

Ms. Ann E. Bulkley

Direct Testimony

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1 more detail below, a reasonable ROE estimate appropriately considers alternative
2 methodologies and the reasonableness of their individual and collective results.

3 **A. Importance of Multiple Analytical Approaches**

4 **Q.** Why is it important to use more than one analytical approach?

5 A. Because the cost of equity is not directly observable, it must be estimated based on
6 both quantitative and qualitative information. When faced with the task of
7 estimating the cost of equity, analysts and investors are inclined to gather and
8 evaluate as much relevant data as reasonably can be analyzed. Several models have
9 been developed to estimate the cost of equity, and I use multiple approaches to
10 estimate the cost of equity. As a practical matter, however, all of the models
11 available for estimating the cost of equity are subject to limiting assumptions or
12 other methodological constraints. Consequently, many well-regarded finance texts
13 recommend using multiple approaches when estimating the cost of equity. For
14 example, Copeland, Koller, and Murrin⁵¹ suggest using the CAPM and Arbitrage
15 Pricing Theory model, while Brigham and Gapenski⁵² recommend the CAPM,
16 DCF, and Bond Yield Plus Risk Premium approaches.

⁵¹ Tom Copeland, Tim Koller and Jack Murrin, Valuation: Measuring and Managing the Value of Companies, 3rd Ed. (New York: McKinsey & Company, Inc., 2000), at 214.

⁵² Eugene Brigham, Louis Gapenski, Financial Management: Theory and Practice, 7th Ed. (Orlando: Dryden Press, 1994), at 341.

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1 **Q.** Is it important, based the current market conditions, to use more than one analytical
2 approach?

3 **A.** Yes. Low interest rates and the effects of the investor “flight to quality” can be
4 seen in high utility share valuations, relative to historical levels and relative to the
5 broader market. Higher utility stock valuations produce lower dividend yields and
6 result in lower cost of equity estimates from a DCF analysis. Low interest rates
7 also affect the CAPM in two ways: (1) the risk-free rate is lower, and (2) because
8 the market risk premium is a function of interest rates, (i.e., it is the return on the
9 broad stock market less the risk-free interest rate), the risk premium should move
10 higher when interest rates are lower. Therefore, it is important to use multiple
11 analytical approaches to moderate the impact that the current low interest rate
12 environment is having on the ROE estimates for the proxy group and, where
13 possible, consider using projected market data in the models to estimate the return
14 for the forward-looking period.

15 **Q.** Are you aware of any regulatory commissions that have recognized that recent
16 conditions in capital markets are causing ROE recommendations based on DCF
17 models to be unreasonable?

18 **A.** Yes, several regulatory commissions have addressed the effect of capital market
19 conditions on the DCF model, including the Federal Energy Regulatory
20 Commissions (“FERC”), the Illinois Commerce Commission (“ICC”), and the
21 Pennsylvania PUC (“PPUC”).

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1 **Q.** Please summarize how the FERC has responded to the effect of market conditions
2 on the DCF model.

3 **A.** FERC's review of its ROE estimation methodology began with understanding the
4 important role that dividend yields play in the DCF model and how market
5 conditions had affected this assumption in the models. In Opinion No. 531, the
6 FERC noted:

7 There is 'model risk' associated with the excessive reliance or
8 mechanical application of a model when the surrounding
9 conditions are outside of the normal range. 'Model risk' is the
10 risk that a theoretical model that is used to value real world
11 transactions fails to predict or represent the real phenomenon
12 that is being modeled.⁵³

13 In Opinion No. 531, the FERC also noted that the low interest rates and bond yields
14 that persisted throughout the analytical period that was relied on (study period) had
15 affected the results of the DCF model, and therefore the FERC recognized the need
16 to move away from the midpoint of the DCF analysis. This order began the FERC's
17 review of multiple ROE estimation methodologies that have been discussed in
18 several subsequent opinions. FERC explained its reasons for moving away from
19 sole reliance on the DCF model, recognizing that the DCF model may not
20 singularly reflect how investors make decisions. Further, the FERC recognized,
21 after reviewing the DCF, CAPM, Risk Premium and Expected Earnings
22 methodologies that the DCF results do not capture the results of the other models.

⁵³ FERC Docket No. EL11-66-001, Opinion No. 531 (June 19, 2014), fn 286.

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1 Therefore, it was important to review more than one methodology in setting the
2 ROE.⁵⁴

3 The FERC has considered the use of several combinations of models since its initial
4 determination in Opinion 531 that the DCF could not be used in isolation.⁵⁵ Most
5 recently, in a May 21, 2020 Order on Rehearing of its November 2019 order
6 (Opinion No. 569-A), the FERC reconsidered its reliance on the two-model
7 approach FERC adopted in Opinion No. 569 by reviving the Risk Premium
8 model.⁵⁶ In reiterating the importance of relying on multiple methods, the FERC
9 cited Dr. Morin:

10 In the absence of any hard evidence as to which method
11 outdoes the other, all relevant evidence should be used and
12 weighted equally, in order to minimize judgmental error,
13 measurement error, and conceptual infirmities. A regulator
14 should rely on the results of a variety of methods applied to a
15 variety of comparable groups, and not on one particular
16 method. There is no guarantee that a single DCF result is
17 necessarily the ideal predictor of the stock price and of the cost
18 of equity reflected in that price, just as there is no guarantee
19 that a single CAPM or Risk Premium result constitutes the
20 perfect explanation of that stock price.⁵⁷

⁵⁴ Federal Energy Regulatory Commission, Docket No. EL 11-66-001, et al., Order Directing Briefs, issued October 16, 2018, at P 40. [Figure 2 was omitted]

⁵⁵ See, e.g., Federal Energy Regulatory Commission, Docket No. EL 11-66-001, et al., Order Directing Briefs, issued October 16, 2018; Federal Energy Regulatory Commission, Docket Nos. EL14-12-003 and EL15-45-000, Order on Briefs, Rehearing, and Initial Decision, 169 FERC ¶ 61,129, issued November 21, 2019; Federal Energy Regulatory Commission, Docket Nos. EL14-12-004 and EL15-45-013, Order on Rehearing, 171 FERC ¶ 61,154, issued May 21, 2020.

⁵⁶ Federal Energy Regulatory Commission, Docket Nos. EL14-12-004 and EL15-45-013, Order on Rehearing, 171 FERC ¶ 61,154, issued May 21, 2020, PP 2, 45.

⁵⁷ *Id.*, at P 43.

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1 In May 2021, in Opinion No. 575, the FERC upheld its reliance on three model
2 approaches (i.e., DCF, CAPM, and Risk Premium model).⁵⁸

3 **Q.** How have the PPUC and the ICC addressed the effect of market conditions on the
4 DCF?

5 **A.** In a 2012 decision for PPL Electric Utilities, the PPUC noted that it had
6 traditionally relied primarily on the DCF method to estimate the cost of equity for
7 regulated utilities, but the PPUC recognized that market conditions were causing
8 the DCF model to produce results that were much lower than other models such as
9 the CAPM and Bond Yield Plus Risk Premium. The PPUC's Order supported the
10 consideration of multiple ROE estimation methodologies.⁵⁹

11 The PPUC ultimately concluded:

12 As such, where evidence based on the CAPM and [Risk
13 Premium] methods suggest that the DCF-only results may
14 understate the utility's current cost of equity capital, we will
15 give consideration to those other methods, to some degree, in
16 determining the appropriate range of reasonableness for our
17 equity return determination.⁶⁰

18 In a recent ICC case, Docket No. 16-0093, Staff relied on a DCF analysis that
19 resulted in average returns for their proxy groups of 7.24 percent to 7.51 percent.

