenses approved by the PSC in the annual review



Nuclear construction involves coordination of huge numbers of workers, materials, and engineering talent over 9 years

Major Construction Activities

Site Design 2 years

Roads/Clearing 3 years

Fill to Grade 3 years

Deep Excavation 1 year

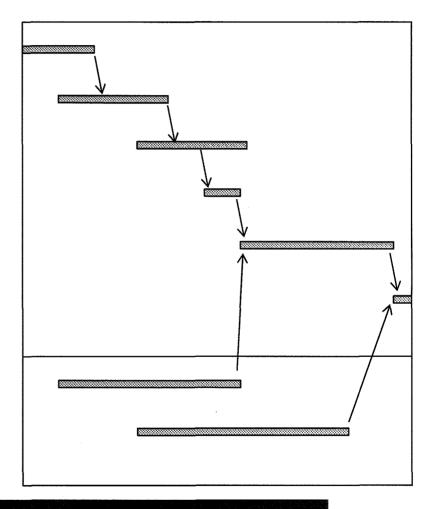
Standard Plant Construct 4 years

Fueling & Testing 0.5 years

Concurrent Activities

Equipment Fabrication 5 years

Simulator/Training 6 years

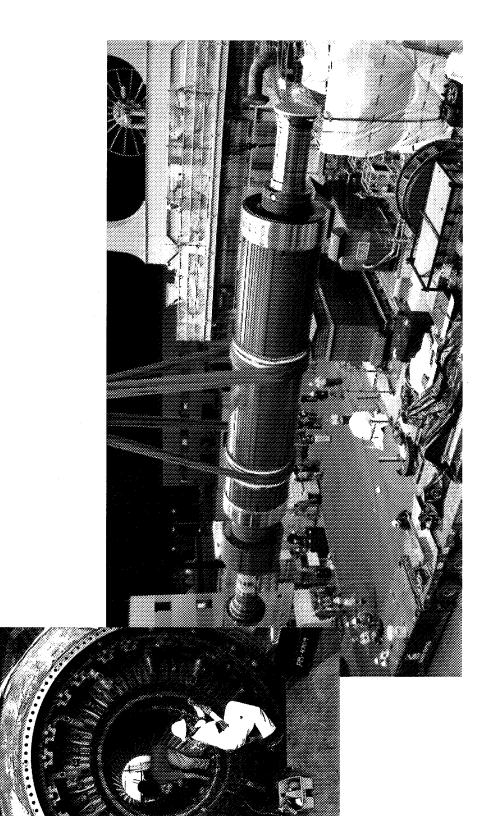


Cost recovery and regulatory stability are necessary to successfully add new nuclear capacity



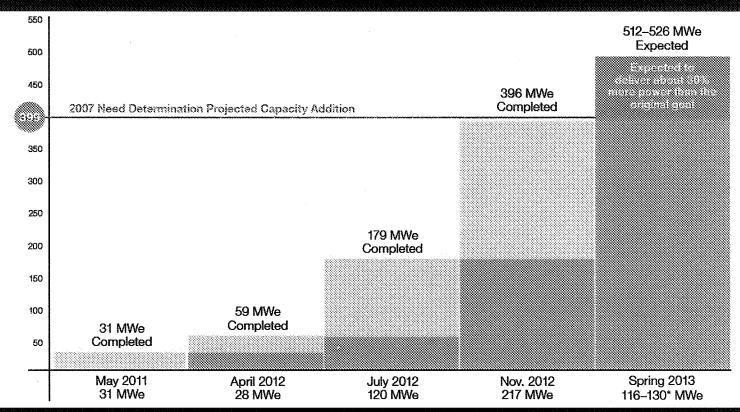


Nuclear Cost Recovery = Pay-As-You-Go



500 New Nuclear Megawatts Nearly Done

24-7, emissions-free electricity for more than 300,000 Floridians



UPRATE FOSSIL FUEL SAVINGS ~\$10 million a month in 2013 alone Billions of dollars over operational life



Nuclear Investment = Community Economic Boost









The Hliami Herald

THEFT

MiamiHerald.com



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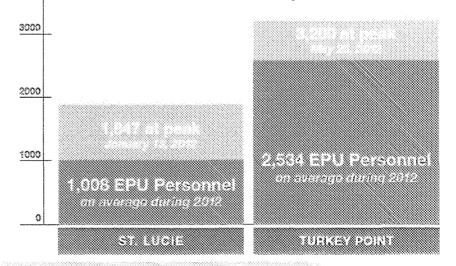
U.S. sign

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COD COLOR D GARGES	
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JOBS

Influx of specialized workers and job creation "helps the whole community keep going and keep growing."

