

Exhibit No.__(KIA-1T)
Docket UE-13____
Witness: K. Ian Andrews

**BEFORE THE
WASHINGTON UTILITIES AND TRANSPORTATION COMMISSION**

In the Matter of the Petition of

PACIFICORP, d.b.a. Pacific Power & Light
Company,

For an Order Authorizing a Change in
Depreciation Rates Applicable to Electric
Property

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Docket UE-13____

**PACIFICORP
DIRECT TESTIMONY OF K. IAN ANDREWS**

January 2013

1 **Q. Please state your name, business address, and present position with PacifiCorp**
2 **d/b/a Pacific Power & Light Company (PacifiCorp or the Company).**

3 A. My name is K. Ian Andrews. My business address is 1407 West North Temple, Suite
4 210, Salt Lake City, Utah 84108. I am the Manager of Resource Development in the
5 Resource Development and Construction department at PacifiCorp Energy, a division
6 of the Company.

7 **Qualifications**

8 **Q. Briefly describe your education and business experience.**

9 A. I have a Bachelor of Science degree in chemical engineering from the University of
10 Utah and a Masters degree in Business Administration from Brigham Young
11 University. Since joining the Company in September 1978, I have had multiple roles
12 including power plant training, project management, customer technical services,
13 resource planning, managing due diligence of asset acquisitions, power plant
14 performance improvement, emissions controls strategy development and
15 implementation, and most recently, manager of the resource development group since
16 August 2004. I am a registered professional engineer in the state of Utah. I also
17 represent the Company on a number of boards related to energy at the University of
18 Utah.

19 **Q. Please explain your responsibilities as PacifiCorp Energy's Manager of Resource**
20 **Development.**

21 A. The resource development group is responsible for developing Company-owned
22 generation resource options that the Company could potentially implement, if those
23 resources are determined to be least cost on a risk-adjusted basis. Current

1 development efforts are primarily focused on gas-fired, wind, and solar resources.
2 Development efforts include siting, securing land rights and rights of way, conceptual
3 engineering and design, water rights acquisition, interconnection agreements, project
4 solicitation, and contract negotiation. The resource development group is responsible
5 for developing and providing performance and cost information related to future
6 resource options used in the Company's integrated resource planning process, and
7 maintains data on existing resource capacities and performance. The resource
8 development group also provides cost and performance information on current and
9 emerging environmental regulations that may affect the operation of the Company's
10 thermal generating assets.

11 **Purpose of Testimony**

12 **Q. What is the purpose of your testimony?**

13 A. The purpose of my testimony is as follows:

- 14 • I provide an overview of the Company's current recommended depreciable lives
15 of the Company's generating resources. The Company reviewed its hydro,
16 thermal, and wind-based generating assets and performed an evaluation of
17 depreciable lives in support of this filing. Based on this assessment, the Company
18 proposes certain changes to currently stipulated depreciable lives.
- 19 • I describe the process PacifiCorp's engineers used to develop estimated plant
20 economic lives for the Company's thermal generating resources, wind resources
21 and hydro resources that are incorporated into the Company's new depreciation
22 study submitted as Exhibit No. __ (JJS-3) in this filing (Depreciation Study). My

1 testimony also provides a summary of the proposed changes in depreciable plant
2 lives and the basis for those changes.

- 3 • I provide an update on the Company's recommendations regarding
4 decommissioning costs and the need to further evaluate decommissioning costs as
5 the Company gains more knowledge about the costs of plant demolition and
6 removal based on its own experience and that of others in the industry.

7 **Background on the Development of Depreciable Plant Life**

8 **Q. Why is it necessary to estimate the economic life of a generating asset for**
9 **purposes of developing depreciation rates?**

10 A. One major component of PacifiCorp's cost of service is the recovery of capital
11 investment. This recovery is accomplished through depreciation expense over the life
12 of each resource. From the standpoint of setting depreciation rates, it is necessary to
13 have a reasonable estimate of the economic life of a resource at the time it is placed
14 into service in order to reasonably calculate the depreciation expense. The estimated
15 plant economic life of a generating asset is the period of time that begins when the
16 asset is placed in service and starts generating electricity and ends when the asset is
17 removed from service. In other words, it is the period of time during which customers
18 benefit from the asset.

19 **Q. Is a plant's estimated economic life permanently set when the plant is placed into**
20 **service?**

21 A. No. For depreciation purposes, all generating asset economic lives are estimates that
22 may be adjusted over time as circumstances warrant. The Company reevaluates its
23 economic life calculations each time it performs a depreciation study. In this case,

1 the Company calculated generation plant depreciable lives and provided that
2 information to John J. Spanos of Gannet Fleming, Inc. for his use in preparing the
3 Depreciation Study.

