

LETTER DECISION

OF-Fac-Gas-N081-2017-17 01 16 February 2018

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Ms. Prince and Ms. Jin:

Abandonment Hearing MHW-004-2017 NOVA Gas Transmission Ltd. (NGTL) 2017 Meter Stations and Laterals Abandonment Program

The National Energy Board (NEB or Board) has considered the above-referenced application dated 21 August 2017 (Application). Pursuant to paragraph 74(1)(d) of the *National Energy Board Act* (NEB Act), the Board has issued the attached Order ZO-N081-002-2018 (Order), the effect of which is to grant NGTL leave to abandon the pipelines and associated facilities comprising its 2017 Meter Stations and Laterals Abandonment Program (Project) as applied for. Please see the attached Order outlining the Board's conditions associated with the abandonment.

The Board's analyses and conclusions in support of its decision to issue the Order are set out below. In reaching its conclusions, the Board considered all of the evidence on the record related to this matter. The regulatory documents on file in the Notice of Hearing MHW-004-2017 proceeding are available on the Board's website, www.neb-one.gc.ca.

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1.0 Project Overview and the NEB Process

1.1 Application and Project Overview

On 21 August 2017, NGTL applied for leave to abandon 15 meter stations and their associated lateral pipelines, eight standalone meter stations and three standalone laterals (Facilities), all of which are part of the NGTL system. NGTL determined that these facilities will permanently cease operations, and therefore applied to abandon them. Table 1 provides a summary of the Project as applied for. The Facilities are located on freehold and Alberta Crown lands. NGTL will use existing land rights for the work associated with the abandonment. No new easements will be acquired for the Project. NGTL does not anticipate needing temporary workspace.

Table 1: Summary of the Project

Total kilometres of pipe to be abandoned	145.13 kilometre (km)
Kilometres of pipe to be removed	1.07 km (4 laterals, 0.08 to 0.24 km in length)
Kilometres of pipe to be abandoned in-place	144.06 km (15 laterals, 1.4125 to 35.6 km in
	length)
Number of laterals to be abandoned	19
Number of meter stations to be abandoned	23
Land Use	Freehold and Alberta Crown lands
Number of landowners directly affected	51
Number of First Nation communities and	23
Métis organizations consulted by NGTL	

NGTL determined the methods of abandonment by considering site-specific factors, the category of land use in which the lateral pipeline is located and the principles of safety, environmental protection and cost effectiveness. Abandonment in-place was chosen when the removal of these pipelines could cause disruption to cultivation activities, and potential temporary adverse environmental effects. In addition, NGTL indicated that excavation work to remove the lateral pipelines in certain circumstances could introduce corresponding safety risks, incremental adverse environmental effects, and be more costly than abandoning the pipeline in-place. NGTL proposed to remove facilities that are either located in part or fully within the meter station boundaries or are of short length and extend directly from the meter station.

Table 2 details the laterals and meter station facilities to be abandoned. Schedule A attached to the Order ZO-N081-002-2018 provides further details on the facilities to be abandoned.

Table 2: Facilities to be abandoned as part of the Project

Meter Station Name	Lateral Pipeline	Lateral to be Abandoned In-place or Removed
Acadia East Receipt	NPS 6 Acadia East Lateral	Removed
Acadia North Receipt	NPS 6 Acadia North Lateral	In-place
Acadia Valley Receipt	NPS 6 Acadia Valley Lateral ¹	In-place
Bear Canyon West Receipt	NPS 8 Bear Canyon West Lateral	Removed
Big Bend East Receipt	NPS 4 Big Bend East Lateral ²	In-place/Removed ²
	NPS 8 Big Bend East Lateral Loop ³	In-place/Removed ³
Blueberry Hill Receipt	NPS 4 Blueberry Hill Lateral	In-place
Blue Jay Receipt	NPS 4 Blue Jay Lateral	In-place
Donatville Receipt	NPS 6 Donatville Lateral	In-place
Hines Creek Receipt	NPS 6 Hines Creek Lateral	In-place
	NPS 6 Hines Creek Meter Station Piping	Removed
Hines Creek West Receipt	NPS 8 Hines Creek West Lateral	In-place
Last Lake Receipt	NPS 4 Last Lake Lateral	In-place
Lawrence Lake Receipt ⁴	NPS 6 Lawrence Lake Lateral	In-place
	NPS 4 Yard Pipe	Removed
Manir Receipt	NPS 8 Manir Lateral	Removed
	NPS 4 Connecting Pipe ⁵	
Mills Receipt	NPS 4 Mills Lateral ⁶	Removed
Tangent East Receipt	NPS 4 Tangent East Lateral	In-place
Elinor Lake East Receipt	N/A	N/A
Mega River Receipt	N/A	N/A
Mega River No. 2 Receipt	N/A	N/A
Rod Lake Receipt	N/A	N/A
Rod Lake Sales	N/A	N/A
Rossbear Lake Receipt	N/A	N/A
Snowfall Creek Receipt	N/A	N/A
Squirrel Mountain Receipt	N/A	N/A
N/A	NPS 12 Alderson Lateral ⁷	In-place
N/A	NPS 16 Kaybob South Lateral	In-place
N/A	NPS 36 McNeill Crossover ⁸	In-Place 8
	NPS 36 Yard Pipe 9	Removed

