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October 22, 2020

British Columbia Utilities Commission Suite 410, 900 Howe Street Vancouver, B.C. V6Z 2N3

Attention: Ms. Marija Tresoglavic, Acting Commission Secretary

Dear Ms. Tresoglavic:

Re: City of Coquitlam (City) Application for Reconsideration and Variance of Order G-80-19 in the matter of the FortisBC Energy Inc. Application for Use of Lands under Sections 32 and 33 of the *Utilities Commission Act* in the City of Coquitlam for the Lower Mainland Intermediate Pressure System Upgrade Projects (Reconsideration Application) ~ Project No. 1599008

Response to the British Columbia Utilities Commission (BCUC) Information Request (IR) No. 1

In accordance with BCUC Order G-202-20A setting out the Regulatory Timetable for the review of the above noted Application, FEI respectfully submits the attached response to BCUC IR No. 1.

If further information is required, please contact the undersigned.

Sincerely,

FORTISBC ENERGY INC.

Original signed:

Diane Roy

Attachments

cc (email only): Registered Parties



1	1.0	Refere	ence:	Exhibit C1-9, pp. 2 - 3
2				Interpretation of Order G-80-19
3		On pag	ges 2 to	3 of Exhibit C1-9 (FortisBC Energy Inc.'s [FEI] evidence), FEI states:
4 5 6 7 8 9			to revie decommended and cost about the	e 151 of its evidence, the City states: "A requirement for a BCUC process ew and approve each request for FEI to remove portions of its missioned NPS 20 pipes creates uncertainty around the procedure, timing, st of work that the City needs to perform The City is also concerned he time required for a BCUC review and decision on such matters." Does are the City's understanding of this requirement in Order G-80-19?
10 11 12 13 14 15 16			the orde Order O decomr always order as	I has a different understanding of the requirement. FEI sees this part of er 2 as addressing cost allocation only. FEI does not read paragraph 2 of G-80-19 as requiring a further BCUC approval to remove a portion of the missioned NPS 20 IP gas line at the City's request. Although the BCUC retains jurisdiction in the event of disputes, FEI does not interpret the s requiring further approval from the BCUC if the parties are in agreement removal of the portion of the NPS 20 IP gas line.
17 18 19 20		1.1	19 FEI	confirm, or explain otherwise, that pursuant to directive 2 of Order G-80- would remove the Nominal Pipe Size (NPS) 20 Pipeline if requested by of Coquitlam (City).
21	<u>Respo</u>	nse:		
22 23 24	2 of Or	rder G-	80-19, ir	he request from the City of Coquitlam satisfies the conditions of Directive n particular, the requirement that the portion of the decommissioned NPS es with municipal infrastructure.
25 26				
27 28 29 30		1.2	the na	spect to the removal of the NPS 20 Pipeline, please provide examples of ture of disputes that may require further British Columbia Utilities ssion (BCUC) intervention.

32 Response:

- 33 Examples of disputes that could require further BCUC intervention are if the parties were unable
- 34 to agree on which costs were to be shared pursuant to Directive 2 of Order G-80-19, or if the
- 35 City's request was unreasonable (such as the removal scope or method).



