Lea Mule

114TH CONGRESS 1ST SESSION

## **S.** 1236

To amend the Federal Power Act to modify certain requirements relating to trial-type hearings with respect to certain license applications before the Federal Energy Regulatory Commission, and for other purposes.

## IN THE SENATE OF THE UNITED STATES

Ms.	Murkowski	introduced	the	following	bill;	which	was	read	twice	and
	referred	to the Com	mitt	tee on					_	

## A BILL

- To amend the Federal Power Act to modify certain requirements relating to trial-type hearings with respect to certain license applications before the Federal Energy Regulatory Commission, and for other purposes.
  - 1 Be it enacted by the Senate and House of Representa-
  - 2 tives of the United States of America in Congress assembled,
  - 3 SECTION 1. SHORT TITLE.
  - 4 This Act may be cited as the "Hydropower Improve-
  - 5 ment Act of 2015".
  - 6 SEC. 2. FINDINGS.
  - 7 Congress finds that—

1	(1) according to the Energy Information Ad-
2	ministration, hydropower is the largest renewable
3	energy source for electricity generation in the United
4	States;
5	(2) as of the date of enactment of this Act—
6	(A) hydropower accounted for—
7	(i) 52 percent of electricity generation
8	from renewable resources in the United
9	States;
10	(ii) approximately 6 percent of total
11	electricity generation in the United States;
12	and
13	(B) the use of hydropower results in a re-
14	duction of 200,000,000 metric tons of carbon
15	emissions each year;
16	(3) with approximately 100,000 megawatts of
17	electric capacity, hydropower provides low-cost power
18	to 30,000,000 homes in the United States;
19	(4) hydropower provides—
20	(A) baseload power;
21	(B) ancillary benefits that include grid reli-
22	ability and energy storage; and
23	(C) integration and balancing services for
24	variable renewable electricity resources, such as
25	wind and solar;

1	(5) the Department of Energy estimates that
2	an additional 300 gigawatts of hydropower could be
3	realized in the United States through—
4	(A) efficiency and capacity upgrades at ex-
5	isting facilities;
6	(B) powering nonpowered dams;
7	(C) the development of new small hydro-
8	power projects; and
9	(D) pumped storage hydropower; and
10	(6) the electric power systems in the United
11	States and Canada form a highly integrated North
12	American grid as—
13	(A) the systems are connected at over 35
14	points;
15	(B) on average, Canada exports 5 to 10
16	percent of its total electric generation to United
17	States markets, with hydropower resources
18	comprising over 80 percent of the exports; and
19	(C) hydropower imports into the United
20	States from Canada help stabilize the electric
21	system during—
22	(i) sudden disturbances, such as the
23	2003 Northeast blackout; and
24	(ii) severe weather events, such as the
25	2014 polar vortex.

1	SEC. 3. SENSE OF CONGRESS ON THE USE OF HYDRO-
2	POWER RENEWABLE RESOURCES.
3	It is the sense of Congress that—
4	(1) hydropower is a renewable resource for pur-
5	poses of all Federal programs and is an essential
6	source of energy in the United States; and
7	(2) the United States should increase substan-
8	tially the capacity and generation of clean, renewable
9	hydropower resources that would improve environ-
10	mental quality in the United States and support
11	over 1,000,000 clean energy jobs.
12	SEC. 4. MODIFYING THE DEFINITION OF RENEWABLE EN-
13	ERGY TO INCLUDE HYDROPOWER.
14	Section 203(b)(2) of the Energy Policy Act of 2005
15	(42 U.S.C. 15852(b)(2)) is amended by striking "new hy-
16	droelectric generation capacity achieved from increased ef-
17	ficiency or additions of new capacity at an existing hydro-
18	electric project" and inserting "hydropower".
19	SEC. 5. LICENSES FOR CONSTRUCTION.
20	The first proviso of section 4(e) of the Federal Power
21	Act (16 U.S.C. 797(e)) is amended—
22	(1) in the first sentence—
23	(A) by striking "deem" and insert "deter-
24	mine to be"; and
25	(B) by striking "utilization of such res-
26	ervation." and inserting the following: "utiliza-

