BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION DOCKET NO. 080317-EI

IN RE: TAMPA ELECTRIC COMPANY'S PETITION FOR AN INCREASE IN BASE RATES AND MISCELLANEOUS SERVICE CHARGES



DIRECT TESTIMONY AND EXHIBIT OF CHARLES R. BLACK

> 07051 AUG II 8 FPSC-COMMISSION CLERK



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BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION 1 2 PREPARED DIRECT TESTIMONY 3 OF CHARLES R. BLACK 4 5 Q. 6 Please state your name, address, occupation and 7 employer. 8 9 Α. My name is Charles R. Black. My business address is 702 10N. Franklin Street, Tampa, Florida 33602. I am employed Tampa 11 by Electric Company ("Tampa Electric" or "company") as President. 12 13 Q. 14Please provide a brief outline of your educational 15 background and business experience. 1617 Α. I received a Bachelor of Chemical Engineering degree in 1973 from the University of South Florida and I am a 18 registered Professional 19 Engineer in the State of I joined Tampa Electric in 1973 and have held 20 Florida. 21 various engineering and management positions at Tampa Electric and TECO Power Services, TECO Energy's former 22 23 independent power production operations. In December 1991, I was named Vice President, Project Management for 24 In that capacity MENTWARE PRATSible for 25 Tampa Electric.

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the engineering and construction of Tampa Electric's 1 Polk Power Station, a first-of-its-kind 255 MW 2 (net winter capability) 3 integrated gasification combined cycle ("IGCC") unit. From 1996 through October 2004, I 4 leadership positions progressively 5 held of greater responsibility within the organization. Most notably, I 6 was responsible for managing the repowering of Gannon 7 Station and its conversion from a coal-fired facility to 8 the natural gas facility, H. L. Bayside Power Station. 9 project This cornerstone in the company's 10 was а substantial environmental commitment made in 2000. Τn 11 October 2004, I assumed my current role of President of 12 Tampa Electric, and in that role I am responsible for 13 the overall management of the company. 14

Q. What is the purpose of your direct testimony?

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A. After extensive and careful analysis, Tampa Electric is
 requesting approval by the Commission for an increase in
 the company's retail base rates and service charges.
 The purpose of my direct testimony is to introduce the
 witnesses who have filed direct testimony on Tampa
 Electric's behalf, and to provide an overview of the
 company's filing and its positions in this case.

	I	
. 1	Q.	Have you prepared an exhibit to support your direct
2		testimony?
3		
4	A.	Yes. Exhibit No (CRB-1) entitled "Exhibit of
5		Charles R. Black" was prepared under my direction and
6		supervision. It consists of one document, "List Of
7		Minimum Filing Requirement Schedules Sponsored Or Co-
8		Sponsored By Charles R. Black".
9		
10	Q.	Briefly describe Tampa Electric.
11		
12	A.	Tampa Electric was incorporated in Florida in 1899 and
13	-	was reincorporated in 1949. In 1981, Tampa Electric
14	· .	became a wholly owned subsidiary of TECO Energy, Inc.
15		The company is a public utility regulated by the Florida
16		Public Service Commission ("FPSC" or "Commission") and
17		the Federal Energy Regulatory Commission. The company
18		serves approximately 667,000 retail customers within
19		Hillsborough and portions of Polk, Pasco and Pinellas
. 20		counties, including the municipalities of Tampa, Plant
21		City, Temple Terrace, Winter Haven, Auburndale, Lake
22		Alfred, Eagle Lake, Mulberry, Dade City, San Antonio and
23		Oldsmar.
24		
25		The company maintains a diverse portfolio of generating

facilities. Tampa Electric has five generating stations that include fossil steam units, combined cycle units, combustion turbine peaking units, an IGCC unit and internal combustion diesel units. These units are located at Big Bend Power, Bayside Power, Polk Power, Phillips and Partnership Stations.

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Q. Please summarize the company's position in this case.