4 **Q. Have you provided the Company's estimated plant economic lives for its**
5 **generating assets?**

6 A. Yes. Exhibit No. __ (KIA-2) accompanying my testimony contains a complete list of
7 PacifiCorp's generating plants and their recommended depreciable lives.

8 **Depreciable Lives for Thermal Generating Resources**

9 **Q. Please describe the process the Company used to assess the depreciable lives of**
10 **its thermal generating assets.**

11 A. The Company began with the estimated retirement years from the 2007 depreciation
12 study and considered whether to recommend modifications. The Company first
13 considered modifying its current practice of using a single retirement year for a plant,
14 rather than using separate retirement years for each unit at each plant. Given the
15 uncertainty associated with existing and potential environmental regulations,
16 however, the Company decided against making changes to this approach at this time.

17 **Q. What else did the Company consider in establishing depreciable lives for**
18 **thermal generating assets in this case?**

19 A. The Company also considered the impact of significant events, defined as those
20 resulting in major capital expenditures and/or ongoing operating and maintenance
21 expenses, on depreciable lives. Significant events are typically caused by one of the
22 following three major factors: (1) major equipment condition; (2) fuel availability;
23 and (3) certain environmental compliance obligations. Under this type of framework,

1 retirement dates for each unit might be influenced by any or all of these factors.

2 **Q. Please explain how major equipment condition can affect the depreciable life of**
3 **a thermal generating asset.**

4 A. Major equipment condition is influenced by the planned outage schedule. Thermal
5 resources, including the coal-fired, gas-fired, and geothermal resources involving the
6 production and transport of steam, normally undergo overhauls on 4-year cycle, 8-
7 year cycle or 12-year cycles. For coal-fired resources, outage schedules have been
8 established by Company and industry operating experience. For gas-fired
9 combustion turbine based resources, overhaul schedules are established based on the
10 number of operating hours and starts of the units and the recommendations of the
11 original equipment manufacturer. It is at these overhaul milestones that other major
12 replacements may be required, such as replacing cooling towers, condenser re-tubing,
13 re-winding generators, or replacing steam generator components. These periodic
14 milestone replacements are significant and if capital investment is required, the
15 resource may no longer be economic to operate, depending on the level of investment
16 and expected remaining life.

17 **Q. Please explain how fuel availability can affect the depreciable life of a thermal**
18 **generating asset.**

19 A. Fuel availability and, to an extent, its quality, are factors that can influence the
20 economic life of a resource. In the event there is significant change in the availability
21 of fuel from the resource's original design fuel, it may be necessary to switch to a
22 different source of fuel. The use of this alternate fuel may require a major capital
23 expenditure that could make the resource uneconomic to operate.

1 **Q. Please explain how environmental regulations can affect the depreciable life of a**
2 **thermal generating asset.**

3 A. Environmental regulations—which include both existing and emerging changes in air
4 emissions standards, water intake and effluent discharge standards, and solid waste
5 regulations—have a major impact on the economics of operating an asset. New
6 regulations or changes to existing air, water or solid waste regulations influence the
7 timing of major capital expenditures and the subsequent operating and maintenance
8 costs for compliance. Major capital expenditures include air pollution controls, water
9 intake infrastructure modifications, discharge constraints and cooling system changes,
10 and new or upgraded coal combustion waste stream infrastructure to transport and
11 store bottom ash, fly ash, and scrubber waste. Capital expenditures, once made, must
12 be recovered over the remaining life of the asset. If a major capital investment is
13 required to meet a new environmental standard and the investment is not feasible or
14 economic over the remaining life of the asset, this could precipitate the early
15 retirement of the resource.

16 **Q. Have any new significant environmental regulations emerged since the**
17 **Company's last depreciation study that could affect depreciable plant lives?**

18 A. Yes, two sets of environmental regulations have emerged since the previous
19 depreciation study was performed in 2007. First, the United States Environmental
20 Protection Agency (EPA) promulgated the Mercury Air Toxic Standards (MATS)
21 regulations. These rules regulate mercury and other hazardous air pollutants from
22 stack emissions.

23 Second, proposed Coal Combustion Residual regulations as part of the

1 Resource Conservation and Reclamation Act have emerged in draft form. These
2 regulations, while not finalized, are expected to require utilities with coal-fired
3 generating facilities to meet certain compliance obligations for ash and coal residue
4 handling, infrastructure, and storage facilities by the 2019-2020 timeframe, depending
5 on timing of the final ruling. The EPA is still reviewing public comments related to
6 these rules and a final decision on them is currently not expected until 2014.

