# North America - Regulation of International Electricity Trade

prepared by

**North American Energy Working Group** 

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#### The North American Energy Working Group

The North American Energy Working Group (NAEWG) was established in spring of 2001 by the Canadian Minister of Natural Resources, the Mexican Secretary of Energy and the U.S. Secretary of Energy, to enhance North American energy cooperation. The Group is led by officials from Natural Resources Canada, the Mexican Secretariat of Energy, and the U.S. Department of Energy.

The goals of the NAEWG are to foster communication and cooperation among the governments and energy sectors of the three countries on energy-related matters of common interest, and to enhance North American energy trade and interconnections consistent with the goal of sustainable development, for the benefit of all. This cooperative process fully respects the domestic policies, divisions of jurisdictional authority and existing trade obligations of each country.

To achieve these goals, the NAEWG exchanges views and shares information on factors affecting North American energy, including policies and programs, sector developments and anticipated demand and sources of supply. It also identifies issues that need to be addressed, such as regulatory structures, interconnections, technical specifications, and technology research and development.

The scope of the NAEWG's discussions includes the full range of energy development, production, transport and transmission, distribution and consumption in North America. It also considers the full range of energy sources, as well as the efficient and clean production and use of energy.

This document, as a publication of the North American Energy Working Group, reflects a joint perspective of the national energy departments and regulators of Canada, Mexico and the United States. Information on each country contained in this document has been provided through the relevant country's national energy department, which retains sole responsibility for the information on its country.

#### Introduction

The North American Energy Working Group's Experts Group on Electricity Regulatory Issues has developed a concise summary of federal regulations in Canada, Mexico and the United States, with respect to the authorization of the construction and operation of international power lines and the authorization of electricity exports and imports. It is hoped that this guide to the regulatory requirements in each country will be useful to participants in the electricity sector with an interest in operating in multiple jurisdictions.

The information contained in this table is to be considered valid at the time of its release in December 2002. For an updated and complete description of the regulatory requirements in each country, interested persons should contact the respective regulatory agencies or government departments.

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Canada United States Mexico

General Information			
Responsible Authority	National Energy Board (NEB)	Department of Energy (DOE)	Energy Regulatory Commission (CRE)
Legislation	promulgated in 1959, and later amended.	permits to the Federal Power Commission; in 1978, Executive Order 12038 transferred the authority to the Secretary of Energy	1975, and it established exclusive Federal responsibility over the electricity industry. However, it was amended in 1992, in order to allow private
Regulated Activities	Construction and operation (and abandonment) of international power lines (IPLs).  Electricity exports.	Construction, operation, maintenance, and connection of electric transmission facilities at the U.S. international border.  Electricity exports.	

<sup>&</sup>lt;sup>1</sup> An IPP is a private generation category permitted by the Public Electricity Service Act. This category consists of a power plant built and operated by a private party with an installed capacity larger than 30 MW. The producer will sign a Power Purchase Agreement with CFE to sell on an exclusive basis all the power plant capacity and the associated energy. These projects will be awarded through a bidding process carried out by CFE.

Canada United States Mexico

Procedure			
Application	An application is filed with the NEB containing information specified in the NEB's Electricity Regulations.  Prospective applicants may arrange preapplication meetings with the NEB to discuss procedural and general, non-substantive matters.  The NEB's Memorandum of Guidance dated 26 August, 1998, and Guidelines to Filing Requirements dated 22 February, 1995, provide information on the application process and filing requirements.  These documents are available at <a href="https://www.neb-one.gc.ca">www.neb-one.gc.ca</a> (under Publications (Links to Acts and Regulations)).		Law and the Regulations specify. The applicant must file an application form requesting a generation or an import permit.  Before filing the documentation, the applicant may participate in meetings with CRE officers to resolve any doubts regarding filling in the application form or the additional documents required.  The permit request procedure is specified in the Public Electricity Service Ruling Act and at CRE's
Public Notification	the NEB, the applicant is required to publish	DOE places a notice of each application in the <i>Federal Register</i> usually within 2 weeks of receipt of the application that begins a 30-day public comment period. Interested parties may comment, protest the application, or request status as an intervener. The application can be viewed on the program web site after the public notice appears.	

Canada **United States** Mexico

#### **International Power Lines**

### Legislative Requirement

or operate a section or part of an international person shall construct, operate, maintain or power line except under and in accordance with a connect an electric transmission line at the permit or certificate issued by the Board (section 58.1).

The NEB Act states that no person shall construct Executive Order (EO) 10485 established that no The Public Electricity Service Act does not establish borders of United States without a permit from the Federal Power Commission. In 1978, EO 12038 transferred authority to issue permits for new international transmission facilities to the Secretary of Energy.

the need of a permit to construct, operate or maintain an International Transmission Line (IPL). If CFE constructs or operates the IPL, there is no need for such organism to obtain a CRE permit. In the other hand, if a private party is interested in building and/or operating an IPL, they will have to comply with the Official Mexican Standards (NOM's), and in the case that private party should be interconnected with the National Electric System, it will require a contract with CFE.

