STATE OF CALIFORNIA ARNOLD SCHWARZENEGGER, *Governor*

PUBLIC UTILITIES COMMISSION

505 VAN NESS AVENUE

SAN FRANCISCO, CA 94102-3298

July 18, 2006

Agenda ID #5838
and
Alternate Agenda ID #5842
Ratesetting

TO: PARTIES OF RECORD IN RULEMAKING (R.) 04-01-025, R.02-06-041, APPLICATION (A.) 00-06-023 AND A.02-10-040

These are the proposed decision of Administrative Law Judge (ALJ) Kim Malcolm, previously designated as the principal hearing officer in this proceeding and the alternate proposed decision of President Michael R. Peevey. The proposed decision and the alternate decision will not appear on the Commission's agenda for at least 30 days after the date it is mailed.

Pub. Util. Code § 311(e) requires that the alternate item be accompanied by a digest that clearly explains the substantive revisions to the proposed decision. The digest of the alternate proposed decision is attached.

This matter was categorized as ratesetting and is subject to Pub. Util. Code § 1701.3(c). Upon the request of any Commissioner, a Ratesetting Deliberative Meeting (RDM) may be held. If that occurs, the Commission will prepare and publish an agenda for the RDM 10 days beforehand. When an RDM is held, there is a related ex parte communications prohibition period. (See Rule 7(c)(4).)

When the Commission acts on these agenda items, it may adopt all or part of it as written, amend or modify it, or set it aside and prepare its own decision. Only when the Commission acts does the decision become binding on the parties.

Parties to the proceeding may file comments on the proposed decision as provided in Article 19 of the Commission's "Rules of Practice and Procedure," accessible on the Commission's website at www.cpuc.ca.gov. Pursuant to Rule 77.3 opening comments shall not exceed 15 pages.

Comments must be filed with the Commission's Docket Office. Comments should be served on parties to this proceeding in accordance with Rules 2.3 and 2.3.1. Electronic copies of comments should be sent to ALJ Malcolm at kim@cpuc.ca.gov. All parties must serve hard copies on the ALJ and the assigned Commissioner, and for that purpose I suggest hand delivery, overnight mail or other expeditious methods of service. The current service list for this proceeding is available on the Commission's web site, www.cpuc.ca.gov.

/s/ ANGELA K. MINKIN

Angela K. Minkin, Chief
Administrative Law Judge

ANG:hl2

Attachment

ATTACHMENT
Digest of Alternate Proposed Decision

R.04-01-025 et al.: Re: Petitions to modify Decisions (D.) 05-10-043, D.05-10-015, D.04-01-047, D.02-06-023 and D.03-07-037 regarding gas hedging for the 2006-2007 winter season for Pacific Gas and Electric Company (PG&E), Southern California Gas Company (SoCalGas), and San Diego Gas & Electric Company (SDG&E).

Pursuant to Pub. Util. Code Sec. 311(e), the digest of the substantive differences between the proposed decision of Administrative Law Judge Malcolm and the alternate proposed decision of President Peevey is as follows:

PG&E, SoCalGas, and SDG&E filed petitions for modification of various decisions, proposing to exempt purchases of hedging instruments from the rewards and penalties associated with the incentive mechanisms. The utilities state that they intend to purchase hedging instruments to protect ratepayers from fuel price spikes this coming winter. The petitions also request approval of specific natural gas hedging plans and ask that all of the costs and benefits of the expanded hedging plans, and the gas hedging that has already taken place for the 2006-07 winter season, be allocated directly to core gas procurement customers.

Proposed Decision

The proposed decision declines to approve the confidential hedging plans proposed by PG&E, SoCalGas and SDG&E. The proposed decision requires that a portion of all purchases of hedging instruments be included as part of each utility's incentive mechanism. The authority provided in the proposed order allows each utility to account for 75% of hedging purchases outside its incentive mechanism and applies to all hedging purchases made for the 2006-07 winter season. The remaining 25% is to be included within the incentive mechanism. This accounting approach is authorized only for hedging purchases that cover gas costs during the winter months of 2006-07. Once selected, each utility must account for all hedging purchases using this allocation approach. Each utility must inform the Commission's Executive Director in writing no later than 15 days from the effective date of this order of whether or not it will take advantage of this option, rather than accounting for all hedging within its incentive mechanism. Once this notice has been provided, the utility's decision shall not be revocable. Each utility is authorized to spend up to but not more than $14 per customer for hedging purchases if it chooses to account for 75% of hedging purchases outside of incentive mechanisms. This limitation shall not include hedging instruments commonly known as "swaps." The proposed decision also requires that reports be submitted to the ALJ and the Energy Division and that these reports be made public.

Alternate Proposed Decision

The alternate proposed decision approves the confidential hedging plans of PG&E, SoCalGas and SDG&E1 for the 2006/2007 winter season in the manner requested by the utilities. The authorization provided in the alternate proposed decision will result in an increase for average residential customer's monthly bill by approximately $2.00.