⁵⁸ Federal Energy Regulatory Commission, Docket No. ER13-1508-001, et al., Order on Briefs and Initial Decision, 175 FERC ¶ 61,136, issued May 20, 2021, P 55.

⁵⁹ Pennsylvania Public Utility Commission, PPL Electric Utilities, R-2012-2290597, meeting held December 5, 2012, at 80 [Clarification added].

⁶⁰ *Id.*, at 81.

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1 The company demonstrated that these results were uncharacteristically low, by
2 comparing the results of Staff's models to recently authorized ROEs for regulated
3 utilities and the return on the S&P 500.⁶¹ In Order No. 16-0093, the ICC agreed
4 with the company that Staff's proposed ROE of 8.04 percent was anomalous and
5 recognized that a return that is not competitive will deter investment in Illinois.⁶²
6 In setting the return in that proceeding, the ICC recognized that it was necessary to
7 consider other factors beyond the outputs of the financial models, particularly
8 whether or not the return is sufficient to attract capital, to maintain financial
9 integrity, and to produce returns commensurate with returns for companies of
10 comparable risk, while balancing the interests of customers and shareholders.⁶³

11 **Q.** What are your conclusions about the results of the DCF and CAPM models?

12 **A.** Recent market data that is used as the basis for the assumptions for both models
13 have been affected by market conditions. As a result, relying exclusively on
14 historical assumptions in these models, without considering whether these
15 assumptions are consistent with investors' future expectations, will underestimate
16 the cost of equity that investors would require over the period that the Company's
17 renewed RSP and resulting rates will be in effect. To the extent the proxy
18 companies underperform in the near-term as noted above, dividend yields may

⁶¹ State of Illinois Commerce Commission, Docket No. 16-0093, Illinois-American Water Company Initial Brief, August 31, 2016, at 10.

⁶² Illinois Staff's analysis and recommendation in that proceeding were based on its application of the multi-stage DCF model and the CAPM to a proxy group of water utilities.

⁶³ State of Illinois Commerce Commission Decision, Docket No. 16-0093, Illinois-American Water Company, 2016 WL 7325212 (2016), at 55.

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1 present value calculation that can be simplified and rearranged into the following
2 form:

$$k = \frac{D_0(1+g)}{P_0} + g \quad [2]$$

3
4 Equation [2] is often referred to as the Constant Growth DCF model in which the
5 first term is the expected dividend yield and the second term is the expected long-
6 term growth rate.

7 **Q.** What assumptions are required for the Constant Growth DCF model?

8 **A.** The Constant Growth DCF model requires the following four assumptions: (1) a
9 constant growth rate for earnings and dividends; (2) a stable dividend payout ratio;
10 (3) a constant price-to-earnings ratio; and (4) a discount rate greater than the
11 expected growth rate. To the extent that any of these assumptions are violated,
12 considered judgment and/or specific adjustments should be applied to the results.

13 **Q.** What market data did you use to calculate the dividend yield in your Constant
14 Growth DCF model?

15 **A.** The dividend yield in my Constant Growth DCF model is based on the proxy
16 companies' current annualized dividend and average closing stock prices over the
17 30-, 90-, and 180-trading days ended June 30, 2021.

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1 **Q.** Why did you use 30-, 90-, and 180-day averaging periods?

2 **A.** In my Constant Growth DCF model, I use an average of recent trading days to
3 calculate the term P_0 in the DCF model to ensure that the ROE is not skewed by
4 anomalous events that may affect stock prices on any given trading day. The
5 averaging period should also be reasonably representative of expected capital
6 market conditions over the long-term. However, the averaging periods that I use
7 rely on historical data that may not be consistent with the forward-looking market
8 expectations. Therefore, the results of my Constant Growth DCF model using
9 historical data may underestimate the forward-looking cost of equity. As a result,
10 I place more weight on the mean to mean high results produced by my Constant
11 Growth DCF model.

12 **Q.** Did you make any adjustments to the dividend yield to account for periodic growth
13 in dividends?

14 **A.** Yes, I did. Because utility companies tend to increase their quarterly dividends at
15 different times throughout the year, it is reasonable to assume that dividend
16 increases will be evenly distributed over calendar quarters. Given that assumption,
17 it is reasonable to apply one-half of the expected annual dividend growth rate for
18 purposes of calculating the expected dividend yield component of the DCF model.
19 This adjustment ensures that the expected first-year dividend yield is, on average,
20 representative of the coming twelve-month period, and does not overstate the
21 aggregated dividends to be paid during that time.

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1 **Q.** Why is it important to select appropriate measures of long-term growth in applying
2 the DCF model?

3 **A.** In its Constant Growth form, the DCF model (*i.e.*, Equation [2]) assumes a single
4 growth estimate in perpetuity. To reduce the long-term growth rate to a single
5 measure, one must assume that the payout ratio remains constant and that earnings
6 per share, dividends per share and book value per share all grow at the same
7 constant rate. Over the long run, however, dividend growth can only be sustained
8 by earnings growth. Therefore, it is important to incorporate a variety of sources
9 of long-term earnings growth rate projections into the Constant Growth DCF
10 model.

11 **Q.** Which sources of long-term earnings growth rates did you use?

12 **A.** My Constant Growth DCF model incorporates three sources of long-term earnings
13 growth rate projections: (1) Zacks Investment Research; (2) Thomson First Call
14 (provided by Yahoo!Finance); and (3) Value Line Investment Survey.

15 **C. Discounted Cash Flow Model Results**

16 **Q.** How did you calculate the range of results for the Constant Growth DCF model?

17 **A.** I calculated the low result for my DCF models using the minimum growth rate (*i.e.*,
18 the lowest of the First Call, Zacks, and Value Line earnings growth rates) for each
19 of the proxy group companies. Thus, the low result reflects the minimum DCF
20 result for the proxy group. I used a similar approach to calculate the high results,

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1 using the highest growth rate for each proxy group company. The mean results
2 were calculated using the average growth rates from all sources.

3 **Q.** Have you excluded any of the DCF results for individual companies in your proxy
4 group?

5 **A.** Yes, I have. It is appropriate to exclude Constant Growth DCF results below a
6 specified threshold at which equity investors would consider such returns to provide
7 an insufficient return increment above long-term debt costs. The average credit
8 rating for the companies in my proxy group is BBB+/A3. The average yield on
9 Moody's A-rated utility bonds for the 30 trading days ending June 30, 2021, was
10 3.20 percent.⁶⁴ As shown in Exhibit AEB-4, I have eliminated Constant Growth
11 DCF results lower than 7.00 percent because such returns would provide equity
12 investors a risk premium only 380 basis points above A-rated utility bonds. While
13 I believe it is appropriate to consider outliers, as a practical matter, only the low
14 DCF result for New Jersey Resources, Inc. was excluded from my analysis. There
15 were no observations that were excluded from the mean and mean high DCF
16 results.

17 **Q.** What were the results of your DCF analyses?

18 **A.** Figure summarizes the results of my DCF analyses. As shown in Figure , the mean
19 DCF results range from 9.73 percent to 9.96 percent, and the mean high results are

⁶⁴ Source: Bloomberg Professional.

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1 in the range of 11.88 percent to 12.11 percent. While I also summarize the mean
2 low DCF results, I do not believe that the low DCF results provide a reasonable
3 spread over the expected yields on Treasury bonds to compensate investors for the
4 incremental risk related to an equity investment.

Figure 6: Discounted Cash Flow Results⁶⁵

	Mean Low	Mean	Mean High
30-Day Average	8.36%	9.73%	11.88%
90-Day Average	8.40%	9.77%	11.92%
180-Day Average	8.57%	9.96%	12.11%

5
6 **Q.** What are your conclusions about the results of the DCF models?