1	tion of such reservation, but only if the condi-
2	tions pertain to reservation land on which
3	project works are located, have a clear and di-
4	rect nexus to the presence or operations of the
5	project being licensed, as determined by the
6	Commission, and are submitted in accordance
7	with the schedule established under section 35".
8	and
9	(2) by striking the second, third, and fourth
10	sentences.
11	SEC. 6. PRELIMINARY PERMITS.
12	Section 5 of the Federal Power Act (16 U.S.C. 798)
13	is amended—
14	(1) in subsection (a), by striking "three" and
15	inserting "4"; and
16	(2) in subsection (b)—
17	(A) by striking "Commission may extend
18	the period of a preliminary permit once for not
19	more than 2 additional years beyond the 3
20	years" and inserting the following:
21	"Commission may—
22	"(1) extend the period of a preliminary permit
23	once for not more than 4 additional years beyond
24	the 4 years";

1	(B) by striking the period at the end and
2	inserting "; and; and
3	(C) by adding at the end the following:
4	"(2) after the end of an extension period grant-
5	ed under paragraph (1), issue an additional permit
6	to the permittee if the Commission determines that
7	there are extraordinary circumstances that warrant
8	the issuance of the additional permit.".
9	SEC. 7. TIME LIMIT FOR CONSTRUCTION OF PROJECT
10	WORKS.
11	Section 13 of the Federal Power Act (16 U.S.C. 806)
12	is amended in the second sentence by striking "once but
13	not longer than two additional years" and inserting "for
14	not more than 8 additional years,".
15	SEC. 8. LICENSE TERM.
16	Section 15(e) of the Federal Power Act (16 U.S.C.
17	808(e)) is amended—
18	(a) by striking "(e) Except" and inserting the fol-
19	lowing:
20	"(e) LICENSE TERM ON RELICENSING.—
21	"(1) In general.—Except"; and
22	(b) by adding at the end the following:
23	"(2) Consideration.—In determining the
24	term of a license under paragraph (1), the Commis-
25	sion shall consider project-related investments by the

1	licensee over the term of the existing license (includ-
2	ing any terms under annual licenses) that resulted
3	in new development, construction, capacity, effi-
4	ciency improvements, or environmental measures,
5	but which did not result in the extension of the term
6	of the license by the Commission.".
7	SEC. 9. OPERATION OF NAVIGATION FACILITIES.
8	Section 18 of the Federal Power Act (16 U.S.C. 811)
9	is amended—
10	(1) in the first sentence, by inserting after the
11	"Secretary of Commerce" the following: "or the Sec-
12	retary of the Interior, as appropriate, but only if the
13	fishways are necessary to mitigate effects of the
14	project on fish populations, have a clear and direct
15	nexus to the presence or operations of the project
16	being licensed, as determined by the Commission,
17	and are submitted in accordance with the schedule
18	established under section 35"; and
19	(2) by striking the second, third, and fourth
20	sentences.
21	SEC. 10. ALTERNATIVE CONDITIONS AND PRESCRIPTIONS.
22	Section 33 of the Federal Power Act (16 U.S.C.
23	823d) is amended—
24	(1) in subsection (a)—

1	(A) in paragraph (1), by striking recems
2	and inserting "determines";
3	(B) in paragraph (2)—
4	(i) in the matter preceding subpara-
5	graph (A)—
6	(I) by striking "in paragraph (1),
7	and" and inserting "in paragraph (1),
8	as submitted and without modifica-
9	tion, and";
10	(II) by striking "if the Secretary
11	determines," and inserting "if the
12	Commission determines,"; and
13	(III) by striking "otherwise avail-
14	able to the Secretary" and inserting
15	"otherwise available to the Commis-
16	sion";
17	(ii) in subparagraph (A), by striking
18	"provides for the adequate protection and
19	utilization of the reservation" and insert-
20	ing "adequately protects the reservation
21	from adverse effects of the project"; and
22	(iii) in subparagraph (B), in the mat-
23	ter preceding clause (i), by inserting "de-
24	termined to be necessary" before "by the
25	Secretary';