The proposed alternate decision grants the emergency petitions and modifies the impacted decisions to authorize supplemental hedges in 2006-07. The level of the hedges and the expiration dates are contained in the confidential hedging plans. Costs, including costs incurred for hedging already entered into, are allocated to core gas procurement ratepayers. No costs or benefits are allocated to shareholders. In addition, each utility is authorized to spend up to $14 per core customer for the 2006/2007 winter season, or up to the amount requested in its petition for modification of D.05-10-015 on hedged instruments, whichever is lower. This limit shall not include hedging instruments commonly known as "swaps." The alternate proposed decision requires that reports be submitted to the Division of Ratepayer Advocates and the Energy Division on a confidential basis.

(END OF ATTACHMENT)

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[1] These hedging plans will remain confidential as there is highly sensitive market information involved and if released, could work toward the detriment of utilities' ratepayers.

Decision **PROPOSED DECISION OF ALJ MALCOLM (Mailed 7/18/2006)**

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Order Instituting Rulemaking to Establish Policies and Rules to Ensure Reliable, Long-Term Supplies of Natural Gas to California.	Rulemaking 04-01-025 (Filed January 22, 2004)
Order Instituting Rulemaking to Require California Natural Gas and Electric Utilities to Preserve Interstate Pipeline Capacity to California.	Rulemaking 02-06-041 (Filed June 27, 2002)
In the Matter of the Application of Southern California Gas Company Regarding Year Six (1999-2000) Under Its Experimental Gas Cost Incentive Mechanism and Related Gas Supply Matters. (U 904 G)	Application 00-06-023 (Filed June 15, 2000)
In the Matter of the Application of San Diego Gas and Electric Company (U 902 G) to Modify and Extend Permanent Gas Procurement Performance-Based Ratemaking Mechanism.	Application 02-10-040 (Filed October 31, 2002)

(See Appendix A for List of Appearances.)

OPINION MODIFYING DECISION (D.) 05-10-043, D.05-10-015, D.04-01-047, D.02-06-023 AND D.03-07-037 IN RESPONSE TO THE PETITIONS OF PACIFIC GAS AND ELECTRIC COMPANY, SOUTHERN CALIFORNIA GAS COMPANY AND SAN DIEGO GAS & ELECTRIC COMPANY

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OPINION MODIFYING DECISION (D.) 05-10-043, D.05-10-015, D.04-01-047, D.02-06-023 AND D.03-07-037 IN RESPONSE TO THE PETITIONS OF PACIFIC GAS AND ELECTRIC COMPANY, SOUTHERN CALIFORNIA GAS COMPANY AND SAN DIEGO GAS & ELECTRIC COMPANY

I. Summary

This decision addresses the emergency petitions of Pacific Gas and Electric Company (PG&E), Southern California Gas Company (SoCalGas) and San Diego Gas & Electric Company (SDG&E) to modify Decision (D.) 05-10-043, D.05-10-015, D.04-01-047, D.02-06-023 and D.03-07-037. All three utilities seek to modify orders requiring them to account for all costs of natural gas procurement in natural gas purchase incentive mechanisms. The utilities propose to exempt purchases of hedging instruments from the rewards and penalties associated with the incentive mechanisms. The purpose of the proposed modification would be to relieve the utilities of the risks associated with the purchase of hedging instruments for natural gas prices. The utilities intend to purchase hedging instruments to protect ratepayers from fuel price spikes this coming winter. The petitions also request approval of specific natural gas hedging plans and ask that all of the costs and benefits of the expanded hedging plans, and the gas hedging that has already taken place for the 2006-07 winter season, be allocated directly to core gas customers.

The relief that the utilities request is similar to the relief that the Commission approved for all three utilities last winter season, which was sought and granted because of expected natural gas price spikes after Hurricane Katrina, and to a lesser degree from Hurricane Rita.

This decision declines to approve the confidential hedging plans of PG&E, SoCalGas and SDG&E. It encourages the utilities to purchase cost-effective

hedging instruments to the extent those purchases might protect ratepayers from high natural gas prices for this coming winter. To provide a reasonable incentive for sound management decisions, this order requires that a portion of all purchases of hedging instruments be included as part of each utility's incentive mechanism. Each utility may choose to account for 75% of hedging purchases outside of its incentive mechanism and to account for 25% of the cost and returns from each purchase within the incentive mechanism for purchases of hedging instruments to protect against price spikes during the 2006-07 winter season. This modification substantially reduces the risks of hedging instruments to shareholders while providing some assurance to utility ratepayers that hedging purchasing strategies will be cost-effective. A utility that opts to account for 75% of hedging costs outside its incentive mechanism is authorized to spend up to $14 per customer on hedging instruments, excluding "swaps."

II. Background

In response to the events affecting the natural gas infrastructure resulting from Hurricane Katrina and because of rising natural gas prices, on September 13, 2005, PG&E filed an emergency petition for modification of its current Core Procurement Incentive Mechanism (CPIM) in D.04-01-047. After taking comments on PG&E's emergency petition, we adopted D.05-10-015 on October 6, 2005. D.05-10-015 authorized PG&E to purchase hedges as set forth in its confidential hedging plan for a total of three years. The order also approved, among other things, PG&E's request that the costs associated with the approved hedges be paid for by PG&E's core customers and that all payouts associated with the hedges flow directly to PG&E's core gas customers.

