

BEFORE THE IDAHO PUBLIC UTILITIES COMMISSION

IN THE MATTER OF THE APPLICATION)
OF IDAHO POWER COMPANY FOR)
AUTHORITY TO INCREASE ITS RATES)
AND CHARGES FOR ELECTRIC SERVICE)
TO ELECTRIC CUSTOMERS IN THE STATE)
OF IDAHO.)
_____)

CASE NO. IPC-E-03-13

IDAHO POWER COMPANY

DIRECT TESTIMONY

OF

J. LAMONT KEEN

1 Q. Please state your name and business address.

2 A. My name is J. LaMont Keen and my business
3 address is 1221 West Idaho Street, Boise, Idaho 83702.

4 Q. What is your position at Idaho Power Company?

5 A. I am the President and Chief Operating
6 Officer.

7 Q. What is your educational background?

8 A. I graduated magna cum laude in 1974 from the
9 College of Idaho in Caldwell, Idaho now called Albertson
10 College of Idaho, receiving a Bachelor of Business
11 Administration Degree in Accounting. In 1994 I completed
12 the Advanced Management Program at the Harvard University
13 Graduate School of Business. I have also attended many
14 utility management-training programs, including the Stone &
15 Webster Utility Management Development Program, the
16 University of Idaho Public Utilities Executive's Course and
17 the Edison Electric Institute Executive Leadership Program.

18 Q. Please outline your business experience.

19 A. I have worked in the electric utility
20 industry at Idaho Power Company for nearly 30 years,
21 beginning my employment in 1974 in the accounting
22 department. I advanced through several accounting, analyst
23 and management positions and in July 1988, I was promoted to
24 Controller. In November 1991 I was appointed to Vice
25 President of Finance and Chief Financial Officer and served

1 in that capacity until March of 1999 when I was also given
2 responsibility for all of the administrative areas of the
3 Company as Senior Vice President of Administration and Chief
4 Financial Officer. In March of 2002, I was appointed
5 President and Chief Operating Officer where I have
6 responsibility for the Company's operating units. I either
7 have or have had responsibility for virtually all aspects of
8 the Company's operations at some point in my career.

9 Q. What are your duties as President and Chief
10 Operating Officer of Idaho Power Company?

11 A. I am responsible for the general oversight of
12 all the utility operations including all power supply and
13 delivery activities.

14 Q. What is the purpose of your testimony?

15 A. As Idaho Power Company's president, I am
16 testifying as to policy matters related to the Company's
17 filing of this request for general rate relief.
18 Specifically, I will address the events and circumstances
19 that led to this rate application, including an overview of
20 significant events, both regulatory and otherwise, that have
21 occurred over the last decade; the impact of ten years of
22 growth on our utility system; the Company's stewardship of
23 the system during the recent difficult period; the
24 increasing emphasis on system reliability; the critical
25 demand for investments in infrastructure; and the cash flow

1 and earnings implications to the Company of managing through
2 all of the above.

3 Q. Please describe the Company's last general
4 rate increase in Idaho.

5 A. The Company's last general rate case, Case
6 No. IPC-E-94-5, concluded on January 1, 1995 when the Idaho
7 Public Utilities Commission (IPUC or the Commission) issued
8 Order No. 25880 authorizing Idaho Power to increase its
9 rates by \$17,177,048 or 4.19 percent. In that case, the
10 rate of return on common equity was established at 11
11 percent with an overall rate of return at 9.199 percent.
12 Permanent rate changes were implemented on February 1, 1995.

13 Shortly following the conclusion of Case No. IPC-E-
14 94-5, the Company completed its upgrade of the Twin Falls
15 hydroelectric power plant and filed an application with the
16 Commission to supplement the results of Order No. 25880 with
17 rate impacts of the new production facilities.

18 The Commission issued a bench ruling that allowed
19 Idaho Power to increase its revenue requirement by
20 \$3,759,695 or .88 percent, to include the Twin Falls upgrade
21 on August 14, 1995. On November 13, 1995, Order No. 26236
22 reaffirmed the Commission's bench ruling.

