

**CRIP
FILE COPY**

**BEFORE THE
FLORIDA PUBLIC SERVICE COMMISSION**

DOCKET NO 891345-EI

**TESTIMONY AND EXHIBITS
OF
M. R. BELL**

Gulf Power



DOCUMENT NUMBER-DATE

12010 DEC 15 1983

FPSC-RECORDS/REPORTING

GULF POWER COMPANY

1
2 Before the Florida Public Service Commission
3 Direct Testimony of
4 Mark R. Bell
5 In Support of Rate Relief
6 Docket No. 891345-EI
7 Date of Filing December 15, 1989

8 Q. Would you please state your name, business address,
9 and occupation?

10 A. My name is Mark R. Bell. My business address is 133
11 Peachtree Street, N.E., Atlanta, Georgia, 30303. I
12 am a partner in the accounting firm Arthur Andersen &
13 Company.

14 Q. Would you please state your educational and
15 professional background?

16 A. I joined Arthur Andersen & Co. in 1967 following
17 graduation from St. Louis University with a Bachelor
18 of Science degree in Accounting. I am a Certified
19 Public Accountant in the states of Georgia,
20 California, and Missouri, and I am a member of the
21 American Institute of Certified Public Accountants
22 (AICPA).

23 Q. Would you briefly describe the work of Arthur
24 Andersen & Co.?

25 A. The firm has approximately 160 offices, of which

1 about one-half are in the United States and the other
2 half in other parts of the world. We work with all
3 types of businesses, both regulated and nonregulated.

4
5 Q. What is the nature of the work you have performed at
6 Arthur Andersen & Co.?

7 A. While I have had experience in a number of industries,
8 a significant portion of my career has been devoted
9 to regulated industries, including electric utilities,
10 water and sewer, gas and telephone companies.

11 I have conducted and supervised independent
12 audits of the financial statements of public utilities
13 and have supervised work in connection with the
14 issuance of securities of these companies. I have
15 also assisted in numerous rate filings on a wide
16 range of topics before various state regulatory
17 bodies. My experience before the Florida Public
18 Service Commission includes testifying in Gulf Power
19 Company's last two retail rate hearings on my
20 independent review of the Company's financial fore-
21 casting system. Consequently, I am familiar with the
22 Company's forecasting techniques and its planning and
23 control systems.

24
25 Q. What are your present responsibilities at

1 Arthur Andersen & Co.?

2 A. Currently, I am partner-in-charge of the audit
3 division responsible for our regulated industries
4 practice in the Atlanta office, which serves as the
5 concentration office for our regulated industry
6 services in the southeastern United States. In
7 addition, I serve as the engagement partner for Gulf
8 Power Company and several other electric utilities
9 and telephone companies.

10

11 Q. What is the purpose of your testimony?

12 A. The purpose of my testimony is to present the results
13 of my independent review of the financial forecasting
14 system used by the Company, including my review of
15 the accuracy with which the system forecasts the test
16 period financial results, the overall reasonableness
17 of the assumptions made by the Company to develop
18 those results, and the consistency of the data used
19 in applying those assumptions throughout the forecast.

20

21 Q. Do you have an exhibit which accompanies your
22 testimony?

23 A. Yes.

24

Counsel: We ask that Mr. Bell's Exhibit,
25 comprised of 3 Schedules, be

1 marked for identification as
2 Exhibit __ (MRB-1).
3

4 Q. Were all of the schedules in this exhibit prepared
5 under your supervision?

6 A. Yes. Each schedule of this exhibit was prepared
7 under my direction and supervision.
8

9 Q. Please describe your review of the financial forecast
10 made by the Company for purposes of this proceeding.

11 A. The review was made under my direct supervision and
12 consisted of two parts. The first part was a review
13 of the Company's financial forecasting system itself;
14 the second part was a review of the specific forecast
15 of the 1990 test period as summarized in
16 Mr. McMillan's Schedules 2 and 3.
17

18 Q. Do you have a schedule which shows an overview of the
19 financial forecasting process?

20 A. Yes. My Schedule 1 illustrates, in summary form, the
21 Company's process for preparing forecasts. This
22 system is described in detail by Company witnesses
23 Scarbrough, Parsons, Howell, Jordan, Lee, Kilgore,
24 Bowers, Gilbert and McMillan. As the schedule
25 illustrates, input is developed by various

1 departments whose personnel are qualified in specific
2 areas such as economic forecasting, operations,
3 engineering, accounting, and finance. This input
4 reflects the Corporate Business Plan as approved by
5 the Company's top management as well as the key
6 assumptions that are approved for consistent
7 application throughout the forecast. The Corporate
8 Planning Department has primary responsibility for
9 collecting data to be used in the forecast from the
10 appropriate source departments, communicating the
11 forecast guidelines to those source departments,
12 validating internal consistency of data, producing
13 the financial model using the source budgets and
14 obtaining appropriate management review and approval.