- Tom Vokoun, Stuart/Martin County Chamber Chairman



Tien regels and 7,900 miles later, a giant transformer access at its new bonne

SO ELSOP ELSOS

POR O COSTO SERVICIO DE CONTROLO

TROPO de compresso DES ELSOS COSTO DES ESTRO DE COSTO DE COST

FLORIDA'S TREASURE COAST AND PALM BEACHES

FPL bringing in 4,000 workers to increase St. Lucie Nuclear Power Plant capacity

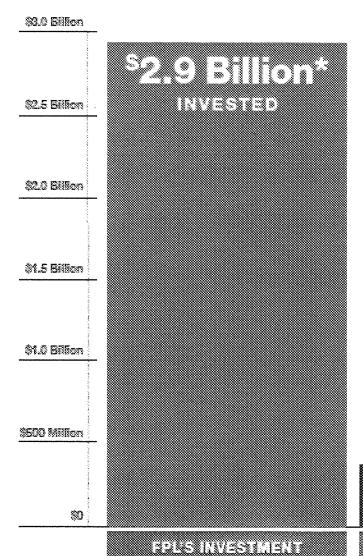
By Ed Bierschenk

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Posted July 5, 2012 at 4 a.m., updated July 5, 2012 at 11:03 a.m.



FPL's Uprate Investment & Clause Recovery



This investment would not have been possible without Florida's cost recovery law

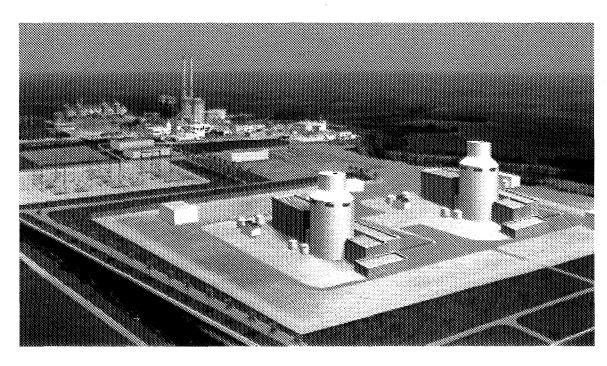
S320 Million recovered through clause

<u>Nuolennos magovai</u>k

From the beginning of the project through Dec. 31, 2012



Planning for the Future is Essential

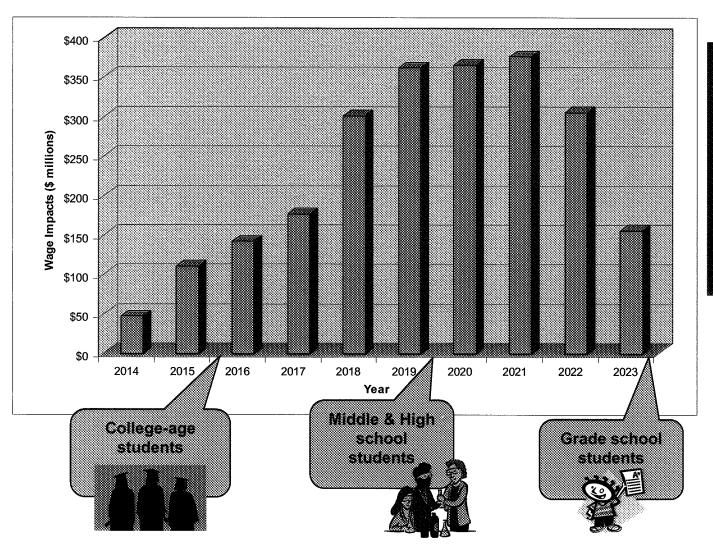


- \$58 billion in fuel savings
- 2,200 MW
- 277 million tons of CO2 avoided

Law enables FPL to plan for fuel diversity and reliable service while keeping customer bills low



Turkey Point 6 & 7 Estimated Wage Curve



The construction of two additional nuclear reactors will result in unprecedented job creation and economic impact on the regional economy

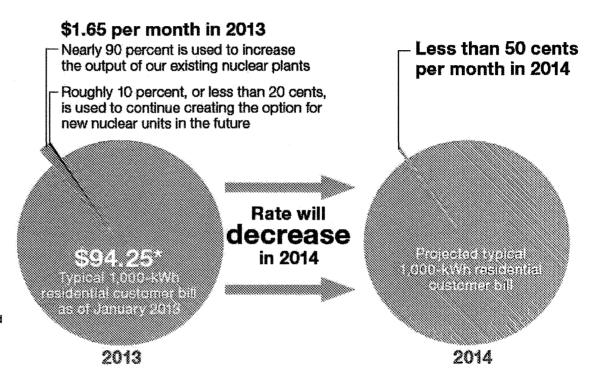


FPL's Nuclear Cost Recovery Clause Rate

Nuclear Cost Recovery Clause for a 1,000-kWh FPL Customer

FPL's 1,000-kWh residential customer bill is the lowest of Florida's 55 electric utilities, and the Nuclear Cost Recovery Clause accounts for less than 2 percent of the total bill in 2013.