FortisBC Energy Inc. (FEI or the Company) City of Coquitlam (City) Application for Reconsideration and Variance of Order G-80-19 for the Lower Mainland Intermediate Pressure System Upgrade Projects (Application) – Cost Allocation	Submission Date: October 22, 2020
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1 2.0 Reference: Exhibit C1-9, pp. 3 – 4; 2 Exhibit B-12, FEI Application for Use of Lands under Sections 32 and 3 33 of the Utilities Commission Act (UCA) in the City of Coquitlam for 4 the Lower Mainland Intermediate Pressure System Upgrade Projects 5 (FEI Use of Lands in Coquitlam), p. 30 6 **Burnaby Terms of Reference** 7 On page 3 of FEI's evidence, FEI states: In 2018, FEI entered into an agreement with the City of Burnaby for the LMIPSU 8 9 Project referred to as the "Terms of Reference". The Terms of Reference were 10 the result of collaborative discussions with the City of Burnaby and were intended to allow FEI to proceed with construction of the new NPS 30 IP gas line and 11 12 decommissioning of the NPS 20 IP gas line. 13 On page 4 of FEI's evidence, FEI provides section 2(e) of the Burnaby Terms of 14 Reference, which states: 15 If the City [of Burnaby] reasonably determines that the 20 inch gas line must be removed to accommodate a municipal project, third party project or utilities, the 16 17 City may by written notice to FortisBC require FortisBC to remove such portion of the 20 inch gas line, provided that: 18 19 i. FortisBC will coordinate the removal of such portion of the 20 inch gas 20 line with the City; 21 ii. FortisBC will obtain all applicable approvals and permits required to 22 remove such portion of the 20 inch gas line outlined in (i) above; and 23 iii. FortisBC will be responsible for costs of removing and disposing of that 24 portion of the 20 inch gas line outlined in (i) above and the City will be responsible for the costs of excavation, backfilling and surface 25 26 restoration except to the extent that such costs are greater as a result of 27 the removal of the 20 inch gas line than they have would been for the 28 excavation, backfilling and surface restoration for the municipal project, 29 third party project or utilities. 30 In the FEI Use of Lands in Coguitlam proceeding, on page 30 of Exhibit B-12, FEI 31 provides a cost estimate for the removal of the NPS 20 Pipeline under Como Lake 32 Avenue. 33 2.1 Please explain whether the Burnaby Terms of Reference is a standalone 34 document, and or if it is tied to an operating agreement between the parties.



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Please briefly discuss the process by which the Burnaby Terms of Reference

were agreed to, including whether the agreement of section 2(e) was subject to

1 Response:

The Burnaby Terms of Reference is a project-specific agreement that addresses construction
 related matters specific to the LMIPSU Project and is supplemental to the existing operating
 agreement between FEI and the City of Burnaby dated April 19, 1926.

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12 Response:

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The Burnaby Terms of Reference reflect FEI's objective of reaching a negotiated agreement with the City of Burnaby on mutually acceptable terms that would allow FEI to proceed with the LMIPSU Project work within the boundaries of the City of Burnaby on schedule and in accordance with Order C-11-15.

any other conditions being met by either the City of Burnaby or FEI.

17 The Burnaby Terms of Reference were agreed to by the City of Burnaby and FEI following 18 discussions that took place over a number of years. They were negotiated as a comprehensive 19 package to address LMIPSU Project-specific matters including the issuance of approval of 20 engineering drawings, approval of traffic management plans, and permit processing times. The 21 Burnaby Terms of Reference also provided certainty for both parties with respect to the 22 decommissioned NPS 20 IP gas line and conditions under which the City of Burnaby could 23 require a portion of the gas line to be removed, and the allocation of costs for such removal.

During construction of the LMIPSU Project, FEI and the City of Burnaby agreed to substitute certain work contemplated in the Burnaby Terms of Reference with other work of equivalent value, and FEI completed this work to the satisfaction of the City of Burnaby. FEI and the City of Burnaby are continuing to work together to fulfil the parties' remaining respective obligations.

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2.3 In a hypothetical situation where the cost allocation specified in the Burnaby Terms of Reference was applied to the removal of the NPS 20 Pipeline in the City, please provide a high level estimate of (i) the percentage of costs, and (ii) the dollar value of costs, that would be allocated to FEI and to the City.



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1 Response:

- 2 The response below provides a cost estimate for the work, and then compares the allocation
- 3 outcome of Directive 2 of Order G-80-19, the Burnaby Terms of Reference approach, and the
- 4 City's proposal.

5 Total Cost of Excavation, Removal and Backfilling

In Section 3 of FEI's Supplemental Evidence on Phase Two issues in the Original Proceeding¹
(FEI's Supplemental Evidence), FEI provided high level cost estimates for the removal of the
NPS 20 IP gas line. FEI described the complex scope of work associated with the removal of
the NPS 20 IP gas line for the 5.5 kilometre length between Coguitlam Gate Station and North

10 Road mostly along Como Lake Avenue.

In Section 3.3.1 of FEI's Supplemental Evidence, FEI estimated the cost of removing the 5.5 kilometre segment (ungrouted) of the NPS 20 IP gas line in the City of Coquitlam as \$60.3 million. The approach contemplated under this cost estimate was that FEI would also have to perform the excavation, backfilling and surface restoration, since there would be no imminent City project that would have the City performing the excavation, backfilling and surface restoration in any event. FEI described the main project components involved in executing a plan to remove the NPS 20 IP gas line as follows:²

