

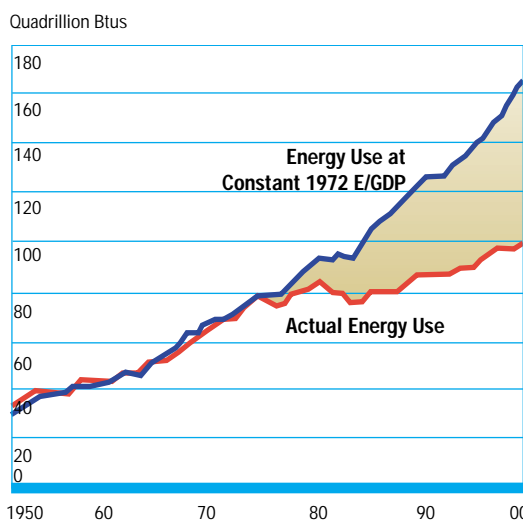
# Strengthening Global Alliances

## Enhancing National Energy Security and International Relationships

**U**.S. national energy security depends on sufficient energy supplies to support U.S. and global economic growth. Energy policies that have emphasized reliance on market forces have led to major energy security gains over the past two decades. Major improvements in exploration and production technology, as well as the trend toward opening new areas around the globe for exploration and development, have yielded significant dividends:

- The U.S. and world economies have diversified their sources of oil supplies, largely through increased production in the Western Hemisphere, the North Sea, and Africa.
- The world's fuel mix is also more diverse, primarily because of greater reliance on natural gas and nuclear power.
- The rate of growth in U.S. oil demand has slowed significantly since the first oil shocks of the 1970s because of more energy-efficient industries, structural changes in the economy, and greater efficiencies in vehicles, appliances, and buildings.

Figure 8-1  
**The U.S. Economy is More Energy Efficient (Energy Intensity)**  
 Primary Energy Use



Improvements in energy efficiency since the 1970s have had a major impact in meeting national energy needs relative to new supply. If the intensity of U.S. energy use had remained constant since 1972, consumption would have been about 70 quadrillion Btus (74 percent) higher in 1999 than it actually was.

Source: U.S. Department of Energy, Energy Information Administration.

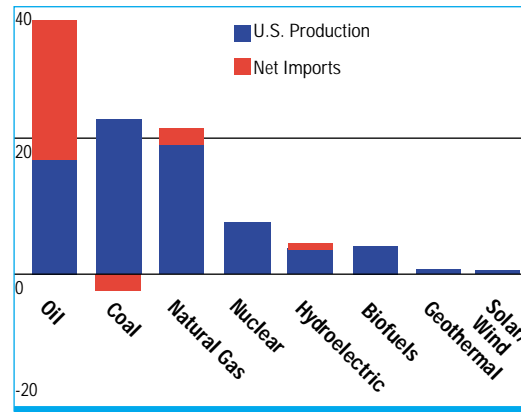
Since 1970, as the economy has shifted toward greater use of more efficient technologies, U.S. energy intensity (the amount of energy it takes to produce a dollar of GDP) has declined by 30 percent (Figure 8-1). However, energy use per person in the United States is expected to rise as is overall demand for energy.

Measures to enhance U.S. energy security by meeting this increased demand must begin at home. The first step toward a sound international energy policy is to use our own capability to produce, process, and transport the energy resources we need in an efficient and environmentally sustainable manner. Market solutions to limit the growth in our oil imports would reduce oil consumption for our economy and increase our economic flexibility in responding to any domestic or international disruption of oil or other energy supplies. The United States produces 72 of the 99 quadrillion British thermal snits (Btus) of



Figure 8-2  
Sources of U.S. Fuel Consumption in 1999

(Quadrillion Btus)



The United States produced 72 of the 98 quadrillion Btus of energy that it consumed in 1999. We are self-sufficient in virtually all our energy resources, except oil, of which we import 52 percent of our net requirements, and natural gas, of which we import 15–16 percent net, primarily from Canada.

Source: U.S. Department of Energy, Energy Information Administration.

energy that it consumes (Figure 8-2). We are self-sufficient in virtually all our energy resources except oil, of which we import 52 percent of our net requirements, and natural gas, of which we import 15 to 16 percent of our net requirements, primarily from Canada.

We should not, however, look at energy security in isolation from the rest of the world. In a global energy marketplace, U.S. energy and economic security are directly linked not only to our domestic and international energy supplies, but to those of our trading partners as well. A significant disruption in world oil supplies could adversely affect our economy and our ability to promote key foreign and economic policy objectives, regardless of the level of U.S. dependence on oil imports.

Our energy security also depends on an efficient domestic and international infrastructure to support all segments of the energy supply chain. We can strengthen our own energy security and the shared prosperity of the global economy by working cooperatively with key countries and institutions to expand the sources and types of global energy supplies. We can also advance these goals by increasing the effi-

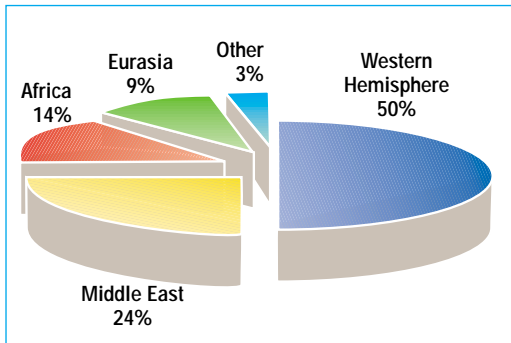
ciency of energy consumption, enhancing the transparency and efficient operation of energy markets, and strengthening our capacity to respond to disruptions of oil supplies. Energy is fundamental to economic growth, and we believe that economic growth and environmental protection can be mutually achieved.

We need to strengthen our trade alliances, to deepen our dialogue with major oil producers, and to work for greater oil production in the Western Hemisphere, Africa, the Caspian, and other regions with abundant oil resources. Greater cooperation with our allies in addressing the growth in oil demand in the transportation sector is particularly important, given the growing demand for oil and other energy resources. Significant economic and environmental benefits can be realized from increased energy efficiency and from the use of clean energy technologies. We need to ensure that our partners in the International Energy Agency (IEA) continue to meet their obligations for emergency supply reserves. Finally, we must continue to work with the IEA, the Asia-Pacific Economic Cooperation (APEC) forum, and others to encourage other large importers to consider measures to augment their oil reserves

### Oil Imports and Global Reserves

The U.S. influence on overall world markets is substantial in terms of production and consumption. The United States is the world's second largest natural gas producer and its third largest oil producer. The United States consumes over 25 percent of the oil produced worldwide, slightly more than half of which it imports. Nevertheless, because the price of our domestic and imported oil is determined by a world market, our energy security interests transcend the source of our physical energy supplies (Figure 8-3). Given the large and projected growing volume of U.S. oil imports, our energy and economic security will increase if we take the steps necessary to realize America's potential as a major world oil and natural gas producer.