15 The Budget Committee reviews the forecast on a
16 planning unit level both before and after the
17 planning unit budget is allocated to FERC account
18 numbers. The final approved forecast is an input to
19 the Company's responsibility reporting system, which
20 provides monthly and quarterly reports showing actual
21 results compared to the forecast, and which
22 management uses to control and monitor the various
23 departments of the Company.

24
25 Q. Have there been any significant changes or enhance-

1 ments to the financial forecasting system since your
2 review in connection with the Company's 1984 retail
3 rate case, Docket No. 840086-EI?

4 A. Yes. The Company has made several significant
5 enhancements to its financial forecasting process.

6
7 Q. Please describe those enhancements.

8 A. First, the Company has implemented computer
9 applications which provide interfaces of the output
10 of the construction budget model and miscellaneous
11 model calculations to the financial model.
12 Previously, these items were manually interfaced.

13 Second, the Company has adopted the Utility
14 Fuel Inventory Model (UFIM) developed by the Electric
15 Power Research Institute (EPRI) to assist in the
16 determination of a strategic coal inventory policy.
17 This model was designed to "strike a balance" between
18 the cost of holding fuel and the expected cost of
19 running out of fuel.

20 Third, the Company has enhanced the long-term
21 customer, energy, and demand forecasting
22 methodologies by adopting various econometric models
23 such as the REGIS, COMMEND and HELM models discussed
24 in Mr. Kilgore's testimony.

25 Finally, the Company has made several changes

1 in its O & M budget process related to (1) the
2 reference levels used by the planning units in
3 preparing their budgets, (2) the information used by
4 the O & M Budget Review Committee, and (3) the
5 budgeting of the personnel complement.

6

7 Q. Can you describe these changes to the Company's O & M
8 budget process in further detail?

9 A. Yes. First, the Company has refined its procedures
10 for establishing the reference levels used by each
11 planning unit to budget O & M expenses. The 1990
12 reference level is defined as the 1989 budget less
13 (1) nonrecurring items, (2) corporate controlled
14 items, and (3) salaries for positions which were
15 budgeted in 1989 but had not been added to the
16 complement or which were budgeted in 1989 but had not
17 been approved for filling for 12 months. Each
18 planning unit must provide detailed justification for
19 all expenses budgeted in excess of the reference
20 level and this justification is closely scrutinized
21 by Corporate Planning, the O & M Review Committee,
22 and the Budget Committee. The reference level is
23 discussed in further detail in Mr. Gilbert's
24 testimony.

25 Second, Corporate Planning has added a new

1 budget to actual comparison report to the information
2 provided to the O & M Review Committee for use in its
3 review of the O & M budget. This report provides a
4 three-year historical analysis of budget to actual
5 variations by FERC account for each planning unit.
6 The O & M Review Committee carefully reviews all
7 budget requests compared to prior years' history. To
8 obtain the Committee's approval of budget requests,
9 each planning unit must be able to explain and
10 support any budget requests which appear unusual in
11 light of prior year budget to actual variances.

12 Finally, the Company has established a
13 methodology to adjust the forecast for a personnel
14 "hiring lag." As discussed in Mr. Gilbert's
15 testimony, this adjustment deducts from the forecast
16 the estimated salaries associated with vacancies
17 caused by normal turnover. I will discuss this
18 adjustment further later in my testimony.

19

20 Q. Has the Company implemented any of the
21 recommendations you made in your testimony in the
22 Company's 1984 retail rate case relating to your
23 review of the Company's 1984 forecast?

24 A. Yes. I noted that several of my previous
25 recommendations were implemented. Among them were

1 the following:

2 • The Company has automated the interface
3 between its revenue subsystem and its
4 financial model.

5 • The Company has developed complete,
6 detailed, user-oriented system
7 documentation for the financial model.