* Based on preliminary estimates. Formal projection to be filed later this year for Florida Public Service Commission review.

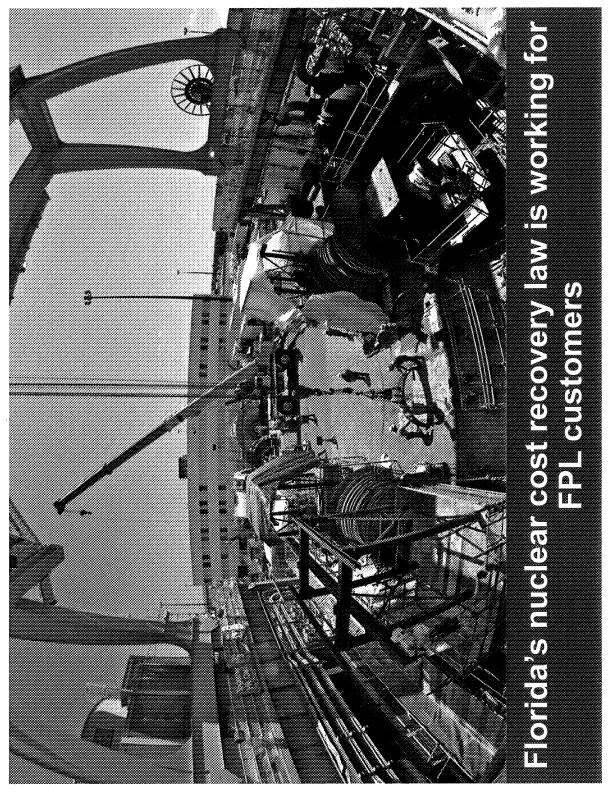


In 2013, the vast majority of nuclear cost recovery clause funds are going toward the final stage of the uprate project – which is already benefiting customers



^{*} Rates subject to change





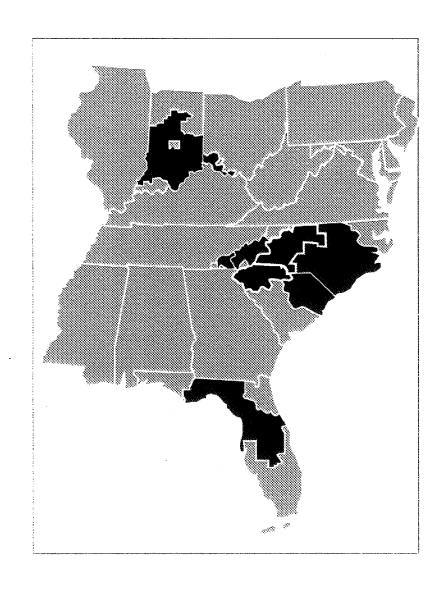


Creating a Sustainable Energy Future

House Energy & Utilities Subcommittee – March 27, 2013

Alex Glenn
State President
Progress Energy Florida,
a subsidiary of Duke Energy

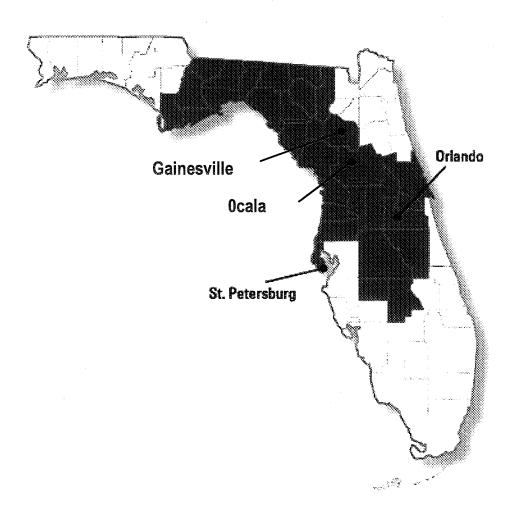
Who We Are





The largest U.S. utility with greater financial strength to meet our customers' energy needs in a reliable, affordable and environmentally responsible manner.