7 In addition, the EPA has partially approved and partially dis-approved various
8 components of the Regional Haze State Implementation Plans of Arizona, Utah and
9 Wyoming, which affect Company wholly-owned or partially-owned generation
10 resources.

11 **Q. Based on these considerations, what major changes did the Company propose**
12 **with regard to the depreciable lives of its thermal resources?**

13 A. The Company has proposed several changes based on its analysis of the depreciable
14 lives of its thermal resources. Many of the changes relate to resources that are not
15 allocated to Washington under the currently approved west control area inter-
16 jurisdictional allocation methodology.

17 First, the Company recommends accelerating the retirement date of the
18 Carbon plant from 2020 to 2015. This change responds to the need to comply with
19 EPA's MATS and other environmental regulations. The Company has assessed the
20 feasibility and economics of various options for compliance and concluded that
21 retiring the Carbon plant in 2015 is currently the least-cost alternative, accounting for
22 risk and uncertainty. Carbon units 1 and 2 will be 61 and 58 years old, respectively,
23 in 2015.

1 The second major change is the recommendation to extend the retirement date
2 of the Gadsby gas-fired steam generating units from 2017 to 2022. The Company
3 extended Gadsby's plant life after determining that it could economically operate the
4 plant for another five years.

5 The third major change is to the recommendation to extend the economic life
6 of the Blundell 2 bottoming cycle from 26 years to 30 years based on a determination
7 of that unit's design life of 30 years; the new retirement date is 2033.

8 The fourth major change relates to the Company's Little Mountain gas-fired
9 plant. In 2011, the Little Mountain plant was retired consistent with the planned
10 retirement date of 2011 after 40 years of service. Demolition of the Little Mountain
11 Plant will begin in 2013 following the discontinuation of a steam supply contract with
12 the host customer.

13 For the remaining coal-fired generating units, the Company maintained the
14 current depreciable lives. The Company's recommendation against extending the
15 depreciable lives of any of these resources at this time was based on the current risk
16 and uncertainty associated with the environmental regulations described above.

17 **Q. Has the Company changed the depreciable lives for its gas-fired simple cycle**
18 **combustion turbine resources?**

19 A. No. The Company did not change the depreciable lives of its simple cycle gas
20 combustion turbines because the original equipment manufacturer useful life
21 recommendation has not changed from the recommended 30-year life since the 2007
22 depreciation study. The simple cycle combustion turbines in the Company's fleet are
23 aero-derivative combustion turbines and operate when economic and/or when

1 required for system reliability purposes. Since the 2007 study, these units continue to
2 operate in this way. Operating hours related to outage schedule assumptions around
3 these units have not changed. Moreover, fuel availability and technology viability of
4 the simple cycle gas combustion turbine units have not changed.

5 **Q. Has the Company changed the depreciable lives for its gas-fired combined cycle**
6 **combustion turbine resources?**

7 **A.** No. The Company did not change the depreciable lives for the combined cycle gas
8 combustion turbines because the original equipment manufacturer useful life
9 recommendation has not changed from the recommended 40-year life since the 2007
10 study. Likewise, these plants operate when economic and/or when required for
11 system reliability purposes. Since the 2007 study, these units continue to operate with
12 net capacity factors between 20 and 80 percent. As such, the operating hours
13 pertaining to the outage schedule assumptions around these units have not changed.
14 Moreover fuel availability and technology viability of the combined cycle gas
15 combustion turbine resources have not changed.

16 **Depreciable Lives for Hydroelectric Generating Resources**

17 **Q. What is the significant issue related to hydroelectric facilities you considered in**
18 **developing depreciable lives of hydro facilities?**

19 **A.** As discussed in Mr. Lay's testimony, the 2007 depreciation study based hydroelectric
20 plant terminal lives primarily on Federal Energy Regulatory Commission (FERC)
21 hydroelectric plant license expiration dates. The Company made an assessment of
22 major FERC licensed hydro facilities and determined any changes necessitated by
23 new licensing information.

1 **Q. What major changes did the Company make with regard to the depreciable lives**
2 **of its hydro resources?**

3 A. The major change resulted from changes to license expiration dates for the Merwin,
4 Swift Yale, Lemolo, Toketee, and Prospect plants. Exhibit No. __ (KIA-2),
5 “PacifiCorp Estimated Plant Retirement, Lives – Hydro” lists both the currently
6 estimated retirement dates of the Company’s hydro assets and the proposed changes.

