

State of Florida



Public Service Commission

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DATE: OCTOBER 24, 2002

TO: DIRECTOR, DIVISION OF THE COMMISSION CLERK &  
ADMINISTRATIVE SERVICES (BAYO)

FROM: DIVISION OF COMPETITIVE MARKETS & ENFORCEMENT (MAKIN. *MAKIN*)  
BULECZA-BANKS) *CRB*  
OFFICE OF THE GENERAL COUNSEL (BRUBAKER) *JB*

RE: DOCKET NO. 020471-GU - PETITION FOR AUTHORITY TO CONVERT  
ALL REMAINING SALES CUSTOMERS TO TRANSPORTATION SERVICE  
AND TO TERMINATE MERCHANT FUNCTION BY INDIANTOWN GAS  
COMPANY.

AGENDA: 11/5/02 - REGULAR AGENDA - TARIFF FILING - INTERESTED  
PERSONS MAY PARTICIPATE

CRITICAL DATES: 60-DAY SUSPENSION DATE: 07/24/02 - COMPANY WAIVES  
THE 60-DAY SUSPENSION DATE

SPECIAL INSTRUCTIONS: NONE

FILE NAME AND LOCATION: S:\PSC\CMP\WP\020471.RCM

CASE BACKGROUND

In April 2000, the Commission adopted Rule 25-7.0335, Florida Administrative Code, which requires each local distribution company (LDC) to offer the transportation of natural gas to all non-residential customers. The rule further provides that each LDC may offer the transportation of natural gas to residential customers when it is cost effective to do so.

At the time of the Commission's adoption of Rule 25-7.0335, Indiantown Gas Company (Indiantown or the Company) did not offer transportation service.

At present, only one industrial customer (a citrus plant) is taking transportation service, and accounts for 30% of the total

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system throughput. At the end of December 2001, the remaining sales customers on the Company's system included one industrial (cogeneration facility) customer who accounts for 65% of total system throughput, and approximately 25 non-residential customers, who account for 2.5% of total system throughput. The 600 residential customers account for the remaining 1.8% of system throughput. The one industrial (cogeneration facility) is planning to transfer to transportation service in September 2002.

Given the reduced level of its system throughput associated with sales service, and the continuing migration of its non-residential customers to transportation service, the Company believes that if it were to remain in the merchant function, it would find it increasingly difficult to deliver gas to its customers at competitive prices. Based on the Company's experience, the number of producers and/or marketers interested in providing gas supply for such a diminished level of usage on a stand-alone basis is limited.

Indiantown has concluded that the only cost effective approach available to it is to completely exit the merchant function, and require all remaining sales customers convert to transportation service. A customer meeting was held on July 11, 2002, in Indiantown. This recommendation addresses Indiantown's petition.

Jurisdiction over this matter is vested in the Commission by several provisions of Chapter 366, Florida Statutes, including Sections 366.04, 366.05, and 366.06, Florida Statutes.

#### DISCUSSION OF ISSUES

**ISSUE 1:** Should the Commission approve Indiantown Gas Company's petition for authority to convert all remaining sales customers to transportation service and to exit the merchant function?

**RECOMMENDATION:** Yes. The Commission should approve Indiantown's petition for authority to convert all remaining sales customers to transportation service and to exit the merchant function, effective November 5, 2002. (MAKIN, BULECZA-BANKS)

**STAFF ANALYSIS:** On May 24, 2002, Indiantown filed its petition for authority to convert all remaining sales customers to transportation service and to exit the merchant function, to become effective November 5, 2002. The staff analysis consists of two sections. The first section addresses the provisions of the proposed tariff and the second addresses the Commission's authority to approve the tariff.

**I. Provisions of the Proposed Tariff**

Under Indiantown's proposal, an Aggregated Transportation Service (ATS) tariff would be established to facilitate the conversion of the remaining sales service customers to aggregated customer pools. Qualified gas marketers would be retained to administer the pools. These Pool Managers would have the capability of combining the gas supply requirements of customers in the ATS pool(s) with other customers served by the Pool Manager, both on and off the Company's distribution system.

Indiantown believes its customers' gas supply needs are best served by a gas marketer with the ability to "rebundle" the Company's small volume gas users into a diversified, state-wide customer group consisting of industrial and commercial customers with different levels of weather sensitivity and peak usage. The increased market power of a larger overall customer group with greater gas volume requirements, would result in a higher probability of obtaining lower gas costs than would be achievable by the decreasing sales service volumes on the Company's system alone. Indiantown's approach will allow all stakeholders adequate time to develop the knowledge and experience needed for a successful transition to a fully competitive open market.

