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# Alaska State Legislature House of Representatives

While in Session
State Capitol, Room 118
Juneau, Alaska 99801-1182
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# Representative Jay Ramras District 10

## **Sponsor Statement**

HB 120 - "An Act authorizing the negotiation for the lease, sale, or other disposal of state land with a contract carrier that is engaged in the intrastate transportation of natural gas by pipeline; relating to regulation of certain contract carriers; relating to the authority of the Alaska Natural Gas Development Authority; relating to the authority of the governor to identify an intrastate gas pipeline project to be developed in conjunction with the Alaska Natural Gas Development Authority; and providing for an effective date."

House Bill 120 sets the framework to define the project of an intrastate natural gas pipeline and to recognize the Governor's authority to designate a project manager, a position that has not yet been defined in statute. The bill further authorizes the Alaska Natural Gas Development Authority (ANGDA), under the direction of the Governor and her appointed project manager, to apply for a right-of-way lease of state land and to assist in the acquisition of federal and state permits and authorizations required by the designated project that are necessary to build a pipeline.

House Bill 120 also recognizes that the in-state natural gas pipeline will originally be a contract carrier, this is necessary to protect the capital investments of those companies that initially delineate gas into the instate pipeline.

As House Bill 120 is written, the role of the Regulatory Commission of Alaska (RCA) is limited to authorizing a person to own or operate an intrastate natural gas pipeline as a contract carrier, issuing a certificate of public convenience and necessity, and issuing a conditional certificate to an applicant that has not yet obtained financing or possession of firm transportation commitments. However, it is the sponsor's belief that this portion of the bill can be amended at a later date when the composition of the pipeline is more clearly understood and defined.

House Bill 120 is an enhancement of the Governor's authority and a solidification of a more narrowly defined role for ANGDA as set forth by the Governor and her appointed project manager.

The language in HB120 requires the Governor through her project manager to define the project, including the proposed route, determine the economic feasibility and probability of success of the project, identify permits and authorizations required for the project, determine whether there are likely to be necessary commitments, identify the person or persons who will design, construct, operate the project, and develop a project plan for design and construction of the pipeline, before designating the project.

As this bill moves through the committee process it is anticipated that enabling language in the form of an appropriations bill will be added by the Finance Committee. Additionally, HB120 maintains the flexibility to add specific intent language to assist in the furtherance of defining the project, project manager, and the specific milestones to be met by June 2011.

## **LEGAL SERVICES**

#### DIVISION OF LEGAL AND RESEARCH SERVICES LEGISLATIVE AFFAIRS AGENCY STATE OF ALASKA

(907) 465-3867 or 465-2450 FAX (907) 465-2029 Mail Stop 3101

State Capitol Juneau, Alaska 99801-1182 Deliveries to: 129 6th St., Rm. 329

## <u>MEMORANDUM</u>

April 3, 2009

**SUBJECT:** 

Sectional Summary for CSHB 120( )

(Work Order No. 26-LS0523\E)

TO:

Representative Jay Ramras

Attn: Jane Pierson

FROM:

Donald M. Bullock Jr

Legislative Counsel

You have requested a sectional summary of the above-described bill.

As a preliminary matter, note that a sectional summary of a bill should not be considered an authoritative interpretation of the bill and the bill itself is the best statement of its contents. If you would like an interpretation of the bill as it may apply to a particular set of circumstances, please advise.

<u>Section 1.</u> Amends AS 19.40.200(b) by adding an exception from the prohibition on the disposal of certain state land for a contract carrier that is engaged in the intrastate transportation of natural gas pipeline.

Section 2. Repeals and reenacts AS 38.05.810(e) to allow the director of the division of lands to negotiate with a contract carrier for the lease, sale, or other disposal of state land at appraised fair market value. Defines "contract carrier" for the purposes of the subsection; the definition is also incorporated by reference in secs. 9 and 10 of the bill.

<u>Section 3.</u> Adds a new subsection to AS 38.35.050 to authorize the commissioner of natural resources to accept a right-of-way application under AS 38.35 (Right-of-Way Leasing Act) from the Alaska Natural Gas Development Authority (ANGDA) for the purpose of developing the gas pipeline project designated by the governor under AS 44.19.037 (a new section that would be added by sec. 13 of the bill).

<u>Section 4.</u> Amends AS 38.35.120(a) to include a contract carrier as a party to a noncompetitive lease for a right-of-way. Excludes a contract carrier from the application of AS 38.35.120(a)(1)(B), relating to a requirement that a North Slope natural gas pipeline operate as a common carrier with respect to the intrastate transportation of North Slope natural gas.