¹ NGTL is proposing to abandon approximately 16.96 km of the 24.96 km Acadia Valley Lateral. The remainder of the lateral will continue providing service to customers on the NGTL system.

² NGTL is proposing to abandon in-place 1.4125 km of the Big Bend East Lateral from the south meter station boundary to the NGTL system mainline. The remaining 0.1675 km through the meter station yard to the producer tie-in will be removed.

³ NGTL is proposing to abandon in-place approximately 1.44946 km of the Big Bend East Lateral Loop from the south meter station boundary to the NGTL system mainline. The remaining approximately 0.05054 km through the meter station yard will be removed.

⁴ Lawrence Lake Receipt Meter Station was previously decommissioned in 2011 (NEB Filing ID: A40335). NGTL is proposing to remove the remaining components (approximately 0.04 km of NPS 4 yard pipe, piles, side valve and fencing), and abandon the meter station site.

⁵ NPS 4 connecting pipe from the Manir Receipt Meter Station will be removed.

Meter Station Name	Lateral Pipeline	Lateral to be Abandoned In-place or
		Removed

⁶ NGTL is proposing to abandon approximately 0.107 km of the 0.110 km Mills Lateral. The remainder of the lateral will continue providing service to customers on the NGTL system.

1.2 The NEB Process

Under the NEB Act, the Board must hold a public hearing to consider an application for leave to abandon a pipeline. The Board issued a Notice of Abandonment Hearing MHW-004-2017 for the Project (Notice) on 31 October 2017, which set out the hearing process. The Board directed NGTL to serve a copy of the Notice on all persons potentially impacted by the Project, including:

- landowners:
- tenants;
- lessees;
- users and occupants;
- Aboriginal groups;
- interested government bodies (e.g., municipalities, provinces);
- third-party shippers; and,
- other persons identified by NGTL.

The Notice indicated that any member of the public that is potentially impacted by the Project could be involved in the Board's written public hearing process by filing a letter and any supporting documents with the Board by 6 December 2017. No letters were received by the Board.

2.0 Assessment of the Application

2.1 Engineering Matters

NGTL indicated that the Project will be carried out in accordance with Canadian Standards Association Standard Z662-15: Oil and Gas Pipeline Systems (CSA Z662-15) and the *Onshore Pipeline Regulations*. NGTL further noted that it will conduct hazard assessments on the facilities to be abandoned to ensure proper handling, storage and/or disposal of materials.

⁷ NGTL is proposing to abandon approximately 9.4 km of the 42.45 km Alderson Lateral. The remainder of the lateral will continue providing service to customers on the NGTL system.

⁸ NGTL is proposing to abandon approximately 2.1 km of the 2.8 km McNeill Crossover. The remainder of the crossover will continue providing service to customers on the NGTL system.

⁹ The yard piping associated with the McNeill Crossover is within the Empress East Boarder Meter Station boundary.