Progress Energy Florida



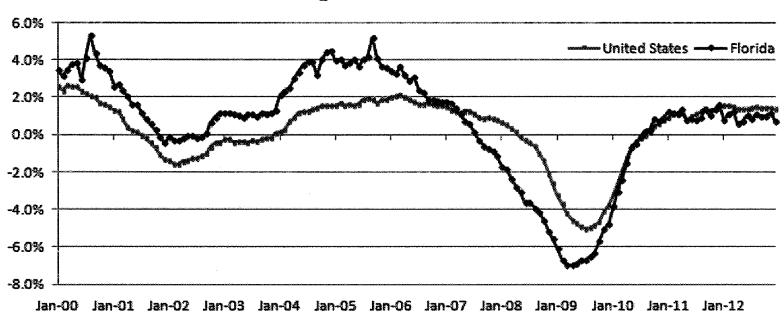
- More than 1.6 million customers in 35 counties
- More than 4,000 employees
- Over 100 years of service
- 5,000-mile transmission and 44,000-mile distribution network
- More than 10,000 megawatts of generation capacity
- 14 generating plant sites (64 units)

Merger Benefits

- Build on the operational improvements of our last merger
 - Safety reduced injuries by 76%
 - Reliability reduced outages by 40%
 - Emissions reduced overall fleet emissions by 70%
 - Generation capacity increased reserves from 15% to 20%
 - Customer service increased share of customers "highly satisfied" with their recent service experience from 72% to 85%
 - Storm preparedness and restoration became recognized leader
- Unmatched scale and scope
- Maintain and expand community support, investment and commitment

Florida Economy
Seasonally Adjusted Nonfarm Jobs

Percent Change from Same Month Prior Year

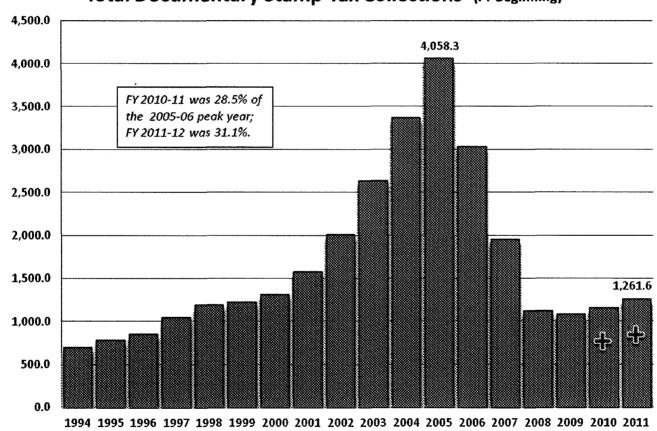


Source: Florida Department of Economic Opportunity, Labor Market Statistics Center, Current Employment Statistics Program in cooperation with the U.S. Department of Labor, Bureau of Labor Statistics, January 18, 2013.

Florida Economy

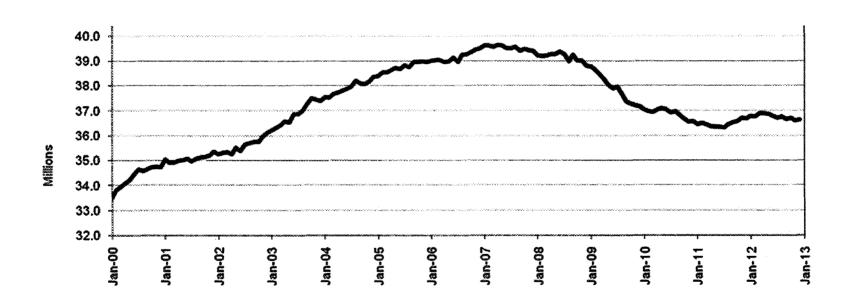
Florida Housing

Total Documentary Stamp Tax Collections (FY Beginning)



Source: The Florida Legislature Office of Economic and Demographic Research

Florida Economy
Progress Energy Florida Retail Energy Sales (12 months ended)



Weather Adjusted



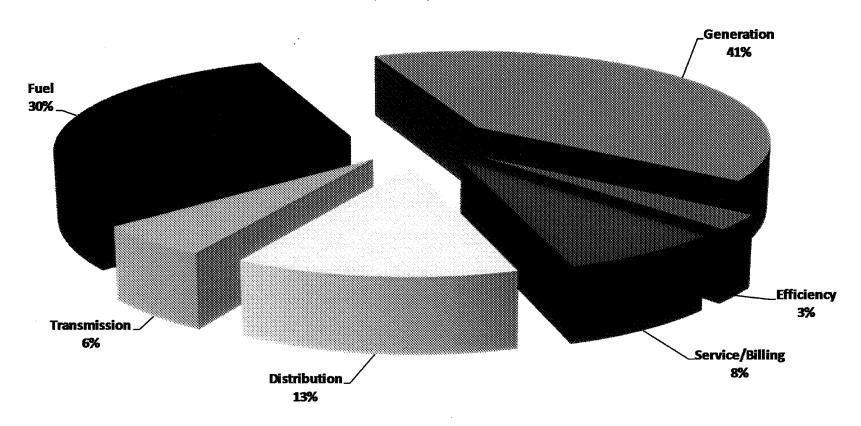
- Significant dependence on natural gas
- Tightening environmental regulations
- Aging Infrastructure