Section 5. Amends AS 41.41.010(a) adding an authorization for ANGDA to assist in

developing the natural gas pipeline project designated by the governor under AS 44.19.037 (a new section that would be added by sec. 13 of the bill). Authorizes ANGDA to apply for a right-of-way lease of state land and to assist in the acquisition of federal and state permits and authorizations required by the designated project.

<u>Section 6.</u> Amends AS 41.41.010(d) to state that assisting the development of the intrastate pipeline project designated by the governor under AS 41.41.010(a)(6) is an essential government function of the state.

<u>Section 7.</u> Amends the definition of "project" in AS 41.41.990(3) to exclude the project designated by the governor under AS 44.19.037.

<u>Section 8.</u> Amends AS 42.06.140(a) to authorize the Regulatory Commission of Alaska (RCA) to authorize a person to own or operate an intrastate natural gas pipeline as a contract carrier.

<u>Section 9.</u> Adds the definition of "contract carrier" to AS 42.06.140; the definition incorporates the definition in AS 38.05.810(e) that is added by sec. 2 of the bill.

<u>Section 10.</u> Adds a new subsection to AS 42.06.240 to authorize RCA to issue a certificate of public convenience and necessity to a contract carrier if the commission finds that the certificate is in the best interest of the state.

<u>Section 11.</u> Adds a new section to AS 42.06 to authorize RCA to issue a conditional certificate to an applicant that has not obtained or committed financing or does not possess firm transportation commitments for the transportation of natural gas. Establishes conditions for the conditional certificate and authorizes RCA to specify additional conditions.

**Section 12.** Amends the definitions of "pipeline" and "pipeline facility" in AS 42.06.630(16) in include the facilities of a contract carrier.

<u>Section 13.</u> Amends AS 44.19 by adding a new section to authorize the governor to designate a proposed project for the development of an intrastate gas pipeline to be developed with the assistance of ANGDA. Requires the governor to take certain action and make certain determinations before designating the proposed project. Requires the governor to give notice to the board of directors of ANGDA so that ANGDA can assist in the development of the designated project.

Section 14. Provides an immediate effective date for the Act.

26-LS0523\E Bullock 4/3/09

## CS FOR HOUSE BILL NO. 120( )

# IN THE LEGISLATURE OF THE STATE OF ALASKA TWENTY-SIXTH LEGISLATURE - FIRST SESSION

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Offered: Referred:

**Sponsor(s): REPRESENTATIVE RAMRAS** 

#### A BILL

#### FOR AN ACT ENTITLED

"An Act authorizing the negotiation for the lease, sale, or other disposal of state land with a contract carrier that is engaged in the intrastate transportation of natural gas by pipeline; relating to regulation of certain contract carriers; relating to the authority of the Alaska Natural Gas Development Authority; relating to the authority of the governor to identify an intrastate gas pipeline project to be developed in conjunction with the Alaska Natural Gas Development Authority; and providing for an effective date."

## BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

- \* Section 1. AS 19.40.200(b) is amended to read:
  - (b) The prohibition on disposal of state land under (a) of this section does not apply to a disposal
  - (1) to a contract carrier that is engaged in the intrastate transportation of natural gas by pipeline, a licensed public utility, or a licensed

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(B) Coldfoot:

Township 28 North, Range 12 West, Fairbanks Meridian

CSHB 120( )

	WORK DRAFT	WORK DRAFT	26-LS0523\E
1		Sections 3 - 4	
2		Sections 9 - 10	
3		Sections 15 - 16	
4		Sections 20 - 22	
5		Township 29 North, Range 12 West, I	Fairbanks Meridian
6		Sections 23 - 27	
7		Sections 34 - 35	
8		(C) Franklin Bluffs:	
9		Township 4 North, Range 14 East, Ur	niat Meridian
10		Sections 3 - 4	
11		Sections 9 - 10	
12		Sections 15 - 16	
13		(D) Happy Valley:	
14		Township 3 South, Range 14 East, Un	niat Meridian
15		Sections 19 - 20	
16		Sections 29 - 30	
17		(E) Yukon River Crossing:	
18		Township 12 North, Range 10 West, F	airbanks Meridian
19		Sections 6 - 7	
20		Township 12 North, Range 11 West, F	airbanks Meridian
21		Sections 1 - 2	
22		Section 12	
23		Township 13 North, Range 10 West, F	'airbanks Meridian
24		Sections 29 - 32	
25		Township 13 North, Range 11 West, F	airbanks Meridian
26		Section 22	
27		Section 25 - 27	
28		Section 34 - 36; or	
29		(4) necessary for	
30		(A) an oil and gas lease or gas only lease up	nder AS 38.05.180;
31		(B) exploration, development, production,	, or transportation of
		-3- New Text Underlined [DELETED TEXT BRACKETED]	CSHB 120( )