23 Q. Please describe the rate moratorium entered
24 into following the last general rate case.

25 A. On October 20, 1995, in Order No. 26216, the

1 Commission approved a rate moratorium and stability of
2 earnings stipulation between various intervenor parties,
3 the Staff of the Commission, and Idaho Power Company. The
4 stipulation provided that in the period from 1995 through
5 1999, any time the Company's return on equity (ROE) fell
6 below 11.5 percent, the Company would be allowed to
7 amortize an additional amount of Accumulated Deferred
8 Investment Tax Credits (ADITC) in order to increase
9 earnings back to the 11.5 percent level. If the Company's
10 ROE exceeded 11.75 percent, the Company would refund
11 (revenue share) 50 percent of the excess earnings to the
12 benefit of its Idaho customers. The stipulation also
13 provided that Base Rates would not change prior to January
14 1, 2000. Because of improved operating conditions,
15 including hydro availability, the Company never had to use
16 ADITC to supplement earnings during the moratorium. On the
17 other hand, Idaho Power's customers were able to experience
18 the benefits of revenue sharing during the years 1996,
19 1997, 1998, and 1999. The total benefit shared with the
20 Idaho retail customers was approximately \$28 million.

21 Q. Has the corporate structure changed at Idaho
22 Power during the last ten years?

1 Agriculture, created further upward pressure on wholesale
2 prices emanating from the California market. Compared with
3 the first quarter 2000, wholesale power prices for 2001 peak
4 period transactions in the Pacific Northwest rose by almost
5 a factor of ten, from an average of \$25 per megawatt-hour to
6 \$240 per megawatt-hour as measured by the Dow-Jones Mid-
7 Columbia Index. Price spikes took place on the hourly spot
8 market that resulted in the price of electricity exceeding
9 \$1000 for short periods of time.

10 Idaho Power's operations were also adversely
11 affected by the tremendous increase in prices for purchased
12 power, increased demand, and reduced hydroelectric
13 generation. This particular combination of economic and
14 natural phenomena produced substantial increases in costs
15 to supply power to customers not only in Idaho Power's
16 service territory but also across the west. Large and
17 small utilities throughout the west were filing for double
18 digit rate increases on multiple occasions during the 18-
19 month energy crisis. Idaho Power was no exception as its
20 annual PCA rate applications increased to record amounts.

21 Q. Please describe the severity of the current
22 Idaho drought.

23 A. Drought is of particular concern to a hydro-
24 based utility. Reductions in the region's already limited

1 water supply for extended periods of time can produce
2 devastating impacts in terms of reduced hydro-generation
3 availability and correlating higher energy costs. Drought
4 is also a "creeping phenomenon" making its onset and end
5 difficult to determine. The effects of drought accumulate
6 slowly over a considerable period of time and may linger for
7 years after the termination of the event. Current water
8 supply conditions for Idaho demonstrate the reality of this
9 phenomenon.

10 At its peak, the 2000 drought was as severe as any
11 of the major droughts of the last 40 years as measured by
12 temperature and moisture. This exceptionally dry summer
13 resulted in low soil moisture entering into the winter.
14 Precipitation was much below normal over most of the Pacific
15 Northwest during the fall and winter of 2000-2001 and
16 hydrologically, the evolving 2001 drought appeared to be
17 similar in magnitude to the 1977 drought of record based on
18 streamflow and reservoir levels.

19 In 2001, the water supply outlook for the state of
20 Idaho remained much below normal and continued to be one of
21 the lowest years on record. May 2001 runoff was estimated
22 to be the second or third lowest on record for many sites
23 across the state. Snowpack for the same period remained low
24 at 30 to 55 percent of average across Idaho. The severity
25 of the 2001 drought was further exacerbated by the ongoing

1 California power problems, one result of which was that the
2 Federal System reservoirs were drafted to some of their
3 lowest levels ever.

4 In 2002 and 2003, the entire Columbia River Basin
5 experienced drought conditions. The Columbia River at The
6 Dalles, Oregon, is a commonly used reference point to gauge
7 flows in the Columbia River in the Pacific Northwest. In
8 2002 and 2003, the April through August flows at The Dalles
9 averaged only 68 percent of average. These low flows
10 significantly reduced the amount of surplus energy available
11 for the Company to purchase.