Figure 8-3  
Regional Sources of U.S. Oil Imports in 2000



Slightly over half of the oil the United States imports every day comes from the Western Hemisphere. Canada, Venezuela, and Mexico account for the bulk (41%) of these imports.

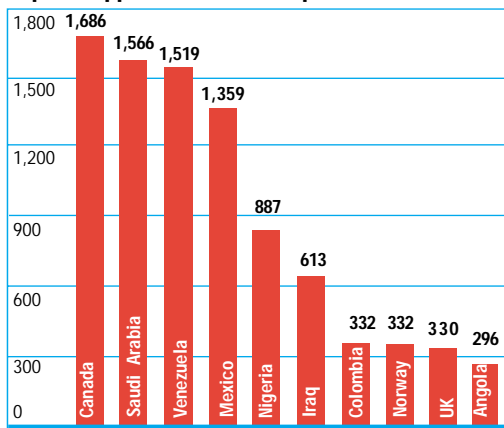
Source: U.S. Department of Energy, Energy Information Administration.

**Recommendation:**

★ The NEPD Group recommends that the President make energy security a priority of our trade and foreign policy.

In 2000, nearly 55 percent of U.S. gross oil imports came from four countries: 15 percent from Canada, 14 percent each from Saudi Arabia and Venezuela, and 12 percent from Mexico (Figure 8-4). The security of U.S. energy supply is enhanced by

Figure 8-4  
Top 10 Suppliers of U.S. Oil Imports in 2000



In 2000, nearly 55 percent of gross U.S. oil imports came from four leading suppliers: Canada (15%), Saudi Arabia (14%), Venezuela (14%), and Mexico (12%).

Source: U.S. Department of Energy, Energy Information Administration.

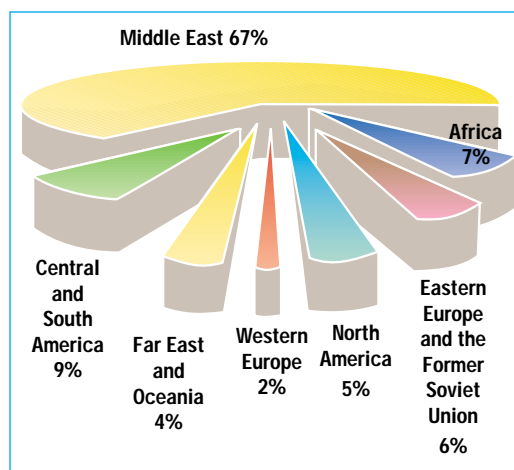
several factors characterizing our diplomatic and economic relationships with our four top suppliers. These factors range from geographic proximity and free trade agreements to integrated pipeline networks, reciprocal energy-sector investments, shared security commitments, and, in all cases, long-term reliable supply relationships (Figure 8-5).

**Saudi Arabia and the Middle East Oil Supplies**

By 2020, Gulf oil producers are projected to supply between 54 and 67 percent of the world's oil. Thus, the global economy will almost certainly continue to depend on the supply of oil from Organization of Petroleum Exporting Countries (OPEC) members, particularly in the Gulf. This region will remain vital to U.S. interests. Saudi Arabia, the world's largest oil exporter, has been a linchpin of supply reliability to world oil markets.

Saudi Arabia has pursued a policy of investing in spare oil production capacity, diversifying export routes to both of its coasts, and providing effective assurances that it will use its capacity to mitigate the

Figure 8-5  
Proven World Oil Reserves in January 2000



The world's proven crude oil reserves remain relatively concentrated. The Middle East holds 664 billion barrels, or roughly two-thirds of the world's conventional oil reserves, followed by the Western Hemisphere (14%) and Africa (7%).

Source: U.S. Department of Energy, Energy Information Administration.

*Saudi Arabia has pursued a policy of investing in spare oil production capacity, diversifying export routes to both of its coasts, and providing effective assurances that it will use its capacity to mitigate the impact of oil supply disruptions in any region.*

ARAMCO



Figure 8-6  
Saudi Arabia Export Pipelines



Saudi Arabia, the world's largest oil supplier, maintains major oil export ports and storage capacity on both the Gulf and the Red Sea.

ARAMCO

international energy policy, but our engagement will be global, spotlighting existing and emerging regions that will have a major impact on the global energy balance.

**Recommendation:**

★ The NEPD Group recommends that the President support initiatives by Saudi Arabia, Kuwait, Algeria, Qatar, the UAE, and other suppliers to open up areas of their energy sectors to foreign investment.

**Improving Market Transparency**

The United States must work with oil producers to improve the transparency, timeliness, and accuracy of the data that guide global oil markets. A lack of timely and accurate data relating to both oil production and inventory levels has contributed to the price volatility witnessed in 2000. Discussions among the major oil producers and consumer countries should be designed to improve the transparency, accuracy, and timeliness of data that guide the market. In turn, enhanced data quality and increased data transparency will improve market efficiency. Refocusing that dialogue beyond short-term market developments to long-term issues of world economic growth, improving data quality, and addressing energy infrastructure is needed to maintain a smooth flow of energy from the wellhead to the consumer.

**Recommendation:**

★ The NEPD Group recommends that the President direct the Secretaries of State, Energy and Commerce work to improve dialogue among energy producing and consuming nations.

**Promoting International Trade and Investment**

Longstanding U.S. policy supports a liberalized global energy sector that is open to international trade and investment. The United States benefits from international investments at home that have increased our

energy sector's capacity and its infrastructure. Both producers and consumers will benefit from ensuring that the global energy infrastructure is sufficient and flexible to meet growing global demand.

American energy firms remain world leaders, and their investments in energy producing countries enhance efficiencies and market linkages while increasing environmental protections. Expanded trade and investment between oil importing and exporting nations can increase shared interests while enhancing global energy and economic security. Promoting such investment will be a core element of our engagement with major foreign oil producers.

#### **Recommendations:**

★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce and Energy to continue supporting American energy firms competing in markets abroad and use our membership in multilateral organizations, such as the Asia-Pacific Economic Cooperation (APEC) forum, the Organization for Economic Cooperation and Development (OECD), the World Trade Organization (WTO) Energy Services Negotiations, the Free Trade Area of the Americas (FTAA), and our bilateral relationships to implement a system of clear, open, and transparent rules and procedures governing foreign investment; to level the playing field for U.S. companies overseas; and to reduce barriers to trade and investment.

★ The NEPD Group recommends that the President direct the Secretaries of Commerce and Energy, and the U.S. Trade Representative, to support a sectoral trade initiative to expand investment and trade in energy-related goods and services that will enhance exploration, production, and refining, as well as the development of new technologies.

## **Reviewing and Reforming Sanctions**

Economic sanctions include U.S. unilateral sanctions as well as multilateral sanctions, such as United Nations (UN) Security Council Resolutions. Sanctions can advance important national and global security objectives and can be an important foreign policy tool, especially against nations that support terrorism or seek to acquire weapons of mass destruction. Nevertheless, sanctions should be periodically reviewed to ensure their continued effectiveness and to minimize their costs on U.S. citizens and interests.