Tampa Electric's primary goal is simple: safely provide 10 Α. reliable electric service at the lowest possible cost 11 over the long term. While the goal is simple to state, 12 13 it. is difficult to achieve. We are constantly challenged by changes in the economy, shifting needs of 14 our customers and variations in weather. 15 We are challenged, too, by the ever-increasing need to protect 16 17environment and to comply with new laws and our 18 regulations. Still, Tampa Electric has been particularly successful in its efforts. The company has 19 20 met these challenges by investing billions of dollars in 21 new generating facilities, new environmental equipment, 22 transmission and distribution facilities, and other infrastructure necessary to meet the increases in demand 23 from a growing customer base. We have successfully 24 25 achieved this goal without a base rate increase since

1 1994, but we have exhausted our options and must now seek a rate increase. 2 3 When did the company's last full revenue requirements Q. 4 proceeding take place? 5 6 The company's last full revenue requirements proceeding Α. 7 8 was filed May 22, 1992. The Commission issued its Order PSC-93-0165-FOF-EI in Docket No. 920324-EI No. 9 on February 2, 1993. 10 11 In general, what changes has Tampa Electric experienced Q. 12 since its last base rate increase? 13 14Since the company's last base rate increase, Α. 15 Tampa Electric has experienced tremendous customer 16 growth providing cost-effective, reliable electric 17 while 18 service. The company has been able to maintain its retail base rates while investing \$3.4 billion in 19 generation and infrastructure additions to its system as 20 21 operations and maintenance ("O&M") expenses dramatically increased. Since 1992, the cost of goods and services, 22 by the Consumer Price Index ("CPI") 23 as measured increased 48 percent. addition, the costs of 24 In 25 commodities essential to the production and distribution

of electricity have also increased dramatically since that time. Labor costs have increased 77 percent and steel and concrete prices have increased 72 and 73 percent, respectively.

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improved efficiency Tampa Electric has also and 6 performance in all major areas of operations of 7 its electric system, which has experienced an increase in 8 retail peak demand of about 50 percent. In 2007, Tampa 9 10 Electric served a retail peak load of 4,123 megawatts ("MW") compared to 2,771 MW served in 1992. As the 11 12 population has grown in our service area, Tampa Electric has expanded its system to meet those needs. 13 Today, Tampa Electric serves approximately 667,000 customers, 14 almost 200,000 or 42 percent more customers than in 15 1992. 16

Customer growth in our service area is expected to 18 continue although at a slower pace than the state has 19 experienced in the past. While customer growth and 20 increased efficiencies have allowed the company to 21 well, growth productivity 22 operate customer and efficiencies are no longer sufficient to allow Tampa 23 Electric to continue to effectively and reliably meet 24 the electric needs of existing and new customers at 25

1		current base rates.
2		
3	Q.	Please identify Tampa Electric's witnesses and summarize
4		the purposes of their direct testimony in this
5		proceeding.
6		
7	A .	The direct testimony submitted by other witnesses on
8		behalf of Tampa Electric and the areas each witness will
9		address are as follows:
10		• Gordon L. Gillette, Tampa Electric's Senior Vice
11		President and Chief Financial Officer and TECO
12		Energy's Executive Vice President and Chief
13		Financial Officer, will describe the capital
14		structure of the company, the importance of
15		maintaining the company's financial integrity, and
16		the overall fair and reasonable rate of return
17		needed to accomplish this goal.
18		• Susan D. Abbott, managing director with the
19		investment-banking firm of New Harbor, Inc., will
20		discuss the consequences of regulatory action,
21		Tampa Electric's credit worthiness, its credit
22		ratings and the importance of the current rate
23		request.
24		• Donald A. Murry, Ph.D., Vice President and
25		Economist with C. H. Guernesey & Company, will
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address the company's capital structure, cost of capital and fair and reasonable rate of return.

• Lorraine L. Cifuentes, Tampa Electric's Manager of Load Research and Forecasting, will discuss the company's load forecasting process, describe the methodologies and assumptions and the company's inflation assumptions.

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Mark J. Hornick, Tampa Electric's General Manager
 of Polk and Phillips Power Stations, will discuss
 the company's construction and O&M budgets for
 generation facilities.

• Joann T. Wehle, Tampa Electric's Director of Wholesale Marketing and Fuels, will support the company's fuel inventory requirements.

Regan B. Haines, Tampa Electric's Director of 15 16 Engineering and Field Services, will discuss the 17 company's transmission and distribution svstem 18 construction and O&M budgets. He will also discuss 19 the company's reliability, service quality and 20 storm hardening activities.