Similarly, on October 11, 2005, SoCalGas and SDG&E filed an emergency petition to modify D.02-06-023 and D.03-07-037. In response, the Commission adopted D.05-10-043, which adopted the utilities' hedging plans and allocated all risks, costs, and benefits to their respective ratepayers.

PG&E filed the instant petition on May 5, 2006, seeking an order by June 15, 2006. SoCalGas and SDG&E filed their petitions on May 17, 2006, seeking an order by June 29, 2006. On May 26, 2006, The Utility Reform Network (TURN) and the Division of Ratepayer Advocates (DRA) filed responses to PG&E's petition. Neither filed responses to the petitions of SoCalGas or SDG&E although both participated in subsequent hearings.

On May 29, 2006, the assigned Administrative Law Judge (ALJ) issued a ruling in these proceedings that directed the utilities to respond in writing to a number of questions about their respective proposals, decision-making processes, and alternatives. Each utility served responses to the questions presented in the ALJ's ruling. The ALJ subsequently conducted two days of hearings on June 9 and June 16, 2006. At the hearing, the ALJ agreed that some of the information relevant to cross-examination was confidential because its public disclosure might affect the utilities' ability to purchase lowest-cost financial instruments. The ALJ therefore conducted portions of the hearing such that they were closed to the public and parties who had not signed nondisclosure agreements. The associated hearing transcripts were filed under seal.

PG&E, SoCalGas, SDG&E, TURN, Coral Energy Resources L.P. (Coral), School Project for Utility Rate Reduction (SPURR) and the ABAG Publicly Owned Energy Resources (ABAG Power), and DRA filed briefs on June 26, 2006 and filed reply briefs on June 30, 2006.

III. The Current Incentive Mechanisms

Each of the three utilities currently purchases natural gas on behalf of core ratepayers and accounts for those purchases in a regulatory mechanism that allocates liability between utility shareholders and ratepayers, providing an incentive for each to purchase low cost gas supplies. Each utility incentive mechanism differs from the other to some extent but all are intended to provide incentives because shareholders are allocated a share of the gains or losses associated with natural gas purchased compared to a monthly market gas price benchmark. A "deadband" around the benchmark delineates the range of costs to be borne by ratepayers and shareholders. These incentive mechanisms replaced the reasonableness reviews of the utilities' gas procurement activities that the Commission previously conducted. SoCalGas' Gas Cost Incentive Mechanism (GCIM) was approved in D.02-06-023 for SoCalGas, and SDG&E's Performance Based Ratemaking (PBR) was approved in D.03-07-037. The Commission approved the current version of PG&E's CPIM in D.04-01-047.

All three utilities have argued that their respective gas purchasing incentive mechanisms discourage them from entering into arrangements that fix the prices of natural gas for an extended period of time, or expending dollars to hedge a significant portion of the company's natural gas purchases on behalf of core gas customers. The utilities have hedged their core gas purchases to some extent for this year and in previous years. However, they contend that if their spending on hedges, such as option premiums, exceeds the upper level of the deadband in their procurement mechanisms, then their shareholders face the risk of large financial penalties.

IV. The Utility Proposals

PG&E, SoCalGas and SDG&E request substantially similar relief adopted in D.05-10-043 and D.05-10-015 to allocate all costs and benefits of hedging to their respective customers. Their petitions seek approval of specific hedging plans for the upcoming winter season. Each utility explains that it would not be permitted to depart from the plan adopted here and that their respective investment decisions would not be subject to reasonableness reviews. Each plan identifies a dollar ceiling to be spent on hedging instruments, the types of hedging instruments that would be purchased and generally over what period, exemplary "strike prices" for each purchase and the potential ratemaking impacts. The utilities state that the dollar ceiling may be exceeded in some instances, depending upon market activity.

Although this decision does not disclose which hedging instruments the utilities intend to purchase, the following types of hedging instruments are among those they may decide to purchase:

- *Call Options*: A financial instrument that gives the purchaser the right, but not the obligation, to purchase a New York Mercantile Exchange (NYMEX) Henry Hub natural gas futures contract at a predetermined fixed price (or "strike price") on or before a specific date (an "expiration date");

- *Put Options*: A financial instrument that gives the purchaser the right but not the obligation to sell a NYMEX futures contract at a predetermined fixed price on or before a specific date;

- *Futures*: A supply contract whereby the buyer is obligated to take delivery and the seller is obligated to provide delivery of a fixed amount of a commodity at a predetermined price at a specified location;

- *Basis Swaps*: A financial instrument that gives the buyer the obligation to pay or receive the value difference between the purchase price and the settled spread between the NYMEX Henry Hub futures and a defined locational index, such as the Natural Gas Intelligence SoCal index; or

- *Fixed Price Swaps*: A financial instrument that gives the buyer the obligation to pay or receive the value difference between the purchase price and a natural gas index settlement price. It involves no up-front premium.

The utilities describe their hedging programs as "insurance" against natural gas price spikes. Each utility states it requires this authority in order to better protect its core customers from potential gas price spikes this winter. During the hearing, the utilities provided evidence that natural gas prices are increasing and, more significantly, that prices for natural gas are more volatile and unpredictable than in previous years. One effect of this market volatility is that prices for hedging instruments are substantially higher than in the past.