#### Criteria

power line on provinces other than those through must not adversely impact the reliability of the which the power line is to pass, which may include adverse effects on the power systems of those provinces.

construction or operation on the environment. This may require the applicant to prepare a screening report, or a Comprehensive Study Report (CSR) pursuant to the CEA Act, or a report undertaken pursuant to provincial regulation. A CSR would normally be required for an IPL greater than 345 kV and longer than 75 km in length on a new right-of-way. The CSR must be prepared and provided to the Minister of the Environment, for his or her decision, before the NEB can take a course of action with respect to the applied-for project.

The NEB must take into account other considerations as specified in the Board's Electricity Regulations.

The NEB must take into account the effect of the The proposed international transmission facilities U.S. electric power supply system.

DOE must identify the environmental impacts of the project using the National Environmental The NEB must take into account the impact of the Policy Act of 1969 (NEPA). Three levels of environmental review are available under NEPA. DOE exercises its discretion, case-by-case, based primarily on project size and location, in determining the of appropriate level environmental review.

> DOE must obtain concurrence from the Departments of State and Defense prior to issuance of new or amended permits. If there is disagreement among the agencies, the decision is referred to the President of the United States.

The applicant will have to comply with the environmental and municipal regulations.

Additionally, if the applicant will use the National Electric System, they will have to sign an interconnection contract, which will establish the terms and conditions to use the power grid.

The permit holders shall use generated electricity for their own supply and the surplus energy may be sold to CFE.

According to the General Law of Environmental Balance and Protection, any party interested in building an International Transmission Line must submit an Environmental Impact Assessment and a Risk Analysis of the project to the Environment and Natural Resources Minitry (SEMARNAT). The SEMARNAT will review all the information provided, and if it complies with the requirements established in the General Law of Environmental Balance and Protection, an environmental impact license and a risk license will be granted.

Regarding the municipal regulation, the applicant must obtain a land use license, and in case, a construction license, whenever this authorizations will not damage other authorities by crossing its juridiction. This procedure will depend on the municipal authorities.

Canada United States Mexico

Procedure			
Application	An application is filed with the Board containing information specified in the Board's Electricity Regulations.  The Board's Memorandum of Guidance dated 26 August ,1998, and Guidelines to Filing requirements dated 22 February ,1995, provide information on the application process and filing requirements.  These documents are available at <a href="https://www.nebone.gc.ca">www.nebone.gc.ca</a> (under "Publications" (Links to Acts and Regulations)).  There are no application fees. The NEB recovers its costs from electricity exporters on a <i>pro rata</i> basis.	containing the information specified in DOE regulations at 10 CFR 205.300. Regulations and examples are available on the program web site, www.fe.doe.gov/programs/electricityregulation.  A filing fee of \$150 U.S. must accompany a permit application.  The applicant is responsible for the cost of the preparation of environmental assessments or environmental impact statements required by	If the IPL is built by a private party, an export/import permit will be required. The procedure will be the same for an export/import permit.  If the line is built by CFE it will not require any permit from the CRE, it will only have to comply with the environmental and municipal requirements. CFE will be responsible for all the reliability analysis.  The applicant party must pay an export/import permit fee of \$68,001 Mexican pesos as permit rights. <sup>2</sup>
Public Notification	the NEB, the applicant must publish a Notice of Application and Directions on Procedure (NOA/DOP) in the Canada Gazette and local	places a notice in the <i>Federal Register</i> announcing the start of a 30-day public comment period. During this period, interested parties may submit comments, protest the application or request to intervene in the proceeding.	There is no public notification requirement except in the case of permit termination, renewal or expiry.
Additional Filing Information		may have properties that preclude submission of	If the permit application is not complete and if additional information is required, the CRE could notify the applicant to submit any additional information required.
Authorization/ Issuance	operate an IPL, if it is satisfied that the		The CRE issues a permit to export and import electricity provided that the information conforms with all legal requirements.

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<sup>&</sup>lt;sup>2</sup> Approximately US.\$6,719 (exchange dollar rate from November 29<sup>th</sup>, 2002, issued by Mexican National Bank, Official Federation Gazette \$10.1193 pesos/US). The fee established in the Fee Federal Law has a semestral adjusment.