12 In 2003, the creeping drought phenomenon continues.
13 Over the past four years, the April through July inflow to
14 Brownlee Reservoir has averaged about 60 percent of the 1960
15 through 2003 average. Even more telling, in southern Idaho
16 the April through July flows at Swan Falls Dam have declined
17 to 46 percent of average. In July 2003, the flow at Swan
18 Falls Dam was at the lowest level recorded by either the
19 USGS or Idaho Power. In response to these low flows, the
20 Idaho Department of Water Resources was prepared to take the
21 extreme measure of actually curtailing junior upstream
22 surface water diversions.

23 Q. What effect does a severe drought have on the
24 Company?

25 A. During drought, Idaho Power must rely more

1 heavily on purchased power to meet system loads, usually at
2 higher market prices due to supply scarcity. At the same
3 time, there are obviously less "surpluses" to sell to offset
4 increased market purchases. The result is upward pressure
5 on the Company's power supply costs.

6 Q. How did the combination of drought and high
7 market prices impact the Company's PCA requests?

8 A. Because Idaho Power relies predominantly upon
9 hydroelectric generation to serve its load, the Company's
10 actual costs of providing electricity can vary dramatically
11 from year to year depending on changes in streamflow and
12 market prices. In recognition of the fluctuating power
13 supply costs associated with variable hydroelectric
14 generation, the Commission approved a "Power Cost
15 Adjustment" (PCA) mechanism for Idaho Power in 1993. During
16 the years that the PCA has been in effect, there have been
17 both annual credits and surcharges. However, as a result of
18 the Western energy crisis and drought conditions, the
19 Company's PCA application in 2001 was the largest amount
20 ever requested. Following extended hearings, the Commission
21 authorized the bulk of the \$227.4 million requested under
22 the PCA mechanism. The following year the Company's PCA
23 filing was even greater. The issues were complex and
24 required a careful balance between public policy concerns
25 and the need to achieve just, fair and reasonable rates for

1 recovering excess power costs. As it did in 2001, the
2 Commission disallowed a portion of the jurisdictional power
3 supply-related costs contained in the 2002 PCA filing.

4 Q. How did the Company view these PCA orders?

5 A. Although the Company was concerned to see
6 disallowances emerge in the PCA, it generally viewed both
7 the 2001 and 2002 Commission decisions as a signal that the
8 Company was operating within the guidelines established by
9 the IPUC and consistent with ratemaking concepts of the PCA.
10 The decisions also lent valuable support to the Company
11 during deteriorating financial circumstances.

12 Q. Please describe Idaho Power's most recent PCA
13 filing.

14 A. During the 2002-2003 PCA period, wholesale
15 energy prices had returned to pre-energy crisis levels.
16 However, Idaho Power continued to be impacted by diminished
17 precipitation levels and the resultant reduction in
18 hydroelectric generation. On April 14, 2003, the Company
19 filed a request to implement its annual PCA that would
20 reduce overall rates by over 18 percent. On May 13, 2003,
21 the Commission approved the Company's application. Despite
22 the decrease, rate levels are still more than \$80 million
23 above Base Rate levels. With more normal snow pack and
24 current prices, another PCA decrease could occur next
25 spring.

1 costs to be ultimately accounted for and included. The
2 sharing provision ensures that the interests of both the
3 Company and its customers are aligned on each transaction.

4 Q. Since your Company has received significant
5 cost recovery through the PCA in recent years, why do you
6 need to file a general rate application?

7 A. The PCA only addresses the portion of the
8 Company's total annual revenue requirement that corresponds
9 to the variable cost of supplying energy to Idaho retail
10 customers. The power supply expenses that flow through the
11 PCA are normally limited to fuel for thermal plant
12 operations and purchased power. The PCA mechanism also
13 subtracts surplus sales revenues from these expenses. The
14 sheer magnitude of the power supply expenses in recent years
15 placed their ratemaking treatment at a higher regulatory
16 priority than the pursuit of general rate relief. The
17 Company not only had to prioritize its requests before the
18 Commission, but recognize rate impacts to customers as well.
19 Accordingly, the Company chose to postpone filing for
20 general rate relief. Now in 2003, with the PCA component of
21 our rates beginning to drop, other increasing expenses and
22 new investments need to be brought before the Commission for
23 inclusion in Base Rates.

24 Q. How has the Company's investment in electric
25 plant grown since the last general rate case?

1 Q. Please describe the growth in Company
2 expenses associated with operating and maintaining a \$3.2
3 billion system.