The utilities seek authority to spend up to specified amounts on hedging instruments during winter 2006-07 and authority to engage in financial transactions that do not require dollar outlays in advance but which might result in additional losses. Without publicly disclosing the liabilities the utilities would incur on behalf of ratepayers, the amounts are substantially larger than amounts authorized in the past and would be used to hedge large portions of their gas supplies. The utilities propose to purchase hedging instruments that would protect against higher prices and also "swaps," which would permit ratepayers to benefit from market prices that are ultimately lower than the prices the utilities paid for existing gas supplies (and simultaneously expose ratepayers to substantial losses under some scenarios). Storage gas could also be hedged.

The utilities would retain authority to include the costs and benefits of hedging instruments within their existing incentive mechanisms at their discretion. The accounting for each individual instrument would be separate, depending on whether it was purchased within or outside the incentive mechanism.

All three utilities requested emergency treatment of their petitions in light of the impending hurricane season. Each seeks retroactive authority to be relieved of liability for any risks or costs associated with hedging instruments purchased since the lapse of authority the Commission granted last October. PG&E has filed an application for long-term mechanisms for hedging outside its CPIM.

V. Parties' Responses to the Proposals

TURN and DRA filed responses to PG&E's petitions. They did not file responses to the petitions of SoCalGas or SDG&E because the filing date for the responses fell after the evidentiary hearing. TURN and DRA filed briefs to address their concerns and ideas after the hearings.

In its response to PG&E's petition, TURN states it generally supports utility hedging natural gas supplies but raised concerns about the lack of detail concerning the criteria used to determine hedging parameters and the analyses used to determine possible bill impacts. In its brief, TURN stated its support for the utility hedging proposals generally and urged quick approval of them. TURN believes hedging can provide important protection for ratepayers against price spikes. TURN proposes the Commission address the longer-term issue in a rulemaking or the application PG&E recently filed for authority to adopt a long-term hedging plan, Application (A.) 06-05-007.

In its response to PG&E's petition, DRA opposes PG&E's proposal, believing PG&E should conduct hedging activities within the context of its CPIM. It believes the dollar amounts PG&E wishes to spend on hedging instruments is "excessive" and the percentage of total gas supplies PG&E would hedge is too high. If the Commission permits PG&E to hedge outside the CPIM, DRA would propose the following conditions:

1. PG&E's dollar authority should be capped;
2. PG&E should not be allowed to hedge utilizing swaps;
3. The amount of gas PG&E should be permitted to hedge should be reduced substantially;
4. PG&E's lower CPIM deadband would be expanded to two percent; and
5. The Commission should order PG&E to provide the Commission with a report no later than April 1, 2007 that would provide an ex post review of how PG&E's hedging program affected gas customers.

In addition, DRA proposes a compromise hybrid CPIM approach whereby the cost and returns associated with 25% of all hedges would be included in the CPIM and 75% be allocated outside the CPIM.

In its brief, DRA also opposes SDG&E's proposal. DRA believes SDG&E's budget for hedging is excessive and unwisely includes an unknown amount of potential losses associated with purchase of "swaps" or futures. It proposes the Commission limit SDG&E's spending on hedging instruments to a lower amount than requested, prohibit SDG&E from hedging in non-winter months and require SDG&E to submit a report that provides details about the results of hedging activities. DRA opposes any hedging outside of incentive mechanisms but proposes increases to the tolerance bands as a way of limiting shareholder exposure to risk. Alternatively, DRA proposes that 25% of hedging costs and returns be included in SDG&E's PBR, with the remaining 75% allocated directly to ratepayers.

DRA also filed a brief in opposition to SoCalGas' proposal. DRA recommends expanding the lower GCIM tolerance band to reduce shareholder exposure to risk and that SoCalGas be required to file a report detailing the results of its hedging activities. As for the other utilities, DRA opposes any hedging outside of incentive mechanisms but proposes a compromise that would include 25% of hedging costs and returns in the GCIM, with the remaining 75% allocated directly to core ratepayers.

SPURR/ABAG Power oppose the utilities' proposals to be shielded from the risk of hedging. They observe that the utilities' proposals are not founded on information about what customers would be willing to pay for this type of insurance, and that hedging outside of incentive mechanisms eliminates the motivation for sound decision-making and transparent transactions. SPURR/ABAG Power also raise concerns that DRA and TURN are not in a position to judge the merits of utility hedging strategies and do not necessarily represent the interests of non-residential customers. They propose that the utilities be required to disclose what they intend to hedge and the average cost at the beginning of each month and to disclose what they spent and gained or lost shortly after the winter 2006-07 period.

Coral Energy does not oppose the utilities' proposals but raises concerns that the gas incentive mechanisms may require modification to permit the utilities to make commitments for gas supplies in long-term contracts. It also believes the Commission should explore the option of pre-approving annual gas procurement plans.