1	(C) in paragraph (3)—
2	(i) by striking "Secretary" each place
3	it appears and inserting "Commission";
4	and
5	(ii) by striking "evidence provided by
6	the Commission" and inserting "evidence
7	provided by the Secretary";
8	(D) by striking paragraph (4); and
9	(E) by striking paragraph (5);
10	(2) in subsection (b)—
11	(A) in paragraph (2), in the matter pre-
12	ceding subparagraph (A)—
13	(i) by striking "referred to in para-
14	graph (1), if the Secretary of the appro-
15	priate department" and inserting "referred
16	to in paragraph (1), as submitted and
17	without modification, if the Commission";
18	and
19	(ii) by striking "otherwise available to
20	the Secretary" and inserting "otherwise
21	available to the Commission";
22	(B) in paragraph (3)—
23	(i) by striking "the Secretary shall
24	consider" and inserting "the Commission
25	shall consider";

1	(ii) by striking "otherwise available to
2	the Secretary" and inserting "otherwise
3	available to the Commission"; and
4	(iii) by striking "evidence provided by
5	the Commission" and inserting "evidence
6	provided by the Secretary concerned";
7	(C) by striking paragraph (4); and
8	(D) by striking paragraph (5); and
9	(3) by adding at the end the following:
10	"(c) APPLICABILITY.—This section applies to—
11	"(1) any proceeding under this part in which a
12	Secretary proposes a condition to a license under the
13	first proviso of section 4(e);
14	"(2) any proceeding under this part in which a
15	Secretary proposes a prescription for a fishway
16	under section 18; and
17	"(3) any instance in which a Secretary seeks to
18	exercise reserved authority under a license to pre-
19	scribe, submit, or revise any condition to a license,
20	under the first provision of section 4(e) or a fishway
21	prescribed under section 18, as appropriate.".
22	SEC. 11. LICENSING PROCESS IMPROVEMENTS AND CO-
23	ORDINATION.
24	Part I of the Federal Power Act (16 U.S.C. 792 et
25	seq.) is amended by adding at the end the following:

26

part.

1	"SEC. 34. LICENSING PROCESS IMPROVEMENTS.
2	"(a) License Studies.—
3	"(1) IN GENERAL.—To facilitate the timely and
4	efficient completion of the license proceedings under
5	this part, the Commission shall—
6	"(A) conduct an investigation of best prac-
7	tices in performing licensing studies, including
8	methodologies and the design of studies to as-
9	sess the full range of environmental impacts of
10	a project; and
11	"(B) compile a comprehensive collection of
12	studies and data accessible to the public that
13	could be used to inform license proceedings
14	under this paragraph.
15	"(2) Use of existing studies.—To the max-
16	imum extent practicable, the Commission shall use
17	existing studies and data in individual licensing pro-
18	ceedings under this part in accordance with para-
19	graph (1).
20	"(3) NONDUPLICATION REQUIREMENT.—To the
21	maximum extent practicable, the Commission shall
22	ensure that studies and data required for any Fed-
23	eral authorization (as defined in section 35(a)) ap-
24	plicable to a particular project or facility are not du-
25	plicated in other licensing proceedings under this

1	"(b) Informal Meetings With Commission
2	Staff.—
3	"(1) In General.—On the request of a li-
4	censee, applicant, or party to any license proceeding
5	under this part, the Commission may designate staff
6	to hold informal meetings to discuss technical or
7	procedural matters relating to any ongoing license
8	proceeding.
9	"(2) Public Notice.—The Commission—
10	"(A) shall not be required to provide public
11	notice in advance of a meeting held under para-
12	graph (1); and
13	"(B) after a meeting is held under para-
14	graph (1), shall provide, on the record, to the
15	public—
16	"(i) notice regarding the subject mat-
17	ter of the meeting; and
18	"(ii) a summary of the meeting.
19	"SEC. 35. LICENSING PROCESS COORDINATION.
20	"(a) Definition of Federal Authorization.—In
21	this section, the term 'Federal authorization' means any
22	authorization required under Federal law (including any
23	license, permit, special use authorization, certification,
24	opinion, consultation, determination, or other approval)
25	with respect to—

1	"(1) a project licensed under section 4 or 15;
2	or
3	"(2) a facility exempted under—
4	"(A) section 30; or
5	"(B) section 405(d) of the Public Utility
6	Regulatory Policies Act of 1978 (16 U.S.C.
7	2705(d)).
8	"(b) Designation as Lead Agency.—
9	"(1) IN GENERAL.—The Commission shall act
10	as the lead agency for the purposes of coordinating
11	all applicable Federal authorizations.
12	"(2) OTHER AGENCIES.—Each Federal and
13	State agency considering an aspect of an application
14	for Federal authorization shall cooperate with the
15	Commission.
16	"(c) Schedule.—
17	"(1) Timing for issuance.—It is the sense of
18	Congress that all Federal authorizations required for
19	a project or facility, including a license or exemption
20	order of the Commission, should be issued by the
21	date that is 3 years after the date on which an ap-
22	plication is considered to be complete by the Com-
23	mission.
24	"(2) Commission schedule.—

