



## Ministerial Submission

FOR: Ms J Bishop MP  
INFO:Action Requested By: 6 March 2018  
Reason for Urgency: s33(a)(iii) and  
s47C(1)**Timor Sea Conciliation – Outcomes from Kuala Lumpur meetings (19-23 February 2018)**

Key Issues: s33(a)(iii), s33(b) and s47C(1)	
<b>Recommendation:</b> That you: <ul style="list-style-type: none"> <li>a) s33(a)(iii) and s47C(1)</li> <li>b)</li> <li>c)</li> <li>d)</li> <li>e)</li> </ul>	<b>Decision:</b>  <p style="text-align: center;"><u>Noted</u></p> <p style="text-align: center;"><u>Noted</u></p> <p style="text-align: center;"><u>Agreed / Not Agreed</u></p> <p style="text-align: center;"><u>Noted</u></p> <p style="text-align: center;"><u>Agreed / Not Agreed</u></p>
<b>Domestic/Media Considerations:</b> Media continue to speculate on the outcome of the conciliation. <b>Action:</b>  <p style="text-align: center;">Julie Bishop / /</p>	
<b>Information:</b> <span style="float: right;"><u>Noted</u></span>	
<b>From:</b> James Larsen, SLA LGD / Julie Heckscher, FAS SED s22(1)(a)(ii) s22(1)(a)(ii)	<b>Contact:</b> s22(1)(a)(ii)
<b>Consultation:</b> SED, LGD, AGD, DIIS	



## Background:

The Conciliation Commission met Australia, Timor-Leste and the Sunrise JV (SJV) in Kuala Lumpur from 19 to 23 February 2018. The Commission identified alternative DLNG and TLNG concepts for the parties to consider.  
s33(a)(iii) and s33(b)

s33(a)(iii), s33(b) and s47C(1)

5. Australia (DFAT and the Department of Industry, Innovation and Science) and Timor-Leste briefed affected companies on the Treaty on 26 and 27 February (Northern Oil and Gas Australia, Carnavon, ConocoPhillips, Woodside, ENI, INPEX). s33(a)(iii) and s47C(1)

s47C(1)

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**COMMISSION PAPER  
ON THE COMPARATIVE DEVELOPMENT BENEFITS OF TIMOR-LNG AND DARWIN-LNG**

The present Paper is intended to set out an objective comparison of the benefits of the development options available for the Greater Sunrise field based on the information available to the Commission as of 22 February 2018.

The Commission recalls that, as part of the 30 August Agreement the governments of Timor-Leste and Australia agreed to criteria for the assessment of proposals for the development concept. In the Commission's view, the differences between the two governments and the Joint Venture in assessing the two concepts relate principally to:

- (a) whether both concepts will “support[] the development objectives and needs of each of Timor-Leste and Australia” and make “a significant contribution to the sustainable economic development of Timor-Leste”; and
- (b) whether both concepts are “commercially viable, including best commercial advantage”.

From the perspective of the sovereign decision of how to develop the resource, however, these criteria are inter-related. Development considerations bear on the benefits that the two governments—and, in particular, Timor-Leste—will derive from the resource. Development benefits, however, can only be realized if an approach to developing the resource is designed that is commercially viable.

The Commission does not wish to make a recommendation to the Parties regarding the development of Greater Sunrise, but considers that the Parties' decision-making would benefit from a neutral comparison of the two concepts in terms of the above metrics. A concise comparison of the two concepts is also set out in the chart included with this Paper as an Annex.