Indiantown would maintain a contractual relationship with the Pool Manager(s) throughout the transition period, which is designed to provide reliable service at reasonable prices, while gradually introducing more options and choices to a better informed customer group. The ATS tariff includes a phased-in transition period to be completed over several years.

The implementation of Phase One would be for a two-year period where all remaining residential and non-residential sales customers would receive gas supply service through one qualified Pool Manager, selected by the Company through a Request for Proposals (RFP) process. The ATS agreement between the Company and the

selected Pool Manager would be structured to provide customers the opportunity to select between two pricing options: a monthly indexed price, similar to the current Purchased Gas Adjustment (PGA) pricing mechanism, or a fixed price option that enables customers to mitigate the potential price volatility of the monthly indexed price.

Near the end of the initial two-year period, the Company would evaluate customer acceptance of the program, assess its own capabilities to expand program options, and make a determination of the feasibility and timing for initiating Phase Two. Indiantown would also report to the Commission on the results of Phase One, and the customer education and implementation plan for Phase Two. After submitting the report, Indiantown will petition the Commission for approval to start implementing Phase Two.

Staff recommends that the report should be submitted no later than 90 days from the conclusion of Phase One. If the tariff becomes effective on November 5, 2002, the report would be due no later than 90 days after November 5, 2004.

Phase Two would expand the choices available. The Company would retain, through an RFP process similar to that used in Phase One, a minimum of two Pool Managers. The Company would require each Pool Manager to offer a range of gas pricing terms and conditions. Customers would have the ability to choose between the two Pool Managers, and select the pricing option that best matched their individual circumstances. At the end Phase Two, the Company would report to the Commission on the results of Phase Two, and the Phase Three customer education and implementation plan. The duration of Phase Two is left open, but is expected to be at least one year. Staff recommends that the company be required to submit a letter when Phase Two ends, notifying the Commission that it has ended. As in Phase One, the Company should be required to file its report within 90 days of the end of Phase Two.

Phase Three would completely transition customers to a fully competitive marketplace. With its customers being better informed and having several years of experience with gas marketers and various pricing options, customers would be free to choose any Pool Manager authorized to deliver gas on the Company's distribution system, and negotiate price and other terms with no constraints imposed by the Company. Pool Managers would be authorized to directly solicit any and all customers for gas supply services.

The Company's proposal is carefully designed to avoid exposure of its customers to the risk of service disruption. The ATS Agreement provides for severe financial penalties and potential termination of the agreement in the event that the ATS Pool Manager fails to deliver gas. Indiantown is prepared to act as the supplier of last resort in the case of longer term problems.

The ATS Agreement would specifically define the Pool Managers' actions or omissions constituting a default, including: failure to observe the terms and conditions of the ATS Agreement; failure in performance of essential duties and obligations such as failing to deliver gas for an extended period without prior approval, force majeure, or re-relinquishing capacity outside the contract limits; engaging in price gouging, slamming or other improper or unlawful activities; and, the failure to maintain financial viability.

Indiantown would implement procedures and provide the oversight necessary to ensure continuity of service to the pool customers in a default situation. If the Pool Manager defaults during Phase One, the Company would act to terminate the ATS Pool Manager and, as the supplier of last resort, would recall the interstate pipeline capacity, arrange for gas supply, and perform all other necessary functions to ensure delivery to affected customers. If during Phase Two, either of the two ATS Pool Managers defaults, the non-defaulting Pool Manager would assume gas delivery responsibilities for all customers until arrangements to qualify a replacement Pool Manager could be made. If both Pool Managers default, the Company as the supplier of last resort, would recall the interstate pipeline capacity, arrange for gas supply, and perform all other necessary functions to ensure delivery to affected customers, until arrangements to qualify replacement Pool Managers could be made.

For the residential and small commercial customers transitioning from sales to transportation service, the Company would maintain the customer service function, maintain customer account transaction records, and provide gas supply billing and collections indefinitely. Customers would continue to receive one monthly bill, and the Pool Managers' charges would appear in lieu of the Company's purchased gas adjustment. The Company would follow a prescribed hierarchy in applying customer payments. All payments would first be applied to any taxes and fees imposed by government; second, to Pool Managers' charges for gas supply; and third, to the Company's regulated transportation charges.