- Project management (including stakeholder engagement);
- Engineering procurement and construction management (EPCM);
- Permits and approvals;
- Property and right-of-way impact mitigation;
- Construction;
- Materials removal and disposal;
- Reinstatement and rehabilitation; and
- Project close out.
- 26

FEI estimates that the cost to remove and dispose of the 5.5 kilometres of NPS 20 IP gas line once it has been exposed would be approximately \$11 million. This includes:

- cutting the gas line into approximately 10 metre lengths (550 sections);
- lift, handle, wrap (coal tar), haul/transport;
- disposal fee (to approved disposal site);

¹ Exhibit B-12.

² Exhibit B-12, page 22.



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- traffic control; and
 - City contractor demobilization / mobilization back to the site.
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For clarity, the costs of excavation, backfilling and surface restoration are not included in the \$11 million estimate to be consistent with the cost allocation specified under the Burnaby Terms of Reference as well as the cost allocation specified in Directive 2 of Order G-80-19 and is based on the assumption that the City would be performing that work as part of its infrastructure project.

9 Allocation Comparison

10 The following table provides a comparison of the cost allocation specified in the Burnaby Terms

11 of Reference as well as the cost allocation specified in Directive 2 of Order G-80-19 where FEI

12 removes the 5.5 kilometres of NPS 20 IP gas line. In addition, the table shows the allocation of

13 costs FEI understands to have been sought by the City of Coquitlam in the Original

14 Proceeding.³

	Burnaby Terms of Reference		Directive 2 of Order G- 80-19		City Position in Original Proceeding	
	FEI	City	FEI	City	FEI	City
Gas Line Removal Costs (\$ millions)	11.0	0.0	5.5	5.5	11.0	0.0
Percentage of Gas Line Removal Costs	100	0	50	50	100	0
Other Construction Costs (\$ millions)	0.0	49.3	0.0	49.3	49.3	0.0
Percentage Other Construction Costs	0	100	0	100	100	0
Total Costs (\$ millions)	11.0	49.3	5.5	54.8	60.3	0.0
Percentage of Total Costs	18	82	11	91	100	0

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This hypothetical situation assumes that the removal of the 5.5 kilometre segment of the NPS 20 IP gas line does not result in increased excavation, backfilling and surface restoration costs such as might arise if the removal of NPS 20 IP gas line necessitated the excavation of a larger or deeper trench in certain locations than would have been required for the City's infrastructure project. If that was to occur, applying the Burnaby Terms of Reference, FEI would also be responsible for incremental excavation, backfilling and surface restoration costs. Applying

³ City's Final Argument in Original Proceeding, pp. 22 and 23.



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FortisBC Energy Inc. (FEI or the Company) City of Coquitlam (City) Application for Reconsideration and Variance of Order G-80 for the Lower Mainland Intermediate Pressure System Upgrade Projects (Applicatio Cost Allocation	
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1 Directive 2 of Order G-80-19, FEI anticipates that these incremental costs would be shared

- 2 equally between FEI and the City.
 - 2.3.1 Please discuss if there are any significant differences in the likely scope of work related to removing the NPS 20 Pipeline in Burnaby compared to Coquitlam, specifically with respect to the proportion of overall costs that would be incurred for excavation, backfilling and surface restoration.
- 12 **Response:**

FEI does not anticipate any significant differences in the general activities to remove the NPS 20 IP gas line (i.e. excavation, backfilling, surface restoration) as the NPS 20 IP gas line is located along urban corridors in both municipalities. Construction costs per linear metre vary depending on various site-specific factors such as subsurface conditions and presence of other utility infrastructure. However, on the whole, the amount of work and costs in Burnaby could be significantly greater than in Coquitlam because the length of NPS 20 IP gas line in Burnaby is approximately 10 km as compared to approximately 5.5 km in Coquitlam.

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2.4 Please explain further what is meant by "reasonably determines" in section 2(e).

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25 **Response:**

26 The words "reasonably determines" means that a request from the City of Burnaby will be made 27 in good faith, on a logical and sensible basis, taking into account relevant considerations 28 including whether, objectively, there is a requirement for removal at that time or at all. Taken in 29 its entirety, section 2(e) creates an incentive for the City of Burnaby to act reasonably because 30 of the allocation of costs. However, notwithstanding the allocation of costs, the City of Burnaby 31 is still obligated to act reasonably in making a request for the removal of a portion of the NPS 20 32 IP gas line. FEI is committed to working with the City of Burnaby to assess various options to 33 accommodate future projects, including removal of portions of the NPS 20 IP gas line if 34 required.