**A. Development Benefits of the Timor-LNG and Darwin-LNG Concepts**

*1. Timor-LNG*

The principal development benefits of a Timor LNG concept would follow from the construction and operation of an LNG plant and associated marine facilities at Beaco on the south coast of Timor-Leste. As the Commission understands it, these benefits include the following:

- (a) the return on investment for capital committed to the construction of the LNG plant;
- (b) the economic multiplier effects of oil and gas activity in Timor-Leste;
- (c) the employment of Timorese nationals and the procurement of local materials and supplies during the construction of the plant;
- (d) the employment of Timorese nationals in the operation of the LNG plant, marine facilities, and onshore liquids process facilities with estimated annual operating expenditures of US\$280,000,000;
- (e) savings of at least US\$25,000,000 per year from the reduced cost of power generation as a result of converting Timor-Leste's power stations from diesel to gas;
- (f) the development in Timor-Leste of expertise in LNG operations to facilitate the future development of other gas fields;

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- (g) the construction in Timor-Leste of infrastructure, such as the marine facilities and the LNG plant itself, that can facilitate the future development of other gas fields.

The Commission notes that Timor-Leste has repeatedly emphasized that it is more concerned with the development of human capital and long-term economic activity, rather than immediate revenue, and is cognizant of the value of such an approach.

The Commission also notes that, in the event a Timor LNG concept were realized, other elements of the project, such as offshore operations and supply, could well be managed and operated from Timor-Leste, provided that the Joint Venture has agreed to a specific approach to upstream operations. However, the Commission does not consider that such operations can be considered a development benefit of Timor-LNG until the Joint Venture has agreed to a specific approach to upstream operations.

Finally, the Commission notes that a number of consultant reports have endeavoured to quantify the broader economic benefits to Timor-Leste of Timor-LNG or the benefits to Australia of LNG operations in Darwin. The Commission recalls that earlier in these proceedings both governments agreed that such economic effects are difficult to quantify with precision. This continues to be the case.

## 2. *Darwin-LNG with operations from Timor-Leste*

The Commission recalls that the governments of Timor-Leste and Australia have already agreed that the revenue sharing arrangements under the Australia-Timor-Leste Maritime Boundaries Treaty will compensate for the broader economic benefits of processing the gas from Greater Sunrise in either Timor-Leste or Australia by allocating to Timor-Leste an additional 10 percent of the government revenue from the field, in addition to the 70 percent to which Timor-Leste would be entitled under either concept. The Commission estimates that this 10 percent will amount to between US\$3,134,000,000 and US\$3,539,000,000 in additional revenue to Timor-Leste over the life of the project that would be available for infrastructure and industrial development initiatives on the South Coast (and effectively matches the total capital investment that Timor-Leste has estimated for the entirety of the Tasi Mane Project, other than the LNG plant itself).

In addition, development benefits of a Darwin-LNG concept would follow from the conduct of offshore operations and supply for the Greater Sunrise fields from Timor-Leste and from the industrial development options available to Timor-Leste with the additional capital made available under this concept. As the Commission understands it, these benefits would be as follows.

First, given that the Darwin-LNG concept leverages existing infrastructure in Australia, the Joint Venture has committed to:

- (a) locating offshore, management, and support operations for the Greater Sunrise Project in Timor-Leste;
- (b) funding for a domestic gas pipeline to Timor-Leste which could be used for power generation, industrial development, and petrochemicals, for the benefit of the Timorese people.

In conjunction with the above, the Joint Venture has made a number of specific commitments with respect to equity participation by Timor-Leste in the project, employment, and supply sourcing, as well as other local content commitments and support for the development of the petroleum sector in Timor-Leste. The benefits to Timor-Leste would be as follows:

- (a) an offer of 3% free equity and up to 6% additional equity purchased on commercial terms for Timor Gap in the Greater Sunrise Joint Venture and an offer of 0.9% free equity and up to 1.8% additional equity purchased on commercial terms in the Darwin-LNG Joint Venture in order to provide Timor-Leste with a direct interest in all aspects of the project;

