

In the Matter Of:

In Re: Application for Amendment to CPCN of Ticaboo

HEARING, DOCKET NO. 18-2508-01

April 16, 2018

Job Number: 446849

BEFORE THE PUBLIC SERVICE COMMISSION OF UTAH

Application for Amendment)	Docket No.
to the Certificate of)	18-2508-01
Public Convenience and)	
Necessity of Ticaboo)	HEARING
Utility Improvement)	
District)	

April 16, 2018
1:31 p.m.

Location: Utah Public Service Commission
160 East 300 South, 4th Floor
Salt Lake City, UT 84111

Reporter: Teri Hansen Cronenwett
Certified Realtime Reporter, Registered Merit Reporter

Job No. 446849

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A P P E A R A N C E S

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1 April 16, 2018

2 P R O C E E D I N G S

3 PRESIDING OFFICER REIF: We are on the record,
4 and good afternoon everyone. I am Melanie Reif. I am
5 the administrative law judge for the Public Service
6 Commission of Utah, and welcome to our hearing today in
7 the Application for Amendment to the Certificate of
8 Public Convenience and Necessity of Ticaboo Utility
9 Improvement District.

10 This is Docket No. 18250801, and this is the
11 date and time for the hearing scheduled in this matter.
12 Let's start by taking appearances please.

13 MR. LONG: I am Adam Long, legal counsel for
14 Ticaboo Utility Improvement District, here with Chip
15 Shortreed, board member and general manager.

16 PRESIDING OFFICER REIF: Thank you.

17 MR. BAKER: Mason Baker, general counsel for
18 Utah Associated Municipal Power Systems. I have got
19 here with me Doug Hunter, chief executive officer for
20 UAMPS and general manager.

21 PRESIDING OFFICER REIF: Thank you. And
22 Patricia.

23 MS. SCHMID: Patricia E. Schmid with the
24 Attorney General's office on behalf of The Division of
25 Public Utilities. With me as the division's witness is

1 Douglas Wheelwright.

2 PRESIDING OFFICER REIF: Thank you very much,
3 and again, welcome to our hearing today. As it was
4 discussed before we went on the record today, my
5 understanding is that the hearing will proceed with
6 Ticaboo presenting its application and putting on its
7 witness, followed by UAMPS putting on its support of the
8 application or response to the application and its
9 witness, followed by the response of the division and
10 its witness.

11 I do wish to note for clarification, in case
12 you did not already see it today, that the petition to
13 intervene on behalf of UAMPS has been approved, and that
14 was granted earlier today. So just want to make that
15 clear in case you didn't see that issue.

16 Mr. Long, the floor is yours.

17 MR. LONG: By way of brief introduction for
18 sake of smooth logistics here, this is a request from
19 Ticaboo, or TUID, to expand its certificated service
20 area to include the national parks facilities around
21 Lake Powell, particularly Bullfrog and the other
22 marinas.

23 That application was filed sometime ago. Both
24 sides have had the opportunity to file written comments.
25 We have not done prefiled testimony in the interest of,

1 of efficiency, and thinking this is not a, a
2 particularly large docket. So I expect to ask
3 Mr. Shortreed a variety of questions sort of providing
4 background and foundation.

5 If, if the commission feels any of those
6 questions are excessive, please feel free to interrupt,
7 and we will move to the meat of the subject matter.
8 Barring any questions for me, I'd like to call Mr. Chip
9 Shortreed as our witness.

10 PRESIDING OFFICER REIF: Mr. Shortreed, would
11 you like to testify from where you are?

12 THE WITNESS: Yes, ma'am.

13 PRESIDING OFFICER REIF: Okay.

14 THE WITNESS: Comfortable either way.

15 PRESIDING OFFICER REIF: Okay, great. Just
16 for clarification, if you make sure that your microphone
17 is, is on, which will indicate a green button on your
18 microphone, and pull it fairly close to your mouth.
19 Otherwise, it won't pick up, and it will be a little
20 difficult to those in the room to hear and, most
21 importantly, for the court reporter to be able to hear
22 and to transcribe what's being said.

23 So I am going to swear you in now. Do you
24 swear to tell the truth?

25 THE WITNESS: Yes, ma'am.

1 PRESIDING OFFICER REIF: Thank you.

2 THE WITNESS: Yes, ma'am. Am I coming in
3 okay?

4 COURT REPORTER: Yeah. You could bring yours
5 up, Mr. Long, a little bit. You are kind of far away.
6 Thank you.

7 CHIP SHORTREED,
8 called as a witness, having been first duly sworn, was
9 examined and testified as follows:

10 DIRECT EXAMINATION

11 BY MR. LONG:

12 **Q. Okay. Mr. Shortreed, as I mentioned, we have**
13 **a variety of questions here to provide your background**
14 **and, and some background for Ticaboo and the district.**
15 **Can you please state your name and position for the**
16 **record.**

17 A. Chip Shortreed. I'm the district manager and
18 chief executive officer of TUID.

19 **Q. And how long have you been involved with TUID**
20 **and in what capacities?**

21 A. I have been involved with TUID since 2010,
22 serving as a trustee, chairman of the board. I was a
23 volunteer district manager from 2010, until December of
24 2015, when I became a full-time employee of the district
25 and the position I hold today.

1 **Q. Can you give us some background about Ticaboo**
2 **population, location? Growth you have seen in your time**
3 **there? Potential for future growth?**

4 A. Ticaboo is an unincorporated community in
5 southeastern Garfield County. Annual population is
6 about 40 full-time, year-round residents in the town of
7 Ticaboo. The entire area has probably about 100
8 residents.

9 The type of growth that we have seen has been
10 pretty minimal since my involvement in 2010, but the
11 potential for growth certainly exists. Ticaboo itself
12 is about one square mile of land and has roughly about
13 600 acres of undeveloped property, which offers a lot of
14 development opportunity there.

15 Plus, there is about 800 acres of civil land
16 that is located in the southern area of our district
17 that has recently been leased to a master development
18 leaseholder that offers opportunity, and then, of
19 course, we have other civil land between -- along that
20 corridor that give us opportunity for growth.

21 MR. LONG: If it would be okay with the
22 commission, I'd like to introduce a, a map showing the,
23 the service area of Ticaboo and particularly some detail
24 around Bullfrog Marina.

25 PRESIDING OFFICER REIF: Mr. Long, is that the

1 same map that you have included with your application?

2 MR. LONG: It includes some detail about
3 federal land ownership that I think may be helpful in
4 our discussion today.

5 PRESIDING OFFICER REIF: Okay. So it's --
6 just for clarification, it's a different map than
7 Exhibit B to your application?

8 MR. LONG: Slightly different.

9 PRESIDING OFFICER REIF: Okay. Is there any
10 objection to that?

11 MS. SCHMID: No objection.

12 PRESIDING OFFICER REIF: Okay. Go ahead and
13 do that, and please make sure that you give the court
14 reporter a copy as, as well as me a copy. Thank you.

15 COURT REPORTER: Justin, would you close that?
16 Thank you.

17 PRESIDING OFFICER REIF: Mr. Long, do you wish
18 to have this marked as an exhibit?

19 MR. LONG: I suggest it be marked as TUID
20 Exhibit 1.

21 (Deposition TUID Exhibit No. 1 was marked.)

22 MR. LONG: And for the -- for the sake of
23 background, this map shows the district's current
24 service area boundaries that was approved by the
25 commission when its initial CPCN was issued. The colors

1 of this map indicate land ownership, BLM, SITLA and the
2 federal government.

3 This is data pulled from the State of Utah
4 sources, which local sources suggest is not entirely
5 accurate as to the boundaries of, of federal land
6 ownership. So please take this exhibit with that
7 caveat, and I suggest this would be helpful at some
8 point in our discussion today. I'm happy to answer any
9 questions now.

10 PRESIDING OFFICER REIF: Mr. Long, for my
11 understanding and everyone else's understanding who has
12 a copy of this exhibit, are you intending to clarify the
13 distinctions? I mean this, this is indicated. There
14 are different colors and such. I think -- I think it
15 would be helpful if you explain what your exhibit is
16 trying to accomplish.

17 MR. LONG: Mr. Shortreed in his last response
18 mentioned the SITLA owned land, and this map shows that
19 land is a, a long, dark green rectangle to the south of
20 Ticaboo proper, which is -- Mr. Shortreed referred to
21 that as the, the Bullfrog parcel, and explains the
22 potential for new development there.

23 That is within TUID's current certificate
24 service area. The light green on the map indicates BLM
25 owned land. The purple-ish and the pink-ish colors

1 indicate federal owned land. In, in talking to
2 Mr. Shortreed, his recollection is that the, the
3 district boundaries butt up against but do not extend on
4 to federal land.

5 However, as I said, the, the land ownership
6 information was pulled from State of Utah sources. So I
7 cannot vouch 100 percent for its accuracy, but I do
8 think it's helpful for our discussion at least as far as
9 Bullfrog Marina in particular.

10 PRESIDING OFFICER REIF: Okay. So just for my
11 clarification and everyone else's clarification who is
12 looking at this, is it -- am I understanding you to be
13 clarifying your application to not only be asking for an
14 extension of your service territory into the National
15 Park Service areas, but also this, what I'll call sage
16 green colored rectangular area?

17 MR. LONG: This is not an attempt to change
18 our initial application. This simply shows more detail,
19 land ownership detail in particular. It is not included
20 in the initial application.

21 PRESIDING OFFICER REIF: Okay. So do you
22 currently have -- is the SITLA property within your
23 service territory?

24 MR. LONG: Yes. The, the green line that
25 becomes a little bit hard to see on the boundaries is

1 the southern border of TUID's current certificated
2 service area.

3 PRESIDING OFFICER REIF: Okay. Is there
4 anything further that you wish to add or have
5 Mr. Shortreed express?

6 MR. LONG: Not as to this exhibit in
7 particular.

8 PRESIDING OFFICER REIF: Okay.

9 MR. LONG: I have some further questions for
10 Mr. Shortreed.

11 PRESIDING OFFICER REIF: Okay. All right.
12 Thank you.

13 **Q. (By Mr. Long) Mr. Shortreed, can you briefly**
14 **describe TUID, how it came into being, the acquisition**
15 **of the system, and the original generation assets from**
16 **the mining companies. Just sort of the history about**
17 **how we got to where we are at today.**

18 A. Prior to the -- well, the Ticaboo Electric
19 Improvement District was created in 2009 with a CPCN
20 issued during that time and went into operation January
21 1st of 2010. Prior to the creation of the district,
22 Ticaboo was a mining community, and the mining companies
23 who held the master development lease with SITLA and/or
24 owned property in Ticaboo generated and resold power to
25 the residents of Ticaboo.

1 I don't know exactly how this came to the
2 attention of the PSC at the time, but it initiated us
3 needing to have the -- or the, the need to have a
4 creation of a district to be able to manage and handle
5 the production and sale of electricity to consumers.

6 Since that time, we have gone through several
7 changes towards the development of refining our finances
8 and reducing some of our overhead costs. One of those
9 changes was, we had two specials -- or two districts, a
10 local improvement district and a special service
11 district, in Ticaboo at the time.

12 One was providing power -- excuse me. Water,
13 sewer and garbage while TUID was providing power. We
14 went to the Garfield County Commission and asked to have
15 the water district dissolved so we could incorporate
16 those duties and that overhead into TEID, which reduced
17 our overhead expenses by a little bit more than 15
18 percent between the two districts and automatically
19 saved money to all the users of the public utilities
20 that we have in, in Ticaboo.

21 Shortly after that, and I believe it was in
22 2013 or 2014, we made a request to the lieutenant
23 governor's office to change our name to the Ticaboo
24 Utility Improvement District. All of the assets that we
25 had started operating on in 2010 were actually

1 bequeathed to us, for lack of a better word, by the
2 mining company who had owned them prior to.