NGTL's plan for the abandonment work includes:

- For each of the meter stations and laterals, the abandonment work will include physical isolation of the Facilities from the NGTL system.
- All lateral pipeline isolations will involve cutting, purging (emptying of service fluids leaving no internal pressure) with air, cleaning of any liquid or debris and capping, as per CSA Z662-15.
- For the meter stations, all aboveground facilities, including the meter station buildings, yard piping and unnecessary fencing and gravel, will be permanently removed. Where an aboveground facility is required to remain on site for operational purposes, such as to maintain side valves or for co-located facilities, the fencing together with the appropriate gravel pad will remain but the size or footprint of the fencing may change. Where side valves are not required for operational use, the side valves will be removed. Where side valves are required for operational purpose, the side valves will not be abandoned and will remain part of the connecting operating pipeline.
- The following laterals cross paved highways:
 - o Acadia North Lateral crosses Highway 570
 - o Acadia Valley Lateral crosses Highway 41
 - o Alderson Lateral crosses Highway 876
 - o Blueberry Hill Lateral crosses Highway 49
 - o Lawrence Lake Lateral crosses Highway 44
 - o Tangent East Lateral crosses Highway 740

Those portions the lateral pipelines under these crossings will be cut on each side of the highway, filled with concrete to ensure structural integrity and capped on each end.

- For the Alderson Lateral that crosses under an irrigation canal, the pipeline will be cut on each side of the irrigation canal, and the portion underneath the canal will be filled with concrete to ensure structural integrity and capped on each end.
- Cathodic protection systems will be disconnected from the abandoned lateral pipelines.

Views of the Board

The Board finds that the Project's abandonment activities as described above are consistent with the requirements of the latest version of CSA Z662-15, Clauses 10.16.2 and 12.10.3.4, related to abandonment of piping. The Board is of the view that filling the abandoned pipelines with concrete where they cross under public paved roads and under an irrigation canal will minimize the potential for any damage to the infrastructure in the future. The Board is therefore satisfied with NGTL's approach.

2.2 Economics Matters

NGTL stated the estimated cost of the Project is \$16.4 million. Both the original book cost and the accumulated depreciation of the Facilities to be abandoned is approximately \$17.2 million and consequently there is no expected impact on the remaining rate base. NGTL further stated that the Project is expected to have no material impact on tolls on the NGTL system or on the current transportation services offered on the NGTL system.

NGTL stated that the Project will have no impacts to existing customers or service on the NGTL system. Notification of the anticipated filing of this Application was made to NGTL's Tolls, Tariff, Facilities and Procedures Committee on 29 June 2017, which consists of over 100 NGTL system customers and stakeholders. NGTL confirmed that all potentially affected commercial third-parties had been notified of the Project and that NGTL was not aware of any concerns or issues. On 19 April 2017, NGTL provided Project information of its intent to abandon the Facilities to the 24 customers that are directly connected to these Facilities. NGTL stated that it is not aware of any issues or concerns.

NGTL stated that the Facilities proposed to be abandoned in this Application were included in the Abandonment Cost Estimate (ACE) approved for NGTL as part of the MH-001-2013 process and were updated in the 2016 ACE Review pending before the Board. NGTL submitted that the Facilities being abandoned do not represent a material portion of the total system; the Project cost represents less than approximately 1 per cent of NGTL's total ACE. NGTL stated that as a result, no changes to the ACE or Annual Contribution Amount are required outside the NEB's periodic ACE review process.

NGTL submitted that the physical activities required to abandon would include remediation and reclamation activities, as applicable, and that once equivalent land capability is achieved, no further post-abandonment activities were planned. If, however, additional reclamation monitoring takes place or future activities are required, NGTL expected that the costs associated with this work to be funded through the abandonment trust.

NGTL confirmed that funding is available and proposed to provide interim funding for all costs associated with the Project. NGTL stated it intends to subsequently seek reimbursement from its Abandonment Trust for all abandonment costs, including applicable carrying charges. NGTL stated that reimbursement would be the subject of a subsequent application to the Board.

Views of the Board

The Board accepts NGTL's assessment that this Project will have no impact on NGTL's rate base and no material impact on its tolls and current transportation services. The Board acknowledges NGTL's statement that it will provide interim funding for all costs associated with the Project. The Board notes that NGTL intends to subsequently seek reimbursement from its Abandonment Trust for all abandonment costs, including applicable carrying charges, which will be the subject of a subsequent application to the Board. The Board reminds NGTL that in MH-001-2013 the Board stated that pipeline companies are ultimately responsible for the costs of abandonment and for ensuring that appropriate funds are estimated, collected and set aside for such purposes. If there is a change in circumstances between Board-mandated reviews that materially affects the amount required to be collected, then the company must revise their annual contribution amount.