#### **Recommendation:**

★ The NEPD Group recommends that the President direct the Secretaries of State, Treasury, and Commerce to initiate a comprehensive review of sanctions. Energy security should be one of the factors considered in such a review.

## **Diversity of Supply**

Concentration of world oil production in any one region of the world is a potential contributor to market instability, benefiting neither oil producers nor consumers. Periodic efforts by OPEC to maintain oil prices above levels dictated by market forces have increased price volatility and prices paid by consumers, and have worked against the shared interests of both producers and consumers in greater oil market stability. This remains a policy challenge, which we will meet over the longer term through a comprehensive energy policy that addresses both supply and demand, as well as through increased engagement with all our major suppliers. Greater diversity of world oil production remains important.

Encouraging greater diversity of oil production and, as appropriate, transportation, within and among geographic regions has obvious benefits to all market participants. Technological advances will enable the United States to accelerate the diversification of oil supplies, notably through deep-



*The United States is helping developing countries use energy efficient technologies. Photovoltaic-powered pumps are being used in many wells throughout rural India for collecting potable water.*

U.S. DEPARTMENT OF ENERGY, NATIONAL RENEWABLE ENERGY LABORATORY

water offshore exploration and production in the Atlantic Basin, stretching from offshore Canada to the Caribbean, Brazil, and West Africa. The Caspian Sea can also be a rapidly growing new area of supply.

The ongoing development of so-called “heavy oil” reserves in the Western Hemisphere is an important factor that promises to significantly enhance global oil reserves and production diversity. Recent Canadian and Venezuelan success in making heavy oil deposits commercially viable suggests that they will contribute substantially to the diversity of global energy supply, and to our own energy supply mix over the medium to long term. Leading non-OPEC oil exporters, such as Mexico and Norway, remain critical to the diversity of global energy supply.

Growing levels of conventional and heavy oil production and exports from the Western Hemisphere, the Caspian, and Africa are important factors that can lessen the impact of a supply disruption on the U.S. and world economies. Overall U.S. policies in each of these high-priority regions will focus on improving the investment climate and facilitating the flow of needed investment and technology.

Bilateral energy working groups, such as the U.S.-Kazakhstan Oil, Gas and Commercial Energy Working Group and the U.S.-Russian Oil and Gas Working Group, can improve the trade climate in high-priority countries. In addition to seeking new sources of oil, the United States is helping developing countries use energy efficient technologies to mitigate the environmental impacts of energy use, and to improve access to energy resources.

WTO members are beginning to examine global trade in energy services. The United States has called on WTO members to open markets eligible for private participation in the entire range of energy services, from exploration to the final customer. The energy service proposal would attempt to ensure nondiscriminatory access to foreign providers of energy services. Equally important, the U.S. proposal suggests that WTO members consider how to best create a pro-competitive regulatory en-

Figure 8-7

**Canada–U.S. Natural Gas Pipelines: 2001**



**Canada–U.S. Oil Pipelines: 2001**

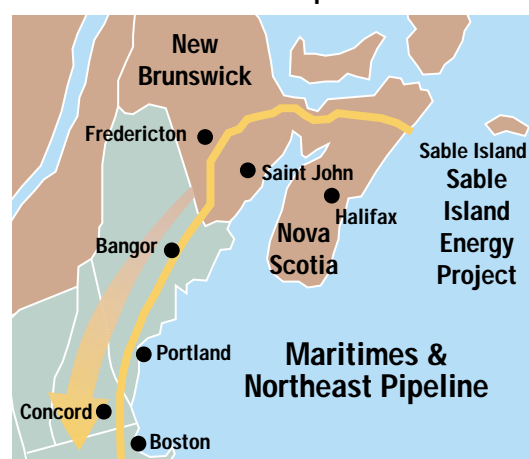


An integrated network of oil and gas pipelines demonstrates the seamless nature of North American energy trade.

Sources: Lakehead Pipe Line Company, Inc., and Canadian Association of Petroleum Producers.

Figure 8-8

**Maritimes and Northeast Pipeline: 2000**



New England’s geography made it the “last stop” for natural gas pipelines stretching thousands of miles across the continent from the South and the West. Consequently, the region became the most oil-dependent area in the country, particularly for home heating and electricity. With the January 1, 2000, inauguration of Atlantic Canada’s Maritimes and Northeast Pipeline, New England is now at the beginning of the line for natural gas flowing across the border from Canada at Calais, Maine. Overall, the region’s fuel mix is becoming increasingly diversified, with natural gas demand slated to increase by 2.4 percent a year through 2020.

Source: Maritimes and NorthEast Pipeline.

environment for energy services, so that opaque or discriminatory regulatory practices do not undermine commitments to open their domestic markets to foreign service providers. Such objectives can also be pursued in the FTAA and APEC.

### Toward a North American Energy Framework

Increased U.S., Canadian, and Mexican energy production and cooperation would enhance energy security and, through our economic links in the North America Free Trade Agreement (NAFTA) economy, fundamentally advance each country's economic security. As state and federal governments consider energy reforms, there will be a need to ensure compatible regulatory frameworks with our neighbors while recognizing differences in jurisdictions.

#### Canada

Canada's deregulated energy sector has become America's largest overall energy trading partner, and our leading foreign supplier of natural gas, oil, and electricity. Canada's sustainable development-based energy strategies contribute to the health of the NAFTA economy and of our shared environment.

Canada provided 14 percent of U.S. natural gas supply last year. An integrated network of pipelines demonstrates the seamless nature of North American energy trade (Figure 8-7). Estimated natural gas deposits in Alaska and Northwest Canada exceed 70 trillion cubic feet, representing over three years of total U.S. consumption at present levels.

To advance shared economic and environmental objectives, the private sector is poised to develop the continent's northern gas reserves, with pipeline linkages between both countries. To the east, recent development of Canada's Atlantic offshore energy reserves has made significant strides, with major offshore natural gas and oil production now available. Canada's Atlantic energy development is now providing previously untapped sources of clean-burning natural gas not only to Nova Scotia and New Brunswick but also to heating oil-de-



pendent New England (Figure 8-8).

Our large cross-border electricity trade flows in each direction. Our electricity imports from Canada are derived largely from hydropower produced in eastern Canada, Canadian and American hydropower projects in the Pacific Northwest operating pursuant to the Columbia River Treaty, and a nuclear power plant in New Brunswick. All of these sources provide important trade and clean air benefits, while allowing both countries to benefit from load sharing and integration. The reliability of the North American electricity grid can be enhanced yet further through closer coordination and compatible regulatory and jurisdictional approaches.

Canada's oil trade, responding to market signals, increased 4 percent worldwide and 10 percent with the United States last year. Estimates of Canada's recoverable heavy oil sands reserves are substantial, and new technologies are being deployed to develop their potential. Production from these promising areas now approaches 600,000 barrels a day. Their continued development can be a pillar of sustained North American energy and economic security.