3 The distribution system and the generation
4 systems were created in circa 1979, 1980 and hadn't been
5 really maintained for that 28 or 30 year period. So we
6 kind of in -- inherited a bit of a old, antiquated,
7 unreliable equipment that immediately put a financial
8 burden on the district from the -- from the jump in
9 2010.

10 So we have spent a great deal of time and
11 money making improvements to that system for the greater
12 benefit of the public and our consumers, which included
13 upgrading our production equipment and also upgrading
14 our distribution circuit protection, which, plainly
15 spoken, is, is proper fusing to make sure that any
16 issues with the distribution system don't create more
17 issues along the distribution system, which was never
18 had before.

19 So we have pretty much gone through all of
20 those changes since 2010, with a few more additives I'm
21 sure.

22 **Q. Mr. Shortreed, can you explain why Ticaboo**
23 **the, the town -- the unincorporated town of Ticaboo**
24 **doesn't have electrical service from one of the existing**
25 **public utilities?**

1 A. Well, Ticaboo is located about 60 miles south
2 of Hanksville, and we are the only full service
3 community within 60 miles. And the closest
4 interconnection to a conventional grid is at least 60,
5 if not more, miles away, depending upon if we go to
6 Blanding or come from Green River go through Hanksville
7 or, or even try to come across Capital Reef and, and
8 connect to Boulder.

9 So Ticaboo actually stands as, as, to the best
10 of my knowledge, the only public utility that completely
11 and totally produces power off grid.

12 **Q. Can you tell me real quick about TUID's**
13 **customer base, particularly with electric customers?**
14 **Residential? Commercial?**

15 A. Absolutely. So we have a mix of residential
16 and commercial customers in Ticaboo. We have roughly
17 about 300 connections within Ticaboo proper, but only
18 125 of those are billable meters. About 60 percent of
19 our annual load is generated by commercial use.

20 **Q. And that key commercial customer is Ticaboo**
21 **Resort?**

22 A. Yes. In large part, Ticaboo Resort. Yes.

23 **Q. Do you have any customers within your service**
24 **area outside of Ticaboo proper that don't receive**
25 **electrical service from the district?**

1 A. Yes. That's correct. There are people
2 outside of Ticaboo proper that don't receive electric
3 from us.

4 **Q. And so I assume those people generate their**
5 **own power?**

6 A. That is correct.

7 **Q. Have they ever asked to, to receive power from**
8 **the district, or, or in your opinion, what prevents them**
9 **from receiving power from TUID rather than self**
10 **generating?**

11 A. Cost. Primarily it's cost. Surrounded by BLM
12 land and SITLA land puts a tremendous cost burden on the
13 district to be able to do line extensions. BLM land, as
14 everyone knows, requires extensive NEPA studies,
15 environmental impact studies, a lot of money to put up
16 front that a small district like ours, with a half a
17 million dollar a year expense budget, can't afford in
18 order to be able to extend those services to them.

19 And pretty much everything requires direct
20 bury cabling in Ticaboo and -- or in this -- in the
21 area. And the cost of direct bury is, is two thirds
22 more than if we could run high line power for the
23 benefit of the users in the area.

24 **Q. At, at the risk of, of sounding like a**
25 **doomsday scenario, what would happen within Ticaboo if**

1 **the district stopped providing electrical service?**

2 **Would people there have any other options?**

3 A. Well, sure. They have the option of being
4 able to produce power on their own, but at a significant
5 expense. The area is, is made up of a census that has a
6 household income hovering at 10, \$12,000 a year if I
7 recall.

8 So there's a lot of -- not a lot of money in
9 the area to be able to be putting money out for their
10 own generation systems. I think the biggest concern
11 would be Garfield County would be placed in a very
12 complex situation in that our debt service would come to
13 bear if we became unable to provide power or were not
14 allowed to provide power anymore.

15 I keep popping the microphone. I apologize.
16 The other aspect of that would be water. We have made
17 and taken some measures to be able to secure our water
18 source and using renewable energies to be able to pump
19 water.

20 However, we still rely upon a significant --
21 not a significant, a little bit of the grid to be able
22 to manage those, those systems. So we wouldn't be able
23 to pump water very well if there wasn't an electrical
24 grid there and us producing the power.

25 So Garfield County would have to make a

1 decision as to whether or not their unincorporated
2 community would still been a community or if they would
3 condemn it and make it uninhabitable.

4 **Q. So you mentioned earlier that, that TUID is a,**
5 **a local district.**

6 **So that's, for the sake of clarity for**
7 **everyone here, a local district subject to -- subject to**
8 **commission jurisdiction with certain limits, but as a**
9 **local district, can you describe the district's**
10 **governance and oversight by both its own board of**
11 **trustees and the Garfield County Commission?**

12 **A. Board of trustees is a -- there are five that**
13 **sit on the board of trustees for the TUID board. Each**
14 **one of those trustees are appointed by the Garfield**
15 **County Commission, and, and Garfield County in turn acts**
16 **as our governing body.**

17 **So they handle, as any other open and public**
18 **board would do, open and public meetings and conduct**
19 **business transparently.**

20 **Q. And how are the trustees appointed?**

21 **A. By the Garfield County Commission.**

22 **Q. And the trustees are residents or property**
23 **owners within Ticaboo?**

24 **A. Combination of both. Primarily residents.**

25 **Q. So hypothetically if, if a person or**

1 **electrical customer in Ticaboo wants to have input on to**
2 **their electrical rates or, or the district service rules**
3 **or any others aspects of, of electrical service, to whom**
4 **do they turn? Or, or maybe a better question is, how**
5 **often do they knock on your door?**

6 A. Every day. I live there. They -- they have
7 the capability of being able to, to speak to the board
8 members because, like I said, many of them live in
9 Ticaboo proper and discuss their, their concerns and
10 their views about the district.

11 They can call us. They can e-mail us. They
12 can write us. During our board meetings, we purposely
13 schedule public comment during our open and public board
14 meetings so if anybody has anything that they want to
15 state or share or they don't feel comfortable with, they
16 have an opportunity to be able to speak their mind
17 during the board meetings.

18 And then of course, you know, they have the
19 right that if they are not satisfied with anything we
20 have done, they can call follow the, the procedures of a
21 formal and informal complaint through PSC's process.

22 **Q. And you mentioned board meetings. Those are**
23 **all held in, in Ticaboo proper?**

24 A. That is correct.

25 **Q. So the point of this proceeding today is to**

1 talk about TUID's request for an expansion of its
2 certificated service area. Can you give the commission
3 a little bit of background about how this came about
4 and, and what prompted this?

5 A. For some time now, the district has been in
6 communication with the National Park Service to provide
7 them with electric service. Park service has
8 communicated to us on a number of different occasions
9 that they have a standing desire to get out of the power
10 producing business, and they want to engage with someone
11 outside of the park -- thank you. Someone outside of
12 the park to produce the power for them and even
13 distribute it in, if necessary, transmit it in.

14 So those conversations have been going on
15 since 2010. We had recently engaged with the National
16 Park Service about that same thing again as recently as,
17 as in 2017 during the past 15 months, and we were
18 informed through other channels, not necessarily through
19 NPS, that there was going to be some additions to the
20 request.

21 They wanted to add more marinas to the
22 request. So after speaking to one of the facilities
23 managers at NPS and confirmed that this was their intent
24 and their goal, we pressed forward with the service area
25 expansion application to the commission, which we

1 believe is to the greater good of everybody in the area.

2 I would like to emphasize that there is no
3 conventional grid coming to Ticaboo any time soon. I
4 mean estimates in 2008 were in the 60 to 80 million
5 dollar costs to be able to extend a power line to
6 connect to a, a Garkane, Rocky Mountain Power grid.

7 So in the infamous words of Mr. Scott Truman,
8 used to be a commissioner on Iron County's Commission,
9 Ticaboo sits on a virtual electrical island, an electric
10 island, and we're forced to have to generate power on
11 our own.

12 And in order to be able to make things
13 affordable for our consumers, we need to grow. We need
14 to expand within our area, and NPS offers us that
15 opportunity to do that for the benefit of our consumers.

16 **Q. You mentioned that the park service has been**
17 **investigating this possibility of, of engaging an**
18 **outside power provider for some time. Have they issued**
19 **an RFP or other sort of formal request?**

20 A. No.

21 **Q. For that service?**

22 A. No.

23 **Q. Do you have any idea what the timing would**
24 **look like for a formal RFP from the park service?**

25 A. The last word that I received from the, the

1 people that I speak to at the National Park Service,
2 they were hoping to have an RFP published this year.
3 That's about the best I can give you on a timeline.

4 Q. So you mentioned that, that TUID would like to
5 provide power to the park service facilities around Lake
6 Powell, with Bullfrog Marina obviously being the
7 closest. What happens to TUID if another provider is
8 selected to, to serve the park service?

9 A. Nothing. Parks -- the park service owns their
10 land. If they want to continue to produce power on
11 their land as they are doing now, they have the right to
12 do that.

13 Q. If, if TUID -- if TUID, say, provides a, a
14 formal proposal to park service, what would that
15 proposal entail? How would TUID provide power to these
16 facilities to, to the extent you know with the, the
17 understanding at some point this is speculative still?

18 A. Well, it's quite speculative, frankly
19 speaking, without an RFP and specifications to be able
20 to, to tailor a response to like that to. The best that
21 we can do is conceptualize what, what we see as a
22 vision, but it doesn't necessarily mean it will meet the
23 National Park's vision when they put out their RFP.

24 What we would like to be able to do is, in, in
25 partnership with UAMPS, with whom we have been members

1 officially since last year, but I have known Doug Hunter
2 of UAMPS, and they have helped TUID and TEID out since
3 2010.

4 But with that relationship, we hope to be able
5 to build a -- to build plants that are off NPS land, as
6 is true to what I believe to be their desire, and
7 provide them with power through individual power plants
8 and individual call centers.

9 **Q. And when you talk individual power plants**
10 **and -- what type of generation facilities would you**
11 **expect to see there? Conventional diesel generators?**
12 **Solar batteries? Some mixture?**

13 A. I think it would be a hybrid of either fossil
14 or gas fuel generators, plus -- just a portable tank
15 power and, and battery storage.

16 **Q. Assuming, assuming for the sake of testimony**
17 **here that, that TUID is eventually selected to provide**
18 **this power, how would those projects be financed?**

19 A. Well, as I stated, we have been working very
20 closely with UAMPS for a number of years, and we have
21 been working closely with UAMPS for the past 15 months
22 on this actual endeavor that, that we have been vetting
23 different opportunities with.

24 It is our hope that that relationship with
25 UAMPS will produce a fruitful opportunity that they will

1 jump in and, and help us out, and it will be become a
2 UAMPS project for them to develop, construct and then
3 sell the power to us, and we resell it to the consumer.

4 **Q. And then as far as rates go, how, how would a**
5 **project like this affect rates for existing TUI -- TUID**
6 **customers?**

7 A. It's very hard for us to be able to set forth
8 anything workable where the National Park Service is
9 concerned because now that it's in a competitive
10 process, they are not sharing much with anyone, and
11 rightfully so because it would give anyone an unfair
12 advantage through the competitive procedures.

13 However, with UAMPS's help we modeled Ticaboo
14 because we -- we have access to all the data. It just
15 made perfect sense that we could use Ticaboo as a model
16 using the same or similar technologies that we would
17 intend upon using to supply power to the National Park
18 Service at their individual marinas, including Bullfrog
19 Marina.

20 And we were able to, to develop with -- or
21 UAMPS was able to develop with the data that they
22 received from us an anticipation of as much as a 16
23 percent decrease in consumer cost if we could add that
24 load to our system.

25 **Q. So who, who makes the decision as to whether,**

1 **whether a project like this goes forward? Who, who**
2 **determines whether it makes financial or economic sense,**
3 **and, and who determines whether it's a good idea for**
4 **TUID as it currently exists to move forward with this?**

5 A. Well, primarily whoever's got the money. I
6 mean if we're working with UAMPS, UAMPS has to feel
7 comfortable because they are going to have to likely set
8 up financing, engage in agreements and make commitments
9 that are really going to -- going to dictate if this is
10 worthy enough to go forward.