Dianne S. Merrill, Tampa Electric's Director of
 Staffing and Development, will discuss the
 company's employee benefit costs, its record of
 controlling health care costs and the gross payroll
 expenses for the company.

• Edsel L. Carlson Jr., Tampa Electric's Risk Manager, will address the appropriateness of the proposed annual storm reserve accrual and the target level for the storm reserve.

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- Steven P. Harris, Vice President with ABS Consulting, will address his study supporting our proposed annual storm reserve accrual and the target level for the storm reserve.
- Alan D. Felsenthal, Managing Director with Huron Consulting Group, will support the company's income tax calculations.
- 12 Jeffrey S. Chronister, Tampa Electric's Assistant Controller, will discuss the company's budgeted O&M 13 expenses, income statement, balance sheet and 14 ongoing capital budget and will review 15 Tampa Electric's outstanding record 16 of managing O&M expense below the Commission's O&M benchmark. In 17 addition, witness Chronister will explain the 18 calculation of Tampa Electric's revenue requirement 19 for 2009. 20
- William R. Ashburn, Tampa Electric's Director of
 Pricing and Financial Analysis, will discuss the
 jurisdictional separation and retail class cost of
 service studies, billing determinants, billed
 electric revenue budgets and rate design.

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1	Q.	What is the company's specific base rate relief request?
2		
3	A.	Tampa Electric is requesting a \$228.2 million increase
4		in base rates and service charges effective on or after
5		May 1, 2009, based on a 2009 projected test year. This
6		increase will cover our costs of service and allows us
7		the opportunity to earn an appropriate return on the
8		company's investments. In establishing an appropriate
9		rate of return for Tampa Electric, the testimonies of
10		witnesses Donald A. Murry, Ph.D. and Gordon L. Gillette
11		reflect that the midpoint of a fair return on equity
12		("ROE") is 12.00 percent with a range of 11.00 to 13.00
13		percent.
14		
15	Q.	What are the major factors driving the need for this
16		base rate increase in 2009?
17		
18	Α.	The significant cost drivers that have resulted in the
19		need for a base rate increase are summarized below. The
20		company's various witnesses in this proceeding address
21		them in more detail.
22		
23		Generation
24		The company has added significant generating resources
25		to its system since 1994. From 1994 through 2007, Tampa
I		10

Electric has added approximately 1,400 MW of generation 1 2 to meet growing customer demand. Polk Unit 1 is an IGCC 3 power plant that has been named the cleanest coal-fired unit in North America and was placed in service in 1996. 4 Polk Units 2 and 3, both simple cycle combustion 5 turbines, were placed into service in 2000 and 2002, 6 7 respectively. Polk Units 4 and 5 (also simple cycle combustion turbines) were placed into service in 2007. 8 In addition, as part of a comprehensive environmental 9 10 settlement, the Gannon coal-fired generation assets were 11 repowered into the Bayside Power Station, a gas-fired 12 combined cycle plant completed in 2004. Although all of these generation additions were determined to be the 13 lowest cost resources to meet customers' needs, these 14 15 investments have resulted in incremental costs above incremental revenue to Tampa Electric's 16 system. 17 Consequently, one of the major factors underlying the need for a change in base rates is to reflect these 18 investments that are in rate base. 19

21 The company plans construct simple to five cycle 22 combustion turbines in 2009 and simple two cycle combustion turbines in 2012, all to meet system peaking 23 In addition to generation added since the 24 needs. 25 company's last rate case, Tampa Electric's current 10-

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year generation expansion plan includes over 2,500 MW of new generation. The 2,500 MW of new generation includes a 533 MW natural gas combined cycle base load unit the company plans to add at its Polk Power Station by 2013. Finally, the company plans to invest in 2008 and 2009 for a rail facility at Big Bend Power Station to provide the company with transportation diversity for solid fuel. Tampa Electric witness Mark J. Hornick will address our generation expansion plans further in his direct testimony.

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Transmission and Distribution

Electric made and will continue Tampa to make 13 significant capital investments in its transmission and 14distribution infrastructure to meet its obligation to 15 reliably serve customers and to meet the new system 16 hardening requirements implemented by the FPSC after the 17 hurricanes of 2004 and 2005. Since our last rate case, 18 100 the company has added over net miles of 19 20 transmission. In 2009 and beyond, transmission capital expenditures anticipated 21 are to be significant, necessitated by additional generation in the state, 22 Florida Reliability Coordinating Council study impacts, 23 24 as well as hardening of the existing infrastructure as discussed in the direct testimony of Tampa Electric 25

witness Regan B. Haines.