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oil and gas north of 68 degrees north latitude; or

- (C) a state lease or materials sale for
- (i) exploration, development, production, or transportation of oil or gas;
  - (ii) reconstruction or maintenance of state highways; or
  - (iii) construction or maintenance of airports.

## \* Sec. 2. AS 38.05.810(e) is repealed and reenacted to read:

- (e) The lease, sale, or other disposal of state land at appraised fair market value may be negotiated by the director with a contract carrier that is engaged in the intrastate transportation of natural gas, a licensed public utility, or a licensed common carrier, if the interest in state land is required for the conduct of the business of the public utility, common carrier, or contract carrier. In this subsection,
- (1) the lease, sale, or other disposal of state land is subject to approval by the commissioner; and
- (2) "contract carrier" means a person that owns or operates a pipeline for which the transport of natural gas is negotiated by individual contracts or agreements.
- \* Sec. 3. AS 38.35.050 is amended by adding a new subsection to read:
  - (e) The commissioner may accept an application from the Alaska Natural Gas Development Authority established under AS 41.41.010 for a noncompetitive right-of-way lease of state land for the purpose of developing the gas pipeline project designated by the governor under AS 44.19.037.

## \* Sec. 4. AS 38.35.120(a) is amended to read:

- (a) A noncompetitive lease of state land for a right-of-way for an oil or natural gas pipeline valued at \$1,000,000 or more may be granted only upon the condition that the lessee expressly covenants in the lease, in consideration of the rights acquired by it under the lease, that
- (1) it assumes the status of and will perform all of its functions undertaken under the lease as <u>either</u> a common carrier <u>or contract carrier</u> and will accept, convey, and transport without discrimination crude oil or natural gas, depending on the kind of pipeline involved, delivered to it for transportation from

fields in the vicinity of the pipeline subject to the lease throughout its route both on state land obtained under the lease and on the other land; it will accept, convey, and transport crude oil or natural gas without unjust or unreasonable discrimination in favor of one producer or person, including itself, as against another but will take the crude oil or natural gas, depending on the kind of pipeline involved, delivered or offered, without unreasonable discrimination, that the Regulatory Commission of Alaska shall, after a full hearing with due notice to the interested parties and a proper finding of facts, determine to be reasonable in the performance of its duties as a common carrier or contract carrier; however, a lessee that owns or operates a natural gas pipeline

- (A) subject to regulation either under the Natural Gas Act (15 U.S.C. 717 et seq.) of the United States or by the state or political subdivisions with respect to rates and charges for the sale of natural gas, is, to the extent of that regulation, exempt from the common carrier or contract carrier requirement in this paragraph;
- (B) that is a North Slope natural gas pipeline (i) is required to operate as a common carrier only with respect to the intrastate transportation of North Slope natural gas, as that term is defined in AS 42.06.630, and (ii) is not required to operate as a common carrier as to a liquefied natural gas facility or a marine terminal facility associated with the pipeline, and is not otherwise required to perform its functions under the lease as a common carrier; for purposes of this subparagraph, "North Slope natural gas pipeline" means all the facilities of a total system of pipe, whether owned or operated under a contract. agreement, or lease, used by a carrier for transportation of North Slope natural gas, as defined by AS 42.06.630, for delivery, for storage, or for further transportation, and including all pipe, pump, or compressor stations, station equipment, tanks, valves, access roads, bridges, airfields, terminals and terminal facilities, including docks and tanker loading facilities, operations control centers for both the upstream part of the pipeline and the terminal, tanker ballast treatment facilities, fire protection system, communication system, and all other facilities used or necessary for an integral line of pipe.