11 And I can't think of a better organization for
12 us to be involved with than somebody who is experienced
13 as UAMPS is in public power and, and putting forth
14 projects like this and, and being progressive and
15 innovative in the industry.

16 And you know, by and large, when you are
17 talking about a place like the state of Utah and being
18 where we are and, and being completely off grid, I think
19 that's a, a great place to, to have that relationship
20 for that innovation and progressive look.

21 **Q. And at the Ticaboo level, I assume any project**
22 **like this would have to be approved by the full board?**

23 A. Absolutely. Before we could even engage with
24 UAMPS. I mean if UAMPS sees this as a project that,
25 that can be done -- is a viable project that can be

1 done, financed, operated moving forward, it would have
2 to be presented to the board of trustees and would also
3 have to be presented to the Garfield County Commission
4 as well.

5 Q. And from what I understand, at least to the
6 extent you know this, power, power provided to the park
7 service would be under some type of long-term power
8 purchase agreement? Is that -- is that a current
9 understanding?

10 A. We don't know yet. Again, without the benefit
11 of a -- an RFP being published, we don't know exactly
12 what they are going to be looking for as far as terms
13 go. We certainly hope that it's going to be some sort
14 of energy services agreement that we'll be able to
15 engage with them on, and it will be long-term. Yes.

16 Q. And, and just for sake of my own
17 understanding, a long-term contract with the parks
18 service or the concessionaire, whoever it may be, that
19 basically makes this project financeable and, and
20 eliminates a lot of the uncertainty in the -- in the
21 coming years, for the next 10 or 15 or 20 years?

22 A. Absolutely. And, and for the record, it
23 wouldn't be with a concessionaire. NPS has made in
24 pretty clear. The, the arrangement would be with them,
25 which obviously is a benefit, but as far as that goes,

1 yes.

2 The shorter the term, the less likely that the
3 project is, A, going to pay for itself within that
4 timeframe; B, most likely is going to increase the cost
5 to the consumer, which makes it cost prohibitive for
6 them to move forward, but C, and more importantly, we,
7 being Ticaboo and, and clearly UAMPS with UAMPS's
8 involvement, there's going to have to be some security
9 in time.

10 We can't have a five year contract and then
11 five years down the road somebody else comes in because
12 they have the right to do so, and they produce power.
13 And we have a power plant we can't do anything with. I
14 mean that's just not responsible to our consumers.

15 **Q. So if, if Ticaboo ends up providing power to**
16 **the park service facilities, would the district end up**
17 **hiring additional employees or contracting with a**
18 **vendor, or, or what type of arrangement do you foresee**
19 **to, to take care of that additional infrastructure?**

20 A. We have discussed a, a number of different
21 opportunities. We don't anticipate with the scale of
22 this project that we'll have any additional overhead,
23 and that's primarily because each individual project
24 would be treated as an individual call center or as a
25 whole.

1 We haven't even nailed that down yet because
2 we don't have the specifics from NPS, but each O and M
3 for those projects, everything would have been handled
4 by UAMPS.

5 Now, UAMPS could essentially, you know, enter
6 into an agreement with TUID to, to do some of the
7 on-the-ground maintenance for them, or if another third
8 party comes in, they may provide the maintenance --
9 operations and maintenance. But for us, it, it
10 primarily comes down to adding a customer to our books
11 and then billing them accordingly for the energy we
12 receive from UAMPS.

13 I really -- we really don't anticipate any
14 needs for additional personnel. However, let's say one
15 of these projects requires an FTE. That FTE is going to
16 have to be calculated into that individual project's
17 budget, so that individual project can bear the cost
18 without affecting all of our consumers.

19 **Q. And for the sake of clarity, when**
20 **Mr. Shortreed says FTE, he means a, a full-time**
21 **equivalent employee.**

22 A. Yes, I do.

23 **Q. And just, just so we understand, you mentioned**
24 **that each project -- each project servicing a park**
25 **service facility would be treated as a -- as a separate**

1 cost center and cover its own costs. Would that --
2 would that prevent those customers, the park service
3 customers, from negatively impacting the rates of
4 existing TUID customers?

5 A. No. We have had some pretty in-depth
6 conversations with, with UAMPS, and, and their guidance
7 has been very helpful in that area. Our intent would be
8 to conduct an actual rate study to establish everything
9 that we need to establish and then submit to the, the
10 commission a filing for a change in our tariff that
11 would be specific to those.

12 Q. So basically the -- by treating the separate
13 cost centers, that would prevent one cost center from,
14 from negatively impacting another cost center. For
15 example, service to Bullfrog Marina would not be
16 subsidized by existing district customers.

17 A. That is correct. They would have their own
18 schedule. That would be our intent from the jump.

19 Q. Has Garfield County expressed an opinion on
20 this expansion?

21 A. Yes. The commissioners have been extremely
22 supportive of what we are doing. They want to see
23 development in the area. They want to see us grow. As
24 have Kane County and San Juan County in, in our request
25 as well.

1 As a matter of fact, we reached out to them
2 before we even made application to the commission to
3 ensure that, that they would be okay with this before we
4 move forward as to avoid any conflict.

5 MR. LONG: And I would like to note that
6 letters were, from those counties that Mr. Shortreed
7 mentioned, were included with the district's initial
8 application.

9 **Q. (By Mr. Long) At various times in this**
10 **process and in discussions with the division, the**
11 **question of a conditional approval of some sort has come**
12 **up. One, is a conditional approval acceptable, and two,**
13 **what type of conditions would be acceptable to the**
14 **district?**

15 A. I had this question asked of me during a, a
16 discussion that we had, and I said that we would
17 consider conditional approval. For me to say anything
18 beyond that is difficult because we don't know what that
19 would entail.

20 I mean we would have to see it. Are we open
21 to the idea? Absolutely. Can I say on the record that
22 we would definitely go for it? I can't. Not until we
23 are able to see the details of it.

24 **Q. And when you mean we, I assume you mean the**
25 **district's board of trustees?**

1 A. That is correct.

2 Q. So to the south of the district's current
3 boundaries, what other potential customers exist there
4 other than Bullfrog Marina, which is a park service
5 facility? Is there any reason to expand the district's
6 boundary to the south if the district isn't going to
7 serve Bullfrog Marina?

8 A. Absolutely. We have been talking for many
9 years about finding a, a way to be able to do a T-line
10 extension down Highway 276 for the benefit of several
11 businesses that are down there. The development or --

12 Q. Let me stop you. The question was actually
13 about service area, not service lines. So the current
14 service area, as I understand it, basically stops at, at
15 Bullfrog Marina?

16 A. That's correct.

17 Q. So if you go south, there's very little for
18 the district to serve, if anything, other than Bullfrog
19 Marina?

20 A. That's correct. My apologies.

21 Q. But if, if you would continue on, on that
22 previous tack, I think that would be helpful, describing
23 why it would be beneficial to serve Bullfrog for not
24 only the existing customers of Ticaboo, but also some of
25 these businesses that self generate currently.

1 A. Well, depending upon who is open and operating
2 it at, at any time, we can have nine diesel generators
3 running during peak summertime loads, as an example in
4 the area. It's a lot of money going up through the
5 stack. Our goal has always been to try to connect them
6 all.

7 The cost, unfortunately, to be able to run a
8 power line down 276 is extremely cost prohibitive.
9 Again, I mentioned before, the requirements the direct
10 bury with little or no forgiveness to be able to run
11 high line power even around geological obstructions puts
12 that debt service anywhere in the, you know, 48 to 55
13 cent per kilowatt hour range, which, you know, consumers
14 are not going to want to pay.

15 So we keep looking for alternatives to be able
16 to extend our power and to grow as the area grows, and
17 this opportunity definitely gives us that to be able to
18 connect the other customers on the southern end of our
19 territory as it sits now.

20 **Q. And by connecting the other customers, you**
21 **mentioned that service to Bullfrog would involve new**
22 **power lines along a portion of, of 276. Would those**
23 **customers be forced to take electric service from the**
24 **district?**

25 A. No. Absolutely not, but it would be available

1 to them if they wanted to.

2 Q. So, so far in your testimony we have -- we
3 have discussed the background of Ticaboo, some of the
4 details of the park service current position and
5 anticipated future actions, also what the district
6 anticipates as potential solutions and, and any impacts
7 or, or how to avoid impacts on Ticaboo's current
8 customers.

9 Do you have anything else you would like to
10 add for the benefit of the commission on, on any of
11 these topics?

12 A. Other than to say, Adam, that we're not a
13 nefarious organization. We have -- we have worked very
14 hard for the past eight years to be able to go from
15 insolubility to liquidity or what could be construed as
16 much in a -- in a public utility environment.

17 Nobody else services these areas. Garkane,
18 Rocky Mountain Power all have said that they don't have
19 an interest. They didn't intervene on this docket.

20 All we're trying to do is extend public power
21 and find ways to be able to reduce the cost of energy,
22 which is a fight that's going on everywhere, and we are
23 not doing it absent of the fact that, that we need help
24 from organizations like UAMPS to be able to, to help us
25 get over that hurdle and get to the next -- to the next

1 level, but that's our goal.

2 Our goal is the people, the public. That's
3 who we serve. Those are my bosses, and that's all we
4 want to do.

5 **Q. And to put a, a final point on that, if, if**
6 **the district succeeds in expanding its customer base,**
7 **perhaps by serving the National Park Service facilities**
8 **in reducing costs, who benefits financially from that?**

9 A. The consumers do. That's who benefits from
10 it. Our consumers will benefit from it, and like I
11 said, if our pro forma that -- that we have -- that
12 UAMPS has submitted, you know, it says it right there.

13 If we are able to achieve a 16 percent
14 reduction in some of the highest rates in the
15 continental United States because we are completely off
16 grid, I think that that's a huge accomplishment for the
17 consumer, and that's who we care about.

18 MR. LONG: I don't have any further questions
19 for Mr. Shortreed. He is open for questioning by other
20 parties or by the commission.

21 PRESIDING OFFICER REIF: Thank you, Mr. Long.
22 Any questions from UAMPS of the witness? Any questions
23 from the division?

24 MS. SCHMID: Yes. The division has a few
25 questions.

1 CROSS-EXAMINATION

2 BY MS. SCHMID:

3 Q. Good afternoon. Being that TUID is an island,
4 has it managed to obtain loans or funds from other
5 entities to help it succeed and survive?

6 A. Yes, ma'am.

7 Q. Could you please explain one or two of those
8 loans and how they were obtained?

9 A. Currently the electric budget only has one
10 debt service, and that is to the PCIB. We made
11 application to the PCIB in 2013 for some equipment.

12 That was part of the 2014 project that I was
13 discussing earlier to upgrade all of our old antiquated
14 equipment that was extremely fuel inefficient and had an
15 extremely high operations and maintenance cost to newer,
16 more reliable, more efficient equipment, including
17 switchgear, that reduced our outages for our consumers
18 by more than 200 percent in its first year of operation.

19 You see, prior to that we had to shut the
20 generators down just to change the oil in them. Now we
21 don't have to do that any more. So it was money well
22 spent to be able to improve it for our consumers and
23 improve the quality of service that they received.

24 Q. What does that acronym stand for?

25 A. The Permanent Community Impact Fund Board?

1 Did I do it right? P-C-I -- I think I did it right.

2 Q. I think you did.

3 A. Okay. Thank you.

4 Q. With regard to the National Park Service area
5 marinas, are there existing facilities that are used to
6 provide power at this time?

7 A. Yes, ma'am. Each one of the marines --
8 marinas have their own power generation capability that
9 is currently managed by the concessionaire of the
10 National Park Service.

11 Q. Has TUID had an opportunity to examine and
12 evaluate the condition of those facilities?

13 A. Not to a full extent, no. As I stated
14 earlier, because NPS is taking this to a competition
15 process, access to such things are limited unless they
16 are scheduled and open to everyone who is interested.
17 We anticipate that such a tour of the facility and an
18 observation -- or the facilities and an observation of
19 their condition will be made available during the, the
20 RFP process when it is published.