8 • The Corporate Planning Department now
9 performs detailed reviews of each
10 planning unit budget. Corporate
11 Planning's reviews include reason-
12 ableness checks of amounts budgeted
13 using the budget assumptions approved by
14 management. The planning units are
15 required to provide detailed justifica-
16 tion for any areas that are budgeted for
17 increases other than those due to
18 inflation.

19

20 Q. In your review of the Company's forecasting process,
21 did you note any further improvements that could be
22 made?

23 A. Yes. I noted one area where further improvement in the
24 system could be made. I considered this in my review
25 of the forecast, and it does not modify my overall

1 conclusions on the forecasting system. The recommenda-
2 tion is that the Company should continue to automate
3 the miscellaneous forecast calculations and utilize the
4 interface capabilities for the financial model. This
5 would reduce the risk of clerical or data input errors
6 and expedite the generation of the financial model.
7

8 Q. Please describe the scope of your review of the
9 financial forecasting system.

10 A. I utilized a work program designed to evaluate the
11 forecasting system in light of the relevant
12 professional standards. My review indicated that the
13 Company has a forecasting system which is effective and
14 which meets all of the relevant professional standards
15 for such a system.
16

17 Q. What "relevant professional standards" did you use in
18 evaluating the Company's financial forecasting system?

19 A. I evaluated the Company's financial forecasting system
20 against the professional standards outlined in the
21 American Institute of Certified Public Accountants'
22 (AICPA) "Guide For Prospective Financial Statements."
23 This official pronouncement of the AICPA establishes
24 the broad principles and requirements that govern the
25 preparation of financial forecasts.

1 The AICPA guidelines provide a comprehensive
2 statement relating to the preparation of forecasts and
3 as such, can be used to determine that a forecast is
4 prepared in a reasonable and prudent manner. The
5 statement establishes a set of criteria against which a
6 forecasting system can be evaluated. The implementa-
7 tion of the guidelines was intended to lead to
8 increased confidence on the part of users that due care
9 is exercised in the preparation of forecasts. The 11
10 specific guidelines in this statement are included in
11 my Schedule No. 2.

12
13 Q. Are these the same standards you used to evaluate the
14 Company's financial forecast in its 1984 retail rate
15 case?

16 A. No, not exactly. The AICPA's "Guide for Prospective
17 Financial Statements," which was issued in 1986,
18 established new standards for the preparation of
19 financial forecasts. The new guidelines are
20 essentially the same as those applicable at the time of
21 the 1984 retail rate case except an additional standard
22 has been added -- "Financial forecasts should be
23 prepared in good faith." This new standard requires
24 that forecasts be prepared without undue optimism or
25 pessimism and that care be exercised to ensure that

1 forecasts are not misleading to third-party users. The
2 use of good faith has always been implicit in the
3 guidelines for the preparation of financial forecasts.
4 The new guidelines simply establish good faith as a
5 separate explicit standard.
6

7 Q. Please summarize the procedures utilized in your review
8 of the Company's financial forecasting system.

9 A. I employed the following procedures in reviewing the
10 financial forecasting system. First, I developed an
11 overall understanding of the Company's activities
12 which, when combined, comprise its forecasting system.
13 I also followed flow of data from the originating
14 departments through the forecasting system to the final
15 preparation of the forecast itself. This procedure was
16 undertaken to complete my understanding of the
17 processes used by the organizational units within the
18 Company in the preparation of the financial forecast.

19 The second step of my review consisted of the
20 identification and review of the specific procedures
21 followed by the Company personnel in preparing the
22 forecast. The purpose of this step was to verify that
23 adequate procedures were in place to ensure the
24 accuracy and completeness of the forecast if those
25 procedures were followed.

1 Finally, certain compliance tests were performed,
2 and certain documentation and reports were reviewed to
3 verify that the system was in fact operating as
4 designed. This work also included ensuring the
5 internal consistency of data used in the forecast.

6

7 Q. Please describe your review of the specific 1990
8 forecast.

9 A. In addition to the work on the forecasting system which
10 I just described, the clerical accuracy of the
11 financial model input and output was tested on a scope
12 basis. This included recalculating many of the
13 computations made by the model. The input data was
14 referenced to the appropriate source documents and was
15 traced through the model processing into the forecast
16 output, which is summarized on Schedules 2 and 3 of
17 Mr. McMillan's testimony.

18 The key assumptions approved by management set
19 forth in MFR F-17 were verified to be those actually
20 used in the forecast. Further, the forecast was
21 reviewed for the appropriate interrelationships of the
22 data generated and for the conformity with proper rate
23 making procedures and generally accepted accounting
24 principles.