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- (b) participation by Timor Gap, as a result of its equity share in the Great Sunrise Joint Venture, in the design, construction, management, and operations of the Greater Sunrise Project;
- (c) the employment of Timorese nationals in the offshore, management, and support operations for the Greater Sunrise project, which would be run from Timor-Leste with estimated annual operating expenditures of US\$282,000,000;
- (d) the establishment of a fabrication and manufacturing facility in Timor-Leste with estimated annual revenues of US\$6,000,000, as well as the employment in the facility of Timorese nationals;
- (e) a commitment to maximize Timorese sources of supply to the Greater Sunrise project;
- (f) a commitment to prioritize Timorese training and employment in all aspects of the Greater Sunrise project (including career development opportunities in the Darwin LNG facility);
- (g) a commitment of US\$2,500,000 per year during front end engineering design, US\$10,000,000 per year during the first five years after a final investment decision, and US\$5,000,000 per year for the 10 years thereafter, to be used for:
  - i. a business development centre focussed on enabling Timorese companies to meet the supply needs of the project;
  - ii. technical education in Timor-Leste, either through the establishment of a new institution or through the expansion and support of existing educational institutions in Timor-Leste;
- (h) a commitment of US\$200,000,000 in additional capital investment to enable the construction of a domestic gas pipeline to Timor-Leste, along with a commitment to supply gas to Timor-Leste for domestic power generation and other activities at the gas transfer price for up to 50M cu ft per day;
- (i) a stream of condensate of up to 10% of production at market value;
- (j) savings of at least US\$25,000,000 per year from the reduced cost of power generation as a result of converting Timor-Leste's power stations from diesel to gas;
- (k) a commitment of US\$50,000,000 in additional capital investment to the Suai supply base and marine facilities;
- (l) the development in Timor-Leste of expertise in offshore petroleum operations, management, logistics, and manufacturing to facilitate the future development of other oil and gas fields, including the potential development of a future Timor-LNG facility;
- (m) the construction in Timor-Leste of infrastructure, such as marine facilities and fabrication, that can facilitate the future development of other oil and gas fields, including the potential development of a future Timor-LNG facility;
- (n) the economic multiplier effects across the Timor-Leste economy of the foregoing activity in Timor-Leste;

The Joint Venture has further committed that investment in respect of the above commitments will be exempted from the uplift provisions of the production sharing contracts and that the commitment of US\$50,000,000 to the Suai supply base and marine facilities will be treated as non-cost recoverable. Pursuant to requirements of the Treaty, the Joint Venture's development plan will be required to establish "clear, measurable, binding and enforceable local content commitments" in respect of



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employment and the development of the Timorese workforce, procurement and the development of Timorese suppliers, and Timorese commercial and industrial capacity. The Treaty also requires the development plan to include mechanisms to ensure that such commitments are implemented in practice.

In addition to the commitments made by the Joint Venture, the government of Australia has made a commitment of US\$100,000,000 toward the capital investment in relation to the domestic gas pipeline to Timor-Leste. Australia has also offered certain additional commitments to support the development of the Timorese petroleum sector and the use of the south coast of Timor-Leste as a petroleum hub for the Timor Sea and surrounding areas. These benefits include:

- (a) a commitment to facilitate access by Timor-Leste employees, vessels and aircraft, goods and services to the Greater Sunrise Area, the Darwin LNG Plant, and other oilfields in the Timor Sea in order to facilitate the development of Timor-Leste as a regional petroleum hub;
- (b) a commitment to implement a dedicated visa and labour scheme to provide Timor-Leste citizens access to employment in the onshore petroleum sector in the Northern Territory of Australia in order enable the Joint Venture to meet its commitments regarding Timorese training and employment and to build experience and capacity for the future development of a Timor LNG facility; and;
- (c) a commitment to provide US\$4,000,000 in funding for engineering and technical education in Timor-Leste with a particular focus on the development of the Timorese petroleum sector.

Finally, the development benefits of Darwin-LNG should be considered to include the infrastructure and industrial development initiatives that could be undertaken with the investment capital that Timor-Leste would need to commit to the construction of an LNG plant in a Timor-LNG scenario. As set out below, it is estimated that this would involve a direct subsidy of approximately US\$5,600,000,000 that would be available for other development investment if not used for Timor-LNG.