#### Mexico

Our energy relationship with Mexico reflects the increasingly interrelated character of NAFTA economies and our contiguous border. U.S. natural gas reserves, pipe-

*Offshore oil platform near Campeche, Mexico. Mexico's large crude oil reserves—approximately 25 percent larger than our own proven reserves—makes it a likely source of increased oil production over the next decade.*

U.S. EMBASSY, MEXICO CITY



Figure 8-9

### Mexican Oil and Gas Resources: 2001



Mexico's large oil reserves—approximately 25 percent larger than U.S. proven reserves—make it a likely source of increased oil production over the next decade.

Source: U.S. Central Intelligence Agency.

*A carrier transports liquefied natural gas (LNG) from Trinidad and Tobago—our largest LNG supplier—to Boston harbor. LNG currently represents 16 percent of New England's natural gas supply.*

CABOT LNG

lines, and industries are closer to the growing border area than some of Mexico's reserves. The United States is a net exporter of refined petroleum products and natural gas to Mexico, primarily through pipeline connections to northern Mexico. Mexico is a leading and reliable source of imported oil, and its large reserve base, approximately 25 percent larger than our own proven reserves, makes Mexico a likely source of increased oil production over the

next decade (Figure 8-9).

Mexico began exporting 50 megawatts of electricity from Baja to California in January 2001. However, the transmission infrastructure on both sides of the border is insufficient for greater flows of energy in either direction without expansion. In the United States, our process for "Presidential Permitting" of cross-border infrastructure linkages needs to be updated and streamlined.

Mexico will make its own sovereign decisions on the breadth, pace, and extent to which it will expand and reform its electricity and oil and gas capacities. Where the country has opened its energy sector to private investment, such as in natural gas transmission, distribution, and storage, investments have been made to our mutual benefit. To the extent Mexico seeks to attract additional foreign investment consistent with its Constitution, which reserves exploration and production rights to the Mexican government, the United States should actively encourage the U.S. private sector to consider market-based investments.

#### Recommendations:

★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to engage in a dialogue through the North American Energy Working Group to develop closer energy integration among Canada, Mexico, and the United States and identify areas of cooperation, fully consistent with the countries' respective sovereignties.

★ The NEPD Group recommends that the President direct the Secretaries of Energy and State, in consultation with the Federal Energy Regulatory Commission, to review their respective oil, natural gas, and electricity cross-boundary "Presidential Permitting" authorities, and to propose reforms as necessary in order to make their own regulatory regimes more compatible for cross-border trade.



★ The NEPD Group recommends that the President direct the Secretaries of Energy and State, coordinating with the Secretary of the Interior and the Federal Energy Regulatory Commission, to work closely with Canada, the State of Alaska, and all other interested parties to expedite the construction of a pipeline to deliver natural gas to the lower 48 states. This should include proposing to Congress any changes or waivers of law pursuant to the Alaska Natural Gas Transportation Act of 1976 that may be required.

#### South America: Latin America and the Caribbean

Latin America and the Caribbean are growing not only as major producing regions, but also as major consumers of oil and natural gas. Trinidad and Tobago's progressive investment code has made it the hemisphere's largest exporter of LNG and the largest supplier of LNG to the United States in 2000. Unprecedented development of Central and South America's vast natural gas reserves—222.7 trillion cubic feet as of January 2000, illustrated by transcontinental pipelines linking Bolivia, Brazil, Argentina, Chile, Paraguay, and Uruguay—increase regional self-reliance, affirm economic integration, aid the environment, and stem the growth in oil demand. Colombia has also become an important supplier of oil to the United States.

The United States, with Venezuela, is a co-coordinator of the Hemispheric Energy Initiative process. In March 2001, a Summit of the Americas Hemispheric Energy Ministerial meeting was hosted by the Government of Mexico. At the meeting, the region's energy ministers pledged to support integration and sustainable development in the hemisphere, recognizing the need to foster stable and transparent regulatory frameworks. In April 2001, the thirty-four democratically elected leaders of the Western Hemisphere met in Quebec City for the Third Summit of the Americas. They called for a renewed effort to strengthen the hemisphere's energy cooperation and integration.



Venezuela is the world's fifth largest oil exporter, and the third largest oil supplier to the United States. Its energy industry is increasingly integrated into the U.S. marketplace. Venezuela's downstream investments in the United States make it a leading refiner and gasoline marketer here. Growing U.S. and international investments in Venezuela's energy sector, particularly in its resource-rich heavy oil sector, are enhancing the country's ability to meet its development goals and to keep pace with a growing world energy marketplace. Venezuela is also moving to liberalize its natural gas sector, which will increase opportunities for foreign investment to expand Venezuelan natural gas production. These positive steps along with conclusion of a Bilateral Investment Treaty, which is now being negotiated, would provide investors from both the United States and Venezuela incentives for increased investment.

Brazil has long been a pioneer in the development of deep-water offshore oil and gas resources. Its world-class oil industry is now moving to become a partner with U.S. and international investors to more fully develop its prolific offshore oil reserves. This welcome development will enhance hemispheric energy production from well-established sedimentary basins.

*U.S. Secretary of Energy Spencer Abraham listens to his colleagues at the Summit of the Americas Hemispheric Energy Ministerial meeting in Mexico City on March 9, 2001.*

U.S. EMBASSY, MEXICO CITY

### Recommendations:

- ★ The NEPD Group recommends that the President direct the Secretaries of State and Commerce to conclude negotiations with Venezuela on a Bilateral Investment Treaty, and propose formal energy consultations with Brazil, to improve the energy investment climate for the growing level of energy investment flows between the United States and each of these countries.
- ★ The NEPD Group recommends that the President direct the Secretaries of Energy, Commerce, and State to work through the Summit of the Americas Hemispheric Energy Initiative to develop effective and stable regulatory frameworks and foster reliable supply sources of all fuels within the region.

### Africa

Sub-Saharan Africa holds 7 percent of world oil reserves and comprises 11 percent of world oil production. Along with Latin America, West Africa is expected to be one of fastest-growing sources of oil and gas for the American market. African oil tends to be of high quality and low in sulfur, making it suitable for stringent refined product requirements, and giving it a growing market share for refining centers on the East Coast of the United States.

In 2000, OPEC member Nigeria exported an average of 900,000 barrels of oil per day to the United States, out of its total production of 2.1 million barrels of oil per day. Nigeria, in partnership with the private sector, has set ambitious production goals as high as 5 million barrels of oil per day over the coming decade.

Angola's growing offshore oil industry, with participation by U.S. and international oil firms, is also a major source of growth. In 2000, Angola exported 300,000 barrels of oil per day out of its 750,000 barrels of oil per day of total production to the United States, and is thought to have the potential to double its exports over the next ten years. Other significant exporters to the United States included Gabon and the Congo-Brazzaville.