This payment hierarchy would enable the Company to retain the capability to disconnect customers for non-payment in the event of a partial payment. Applying the payment to the Pool Manager's gas supply cost prior to the Company's regulated charges would prevent customers from taking advantage of the absence of the Pool Manager's service disconnect authority by paying only the regulated charges. However, this arrangement would not provide protection to the Pool Manager in the event that the customer failed to pay at all. The Pool Manager would have the authority to appropriately secure customer accounts through cash deposits or similar means.

As the Company prepares to exit the merchant function, participation in the purchased gas cost recovery proceedings will no longer be necessary. The Company filed its final PGA true-up for the calendar year 2001 in May 2002. The filing shows an over-recovery of \$32,869. Projected filings are due in September 2002 for the determination of the PGA cap for the year 2003. However, upon activation of service by the Phase One ATS Pool Manager, there would cease to be any need for the Company to have an active PGA mechanism. Whatever over or under-recovery may have accrued at that time will be reviewed by the Commission for appropriate disposition by the Company. Indiantown proposes to address that matter in a subsequent filing within ninety days of the termination of its gas sales merchant function. Based on the most recent data, it appears that the Company will be in an over-recovery state for the period ended August 31, 2002.

The Company has submitted revised tariff sheets that incorporate the changes necessary to implement transportation service to all remaining sales customers.

## II. Commission's Jurisdiction

Indiantown cites Rule 25-7.0335, Florida Administrative Code, as the Commission's authority for approving the Petition. The rule requires that each local distribution company (LDC) "offer" the transportation of natural gas to all non-residential customers. The rule further provides that each LDC "may offer" the transportation of natural gas to residential customers when it is cost-effective to do so.

While the Commission has ample statutory authority to approve the Petition, staff believes that the request in the Petition falls outside the scope of the rule. The rule requires that LDC's "offer" transportation service to non-residential customers and that LDC's "may offer" such service to residential customers. The rule does not allow LDC's to require that any customer switch to transportation service. Indiantown's proposed ATS tariff requires customers to switch from sales to transportation service and so the rule is inapplicable.

Staff believes that Sections 366.04(1), 366.03, and 366.041, Florida Statutes, grant the Commission authority to approve the tariff. Section 366.04(1) confers the broadest grant of authority in that it grants "jurisdiction to regulate and supervise each public utility with respect to its rates and service." The ATS tariff affects rates and service and therefore falls within the purview of Section 366.04(1).

Section 366.03, Florida Statutes, grants the Commission authority to set the terms upon which "reasonably sufficient, adequate and efficient service" will be provided. Section 366.041, Florida Statutes, authorizes the Commission, when fixing rates and charges, to consider the "efficiency, sufficiency and adequacy of . . . services rendered; the cost of providing such service and the value of the service to the public; the ability of the utility to improve such service. . . ." Indiantown's Petition addresses these factors directly. Indiantown cannot sell gas at competitive prices to its small pool of customers. Its cost is too high. Indiantown believes the only way to improve the situation is to transition its customers out of sales service onto transportation service. This is information which the Commission may consider when deciding whether to approve the Petition.

In addition, staff believes that the Legislature expects the Commission to consider restructuring of the gas market when making decisions. The recommendation for proposing Rule 25-7.0335, Florida Administrative Code, explains that the Legislature laid the groundwork for unbundling of the gas industry in Florida when it amended Section 366.02(1), Florida Statutes. See Staff Recommendation in Docket No. 960725-GU, filed on February 3, 2000. That amendment exempts from the Commission's jurisdiction "any entity selling or arranging for sales of natural gas which neither owns nor operates natural gas transmission or distribution facilities within the state."

### III. Conclusion

Based on the Company's petition, Staff believes that Indiantown's proposal to convert all remaining sales customers to transportation service and to exit the merchant function is appropriate and reasonable, and should be approved. The tariff should become effective on November 5, 2002.

**ISSUE 2:** Should this docket be closed?

**RECOMMENDATION:** Yes. If a protest is filed within 21 days of the Commission Order approving this tariff by a person whose substantial interests are affected, the tariff should remain in effect pending resolution of the protest, with any charges held subject to refund pending resolution of the protest. If no protest is filed, this docket should be closed upon the issuance of a Consummating Order. (BRUBAKER)

**STAFF ANALYSIS:** If a protest is filed within 21 days of the Commission Order approving this tariff by a person whose substantial interests are affected, the tariff should remain in effect pending resolution of the protest, with any charges held subject to refund pending resolution of the protest. If no protest is filed, this docket should be closed upon the issuance of a Consummating Order.