25

1 Q. During your review, did you note any changes or
2 adjustments which should be reflected in the 1990
3 forecast for purposes of this proceeding?

4 A. Yes, I noted several adjustments which were identified
5 either by Company personnel or my personnel. Most of
6 these adjustments were made on Schedules 6 and 8
7 included in Mr. McMillan's testimony. These generally
8 relate to the following areas:

- 9 (1) certain administrative and general expenses
10 related to the IRS and Grand Jury investigations;
11 (2) certain utility plant and related accumulated
12 depreciation items also related to the IRS
13 investigation; and
14 (3) other miscellaneous items excluded from net
15 operating income or rate base due to regulatory
16 precedents.

17 Adjustments were not made, however for the following
18 items:

- 19 (1) certain revenues were not forecasted;
20 (2) changes in the forecast will be necessary to
21 reflect adjustments to be made related to certain
22 exceptions noted in the recent Federal Energy
23 Regulatory Commission (FERC) audit.
24

25 Q. Please discuss the revenues which the Company did not

1 forecast.

2 A. The Company did not forecast any economy energy sales.
3 This treatment is consistent with prior forecasts and
4 was discussed in the Company's 1984 retail rate case,
5 Docket No. 840086-EI. Although I recognize that the
6 large number of variables involved in economy energy
7 transactions make these revenues very difficult to
8 forecast, I continue to believe they should be included
9 in the forecast. However, since 80 percent of economy
10 energy sales profits are credited to retail ratepayers
11 through the fuel adjustment clause, and the remaining
12 20 percent is retained by the Company's stockholders in
13 compliance with Commission Order no. 12923, there is no
14 consequential effect on the proposed retail rate
15 increase resulting from the omission of these sales
16 from the forecast.

17

18 Q. Please describe the adjustments that will be made
19 related to the FERC audit.

20 A. Certain FERC findings have been recorded by the Company
21 during 1989 and are properly reflected in the 1990
22 forecast. Other audit findings are currently being
23 resolved and the related effects on the financial
24 statements and thus, the 1990 forecast, have not been
25 determined at this time. As discussed in Mr. McMillan's

1 testimony, the Company will provide to the Commission
2 any adjustments to the forecast which result upon final
3 resolution of the FERC audit issues.

4

5 Q. Mr. Bell, you mentioned other adjustments related to
6 the Grand Jury and IRS investigations which were
7 reflected in the forecast and which are included on
8 Schedules 6 and 8 in Mr. McMillan's testimony? Did you
9 review these adjustments?

10 A. Yes. Given the concerns about the Company's accounting
11 system and controls and the potential impact on the
12 forecast related to the recent IRS and Grand Jury
13 investigations, I performed detailed reviews of
14 portions of the forecast related to those areas in the
15 Company which could be affected. Specifically, I
16 reviewed the forecasted costs associated with
17 marketing, public relations, and legal expenses. I
18 also reviewed the adjustments to test period operating
19 income related to legal fees and to test period rate
20 base related to charges for transformers and their
21 repair.

22

23 Q. During your review of these specific areas, did
24 anything come to your attention that causes you to
25 believe that the 1990 financial forecast specifically

1 includes costs related to the alleged irregularities
2 discussed in the Company's plea agreement with the
3 United States Government, or legal fees forecasted as a
4 result of activities associated with the Grand Jury or
5 IRS investigations?

6 A. No. I specifically reviewed the 1990 budget support
7 for various marketing and public relations activities
8 and compared the 1990 budget to the corresponding 1989
9 budget. I noted that certain costs, such as those for
10 retainers for certain outside services, were included
11 in the 1989 budget but were specifically excluded in
12 1990. In addition, I reviewed the O & M amounts
13 budgeted for legal fees, including those amounts
14 allocated to Gulf by Southern Company Services. I
15 noted the budgeted costs included amounts related to
16 the IRS and Grand Jury investigations. These amounts
17 were specifically excluded from Net Operating Income
18 (NOI) as an adjustment included in Mr. McMillan's
19 Schedule 8. Although I cannot give absolute assurance
20 that no costs related to any prior irregular activities
21 are budgeted in 1990, I did not note any such budgeted
22 costs in my review which were not specifically excluded
23 from NOI by the Company.