The World Bank has supported Chad's efforts to begin ambitious oil development. This year an international consortium that includes U.S. firms began investing \$3.5 billion in this pipeline from Chad to Cameroon, the largest infrastructure project in Africa to date. When complete, the pipeline will allow Chad to export up to 250,000 barrels of oil per day.

The U.S. Agency for International Development (USAID) has provided technical assistance in support of a West Africa Power Pool and associated pipeline project involving a number of U.S. oil companies, and is providing assistance for the creation of a regional regulatory framework that will enable Ghana and Nigeria to become major exporters of natural gas and electricity.

The West Africa Gas Pipeline is a 161-mile (1,000-kilometer), \$400 million onshore/offshore natural gas pipeline connecting Nigeria with Benin, Togo, and Ghana. The pipeline is being built by a consortium of companies, and includes financing by the U.S. Export-Import Bank.

### Recommendations:

- ★ The NEPD Group recommends that the President direct the Secretaries of State, Energy, and Commerce to reinvigorate the U.S.-Africa Trade and Economic Cooperation Forum and the U.S.-African Energy Ministerial process; deepen bilateral and multilateral engagement to promote a more receptive environment for U.S. oil and gas trade, investment, and operations; and promote geographic diversification of energy supplies, addressing such issues as transparency, sanctity of contracts, and security.
- ★ The NEPD Group recommends that the President direct the Secretaries of State, Energy, and Commerce to recast the Joint Economic Partnership Committee with Nigeria to improve the climate for U.S. oil and gas trade, investment, and operations and to advance our shared energy interests.
- ★ The NEPD Group recommends that the President direct the Secretaries of

State, Energy, and Commerce to support more transparent, accountable, and responsible use of oil resources in African producer countries to enhance the stability and security of trade and investment environments.

### The Caspian

Proven oil reserves in Azerbaijan and Kazakhstan are about 20 billion barrels, a little more than the North Sea and slightly less than the United States. Exploration, however, is continuing, and proven reserves are expected to increase significantly.

For example, initial results of the exploration well at Kazakhstan's Kashagan field indicate the find is one of the most important in thirty years, and is comparable to Prudhoe Bay in size. Current exports from the region are only about 800,000 barrels of oil per day, in part due to limited export route options. However, potential exports could increase by 1.8 million barrels of oil per day by 2005, as the United States works closely with private companies and countries in the region to develop commercially viable export routes, such as the Baku-Tbilisi-Ceyhan (BTC) and Caspian Pipeline Consortium oil pipelines (Figure 8-10). Moreover, there is considerable optimism that exports could grow even more substantially in subsequent years because of positive prospects for new oil and gas finds as additional geologic structures undergo exploration, and the development of new export routes.

Foreign investors and technology are critical to rapid development of new commercially viable export routes. Such development will ensure that rising Caspian oil production is effectively integrated into world oil trade. U.S.-supported East-West pipeline routes will add substantial new oil transportation capacity to allow continued expansion of production and exports. Overland routes via pipeline, such as the planned BTC oil pipeline, will also help mitigate maritime risks in the crowded Bosphorus Straits. To help countries prepare for increased oil production within the re-

Figure 8-10  
Caspian Energy Export Pipelines: 2001



Several oil and natural gas pipeline projects are proposed for the Caspian area.

Source: U.S. Central Intelligence Agency.

gion, the United States is working with Black Sea and Caspian Sea border states to ensure that they develop adequate oil spill response capabilities.

### Recommendations:

★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to support the BTC oil pipeline as it demonstrates its commercial viability.

★ The NEPD Group recommends that the President direct the Secretaries of Commerce, State, and Energy to continue working with relevant companies and countries to establish the commercial conditions that will allow oil companies operating in Kazakhstan the option of exporting their oil via the BTC pipeline.

★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to support the efforts of private investors and regional governments to develop the Shah Deniz gas pipeline as a way to help Turkey and Georgia diversify their natural gas supplies and help Azerbaijan export its gas via a pipeline that will continue diversification of secure energy supply routes.

★ The NEPD Group recommends that the President direct appropriate federal agencies to complete the current cycle of oil spill response readiness workshops and to consider further appropriate steps to ensure the implementation of the workshops' recommendations.

★ The NEPD Group recommends that the President direct the Secretary of State to encourage Greece and Turkey to link their gas pipeline systems to allow European consumers to diversify their gas supplies by purchasing Caspian gas.

★ The NEPD Group recommends that the President direct the Secretaries of Commerce, Energy, and State to deepen their commercial dialogue with Kazakhstan, Azerbaijan, and other Caspian states to provide a strong, transparent, and stable business climate for energy and related infrastructure projects.

### Russia

Russia has about 5 percent of the world's proven oil reserves. In 2000, Russia produced an average of 6.7 million barrels of oil and natural gas liquids per day, making it both the world's third largest producer and second largest exporter at 4.2 million barrels of oil per day. Russia's oil production in 2000 represented an increase of 7 percent over 1999, the first increase since the dissolution of the Soviet Union. A similar rate of increase is projected for 2001. New fields are being developed, including those with U.S. and other foreign investors.

Nevertheless, substantial infrastructure investment is still needed, as well as legislation and a stable and reliable regime of contracting to finalize the Production Sharing Agreement (PSA) mechanism for private-sector participation and actions to improve the general investment climate. Russian oil firms are increasingly active on a global scale, with upstream and downstream investments in the Caspian, the United States, Africa, South Asia, and Europe, enhancing Russia's ability to develop its own and international oil reserves.

Russia holds 33 percent of the world's natural gas reserves, exporting a full 35 percent of its production to Europe and Central Asia in 1999. Russian natural gas exports can increase regional fuel diversification and advance environmental goals. With production declines now evident in existing fields, development of new reserves that require substantial new investments will be necessary.

### Recommendations:

★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to deepen the focus of the discussions with Russia on energy and the investment climate.

★ The NEPD Group recommends that the President direct the Secretaries of Commerce, State, and Energy to assist U.S. companies in their dialogue on the investment and trade climate with

Russian officials, to encourage reform of the PSA law and other regulations and related tax provisions, as well as general improvements in the overall investment climate. This will help expand private investment opportunities in Russia and will increase the international role of Russian firms.