Major Price Drivers:

How Generation Decisions Affect Energy Prices

Progress Energy Florida

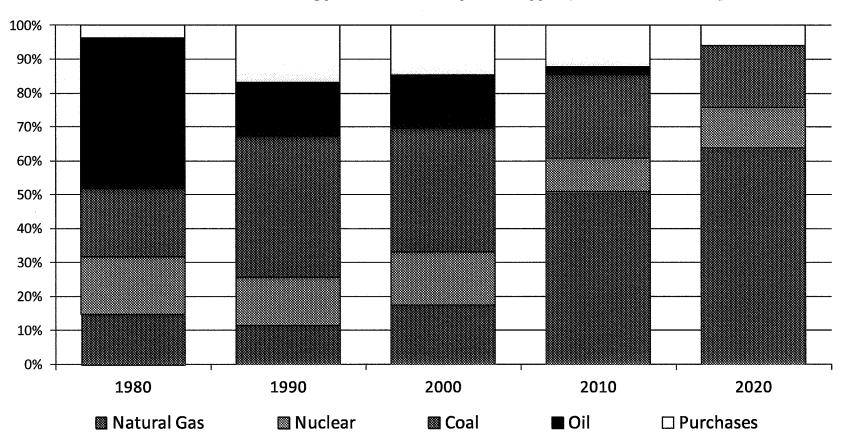
Bill Components, by Function



Florida Generation Trend:

Increasing Reliance on Natural Gas

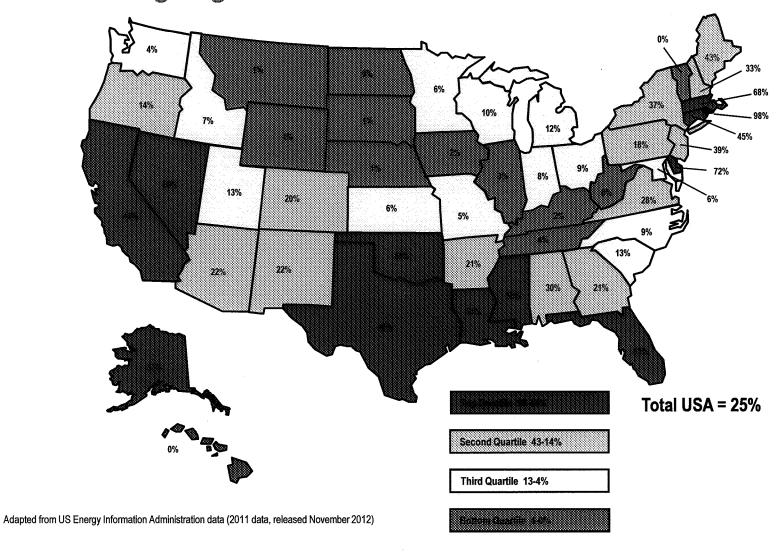
State of Florida: Energy Generation by Fuel Type (Percent of Total)



Source: 2012 Ten Year Site Plans, adjusted to reflect the retirement of Crystal River 1, 2, and 3 by 2020

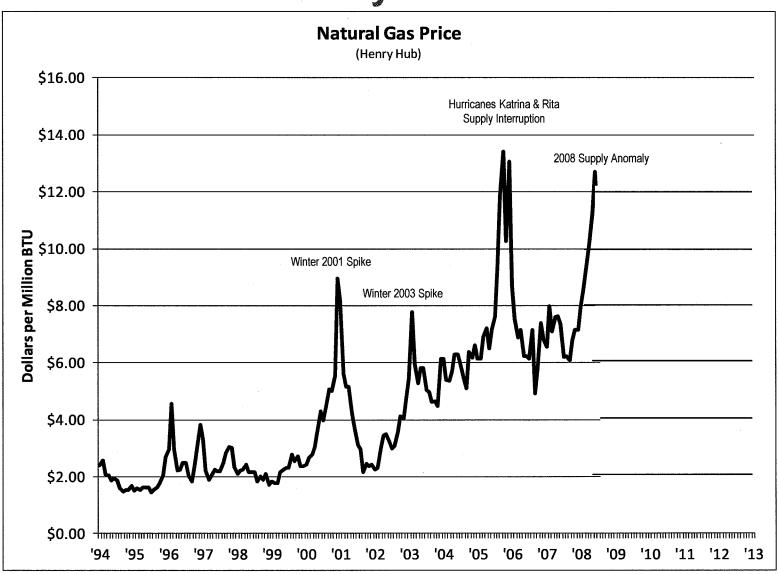
Reliance on Natural Gas:

Florida Among Highest in USA

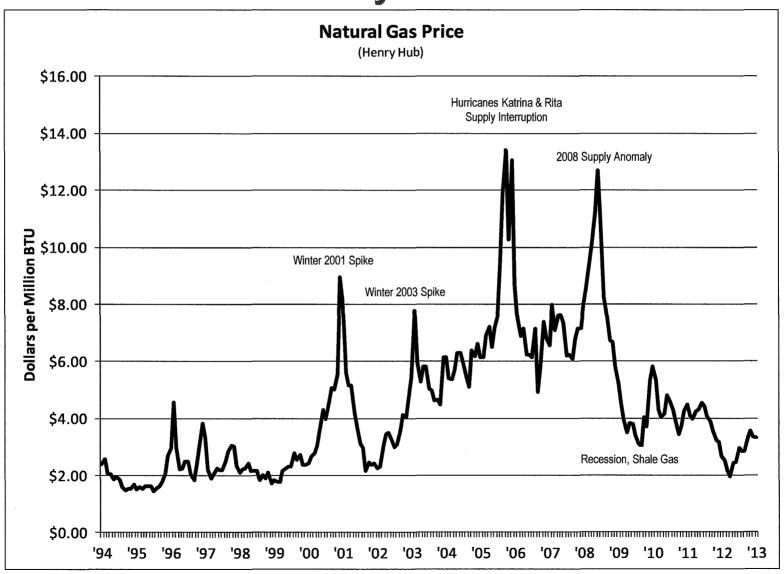


11

Natural Gas Price Volatility

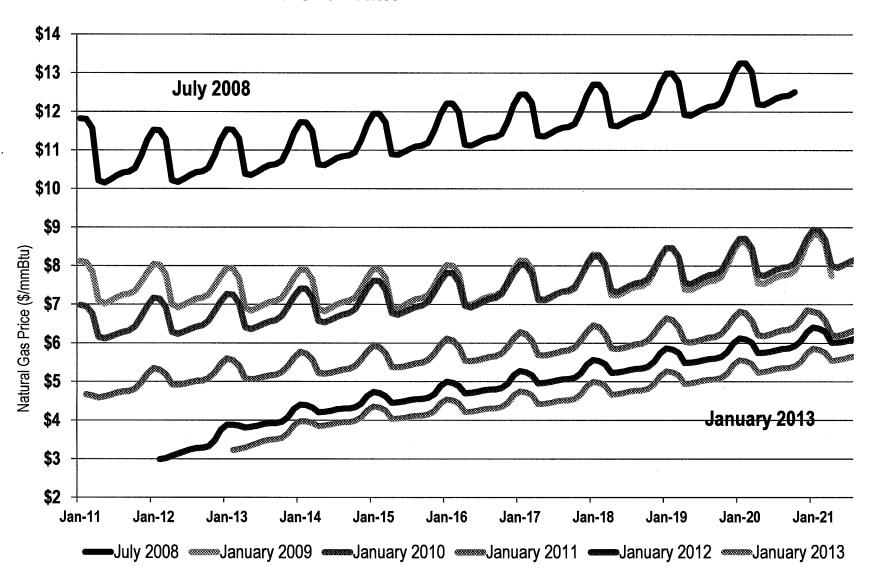


Natural Gas Price Volatility

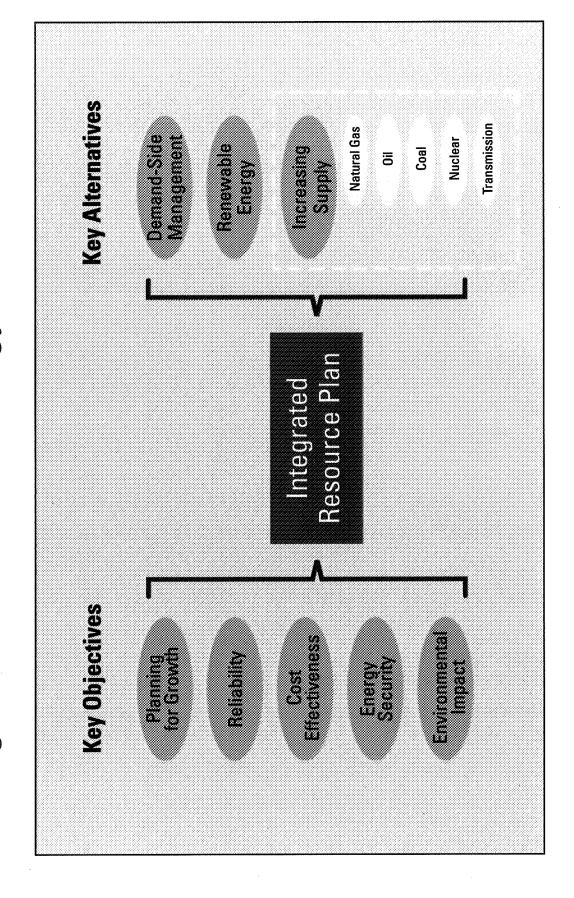


Change in Long-Term Natural Gas Prices

Natural Gas Future Prices Over Time



Planning to Meet Florida's Energy Needs



Major Resource Afernatives: No Silver Bullets

	Available 24 X 7	Low Cost to Build	Low Cost to Operate	Short Lead Time	Clean
Demand-Side Mgmt					
Solar					
Natural Gas					
Nuclear					
Coal					