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2.4.1 Would FEI refuse to remove the pipeline if it considered the City of Burnaby's determination that FEI assets must be removed was not



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reasonable? Please discuss how any such disagreements may be resolved.

4 **Response:**

5 Yes. FEI has a long working relationship with the City of Burnaby and is committed to reaching mutually agreeable solutions. FEI would first seek to resolve the matter by working 6 7 collaboratively. However, if the City of Burnaby and FEI were unable to resolve such a dispute, it could ultimately end up before the BCUC for resolution pursuant to section 32 of the Utilities 8 9 Commission Act.



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3.0 Reference: Exhibit C1-9, pp. 5 – 6; Appendix B

Union of British Columbia Municipalities (UBCM) Terms and **Keremeos Terms**

On page 5 of FEI's evidence, FEI provides section 8.2 of the UBCM Terms, which states:

- 6 The Municipality may provide Notice to Terasen Gas that it requires Company 7 Facilities to be altered, changed or relocated to accommodate its requirements. 8 Terasen Gas will comply with the Municipality's requests to the extent it is 9 reasonably able to do so and with reasonable speed and dispatch after receipt of 10 written request. The Municipality agrees to pay for all of the costs for changes to the affected Company Facilities. 11
- 12 Section 1(e) of the UBCM Terms filed as Appendix B in FEI's evidence states:
- 13 "Company Facilities" means Terasen Gas' facilities, including pipes, buildings, structures, valves, signage, storage facilities, machinery, vehicles and other 14 15 equipment used to maintain, operate, renew, repair, construct and monitor a 16 natural Gas Distribution and transmission system
- 17 Section 1(h) states:
- 18 "Gas Distribution" means fixed equipment, structures, plastic and metal lines and 19 pipe, valves, fittings, appliances and related facilities used or intended for the 20 purpose of conveying, testing, monitoring, distributing, mixing, storing, measuring and delivering Gas and making it available for use with the Municipality 21
- 22 On page 5 of FEI's evidence, FEI states:
- On January 12, 2006, FEI applied for approval of ten Operating Agreements 23 24 between FEI and municipalities based on the UBCM Terms, which were 25 subsequently approved by BCUC Orders C-7-06 through to C-16-06, dated August 10, 2006. These orders are included collectively in Appendix B to this 26 27 Evidence. The term regarding cost allocation in each of these agreements was 28 the same as that quoted above from the UBCM Terms.
- 29 On page 5, FEI also states:
- 30 On May 27, 2014, FEI applied for approval of a new operating agreement with 31 the Village of Keremeos (Keremeos). The terms to the Keremeos Operating 32 Agreement (Keremeos Terms) were largely consistent with the UBCM Terms, 33 along with changes previously approved by the BCUC in Order G-113-12, which 34 addressed FEI's operating terms for the District of Coldstream. Order G-113-12 35 is included as Appendix C to this Evidence. In the Keremeos application, FEI



- also requested approval to use the Keremeos Terms as the operating agreement
 terms that would become the basis for comparison for future operating
 agreement applications.
- 4 On page 6, FEI provides section 8.2 of the Keremeos Terms, which states:
- 5 The Municipality may provide Notice to FortisBC that it requires Company 6 Facilities to be altered, changed or relocated to accommodate its requirements. 7 FortisBC will comply with the Municipality's requests to the extent it is reasonably 8 able to do so and with reasonable speed and dispatch after receipt of written 9 request. The Municipality agrees to pay for all of the costs for changes to the 10 affected Company Facilities. This section 8.2 is an agreement between the 11 Municipality and FortisBC for the purpose of section 76(1)(c) of the Oil and Gas 12 Activities Act.
- 133.1Please explain in the view of FEI whether the phrase "altered, changed or14relocated" would be applicable to the permanent removal of an asset.
- 1516 **Response:**
- 17 Yes, under the UBCM Terms and the Keremeos Terms, "altered, changed or relocated" is 18 applicable to the permanent removal of an asset. The permanent removal of an FEI asset such 19 as a portion of a gas line may be part of an alteration, change or relocation requested by a 20 municipality. For example, a municipality may require the removal of a portion of a previously 21 abandoned gas line to accommodate the municipality's project. In this situation, the current 22 common practice is that once FEI has confirmed the gas line has been abandoned, the 23 municipality removes the conflicting portion of the abandoned gas line at the municipality's 24 expense.
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- 3.2 Please explain, in the view of FEI, whether the phrase "Company Facilities"
 would be applicable to decommissioned assets.
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- 3.2.1 If not applicable, please whether there is another term in either the UBCM Terms or Keremeos Terms that is specifically applicable to the removal of decommissioned infrastructure.
- 34 **Response:**