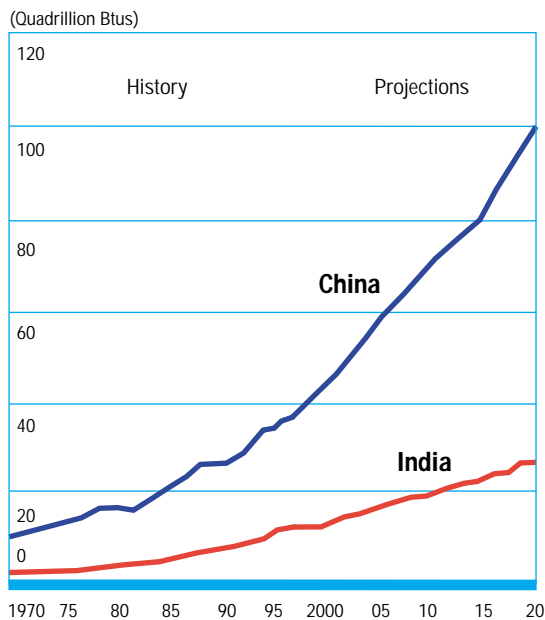
## Asia

Asia holds less than 5 percent of world proven oil reserves, but accounts for more than 10 percent of oil production and about 30 percent of world oil consumption. The developing countries of the Pacific Rim are expected to increase their total petroleum imports by almost 43 percent between 1997 and 2020. The developing countries of Asia are expected to remain heavily dependent on Middle East imports.

China is a critical player in global energy security issues, since its net oil imports are expected to rise from approximately 1 million barrels of oil per day at present to possibly 5 to 8 million barrels of oil per day by 2020, with a predominant (over 70 percent) dependence on Middle East imports. China moved in the mid-1990s from being a net oil exporter to a net oil importer.

About 7 percent of the world's proven natural gas reserves are located in Asia. Asian gas production represents about 11 percent of the world total, and consumption is less than 3 percent of world natural gas demand. Other natural gas producers, such as Malaysia, Myanmar, and Australia, are net gas exporters. Currently Japan, South Korea, and Taiwan are the major gas importers in Asia. China, in addition to accelerating domestic exploration and development of natural gas resources, is planning to import gas via pipeline from Central Asia. India, likewise, is considering several potential LNG import projects (Figure 8-11).

Figure 8-11  
**Energy Consumption in China and India: 1970–2020**



China and India account for the bulk of projected growth in oil demand in non-OECD countries.

Source: U.S. Department of Energy, Energy Information Administration.

### Recommendations:

- ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to continue to work in the APEC Energy Working Group to examine oil market data transparency issues and the variety of ways petroleum stocks can be used as an option to address oil market disruptions.
- ★ The NEPD Group recommends that the President direct the Secretaries of State and Energy to work with India's Ministry of Petroleum and Natural Gas to help India maximize its domestic oil and gas production.

### Diversification of Fuel Mix

The growing demand for more fuel efficient technologies offers U.S. businesses significant trade and investment opportunities overseas, while addressing rising world oil demand. The United States supports a practical, market-based approach that en-

courages the adoption of efficient technologies, including those relating to natural gas, nuclear energy, and renewable energy. This approach takes into account existing national and international programs and has the potential to energize both public action and private involvement. Introduction of these technologies abroad also supports U.S. national interests by reducing competition for the oil resources on which the global economy continues to rely. Overall, the U.S. government's goal is to adopt policies that support innovative finance and market mechanisms that will provide U.S. businesses and consumers greater incentives to make more cost effective, energy efficient investment and consumption decisions.

Increased use of renewable energy technologies would improve U.S. energy security, yield global environmental benefits, improve social and economic stability in the developing world, and provide significant trade and investment opportunities to U.S. businesses. Promotion of clean energy technology exports can mitigate international dependence on oil supplies from volatile regions, help lower energy costs for U.S. consumers, bring U.S. firms greater access to large foreign markets, and enhance U.S. integration with global sources of innovation. In consultation with U.S. industry, the U.S. government is participating in efforts of the IEA, the G-8, the OECD, the United Nations, and multilateral development banks to formulate effective strategies for accelerated market penetration of renewable energy technologies. Significant market penetration will depend on further reducing the costs of deploying these technologies.

The Clean Energy Technology Exports Working Group, a Federal interagency task force comprised of USAID and the Departments of Commerce and Energy, is creating a strategic plan that will provide a roadmap for future exports of U.S. clean energy technologies. Through its international trade programs, the Department of Commerce will showcase market-ready U.S. technologies that generate a cleaner environment and increase energy efficiency.

#### **Recommendation:**

★ The NEPD Group recommends that the President direct the Secretaries of Commerce, State, and Energy to promote market-based solutions to environmental concerns; support exports of U.S. clean energy technologies and encourage their overseas development; engage bilaterally and multilaterally to promote best practices; explore collaborative international basic research and development in energy alternatives and energy efficient technologies; and explore innovative programs to support the global adoption of these technologies.

### **Climate Change**

The President is committed to addressing the issue of global climate change in a manner that protects our environment and economy. Toward this end, the Administration is undertaking a Cabinet-level review of domestic and international policies for addressing this issue.

The United States invited other nations to re-examine global climate change issues, including technologies and market-based systems. Increasing our understanding of the most recent science and further research into the science of climate change will be essential to developing the optimal strategy.

There is increasing awareness of global competition for fossil fuels and their potential threats to the global environment. The United States can diminish both risks by becoming more energy efficient at home, by working with other nations, and by encouraging developing countries to use the cleanest and most energy-efficient technologies. Through educational programs, the United States can encourage developing countries to use advanced U.S. energy technologies, energy management practices, and market-based policies. The United States is uniquely positioned to help emerging nations build energy and institutional capacity and to finance energy-related activities and services. Doing so could prove to be a cost-effective investment, for both the United States and emerging economies.

### Recommendation:

★ The NEPD Group recommends that the President direct federal agencies to support continued research into global climate change; continue efforts to identify environmentally and cost-effective ways to use market mechanisms and incentives; continue development of new technologies; and cooperate with allies, including through international processes, to develop technologies, market-based incentives, and other innovative approaches to address the issue of global climate change.

## Oil Consumption

Although U.S. energy security can be reinforced by domestic efforts to enhance supply and use energy more efficiently, growth in international oil demand will exert increasing pressure on global oil availability. Worldwide oil consumption is projected to grow by 2.1 percent a year over the next two decades. However, oil demand is projected to grow three times as fast in non-OECD countries as in OECD countries, which will increase worldwide competition for global oil supplies and put increased pressure on our shared environment. Accordingly, non-OECD countries' share of oil demand is expected to rise from 41 percent to 52 percent (Figure 8-12). China and India will be major contributors to this growth in demand and will rely heavily on imports to meet their needs. This growth will increase the stake that many developing countries have in ensuring access to significant energy resources, as well as their incentive to pursue energy efficiency.

Transportation has been responsible for nearly all the growth in OECD oil consumption over the last twenty years, and is projected to be the leading source of future growth in oil consumption through 2020. Transportation-related fuel consumption in the developing world is expected to more than double by 2020, growing at an annual average rate of 4 percent. Therefore, both OECD and developing countries will need

to increase their focus on efficiencies in the transportation sector. The momentum to create market mechanisms supporting alternative-fuel vehicles will increase. Best practices that seek to reduce the cost of these technologies and to promote market penetration should be pursued. Without additional efforts to reduce this growth in consumption, the transportation sector's fuel needs will force an increasing dependence on oil in the developed and developing worlds.