	Canada	United States	Mexico
	addressed. The permit normally includes terms and conditions to be fulfilled by the applicant respecting matters prescribed by the Electricity Regulations. If, after consideration of the relevant factors, the Board believes the application raises concerns, it may recommend to the Governor in	environmental mitigation measures) or, based on technical studies, DOE may apply very specific conditions regarding transfer limits during certain operating conditions. These technical limits are usually the same limits established by the regional reliability councils and/or independent system	
Timing	notification is given), interested parties have 30 days to review it, in order to provide comments and ask for additional information. The applicant has 15 days to respond to any submissions. Interested parties then have 10 days to assess and comment on the responses. The Board may then issue a permit or make a recommendation to the	Applications requiring an environmental impact statement, the highest level of environmental review, could take between 15 and 24 months to complete.  Applications requiring an environmental assessment usually can be completed within 6 months.  DOE has identified types of projects that experience has shown do not normally have a negative environmental impact. Proposed IPL projects, within one of these groups, can be completed within 60 days of submission of final electric reliability studies. (NEPA "Categorical Exclusion")	After the CRE receives all the information submitted by the applicant, the CRE will ask CFE's opinion, which they will have 30 working days period to submit. This opinion will have regard to the availability of wheeling and back-up services that the applicant may require and, if applicable, the delivery of surplus energy to CFE.  Once the CRE receives the public utilities' opinion, CRE will have a 20 working days period to publish the permit resolution. If there are any comments from the CRE or the public utilities, the applicant will have 10 working days to submit any corrections to the permit application.  Finally the CRE has a 20 working days period to issue the permit resolution.
Maximum Term for IPL Authorizations	NEB issues a permit or certificate without term limits.  The NEB may revoke or suspend a permit or certificate: on application to the NEB, or by consent of the holder of the permit or certificate; or if the holder has not complied with a term or condition of the permit or certificate.  The NEB must approve the abandonment of the operation of an IPL.	Although it has not occurred, permits may be	Permit issuance without time limit except for the IPP permits that last 30 years.  However, permits may be revocated, according to the Public Service Electricity Ruling Act, if the permit holder doesn't comply with its obligations established in article 90 of the Public Service Electricity Ruling Act or if it transfers the permit right to another party in a different way than that established in the regulation.

Canada **United States** Mexico

Legislative Requirement	Section 202(e) of the Federal Power Act requires that no person may export electric energy from the United States to a foreign country without first obtaining authorization from DOE.  The U.S. federal government does not regulate electricity imports.	Currently, CFE carries on exports and import activities, mainly for balances In this sense, is requires an authorization from CRE or from the Energy Ministry depending whether it is an import or export permit respectively.  However, since the <i>Public Electricity Service Act'</i> amendments in 1992, private parties are allowed to import for their own supply or export.  Applicants for export or import permits may use either the National Electric System or build an IPL In the first case, the applicant must sign an Interconnection Contract with CFE that establishe terms and conditions to use the National Electric System whenever it is required.  In the second case, and if the line built by the applicant interconnects with the National Electric System, the new infrastructure will have to be transferred to CFE.
Criteria	supply system).  Using NEPA criteria, DOE must assess the impact of the export on the environment.	An import permit will state that the electricity must be used only for the applicant's own supply.  An export permit will be granted if the electricity exported is the result of cogeneration, independent power production and small—scale production only.  The granting of the permits is subject to the following provisions:  1. The authorized exercise of the activities of electricity generation, exporting or importing may include the conduction, transformation and delivery of electric energy according to the specifics of each case.  2. The temporary use of the National Electricity System's grid by permit holders may only taken place after signing an agreement with the CFE, if doing so does not jeopardize the rendering of the public service, nor the right of third portion.

of third parties. Such agreements must

**United States** 

Canada

	The NEB must take into account other considerations as specified in the NEB's Electricity Regulations.		establish the compensation in favor of the utility, that is the responsibility of the permit holders.  The permit holders shall use generated electricity for their own supply and the surplus energy may be sold
			to CFE.
Procedure			
Application		An export application is submitted containing the information specified in DOE regulations at 10 CFR 205.300. The regulations and examples of applications are available on the program web site www.fe.doe.gov/programs/electricityregulation.  A \$500 U.S. filing fee must accompany each application.	The applicant must submit a permit application and all the information and studies, established in the Public Electricity Service Ruling Act, to the Energy Regulatory Commission.  Along with the information mentioned above, the applicant will have to submit a document recording the commitment or letter of intention to acquire electricity by persons in another country.  The permit request procedure is specified in the Public Electricity Service Ruling Act and at CRE's web site: www.cre.gob.mx/English/publications/booklets/folle to%207/doc7-dis.html  The applicant party must pay an application fee of \$68,001 Mexican pesos as permits rights <sup>3</sup> .
Public Notification	the NEB, the applicant must publish an	Within 2 weeks of receiving an export application, DOE places a notice in the <i>Federal Register</i> announcing a 30-day public comment period. During this time, interested parties may submit comments, protests, or request to intervene in the proceeding. The application can be viewed on the program web site after the notice appears in the Federal Register.	There is no public notification requirement except in the case of permit termination, renewal or expiry.
Additional Filing Information		properties that preclude submission of standard	If the permit application is not complete and if additional information is required, the CRE will notify the applicant and it will have a 5 working days period to submit any additional information required.