7 **A.** As discussed previously, one primary assumption of the DCF models is a constant
8 P/E ratio. That assumption is heavily influenced by the market price of utility
9 stocks. At times when utility valuations are high and may not be sustainable, it is
10 important to consider the results of the DCF models with caution. The dividend
11 yield on the 30-day average DCF analysis was 3.43 percent, lower than the long-
12 term average average dividend yield of 3.84 percent for natural gas utilities since
13 the year 2000.⁶⁶ These data points demonstrate that the results of the current DCF
14 models may be understated.

15 The Company's current authorized midpoint ROE of 9.95 percent falls between the
16 mean and mean high DCF results. As noted earlier, it is important to consider the

⁶⁵ See Exhibit AEB-4, excluding outliers.

⁶⁶ As measured by the proxy group calculated as an index. Source: S&P Global Market Intelligence.

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1 results of multiple methodologies. Therefore, I also considered the results of the
2 CAPM, ECAPM, and Bond Yield Plus Risk Premium analyses when assessing the
3 reasonableness of CenterPoint Energy Arkla's current authorized midpoint ROE.

4 **D. CAPM Analyses**

5 **Q. Please briefly describe the Capital Asset Pricing Model.**

6 A. The CAPM is a risk premium approach that estimates the cost of equity for a given
7 security as a function of a risk-free return plus a risk premium to compensate
8 investors for the non-diversifiable or "systematic" risk of that security. This second
9 component is the product of the market risk premium and the Beta coefficient,
10 which measures the relative riskiness of the security being evaluated.

11 The CAPM is defined by four components, each of which must theoretically be a
12 forward-looking estimate:

13
$$K_e = r_f + \beta(r_m - r_f) \quad [3]$$

14 Where:

15 K_e = the required market ROE;

16 β = Beta coefficient of an individual security;

17 r_f = the risk-free rate of return; and

18 r_m = the required return on the market.

19 In this specification, the term $(r_m - r_f)$ represents the market risk premium.

20 According to the theory underlying the CAPM, because unsystematic risk can be

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1 diversified away, investors should only be concerned with systematic or non-
2 diversifiable risk. Non-diversifiable risk is measured by Beta, which is defined as:

$$\beta = \frac{\text{Covariance}(r_e, r_m)}{\text{Variance}(r_m)} \quad [4]$$

3 The variance of the market return (i.e., Variance (r_m)) is a measure of the
4 uncertainty of the general market, and the covariance between the return on a
5 specific security and the general market (i.e., Covariance (r_e, r_m)) reflects the extent
6 to which the return on that security will respond to a given change in the general
7 market return. Thus, Beta represents the risk of the security relative to the general
8 market.

9 **Q. What risk-free rate did you use in your CAPM analysis?**

10 A. I relied on three sources for my estimate of the risk-free rate: (1) the current 30-day
11 average yield on 30-year U.S. Treasury bonds, which is 2.20 percent;⁶⁷ (2) the
12 average projected 30-year U.S. Treasury bond yield for the fourth quarter of 2021
13 through the fourth quarter of 2022, which is 2.62 percent;⁶⁸ and (3) the average
14 projected 30-year U.S. Treasury bond yield for 2023 through 2027, which is 3.50
15 percent.⁶⁹ In determining the security most relevant to the application of the
16 CAPM, it is important to select the term (or maturity) that best matches the life of
17 the underlying investment. As noted by Morningstar:

⁶⁷ Bloomberg Professional, as of June 30, 2021.

⁶⁸ Blue Chip Financial Forecasts, Vol. 40, No. 7, July 1, 2021, at 2.

⁶⁹ Blue Chip Financial Forecasts, Vol. 40, No. 1, June 1, 2021, at 14.

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1 The traditional thinking regarding the time horizon of the
2 chosen Treasury security is that it should match the time
3 horizon of whatever is being valued... Note that the horizon
4 is a function of the investment, not the investor. If an investor
5 plans to hold stock in a company for only five years, the yield
6 on a five-year Treasury note would not be appropriate since
7 the company will continue to exist beyond those five years.⁷⁰

8 Because utility companies represent long-duration investments, it is appropriate to
9 use yields on long-term Treasury bonds as the risk-free rate component of the
10 CAPM. In my view, the 30-year Treasury bond is the appropriate security for that
11 purpose. Because the cost of capital is intended to be forward-looking, it is
12 appropriate to consider projected measures of the market risk premium and interest
13 rates

14 **Q.** Does your use of the 30-year Treasury bond yield suggest that all investors have an
15 investment horizon of 30 years?

16 **A.** No, it does not. As discussed above, the appropriate factor to consider in
17 determining what duration bond to use is the expected life of the underlying assets.
18 As noted by Morningstar, the use of the 30-year Treasury bond best matches the
19 life of the assets being valued, not the time horizon of the investor.

20 **Q.** **Would you place more weight on one of these scenarios?**

21 **A.** Yes, I would. Based on current market conditions, I place more weight on the
22 results of the projected yields on the 30-year Treasury bonds. As discussed

⁷⁰ Morningstar Inc., Ibbotson SBBI 2013 Valuation Yearbook, at 44.

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1 previously, the estimation of the cost of equity in this case should be forward-
2 looking because it is the return that investors would receive over the future rate
3 period. Therefore, the inputs and assumptions used in the CAPM analysis should
4 reflect the expectations of the market at that time. While I have included the results
5 of a CAPM analysis that relies on the current average risk-free rate, this analysis
6 fails to take into consideration the effect of the market's expectations for interest
7 rate increases on the cost of equity.

8 **Q. What Beta coefficients did you use in your CAPM analyses?**

9 A. As shown on Exhibit AEB-5, I used the Beta coefficients for the proxy group
10 companies as reported by Bloomberg and Value Line. The Beta coefficients
11 reported by Bloomberg were calculated using ten years of weekly returns relative
12 to the S&P 500 Index. Value Line's calculation is based on five years of weekly
13 returns relative to the New York Stock Exchange Composite Index.

14 Additionally, as shown in Exhibit AEB-5, page 3, I also considered an additional
15 CAPM analysis which relies on the long-term average utility Beta coefficient for
16 the companies in the proxy group. The long-term average utility Beta coefficient
17 was calculated as an average of the Value Line Beta coefficients for the proxy group
18 companies from 2011 through 2020.

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1 **Q. How did you estimate the market risk premium in the CAPM?**

2 A. I estimated the market risk premium based on the expected return on the S&P 500
3 Index less the yield on the 30-year Treasury bond. I calculated the expected return
4 on the S&P 500 Index using publicly available data: S&P's published dividend
5 yield and five-year projected growth rate for the entire S&P 500 Index. As shown
6 in Exhibit AEB-5, pages 5-11, based on Value Line's five-year growth rate for the
7 S&P 500 of 12.50 percent and dividend yield of 1.41 percent, the expected return
8 on the S&P 500 Index is 14.00 percent. As a result, the implied market risk
9 premium over the current 30-day average of the 30-year U.S. Treasury bond yield,
10 and over projected yields on the 30-year U.S. Treasury bond, ranges from 10.50
11 percent to 11.80 percent.

12 **Q. How does the current expected market return of 14.00 percent compare to**
13 **historical observed market returns?**

14 A. Given the range of annual equity returns that have been observed over the past
15 century (shown in Figure 7 below), a current expected return of 14.00 is not
16 unreasonable. In 48 out of the past 95 years (or 51 percent of observations), the
17 realized equity return was at least 14.00 or greater.