VI. Discussion

A. Emergency Nature of Petitions

We first address whether in fact the petitions make the case for emergency action by the Commission, as the utilities propose. We find that they do not. Last year, the Commission took emergency action on related utility petitions following an extraordinary event, namely, the devastation by Hurricane Katrina to the Gulf Coast, an area that produces and refines a substantial portion of the country's petroleum supplies. D.05-10-015 and D.05-10-043 found that Hurricane Katrina "had a major adverse impact on natural gas markets," disrupting 16 percent of the natural gas production for the United States and resulting in a dramatic rise in gas prices. On this basis, we took emergency action to relieve the utilities of liabilities associated with hedging and to encourage their purchase of hedging instruments to protect ratepayers. No events have occurred this year that would create an emergency circumstance and none is anticipated except to the extent there is always some probability of events that could disrupt gas supplies or affect market prices. Although PG&E states that it needs expedited action on its petition because of the impending hurricane season, the onset of the hurricane season is not news and is certainly not unforeseen.

By seeking Commission decisions only weeks after the filing of their petitions, the utilities seek extraordinary treatment of their petitions with little justification. The utilities themselves waited to file their petitions for seven months following last year's decisions. Moreover, the utilities already have authority to purchase hedging instruments within their respective incentive mechanisms, and, in the case of PG&E, to purchase hedging instruments outside their respective incentive mechanisms for this year and next. These petitions merely seek authority to spend additional ratepayer funds on hedging instruments outside existing regulatory mechanisms. Although we appreciate the need for the utilities to purchase hedging instruments now if they are going to purchase them at all, a request for additional ratepayer funds to spend on hedging instruments hardly constitutes an emergency under the circumstances.

B. The Need for Hedging Instruments for Natural Gas Supplies

The utilities have developed plans for purchasing hedging instruments on behalf of their respective core ratepayers, believing that hedging is a type of insurance against the price impacts of catastrophic events such as Hurricane Katrina and market volatility generally. The utility petitions explain why existing incentive mechanisms do not provide motivation for them to purchase what they believe are optimal investments in hedging instruments, namely, that hedging instruments generally present shareholders with too much risk. Each utility has purchased hedging instruments over the years as part of its natural gas portfolios and subject to its incentive mechanism. Each utility intends to continue to purchase some hedging instruments within its incentive mechanisms.

In October 2005, the Commission approved the utilities' emergency requests for authority to purchase hedging instruments outside of their incentive mechanisms following a devastating hurricane that affected national prices for natural gas. During that extraordinary period, the ratepayers of two of the utilities received no benefit from utility investments in hedges. The ratepayers of the third received almost no benefit. This year, the utilities want to spend considerably more on hedging instruments and plan to hedge much larger proportions of their total portfolios. Unlike last year, the market for natural gas is relatively stable and there is no expectation of natural catastrophe. On the other hand, the utilities did demonstrate that natural gas markets are more volatile than they have been for many years.

Although market conditions are in recent years less stable than they have been historically, market conditions alone do not justify spending enormous sums on insurance for substantial portions of the utilities' gas portfolios. The utilities did not support their proposals by demonstrating that they were consistent with best practices, prevailing financial theory or statistics about the effects of purchasing such financial instruments on natural gas rates in other jurisdictions. Neither did the utilities provide an evaluation of what ratepayers would be willing to pay for various levels of protection from price spikes. The only justification the utilities provide is their wish to reduce the risk of price spikes and higher rates. The lack of supporting analysis is of particular concern because the utilities are proposing much higher levels of hedging purchases and spent large sums last year that provided almost no benefit to ratepayers. Moreover, the utilities are proposing that ratepayers assume all of the risk for these investments absent any regulatory incentive mechanism and without any reasonableness review.

In effect, the utilities seek authority to spend hundreds of millions of dollars of ratepayer funds at their discretion on financial products they themselves describe as expensive and in financial markets they describe as highly volatile. Viewed from this perspective, our approval of the utilities' proposals as they are presented to us would be irresponsible.

On the other hand, we understand the utilities' concerns, which we share, that ratepayers be protected from price spikes in gas markets. Hedging is a form of insurance. Most individuals in the state's economy purchase insurance as a way to protect themselves from loss associated with fire, catastrophe, accidents or illness. Whether they are willing to purchase insurance against higher natural gas costs and how much they would be willing to spend are open questions. With the appropriate ratepayer protections, the utilities should be able to make those decisions on behalf of ratepayers, just as they must decide when and where to purchase gas, and when to inject gas into storage and use it. The question, therefore, is how to motivate strategies for the purchase of hedging instruments that are cost-effective and provide appropriate incentives for the utilities to make wise decisions on behalf of ratepayers. We discuss the utilities' common proposal for how the Commission would oversee their purchases below.

C. Pre-Approval of Utility Hedging Plans

Each utility petition provides an outline of a hedging plan. Each plan provides some information about the types of instruments the utilities might purchase, the dollars they might spend, strike prices, the amount and type of gas they would hedge and the impact on utility rates. Each utility presented highly qualified and credible experts at the Commission hearing who explained each program element in response to questions and described the various hedging instruments they might purchase.

The utilities seek Commission approval of these hedging plans and propose that this approval would represent adequate regulatory protection for ratepayers in the utilities' use of ratepayer funds. The utilities ask us to forego any retrospective review of the purchasing decisions of utility managers, although they state their intent to provide ongoing program information to Energy Division, DRA and TURN.