2.3 Environment Matters

The NGTL Project Application stated that the scope of the Project is small in scale and the abandonment activities are estimated to take approximately 10 to 14 days at each of the proposed locations. Abandonment activities such as surface disturbance, pipe or facility removal will occur within existing fenced and graveled areas, or on previously disturbed rights-of-way. The environmental setting and surrounding land use at the Project facilities is diverse, including cultivated, tame pasture, native grassland, industrial, regenerating cutblock, regenerating shrub, and treed. NGTL identified several federally and provincially listed wildlife species and sensitive areas for wildlife that could be affected by the abandonment activities. Further, NGTL noted that land use surrounding the Abandonment Facilities has resulted in highly modified habitat which minimizes the potential for interactions with wildlife.

Where the Project overlaps with provincially identified ranges for several terrestrial wildlife species including mammals, migratory birds and amphibians, NGTL submitted that the abandonment activities will be scheduled to avoid restricted activity periods and environmental setbacks. If avoidance scheduling is not feasible, NGTL stated it would consult with Alberta Environment and Parks (AEP) to discuss alternative mitigation measures.

Where the abandonment activities occur within the primary nesting period for migratory birds (April to August), NGTL explained that a non-intrusive area search for evidence of nesting/burrowing within seven days of starting abandonment activities may be conducted, and that the *Wildlife Species of Concern Discovery Contingency Plan* will be implemented if active nests/dens are found. NGTL concluded that the Project would have no significant effects on wildlife, and that in the long-term, the abandonment activities (e.g., removal of infrastructure) are expected to eventually have a positive effect on wildlife habitat availability.

NGTL submitted that there are numerous watercourse crossings and one irrigation canal associated with the Abandonment Facilities proposed for abandonment, however no in-stream or riparian area disturbance is planned as the Abandonment Facilities will be abandoned in-place. With respect to the irrigation canal crossing on the Alderson Lateral, NGTL stated that the pipeline will be cut, filled with concrete, and capped to prevent soil subsidence. NGTL stated that existing access routes to Project excavation sites will require the crossing of watercourses, some of which are potentially fish-bearing, in order to conduct abandonment activities. For watercourse crossings, NGTL confirmed the specific locations, methods of crossing, mitigation measures and that the crossings will be included in the scope of the post-abandonment monitoring program. While no in-stream work is planned, NGTL explained that it is committed to following its Environmental Protection Plan (EPP) which includes all applicable measures in the Fisheries and Oceans Canada's *Measures to Avoid Causing Harm to Fish and Fish Habitat*.

NGTL stated that abandonment activities will occur near several wetlands, including ground disturbance within wetlands at the Mega River Receipt, Mega River No. 2 Receipt, and Snowfall Creek Receipt facilities. NGTL submitted that it will implement mitigation for wetlands as outlined in its EPP, in general by minimizing impacts to wetlands during physical abandonment activities and wetland restoration. Specific mitigation measures described by NGTL included: conducting work under frozen conditions; ground surface grading away from wetlands;

installation of berms, cross ditches and/or silt fences between wetlands and disturbed areas; and allowing natural recovery as the preferred method of reclamation on level terrain not subject to erosion concerns.

NGTL stated that over time, the pipeline segments abandoned in-place may become perforated by corrosion, or may become exposed at watercourse crossings, due to natural channel migration and streambed scour. NGTL submitted that due to the relatively small diameter of the pipelines and the minimum amount of cover required at watercourses, and the pipeline isolation and cleaning processes, adverse effects to water quality and fish and fish habitat are considered unlikely.

NGTL stated that the proposed abandonment activities at the Rod Lake and Snowfall Creek facilities are located within the West Side Athabasca River Caribou Range and the Chinchaga Caribou Herd Range, respectively. NGTL said that it would avoid conducting abandonment activities during the sensitive timing window for caribou (February 15th to July 15th) as specified by AEP and Environment and Climate Change Canada (ECCC). In the event that abandonment activities are planned within the sensitive timing window for caribou, NGTL said it would submit Caribou Protection Plans and consult with AEP before conducting work at those facilities.