21 Q. And it is that sort of a tour and additional
22 information from the NPS that is needed before estimated
23 costs for new equipment can be devised to put in a
24 potential NPS bid; is that right?

25 A. Yes, ma'am.

1 Q. Has Ticaboo had any preliminary conversations
2 with vendors? And I don't want to get any -- into any
3 confidential information. So just a yes or no would be
4 appropriate.

5 A. Previous conversation with vendors about --

6 Q. With vendors about equipment that could be
7 used to provide power to the four NPS sites?

8 A. Yes, ma'am.

9 Q. Has Ticaboo had conversations with UAMPS about
10 improvements to Ticaboo's own island system?

11 A. For the town of Ticaboo proper?

12 Q. Yes.

13 A. Yes, ma'am.

14 Q. And could you please briefly describe those,
15 the contemplated improvements or the hoped improvements?

16 A. You are talking about just the scope of them?

17 Q. For Ticaboo, yeah.

18 A. Sure. One of the -- I am sorry. It -- I
19 don't mean to be cavalier about this, but we have -- we
20 as TUID have, have seen a, a myriad of different
21 opportunities and proposals that have come our way for a
22 lot of different solutions.

23 Even had somebody come to Ticaboo once and
24 wanted to put a nuclear reactor in our ground. So I --
25 I can honestly say I have seen a lot, but we have been

1 very cautious to vet a lot of these opportunities.

2 And the most recent one that we have been
3 looking at is a, a hybrid system that basically ties
4 energy storage or battery storage, photovoltaic power,
5 solar power and diesel energy production together in an
6 efficient matrix that utilizes as much of the sun as we
7 can while also having the benefit of, of reciprocating
8 engines on hand to handle taking loads or, or any loads
9 that the system cannot manage, and that's primarily what
10 we are looking at now.

11 **Q. I'll break this up into two questions. For**
12 **the desired or planned or hopeful improvements at**
13 **Ticaboo proper, does TUID anticipate funding for the**
14 **improvements being provided from UAMPS or from another**
15 **fund source?**

16 A. We're currently in conversation with UAMPS as
17 an opportunity for it to become a UAMPS project, and we
18 purchase the power from them.

19 **Q. And only if you feel comfortable in answering**
20 **this, do you think that UAMPS would be able to provide**
21 **the desired financing of facilities needed for the**
22 **Ticaboo site?**

23 A. I sit on the board of directors for UAMPS and
24 have seen the projects that as an organization are, are
25 managed and funded. So unequivocally my answer is yes.

1 I think they do have those facilities capable to do
2 that.

3 Q. You talked a little bit about protection for
4 existing rate payers. This is something that is very
5 important to the division, as you have noticed from the
6 division's comments.

7 Knowing that there are no guarantees in life,
8 do you anticipate that the protections you discussed
9 earlier would prevent harm from occurring or affecting
10 the existing TUID rate payers?

11 A. Yes. I do. I do. I believe that we can put
12 measures in place through tariffs and schedules, UAMPS'
13 diligence of, of knowing what thresholds are for funding
14 and, and what is financially feasible and what is not to
15 protect our consumers, which I -- I alluded to earlier.
16 And forgive me, but we don't want to go into this
17 willy-nilly.

18 Ticaboo is a small community, and, and let me
19 -- or let me -- let me elaborate on that by stating, if
20 an IOU, like Rocky Mountain Power who -- I'm sorry. An
21 investor owned utility. I'm sorry. If an investor
22 owned utility like Rocky Mountain Power with millions of
23 customers were to have an impact, that impact would be
24 minimal to their consumers.

25 In Ticaboo's place -- case, in the entire

1 area's case, not just Ticaboo, but everyone within that
2 area, the impact would be massive, and it's our job to
3 make sure that doesn't happen.

4 Q. And is that one of the things that you, as a
5 member of the board of trustees, anticipate that the
6 board would discuss and plan for before proceeding with
7 a bid or proposed expansion of service?

8 A. To NPS or any --

9 Q. Yes, or others.

10 A. Yes, ma'am. Absolutely. The board would have
11 to weigh those options before making a decision.

12 Q. If the commission were to approve the
13 expansion of TUID's service area, but TUID was not the
14 successful bidder for the NPS contract, would TUID allow
15 the successful bidder for the NPS contract to run
16 distribution lines from the SITLA land, which is shown
17 as the dark green on TUID Exhibit 1, to, for example,
18 the Bullfrog Marina?

19 A. Your question is, would we allow that
20 transmission of energy?

21 Q. Because it's in your service area. I don't
22 know if you could pro -- prohibit it or not, but would
23 you try to prohibit it if you could?

24 A. One of my jobs is to protect our CPCN. So I
25 would say that that would be the first step, and really

1 we would have to cross that bridge when we get there. I
2 mean no offense, but there isn't much meat to that, and
3 so it's hard for me to say. And we would have to
4 address it then and go from there.

5 **Q. Is TID's request to expand its service area an**
6 **attempt to block other bidders from competing for the**
7 **potential NPS contracts?**

8 A. Absolutely not.

9 **Q. Thank you. Those are all my questions.**

10 A. Thank you.

11 PRESIDING OFFICER REIF: Thank you, Ms.

12 Schmid. Mr. Baker, you did not have questions, right?

13 MR. BAKER: For Mr. Shortreed?

14 PRESIDING OFFICER REIF: For the witness.

15 MR. BAKER: No. I do not.

16 EXAMINATION

17 BY PRESIDING OFFICER REIF:

18 **Q. Okay. Mr. Shortreed, I have a number of**
19 **questions for you, please.**

20 A. Yes, ma'am.

21 **Q. And I, I would like to start with -- and, and**
22 **you may not have access to this, but if, if Adam has a**
23 **copy of a Utah code with him, he may be willing to share**
24 **this with you.**

25 **Under 17-B-2-A-406, which governs improvement**

1 districts such as Ticaboo, it states in part that an
2 electric improvement district is a public utility and
3 subject to the jurisdiction of the commission. Do you
4 have any reason to disagree or -- yes. Do you have any
5 reason to disagree with that statement?

6 A. Absolutely not, ma'am.

7 Q. Okay. And further on in the statute under
8 Subsection 5, it states that before an electric
9 improvement district serves any customer, the electric
10 improvement district shall obtain a certificate of
11 public convenience and necessity from the commission.

12 Do you have any reason to disagree with that
13 statement?

14 A. No, ma'am.

15 Q. And as you have expressed in your testimony,
16 you have received a CPCN for certain service territory,
17 the Ticaboo service, service territory, and you are now
18 seeking an additional area within the National Park
19 Service.

20 And under Subsection 5, that would include
21 additional customers. Therefore, would you have any
22 reason to disagree that the commission has jurisdiction
23 over this matter pursuant to the application that's been
24 made to expand your service area?

25 A. No, ma'am.

1 Q. Okay. Thank you. Mr. Shortreed, at the end
2 of your testimony, I, I thought you made a very poignant
3 statement. Actually, it was a series of statements in
4 which you stated the following, and I am -- I am going
5 to paraphrase to some extent.

6 You, you summarized, I think, this proceeding
7 as follows, that nobody else serves the area in which
8 you are seeking to serve. There have been no
9 intervenors in this docket inasmuch as anyone has
10 intervened to contest your application, and namely Rocky
11 Mountain Power or Garkane Power, I believe, are the two
12 utilities you specifically mentioned.

13 And you emphasized that Ticaboo is just trying
14 to extend power, and by that statement, I believe, you
15 meant that you were just trying to service an area that
16 is all -- is not already served. Is, is that a correct
17 interpretation or a correct summary of what I heard you
18 say earlier, sir?

19 A. Yes, ma'am.

20 Q. Okay. And is there anything that I said that
21 you disagree with now that I have summarized it?

22 A. No.

23 Q. As I heard it?

24 A. No, ma'am.

25 Q. Okay. Thank you. I believe your counsel

1 asked you earlier what would happen if Ticaboo stopped
2 providing service, and I believe the question was
3 phrased in the context of your current service
4 territory.

5 And your response to that I, I wanted to go
6 back to because I, I think it's very important that you
7 understand that not only in your current service
8 territory, but in the territory -- in the service
9 territory in which you seek, that by getting a CPCN from
10 the Public Service Commission of Utah that you are the
11 provider of last resort, which means, sir, is that if
12 something goes wrong, if you cannot provide power, you
13 must figure out a way how to provide power.

14 So with that said, and with the application
15 that you have pending before the Public Service
16 Commission for the National Park Service area, do you
17 understand the implication that that carries with it?

18 A. Yes, ma'am. We do.

19 Q. So as I understand it, these marinas have what
20 are referred to as micro-grids at each location, and so
21 if you were to be given a CPCN and something drastic
22 happened and, and a micro-grid was maybe blown out by a,
23 a lightning storm or something happened, even if you
24 were not granted the RFP, simply by the fact that you
25 have the CPCN, you would be the provider of last resort

1 and would have an obligation to service.

2 Does that make sense to you?

3 A. It does to a degree, ma'am. Although I --
4 without consulting with Adam, I am a little foggy on the
5 area of it being federal land, ma'am. I, I didn't think
6 that that applied to federal land is my point, ma'am.
7 I, I was un, unaware of that.

8 Q. Does that change your desire to seek a CPCN
9 for the National Public Service -- I'm sorry. The
10 National Park Service land?

11 A. No, ma'am.

12 Q. Mr. Shortreed, I, I mentioned the marinas and
13 the micro-grids. I, I have reviewed to the extent that
14 there is information available about this project, and I
15 think that it's -- it's very premature at this point to
16 speculate what is going to occur and not occur as a
17 result of the discussions that the National Park Service
18 a undergoing at this point. Would you agree with that?

19 A. Yes, ma'am.

20 Q. There is one bit of -- one bit of information
21 that may be relevant in the event that a contract is
22 awarded, and for purposes of this hearing, this hearing
23 is not necessarily about whether a contract will be
24 awarded or not, but I just want to make sure that --
25 that Ticaboo and its customers and perhaps its board are

1 well aware of what the implications are if you go down
2 this road.

3 And that is, is that the National Park Service
4 documents indicate at this point that there will be no,
5 quote, out-takers of the generation that comes as a
6 result of this contract.

7 So while it may be premature, and there has
8 been no RFP issued and there has been no RFP granted, I
9 think that could really impact -- the potential impact
10 on -- on your company and possibly the customers, but I
11 would -- I would just say that would be something that I
12 would -- I would definitely want to examine more
13 closely, but is not necessarily directly related to your
14 application.

15 A. Thank you.

16 Q. And, and just for clarification, the
17 information I am -- I am referring to, I don't have it
18 in front of me, but it can be obtained. It's all public
19 information, including all of the individuals who have
20 attended the meetings that have been -- that have
21 occurred on this matter.

22 It's -- it's all public information, including
23 the vendors that may or may not be vendors that you were
24 referring to earlier, and also you mentioned that, that
25 the Garfield County Commission was in support of your

1 application.

2 And I know we also have some letters from
3 other entities, but ultimately, if you get the RFP,
4 don't those counties actually have to approve your
5 coming in and, and serving their county?

6 A. Yes, ma'am. That was in part the reason why
7 we sought the letters of support that we received
8 before, when we submitted our application. So we knew
9 we were not going to be assuming something that we
10 shouldn't. We wanted to make sure that we were in
11 agreement and cooperation before going in.

12 Q. But are, are the letters of support an actual
13 codification of a -- of a meeting that occurred and a
14 vote that was taken?

15 A. No.

16 Q. I think that's what I am -- what I am getting
17 at, and also just, just for clarification to make sure
18 in case this, this is relevant. My, my understanding is
19 that at this point what the National Park Service is
20 looking for is an operator of the existing
21 infrastructure that's in place.

22 Again, emphasizing that is -- that it is
23 premature because the RFP hasn't been issued, but there
24 just are a lot of what-ifs. Would you agree?