Legend:

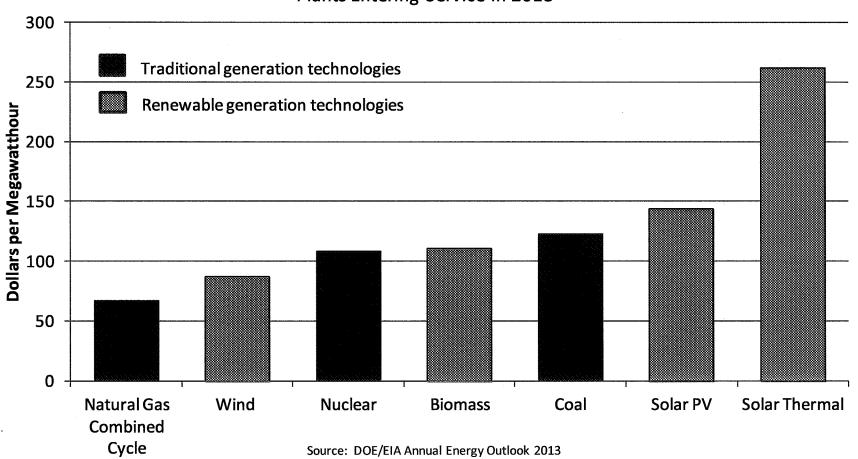
Green - yes

Red – no Yellow – in-between

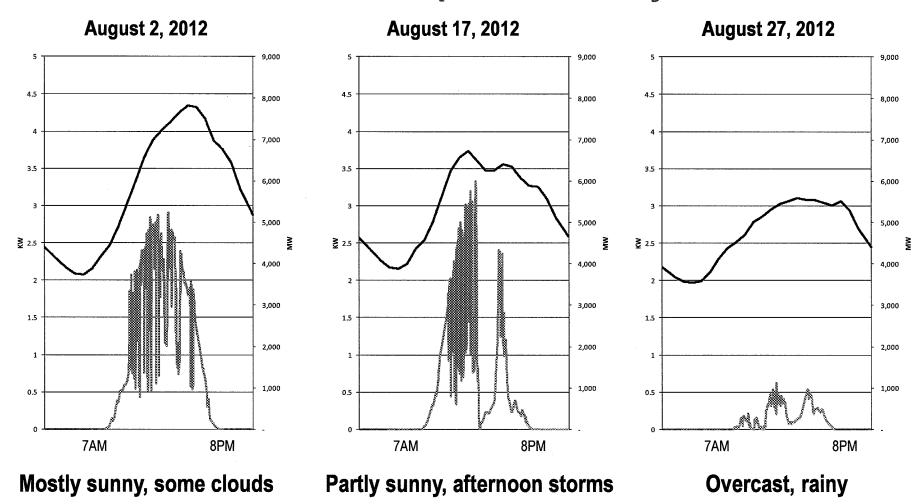
Renewable Alternatives Still Higher Cost

Estimated Levelized Cost of New Generation

Plants Entering Service in 2018



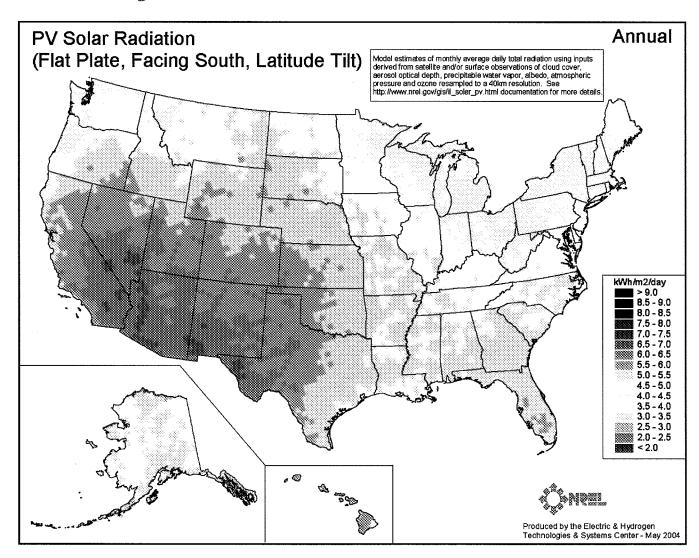
Econlockhatchee Solar Output vs. PEF System Load