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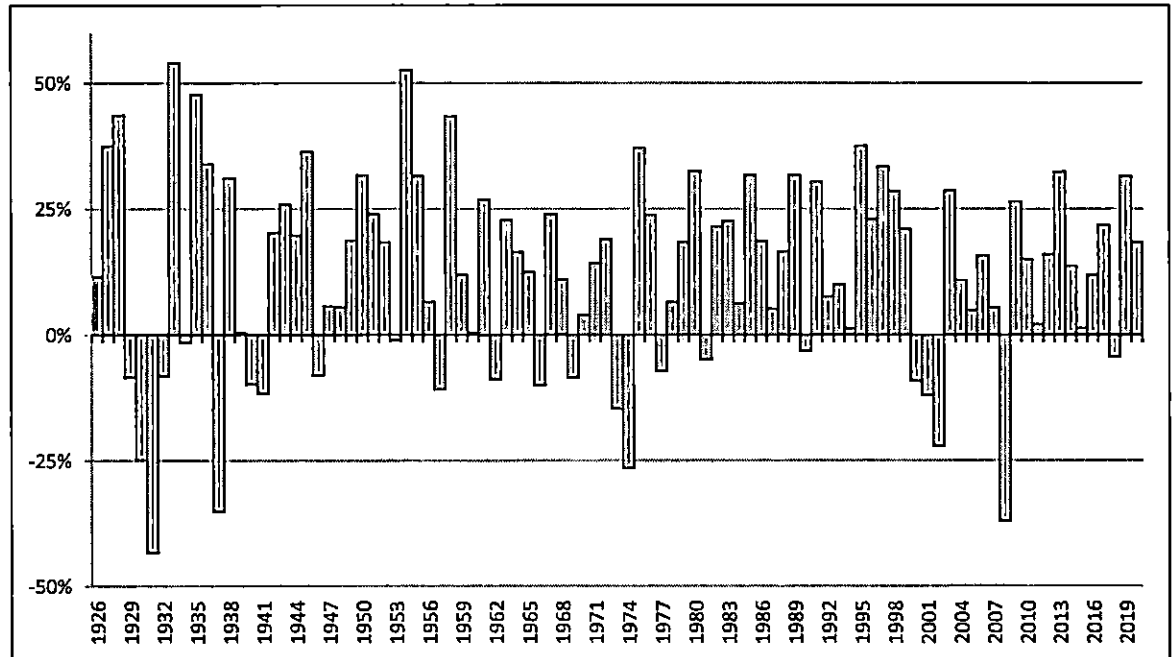
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Figure 7: Realized U.S. equity market returns 1926-2020⁷¹



Q. Have other regulators endorsed the use of a forward-looking market risk premium?

A. Yes. The FERC has supported the forward-looking market risk premium. In Opinion No. 569 and 569-A, the FERC specifically endorsed a method that is similar to the method I have used to calculate the forward-looking market risk premium (i.e., applying a Constant Growth DCF analysis to the S&P 500 and using the 30-year Treasury bond yields).⁷²

The FERC rejected arguments to use other methodologies including a two-step DCF analysis for estimating the expected market return and found that the use of a

⁷¹ Depicts total annual returns on large company stocks, as reported in the 2020 Duff & Phelps SBBI Yearbook.

⁷² Opinion No. 569, 119 FERC ¶ 61,129 at P 260.

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1 long-term growth rate estimate in a two-step DCF analysis does not apply to the
2 DCF analysis of a broad representative market index with a wide variety of
3 companies that is regularly updated to include new companies for the purpose of
4 determining the required return on the market.⁷³

5 The purpose of the DCF analysis in the CAPM is to determine
6 the “required return on the overall market” that will be used to
7 determine the market risk premium.⁷⁴ In Opinion No. 569, the
8 Commission stated that, while it may be unreasonable to
9 expect an individual company to sustain high short-term
10 growth rates in perpetuity, the same cannot be said for a broad
11 representative market index that is regularly updated to
12 include new companies (i.e., a portfolio of companies behaves
13 differently than an individual company).⁷⁵ Therefore, we
14 exclude from consideration any two-step expected market
15 return analyses.⁷⁶

16 **Q. Did you consider another form of the CAPM in your analysis?**

17 **A.** Yes. I have also considered the results of an Empirical CAPM (“ECAPM”)⁷⁷ in
18 estimating the cost of equity for CenterPoint Energy Arkla. The ECAPM calculates
19 the product of the adjusted Beta coefficient and the market risk premium and
20 applies a weight of 75 percent to that result. The model then applies a 25 percent
21 weight to the market risk premium, without any effect from the Beta coefficient.
22 The results of the two calculations are summed, along with the risk-free rate, to
23 produce the ECAPM result, as noted in Equation [5] below:

⁷³ Opinion No. 569, 169 FERC ¶ 61,129 at PP 85, 265. *See also* Docket No. ER-18-1639-000, Order Setting Base ROE, July 15, 2021, at P 56.

⁷⁴ *See* Opinion No. 531-B, 150 FERC ¶ 61,165 at P 113.

⁷⁵ Opinion No. 569, 169 FERC ¶ 61,129 at P 266.

⁷⁶ FERC Docket No. ER18-1639-000, Order Setting Base ROE, July 15, 2021, at PP 67, 68.

⁷⁷ *See e.g.*, Roger A. Morin, *New Regulatory Finance*, Public Utilities Reports, Inc., 2006, at 189.

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1
$$k_e = r_f + 0.75\beta(r_m - r_f) + 0.25(r_m - r_f) \quad [5]$$

2 Where:

3 k_e = the required market ROE;

4 β = Adjusted Beta coefficient of an individual security;

5 r_f = the risk-free rate of return; and

6 r_m = the required return on the market as a whole.

7 In essence, the Empirical form of the CAPM addresses the tendency of the
8 “traditional” CAPM to underestimate the cost of equity for companies with low
9 Beta coefficients such as regulated utilities. In that regard, the ECAPM is not
10 redundant to the use of adjusted Betas; rather, it recognizes the results of academic
11 research indicating that the risk-return relationship is different (in essence, flatter)
12 than estimated by the CAPM, and that the CAPM underestimates the “alpha,” or
13 the constant return term.⁷⁸

14 As with the CAPM, my application of the ECAPM uses the forward-looking market
15 risk premium estimates, the three yields on 30-year Treasury securities noted earlier
16 as the risk-free rate, and the Bloomberg and Value Line Beta coefficients.

⁷⁸ *Id.*, at 191.

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1 therefore, estimate the cost of equity as the sum of the equity risk premium and the
2 yield on a particular class of bonds. In my analysis, I used actual authorized returns
3 for natural gas utility companies as the historical measure of the cost of equity to
4 determine the risk premium.

5 **Q.** Are there other considerations that should be addressed in conducting this analysis?

6 **A.** Yes. It is important to recognize both academic literature and market evidence
7 indicating that the equity risk premium (as used in this approach) is inversely
8 related to the level of interest rates. That is, as interest rates increase (decrease),
9 the equity risk premium decreases (increases). Consequently, it is important to
10 develop an analysis that: (1) reflects the inverse relationship between interest rates
11 and the equity risk premium; and (2) relies on recent and expected market
12 conditions. Such an analysis can be developed based on a regression of the risk
13 premium as a function of U.S. Treasury bond yields. If we let authorized ROEs for
14 natural gas utilities serve as the measure of required equity returns and define the
15 yield on the long-term U.S. Treasury bond as the relevant measure of interest rates,
16 the risk premium simply would be the difference between those two points.⁷⁹

⁷⁹ See e.g., S. Keith Berry, *Interest Rate Risk and Utility Risk Premia during 1982-93*, Managerial and Decision Economics, Vol. 19, No. 2 (March, 1998), in which the author used a methodology similar to the regression approach described below, including using allowed ROEs as the relevant data source, and came to similar conclusions regarding the inverse relationship between risk premia and interest rates. See also Robert S. Harris, *Using Analysts' Growth Forecasts to Estimate Shareholders Required Rates of Return*, Financial Management, Spring 1986, at 66.