25 A. Oh, absolutely, ma'am.

1 Q. And is it your understanding that that is --
2 that is correct, this it is, they are looking for an
3 operator not somebody to come in and actually provide
4 generation and act as a, a utility per se, that they are
5 really just wanting somebody to come in and, and operate
6 the equipment that's there or the equipment that's going
7 to be required, acquired.

8 That seemed to me to be what was reflective in
9 the documentation that was available online on the
10 issue.

11 A. If I may, ma'am, at the risk of sounding
12 condescending, and I do not intend to sound that way.
13 Having attended industry day, which is primarily what we
14 are talking about.

15 Q. Yes, sir.

16 A. In -- in my limited professional opinion,
17 National Park Service isn't even quite sure what they
18 want yet, which is the purpose for industry day. I mean
19 market research, hear from other companies and
20 technologies and, and formulate an attack plan.

21 What they presented were ideas, and I believe
22 Mr. Pat Horning himself stated during his presentation,
23 "None of this is a directive. This is just ideas that
24 we have." So I think they are not quite sure which
25 direction they want to go, and I would agree with you

1 that we don't know if they want somebody to manage the
2 distribution system.

3 I do know that I have been told NPS will
4 continue to own the distribution system. It will not be
5 owned by whoever the solicitor that's awarded the
6 contract, but they are -- they are also taking an
7 opportunity to see what else they might be able to
8 accomplish with this towards future goals.

9 So again, I, I apologize. I, I mean no
10 negative inference to anyone. I just don't think they
11 are quite sure what they want yet or else that RFP, it
12 would already be issued.

13 Q. Uh-huh. No offense taken whatsoever. I, I
14 think that at the end of the day there's just a lot of
15 what-ifs, and you emphasized that, and, and I think that
16 the division has to some extent. And, and what we
17 reviewed has, has confirmed that, but just to circle
18 back to what I originally stated at the outset, which
19 was to really summarize what your intention is.

20 And, and that is, is that it is your
21 intention, as I understand it, to serve an area that is
22 not already served by a public utility, and there has
23 been no objection by another provider in the area. And
24 you are simply looking to serve an area that is not
25 served.

1 PRESIDING OFFICER REIF: One thing I do want
2 to clarify, if you would help me out here, is that -- so
3 we have in the file, and Adam, you are welcome to help
4 out if you -- if you need to here, but we -- we have a
5 copy of a map that was supplied with the application.

6 And then we have the, the TU dot -- TUID
7 Exhibit 1 that was issued today, and, and Adam, I am
8 assuming you want to have this admitted into evidence.
9 And if that's the case --

10 MR. LONG: Yes, please.

11 PRESIDING OFFICER REIF: Okay. If that's the
12 case, we will enter it in, into evidence as it's been
13 marked. It's very unclear to the commission precisely
14 what area you intend to add, and it would be very
15 helpful if a legal description could be provided.

16 These colored maps are somewhat helpful, but
17 they, they do raise maybe some questions about whether
18 you are crossing into other areas. And you know, to
19 that extent, I think a legal description of the area in
20 which you seek to expand your service to would be
21 greatly helpful.

22 And is it possible, Mr. Hunter -- I'm sorry.
23 I, I am getting names confused. Mr. Shortreed, whether
24 we could obtain that from you within short order after
25 the hearing?

1 MR. LONG: Perhaps I can better speak to that.

2 PRESIDING OFFICER REIF: Okay.

3 MR. LONG: I realize the map included in the
4 application is very high level, and if my memory serves,
5 the application itself acknowledges that the precise
6 boundaries likely need tweaking.

7 Quite frankly, in the beginning we expected
8 Rocky Mountain Power to be involved. So from the
9 district's perspective, and Mr. Shortreed can correct me
10 if I am wrong, essentially the only possible electrical
11 loads to be served here are in fact the, the park
12 service facilities, the marinas as marked on the map.
13 But we can certainly provide a, a legal description or
14 pare it down.

15 I understand this is a very -- or potentially
16 ambiguous request, but, but we can certainly provide
17 whatever information the commission needs.

18 PRESIDING OFFICER REIF: I don't think simply
19 referring to the park service land or to the marinas
20 individually is -- is what we are looking for. I think
21 an actual legal description is, is typically what we
22 work with, and that would be -- that would govern.

23 I mean that, that has typically governed in
24 CPN -- CPCNs in the past. There is usually a legal
25 description, metes and bounds, etc., but we, we would

1 ask for that clarification. And the maps, while they
2 may be somewhat helpful from a visual standpoint, don't
3 give us the specificity that we need. So...

4 MR. LONG: Understood, and we're happy to
5 provide that. I, I may suggest that it would be helpful
6 to work with the division if we are outlining --
7 outlining very precise areas. We are happy to take
8 direction from the commission on that though.

9 PRESIDING OFFICER REIF: Okay. That's
10 something we can address further down the road, but I
11 just wanted to mention that if, if we get to the point
12 where we need to know precisely what you're asking, a
13 highlighted map is -- is not the answer.

14 MR. LONG: Understood.

15 Q. (By Commissioner Reif) Okay. Mr. Shortreed,
16 so I think you have answered this question from the
17 division already, but if the National Park Service
18 doesn't actually generate an RFP and if this issue just
19 dies a slow death and, and never actually happens, will
20 you still want to have your CPCN broadened?

21 And assuming that your CPCN is broadened
22 before you know the answer to whether the RFP is ever
23 going to be issued, does that create any kind of problem
24 in your mind or kind of chicken and egg kind of issue?

25 A. We talk about the chicken and the egg a lot in

1 our area, ma'am. I would -- I will go out on a limb and
2 say the bureaucratic process is fickle, and patience is
3 a virtue when it comes to that.

4 If this were to never come to fruition, we
5 would rethink it, honestly speaking, but we believe
6 that, that this will come to fruition. If not today, it
7 will be soon, and so we maintain that we would want to
8 continue that pursuit for the greater good of, of doing
9 what we think is hopefully best for everyone. At least
10 that is our intention.

11 Q. Okay. So that, that really begs two more
12 questions then. First is, if, if it does come about and
13 you are not granted the RFP, do you foresee an
14 application to withdraw that service area or -- I mean
15 assuming that you are -- what you have told the division
16 is correct that you wouldn't use your CPCN as a means to
17 prevent another provider from servicing that area.

18 Just trying to get a, a clear understanding of
19 how you see this playing out.

20 A. I see withdrawing as a possibility, but I
21 don't stand in an authority to speak for the board
22 directly on this, and that would be a question that I
23 would rather pose to them and to get their input on and
24 how they would feel about it to be honest with you,
25 ma'am.

1 PRESIDING OFFICER REIF: I think that's all I
2 have. Are there any follow-up questions that any of you
3 have? Adam, it seems as though you want to make some
4 clarification.

5 MR. LONG: I, I do have just a couple of quick
6 questions.

7 PRESIDING OFFICER REIF: Oh, okay. Sure.

8 MR. LONG: But I'm happy to let anyone else
9 jump the line.

10 PRESIDING OFFICER REIF: I don't think anyone
11 else is inclined to jump in.

12 REDIRECT EXAMINATION

13 BY MR. LONG:

14 **Q. Going back a few minutes in this proceeding.**
15 **Mr. Shortreed, you talked about, in response to a**
16 **division question about providing power or investing in**
17 **some new generation equipment for Ticaboo proper. In**
18 **your response you talked about a combination of either**
19 **gas, natural gas or diesel generators. Solar generation**
20 **and battery storage.**

21 How would that type of project tie to, to what
22 has at least tentatively been proposed to serve the
23 Bullfrog Marina area? In other words, is there any
24 benefit to doing both of those projects at the same
25 time, again, with the caveat that we're pretty far into

1 the area of speculation?

2 A. Yes. The -- the Ticaboo proper area that we
3 discussed on the hybrid system is similar in technology
4 as what we would consider for the NPS properties.

5 That being said, in our remote area of the
6 world, any projects that can be done concurrently can
7 save a dramatic amount of money in the transportation of
8 resource, the purchasing of goods, for whoever is doing
9 the project. So it would be our goal to do these
10 projects concurrently in order to save those costs.

11 Q. In, in the questions from the commission,
12 there was some discussion about, you know, what the
13 district service area looks like if someone else is
14 awarded the National Park Service power contract or if,
15 if that type of contract never comes into being.

16 In my mind that begs the question of, of
17 whether a conditional, conditional approval or, or a --
18 an approval with some sort of rollback. I don't know if
19 that's possible for the commission, whether that may
20 make sense from the district's perspective.

21 Is that something that, one, I suppose you
22 have the authority to speak on that, and if you can't,
23 you know, with the caveat that it's your own speculation
24 not the board's. Could you try and give the district's
25 opinion on approval with conditions or a rollback or

1 **something similar?**

2 A. As I stated earlier, the district is open to
3 conditions in regards to our application and our
4 request. There has been discussions about a condition
5 potentially that would be issued that if we did not
6 secure the RFP, that the service area would be rolled
7 back to where it was. We were open to that, stated as
8 much during those conversations that we were open to
9 that specifically.

10 In hindsight, I, I think I may have been a
11 little over analytic in your questions, ma'am. I think
12 that's kind of where you were going with it, now that I
13 think back, but if, if that were a condition of the
14 commission, we would -- we would not have a problem with
15 it.

16 Q. And just for the sake of clarity, just confirm
17 this for me, but the district is in fact here before the
18 commission because it is a regulated public utility with
19 a requirement to get a CPCN.

20 So from the district's perspective this step,
21 whether it be an outright approval or conditional
22 approval, is essentially inherently necessary to the
23 process of bidding on, on whatever the National Park
24 Service puts out. Is that accurate?

25 A. Yes.

1 MR. LONG: I don't have any other questions
2 for Mr. Shortreed?

3 PRESIDING OFFICER REIF: Is there any
4 follow-up? I, I have a question. Do you just need a
5 moment?

6 MS. SCHMID: Could we have a moment please.

7 PRESIDING OFFICER REIF: Adam, while they are
8 talking, I will ask my question because it really is for
9 you. What is your legal authority for proposing or
10 otherwise suggesting that there could be a condition
11 imposed on this CPCN should it be issued?

12 MR. LONG: Frankly, I don't have an answer to
13 that off the top of my head. I don't know if that's an
14 option. My, my unresearched opinion is that's probably
15 within the commission's broad jurisdiction over public
16 utilities, but, but I don't have a definitive answer on
17 that.

18 PRESIDING OFFICER REIF: Okay. And as a
19 follow-up question, if it is in fact Ticaboo's desire to
20 bid on an RFP, which we don't know whether it will
21 happen or when it will happen, and that there's been
22 some indication that if they don't get it that they are
23 not sure whether they would want to serve that area or
24 have that part of their service area, are we -- are we
25 taking this in the wrong order?

1 Should we not wait and let the park service
2 process play itself out, and if, in fact, Ticaboo is not
3 wanting to utilize this as some sort of mechanism to
4 prevent somebody else from getting the, the contract?
5 But even if you had the CPCN and you didn't get the RFP,
6 you, you expressed some reluctance about servicing the
7 area, which is concerning to the Public Service
8 Commission.

9 Do, do we want to postpone this for a time
10 when the things are more certain?

11 MR. LONG: We do have that proverbial chicken
12 and egg problem here, and we recognize that. As been
13 stated throughout the process, there are simply a lot of
14 unanswered questions here. From the district's
15 perspective, bidding on a project is all but impossible
16 if you don't currently have the legal right to even do
17 that.

18 If the CPCN stays or if the district
19 certificated service area stays add -- as it is and the
20 district is not authorized to provide power to anyone
21 outside of that area, it's, you know, effectively
22 starting behind the eight ball from the district's
23 perspective to go into a competitive bidding process,
24 saying, "Look, here is our bid, but this is entirely
25 conditional on a third-party regulatory agency saying

1 it's okay that we do this."

2 I think in the district's opinion that is a
3 nonstarter. So that's -- that's why the district is
4 here now. I realize that we have struggled with the
5 uncertainties and will probably continued to struggle
6 with the uncertainties.