The information provided by the plans and the expert witnesses, however, is not adequate for the Commission to approve the plans. That is, the plans could permit the utilities to use very poor judgment about the instruments they might purchase and there would be no recourse for ratepayers who fund those purchases. Although the utilities' state the Commission could monitor the purchases for problems, they propose to be excused from retroactive reasonableness reviews. In responses to related questions, the utilities' witnesses refer to a "compliance" process, which they distinguish from a "reasonableness review." The utilities suggest at least inferentially that they would not be held accountable to ratepayers even if the Commission uncovered evidence of fraud or abuse.

The utility plans are broad outlines of the utilities' hedging programs, providing almost no detail about purchasing strategies. The plans do not provide any assurance as to how the utility's purchasing strategy would be optimal for ratepayers as time passes and market circumstances change. Making a decision about whether to buy a hedging instrument requires judgment not implied in purchasing utility equipment. Unlike a contract for a utility product or service, purchasing hedging instruments requires knowledge of future purchasing decisions that we cannot evaluate in advance. Thus, our approval of these plans in advance is not comparable to our advance review and pre-approval of pipeline capacity contracts, advanced metering equipment or incremental gas storage service. We could not regard our approval of these plans as adequate regulatory oversight in light of the costs involved and the fact that specific hedging decisions are determined after we render our opinion.

Moreover, our responsibility is not to supervise day-to-day utility operations but to provide appropriate incentives for efficient and effective utility management. For the same reason, we would not delegate to Commission staff or any intervenor responsibility to oversee utility investments in financial instruments as a substitute for enforceable regulatory protections for ratepayers.

We therefore decline to pre-approve any utility hedging plans and proceed to determine other options for regulatory oversight of utility hedging strategies.

D. Appropriate Ratemaking for Hedging Programs

The utilities claim their existing incentive mechanisms do not provide adequate motivation for them to invest in hedging mechanisms at a level that might be optimal to protect ratepayer interests. Their witnesses explained that hedging has become increasingly risky and expensive. They also state that the incentive mechanisms do not align ratepayer interests with shareholder interests; that is, shareholders may be in a position of "winning" when market prices go up.

The utilities have the authority to implement their hedging plans within existing incentive mechanisms. In fact, they have considerable experience hedging within the parameters of existing hedging mechanisms. SoCalGas in particular has used hedging very effectively and benefited substantially in recent years. PG&E in particular argues that under the incentive mechanisms, utility and ratepayer interests are misaligned with regard to the effects of hedging because hedging rewards shareholders when market prices go up. SPURR makes a reasonable argument that when a utility realizes returns on hedging within the incentive mechanism, ratepayers in fact also "win" because they are not saddled with higher gas prices. Moreover, if there were a potential "misalignment of interests" that would present a substantive conflict for shareholders, we would *prohibit* the utilities from purchasing hedging instruments through their incentive mechanisms. This is a restriction the utilities explicitly do not propose and, given SoCalGas' favorable investments with hedging instruments, would probably not be wise.

Overall, we find that existing incentive mechanisms may not be designed to accommodate hedging activities that might be reasonable given changing market conditions. On the other hand, those mechanisms provide essential protections for ratepayers. We are not willing to abandon those protections on the basis of the record we have before us and considering the costs to ratepayers of last year's hedging strategies.

We have stated our view that hedging may represent one element of a good procurement strategy and also that this Commission is not in a position to judge the details of day-to-day financial transactions. These two important elements of our thinking motivate us to provide the utilities with some freedom to purchase hedging instruments. On the other hand, we are not willing to give the utilities what is tantamount to a blank check to purchase high risk financial instruments, while taking no risk for the management of their purchasing strategies and absent any meaningful regulatory oversight of those strategies.

The utilities make a reasonable case that they may not be able to justify the shareholder risk that could be implicated if they were to engage in an optimal amount of hedging within their respective incentive mechanisms. The utilities have generally opposed increasing the tolerance bands for their incentive mechanisms on the basis that the change could reduce their prospects for shareholder awards. The record here provides little analysis of the potential impacts of increasing the tolerance bands under different scenarios and, because this aspect of the incentive mechanisms is complex, we are not prepared to increase the tolerance bands at this juncture, as DRA proposes. This and other ratemaking alternatives may deserve additional consideration in the utilities' applications for a permanent hedging ratemaking mechanism.

The option that has considerable appeal for us at this point is DRA's compromise suggestion that some portion of the costs and benefits of hedging positions be included in the incentive mechanisms, with the remainder allocated directly to ratepayers. This option limits shareholder exposure to risk but creates enough risk that the utility will be motivated to purchase only those instruments that appear most likely to provide some ratepayer benefit. Because the utilities state that all hedging instruments have an expected value of zero – and that the utilities cannot affect or game the market – this modification to our ratemaking policy for hedging is fair and will promote conservative, thoughtful purchasing strategies.

We will direct the utilities to account for all hedging purchases the same. That is, each utility may choose to allocate either 100% or a 25% share of the costs to their respective incentive mechanisms. They may not allocate 100% of some purchases to the incentive mechanisms and 25% of others to the incentive mechanism. This restriction will eliminate any concerns that the utilities might treat high risk investments differently from lower risk investments in ways that skew risk toward ratepayers and potential reward toward shareholders.