Yes, "Company Facilities" includes decommissioned assets. Decommissioned assets such as
abandoned gas lines are pipes and are part of FEI's natural gas distribution and transmission
assets. Abandoned gas mains located in municipal public spaces are shown in FEI's



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geographical information systems along with live gas mains. Please also refer to the response
 to BCUC-FEI IR1 3.1.

3.3 Please discuss whether the cost allocation provision outlined in section 8.2 has ever been applied with respect to decommissioned assets for those operating agreements based upon either the UBCM Terms or Keremeos Terms.

10 **Response:**

11 Please refer to the response to BCUC-FEI IR1 3.1.

The cost allocation provision outlined in section 8.2 has been applied to decommissioned gas lines in two situations. One scenario is when the removal is part of an alteration, change or relocation to FEI's assets that is undertaken by FEI at the request of the municipality. The second scenario is when the municipality encounters an abandoned gas line and, once FEI confirms the gas line has been abandoned, the municipality removes the conflicting portion of the abandoned gas line.

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- 213.4Please confirm, or explain otherwise, that section 76(1)(c) of the Oil and Gas22Activities Act is applicable to operational pipelines only (i.e. not decommissioned23pipelines).
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25 **Response:**

In FEI's view, section 76(1)(c) of the *Oil and Gas Activities Act* is not applicable to abandoned pipelines. However, for clarity, while section 8.2 of the Keremeos Terms is an agreement for the purpose of section 76(1)(c) of the *Oil and Gas Activities Act*, section 8.2 also continues to apply to abandoned assets as well.



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		<u> </u>		
1	4.0	Refere	ence: I	Exhibit C1-9, p. 7
2			(City of Surrey Operating Agreement
3		On pa	ge 7 of F	El's evidence, FEI states:
4 5 6 7			cost all	y of Surrey Operating Agreement also includes a provision dealing with ocation for underground infrastructure that is abandoned in place. Inment is the subject matter of Section 14. Section 14.2(b) provides as
8 9 10 11 12 13 14 15 16			must be Utilities, remove removal the app shall be	lunicipality reasonably determines that Company Facilities left in place e removed to accommodate Municipal Projects, Third Party Projects or the Municipality may by written notice to FortisBC require FortisBC to such Company Facilities, provided that: i) FortisBC shall coordinate the of such Company Facilities with the Municipality; ii) FortisBC shall obtain licable approvals and permits under this Agreement; and iii) FortisBC e responsible for the costs of removing and disposing the Company s, but excluding the costs of excavation, backfilling and surface on.
17 18 19 20	Respo	4.1		explain further what is meant by "reasonably determines" in section 14 of of Surrey Operating Agreement.
21			o the rest	ponse to BCUC-FEI IR1 2.4.
22 23				
24 25 26 27 28 29 30	Respo	onse:	4.1.1	Would FEI refuse to remove abandoned underground infrastructure if it considered the City of Surrey's determination that removal of FEI assets was not reasonable? Please discuss how any such disagreements may be resolved.
31			uld refuse	e to remove the infrastructure if it determined that the City of Surrey's
32 33	request was not reasonable. Disagreements would be resolved in accordance with the dispute resolution provisions contained in section 17 of the City of Surrey Operating Agreement.			
~ .				