### Recommendations:

★ The NEPD Group recommends that the President seek to increase international cooperation on finding alternatives to oil, especially for the transportation sector.

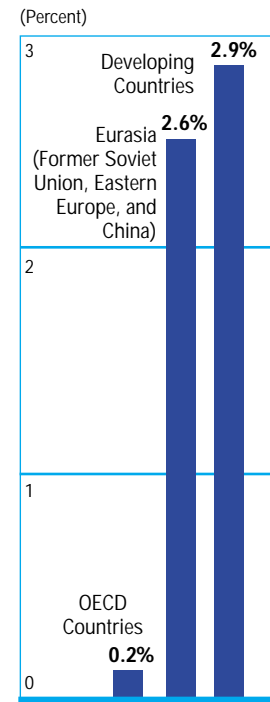
★ The NEPD Group recommends that the President direct the Secretary of State to reinvigorate its dialogue with the European Union on energy issues, and resume the consultative process this year in Washington.

★ The NEPD Group recommends that the President promote a coordinated approach to energy security by calling for an annual meeting of G-8 Energy Ministers or their equivalents.

## Emergency Preparedness for Oil Supply Disruption

U.S. and world exposure to oil supply disruptions increases as the size of strategic and commercial stocks relative to demand declines. This vulnerability is a result of rising global demand, tight supplies, and inadequate efforts to establish or expand oil stockpiles. Such a situation magnifies the importance of U.S. coordination with other members of the IEA, comprised of most OECD member governments. Each IEA member that is a net oil importer is required to hold stocks equal to 90 days or more of its net imports. The IEA maintains agreed mechanisms for coordinating the use of these stocks in responding to a physical supply disruption. Collectively, the net oil-importing members of the IEA currently hold

Figure 8-12  
Projected Oil Consumption Rates in Three Economic Regions: 1999–2020

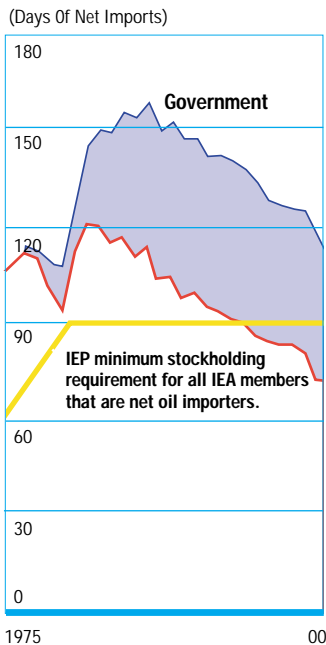


Over the next two decades, oil consumption in developing countries and Eurasia will grow three times faster than in the rest of the world.

Source: U.S. Department of Energy, Energy Information Administration.



Figure 8-13  
**Stocks of IEA Net Importers:  
 1975–2000**



The International Energy Agency, of which the United States is a member, closely tracks the amount of strategic and commercial petroleum stocks maintained by its member states. The International Energy Program (IEP) Agreement “binds Participating Countries to make specific measures to meet any oil supply emergency and, over the long term, to reduce dependence on oil.”

Source: International Energy Agency.

approximately 113 days worth of strategic and commercial stocks. U.S. stocks, which include both government and commercial stocks, are slightly above the IEA average. While this is more than required, it is far below the peak coverage of 157 days reached in 1986. Moreover, several member states have fallen below the 90-day threshold (Figure 8-13).

The United States meets part of its IEA obligation through government-owned stocks held in the U.S. Strategic Petroleum Reserve (SPR). The SPR currently holds 541 million barrels of oil, which is enough to cover the loss of all U.S. imports for 54 days or a partial disruption for much longer. Close to 33 million barrels of oil will be deposited in the SPR by the fourth quarter of 2002, returning oil that had been “exchanged” out of the reserve last year. SPR oil can be withdrawn at a maximum rate of over 4 million barrels of oil per day initially and could reach the market within fifteen days of a Presidential directive. Because of increased net oil imports, the days of oil import coverage provided by the SPR have declined considerably over the past decade. In 1990, the SPR contained enough oil to compensate for the loss of 82 days worth of U.S. imports—substantially more than today’s 54-day supply. As domestic production and import patterns evolve, the Administration will work to inform Congress about changing coverage levels provided by the SPR. It should be noted that the United States also counts on the SPR as a national defense fuel reserve.

The oil market’s day-to-day operation and its ability to respond to supply problems depend heavily on the availability of information on supply, demand, and price. The oil market volatility of the past two years has emphasized the need for more comprehensive and timely oil market information.

**Recommendations:**

- ★ The NEPD Group recommends that the President reaffirm that the SPR is designed for addressing an imminent or actual disruption in oil supplies, and not for managing prices.
- ★ The NEPD Group recommend that the President direct the Secretary of Energy to work within the International Energy Agency (IEA) to ensure that member states fulfill their stockholding.
- ★ The NEPD Group recommends that the President direct the Secretary of Energy to encourage major oil-consuming countries that are not IEA members to consider strategic stocks as an option for addressing potential supply disruptions. In this regard, we should work closely with Asian economies, especially through APEC.
- ★ The NEPD Group recommends that the President direct the Secretary of Energy offer to lease excess SPR storage facilities to countries (both IEA and non-IEA members) that might not otherwise build storage facilities or hold sufficient strategic stocks, consistent with statutory authorities.
- ★ The NEPD Group recommends that the President, at such time that exchanged SPR barrels are returned to the SPR, should determine whether offshore Gulf of Mexico royalty oil deposits to the SPR should be resumed, thereby increasing the size of our reserve.
- ★ The NEPD Group recommends that the President direct the Secretary of Energy to work closely with Congress to ensure that our SPR protection is maintained.
- ★ The NEPD Group recommends that the President direct the Secretary of Energy to work with producer and consumer country allies and the IEA to craft a more comprehensive and timely world oil data reporting system.