We do not adopt the utilities' proposed dollar caps on spending for hedging instruments at this time, partially because the record is unclear as to what amounts the utilities are proposing and the associated liabilities ratepayers would assume. Instead, we limit increases to each utility's rates for hedging in winter 2006-07 to $14 per customer if the utility chooses to allocate 75% of hedging costs outside of its incentive mechanism. The amount would not include instruments commonly known as "swaps," which do not have pre-paid premiums. This amount provides adequate funding for hedging and is reasonable until and unless we have information about utility customers' willingness to pay for gas hedging. If a utility chooses to account for 100% of hedging purchases in its incentive mechanism, this limit on rate increases would not apply. We also have no objection to the utilities' plans to engage in "swaps." However, we adopt DRA's suggestion that the utilities limit their hedging to the winter period for 2006-07. If the goal is to limit risk of price spikes, this limitation is reasonable. The utilities may address how year-round hedging purchases are compatible with a sound procurement strategy in applications for permanent hedging programs.

The authority provided in this order to each utility to account for 75% of hedging purchases outside its incentive mechanism applies to all hedging purchases made for the 2006-07 winter season. Each utility must inform the Commission's Executive Director in writing no later than 15 days from the effective date of this order whether or not it intends to take advantage of this option, rather than accounting for all hedging within its incentive mechanism. Once this notice has been provided, the utility's option shall not be revocable.

E. Utility Reporting

We agree with DRA that each utility should be directed to provide a report of the results of its hedging programs. The reports will provide some evidence to evaluate the merits of the programs and may be useful in guiding future ratemaking and policy in this area. The utilities have not made a compelling case for retaining the confidentiality of past hedging activities in light of our commitment to an open and transparent ratemaking process. The utilities' reports should therefore be made public and provided to any interested party who requests a copy. The reports should provide the following information:

- Total funds spent on hedging instruments;
- Total losses and gains for each category of hedging instrument;
- Amount of natural gas supplies hedged monthly; and
- Impact of hedging program on utility rates.

The utilities should be prepared to provide more detailed information to DRA and the Commission's Energy Division upon request and the reports should be filed by April 1, 2007. The utilities should notify parties to these proceedings of the availability of the reports and provide paper copies to the ALJ and the Commission's Energy Division.

VII. Conclusion

In sum, this order resolves the utilities' petitions as follows:

- Denies the utilities' requests to pre-approve hedging plans;
- Denies the utilities' requests for authority to account for 100% of the costs and benefits of hedging instruments outside their respective incentive mechanisms at their discretion;
- Permits each utility to account for up to 75% of the costs of hedging instruments outside its incentive mechanisms, with a corresponding share of returns similarly accounted for outside the incentive mechanisms. This modification applies only to the 2006-07 winter season;
- Authorizes each utility to spend up to the amounts requested in its respective petitions on hedged instruments, subject to the shared allocation of risk and reward;
- Requires that all hedging instruments for each utility shall be subject to the same ratemaking treatment during the 2006-07 season, whether fully included in the incentive mechanism or partially accounted for outside the incentive mechanism, as described herein; and
- Requires each utility to provide the Commission and interested members of the public a report no later than April 1, 2007 that provides information about the costs and benefits of the program in the aggregation, funds expended by category of purchase, impacts on utility rates and the amounts of gas hedged in each purchasing period.

We proceed to consider these matters further for PG&E in its application for a longer-term ratemaking program for natural gas hedging activities in A.06-05-007.

VIII. Comments on Proposed Decision

The proposed decision of the ALJ in this matter was mailed to the parties in accordance with Section 311(d) of the Public Utilities Code and Rule 77.1 of the Rules of Practice and Procedure. Comments were filed on _____, and reply comments were filed on _____.

IX. Assignment of Proceeding

Michael R. Peevey is the Assigned Commissioner. Kim Malcolm is the assigned ALJ in R.04-01-025, R.02-06-041, A.00-06-023, and A.02-10-040 for the purpose of resolving the emergency petitions.

Findings of Fact

1. The utilities requested a schedule for expedited action in this proceeding that would require the Commission to make exceptions to procedural requirements of the Public Utilities Code and the Commission's Rules of Practice and Procedure.

2. The utilities have not made a compelling showing that any emergency exists that requires immediate authorization of the utilities' petitions.

3. The utilities already have authority to engage in hedging activities as long as they are accounted for within their respective incentive mechanisms.

4. Ratepayers received very little benefit from the utilities' purchase of hedging instruments in 2005-06 that were accounted for outside of the incentive mechanisms. The total amount spent on hedging instruments for which there was no monetary benefit to ratepayers was substantial.

5. The utilities provided evidence that natural gas markets have become increasingly volatile, which has increased the costs of and risks associated with purchasing hedging instruments.

6. The utilities did not provide evidence that their plans to spend large sums on hedging instruments are consistent with best practices, industry standards or financial theory or practice.

7. Compared to last winter, the utilities propose to spend much larger sums on hedging instruments and to insure much larger portions of their natural gas supply portfolios.