1	"(A) IN GENERAL.—The Commission snan
2	establish a schedule for the issuance of all Fed-
3	eral authorizations.
4	"(B) REQUIREMENTS.—In establishing the
5	schedule under subparagraph (A), the Commis-
6	sion shall—
7	"(i) consult and cooperate with the
8	Federal and State agencies responsible for
9	a Federal authorization;
10	"(ii) ensure the expeditious comple-
11	tion of all proceedings relating to a Fed-
12	eral authorization; and
13	"(iii) comply with applicable schedules
14	established by Federal law with respect to
15	a Federal authorization.
16	"(3) RECOMMENDATIONS.—If a Federal au-
17	thorization is not issued by the applicable deadline
18	established under paragraph (2)—
19	"(A) the license or exemption order of the
20	Commission shall be considered to satisfy the
21	required Federal authorization; and
22	"(B) any subsequent submission by the
23	agency responsible for the Federal authoriza-
24	tion shall be treated as a recommendation for

1	potential inclusion in the license under section
2	10(a).
3	"(d) Consolidated Record.—
4	"(1) In General.—The Commission shall
5	maintain official consolidated records of all license
6	proceedings under this part.
7	"(2) Submission of recommendations.—
8	Any Federal or State agency that is providing rec-
9	ommendations with respect to a license proceeding
10	under this part shall submit to the Commission for
11	inclusion in the consolidated record relating to the li-
12	cense proceeding maintained under paragraph (1)—
13	"(A) the recommendations;
14	"(B) the rationale for the recommenda-
15	tions; and
16	"(C) any supporting materials relating to
17	the recommendations.
18	"(3) Written statement.—In a case in
19	which a Federal agency is making a determination
20	with respect to a covered measure (as defined in sec-
21	tion 36(a)), the head of the Federal agency shall in-
22	clude in the consolidated record a written statement
23	demonstrating that the Federal agency gave equal
24	consideration to the effects of the covered measure
25	on

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1	"(A) energy supply, distribution, cost, and
2	use;
3	"(B) flood control;
4	"(C) navigation;
5	"(D) water supply; and
6	"(E) air quality and the preservation of
7	other aspects of environmental quality.
8	"SEC. 36, TRIAL-TYPE HEARINGS.
9	"(a) DEFINITIONS.—In this section:
10	"(1) ALTERNATIVE CONDITION.—The term 'al-
11	ternative condition' means an alternative condition
12	proposed under section 33(a)(1).
13	"(2) ALTERNATIVE PRESCRIPTION.—The term
14	'alternative prescription' means an alternative pre-
15	scription proposed under section 33(b)(1).
16	"(3) COVERED MEASURE.—The term 'covered
17	measure' means—
18	"(A) an original condition;
19	"(B) an original prescription;
20	"(C) an alternative condition; and
21	"(D) an alternative prescription.
22	"(4) Original condition.—The term 'original
23	condition' means a condition to a license proposed
24	under the first proviso of section 4(e).

1	"(5) Original prescription.—The term
2	'original prescription' means a prescription for a
3	fishway proposed under section 18.
4	"(b) AUTHORIZATION OF TRIAL-TYPE HEARING.—
5	The license applicant (including an applicant for a license
6	under section 15) and any party to the proceeding shall
7	be entitled to a determination on the record, after oppor-
8	tunity for a trial-type hearing of not more than 120 days,
9	on any disputed issues of material fact with respect to an
10	applicable covered measure.
11	"(c) Effect of Revision or Supplemen-
12	TATION.—The fact that an existing license is revised or
13	supplemented under the reserved authority of a resource
14	agency shall not affect the eligibility of the license appli-
15	cant for a trial-type hearing under this section.
16	"(d) Deadline for Request.—A request for a
17	trial-type hearing under this section shall be submitted not
18	later than 60 days after the date on which the Secretary—
19	"(1) submits an original condition or original
20	prescription; or
21	"(2) exercises reserved authority under the li-
22	cense to prescribe, submit, or revise any condition to
23	a license under the first proviso of section 4(e) or
24	fishway prescribed under section 18, as appropriate