7 I, I would suggest to the commission that a
8 conditional approval solves many of those problems. If
9 it was an order from the commission saying, "TUID's
10 service area is expended to the extent it, you know,
11 wins the contract to provide service to these facilities
12 or these areas," that would potentially solve at least
13 some of the problems.

14 Again, I -- this is not something that has a
15 crystal clear, easy answer, and we recognize that, but
16 as Mr. Shortreed put it, the district has essentially no
17 options to grow its, its load base and its customer
18 base. And absent, absent that, very few options exist
19 for the district to, to lower its cost to its current
20 customers.

21 It simply will stagnate. Hence, hence the
22 district's willingness to pursue this when it is
23 obviously not final and lots of questions remain.

24 PRESIDING OFFICER REIF: Patricia, did you
25 have a further question?

1 MS. SCHMID: I do not. Thank you.

2 PRESIDING OFFICER REIF: Okay. I think we
3 should move on, and UAMPS, I think this is now your
4 turn.

5 MR. BAKER: Good afternoon. I am Mason Baker,
6 general counsel for UAMPS. With me here today to
7 testify in support of the requested application is Doug
8 Hunter, chief executive officer for UAMPS.

9 PRESIDING OFFICER REIF: Mr. Hunter, I am
10 going to swear you in today. So do you swear to tell
11 the truth?

12 THE WITNESS: I do.

13 PRESIDING OFFICER REIF: Thank you.

14 DOUG HUNTER,
15 called as a witness, having been first duly sworn, was
16 examined and testified as follows:

17 DIRECT EXAMINATION

18 BY MR. BAKER:

19 Q. Mr. Hunter, can you state your full name and
20 where you work?

21 A. Yeah. Douglas Hunter. I am the chief
22 executive officer and general manager of Utah Associated
23 Municipal Power Systems, and we're headquartered here in
24 Salt Lake City.

25 Q. And can you provide a rough timeline for your

1 **employment with UAMPS and the various positions you have**
2 **held?**

3 A. Yes. I have been with UAMPS. I was with its
4 predecessor, Intermountain Consumer Power Association in
5 1979, and then when UAMPS was formed in 1980, moved over
6 to Utah Associated Municipal Power Systems. I came in
7 as their manager of resources and then moved to
8 assistant general manager, and in 1995, I took on the
9 role of general manager and CEO.

10 **Q. Thank you. And can you explain at a high**
11 **level what, what is the UAMPS organization? What do we**
12 **do on behalf of our members?**

13 A. Yeah. We are a political subdivision of the
14 state of Utah under Title 11. We are an energy services
15 entity under that title, and we provide all energy
16 related services that our members would desire to have
17 offered to them.

18 We are a project based entity. That is, we do
19 not require our members to buy power from us. We have
20 46 members currently in 6 western states, and we have 17
21 different projects that we administer on behalf of that
22 membership.

23 **Q. Can you explain a little more detail how we**
24 **uniquely tailor projects for individual members of those**
25 **17 projects you mentioned?**

1 A. Yeah. UAMPS has the ability to enter into a
2 project as the organization UAMPS with a single member,
3 given the board of directors' approval of UAMPS to move
4 forward.

5 We have a couple of those already. The reason
6 we, we set that structure up in Ticaboo, would be
7 another example of that, is that these type of
8 individual situations for individual communities comes
9 up quite often.

10 So somebody wants to put in a generation
11 behind their meter, if you will, behind their wholesale
12 meter in a community, but they don't want that to sit on
13 the community's books, if you will, on their accounting
14 sheets.

15 So they have UAMPS put in the project and then
16 enter into a power sales agreement with them, and thus
17 we move it to an expense of the utility instead of a
18 equity position of the utility.

19 And that allows -- excuse me. That allows the
20 community to be unburdened from -- for things like
21 future debt issuance or things of that nature.

22 **Q. To clarify, the, the example you provided**
23 **where one member is the sole participant, can you**
24 **describe what, what obligations they are taking on with**
25 **respect to the power sales contracts that you referred**

1 to?

2 A. Well, the -- specific to the agreements, but
3 in general, we would contract with -- back with the, the
4 city, the community, to provide the services they would
5 like to have or they like to self provide, and we would
6 do that through either an operation or maintenance
7 contract or some other vehicle appropriately designed
8 for that service. Or we would then -- or we could just
9 go out and hire a vendor to come in.

10 Or UAMPS could provide its own employees to
11 come in and manage the project. So just sort of open
12 depending on what works for the community again.

13 Q. So using that example, TUID could operate new
14 generation facilities, and UAMPS would enter into an
15 operation and maintenance contract to carry out that
16 operation and maintenance?

17 A. Yeah. That can be done. Yeah.

18 Q. Can you maybe provide a little more detail
19 about how the staff at UAMPS would help support the
20 development of this project as proceed forward in
21 looking at potential proposal coming out of NPS, the
22 National Park Service?

23 A. Yeah. We have -- I think the, the concept
24 here is that the staff at UAMPS has quite a few years of
25 utility experience on various types of projects from

1 transmission generation, conservation. You name it. We
2 could probably provide it.

3 Fuel procurement, things of that nature, and
4 so we will act as a staff, an extended staff of TUID in
5 this instance. I think that's probably the best way to
6 characterize it. So we would be able to counsel with,
7 with Mr. Shortreed and his board and Garfield County or
8 anybody else he would want us to work with directly with
9 the park service.

10 Also our contacts in the utility industry are
11 extensive, and we should be able to find the best fit,
12 if you will, through either competitive bid process or
13 qualified bid, bidding process, depending on what was
14 needed at the time to get the services put in, and we
15 would -- we can also manage if necessary.

16 We could -- basically, we can cover the
17 construction management as well if that's what they
18 wanted to do, but basically, we could fill in on
19 anything that the staff of TUID didn't want to feel like
20 they have the expertise in or didn't have the manpower
21 to deal with. We -- UAMPS would be able to fill in for
22 that.

23 The other thing is we, we are -- since we will
24 be -- we have been discussing the content of financing
25 and making this a UAMPS project. We would bring in our

1 financing skills in terms of putting these type of
2 projects together.

3 We have quite a bit of different -- or quite a
4 few different structures that we can put together here
5 and -- and fit appropriately for the community so that
6 we can get the lowest cost fit. That's really the
7 objective is to provide the lowest cost to the utility.

8 **Q. Earlier we heard about how the NPS service**
9 **area may be separate and apart from the existing service**
10 **area as far as there being a different tariff between**
11 **the two areas. Can you have explain how that would be**
12 **accounted for in the financing of the project?**

13 A. Yeah. We are looking at the four potential
14 areas in the park service that would be -- that are
15 currently being served by self generation. We would
16 treat those as if they were individual service -- cost
17 service areas associated with the cost of service
18 studies and a rate, and develop those facilities
19 specifically to those four load centers, if I could use
20 those.

21 The Bullfrog is the largest kilowatt hour
22 load, and in that -- in that instance we would look at
23 having all those kilowatt hours be under one cost of
24 service, tariff, if you will, or rate structure. Hall's
25 Crossing would be different. Hite would be different,

1 and Dangling Rope would be slightly different as well,
2 but they would all be cost-based rate structures.

3 **Q. And to further clarify, when we go through**
4 **financing for those siloed systems, the financing would**
5 **have to account for making sure that there was adequate**
6 **revenue to collect from those customers and, and not**
7 **pose any harm to the existing TUID customers. Is that**
8 **correct?**

9 A. Yeah. If I -- that's correct, but let me
10 maybe add a little bit of depth to that. One of the
11 things that we would want to have -- UAMPS would want to
12 have put in place would be a contractual nature with the
13 National Park Service given their federal status.

14 That is very common in dealing with between
15 utilities and the National Park or the Interior
16 Department, and so the terms of that contract would be
17 quite important in terms of what we would look at in
18 terms of default.

19 So what I call an exit payment, for lack of a
20 better term, is something would be in the contract. If
21 they wanted to terminate the contract, they would have
22 to repay the debt. So there would be no wash-over, if
23 you will, or spillover of that contract onto existing
24 TUID customers as we would go through that, and we would
25 be looking at a minimum of ten years.

1 I mean, we'll have to see what the park
2 service comes up with, but I think it could be
3 demonstrated to the park service that the ten to twenty
4 year type contract would be a lower price contract for
5 them that would allow the amortization.

6 Obviously, its per unit costs come into play,
7 and the longer the term of the contract, the more
8 kilowatt hours we could put through it and thus lower
9 the per unit cost, but all those would be in parameters
10 associated with it.

11 I think we would, from -- as, as
12 Mr. Shortreed's pointed out, we don't have a lot of
13 detail on what the park service would want. I have met
14 with the park service. We have -- on numerous times,
15 we've talked to them. I think we have good feel for
16 them.

17 This RFP process was something that just
18 recently came into play on that, and -- but we believe
19 that the, the structure that we want to put together
20 here will be the low bid, if you will, to come in.

21 That will be -- it will be the lowest cost way
22 to provide to the park service, if you will, and if I
23 could just add one more bit because if there is economic
24 development into outside the park service areas to the
25 north moving up out of the southern, what I call the

1 southern generation station out there, that that would
2 then benefit that class of service area down there and
3 the park service as well.

4 That would lower their costs, additional
5 customers coming on, and we anticipate -- I can get into
6 that, but we anticipate that we would do that with an
7 extension of a transmission line up State Route 276 as
8 that development happens because, as Mr. Shortreed
9 pointed out, it's very expensive. And so we don't want
10 to speculate. We don't want to put anything in the
11 ground.

12 As much as Mr. Shortreed would like to have an
13 overhead transmission line, I just don't think that's
14 going to play in this neck of the woods, if you will, if
15 I can say that, given visual impact, and so we have
16 anticipated that we would use state rights-of-way coming
17 up along State Route 276 on a varied transmission line.

18 **Q. So assuming that a UAMPS, TUID project comes**
19 **to fruition and becomes operational, can you explain**
20 **what the ongoing relationship looks like between UAMPS**
21 **and TUID for the benefit of those who aren't familiar**
22 **with how we operate our projects?**

23 A. Of course. So as I mentioned, we would enter
24 into a contract. First -- well, let me start this over.

25 So first of all we would form a project inside

1 of UAMPS. You know, for lack of a better name, I'll
2 just call it the Ticaboo Utility Improvement District
3 Generation Project, and we would set up -- the UAMPS
4 board of directors would approve as well as it would be
5 taken to the TUID board for their approval and the
6 Garfield County Commission for their approval.

7 That would set out all the parameters
8 associated with our relationship with TUID. That is
9 that there would be a project management committee. In
10 this instance, it would just be TUID all by themselves,
11 if you will. So we would look to TUID for decision
12 making, but it would be held in a public process, if you
13 will, and an open process.

14 That it would then go to the UAMPS board of
15 directors, and I assume would as well as to the TUID as
16 you go through. It would guarantee that there would be
17 repayment of the debt structure. I anticipate this will
18 be predominantly debt-based financing, but I am not
19 going to rule out grants and/or other types of monetary
20 assistance.

21 That the Community Impact Board was mentioned
22 earlier. That is one source. The Department of
23 Interior itself is another source, and because this is a
24 rural area, the Department of Agriculture is another
25 source that we would be looking at in terms of those

1 fundings, but primarily it would be just a tax exempt
2 municipal financing that we would put in place.

3 Q. Earlier we heard a little bit about what it
4 would mean for TUID to be the provider of last resort.
5 Can you speak to, in the event of emergencies that is
6 were alluded to earlier, how the existing UAMPS member
7 structure comes together in those types of events?

8 A. Yeah. UAMPS has an extensive network of, we
9 call it mutual aid, where our members -- we have entered
10 into agreements between our members for liability
11 purposes and costing purposes to move crews around in
12 times of emergency.