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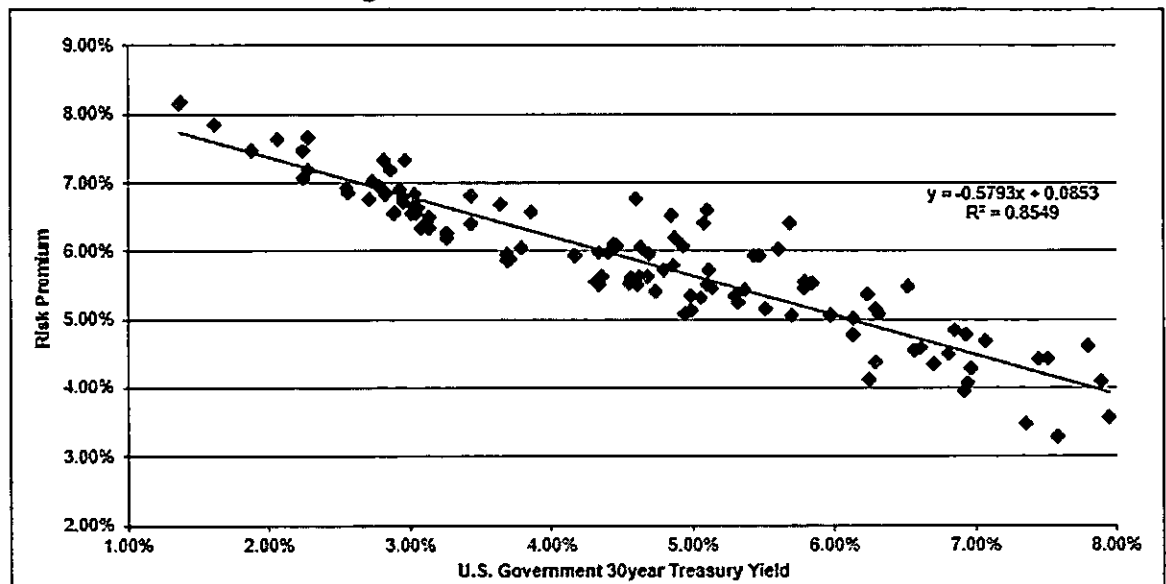
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Data regarding allowed ROEs were derived from 689 natural gas utility rate cases from January 1992 through June 2021 as reported by Regulatory Research Associates (“RRA”).⁸⁰ This equation’s coefficients were statistically significant at the 99.00 percent level.

Figure 9: Risk Premium Results



As shown on Exhibit AEB-6, based on the current 30-day average of the 30-year U.S. Treasury bond yield (i.e., 2.20 percent), the risk premium would be 7.25 percent, resulting in an estimated ROE of 9.46 percent. Based on the near-term (Q4 2021 – Q4 2022) projections of the 30-year U.S. Treasury bond yield (i.e., 2.62 percent), the risk premium would be 7.01 percent, resulting in an estimated ROE of 9.63 percent. Based on longer-term (2023-2027) projections of the 30-year U.S.

⁸⁰ This analysis began with a total of 1,100 cases and was screened to eliminate limited issue rider cases, transmission-only cases, and cases that were silent with respect to the authorized ROE. After applying those screening criteria, the analysis was based on data for 689 cases.

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1 Treasury bond yield (i.e., 3.50 percent), the risk premium would be 6.50 percent,
2 resulting in an estimated ROE of 10.00 percent.

3 **Q.** How did the results of the Bond Yield Risk Premium inform your recommended
4 ROE for CenterPoint Energy Arkla?

5 **A.** I have considered the results of the Bond Yield Risk Premium analysis in setting
6 my recommended ROE for CenterPoint Energy Arkla. The results of my Bond
7 Yield Risk Premium analysis support the reasonableness of Company's current
8 authorized midpoint ROE of 9.95 percent. Also, as noted above, investors consider
9 the ROE award of a company when assessing the risk of that company as compared
10 to utilities of comparable risk operating in other jurisdictions. The risk premium
11 analysis takes into account this comparison by estimating the return expectations
12 of investors based on the current and past ROE awards of natural gas utilities across
13 the U.S.

14 VII. REGULATORY AND BUSINESS RISKS

15 **Q.** Do the mean DCF, CAPM, ECAPM, and Risk Premium results for the proxy group,
16 taken alone, provide an appropriate estimate of the cost of equity for CenterPoint
17 Energy Arkla?

18 **A.** No. These results provide only a range of the appropriate estimate of the
19 Company's cost of equity. There are several additional factors that must be taken
20 into consideration when determining where the Company's cost of equity falls

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1 within the range of results. These factors, which are discussed below, should be
2 considered with respect to their overall effect on the Company's risk profile.

3 **F. Small Size Risk**

4 **Q.** Please explain the risk associated with small size.

5 **A.** Both the financial and academic communities have long accepted the proposition
6 that the cost of equity for small firms is subject to a "size effect." While empirical
7 evidence of the size effect often is based on studies of industries other than
8 regulated utilities, utility analysts also have noted the risk associated with small
9 market capitalizations. Specifically, an analyst for Ibbotson Associates noted:

10 For small utilities, investors face additional obstacles, such as
11 a smaller customer base, limited financial resources, and a lack
12 of diversification across customers, energy sources, and
13 geography. These obstacles imply a higher investor return.⁸¹

14 **Q.** How does the smaller size of a utility affect its business risk?

15 **A.** In general, smaller companies are less able to withstand adverse events that affect
16 their revenues and expenses. The impact of weather variability, the loss of large
17 customers to bypass opportunities, or the destruction of demand as a result of
18 general macroeconomic conditions or fuel price volatility will have a
19 proportionately greater impact on the earnings and cash flow volatility of smaller
20 utilities. Similarly, capital expenditures for non-revenue producing investments,
21 such as system maintenance and replacements, will put proportionately greater

⁸¹ Michael Annin, Equity and the Small-Stock Effect, Public Utilities Fortnightly, October 15, 1995.

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1 pressure on customer costs, potentially leading to customer attrition or demand
2 reduction. Taken together, these risks affect the return required by investors for
3 smaller companies.

4 **Q.** How does CenterPoint Energy Arkla's business in Louisiana compare in size to the
5 proxy group companies?

6 **A.** As noted previously, CenterPoint Energy Arkla serves approximately 131,000
7 residential, commercial, industrial, and transportation customers in ten parishes in
8 Louisiana and, as of year-end 2020, had net utility natural gas plant in Louisiana of
9 approximately \$170.76 million.⁸² CenterPoint Energy Arkla's operations in
10 Louisiana are substantially smaller than the mean for the proxy group companies
11 in terms of market capitalization. Exhibit AEB-7 provides the actual market
12 capitalization for the proxy group companies and estimates the implied market
13 capitalization for CenterPoint Energy Arkla (i.e., the implied market capitalization
14 if its natural gas operations in Louisiana were a stand-alone publicly-traded entity).
15 To estimate the size of the Company's market capitalization relative to the proxy
16 group, I multiplied CenterPoint Energy Arkla's 2020 net utility plant in service of
17 approximately \$170.76 million by its requested common equity ratio of 52 percent
18 to calculate an implied equity component of \$88.8 million. I then applied the
19 median market-to-book ratio for the proxy group of 1.75 to CenterPoint Energy
20 Arkla's implied common equity balance and arrived at an implied market

⁸² Company provided data.