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taken as a whole, to carry out transportation, including an extension or enlargement of the line; this subparagraph does not apply to a lessee that is authorized to operate as a contract carrier by the Regulatory Commission of Alaska under AS 42.06.140(a)(11);

- (2) it will interchange crude oil or natural gas, depending on the kind of pipeline involved, with each like common carrier or contract carrier and provide connections and facilities for the interchange of crude oil or natural gas at every locality reached by both pipelines when the necessity exists, subject to rates and regulations made by the appropriate state or federal regulatory agency;
- (3) it will maintain and preserve books, accounts, and records and will make those reports that the state may prescribe by regulation or law as necessary and appropriate for purposes of administration of this chapter;
- (4) it will accord at all reasonable times to the state and its authorized agents and auditors the right of access to its property and records, of inspection of its property, and of examination and copying of records;
- (5) it will provide connections, as determined by the Regulatory Commission of Alaska under AS 42.06.340, to facilities on the pipeline subject to the lease, both on state land and other land in the state, for the purpose of delivering crude oil or natural gas, depending on the kind of pipeline involved, to persons (including the state and its political subdivisions) contracting for the purchase at wholesale of crude oil or natural gas transported by the pipeline when required by the public interest;
- (6) it shall, notwithstanding any other provision, provide connections and interchange facilities at state expense at the [SUCH] places the state considers necessary if the state determines to take a portion of its royalty or taxes in oil or natural gas;
- it will construct and operate the pipeline in accordance with applicable state laws and lawful regulations and orders of the Regulatory Commission of Alaska;
  - (8) it will, at its own expense, during the term of the lease,
    - (A) maintain the leasehold and pipeline in good repair;

- (B) promptly repair or remedy any damage to the leasehold;
- (C) promptly compensate for any damage to or destruction of property for which the lessee is liable resulting from damage to or destruction of the leasehold or pipeline;
- (9) it will not transfer, assign, or dispose of in any manner, directly or indirectly, or by transfer of control of the carrier corporation, its interest in a right-of-way lease, or any rights under the lease or any pipeline subject to the lease to any person other than another owner of the pipeline (including subsidiaries, parents, and affiliates of the owners), except to the extent that the commissioner, after consideration of the protection of the public interest (including whether the proposed transferee is fit, willing, and able to perform the transportation or other acts proposed in a manner that will reasonably protect the lives, property, and general welfare of the people of Alaska), authorizes; the commissioner shall not unreasonably withhold consent to the transfer, assignment, or disposal;
- (10) it will file with the commissioner a written appointment of a named permanent resident of the state to be its registered agent in the state and to receive service of notices, regulations, decisions, and orders of the commissioner; if it fails to appoint an agent for service, service may be made by posting a copy in the office of the commissioner, filing a copy in the office of the lieutenant governor, and mailing a copy to the lessee's last known address;
- (11) the applicable law of this state will be used in resolving questions of interpretation of the lease;
- (12) the granting of the right-of-way lease is subject to the express condition that the exercise of the rights and privileges granted under the lease will not unduly interfere with the management, administration, or disposal by the state of the land affected by the lease, and that the lessee agrees and consents to the occupancy and use by the state, its grantees, permittees, or other lessees of any part of the right-of-way not actually occupied or required by the pipeline for the full and safe utilization of the pipeline, for necessary operations incident to land management, administration, or disposal;
  - (13) it will be liable to the state for damages or injury incurred by the

state caused by the construction, operation, or maintenance of the pipeline, and it will indemnify the state for the liabilities or damages;

(14) it will procure and furnish liability and property damage insurance from a company licensed to do business in the state or furnish other security or undertaking upon the terms and conditions the commissioner considers necessary if the commissioner finds that the net assets of the lessee are insufficient to protect the public from damage for which the lessee may be liable arising out of the construction or operation of the pipeline.

## \* Sec. 5. AS 41.41.010(a) is amended to read:

- (a) There is established the Alaska Natural Gas Development Authority, the purpose of which is to provide one or more of the following services and functions in order to bring natural gas **produced in the state** [FROM THE NORTH SLOPE] to market, including
  - (1) the acquisition and conditioning of North Slope natural gas;
  - (2) the design and construction of **a** [THE] pipeline system;
  - (3) the operation and maintenance of **a** [THE] pipeline system;
- (4) the design, construction, <u>and</u> operation [,] of other facilities necessary for delivering the gas to market and to Southcentral Alaska; [AND]
- (5) the acquisition of natural gas market share sufficient to ensure the long-term feasibility of the pipeline system project, other than the project designated by the governor under AS 44.19.037; and
- (6) assisting the person developing the intrastate gas pipeline project designated by the governor under AS 44.19.037 by applying for a noncompetitive right-of-way lease of state land under AS 19.40.200 or AS 38.35 (Alaska Right of Way Leasing Act) and assisting in the acquisition of federal and state permits and authorizations required for the project.
- \* Sec. 6. AS 41.41.010(d) is amended to read:
  - (d) The acquisition of natural gas from the North Slope and its delivery to tidewater for shipment to market <u>and the provision of assistance in the development</u> of an intrastate gas pipeline under (a)(6) of this section by the authority <u>are</u> [IS AN] essential government <u>functions</u> [FUNCTION] of the state.