7 **Q. Did the Company reduce the depreciable life of any of its major hydro facilities?**

8 A. Yes. The depreciable lives of the two major projects on the Klamath River, J.C.
9 Boyle and Iron Gate, were reduced by 26 years. Consistent with the Klamath
10 Hydroelectric Settlement Agreement, these facilities are scheduled for
11 decommissioning no earlier than 2020.

12 **Q. Could environmental issues affect the estimated plant economic life of hydro**
13 **resources in the future?**

14 A. Yes. While no new significant environmental compliance issues have emerged since
15 the last depreciation study, the dynamic nature of evolving environmental
16 stewardship requirements coupled with asset specific attributes will continue to
17 impact the Company’s ability to economically achieve license extensions. For
18 instance, assets located on United States Forest Service land, such as the North
19 Umpqua hydro project, may be subject to different environmental stewardship
20 requirements than a hydro project located on non-federal lands. On the other hand,
21 long-term investments the Company is making to comply with its current licenses
22 may positively influence future efforts to relicense these facilities. When hydro assets

1 are successfully relicensed in the future, the depreciable lives of those assets will be
2 adjusted accordingly.

3 **Depreciable Lives for Wind Generating Resources**

4 **Q. Please describe the process the Company used to assess the depreciable lives of**
5 **its wind resources.**

6 A. In the 2007 depreciation study, the Company initially proposed using a 20-year life
7 for wind resources based on a life-span technique. The life-span technique assumed
8 that any existing investment in property units plus any new property unit additions
9 will all be retired no later than a specific time from original installation of the project.
10 For example, if a wind-powered generation resource project was constructed in 2007,
11 it was anticipated that all investment in property units would be fully depreciated and
12 retired by no later than 2027. In the dockets to establish depreciation rates based on
13 the 2007 depreciation study, some intervening parties proposed using a longer
14 depreciable life, pointing to wind purchased power agreements with a the term of 25
15 years or more in length. In response, the Company agreed to extend the lives for its
16 wind-powered generation resource property units to 25 years. Review of the
17 operating history of the units installed over the last few years and the expectations for
18 future requirements has led the Company to propose to extend the lives of its wind-
19 powered generation resources to 30 years.

20 **Q. What specific changes is the Company proposing with regard to the depreciable**
21 **lives of its wind resources?**

22 A. The Company recommends extending the depreciable lives of wind turbines to a
23 maximum of 30 years from the previous estimate of 25 years due to the operating

1 history of the units installed over that last few years and the expectations for future
2 maintenance requirements. Additionally, the Company will apply an Iowa-type curve
3 adjustment to the maximum 30-year life for interim wind turbine property
4 retirements. Mr. Spanos' testimony explains what an Iowa-type curve is and how the
5 curve is used to adjust the service life of certain assets.

6 **Q. Did the Company consider its ability to secure land rights of 30 years or more
7 when it increased the depreciable lives of wind resources to 30 years?**

8 A. Yes. Several of the Company's wind-powered resource projects are located on land
9 owned by third parties (including governmental lands) under long-term leases with
10 varying terms. Most of these leases are for terms of thirty years or more, but in some
11 cases the initial term is limited to 25 years. The Company will seek to prudently
12 extend lease terms beyond the initial period, as required, to support the longer
13 depreciable lives of its wind resources.

14 **Terminal Net Salvage/Decommissioning Costs**

15 **Q. What decommissioning costs has the Company included in the Depreciation
16 Study for its thermal generating plants?**

17 A. At this time, Company proposes to continue to use current decommissioning costs of
18 \$40 per kilowatt, with the exception of the Carbon plant. Based on recent studies, the
19 current estimate of the complete decommissioning cost for the Carbon plant is \$56.8
20 million which includes demolition, ash pile and ash pond abatement, asbestos and
21 other hazardous materials abatement and final site cleanup and mitigation.

1 **Q. Do the decommissioning costs estimated for the Carbon plant suggest the need to**
2 **evaluate the Company's current level of decommissioning costs for use in future**
3 **depreciation studies?**

4 A. Yes. Recent studies performed for the Carbon plant indicate that the actual costs for
5 future decommissioning of individual units and/or plant sites may be significantly
6 higher than the current value of \$40 per kilowatt. As a result, the Company intends to
7 perform and/or update decommissioning cost studies on a selection of its resources to
8 determine if the current \$40 per kilowatt value needs to be modified in future
9 depreciation studies. The Company also plans to review available industry data on
10 decommissioning costs to inform its analysis.

11 **Q. Does this conclude your testimony?**

12 A. Yes.