13 Also UAMPS has backup -- has a backup
14 generator, a mobile diesel-fired generator that could be
15 moved into place, if you will, and in the instance --
16 for instance, in the point of Dangling Rope, we would
17 have to use the ingenuity since the only access to
18 Dangling Rope is by boat, but I could hearken back to
19 the days in San Francisco when barges with diesel
20 generators were brought into the bay to serve them.

21 So if it were necessary, I think we could
22 figure out some way to deal with Dangling Rope, a very
23 small load. I don't really see any concern associated
24 with the -- that, that type of obligation. All of our
25 members already have it, and we had fulfilled it many

1 times through emergency situations.

2 **Q. Thank you. Is there anything else you would**
3 **like to say in support of the requested expansion?**

4 A. If I could, just one other item I'd like to
5 bring in, in terms of how the certificated area works
6 currently right now. What -- if I could.

7 I mean TUID has to make their own decisions,
8 but the counsel I have been with -- or I have been
9 giving to TUID is that the concern would be is if
10 another vendor put generation, not on park service land,
11 but in TUID's service area, how would we restrict them
12 from then siphoning other customers away? And I
13 think --

14 So it's not meant to be preventive of dealing
15 with the park service RFP. It's more or less defense of
16 their own existing certificated area, and so I think in
17 that instance we would be concerned if it were to it.
18 If it's down on the park service land there, even if was
19 a certificated area, we wouldn't, I don't think, have --
20 as Mr. Shortreed's already said, wouldn't have any
21 problem with it.

22 It would just be if it's up in the existing
23 current certificated area. If the park service were not
24 to go through -- if I could just add one more thing
25 here. If the RFP were not to go through, it does not --

1 it doesn't take out of being the, what I call, the
2 southern generation station. And that southern
3 generation station is -- on this map would be right in
4 that -- by that green, that dark green area.

5 And the northern one would be up by Ticaboo,
6 right? That's what I refer to them as, as the north and
7 the south generating stations, for lack of a better time
8 -- term. They are going to consist of solar fields in
9 the north, two to one megawatt. 200 kilowatts to one
10 megawatt in size, definitely expandible.

11 We would have a smart inverter battery system
12 associated with that that would be connected with the
13 diesel generators, and so they could seamlessly move
14 back and forth. So if a cloud came over and there was
15 no sunshine, the diesels could turn on. You would have
16 seamless power. The batteries would carry that shift.

17 It's very quick. It's very fast, but still
18 the batteries would carry that shift for us going
19 through. In terms of down on the park service, what we
20 are looking at here is taking into their existing --
21 they purchased brand-new diesel engines that are not in
22 place yet. The park service has not put them in place
23 yet.

24 They are still using their old, inefficient
25 generators, and we have looked at in this RFP -- or our

1 response to this RFP, of incorporating or purchasing
2 those engines directly from the park service or setting
3 a relationship with them to use those higher efficient
4 engines and place them up by the solar field.

5 In that instance, we're looking at anywhere
6 between a megawatt to ten megawatts of solar with
7 associated battery and same smart invertor connection to
8 the diesel. So we could have seamless generation, and
9 really where the saving sits is the reduction in the
10 burn of diesel. It's really where almost all of the
11 savings comes from is reducing how much diesel we burn.

12 **Q. Thank you.**

13 MR. BAKER: I have no further questions for
14 Mr. Hunter.

15 PRESIDING OFFICER REIF: Thank you,
16 Mr. Hunter. Any questions from Mr. Long?

17 MR. LONG: I do not have any questions for
18 Mr. Hunter.

19 PRESIDING OFFICER REIF: Okay. And Patricia,
20 any questions?

21 MS. SCHMID: The division has a few.

22 PRESIDING OFFICER REIF: Okay.

23 CROSS-EXAMINATION

24 BY MS. SCHMID:

25 **Q. Good afternoon, Mr. Hunter.**

1 A. Good afternoon.

2 Q. To help put things into context, could you
3 please briefly describe one project that is somewhat
4 similar to what UAMPS may do with Ticaboo?

5 A. Yeah. We have -- I will use as what we refer
6 to as the Hurricane-Washington relationship. It's down
7 in Washington County, Utah, and it's the towns of Santa
8 Clara -- or excuse me, Hurricane and Washington.

9 And in this instance, we have two cities that
10 went together and pooled -- wanted to pool internal
11 combustion engine purchases to reliability pumps, but as
12 -- again, as I mentioned, they did not want to burden
13 their own debt structure in each of the cities.

14 So they had UAMPS put the contract together.
15 So UAMPS basically, we own those diesel generators, and
16 we have contracted with the city of Hurricane to be the
17 operator of those engines on behalf of Washington. We
18 work through -- in this instance, we have a project
19 management committee that consists of both Hurricane and
20 Washington.

21 So we work with them all the time and in terms
22 of how they want to operate. We also have one other,
23 the city of Santa Clara. This is very specific to how
24 Ticaboo would look. Here they -- again, they wanted
25 internal combustion engines placed behind the revenue

1 meter, if you will, the wholesale meter for this town of
2 Santa Clara in Washington County.

3 Again, they did not want to burden the city --
4 the town of Santa Clara with a debt obligation
5 associated with that. So they came to UAMPS, and so
6 UAMPS owns those, those reciprocating engines and that,
7 but we contract with the city of Santa Clara 100 percent
8 to operate, purchase the fuel and put everything
9 together.

10 So all the UAMPS really comes into play, and
11 this would be indicative of our charges back to both
12 Santa Clara and over to Hurricane-Washington area and/or
13 Ticaboo is just basically the debt management function.

14 It's a very, very small amount of overhead.
15 Consists of bank fees, trustee fees. There are certain
16 arbitrage rebate calculations you have to go through
17 under the IRS rules, things of that nature, but we make
18 sure the debt service gets repaid as per schedule.

19 **Q. Is one way that UAMPS gets the funds to buy**
20 **this equipment through issuing bonds and things like**
21 **that?**

22 A. Yes, it is.

23 **Q. When there is a project, as I understand it --**
24 **and let's just use this as my hypothetical. UAMPS would**
25 **buy the generators, the solar panels, the invertors and**

1 the associated equipment, and then Ticaboo would
2 purchase the power output at a rate that is designed to
3 pay UAMPS back for that investment. Is that -- does
4 that sound like a reasonable hypothetical?

5 A. Right on the mark.

6 Q. What happens if TUID doesn't make the payments
7 to UAMPS that it is supposed to? What sort of remedies
8 does UAMPS often put in contracts realizing that there
9 is no existing contract? So this is purely
10 hypothetical.

11 A. Yeah. As I said, this would be typical of all
12 of our contracts. We put in rate covenant and require
13 them to raise their rates for them to continue to pay
14 that. Even if they were in default, we would prosecute
15 the, the contract. We would take them to court and do
16 whatever we could do to come in and, and get the
17 repayment.

18 Q. And is one possible remedy turning off the
19 engines so there is no power?

20 A. No.

21 Q. That is not the remedy?

22 A. No. That's not. Well, I think theoretically
23 it might be, but the Federal Energy Regulatory
24 Commission would look very poorly upon me if I did that.

25 Q. And we don't want that.

1 A. Yeah. No. We don't want that to happen. So
2 we've never used that, and that is not in the contracts.
3 Now, we, we do have the ability to say we are not going
4 to give -- we are -- we are going to remove the power,
5 but in these instances where this is the only source of
6 power, we wouldn't be -- we wouldn't be putting anybody
7 in danger on it.

8 We would incur the damages I assume. Just
9 under the hypothetical, incur the damages as we go
10 through court and deal with it.

11 **Q. With regard to the Ticaboo application and the**
12 **uncertainties, right now it's the hope that the NPS**
13 **would put out RFPs for one to four sites. If the RFPs**
14 **don't cover all sites, then do you lose economies of**
15 **scale because you can't buy as many parks all at once?**

16 A. Well, let me, if I could, just break that down
17 a little bit.

18 **Q. Okay.**

19 A. Does that work?

20 **Q. Please.**

21 A. Okay. So really the Bullfrog area would be
22 the one of most interest, and I'll come back to that
23 last.

24 The other three, Hite, Hall's Crossing and
25 Dangling Rope would be basically stand-alones and sit

1 far enough apart from us that there could be some
2 economy of scale with panels, for instance, and that --
3 or/and or the invertors if we could buy those out, but I
4 don't think that's going to be a high percentage item
5 that would come through.

6 With regard to the Bullfrog, though, as
7 Mr. Shortreed's already pointed out, we could deploy the
8 same construction crews. They are within short distance
9 of each other. We could have one, for instance, lay
10 down area and sit down, and you know, we could get a lot
11 more economy of scale with the Bullfrog situation, not
12 so much with Hite, Hall's Crossing and Dangling Rope.
13 Those are going to be one-offs.

14 Right now, if I could just add, we are not
15 anticipating much change at Hite, Hall's Crossing and
16 Dangling Rope. We need to see -- that's something I
17 think if there's any ambiguity on what the RFP would
18 look, it will be how they characterize those three sites
19 and what they want done there.

20 We have speculated with TUID on what we might
21 do, and we have speculated with the park service on what
22 we might do with those, but really I have no idea what
23 that RFP is going to say about those three sites.

24 So I can't, I can't -- but we do know that
25 they would like to -- I don't know if the RFP will

1 specifically say this, but what the park service has
2 been reflecting to us they would like to move the
3 generation off park service land.

4 They would like it to be as clean -- the green
5 house gas emitting as, as low as possible. They want
6 that. So we have been looking at, you know, natural
7 gas, propane, whatever, in lieu of diesel. That would
8 be an element, and then, of course, the solar panels and
9 the smart thing.

10 And I could have, on the structure -- another
11 structure that would come in that we have got one vendor
12 on where UAMPS or TUID, either one could do this, we
13 would enter into a contract where they would -- they
14 would provide power at a fixed rate over 25 years,
15 through that kind.

16 That could be another structure, and in this
17 instance, UAMPS would look at prepaying at least about
18 78 percent of the energy. And that's a mechanism we
19 deal with in taxes and bonding. I can get into the
20 depths of that, if you will, but that allows us to bring
21 our cost to capital.

22 That's really the value of it. Tax exempt
23 cost to capital into that power purchase arrangement
24 versus -- but we will look at both in terms of what
25 may -- what would be the lowest cost of either, either

1 structural work.

2 **Q. And before there is any contract or any**
3 **definitive agreement with TUID, does the UAMPS board**
4 **have to approve going forward and approve the contract**
5 **documents, or how does that work?**

6 A. Yes. They do. We will -- as we work through
7 this -- so Chip -- or Mr. Shortreed, excuse me. He sits
8 on the, the board of directors. He would be one of them
9 voting to, to bring the project into, into bearing -- or
10 into being.

11 Though, though we have had extensive
12 discussions about this with our, our executive group as
13 well as with the board, and we've had no -- no concerns
14 of it raised to that, but we do not have the specific
15 contracts in place for them to review and approve at
16 this time.

17 But I think they would be very similar, you
18 know, except for a few name changes and descriptive
19 changes to our existing contracts, and I would
20 anticipate, my speculation would be the board would
21 agree to that.

22 **Q. Thank you.**

23 MS. SCHMID: Those are all my questions.

24 EXAMINATION

25 BY PRESIDING OFFICER REIF:

1 Q. Thank you for your -- thank you for your
2 testimony, Mr. Hunter. I, I think it was very helpful
3 on a number of fronts, and I very much appreciate you
4 responding to the question about the provider of last
5 resort.

6 To follow up with your statement regarding
7 that issue, would that hold true if Ticaboo is granted
8 the CPCN but not the RFP?

9 A. Well, I would assume if the park service were
10 to call upon Ticaboo in an emergency to, to provide that
11 power, yes, it would. Yeah.

12 Q. Thank you sir. I don't have any other
13 questions. Is there any follow-up? Okay. I realize we
14 have been quite a, a while. Would you like to take a
15 break, and then have the division take their part?

16 I don't want to break it up, though, if you
17 feel like -- if you feel like we're on a roll, but I do
18 want to be respectful to those of you who may wish to
19 take a, a break for whatever reason.