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- 1 "(e) NO REQUIREMENT TO EXHAUST.—By electing
- 2 not to request a trial-type hearing under subsection, a li-
- 3 cense applicant and any other party to a license pro-
- 4 ceeding shall not be considered to have waived the right
- 5 of the applicant or other party to raise any issue of fact
- 6 or law on rehearing or judicial review of the license deci-
- 7 sion of the Commission.
- 8 "(f) Administrative Law Judge.—All disputed
- 9 issues of material fact raised by a party in a request for
- 10 a trial-type hearing submitted under subsection (d) shall
- 11 be determined in a single trial-type hearing to be con-
- 12 ducted by an Administrative Law Judge within the Office
- 13 of Administrative Law Judges and Dispute Resolution of
- 14 the Commission, in accordance with the Commission rules
- 15 of practice and procedure under part 385 of title 18, Code
- 16 of Federal Regulations (or successor regulations), and
- 17 within the timeframe established by the Commission for
- 18 each license proceeding (including a proceeding for a li-
- 19 cense under section 15).
- 20 "(g) STAY.—The Administrative Law Judge may im-
- 21 pose a stay of a trial-type hearing under this section for
- 22 a period of not more than 120 days to facilitate settlement
- 23 negotiations relating to resolving the disputed issues of
- 24 material fact with respect to the covered measure.

- 1 "(h) BURDEN OF PROOF.—In any trial-type hearing
- 2 under this section, the party advocating for the adoption
- 3 of the covered measure shall have the burden of proof to
- 4 support the facts at issue in the covered measure, by a
- 5 preponderance of evidence.
- 6 "(i) Issuance of Decision Relating to Covered
- 7 Measures.—On conclusion of a trial-type hearing under
- 8 this section, the Administrative Law Judge shall issue
- 9 findings of fact, which shall be binding on all participants
- 10 in the trial-type hearing.
- 11 "(j) SECRETARIAL DETERMINATION.—The Secretary
- 12 that issued the original condition or original prescription
- 13 shall not later than 60 days after the date on which the
- 14 Administrative Law Judge issues the decision and, in ac-
- 15 cordance with the schedule established by the Commission,
- 16 propose a modified condition or modified prescription ap-
- 17 plicable to the license, based on the decision issued by the
- 18 Administrative Law Judge.
- 19 "(k) Alternative.—A party to the trial-type hear-
- 20 ing may propose to the Commission an alternative to a
- 21 modified condition or modified prescription proposed by
- 22 the Secretary under subsection (j), in accordance with the
- 23 schedule established by the Commission.
- 24 "(1) Determination by Commission.—After con-
- 25 sidering the modified condition or modified prescription

proposed under subsection (j) and any alternative to the modified condition or modified prescription proposed under subsection (k), the Commission shall include in the 3 license the modified condition or modified prescription, un-4 less the Commission determines that the alternative to the modified condition or modified prescription— 6 "(1)(A) in the case of an alternative to the 7 modified condition, provides for the adequate protec-8 9 tion and utilization of the reservation; or "(B) in the case of an alternative to the modi-10 fied prescription, would be no less protective than 11 12 the modified prescription; and "(2) as compared to the modified condition or 13 modified prescription, would— 14 "(A) cost significantly less to implement; 15 16 or "(B) result in improved operation of the 17 project works for electricity production. 18 "(m) APPEAL TO COMMISSION.—A decision of an Ad-19 ministrative Law Judge issued under this section may be 20 appealed to the Commission only as part of a request for 21 rehearing filed within 30 days of a Commission order act-22 ing on the application at issue. 23 "(n) RESOLUTION OF INCONSISTENCIES.—The Com-24 mission shall have the final authority to resolve any incon-