8. The utilities have not provided evidence that their ratepayers would be willing to pay the sums they propose on insurance against gas price spikes.

9. Exempting hedging purchases from regulatory incentive mechanisms and retrospective reasonableness reviews does not provide ratepayers with adequate protection. It is not reasonable to grant the utilities authority to spend large sums of ratepayer funds without some regulatory protections for ratepayers.

10. The hedging plans the utilities presented in this proceeding do not provide adequate detail to determine their reasonableness. Any assessment of how the utilities purchase hedging instruments according to those plans would need to be made in the context of the utilities' broader gas supply strategies and uncertain and unknowable future market conditions.

11. The Commission may not delegate to intervenors the task of overseeing and determining the reasonableness of ongoing management of utility operations.

12. The utilities state their existing incentive mechanisms are not structured in ways to motivate optimal purchases of hedging instruments on behalf of ratepayers.

13. SoCalGas and its shareholders have benefited substantially from its purchase of hedging instruments within its GCIM.

14. There is no meaningful misalignment of interests between shareholders and ratepayers with regard to the purchase of hedging instruments within existing incentive mechanisms, as long as the utility cannot influence market gas prices.

15. Including portions of hedging costs and benefits within each utility's incentive mechanism would substantially reduce shareholder liability while providing reasonable protection for ratepayers.

16. Because the utilities state their hedging programs are designed to guard against price spikes during winter 2006-07, there is no reason to authorize different accounting treatment for hedging that covers gas costs during non-winter months.

17. The record does not provide clear information about the amounts of ratepayer funds they propose to use for hedging.

18. Information about the costs, benefits and nature of each utility's hedging activities would be useful in designing future policy and ratemaking for hedging activities, and assuring utility hedging activities adequately protect ratepayers.

Conclusions of Law

1. The utilities should be permitted to purchase hedging instruments at their discretion, as part of their portfolio management strategies, and as long as they have the appropriate regulatory incentives to spend ratepayer funds wisely.

2. The Commission should not pre-approve utility hedging plans because it does not have the information on the record of this proceeding to be assured that those plans are reasonable.

3. The Commission should authorize the utilities the choice of accounting for 75% of each hedging purchase and associated benefits outside of incentive

mechanisms, with the remaining 25% to be included within the incentive mechanisms.

4. The utilities should be authorized to account for hedging activities outside the incentive mechanisms only for purchases that cover gas costs during winter months.

5. The utilities should be authorized to spend up to $14 per customer if they choose to account for 75% of hedging purchases outside of incentive mechanisms.

6. The utilities should not be authorized to account for different hedging purchases in different ways. If a utility chooses to account for 75% of hedging costs outside of its incentive mechanism, all hedging purchases for winter 2006-07 should be accounted for in that way.

7. Each utility should be ordered to submit to the ALJ and Energy Division a public report no later than April 1, 2007 that provides information about its hedging programs as set forth herein.

O R D E R

IT IS ORDERED that:

1. The May 17, 2006 emergency petition of Southern California Gas Company (SoCalGas), the May 17, 2006 emergency petition of San Diego Gas & Electric Company (SDG&E) and the petition of Pacific Gas and Electric Company filed May 5, 2006 to modify Decision (D.) 05-10-043, D.05-10-015, D.04-01-047, D.02-06-023 and D.03-07-037 are denied except as follows:

- Each utility may account for up to 75% of each hedging purchase, including hedging instruments commonly known as "swaps," outside of its incentive mechanism, with the remaining 25% to be included within the incentive mechanisms. This accounting is authorized only for hedging purchases that cover gas costs during the winter months of 2006-07. If a utility chooses to use this allocation of risk, it must account for all hedging purchases using this allocation of risk and may not treat different purchases with different accounting during the period in question;

- Each utility is authorized to spend up to but not more than $14 per customer for hedging purchases if it chooses to account for 75% of hedging purchases outside of incentive mechanisms. This limitation shall not include hedging instruments commonly known as "swaps;"

- Each utility shall submit a report to the Administrative Law Judge and the Energy Division no later than April 1, 2007 that provides information about its hedging programs as set forth herein. Each utility shall notify parties to these proceedings of the availability of the report; and

- The cost of each utility's hedging activities should continue to be calculated and collected as it is currently, through each utility's Purchased Gas Account. Costs should be allocated to all core customers and the amounts included in the monthly core procurement advice letters filed by each utility.

2. The authority provided in this order allows each utility to account for 75% of hedging purchases outside its incentive mechanism and applies to all hedging purchases made for the 2006-07 winter season. Each utility must inform the Commission's Executive Director in writing no later than 15 days from the effective date of this order of whether or not it will take advantage of this option, rather than accounting for all hedging within its incentive mechanism. Once this notice has been provided, the utility's decision shall not be revocable.

3. Rulemaking 02-06-041, Application (A.) 00-06-023, and A.02-10-040 are closed.

This order is effective today.

Dated _______, 2006, at San Francisco, California.

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INFORMATION REGARDING SERVICE

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Dated July 18, 2006, at San Francisco, California.

/s/ ELIZABETH LEWIS
Elizabeth Lewis

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