Black: Progress Energy Florida System Load (MW)

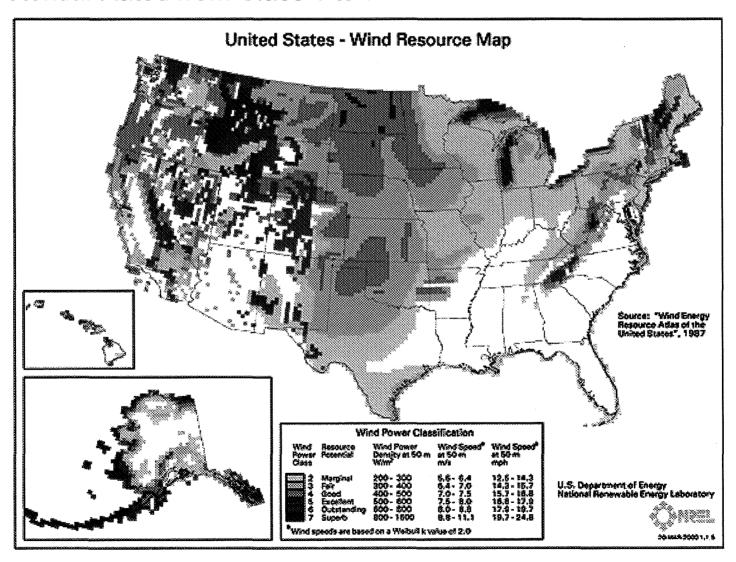
Green: Solar Output (KW)

Solar Intensity: United States

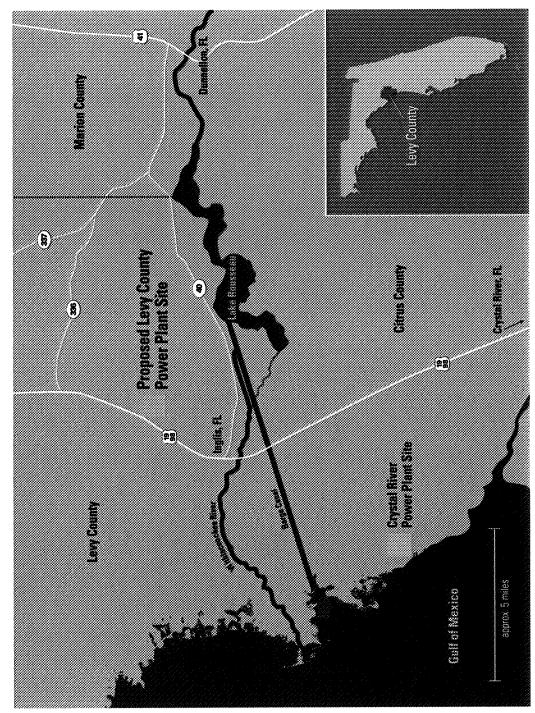


Wind Power Generation Potential

Wind Potential Rated from Class 1 to 7



Levy Site Location



Levy Milestones Achieved

Purchased site	1/2008	
Filled Combined Construction & Operating License (COL) Application	7/2008	
FPSC Determination of Need approved	8/2008	V
Engineering, Procurement, and Construction (EPC) agreement executed	12/2008	
State site certification obtained	8/2009	

Levy Milestones (cont.)

U.S. Nuclear Regulatory Commission Safety Review	Levy Plant
Phase A – Requests for Additional Information (RAIs) and Supplemental RAIs	03/29/10
Phase B – Advanced NRC Safety Evaluation Report (SER) without Open Items	09/16/11
Phase C – ACRS meeting on Advanced FSER	12/01/11 01/18/13 (CEUS)
Phase D – Final SER	Scheduled Sept. 2013
U.S. EPA Environmental Review	
EIS Scoping Summery Report Issued	05/28/09
Draft EID Issues to EPA	08/06/10
FEIS Issued to EPA	04/27/12
U.S. NRC Combined Operating License	
Completed Hearing before Atomic Safety & Licensing Board	10/31/12
Mandatory Hearing (NRC Commissioners)	Est. Nov. 2013
COL Issued	Est. Dec. 2014



- Diversity is key to creating a sustainable energy future:
 - Energy Efficiency
 - Alternative and renewable energy
 - State-of-the-art power plants



- Build on our record of operational excellence
- Continued implementation of our balanced approach
- Use financial strength to deal with future infrastructure investments
- Providing affordable, reliable and increasingly clean energy in a safe manner 24/7