Customer Demand

While Tampa Electric has enjoyed strong customer growth since its last base rate change, we expect it to slow considerably over the next few years. Although a number of factors such as increased conservation, improvements in appliance efficiencies and increasing energy prices have resulted in lower consumption, these reductions have been offset to a large degree by the increasing size of new homes and the increasing saturation of electronic appliances and other electric equipment. Energy consumption for the 2009 projected test year Electric's includes the impacts of Tampa recently demand approved new and modified side management programs as well as higher appliance efficiency trends associated with the Energy Policy Act of 2005. Tampa Electric witness Lorraine L. Cifuentes discusses this in more detail in her direct testimony.

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Operations and Maintenance Expenses

For years, Tampa Electric has worked to control its O&M expenses despite steady growth in demand and the number of customers served, and while maintaining high levels of service reliability and customer service. Total non-

fuel operating expenses for 2009 are expected to exceed \$700 million. Tampa Electric's costs are expected to continue to increase due to the cumulative effects of inflation, customer growth and operational requirements.

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Major impacts to the company's O&M since its last rate increase include employee benefits such as healthcare costs, depreciation expense, system hardening expenses, storm reserve accruals and federal and state compliance costs.

12 Q. Please describe the significant environmental commitment
13 the company has made.

Between November 1999 and December 2000, the 15 Α. U.S. Justice, acting 16 Department of on behalf of the Environmental Protection Agency ("EPA"), filed lawsuits 17 against eight utility companies affecting 106 generating 18 19 units for perceived violations of New Source Review ("NSR"), a complex program created by various provisions 20 of the Federal Clean Air Act. While Tampa Electric 21 contended it had not violated any NSR requirements, it 22 decided the best outcome for customers, the environment 23 and the company was to take early definitive action to 24 significantly lower its emissions and thereby resolve 25

the dispute. The company settled with the Florida Department of Environmental Protection ("FDEP") in late 1999 and the EPA in 2000 and began implementing a comprehensive program to decrease future emissions from the company's coal-fired power plants dramatically. Tampa Electric was the first utility in the country to resolve issues raised by the agencies.

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The emissions reduction requirements included flue gas 9 desulfurization systems ("FGDs" or "scrubbers") to help 10 reduce SO_2 , projects for NO_x reduction efforts on Big 11 Bend Units 1 through 4 ("SCRs"), and the repowering of 12 the coal-fired Gannon Station to natural gas. 13 The total estimated costs are about \$1.2 billion. While most of 14 the environmental control systems are being recovered 15 through the Environmental Cost Recovery Clause ("ECRC"), 16 the repowering of Gannon Station makes up about \$750 17 18 million of the total commitment and it is not being recovered through the ECRC nor was it taken into account 19 20 when the company's current base rates were approved. 21

Q. What have been the benefits of Tampa Electric's
settlement agreements with the EPA and FDEP?

25 A. Since 1998, Tampa Electric has reduced annual SO₂, NO_x

and particulate matter ("PM") from its facilities by 162,000 tons, 42,000 tons and 4,000 tons, respectively. The reductions in SO₂ emissions were accomplished in large part through the installation of scrubber systems on Big Bend Units 1 and 2 in 1999. The Big Bend Unit 4 was originally constructed with a scrubber but it was modified in 1994 to allow it to also scrub emissions from Big Bend Unit 3. Currently, the scrubbers at Big Bend Power Station remove more than 95 percent of the SO₂ emissions from the flue gas streams.

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The repowering of Gannon Station to Bayside Power 12 Station resulted in significant reductions in emissions 13 The installation of the SCRs on of all pollutant types. 14 all Big Bend units is expected to result in further 15 reduction of emissions. By 2010, these SCR projects are 16 expected to result in the total phased reduction of NO_x 17 by 62,000 tons per year, which is a 90 percent reduction 18 19 from 1998 levels. To date, these projects have resulted in the reduction of SO_2 , NO_x and PM emissions by 93 20 percent, 60 percent and 77 percent, respectively, below 21 22 1998 levels. In total, by 2010 Tampa Electric's systemwide emission reduction initiatives will result in the 23 reduction of SO_2 , NO_x and PM by 90 percent, 90 percent 24 25 and 72 percent, respectively.