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## \* Sec. 7. AS 41.41.990(3) is amended to read:

(3) "project" means the gas transmission pipeline, together with all related property and facilities, to extend from the Prudhoe Bay area on the North Slope of Alaska either to tidewater at a point on Prince William Sound and the spur line from Glennallen to the Southcentral gas distribution grid or to tidewater at a point on Cook Inlet, and includes planning, design, and construction of the pipeline and facilities as described in AS 41.41.010(a)(1) - (5), except that "project" does not include the project designated by the governor under AS 44.19.037.

\* Sec. 8. AS 42.06.140(a) is amended to read:

## (a) The commission

- (1) shall regulate pipelines and pipeline carriers in the state:
- (2) may investigate, upon complaint or its own motion, the rates, classifications, rules, regulations, prices, services, practices, and facilities of pipeline carriers, and the performance of obligations under and compliance with the terms of leases issued by the state;
- (3) may make, prescribe, or require just, fair, and reasonable rates. classifications, regulations, practices, services, and facilities for pipeline carriers;
- (4) may require pipeline carriers and affiliated interests to file with the commission reports and other information and data required or permitted to be required by other provisions of this chapter;
- may adopt regulations that are necessary and proper to the performance of its duties under this chapter, including regulations governing practices and procedures of the commission; the regulations may not be inconsistent with state law:
- shall, during normal business hours, have access to and may designate any of its employees, agents, or consultants to inspect and examine the accounts, financial and property records, books, maps, inventories, appraisals, valuations, and related reports kept by a pipeline carrier, or kept for it by others, that directly affect the interests of the state and directly relate to pipelines located in the state;
  - (7) may initiate, intervene in, and appear personally or by counsel and

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offer evidence in and participate in, any proceedings involving a pipeline carrier, and affecting the interests of the state, before any officer, department, board, commission, or court of this state;

- (8) shall require permits for the construction, enlargement in size or operating capacity, extension, connection and interconnection, operation, or abandonment of any oil or gas pipeline facility or facilities, subject to necessary and reasonable terms, conditions and limitations;
- (9) may prescribe the system of accounts and regulate the service of an oil or gas pipeline facility;
- (10) shall provide all reasonable assistance to the Department of Law in intervening in, offering evidence in, and participating in proceedings involving a pipeline carrier or affiliated interest and affecting the interests of the state, before an officer, department, board, commission, or court of another state or the United States;
- (11) may authorize a person to own or operate an intrastate natural gas pipeline as a contract carrier, notwithstanding any other provision of law.
- \* Sec. 9. AS 42.06.140 is amended by adding a new subsection to read:
  - In this section, "contract carrier" has the meaning given in (c) AS 38.05.810(e).
- \* Sec. 10. AS 42.06.240 is amended by adding a new subsection to read:
  - The commission may issue a certificate of public convenience and necessity to a contract carrier that proposes a project for the intrastate transportation of natural gas by pipeline if the commission finds that issuing the certificate is in the best interest of the state. In this subsection, "contract carrier" has the meaning given in AS 38.05.810(e).
- \* Sec. 11. AS 42.06 is amended by adding a new section to read:
  - Sec. 42.06.275. Conditional certificate. (a) If an applicant for a new natural gas pipeline has not obtained or committed financing or does not possess firm commitments for the transportation of natural gas on the applicant's proposed pipeline, the commission shall issue a conditional certificate if it finds that
    - (1) the applicant has otherwise met the requirements of AS 42.06.270;

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interest.