4 A. The expenses associated with operating and
5 maintaining a \$3.2 billion system today have grown to about
6 \$540 million per year from the \$412 million needed to
7 operate and maintain a \$2.3 billion system in 1994. The
8 \$128 million growth in expenses represents a 31 percent
9 increase in expenses from levels established 10 years ago.
10 Put in annual terms, Company expenses have grown at about
11 2.7 percent per year since 1993.

12 Q. Please describe the growth in Company
13 revenues over the same 10-year period of time.

14 A. Since the last general rate case, Company
15 test year operating revenues have grown only 13 percent
16 compared to the 37 percent growth in investment and the 31
17 percent growth in expenses. Clearly, growth has not paid
18 for itself. The incremental costs of adding, operating and
19 maintaining generation, transmission and distribution plant
20 are greater than the embedded costs associated with
21 generation, transmission and distribution plant that have
22 been the basis of Company rates over the last ten years.

23 Q. How has Idaho Power managed through this
24 growth?

25 A. While both inflation and customer growth

1 impact our expense level, the Company has actually been able
2 to keep expenses well below the combined growth rate of
3 inflation plus customer growth. I have had Exhibit No. 1
4 prepared to demonstrate these relationships over time.
5 Exhibit No. 1 tracks the actual operating and maintenance
6 (O&M) expenses from 1993 through 2002 and includes the 2003
7 O&M expenses that are part of the Company's general rate
8 request. Exhibit No. 1 also tracks the 1993 O&M expenses
9 over the same time period escalated by the combined impacts
10 of inflation and customer growth.

11 Q. What is the current condition of Idaho
12 Power's distribution system?

13 A. The system has been expanded to absorb the
14 growth of the past decade. As noted before, over 40 percent
15 of the Company's investment during this period has gone into
16 the distribution system, yet many of the Company's
17 distribution stations and lines are at or near capacity.
18 During this time, we have worked diligently to improve
19 operating efficiencies and utilization. However, there is
20 little room to withstand additional growth without new
21 construction.

22 Q. Please describe the operating capacity
23 situation with the Company's distribution feeders.

24 A, The utilization of assets, or loading levels

1 on feeders, has increased significantly. The peak load per
2 distribution feeder in 1987 averaged 4.9 megawatts. Today,
3 this has increased to 7.0 megawatts. Approximately one
4 half of the retail load is served by feeders operating near
5 their full capacity at peak load.

6 The Company has carefully prioritized and scheduled
7 the construction of new facilities while relying heavily on
8 our experienced workforce to manage and operate the system
9 with these reduced margins.

10 Q. How is the Company managing new growth on
11 its distribution system?

12 A. The Company has continued to manage
13 substations and feeder loadings to meet growth through
14 selective distribution capacity increases and the use of
15 better load data acquisition systems. This has allowed the
16 Company to utilize much of the reserve capacity once
17 available. However, further reductions in reserve capacity
18 would likely reduce reliability and service quality to our
19 customers. Consequently, additional growth will require
20 new facilities be added to the system at full marginal
21 cost, rather than being able to leverage existing capacity
22 in the system at the old embedded cost. The Company has

1 identified over \$400 million in growth-related sub-
2 transmission, substation, and distribution infrastructure
3 additions required prior to 2010. This does not include
4 the ongoing costs of maintaining or replacing existing
5 facilities.

6 Q. Since the last rate case, has Idaho Power
7 Company invested in 230 kilovolt and above transmission
8 facilities?

9 A. Yes. Contrary to reports of other utilities
10 not investing in transmission infrastructure, Idaho Power
11 has invested in backbone transmission facilities both to
12 serve load and to improve service reliability. Since 1996,
13 Idaho Power peak load has grown 526 megawatts. As a part of
14 an over-all strategy to meet this load growth, the Company
15 has undertaken several backbone transmission projects:

16	Brownlee-Ontario-Caldwell 230 kV Project	\$30.5M
17	Boise Bench-Locust 230 kV	\$ 5.7M
18	Brownlee 230 kV Bus Reconfiguration	\$ 6.2M
19	Boise Bench 230 kV Bus Reconfiguration	\$ 7.7M
20	Brownlee-Oxbow #2 230 kV Project	\$19.4M
21	Goshen 345 kV Series Capacitor	\$ 5.7M
22	Locust-Caldwell 230 kV Project	\$19.3M

23 The Brownlee-Oxbow #2 Project and the Goshen Project
24 will be completed in May 2004. The Locust-Caldwell Project

1 is scheduled for completion in October 2004. On a dollar
2 per kilowatts of capacity basis these projects cost about
3 \$180 per kilowatt.