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Mexico

<sup>&</sup>lt;sup>3</sup> Approximately US.\$6,719 (exchange dollar rate from November 29<sup>th</sup>, 2002, issued by the Mexican National Bank, Official Federation Gazette \$10.1193 pesos/US). The fee established in the Fee Federal Law has a semestral adjusment.

**United States** 

Canada

Authorization/ Issuance	The Board issues a permit to export electricity, if it is satisfied that the information provided conforms to its requirements and all concerns have been addressed. The permit normally includes terms and conditions to be fulfilled by the applicant respecting matters prescribed by the Electricity Regulations.  If, after consideration of the relevant factors, the Board believes the application raises concerns, it may recommend to the Governor in Council (GIC) that a public hearing be held. If the Board approves the application after the public hearing, it issues an export license, subject to GIC approval.	providing for public comment.  Electricity export authorizations may limit the amount of power that may be exported over a specific transmission line.	The CRE issues a permit to export and import electricity provided that the information conforms with all legal requirements.
Timing	From the date the application is filed (and public notification is given), interested parties have 30 days to review it, in order to provide comments and ask for additional information. The applicant has 15 days to respond to any submissions. Interested parties then have 10 days to assess and comment on the responses. The Board may then issue a permit or make a recommendation to the GIC that the application be designated for a public hearing. Additional time would be required in the case where a public hearing is held.	transmission lines usually can be completed within 60 days.  Timing of export authorizations directly associated with a new transmission line project is driven by the timing of the Presidential permit	After the CRE receives all the information submitted by the applicant, the CRE will ask CFE's opinion, which they will have 30 working days period to submit. This opinion will have regard to the availability of wheeling and back-up services that the applicant may require and, if applicable, the delivery of surplus energy to CFE.  Once the CRE receives the public utilities' opinion, it will have a 20 working days period to issue the permit resolution. If there are any comments from the CRE or the public utilities, the applicant will have 10 working days to submit any corrections to the permit application.  Finally the CRE has a 20 working days period to publish the permit resolution.
Maximum Term for Export Authorizations	The maximum term for a permit or licence is 30 years.  Typically, the term applied for in recent permit applications has been 10 years.  The NEB may revoke or suspend a permit or licence: on application to the NEB, or by consent of the holder of the permit or licence; or if the holder has not complied with a term or condition of the permit or licence.	limited to 5 years. Exports by traditional utilities, exporting from their own generation resources, are currently issued without term limits.	Permit issuances are without time limits. However, permits will be revocated, according to the Public Service Electricity Ruling Act, if the permit holder doesn't comply with its obligations established in article 90 of the Public Service Electricity Ruling Act, or if it transfers the permit right to another party in a different way than that established in the regulation.

Mexico

**United States** 

Canada

Reporting Requirements	report to the NEB, on a monthly basis, the	marketer-type export authorizations. Reports contain the amount of electricity exported, the rate of transmission, and the dollar amounts received. Export authorizations held by "traditional" utilities and Presidential permit holders have	On the other side, private parties are required to inform the CRE about their export and import

Mexico

#### **Glossary of Terms**

CEA Act: Canadian Environmental Assessment Act of 1995

CFE: Comisión Federal de Electricidad

CFR: [U.S.] Code of Federal Regulation

CRE: Comisión Reguladora de Energía or Energy Regulatory Commission

CRE Act: Comisión Reguladora de Energía or Energy Regulatory Commission Act

of 1995

CSR: [Canada] Comprehensive Study Report

DOE: [U.S.] Department of Energy

DOP: [Canada] Directions on Procedure

EO: [U.S.] Executive Order

EPACT: [U.S.] Energy Policy Act of 1992

EPN: [Canada] Early Public Notification

FERC: [U.S.] Federal Energy Regulatory Commission

FPA: [U.S.] The Federal Power Act

GIC: [Canada] Governor in Council

INE: [Mexico] National Ecology Institute

IPLs: International Power Lines

IPPs: Independent Power Producers

LCRE: Ley de la Comisión Reguladora de Energía

LFC: Luz y Fuerza del Centro

LSPEE: Ley del Servicio Público de Energía Eléctrica or Public Electricity Service

Act of 1975, amended in 1992

NAEWG: North American Energy Working Group

NEB: [Canada] National Energy Board

NEB Act: [Canada] National Energy Board Act of 1959 and later amendments

NEPA: [U.S.] National Environmental Policy Act of 1969

NOA: [Canada] Notice of Application