NGTL noted that clubroot disease has been documented in four Alberta municipal districts that could potentially interact with abandonment activities at the following Facilities: Acadia Valley; Big Bend East; Lawrence Lake; Blue Jay Receipt; and Dontaville Receipt. The Project may also result in the introduction and/or spread of noxious weeds or forest pests, including mountain pine beetle. NGTL submitted that its implementation of standard mitigation measures for weeds and clubroot disease, including equipment inspection and cleaning the equipment with a spray-on disinfectant, would avoid any potential adverse effects.

NGTL stated that all removed pipe, facilities, and other wastes associated with the Project, including any contaminated material, will be salvaged and/or disposed of materials at an approved disposal facility. NGTL stated that, where ground disturbance is required as part of the abandonment activities, it will reclaim disturbed areas and will monitor the areas until the equivalent land capability is achieved.

NGTL acknowledged that the pipeline sections abandoned in-place could act as a conduit to transport materials and contaminants if the pipeline wall are perforated by corrosion and may cause a reduction in soil productivity. NGTL has committed to completing a Phase I Environmental Site Assessment (ESA) prior to commencing abandonment activities, and says it will conduct remedial work to address any soil contamination associated with the Project. In addition, in its Application, NGTL indicated that in the event that contaminated soils, surface water and/or groundwater are encountered during pipeline abandonment, it will implement the TransCanada Waste and Hazardous Materials Management Manual, the *Contaminated Soil Contingency Plan*, and follow the NEB Remediation Process Guide.

Views of the Board

The Board notes that the Project is not subject to the requirements of an Environmental Assessment under the *Canadian Environmental Assessment Act*, 2012. Environment matters were considered by the Board pursuant to the NEB Act.

In order to meet its obligations under the *Species at Risk Act*, the NEB sent a notification letter to ECCC advising the Minister that the Project, if approved, may affect wildlife species at risk or their habitat. With respect to woodland caribou, ECCC responded that NGTL should consult ECCC for expertise and advice that is available to the department for this species. For other wildlife species of concern, ECCC advised that NGTL should contact Alberta Fish and Wildlife/AEP for species-specific technical information. With the exception of the caribou ranges, the Board notes that NGTL did not identify defined critical habitat for species at risk that will be affected by the proposed abandonment activities.

The Board notes that NGTL's proposed schedule avoids abandonment activities within the sensitive timing window for the West Side Athabasca River and Chinchaga Caribou Herd Ranges and that NGTL has indicated that in the event that activities must be conducted during the sensitive periods, it will submit plans and discuss mitigation with AEP. The Board also notes NGTL's commitments to conduct its abandonment activities outside of the sensitive timing windows and to follow regulatory guidelines for other sensitive wildlife species. Consequently, the Board is of the view that with the implementation of measures proposed by NGTL, direct effects to wildlife will be avoided. The Board further notes that the proposed Abandonment Facilities occur within existing previously disturbed rights-of-way and altered landscapes that are generally unsuitable wildlife habitat.

The Board notes that no Abandonment Activity work is proposed for in-stream or within the riparian area of any watercourse, although some watercourses will need to be crossed by temporary structures for access. With respect to wetlands, NGTL submitted that some wetlands will be directly affected by the abandonment activities with all work scheduled to occur under frozen conditions. The Board finds that NGTL's proposed mitigation measures for work near watercourses and within wetlands are suitable given the Project scope and nature of the activities.

Although NGTL said that contamination presence is not anticipated, the Board requires assurance that any potential contamination issues associated with the meter stations and pipelines will be identified before commencement of abandonment activities. Condition 5 of the Order requires NGTL to file a Phase I ESA with the Board to identify actual or potential contamination associated with the Project locations. NGTL provided comments on the Board's draft conditions and recommended only completing the Phase II ESA activities following site abandonment activities (including pipeline depressurization and removal of underground facilities). NGTL noted that due to the small footprint of the

meter station sites and relative density of buried infrastructure on active sites, a higher potential risk exists to personnel or assets during subsurface investigation activities. The Board requires NGTL to provide a Phase II ESA Plan, Condition 6, prior to commencing the abandonment activities, unless NGTL can confirm that Phase II ESA is not required, based on the results of its Phase I ESA.