5.0	Reference:	Exhibit C1-9, p. 8;
		Exhibit B-13, City Response to BCUC IR 9.1.1;
		Order G-80-19
		Third Party Projects
	On page 8 of	FEI's evidence, FEI states:
	infras the th exam	is the general process when the process when a third party encounters FEI tructure when constructing new infrastructure? A15: Generally speaking, ird party follows FEI's permitting process and usually pays FEI's costs. For ple: • If developer requires a municipal road to be aligned, requiring the gas
	TELU	to be replaced, the developer pays FEI the full cost. • If another utility (e.g., S, Shaw, BC Hydro) performs work requiring relocation of FEI tructure, FEI charges the other utility for the full cost of the relocation work.
	Directive 2 of	Order G-80-19 states:
	where portio	ant to section 32 of the UCA, upon request by the City in circumstances e it interferes with municipal infrastructure, the costs of removal of any n of the decommissioned NPS 20 Pipeline shall be shared equally between nd the City.
	In its respons	e to BCUC IR 9.1.1 in Exhibit B-13, the City states:
	and C removinterfe	Order [G-80-19] does not mention third-party infrastructure. Orders G-80-19 G-75-20 and the reasons for decision do not address whether FEI must we the decommissioned NPS 20 pipes in circumstances where the pipes are with third party infrastructure projects and, if so, whether the third party bear any portion of the costs or removal, for example.
	5.0	On page 8 of What infrast the th examp main TELU infrast Directive 2 of Pursu where portio FEI at In its respons The C and C remov interfe

- 245.1Please discuss, in the view of FEI, whether the removal of the NPS 20 Pipeline at25the request of a third party is relevant to the issues in this Reconsideration26proceeding. If relevant, please provide examples.
- 28 Response:

FEI does not believe that removal of the NPS 20 IP gas line at the request of a third party is directly relevant to the Reconsideration proceeding, and the issue has not been raised as a concern by a third party in the Reconsideration. However, FEI does acknowledge that both the City of Surrey Operating Agreement and the Burnaby Terms of Reference address the removal of a gas line to accommodate third party projects at the municipality's request.

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5.2 Please discuss whether in FEI's experience, there are instances where a municipality may request relocation/ removal of FEI infrastructure to make space for third party projects.

8 **Response:**

9 In FEI's experience, where a third party requires FEI to relocate/remove FEI infrastructure to 10 accommodate a third party project (including requirements imposed by a municipality), the third 11 party usually approaches FEI directly to request the relocation/removal of FEI's infrastructure 12 and the third party is typically responsible for the relocation/removal costs. In the case of 13 relocation of high pressure gas lines, however, there may be circumstances where FEI and the third party share FEI's costs equally under the Oil and Gas Activities Act, S.B.C. 2008, c. 36 14 15 (OGAA) and the Pipeline Crossing Regulation, B.C. Reg. 147/2012 (PCR).

16 There could be instances where a municipality requests relocation/removal of FEI infrastructure 17 to make space for third party projects. In this situation, the third party is typically responsible for 18 FEI's relocation/removal costs unless, as discussed above, the provisions of OGAA and the 19 PCR state otherwise. In addition, both the City of Surrey Operating Agreement and the Burnaby 20 Terms of Reference, contemplate the removal of abandoned gas line to accommodate a third 21 party project. In those cases, the cost of removal of the conflicting portion of the abandoned 22 gas line is borne by FEI, excluding the costs of excavation, backfilling and surface restoration.

23 There could be instances where a municipal project requires other utilities to move their 24 infrastructure, which then triggers a domino effect and the need for FEI to relocate/remove its 25 infrastructure. In this situation, the municipality may request that FEI relocate/remove its 26 infrastructure and responsibility for FEI's costs is fact-specific because FEI does not have 27 operating agreements with third parties.

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- 5.2.1 Please discuss if FEI considers that Order G-80-19 provides for such a circumstance with respect to removal of the NPS 20 Pipeline.
- 33 5.2.1.1 If Order G-80-19 does not provide for such a circumstance, 34 please explain how FEI views that costs of removal would be 35 allocated.
- Response: 37

38 FEI believes Order G-80-19 addresses the situation where the City requests that FEI remove a 39 portion of the NPS 20 IP gas line in circumstances where it interferes with the City's



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- 1 infrastructure. Order G-80-19 does not address the situation where the decommissioned NPS
- 2 20 IP gas line interferes with a third party infrastructure project. As set out in the response to
- 3 Question 15 in FEI's Reply Evidence (Exhibit C1-9), FEI has a process for handling requests
- 4 from third parties under which the third party usually pays FEI's costs.