4 Q. What are the drivers for this transmission
5 investment?

6 A. Other than the Goshen project, which was done
7 primarily for reliability purposes, the recent additions
8 just mentioned were focused on maximizing the capacity of
9 existing facilities. In other words, the Company has
10 focused on making relatively small incremental improvements
11 that increase the capacity of the system without having to
12 resort to building significant long distance transmission
13 lines. Fewer and fewer of these optimizing opportunities
14 remain. Future transmission additions will likely be driven
15 by the location of the load growth and where resource
16 additions are developed.

17 Q. What are the transmission implications for
18 the next ten years?

19 A. A significant portion of the Company's load
20 growth is occurring in Ada and Canyon counties. The next
21 ten years will require continuing transmission system
22 facility improvements in this area.

23 Toward the end of this time horizon, the existing
24 bulk transmission system serving the Treasure Valley area
25 (Ontario to Mountain Home) will reach its maximum present

1 capabilities and major transmission additions from the
2 Northwest and/or areas east of Midpoint may become
3 necessary.

4 Q. Based on recent experience, how will the cost
5 of these new transmission facilities compare to previous
6 transmission construction costs?

7 A. These future backbone expenditures will
8 likely cost twice the previous expenditures for a comparable
9 amount of load growth, about \$400 per kilowatt or on average
10 \$20 million per year.

11 Q. What resource scenario was used in deriving
12 these cost estimates?

13 A. As mentioned earlier, a key driver for
14 transmission expansion is the location of future generating
15 resources. The estimate of future backbone transmission
16 expenditures assumes the Company will be able to construct
17 or acquire local gas-fired combustion turbine additions in
18 the next few years. Other resource strategies (wind, coal,
19 etc.) may require significant transmission distances and
20 would result in greater transmission expenditures.

21 Q. Will the recent east coast blackout have an
22 impact on Idaho Power's transmission development?

23 A. The effects of the August 14, 2003 blackout
24 on the east coast are not known at this time. One possible
25 effect is a nationwide change in reliability standards; it

1 could dramatically alter or advance transmission system
2 expansion of the Idaho Power system and throughout the
3 Western Interconnection.

4 Q. How has the Company's resource planning
5 changed over the last ten years?

6 A. Prior to the Western energy crisis, we
7 planned on median water conditions and assumed that energy
8 would be available at reasonable prices in the wholesale
9 market in below normal water years. Today our generation
10 planning philosophy includes reducing market dependence and
11 building resources as required under the 2002 Integrated
12 Resource Plan (IRP). During the 2002 IRP process, public
13 input supported this planning philosophy which is based upon
14 more stringent criteria for both loads and resources.

15 Q. How does this new generation resource
16 planning philosophy impact costs?

17 A. By using a less than median water planning
18 criteria the need for additional resources will be
19 accelerated. This applies to both peaking as well as base
20 load facilities.

21 Q. Please describe the Company's current
22 generating resources strategy.

23 A. Idaho Power will have to acquire a variety
24 of resources throughout the coming years to meet its
25 growing load requirement. The Company has recently

1 age, they are in constant need of upgrading and
2 rehabilitation. New environmental regulations have also
3 added capital and maintenance requirements. We anticipate
4 increased capital and O&M costs for these facilities in
5 order to keep them reliable and compliant.

6 Q. What is the status of the Company's
7 relicensing efforts?

8 A. Utilities throughout the country have
9 licenses to operate hydropower projects to generate
10 electricity. These licenses are granted by the Federal
11 Energy Regulatory Commission (FERC). Licenses are usually
12 granted for 30 to 50 years and define how hydropower
13 projects may be operated for power generation as well as
14 other measures that benefit the public. Idaho Power owns
15 and operates 17 hydropower projects on the Snake River. By
16 2010, licenses will expire for eight Company projects
17 affecting 12 different power-producing facilities. The
18 Company has already applied, or is preparing to apply for a
19 new license on each project. Exhibit No. 2 outlines the
20 Relicensing Tasks Flow Chart for each project in their
21 various stages of the FERC relicensing process. I would
22 like to highlight the investment the Company has made in
23 just one of these projects in particular, the Hells Canyon
24 Complex.