24 I also reviewed the Company's adjustment to rate
25 base related to transformers and other costs which were

1 determined to be improperly capitalized due to illegal
2 activities. Again, although I cannot say with absolute
3 assurance that all such charges have been identified
4 and properly removed from rate base, I believe the
5 Company has made a good faith effort to identify such
6 items and to properly adjust the forecast.
7

8 Q. Mr. Bell, did you have any additional findings which
9 would affect the 1990 forecast used in this proceeding?

10 A. Yes. I noted that the hiring lag adjustment made by
11 the Company in its O & M forecast does not necessarily
12 reflect the Company's hiring plans and may result in an
13 overstatement of O & M expenses in the forecast.
14 However, I also noted that the Company's forecast for
15 union salaries was understated. The effect of
16 understating these wages would essentially offset the
17 effect of understating the hiring lag.
18

19 Q. During the course of your review, did you note any
20 variances between the assumptions used in the forecast
21 and conditions as they subsequently developed?

22 A. Yes. I noted three areas where conditions changed
23 between the time the forecast was prepared and the date
24 of my review. In each case, the forecast was based on
25 the best information available at the time, but

1 conditions outside the control of the Company
2 subsequently developed in a manner different from that
3 reflected in the forecast.

4 First, the forecast was prepared using an estimated
5 salary increase of 3 percent for union personnel.
6 Subsequent to the forecast preparation, the union
7 contract was renegotiated and an actual base salary
8 increase of 3.7 percent was determined. Thus, as I
9 discussed previously in my testimony, O & M expenses
10 related to union wages are understated in the Company's
11 1990 forecast. In addition, several union positions
12 were upgraded which will also result in additional
13 salaries expense which was not forecasted.

14 Second, the Company used an estimated 1990
15 inflation rate (as measured by the CPI--all urban
16 consumers) of 4.4 percent in the 1990 forecast.
17 Subsequently, some economists have raised their projec-
18 tions of the 1990 increase in the CPI to as high as 6.0
19 percent. Although the inflation rate assumed by the
20 Company is certainly not unreasonable, the forecast may,
21 in fact, understate those expenses affected by the CPI.

22 Finally, two changes have occurred subsequent to
23 the preparation of the forecast related to items that
24 affect the Company's capital structure, and thus cost
25 of capital. First, it has been determined that a

1 \$3 million capital contribution from the Southern
2 Company forecasted for December, 1989, will not be
3 received. Second, a deferred tax liability of
4 \$1.9 million has been reclassified to current income
5 tax liabilities. At the time the forecast was
6 prepared, the Company did not believe the tax liability
7 would be payable in 1989. The total effect of these
8 two changes is a slight increase in revenue requirement.

9
10 Q. Mr. Bell, does the 1990 forecast represent the actual
11 plans of the Company for that year?

12 A. Yes, it does. The 1990 forecast becomes the budget for
13 1990.

14
15 Q. Are the people responsible for preparing the budget
16 also held accountable for achieving it?

17 A. Yes. The final approved budget becomes the basis for
18 the Responsibility Reporting System. The budget is
19 prepared at the section or location level by the
20 appropriate managers and supervisors. These budgets
21 are combined into departmental budgets, and
22 departmental budgets are combined into planning unit
23 budgets. These budgets are then forwarded to the four
24 functional Vice Presidents before being reviewed by the
25 Budget Committee and President. The Responsibility

1 Reporting System follows the same line of reporting.

2 The Responsibility Reporting System generates
3 monthly budget-to-actual comparisons at the section or
4 location level. Summary reports are prepared on a
5 monthly basis for review by higher levels within the
6 Company. At the end of each quarter, reports are
7 prepared at the planning unit level which provide a
8 detailed explanation for budget variances greater than
9 5 percent and \$1,000. In addition, a positive statement
10 must be made as to whether or not it is estimated that
11 the budget will be achieved by the end of the year. If
12 the budget cannot be achieved by the end of the year,
13 then approval must be obtained at the Vice President
14 and Budget Committee levels. If the budget variance is
15 not approved, then the planning unit must take the
16 necessary steps to come within the budget for the year.

17
18 Q. Have you verified that the Responsibility Reporting
19 System you have just described is operating as
20 designed?

21 A. Yes. On a test basis, I have verified by examination
22 of supporting evidence that the Responsibility
23 Reporting System is operating as described above.

24
25 Q. Mr. Bell, what conclusions have you drawn from your

1 review of the Company's financial forecasting system
2 and the 1990 forecast?