#### **B. Certainty of Development Benefits under the Timor-LNG and Darwin-LNG Concepts**

As noted at the outset, the Commission takes no view regarding which concept would offer greater development benefits to either Timor-Leste or Australia. The Commission does, however, consider that the benefits of developing Greater Sunrise will only be realized if the field is in fact developed. This consideration goes to the question of the commercial viability of the project.

In the Commission's engagement with the Joint Venture and the Parties, Timor-Leste has maintained that both Timor-LNG and Darwin-LNG are commercially viable. On the other hand, the Joint Venture have consistently held the view that only Darwin-LNG is commercially viable. Both Timor-Leste and the Joint Venture have provided the Commission with detailed economic models that produce diametrically opposite results. The Commission has not been able to accept either conclusion without independent confirmation and considers that a neutral assessment of both concepts is beneficial to the governments' decision-making.

As set out in detail in the Commission's Condensed Comparative Analysis of Alternative Development Concepts, the Commission considers the following assessment to be reasonable on the basis of neutral economic modelling:

- (a) Timor-Leste and the Joint Venture have analysed a Timor-LNG concept both as an integrated project (*i.e.*, with both upstream and downstream returns combined) and on a tolling basis (*i.e.*, with a fee paid to the downstream plant for LNG processing). A Darwin-LNG concept would only be on a tolling basis.

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- (b) As an integrated project, the Commission anticipates that, under currently expected market conditions, Timor-LNG would generate a return in the order of 7.0% on a capital investment of US\$15,621,000,000. This would not be sufficient to meet the industry standard for investment by an international oil company.
- (c) As a tolling project, the upstream concept for Greater Sunrise (as envisaged either by Timor-Leste or the Joint Venture) has a fairly high cost of production and, under currently anticipated market conditions, is limited in the tolling fee that it could pay for LNG processing while remaining economically viable. At a tolling fee of US\$2.00 per MMBtu or lower, the return on the upstream project would fall within industry investment levels. However, should the tolling fee be higher than US\$2.50 per MMBtu, the return on the upstream project would fall below industry investment levels and the Commission does not anticipate that either concept would be investable for the members of the Joint Venture or other private sector actors.
- (d) The range of tolling fees currently under negotiation with Darwin-LNG are below US\$2.00 per MMBtu, and would thus fall within the range in which the upstream concept would be economically viable.
- (e) Due to the need to construct a new LNG plant at Beaco in Timor-Leste, a Timor-LNG plant would require a higher tolling fee to generate an adequate rate of return. After adjusting costs estimates, the Commission estimates that, with a toll of US\$2.00 per MMBtu, Timor-LNG would have a negative return of minus 4% on a capital investment of US\$7,142,000,000.
- (f) In order to match the target return of the Timor-Leste Petroleum Fund of 4%, it is estimated that Timor-LNG would need to charge a tolling fee of at least US\$3.50. In order to achieve a return of 7% to permit debt financing or the equity participation of an experienced operator, the Commission anticipates that the Timor-LNG would need to charge a tolling fee of at least US\$4.50. Both scenarios exceed the level that the upstream concept could reasonably be expected to bear.

Based on this assessment, the Commission considers that the challenge for Timor-LNG would be to achieve an acceptable rate of return on the downstream project without exceeding the tolling fee that the upstream concept could actually bear. The Commission considers that this could be done, but only with a direct subsidy of Timor-LNG by the government of Timor-Leste or another funder. The Commission estimates that a direct subsidy of the project's capital expenditure on the order of US\$5,600,000,000 would be required in order to render the remainder of the downstream project financeable through equity or debt.

In the Commission's view, these elements should be borne in mind in the consideration by Timor-Leste and Australia of the development benefits of the two concepts.