25 On July 18, 2003, Idaho Power filed a formal

1 hundreds of stakeholders who constituted the Collaborative
2 Team. The Company accepted over 4,500 written comments on
3 its draft application through January 2003. Comments from
4 the different respondents were addressed and included in the
5 final new license application filed in July 2003. The FERC
6 is planning to begin their National Environmental Protection
7 Act process for the Hells Canyon project, with scoping
8 meetings scheduled for the third week of November 2003
9 followed by requests for additional information in December
10 2003. The Company expects to incur consultation and
11 compliance costs through 2008 followed by actual Article
12 Compliance costs (once the FERC has issued a new license)
13 that will continue well on in to the next decade. Exhibit
14 No. 3 charts the Hells Canyon relicensing expenses incurred
15 to date and the expected costs through 2010 at which time
16 the Company will have spent approximately \$100 million.

17 Q. What is the financial condition of Idaho
18 Power Company?

19 A. The current financial situation has developed
20 over a period of years. In 1999, the Company's short-term
21 debt was \$20 million, internal cash generation was at 114
22 percent, and we were experiencing sales growth in our
23 service area.

24 In 2000, the combination of drought and energy
25 crisis that I spoke of earlier built up a huge PCA deferral

1 Idaho Power's earnings in 2002 were \$2.24 per share,
2 but these were heavily supported by a one-time \$.92 income
3 benefit related to a tax method change. Without it, the
4 utility operation would not have earned enough to cover its
5 dividend payment in 2002.

6 In 2003 the power supply costs finally began to drop
7 leading to a rate decrease of 18 percent. However, customer
8 growth and reliability requirements continue to drive the
9 need for investment in transmission and distribution
10 infrastructure.

11 Q. What are the implications of the current
12 financial situation?

13 A. The Company needs to fund its operating and
14 maintenance programs at adequate levels and needs to make
15 additional investments in infrastructure to ensure continued
16 high quality and reliable service for our customers.
17 Looking forward, the capital expenditures are expected to
18 remain high for the foreseeable future.

19 The cash flow situation has been precarious over the
20 last several years. Utility earnings did not cover the
21 dividend payment in 2001 and would not have covered the
22 payment in 2002 except for the tax method change.

23 Q. Did Idaho Power's Board of Directors (the
24 Board) recently vote to reduce the common stock dividend?

25 A. Yes. The Board voted on September 18, 2003

1 to reduce the total common stock dividend payment for the
2 next quarter from \$17,815,652 to \$11,493,969, a reduction of
3 \$6,321,683. This resulted in a reduction in the IDACORP,
4 Inc. annual dividend from \$1.86 per share to \$1.20 per
5 share.

6 Q. Why did the Board take this action?

7 A. Idaho Power needs to strengthen its overall
8 financial position so that it will be able to fund Idaho
9 Power's \$675 million, three-year capital expenditure program
10 for the years 2004 through 2006. Reducing the dividend will
11 improve cash flow and help maintain a strong credit rating
12 while balancing the level of borrowing necessary to meet the
13 growing capital requirements.

14 Q. How does the \$675 million of estimated
15 capital expenditures over the next three years compare with
16 the capital expenditures for the most recent three years?

17 A. The Company's capital expenditures for the
18 years 2001 through 2003 are expected to total \$427 million.
19 The forecasted growth of \$675 million is a 58 percent
20 increase. I had Exhibit No. 4 prepared to show the
21 Company's actual/estimated capital expenditures for 2001
22 through 2006. Actual values have been included through July
23 of 2003.

24 Q. How does the Board's decision relate to the
25 Company's request for rate relief?

1 our senior management support in the DSM area. I affirm her
2 testimony.

3 Q. What is your opinion of the Company's rate
4 application?

5 A. Based upon the growth we have encountered
6 over the last ten years, sound management through the energy
7 crisis and ongoing drought conditions, and the system's
8 needs going forward, I believe the Company's request for
9 general rate relief is fair, just, and reasonable.

10 Q. Does this conclude your direct testimony in
11 this case?

12 A. Yes, it does.