3 A. In my opinion, the financial forecasting system and the
4 procedures employed in the preparation of the
5 forecasted data are in compliance with the guidelines
6 in the American Institute of Certified Public
7 Accountants' "Guide for Prospective Financial
8 Statements."

9 My review indicated that the systems and
10 procedures used by the Company are in place and are
11 operating effectively. The data flow is subject to
12 validation, and the forecast includes all important
13 data. There is adequate participation, review, and
14 approval by management.

15 The forecasted data on Schedules 2 and 3 of
16 Mr. McMillan's exhibit is an accurate simulation of the
17 financial results of the underlying assumptions and
18 those assumptions provide a reasonable basis for the
19 forecast. If these assumptions prove true, the 1990
20 forecasted test period results should become the actual
21 financial results of the Company except for the effect
22 of the differences discussed earlier in my testimony.

23 Although the key assumptions developed and
24 approved by management represent future events not
25 susceptible to verification at the time the forecast

1 was prepared, they were developed in good faith in a
2 reasonable and prudent manner and were obtained from
3 reliable sources.

4

5 Q. Mr. Bell, you stated that the 1990 forecast is based
6 upon assumptions not susceptible to present verifica-
7 tion. How can the Commission be assured that the use
8 of the forecast in this rate proceeding is fair to the
9 Company's customers?

10 A. The testimony of several Company witnesses describes in
11 detail how the financial forecasting system works and
12 the accuracy with which it projects actual results. I
13 have previously concluded that this system can be relied
14 upon to develop forecasts in a reasonable and prudent
15 manner which represent the most probable financial
16 result of the forecast test year. My review confirms
17 that management has a well-developed system with an
18 ability to accurately forecast the cost of service.

19 In addition, an analysis of the components of the
20 forecast revenue requirements will show that the
21 components which affect the level of base rates are not
22 susceptible of misestimation to any great degree and
23 the Company has historically forecasted these
24 components with great accuracy.

25 Q. Please explain.

1 A. The Commission has adopted a fuel adjustment cost
2 recovery mechanism which provides for the recovery of
3 fuel cost. The Commission has established a similar
4 mechanism for the recovery of certain conservation
5 program expenditures. Therefore, these costs have no
6 impact on the proposed adjustments to base rates and
7 can be eliminated from further analysis.

8 What remains to affect base rates is other
9 operating expenses, return, taxes on return, and the
10 marginal revenue from variations between forecasts and
11 actual base rate revenues. Recent history shows that
12 variation between forecast and actual amounts of these
13 items has been minimal in relation to total revenue
14 requirements applicable to base rates.

15

16 Q. What is the basis for this conclusion?

17 A. I have analyzed the comparisons of forecast to actual
18 amounts for the years 1985, 1986, 1987 and 1988 as
19 shown on Schedule 3 of my exhibit. My analysis
20 excludes fuel and conservation clause revenues and
21 energy revenues associated with unit power and other
22 off-system sales agreements which are treated as
23 nonjurisdictional by this Commission. I applied the
24 percentage variance for these years to the actual base
25 rate revenues for those years in order to evaluate the

1 significance of these variances in terms of total base
2 rate revenue. The impact of these variances is
3 minimal, as shown by my analysis.

4 Most of the operating expense items are relatively
5 fixed in nature, and when considered in light of known
6 cost levels in prior years, their cost can be easily
7 forecast, particularly in the short run. Therefore,
8 the cost of operations applicable to base rates is not
9 susceptible to misestimation to any great degree, given
10 the level of sophistication of the Company's
11 forecasting process.

12 In addition, an integral part of the forecasting
13 system described earlier in my testimony is the
14 Company's Responsibility Reporting System. This
15 Responsibility Reporting System supports the Company's
16 financial planning and control process and enhances the
17 ability of management to achieve forecast results
18 insofar as economic events, activities, and costs are
19 controllable. For example, management requires
20 specific plans of action to correct interim
21 budget-to-actual deviations to the extent expenditures
22 are controllable.

23
24 Q. Why do your calculations on Schedule 3 not include
25 amounts for variances between forecast and actual

1 return on common equity, income taxes, and fuel and
2 interchange costs?

3 A. The appropriate return on common equity for the test
4 period is a matter that will be determined by decision
5 of the Commission. Income taxes are a function of the
6 return on equity capital. Hence, the historical
7 forecast variation range is not relevant. Fuel and
8 interchange costs are recovered through the fuel and
9 purchased power recovery clause as I previously
10 discussed.