- (2) construction of the new natural gas pipeline would be in the public
- (b) The commission may specify the conditions on which the conditional certificate is issued, including a limitation on the duration of the conditional certificate.
- (c) If the commission subsequently finds, on application or on its own motion, that all conditions placed on the conditional certificate have been satisfied, the commission shall issue a certificate under AS 42.06.270.
- \* Sec. 12. AS 42.06.630(16) is amended to read:
  - (16) "pipeline" or "pipeline facility" means all the facilities of a total system of pipe, whether owned or operated by a pipeline carrier under a contract, agreement, or lease, in this state used by a pipeline carrier for transportation, for hire and as a <u>contract carrier engaged in the intrastate transportation of natural gas</u> <u>or</u> common carrier, of oil, gas, coal, or other mineral slurry for delivery, storage, or further transportation, and including all pipe, pump and compressor stations, station equipment, and all other facilities used or necessary for an integral line of pipe to effectuate the transportation from point to point, excluding, however, gas processing plants, treaters, and separators;
- \* Sec. 13. AS 44.19 is amended by adding a new section to article 1 to read:
  - Sec. 44.19.037. Identification of an intrastate pipeline project. (a) The governor may designate a proposed project for the development of an intrastate gas pipeline to be developed with the assistance of the Alaska Natural Gas Development Authority under AS 41.41.010.
  - (b) Before designating a proposed project under (a) of this section, the governor shall
  - (1) define the proposed project, including the proposed route for the pipeline;
  - (2) determine the economic feasibility of the proposed project and the probability of the success of the project;
    - (3) identify federal and state permits and other authorizations required

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for the project and develop a plan for obtaining the necessary permits;

- determine whether there are or are likely to be necessary commitments of gas to be transported by the proposed project to make the project economically viable;
- (5) identify the person or persons that would design, construct, and operate the project;
- develop a project plan for the design and construction of the project, including
  - (A) a project timeline;
  - (B) procurement of labor, materials, and necessary permits; and
  - (C) the estimated total cost of the project;
- (7) identify major factors that affect the viability of the project, which may include the availability of gas production and a market for the gas to be transported, the cost of materials to develop the project, competition from gas produced outside the state in the market to be served by the proposed project, an estimate of the tariffs to be imposed during the life of the project, and the market price for gas in the markets served by the proposed project;
- (8) determine that the person proposing the development of the project is fit, willing, and able to develop and complete the project;
  - (9) solicit public comments on the proposed project;
- (10) determine that the proposed project is in the best interest of the state; and
- make other findings and determinations the governor finds (11)necessary to determine the likelihood of success of the proposed project.
- (c) Upon designating a proposed project for development under this section, the governor shall provide written notice to the chair of the board of directors of the authority. After receiving notice from the governor under this section, the authority may assist in the development of the project under the authority of AS 41.41.010.
- (d) In this section, "authority" means the Alaska Natural Gas Development Authority established under AS 41.41.010.
- \* Sec. 14. This Act takes effect immediately under AS 01.10.070(c).

# Major Phases leading to the development of a pipeline

# Phase 1. Define project/establish preliminary feasibility.

- Identify pipeline routing.
- Complete +/- 25% cost estimate.
- Prepare permit acquisition submittals.
- Identify major issues that must be in place to create an economically feasible project.

# Phase 2. Obtain commitments/Document feasibility

- Obtain gas supply commitments.
- Obtain gas sales commitments from key purchasers.
- Prepare engineering data needed to define tariff.
- Obtain major permits.
- Determine pipeline builder/operator.

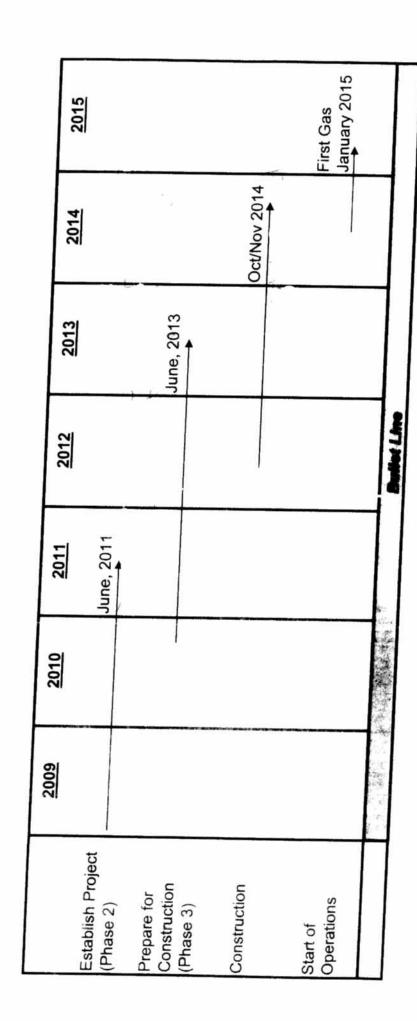
# Phase 3. Prepare for construction

- Undertake/complete detailed engineering design.
- Purchase long lead time materials.
- Obtain "notices to proceed" for construction.
- Obtain construction financing.

# Phase 4. Construction

• Construct the project

**Bullet Line Project Timeline** 



# Bullet Line Phase 2