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1 capitalization of approximately \$155.12 million, or 3.93 percent of the median
2 market capitalization for the proxy group.

3 **Q.** How did you estimate the size premium for CenterPoint Energy Arkla?

4 **A.** Given this relative size information, it is possible to estimate the impact of size on
5 the ROE for CenterPoint Energy Arkla using Duff & Phelps data that estimates the
6 stock risk premia based on the size of a company's market capitalization. As shown
7 in Exhibit AEB-7, the median market capitalization of the proxy group of
8 approximately \$3.94 billion falls in the 4th decile of the Duff & Phelps market
9 capitalization data and corresponds to a size premium of 0.75 percent (i.e., 75 basis
10 points). CenterPoint Energy Arkla's implied market capitalization of
11 approximately \$155.12 million falls within the tenth decile, which comprises
12 market capitalization levels up to \$189.83 million and corresponds to a size
13 premium of 5.01 percent (i.e., 501 basis points). The difference between those size
14 premia is 426 basis points (i.e., 5.01 percent minus 0.75 percent).

15 **Q.** Are utility companies included in the size premium study conducted by Duff &
16 Phelps?

17 **A.** Yes, they are. As shown in Exhibit 7.2 of Duff & Phelps' 2019 Valuation
18 Handbook, OGE Energy Corp. had the largest market capitalization of the

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1 companies contained in the fourth decile.⁸³ Therefore, Duff & Phelps includes
2 utility companies in its size risk premium study.

3 **Q.** Is the size premium applicable to companies in regulated industries such as natural
4 gas utilities?

5 **A.** Yes, it is. In the article “Cost of Equity for Energy Utilities: Beyond the CAPM”,⁸⁴
6 Stéphane Chretien and Frank Coggins studied the CAPM and its ability to estimate
7 the risk premium for the utility industry in particular subgroups of utilities. One of
8 the subgroups was a group of natural gas distribution companies that contained
9 many of the same natural gas distribution companies included in my proxy group.⁸⁵
10 The article considered the CAPM, the Fama-French three-factor model, and a
11 model similar to the ECAPM that I considered above. In the article, the Fama-
12 French three-factor model explicitly included an adjustment to the CAPM for risk
13 associated with size. As Chretien and Coggins show, the Beta coefficient on the
14 size variable for the U.S. natural gas utility group was positive and statistically
15 significant indicating that small size risk was relevant for regulated natural gas

⁸³ Source: Duff & Phelps, *Valuation Handbook: Guide to Cost of Capital*, 2019, Exhibit 7.2.

⁸⁴ Chrétien, Stéphane, and Frank Coggins. “Cost Of Equity For Energy Utilities: Beyond The CAPM.” *Energy Studies Review*, vol. 18, no. 2, 2011, doi:10.15173/esr.v18i2.531.

⁸⁵ The U.S. natural gas utility group included: AGL Resources Inc., Atmos Energy Corp., Laclede Group, New Jersey Resources Corp., Northwest Natural Gas Co., Piedmont Natural Gas Co., South Jersey Industries, Southwest Gas Corp. and WGL Holdings Inc.

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1 utilities.⁸⁶ This demonstrates that the traditional CAPM model does not account for
2 risk associated with small size.

3 **Q.** Have regulators in other jurisdictions made a specific risk adjustment to the ROE
4 results based on a company's small size?

5 **A.** Yes, they have. In Order No. 15, the Regulatory Commission of Alaska ("RCA")
6 concluded that Alaska Electric Light and Power Company ("AEL&P") was riskier
7 than the proxy group companies due to small size as well as other business risks.
8 The RCA did "not believe that adopting the upper end of the range of ROE analyses
9 in this case, without an explicit adjustment, would adequately compensate AEL&P
10 for its greater risk."⁸⁷ Thus, the RCA awarded AEL&P an ROE of 12.875 percent
11 which was 108 basis points above the highest return on equity estimate from any
12 model presented in the case.⁸⁸ Similarly, in Order No. 19, the RCA noted that
13 small size as well as other business risks such as structural regulatory lag, weather
14 risk, alternative rate mechanisms, gas supply risk, geographic isolation and

⁸⁶ Chrétien, Stéphane, and Frank Coggins. "Cost Of Equity For Energy Utilities: Beyond The CAPM." *Energy Studies Review*, vol. 18, no. 2, 2011, doi:10.15173/esr.v18i2.531, at 31.

⁸⁷ Docket No. U-10-29, In the Matter of the Revenue Requirement and Cost of Service Study Designated as TA381-1 Filed by Alaska Electric Light and Power Company, Order entered September 2, 2011 (Order No. 15), at 37.

⁸⁸ *Id.*, at 32 and 37.

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1 economic conditions increased the risk of ENSTAR Natural Gas Company.⁸⁹

2 Ultimately, the RCA concluded that:

3 Although we agree that the risk factors identified by ENSTAR
4 increase its risk, we do not attempt to quantify the amount of
5 that increase. Rather, we take the factors into consideration
6 when evaluating the remainder of the record and the
7 recommendations presented by the parties. After applying our
8 reasoned judgment to the record, we find that 11.875%
9 represents a fair ROE for ENSTAR.⁹⁰

10 Additionally, in Docket No. E017/GR-15-1033 for Otter Tail Power Company
11 (“Otter Tail”), the Minnesota Public Utilities Commission (“Minnesota PUC”)
12 selected an ROE above the mean DCF results, as a result of multiple factors
13 including Otter Tail’s small size. The Minnesota PUC stated:

14 The record in this case establishes a compelling basis for
15 selecting an ROE above the mean average within the DCF
16 range, given Otter Tail’s unique characteristics and
17 circumstances relative to other utilities in the proxy group.
18 These factors include the company’s relatively smaller size,
19 geographically diffuse customer base, and the scope of the
20 Company’s planned infrastructure investments.⁹¹

⁸⁹ Docket No. U-16-066, In the Matter of the Tariff Revision Designated as TA285-4 Filed by ENSTAR Natural Gas Company, A Division of SEMCO Energy, Inc., Order entered September 22, 2017 (Order No. 19), at 50-52.

⁹⁰ *Id.*

⁹¹ Order in Docket No. E017/GR-15-1033, In the Matter of the Application of Otter Tail Power Company for Authority to Increase Rates for Electric Service in the State of Minnesota (August 16, 2016), at 55.

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1 **Q.** How have you considered the smaller size of CenterPoint Energy Arkla in your
2 recommendation?

3 **A.** While I have estimated the effect of CenterPoint Energy Arkla's small size on the
4 ROE, I am not proposing a specific adjustment for this risk factor. Rather, I believe
5 it is important to consider the small size of CenterPoint Energy Arkla's natural gas
6 operations in Louisiana in the determination of where, within the range of analytical
7 results, the Company's required ROE falls. Therefore, the additional risk
8 associated with small size indicates that the Company's ROE should be established
9 above the mean results for the proxy group companies.

10 **G. Capital Expenditures**

11 **Q.** Please summarize the Company's capital expenditure requirements.

12 **A.** The Company's current projections for 2022 through 2026 include approximately
13 \$219.41 million in capital investments for the period.⁹² Based on the Company's
14 net utility plant of approximately \$170.76 million as of December 31, 2020,⁹³ the
15 \$219.41 million of anticipated capital expenditures are approximately 128.5
16 percent of CenterPoint Energy Arkla's net utility plant as of December 31, 2020.

⁹² Data provided by CenterPoint Energy Arkla for planned capital expenditures for the years 2022-2026.

⁹³ Data provided by CenterPoint Energy Arkla.

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1 **Q.** How is the Company's risk profile affected by its substantial capital expenditure
2 requirements?