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1	Q.	Has Tampa Electric reduced its greenhouse gas emissions?
2		
3	A.	Yes. In addition to the reductions in regulated
4		emissions listed above, since 1998, system-wide
5		emissions of CO $_2$ have been reduced by over 20 percent,
6		bringing emissions to below 1990 levels.
7		
8	Q.	What efforts has Tampa Electric taken to control
9		expenditures to avoid the need for higher rates?
10		
11	A.	Over the past 16 years, Tampa Electric has avoided
12	-	seeking a retail base rate increase despite having
13		experienced significant increases in operating costs and
14		having made significant capital investments to meet the
1 5		needs of its customer base. Since its last rate case
16		through year-end 2009, the company will have invested
17		more than \$1.7 billion in the construction of new
18		generating capacity and more than \$1.5 billion in the
19		expansion of Tampa Electric's transmission and
20		distribution system. During this same period of time
21		without rate relief, the CPI has increased by 48
22		percent. The company has been able to manage this
23		because of numerous initiatives. One key initiative has
		-
24		been the concerted effort of Tampa Electric's management
25		and team members to control O&M expenses. Since its
		17

last rate case, the company has succeeded in maintaining its total O&M costs under the Commission's O&M benchmark while customer growth increased by 42 percent during the same time frame. Tampa Electric's 2009 total O&M expenses are also below the Commission's benchmark. Tampa Electric continues efficiency to pursue improvements and cost reductions in all aspects of its operations.

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10 The performance of Tampa Electric's generating units has also played a major role in Tampa Electric's ability to 11 control its base rates. 12 The company has improved the performance and availability of its existing generating 13 units. Some of these improvements have provided, in 1415 effect, additional generation at a relatively low cost compared to the costs of constructing new and more 16 17 expensive units. Additionally, Tampa Electric has continued to provide aggressive demand side management 18 customers that have resulted 19 programs to its in deferring the need for approximately 660 MW of winter 20 generating capacity or the equivalent of almost four 21 simple cycle power plants. 22

I am proud of our team members' efforts in managing all categories of expenses and I am pleased with the

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1		benefits we have provided to our customers.
2		Unfortunately, we are at a point in time where these
3		actions are no longer sufficient to cover our costs to
4		provide service. For 2008, the company filed a
5		forecasted surveillance report with this Commission with
6		an expected 9.40 percent ROE, well below the bottom of
7		our authorized range. For 2009, without the revenue
8		requirements being sought, we expect the company's ROE
9	{	to be at 4.38 percent. It is beneficial for our
10		customers to have a financially solid electric utility
11		with access to capital markets as needed to fund a
12		robust and necessary capital program going forward at
13		prices that minimize impacts to customers, so a
14		projected ROE of 4.38 percent for 2009 is not in the
15		best interest of our customers or shareholders.
16		
17	Q.	What are the implications of Tampa Electric being
18		foreclosed from the markets?
19		
20	A .	As indicated in the direct testimony of witness Susan D.
21		Abbott, being unable to access capital markets and fund
22		company needs will increase costs, decrease reliability
23		and eventually result in higher costs to customers.
24		This is not acceptable for our customers.
25		
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1	Q.	Has Tampa Electric considered its customers before
2		filing for an increase in rates?
3		
4	A.	Yes, we have. The company has carefully evaluated all
5		options before making this request. A major tenet of
6		Tampa Electric's operating philosophy is a focus on our
7	ſ	customers. While we are keenly aware of the impacts
8		that a price increase has, we remain committed to
9		continuing to find cost-effective conservation
10		initiatives, and to implementing efficiencies and other
11		prudent cost-cutting measures that minimize the need for
12		higher rates.
13		
14	Q.	Does Tampa Electric's proposed rate design support
1 5		statewide energy efficiency efforts?
16		
17	A.	Yes. We are proposing a two-block, inverted base energy
18		rate with the break-point at 1,000 kWh and a one cent
19		per kWh differential between the two blocks for the
20		residential standard service rate in lieu of a flat base
21		energy rate. We believe the higher rate above 1,000 kWh
22		provides an appropriate price signal to customers
23		regarding their energy usage because it can serve as a
24		means for encouraging energy conservation. To optimize
25		the advantage of this conservation-oriented rate design
		20

and further motivate customers, we will also seek Commission approval of a two-block inverted residential fuel factor in our upcoming 2009 fuel and purchased power projection filing in Docket No. 080001-EI on September 2, 2008. By implementing an inverted rate design for the residential base energy charge and fuel factor, the company is supporting statewide efforts for the efficient use of energy.