---

## Summary of Recommendations

### *Strengthening Global Alliances: Enhancing National Energy Security and International Relationships*

- ★ The NEPD Group recommends that the President make energy security a priority of our trade and foreign policy.
- ★ The NEPD Group recommends the President support initiatives by Saudi Arabia, Kuwait, Algeria, Qatar, the UAE, and other suppliers to open up areas of their energy sectors to foreign investment.
- ★ The NEPD Group recommends that the President direct the Secretaries of State, Energy and Commerce work to improve dialogue among energy producing and consuming nations.
- ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to continue supporting American energy firms competing in markets abroad and use our membership in multilateral organizations, such as the Asia-Pacific Economic Cooperation (APEC) forum, the Organization for Economic Cooperation and Development (OECD), the World Trade Organization (WTO) Energy Services Negotiations, the Free Trade Area of the Americas (FTAA), and our bilateral relationships to implement a system of clear, open, and transparent rules and procedures governing foreign investment; to level the playing field for U.S. companies overseas; and to reduce barriers to trade and investment.
- ★ The NEPD Group recommends that the President direct the Secretaries of Commerce and Energy, and the U.S. Trade Representative, to support a sectoral trade initiative to expand investment and trade in energy-related goods and services that will enhance exploration, production, and refining, as well as the development of new technologies.
- ★ The NEPD Group recommends that the President direct the Secretaries of State, Treasury, and Commerce to initiate a comprehensive review of sanctions. Energy security should be one of the factors considered in such a review.
- ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to engage in a dialogue through the North American Energy Working Group to develop closer energy integration among Canada, Mexico, and the United States and identify areas of cooperation, fully consistent with the countries' respective sovereignties.
- ★ The NEPD Group recommends that the President direct the Secretaries of Energy and State, in consultation with the Federal Energy Regulatory Commission, to review their respective oil, natural gas, and electricity cross-boundary "Presidential Permitting" authorities, and to propose reforms as necessary in order to make their own regulatory regimes more compatible for cross-border trade.
- ★ The NEPD Group recommends that the President direct the Secretaries of Energy and State, coordinating with the Secretary of the Interior and the Federal Energy Regulatory Commission, to work closely with Canada, the State of Alaska, and all other interested parties to expedite the construction of a pipeline to deliver natural gas to the lower 48 states. This should include proposing to Congress any changes or waivers of law pursuant to the Alaska Natural Gas Transportation Act of 1976 that may be required.

- 
- ★ The NEPD Group recommends that the President direct the Secretaries of State and Commerce to conclude negotiations with Venezuela on a Bilateral Investment Treaty, and propose formal energy consultations with Brazil, to improve the energy investment climate for the growing level of energy investment flows between the United States and each of these countries.
  - ★ The NEPD Group recommends that the President direct the Secretaries of Energy, Commerce, and State to work through the Summit of the Americas Hemispheric Energy Initiative to develop effective and stable regulatory frameworks and foster reliable supply sources of all fuels within the region.
  - ★ The NEPD Group recommends that the President direct the Secretaries of State, Energy, and Commerce to reinvigorate the U.S.-Africa Trade and Economic Cooperation Forum and the U.S.-African Energy Ministerial process; deepen bilateral and multilateral engagement to promote a more receptive environment for U.S. oil and gas trade, investment, and operations; and promote geographic diversification of energy supplies, addressing such issues as transparency, sanctity of contracts, and security.
  - ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to support more transparent, accountable, and responsible use of oil resources in African producer countries to enhance the stability and security of trade and investment environments.
  - ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to support the BTC oil pipeline as it demonstrates its commercial viability.
  - ★ The NEPD Group recommends that the President direct the Secretaries of Commerce, State, and Energy to continue working with relevant companies and countries to establish the commercial conditions that will allow oil companies operating in Kazakhstan the option of exporting their oil via the BTC pipeline.
  - ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to support the efforts of private investors and regional governments to develop the Shah Deniz gas pipeline as a way to help Turkey and Georgia diversify their natural gas supplies and help Azerbaijan export its gas via a pipeline that will continue diversification of secure energy supply routes.
  - ★ The NEPD Group recommends that the President direct appropriate federal agencies to complete the current cycle of oil spill response readiness workshops and to consider further appropriate steps to ensure the implementation of the workshops' recommendations.
  - ★ The NEPD Group recommends that the President direct the Secretary of State to encourage Greece and Turkey to link their gas pipeline systems to allow European consumers to diversify their gas supplies by purchasing Caspian gas.

- 
- ★ The NEPD Group recommends that the President direct the Secretaries of Commerce, Energy, and State to deepen their commercial dialogue with Kazakhstan, Azerbaijan, and other Caspian states to provide a strong, transparent, and stable business climate for energy and related infrastructure projects.
  - ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to deepen the focus of the discussions with Russia on energy and the investment climate.
  - ★ The NEPD Group recommends that the President direct the Secretaries of Commerce, State, and Energy to assist U.S. companies in their dialogue on the investment and trade climate with Russian officials, to encourage reform of the PSA law and other regulations and related tax provisions, as well as general improvements in the overall investment climate. This will help expand private investment opportunities in Russia and will increase the international role of Russian firms.
  - ★ The NEPD Group recommends that the President direct the Secretaries of State, Commerce, and Energy to continue to work in the APEC Energy Working Group to examine oil market data transparency issues and the variety of ways petroleum stocks can be used as an option to address oil market disruptions.
  - ★ The NEPD Group recommends that the President direct the Secretaries of State and Energy to work with India's Ministry of Petroleum and Natural Gas to help India maximize its domestic oil and gas production.
  - ★ The NEPD Group recommends that the President direct the Secretaries of Commerce, State, and Energy to promote market-based solutions to environmental concerns; support exports of U.S. clean energy technologies and encourage their overseas development; engage bilaterally and multilaterally to promote best practices; explore collaborative international basic research and development in energy alternatives and energy-efficient technologies; and explore innovative programs to support the global adoption of these technologies.
  - ★ The NEPD Group recommends that the President direct federal agencies to support continued research into global climate change; continue efforts to identify environmentally and cost-effective ways to use market mechanisms and incentives; continue development of new technologies; and cooperate with allies, including through international processes, to develop technologies, market-based incentives, and other innovative approaches to address the issue of global climate change.
  - ★ The NEPD Group recommends that the President seek to increase international cooperation on finding alternatives to oil, especially for the transportation sector.
  - ★ The NEPD Group recommends that the President direct the Secretary of State to reinvigorate its dialogue with the European Union on energy issues, and resume the consultative process this year in Washington.

- 
- ★ The NEPD Group recommends that the President promote a coordinated approach to energy security by calling for an annual meeting of G-8 Energy Ministers or their equivalents.
  - ★ The NEPD Group recommends that the President reaffirm that the SPR is designed for addressing an imminent or actual disruption in oil supplies, and not for managing prices.
  - ★ The NEPD Group recommend that the President direct the Secretary of Energy to work within the International Energy Agency (IEA) to ensure that member states fulfill their stockholding.
  - ★ The NEPD Group recommends that the President direct the Secretary of Energy to encourage major oil-consuming countries that are not IEA members to consider strategic stocks as an option for addressing potential supply disruptions. In this regard, we should work closely with Asian economies, especially through APEC.
  - ★ The NEPD Group recommends that the President direct the Secretary of Energy offer to lease excess SPR storage facilities to countries (both IEA and non-IEA members) that might not otherwise build storage facilities or hold sufficient strategic stocks, consistent with statutory authorities.
  - ★ The NEPD Group recommends that the President, at such time that exchanged SPR barrels are returned to the SPR, should determine whether offshore Gulf of Mexico royalty oil deposits to the SPR should be resumed, thereby increasing the size of our reserve.
  - ★ The NEPD Group recommends that the President direct the Secretary of Energy to work closely with Congress to ensure that our SPR protection is maintained.
  - ★ The NEPD Group recommends that the President direct the Secretary of Energy to work with producer and consumer country allies and the IEA to craft a more comprehensive and timely world oil data reporting system.