11

12 Q. Please summarize your testimony.

13 A. Based upon the review described earlier in my
14 testimony, in my opinion, the financial forecasting
15 system used by the Company conforms with relevant
16 professional standards, is adequate for its purpose, is
17 complete and logically founded, and can be relied upon
18 to produce consistent, reliable results.

19 With only the immaterial differences discussed
20 earlier in my testimony, the 1990 forecast represents
21 an accurate simulation of the financial results which
22 should occur if the key assumptions prove true. While
23 the key assumptions represent future events not
24 susceptible to present verification, they were
25 developed in good faith in a reasonable and prudent

1 manner. In my opinion, the use of a 1990 forecasted
2 test period is appropriate for setting rates.

3

4 Q. Does this conclude your testimony?

5 A. Yes, it does.

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

AFFIDAVIT

STATE OF FLORIDA)

COUNTY OF ESCAMBIA)

Before me the undersigned authority personally appeared M. R. Bell, who first being duly sworn, says that he is the witness named in the testimony to which the Affidavit is attached; that he prepared said testimony and any exhibits included therein on behalf of Gulf Power Company in support of its petition for an increase in rates and charges in Florida Public Service Commission Docket No. 881167-EI; and that the matters and things set forth herein are true to the best of his knowledge and belief.

Dated at Pensacola, Florida this 11 of December, 1989.

M. R. Bell

M. R. Bell

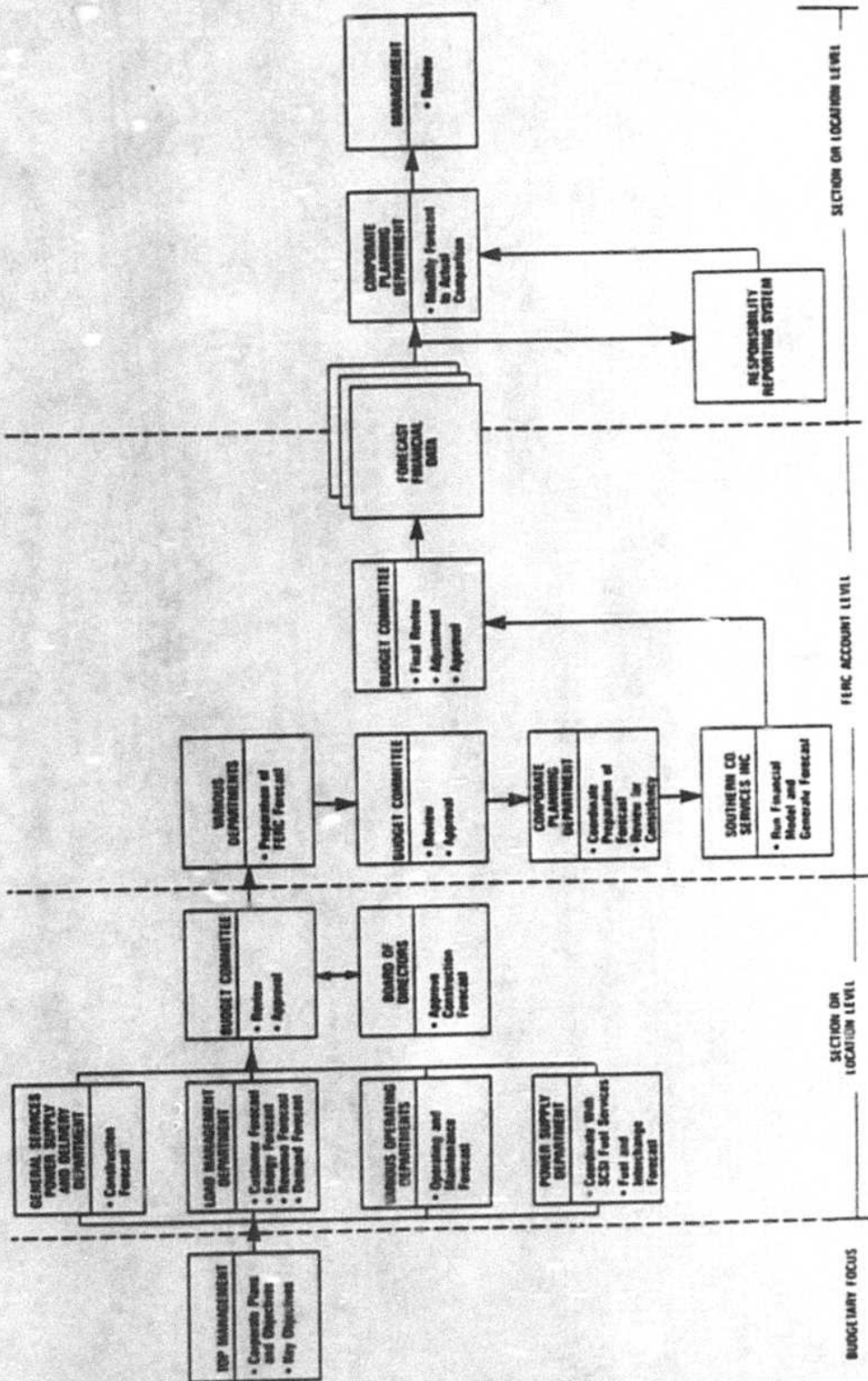
Sworn to and subscribed before me
this 11 day of December, 1989.