3 **A.** As with any utility faced with substantial capital expenditure requirements, the
4 Company's risk profile may be adversely affected in two significant and related
5 ways: (1) the heightened level of investment increases the risk of under-recovery
6 or delayed recovery of the invested capital; and (2) an inadequate return would put
7 downward pressure on key credit metrics.

8 **Q.** Do credit rating agencies recognize the risks associated with elevated levels of
9 capital expenditures?

10 **A.** Yes, they do. From a credit perspective, the additional pressure on cash flows
11 associated with high levels of capital expenditures exerts corresponding pressure
12 on credit metrics and, therefore, credit ratings. To that point, S&P explains the
13 importance of regulatory support for large capital projects:

14 When applicable, a jurisdiction's willingness to support large
15 capital projects with cash during construction is an important
16 aspect of our analysis. This is especially true when the project
17 represents a major addition to rate base and entails long lead
18 times and technological risks that make it susceptible to
19 construction delays. Broad support for all capital spending is
20 the most credit-sustaining. Support for only specific types of
21 capital spending, such as specific environmental projects or
22 system integrity plans, is less so, but still favorable for
23 creditors. Allowance of a cash return on construction work-
24 in-progress or similar ratemaking methods historically were
25 extraordinary measures for use in unusual circumstances, but
26 when construction costs are rising, cash flow support could be
27 crucial to maintain credit quality through the spending
28 program. Even more favorable are those jurisdictions that

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1 present an opportunity for a higher return on capital projects
2 as an incentive to investors.⁹⁴

3 Therefore, to the extent that the ROE bandwidth parameters and midpoint of
4 CenterPoint Energy Arkla's renewed RSP and resulting rates do not permit the
5 opportunity to recover its capital investments on a regular basis, the Company will
6 face increased recovery risk and thus increased pressure on its credit metrics.

7 **Q.** How do CenterPoint Energy Arkla's capital expenditure requirements compare to
8 those of the proxy group companies?

9 **A.** As shown in CONFIDENTIAL Exhibit AEB-8, I calculated the ratio of expected
10 capital expenditures to net utility plant for CenterPoint Energy Arkla and each of
11 the companies in the proxy group by dividing each company's projected capital
12 expenditures for the period from 2022-2026 by its total net utility plant as of
13 December 31, 2020. As shown in CONFIDENTIAL Exhibit AEB-8 (*see* also
14 Figure below), CenterPoint Energy Arkla's ratio of capital expenditures as a
15 percentage of net utility plant is more than 128 percent, which is approximately
16 2.13 times the median for the proxy group companies of 60.41 percent. This result
17 indicates significantly greater risk relative to the companies in the proxy group.

⁹⁴ S&P Global Ratings, "Assessing U.S. Investor-Owned Utility Regulatory Environments," August 10, 2016, at 7.

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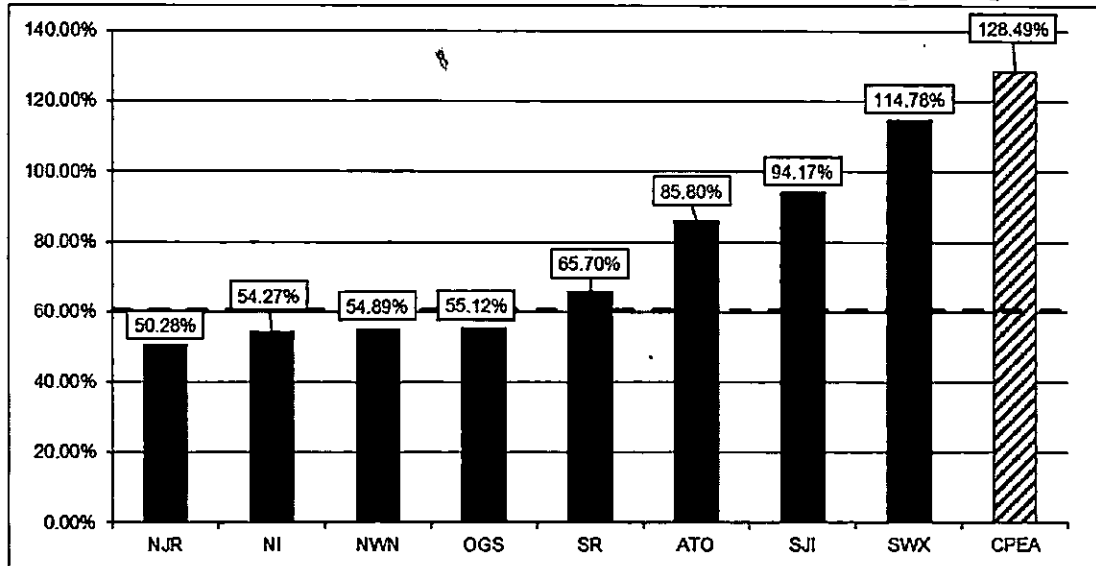
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Figure 10: Comparison of Capital Expenditures – Proxy Group Companies



Q. Are mechanisms available to the electric and natural gas utilities in Louisiana that enable timely recovery of incremental capital investment?

A. Yes. Many Louisiana electric and natural gas utilities have been approved for and implemented formula rate plans, such as the Company's RSP. Formula rate plans enable utilities to adjust rates annually if earnings are outside of an approved bandwidth (typically 100 basis points) and typically reflect incremental capital additions.

Q. Does CenterPoint Energy Arkla have a comprehensive mechanism that includes recovery of capital additions between rate cases?

A. Yes. The Company's RSP allows it to adjust rates annually if earnings reflecting total cost of service, including incremental capital investment, are outside of the approved ROE bandwidth of 9.45 percent to 10.45 percent. As shown in Exhibit AEB-9, approximately 79 percent of the proxy group utilities recover costs through

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1 capital tracking mechanisms, which indicates that most of the proxy group
2 companies consider the mechanisms available to them to be effective tools to
3 recover a return of, and on, incremental capital costs. Further, approximately 29
4 percent of the proxy group companies have formula rate plans, which allow for
5 periodic adjustments to rates. Considering both types of these mechanisms,
6 CenterPoint Energy Arkla has similar risk from a capital cost recovery standpoint
7 as the proxy group companies.

8 **Q.** What are your conclusions regarding the effect of the Company's capital spending
9 requirements on its risk profile and cost of capital?

10 **A.** The Company's capital expenditure requirements as a percentage of net utility plant
11 are significant and will continue over the next few years. As such, the continuation
12 of the RSP is critical to the Company's ability to recover its capital costs in a timely
13 basis. Because the majority of the proxy companies have a comprehensive capital
14 tracking mechanism to recover their projected capital expenditures, and several
15 have formula rate plans, the Company's RSP renders it comparable in risk to the
16 proxy group.

17 **H. Severe Weather Risk**

18 **Q.** Please describe the risk associated with severe weather activity in the Company's
19 service territory.

20 **A.** CenterPoint Energy Arkla faces the risk of sudden, unexpected damage from severe
21 storms due to the geographic location of its operations. The propensity for

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1 hurricanes and severe weather in the Company's operating area renders it a high-
2 risk region for incurring weather-related infrastructure repair costs and service
3 disruptions. In addition to the need to fund repair costs, severe weather causes the
4 Company to incur unplanned expenses (such as labor costs that may not be
5 recovered in existing rates or unanticipated increases in fuel and commodity prices)
6 and results in lower sales. Together, these effects can reduce the Company's
7 revenue and put strain on its operating cash flow.