1	sistencies between requirements imposed pursuant to Fed-
2	eral authorizations (as defined in section 35(a)).
3	"SEC. 37. PUMPED STORAGE PROJECTS.
4	"In carrying out section 6(a) of the Hydropower Reg-
5	ulatory Efficiency Act of 2013 (16 U.S.C. 797 note; Pub-
6	lic Law 113–23), the Commission shall consider a closed
7	loop pumped storage project to include a project—
8	"(1) in which the upper and lower reservoirs do
9	not impound or directly withdraw water from a navi-
10	gable stream; and
11	"(2) that is not continuously connected to a
12	naturally flowing water feature.
13	"SEC. 38. ANNUAL REPORTS.
14	"(a) Commission Annual Report.—
15	"(1) In general.—The Commission shall sub-
16	mit to the Committee on Energy and Natural Re-
17	sources of the Senate and the Committee on Energy
18	and Commerce of the House of Representatives an
19	annual report that—
20	"(A) describes and quantifies, for each li-
21	censed, exempted, or proposed project under
22	this part or section 405(d) of the Public Utility
23	Regulatory Policies Act of 1978 (16 U.S.C.
24	2705(d)) (referred to in this subsection as the
25	'covered project'), the quantity of energy and

1	capacity authorized for new development and
2	reauthorized for continued operation during the
3	reporting year, including an assessment of the
4	economic, climactic, air quality, and other envi-
5	ronmental benefits achieved by the new and re-
6	authorized energy and capacity;
7	"(B) describes and quantifies the loss of
8	energy, capacity, or ancillary services as a re-
9	sult of any licensing action under this part or
10	other requirement under Federal law during the
11	reporting year;
12	"(C) identifies any application to license,
13	relicense, or expand a covered project pending
14	as of the date of the annual report, including
15	a quantification of the new energy and capacity
16	with the potential to be gained or lost by action
17	relating to the covered project; and
18	"(D) lists all proposed covered projects
19	that, as of the date of the annual report, are
20	subject to a preliminary permit issued under
21	section 4(f), including a description of the
22	quantity of new energy and capacity that would
23	be achieved through the development of each
24	proposed covered project.

. 1	"(2) AVAILABILITY.—The Commission shall es-
2	tablish and maintain a publicly available website or
3	comparable resource that tracks all information re-
4	quired for the annual report under paragraph (1).
5	"(b) RESOURCE AGENCY ANNUAL REPORT.—
6	"(1) IN GENERAL.—Any Federal or State re-
7	source agency that is participating in any Commis-
8	sion proceeding under this part or that has respon-
9	sibilities for any Federal authorization shall submit
10	to the Committee on Energy and Natural Resources
11	of the Senate and the Committee on Energy and
12	Commerce of the House of Representatives a report
13	that—
14	"(A) describes each term, condition, or
15	other requirement prepared by the resource
16	agency during the reporting year with respect
17	to a Commission proceeding under this part, in-
18	cluding—
19	"(i) an assessment of whether imple-
20	mentation of the term, condition, or other
21	requirement would result in the loss of en-
22	ergy, capacity, or ancillary services at the
23	project, including a quantification of the
24	losses;

1	(ii) an analysis of economic, air quai-
2	ity, climactic and other environmental ef-
3	fects associated with implementation of the
4	term, condition, or other requirement;
5	"(iii) a demonstration, based on evi-
6	dence in the record of the Commission,
7	that the resource agency prepared the
8	term, condition, or other requirement in a
9	manner that meets the policy established
10	by this part while discharging the respon-
11	sibilities of the resource agency under this
12	part or any other applicable requirement
13	under Federal law; and
14	"(iv) a statement of whether the head
15	of the applicable Federal agency has ren-
16	dered final approval of the term, condition,
17	or other requirement, or whether the term,
18	condition, or other requirement remains a
19	preliminary recommendation of staff of the
20	resource agency; and
21	"(B) identifies all pending, scheduled, and
22	anticipated proceedings under this part that, as
23	of the date of the annual report, the resource
24	agency expects to participate in, or has any ap-

1	proval or participatory responsibilities for under
2	Federal law, including—
3	"(i) an accounting of whether the re-
4	source agency met all deadlines or other
5	milestones established by the resource
6	agency or the Commission during the re-
7	porting year; and
8	"(ii) the specific plans of the resource
9	agency for allocating sufficient resources
10	for each project during the upcoming year.
11	"(2) Availability.—Any resource agency pre-
12	paring an annual report to Congress under para-
13	graph (1) shall establish and maintain a publicly
14	available website or comparable resource that tracks
15	all information required for the annual report.".