20 MS. SCHMID: The division would appreciate a
21 break if that could be granted.

22 PRESIDING OFFICER REIF: Okay. All right.
23 Let's take a break and we'll -- let's say. Would five
24 minutes be okay, or --

25 MS. SCHMID: Perhaps ten.

1 PRESIDING OFFICER REIF: Okay. Ten minutes.
2 Ten minutes.

3 MS. SCHMID: Thank you.

4 (Recess from 3:21 p.m. to 3:35 p.m.)

5 PRESIDING OFFICER REIF: We're back on the
6 record, and Patricia, this is your turn.

7 MS. SCHMID: Thank you very much. The
8 division would like to call Mr. Douglas Wheelwright as
9 its witness. May he please be sworn.

10 PRESIDING OFFICER REIF: Yes. Good afternoon,
11 Mr. Wheelwright.

12 THE WITNESS: Good afternoon.

13 PRESIDING OFFICER REIF: Do you swear to tell
14 the truth?

15 THE WITNESS: Yes, I do.

16 PRESIDING OFFICER REIF: Thank you.

17 DOUGLAS WHEELRIGHT,
18 called as a witness, having been first duly sworn, was
19 examined and testified as follows:

20 DIRECT EXAMINATION

21 BY MS. SCHMID:

22 **Q. Mr. Wheelwright, for the record could you**
23 **please state your full name, title, employer and**
24 **business address.**

25 A. Yes. My name is Douglas D. Wheelwright. I am

1 a technical consultant with the Division of Public
2 Utilities. My address is 160 East 300 South, Salt Lake
3 City.

4 Q. In connection with your employment at the
5 division, have you participated on behalf of the
6 division in this docket?

7 A. Yes, I have.

8 Q. Does that participation include participating
9 in meetings, reading filings and other information
10 provided and drafting or causing to be drafted and filed
11 the division's response dated -- or the division's
12 comments dated Tuesday, March 20th, and the division's
13 response comments dated Tuesday, April 10th?

14 A. Yes. That's correct.

15 MS. SCHMID: The division would like to move
16 that those comments and response comments be admitted
17 into the record.

18 PRESIDING OFFICER REIF: Any objection?

19 MR. LONG: No objection. To, to the extent
20 that the other comments are not already in the record,
21 we would move those also be admitted.

22 PRESIDING OFFICER REIF: And by that, I would
23 also assume you mean the application and the supplement
24 to the application.

25 MR. LONG: Correct.

1 PRESIDING OFFICER REIF: Very good.

2 MR. LONG: As well as the comments submitted
3 by the district.

4 PRESIDING OFFICER REIF: The reply comments?

5 MR. LONG: Reply or response, whichever,
6 whichever one we called those. Reply, reply comments,
7 according to Ms. Schmid, submitted by the district.

8 PRESIDING OFFICER REIF: The entire record is
9 submitted into evidence. I think that includes what
10 UAMPS has filed as well.

11 MS. SCHMID: Thank you.

12 Q. (By Ms. Schmid) Mr. Wheelwright, before you
13 give a summary, can you say that the areas that you
14 addressed in your comments and reply comments -- sorry,
15 and response comments and that you will address here
16 today, as far as they relate to the 1986 case you cite,
17 were made because you believed that the 1986 case cited
18 provided a reasonable analytical framework through which
19 to consider TUID's application?

20 A. Yes, that's correct.

21 Q. Please proceed with your summary.

22 A. Thank you. The Ticaboo Utility Improvement
23 District, referred to as TUID, is requesting permission
24 to amend the certificate of public convenience and
25 necessity to include the National Park Service

1 facilities around Lake Powell; namely Bullfrog Marina,
2 Hall's Crossing Marina, Dangling Rope Marina, and the
3 Hite Marina.

4 The primary reason for expense -- the
5 expansion request is to allow TUID the opportunity to
6 bid on providing electric service to the national
7 recreation area. However, it should be understood that
8 the expanded area and customers will not be connected to
9 the existing generation and distribution facilities of
10 TUID.

11 Providing service to these remote areas will
12 require independent micro-grid generation facilities in
13 each location. While it is not the norm for service
14 territory boundaries to change, the commission has
15 outlined the requirements for granting a boundary
16 change.

17 The division's original comments filed on
18 March 20th, 2018, identified six items that had been
19 established in a previous commission order, and the
20 division applied these same guidelines to evaluate the
21 TUID application. Preparing a valuation of the TU, TUID
22 application has been difficult for the division with a
23 limited amount of information and the changing nature of
24 the information that has been provided.

25 TUID has prepared significant supplements to

1 the initial filing, and the relationship between TUID
2 and UAMPS was not outlined until TUID filed reply
3 comments on April 3rd, 2018. In addition, the specific
4 terms and requirements of the potential national park
5 contract are not available, and the potential cost it
6 backs to TUID cannot be determined at this time.

7 TUID has -- is -- or has a unique and
8 challenging requirement to provide reliable electric
9 service to a small and isolated customer base. TUID is
10 completely off the grid with power generated primarily
11 from diesel generators. With a limited population and
12 TUID's isolated location, the potential national park
13 contract is the only apparent opportunity for TUID to
14 expand in the near future.

15 While the division does not believe that the
16 commission's guidelines have been satisfied by TUID, the
17 division does not want to stand in the way of a
18 potential opportunity for TUID and doesn't want -- does
19 not want to create a difficult situation if TU -- TUID
20 is not the successful bidder for the national park
21 contract.

22 It is the division's understanding that a
23 proposed expansion is supported by the trustees of TUID
24 and has the support of UAMPS. Community support has
25 also been expressed from Kane, Garfield and San Juan

1 County Commissioners.

2 If the commission approves the TUID
3 application, the commission should consider a
4 conditional application or conditional approval with
5 specific terms and dates for completion. For example,
6 since it is unclear when the national park will issue an
7 RFP with specific details and guidelines, an expansion
8 of the territory could be granted for 3rd -- 24 to 36
9 months in order to allow TUID the opportunity to bid.

10 If the National Park Service does not issue an
11 RFP within the specified time or if TUID is not the
12 successful bidder for the contract, the commission's
13 authorization for expanded territory would be withdrawn
14 and TUID's service area boundaries would return to the
15 current designation.

16 The commission may also want to impose
17 conditions or, or requirements for TUID to provide
18 progress reports or updates over the next 24 to 36
19 months as the RFP requirements and potential cost
20 impacts to TUID become available.

21 In summary, the public interest is served by
22 allowing a capable and willing utility to serve the
23 customers within its service territory. If TUID is
24 capable and willing, regulators should not prevent
25 expansion of service.

1 If TUID is incapable or unwilling, regulators
2 should not grant it a right to serve the territory. If
3 the commission finds that expansion is appropriate, the
4 division recommends a conditional approval such as
5 suggest, suggested above, and would -- that would permit
6 TUID and/or another utility to serve the area.

7 That concludes my summary.

8 **Q. Mr. Wheelwright, is it your understanding that**
9 **if the commission were to approve the application for**
10 **the expanded service territory, the decision for TUID to**
11 **bid on a National Park Service RFP if one were issued**
12 **would rest with the TUID board, and to an extent as far**
13 **as applicable, the UAMPS board, which would provide**
14 **funding for such endeavors?**

15 A. Yes. That's my understanding.

16 MS. SCHMID: Thank you. Mr. Wheelwright is
17 now available for questions from the parties and from
18 the hearing officer.

19 PRESIDING OFFICER REIF: Mr. Long, any
20 questions for the witness?

21 MR. LONG: We have no questions for
22 Mr. Wheelwright. Thank you.

23 PRESIDING OFFICER REIF: Thank you. Any
24 questions, Mr. Baker?

25 MR. BAKER: No questions.

1 PRESIDING OFFICER REIF: Thank you for your
2 testimony, Mr. Wheelwright.

3 THE WITNESS: Thank you.

4 EXAMINATION

5 BY PRESIDING OFFICER REIF:

6 Q. Mr. Wheelwright, I am -- I would like to ask
7 you a question or two.

8 A. Yes.

9 Q. So in, in listening to your summary and your
10 suggestion as far as how the commission should conclude
11 with an order, based on the testimony today from
12 Ticaboo, it has indicated that no one else is serving
13 the area, there have been no objections to Ticaboo
14 serving, and Ticaboo simply wants to serve.

15 So I believe the concern that you expressed in
16 the latter part of your -- of your testimony has been
17 resolved. In your mind, would, would there be any
18 problem with simply issuing an order granting the
19 request?

20 And based on what's been discussed today, I
21 think Ticaboo is on notice. They understand what's
22 possibly at issue if they don't get the RFP, and they
23 have some obligation, possibly as a provider of last
24 resort, whether they want to then reexamine the service
25 territory that they have been granted and make a request

1 to the commission to scale back that to their original
2 application.

3 Do you have a response to that?

4 A. I think, if I understand the question, it
5 would be the responsibility of TUID then to, to reapply.
6 If they do not -- if they are not successful in the bid,
7 it would be their responsibility then to reapply to the
8 commission to have that boundary changed back to the
9 current?

10 Q. I wouldn't say it would be their obligation.
11 It would be their choice if they chose to do that,
12 realizing that if they didn't do so, there could be some
13 risks associated with that, and in a worst-case scenario
14 if, if they were called upon as the provider of last
15 resort.

16 A. Yeah. I, I think a cleaner way to do it would
17 be to have a conditional approval, where if the -- if
18 they are not successful in their bid process, then we
19 revert back to the -- to the current boundaries. That
20 would, I think, be the cleanest and easiest way to do
21 this. That's based on our recommendation.

22 Q. Can you think of any instance where we have
23 done that in the past?

24 A. Not that I am aware of. I think it's -- I
25 believe it's within the, the authority of the Public

1 Service Commission to stipulate some conditions of an
2 approval.

3 **Q. Very good.**

4 PRESIDING OFFICER REIF: Is there any response
5 or follow-up questions from any of the parties? Okay.
6 We'll take the matter under advisement. Very much
7 appreciate your time and testimony today. Thank you so
8 much, and hope you have a nice afternoon. Our
9 commission will take the matter under advisement and
10 issue a decision at some point.

11 MR. LONG: Just, just a point of
12 clarification. You brought up previously the matter of
13 a legal description or a more defined service area.

14 PRESIDING OFFICER REIF: Yes.

15 MR. LONG: Is that something the commission
16 would like to see before issuing, issuing some sort of
17 order or -- we're happy to provide whatever additional
18 information the commission would like. We simply need
19 our to-do list.

20 PRESIDING OFFICER REIF: Yes, I think you
21 should add that to your to-do list, and if you can get
22 that to us, you know, I think that would be greatly
23 helpful because in examining the application, knowing
24 precisely what area is or is not at issue is -- I think
25 we just need to have a legal description of that. So

1 thank you.

2 MR. LONG: Understood. We will -- we will do
3 that as soon as possible.

4 PRESIDING OFFICER REIF: Okay. Thank you very
5 much. Are there any questions before we go off the
6 record? Okay. Well, thank you again, and have a nice
7 afternoon.

8 (The hearing concluded at 3:49 p.m.)

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C E R T I F I C A T E


STATE OF UTAH)
COUNTY OF SALT LAKE)

THIS IS TO CERTIFY that the foregoing proceedings were taken before me, Teri Hansen Cronenwett, Certified Realtime Reporter, Registered Merit Reporter and Notary Public in and for the State of Utah.

That the proceedings were reported by me in Stenotype, and thereafter transcribed by computer under my supervision, and that a full, true, and correct transcription is set forth in the foregoing pages, numbered 3 through 92 inclusive.

I further certify that I am not of kin or otherwise associated with any of the parties to said cause of action, and that I am not interested in the event thereof.

WITNESS MY HAND and official seal at Salt Lake City, Utah, this 24th day of April, 2018.


Teri Hansen Cronenwett, CRR, RMR
License No. 91-109812-7801

My commission expires:
January 19, 2019

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