In addition, the company is proposing the continuation 10 of the RSVP rate, our critical peak pricing conservation 11 program known as Energy Planner. Energy Planner allows 12 13 customers to make energy consumption decisions based on near real-time energy prices by using a programmable 14 "smart" thermostat provided by the company. Both the 15 RSVP and inverted rate designs reinforce state-wide 16 efforts to educate consumers regarding their energy 17 consumption while sending price signals that emphasize 18 the monetary benefits of energy conservation. Tampa 19 20 Electric witness William R. Ashburn discusses these conservation-oriented rate designs in greater detail in 21 his direct testimony. 22

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Q. Does the company have any special programs for customers with special needs?

Yes. Our special needs programs include our 62+ program Α. 1 and the assistance we provide to a variety of social 2 services programs, including our SHARE program, 3 а program that helps senior customers who have low-incomes 4 and/or who are medically disabled and unable to pay 5 their energy-related bills. We also provide Commission-6 7 approved conservation related credits and cash incentives to our customers to encourage them to use 8 9 electricity wisely. We attempt to communicate to our customers in multiple forums and media to inform them 10 more clearly about energy issues, especially the steps 11 they can take to mitigate the effects of increasing 12 rates. 13

15 Q. Please discuss Tampa Electric's proposed overall rate
16 design.

14

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Tampa Electric's proposed rates and service charges are A. 18 designed to produce the company's requested additional 19 revenues of \$228.2 million. Tampa Electric's proposed 20 21 rate design more accurately reflects the cost to serve 22 the various classes. Cost of service is a major consideration in the rate design as well as revenue 23 stability and continuity. As I previously mentioned, 24 the rate designs for the residential class are designed 25

to produce conservation-oriented price signals. In addition, the company is proposing to combine all demand billed customers into a single rate schedule with costeffective options for customers that elect to be subject to service interruption. Witness Ashburn discusses rate design in greater detail in his direct testimony.

Q. Please summarize your direct testimony.

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Tampa Electric has worked very hard to establish itself. 10 Α. as a low-cost provider of high quality electric service 11 12 while being sensitive to the interests of our customers and the environment in which we live. 13 We are extremely proud of our environmental commitments as evidenced by 14 our Polk Unit 1 IGCC facility and our repowered Bayside 15 Power Station. Our accomplishments reflect the efforts 16 17 of a strong management team and dedicated team members Collectively, our efforts have throughout the company. 18 succeeded in delaying as long as possible the necessary 19 increase in the company's retail base rates and service 20 charges while keeping pace with Florida's rapid growth 21 The central element in Tampa 22 and demand for power. Electric's operating philosophy is to provide customers 23 with reliable electric service at a reasonable price. 24 We know that price increases put economic pressures on 25

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1		our customers but the declining financial condition of
2		the company coupled with our obligation to provide
З		reliable service mandate that we increase our prices in
4		order to have the opportunity to earn a fair return,
5		both in the near term and over time. This will
6		ultimately yield benefits to customers by ensuring that
7		we maintain access to capital markets in order to secure
8		the necessary funding for current and future investment
9		at a reasonable cost. After 16 years, an increase in
10		retail base rates is now necessary to ensure that Tampa
11		Electric can continue to provide reliable, cost-
12		effective electric service at the levels its customers
13		have come to expect.
14		
15	Q.	Does this conclude your direct testimony?
16		
17	A.	Yes, it does.
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TAMPA ELECTRIC COMPANY DOCKET NO. 080317-EI WITNESS: BLACK

EXHIBIT

OF

CHARLES R. BLACK

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LIST OF MINIMUM FILING REQUIREMENT SCHEDULES

SPONSORED OR CO-SPONSORED BY CHARLES R. BLACK

MFR Schedule	Title
F-9	Public Notice