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**CONFIDENTIAL – COMMISSION & PARTIES****ANNEX: COMPARATIVE ESTIMATES FOR T-LNG AND D-LNG**

	<b>TIMOR-LNG CASE</b>	<b>DARWIN-LNG CASE (WITH OPERATIONS FROM TIMOR-LESTE)</b>
<b>Investment Required</b>		
Investment by Timor-Leste	Timor-Leste required to finance or arrange capital financing of US\$7,142,000,000	US\$0
Estimated return on investment	Negative 4% return on 100% TL equity (Direct subsidy of US\$5.6 billion necessary to secure debt finance or operator equity)	2.7% equity in Darwin LNG (0.9% free) 9% equity in Sunrise JV (3% free)
<b>Development Benefits</b>		
Location of LNG Plant	Beaço, Timor-Leste	Darwin, Australia
Pipeline	LNG pipeline to Beaço, Timor-Leste	Domestic gas pipeline to Timor-Leste; LNG pipeline to Darwin
Additional revenue to Timor-Leste pursuant to Treaty	US\$0	10% of government take (approx. US\$3.134 to US\$3.539 billion) available for development investment
Downstream operations	In Timor-Leste (estimated US\$280,000,000 in OPEX per year)	In Australia
Offshore operations and logistics support		Operated from Timor-Leste (estimated US\$282,000,000 in OPEX per year)
Fabrication		Fabrication facility in Timor-Leste (approximately US\$6,000,000 per year)
Sourcing of supplies		Commitment to prioritize Timorese supply, plus up to US\$10,000,000 per year to support business development in Timor-Leste
Employment and training		Commitment to prioritize Timorese employment, plus up to US\$10,000,000 per year for training and technical education in Timor-Leste
Support for Timor-Leste Petroleum Industry (JV)		US\$200,000,000 for domestic gas pipeline; US\$50,000,000 for Suai supply base
Gas and condensate stream		50M cu ft per day gas at gas transfer price; 10% of condensate at market value
Support for Timor-Leste Petroleum Industry (Australia)		US\$100,000,000 for domestic gas pipeline; and commitment to facilitate use of Timor-Leste facilities to supply Australian offshore fields, and facilitate Timorese employment in Darwin
<b>Certainty of Implementation</b>		
Assessment of commercial viability	Considered commercially viable by Timor-Leste only	Considered commercially viable by all parties
Estimated project return (IRR) Integrated Project	7.0%	N/A (Darwin facility would charge a tolling fee)
Segmented Project (Upstream) Estimated return (IRR)	11.82% at US\$4.00 tolling fee 13.18% at US\$3.00 tolling fee 14.44% at US\$2.00 tolling fee	14.52% at US\$3.00 tolling fee 16.08% at US\$2.00 tolling fee 17.27% at US\$1.20 tolling fee
Segmented Project (Upstream) Maximum viable tolling fee	Below US\$2.00 per MMbtu to achieve 15% IRR	US\$2.50 per MMbtu to achieve 15% IRR
Segmented Project (Downstream) Estimated return (IRR)	4.51% at US\$4.00 tolling fee 2.69% at US\$3.00 tolling fee negative 4% at US\$2.00 tolling fee	N/A (Darwin-LNG would handle downstream)
Segmented Project (Downstream) Minimum viable tolling fee	US\$3.57 toll to achieve 4% IRR (govt equity) US\$4.51 toll to achieve 7% IRR (debt finance)	N/A (Darwin-LNG would handle downstream)

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# Ministerial Submission

FOR: Ms J Bishop MP  
INFO:

Action Requested By: 6 March 2018  
Reason for Urgency: s33(a)(iii) and s47C(1)

## Timor Sea Conciliation – Outcomes from Kuala Lumpur meetings (19-23 February 2018)

Key Issues: s33(a)(iii), s33(b) and s47C(1)

Recommendation:	Decision:
That you:	
a) s33(a)(iii) and s47C(1)	Noted
b)	Noted
c)	Agreed / Not Agreed
d)	Noted
e)	Agreed / Not Agreed

Domestic/Media Considerations: Media continue to speculate on the outcome of the conciliation.

Action:

*Julie Bishop*  
Julie Bishop  
13/18

Information: Noted

From: James Larsen, SLA LGD / Julie Heckscher, FAS SED  
s22(1)(a)(ii) s22(1)(a)(ii) Contact: s22(1)(a)(ii)

Consultation: SED, LGD, AGD, DIIS