J. W. D. Scott
Notary Public

Notary Public, DeKalb County, Georgia
My Commission Expires May 1, 1990

<u>INDEX</u>	<u>SCHEDULE NUMBER</u>
Overview of Financial Forecasting Process	1
AICPA Guidelines for Prospective Financial Statements	2
Prior Year's Forecast to Actual Variance as a Percent of Operating Revenues	3

OVERVIEW OF FINANCIAL FORECASTING PROCESS



American Institute of
Certified Public Accountants'
Guidelines for Prospective
Financial Statements

1. Financial forecasts should be prepared in good faith.
2. Financial forecasts should be prepared with appropriate care by qualified personnel.
3. Financial forecasts should be prepared using appropriate accounting principles.
4. The process used to develop financial forecasts should provide for seeking out the best information that is reasonably available at the time.
5. The information used in preparing financial forecasts should be consistent with the plans of the entity.
6. Key factors should be identified as a basis for assumptions.
7. Assumptions used in preparing financial forecasts should be appropriate.
8. The process used to develop financial forecasts should provide the means to determine the relative effect of variations in the major underlying assumptions.
9. The process used to develop financial forecasts should provide adequate documentation of both the financial forecasts and the process used to develop them.
10. The process used to develop financial forecasts should include, where appropriate, the regular comparison of the financial forecasts with attained results.
11. The process used to prepare financial forecasts should include adequate review and approval by the responsible party at the appropriate levels of authority.

Prior Years' Forecast to Actual Variances as
a Percent of Operating Revenue

Line No.	Year Forecasted	<u>Weighted Average Effect</u>			
		Actual Over (Under) Forecast			
		<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
1.	OPERATING REVENUE, excluding fuel and conservation clause revenue and energy revenue related to unit power and other off-system sales agreements (Note 5)	<u>2.0%</u>	<u>1.9%</u>	<u>(0.4)%</u>	<u>(1.5)%</u>
	OPERATING EXPENSES AND RETURN:				
2.	Fuel and purchased power (Note 1)				
3.	Income taxes (Note 2)				
4.	Return on common equity (Note 3)				
5.	Operation and maintenance (Notes 4 & 5)	<u>(0.3)%</u>	<u>1.0%</u>	<u>2.1%</u>	<u>(1.3)%</u>
6.	Depreciation and amortization	<u>0.6</u>	<u>0.4</u>	<u>(0.4)</u>	<u>(0.3)</u>
7.	Taxes other than income	<u>0.2</u>	<u>0.4</u>	<u>0.3</u>	<u>0.3</u>
8.	Preferred stock dividends	<u>(0.1)</u>	<u>-</u>	<u>-</u>	<u>-</u>
9.	Interest	<u>(0.1)</u>	<u>(0.2)</u>	<u>0.2</u>	<u>0.1</u>
10.	Weighted cost of service variance for lines 5-9	<u>0.3%</u>	<u>1.6%</u>	<u>2.2%</u>	<u>(1.2)%</u>

NOTE 1: No variance shown because changes in fuel and purchased power costs are covered by the fuel adjustment clause.

NOTE 2: No variance shown for income taxes because this cost is a function of the return on common equity. See Note 3.

NOTE 3: No variance shown for return on common equity since this is a matter which will be determined by decision of the commission.

NOTE 4: Excludes conservation clause expenses and over/under recovery of fuel expenses.

NOTE 5: 1988 amounts exclude all sales to Gulf States Utilities and the related provision for uncollectibles account.