To confirm that all of its proposed environmental protection procedures and mitigation measures are implemented, including those for wildlife and species at risk, Condition 4 of the Order requires NGTL to file an updated Project-specific EPP with the Board, for approval, at least 45 days prior to commencing the abandonment activities.

In addition, NGTL committed to reclaim disturbed areas to equivalent land capability and to follow the principles of its Post-Facility Removal Monitoring Program. Condition 13 requires NGTL to file a Post-Abandonment Report and Monitoring Plan to provide for monitoring post-abandonment, and to demonstrate that the areas disturbed during abandonment activities have been remediated and are restored to equivalent land capability.

Considering the nature and scope of the Project, NGTL's proposed mitigation measures, and the implementation of Board's prescribed conditions, the Board anticipates that any environmental effects would be of limited geographic extent (limited to the Project sites), short-term (in the order of days to weeks), reversible and of low magnitude. The Board has determined that the carrying out of the Project is not likely to cause significant adverse environmental effects.

2.4 Consultation Matters

The Project is located on freehold and Alberta Crown lands. NGTL indicated it will use existing land rights for the work associated with the abandonment and that no new easements will be acquired for the Project. NGTL further indicated that it does not anticipate needing temporary workspace and that it will acquire the necessary land rights from the landowners and occupants if temporary workspace is required.

NGTL notified interested parties of the plan to abandon the Pipelines prior to filing the Application and stated that it did not receive any issues or concerns regarding the abandonment plans. NGTL indicated in the Application that it has not been able to make direct contact with two freehold landowners since it distributed the information package to landowners beginning on 19 April 2017, but that it will continue to make efforts to contact the landowners.

On 17 November 2017, NGTL submitted to the Board a list of potentially impacted persons upon which it served the Notice. This list included landowners, occupants, the local authorities, and Aboriginal groups. The Notice set out the Board's hearing process and required those interested in participating in that process to indicate their intention to do so by 6 December 2017. No letters were filed with the Board.

On 1 November 2017, NGTL sent via Xpresspost (with signature required), a copy of the Project Information Package to the additional communities identified by the NEB in its Notice of Abandonment Hearing MHW-004-2017.

On 9 November 2017, NGTL sent via Xpresspost (with signature required), a copy of the NEB's Notice of Abandonment Hearing to all communities listed in the Notice and the five communities NGTL engaged with but not included in the Notice of Abandonment Hearing (Beaver First Nation, Gift Lake Métis Settlement, Paddle Prairie Métis Settlement, Peavine Métis Settlement and Tallcree First Nation). NGTL also sent out copies to all stakeholders including the Crown.

On 15 November 2017, NGTL provided an update on consultation and indicated that there were no new concerns raised by stakeholders and Aboriginal groups since the Application filing. NGTL submitted that it met with Peavine Métis Settlement (Peavine) on 5 October 2017, providing an overview of the Project and facility locations as well as responding to Peavine's questions regarding reclamation practices for the Project. NGTL indicated that Peavine had no further issues or concerns with the Project.

Views of the Board

The Board is satisfied that anyone potentially affected by the Project was given sufficient notice and had the opportunity to voice their concerns. The Board is of the view that the design and implementation of consultation activities was appropriate for the scale and scope of the Project. The Board also notes that under the *Pipeline Safety Act*, the Board has jurisdiction over pipelines abandoned in-place; as such, Aboriginal groups, landowners and land users may contact the Board if any issues or concerns arise. The Board has included Conditions 8, 9, and 10 to ensure Aboriginal groups, landowners and land users are engaged prior to, throughout and after the Abandonment activities are undertaken and completed.

2.5 Socio-Economic Matters

The company stated that it is confident that all associated risks and concerns regarding the Pipelines abandonment have been addressed and mitigated.

Views of the Board

The Board expects applicants to identify the effects projects may have on socio-economic elements, to identify mitigation measures they will implement to reduce those effects, and to assess the significance of any effects that would remain once the mitigation has been applied.

The Board notes that NGTL has identified and committed to mitigating all relevant socioeconomic effects associated with the Project. The Board is of the view that the Project is not likely to cause any significant socio-economic effects.

3.0 Decision

Based on all of the foregoing considerations and reasons, the Board grants NGTL leave to abandon the Project as set out in the attached Order.

R. R. George Member

Attachment

Calgary, Alberta February 2018