8 As capital-intensive operations, utilities often are cash flow neutral or negative
9 entities, requiring access to short-term credit markets to fund day-to-day operations.
10 In the event of significant storm damage, the Company may not have a reserve
11 needed to fund restoration activities and its internal cash flow may not be sufficient
12 to fund ongoing restoration activities. In that case, the need to efficiently access
13 short-term capital would be heightened. That access will depend on a strong
14 financial profile. In short, regulatory support for storm cost recovery is important
15 to maintain the Company's financial integrity.

16 **Q.** Have the credit rating agencies commented on weather related risks?

17 **A.** Yes. A November 8, 2018 article by S&P stressed the importance of regulatory
18 mechanisms as one means of mitigating risk due to adverse weather conditions,
19 noting "[w]ithout the appropriate regulatory compact and other risk mitigation, the

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1 financial aftermath of these events could be devastating to any individual utility,
2 adding another layer of unpredictability that utilities must effectively manage.”⁹⁵

3 **Q.** What are your conclusions regarding the risk associated with severe weather?

4 **A.** The Company’s operations are in an area prone to hurricanes and severe weather
5 events. As such, a strong financial profile that enables access to capital on
6 reasonable terms, as well as a supportive regulatory environment that provides
7 timely recovery of costs is critical to the financial health of the Company. To the
8 extent that the proxy companies operate in areas that are less prone to significant
9 adverse weather events, a higher ROE for CenterPoint Energy Arkla is required.

10 **I. Regulatory Risk**

11 **Q.** Please explain how the regulatory environment affects investors’ risk assessments.

12 **A.** The ratemaking process is premised on the principle that, for investors and
13 companies to commit the capital needed to provide safe and reliable utility service,
14 the subject utility must have the opportunity to recover the return of, and the
15 market-required return on, invested capital. Regulatory authorities recognize that
16 because utility operations are capital intensive, regulatory decisions should enable
17 the utility to attract capital at reasonable terms when needed and under various
18 market conditions; doing so balances the long-term interests of investors and
19 customers. Utilities must finance their operations and require the opportunity to

⁹⁵ S&P Global Ratings, *Can US. Utilities Weather The Storm?* November 8, 2018, at 1 [clarification added].

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1 earn a reasonable return on their invested capital to maintain their financial profiles.
2 CenterPoint Energy Arkla is no exception. In that respect, the regulatory
3 environment is one of the most important factors considered in both debt and equity
4 investors' risk assessments.

5 From the perspective of debt investors, the authorized return should enable the
6 utility to generate the cash flow needed to meet its near-term financial obligations,
7 make the capital investments needed to maintain and expand its systems, and
8 maintain the necessary levels of liquidity to fund unexpected events. This financial
9 liquidity must be derived not only from internally generated funds, but also by
10 efficient access to capital markets. Moreover, because fixed income investors have
11 many investment alternatives, even within a given market sector, the utility's
12 financial profile must be adequate on a relative basis to ensure its ability to attract
13 capital under a variety of economic and financial market conditions.

14 Equity investors require that the authorized return be adequate to provide a risk-
15 comparable return on the equity portion of the utility's capital investments.
16 Because equity investors are the residual claimants on the utility's cash flows
17 (which is to say that the equity return is subordinate to interest payments), they are
18 particularly concerned with the strength of regulatory support and its effect on
19 future cash flows.

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1 **Q.** Please explain how credit rating agencies consider regulatory risk in establishing a
2 company's credit rating.

3 **A.** Both S&P and Moody's consider the overall regulatory framework in establishing
4 credit ratings. Moody's establishes credit ratings based on four key factors: (1)
5 regulatory framework; (2) the ability to recover costs and earn returns; (3)
6 diversification; and (4) financial strength, liquidity and key financial metrics. Of
7 these criteria, regulatory framework and the ability to recover costs and earn returns
8 are each given a broad rating factor of 25 percent. Therefore, Moody's assigns
9 regulatory risk a 50 percent weighting in the overall assessment of business and
10 financial risk for regulated utilities.⁹⁶

11 S&P also identifies the regulatory framework as an important factor in credit ratings
12 for regulated utilities, stating: "One significant aspect of regulatory risk that
13 influences credit quality is the regulatory environment in the jurisdictions in which
14 a utility operates."⁹⁷ S&P identifies four specific factors that it uses to assess the
15 credit implications of the regulatory jurisdictions of investor-owned regulated
16 utilities: (1) regulatory stability; (2) tariff-setting procedures and design; (3)
17 financial stability; and (4) regulatory independence and insulation.⁹⁸

⁹⁶ Moody's Investors Service, Rating Methodology: Regulated Electric and Gas Utilities, June 23, 2017, at 4.

⁹⁷ Standard & Poor's Global Ratings, Ratings Direct, U.S. and Canadian Regulatory Jurisdictions Support Utilities' Credit Quality—But Some More So Than Others, June 25, 2018, at 2.

⁹⁸ *Id.*, at 1.

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1 **Q.** How does the regulatory environment in which a utility operates affect its access to
2 and cost of capital?

3 **A.** The regulatory environment can significantly affect both the access to, and cost of
4 capital in several ways. First, the proportion and cost of debt capital available to
5 utility companies are influenced by the rating agencies' assessment of the
6 regulatory environment. As noted by Moody's, "[f]or rate regulated utilities, which
7 typically operate as a monopoly, the regulatory environment and how the utility
8 adapts to that environment are the most important credit considerations."⁹⁹
9 Moody's further highlighted the relevance of a stable and predictable regulatory
10 environment to a utility's credit quality, noting: "[b]roadly speaking, the
11 Regulatory Framework is the foundation for how all the decisions that affect
12 utilities are made (including the setting of rates), as well as the predictability and
13 consistency of decision-making provided by that foundation."¹⁰⁰

14 **Q.** Have you analyzed the regulatory framework in Louisiana relative to the
15 jurisdictions in which the companies in your proxy group operate?

16 **A.** Yes. I have evaluated the regulatory framework in Louisiana on four factors that
17 are important in terms of providing a regulated utility an opportunity to earn its
18 authorized ROE. These are: (1) test year convention (i.e., forecast vs. historical);
19 (2) method for determining rate base (i.e., average vs. year-end); (3) use of revenue

⁹⁹ Moody's Investors Service, Rating Methodology: Regulated Electric and Gas Utilities, June 23, 2017, at 6.

¹⁰⁰ *Id.*

**CenterPoint Energy Resources Corp.
d/b/a CenterPoint Energy Arkla**

Ms. Ann E. Bulkley

Direct Testimony

Cost of Capital

Docket No. U-XXXXXX

1 decoupling mechanisms or other clauses that mitigate volumetric risk; and (4)
2 prevalence of capital cost recovery between rate cases. The results of this
3 regulatory risk assessment are shown in Exhibit AEB-9 and are summarized below.

4 Test year convention: CenterPoint Energy Arkla uses a historical test year in
5 Louisiana. As shown in Exhibit AEB-9, approximately 57 percent of the companies
6 in the proxy group use forecasted or partially forecasted test years. All else equal,
7 the use of a historical test year tends to increase regulatory lag, increasing
8 regulatory risk.

9 Rate Base: The majority of the Company's rate base in Louisiana is determined
10 based on a 13-month average original cost, while approximately 61 percent of the
11 operating companies held by proxy group are allowed to use year-end rate base,
12 meaning that the rate base includes capital additions that occurred in the second
13 half of the test year and is more reflective of net utility plant going forward. The
14 combination of an average rate base methodology and a historical test year can
15 contribute significantly to regulatory lag. As shown in Exhibit AEB-9, only two of
16 28 proxy group operating companies employ both an average rate base and
17 historical test year methodology. Therefore, I conclude the Company has greater
18 risk than the proxy group on average based on its use of both a 13-month average
19 rate base and a historical test year.